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**EVALUATION OF THE
USAID/PAKISTAN
NORTH WEST FRONTIER AREA
DEVELOPMENT PROJECT**

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EXECUTIVE SUMMARY

After a long and difficult startup period, the North West Frontier Area Development Project has been able to demonstrate commendable energy and accomplishments during the last eighteen months. It now seems positioned to fulfill most of its objectives. About 356 infrastructure subprojects are completed, under construction, or planned. Some of these will have to be postponed to an extension project due to budgetary constraints. The quality of construction, particularly given the ruggedness and remoteness of the region, has been high. Popular appreciation of and demand for roads, schools, water supply and irrigation systems, and health units are strong.

Among the agricultural activities, demonstration plots have had high visibility and there is considerable popular demand for them. Extension services, afforestation, orchard plantings, improved seed and fertilizer distribution, and animal husbandry efforts have had a positive impact on the farming sector and offer some alternatives to poppy growing. Off-farm employment training and placement are areas where the project has not nearly met its targets. This is largely because some anticipated training programs did not participate and the project has been obliged to rely on existing government technical training programs. These, in some cases, require higher levels of education than many residents possess. Those trained have not found it easy to obtain jobs, partially because links outside the area are not strong.

Owing in part to government enforcement and persuasion, as well as the project's development efforts, the area has made the initial transition to a non-poppy based economy. However, at this stage, gains should not be viewed as secure. It is imperative that agricultural efforts continue over five additional years. This is necessary for the consolidation of current achievements, as well as for further improvement upon them. Orchards, for example, will not produce full harvests for at least four more years, and the trees will need careful tending and supervision until that time. Infrastructure development has hardly begun to saturate Gadoon-Amazai, and the need for subprojects continues in all categories. Beneficiary cooperation with the project is now strong and recognition of its efforts is high. A surprising 70 percent of those beneficiaries surveyed had actually been to visit the project office in Topi. Even the one union council that had most opposed project activities began participating three months ago.

Initiatives to provide the population with a reasonable income based on a variety of alternative sources should continue. The evaluation team, therefore, recommended the development of a Phase II project. One caveat is, however, in order. Agriculture will continue to be the mainstay of employment and income for many years, and it has a limited potential for growth. There are few legitimate crops that can compete

economically with poppy. This is one reason why training and off-farm employment should be pursued more vigorously as a part of the remaining and any Phase II activities. Persuasion and/or the threat of enforcement will remain a necessary factor in preventing a return to poppy cultivation.

The evaluation team also recommended the expansion of project activities to the Kala Dhaka in Mansehra District. It seems clear that the drug agents forced out of Gadoon-Amazai are moving their activities to neighboring Mansehra. With the easy credit they provide and the promise of substantial incomes, they are persuading farmers in the Kala Dhaka area to grow poppy. This was not a traditional poppy growing area before. If eradication efforts in Gadoon-Amazai are to have any effect on the total poppy supply, then development and enforcement efforts must be extended to this deprived area in Mansehra.

The team noted some concerns about project management and monitoring. During initial briefings, AID personnel generally expressed the belief that the project was grossly underspent and needed to accelerate its efforts. After some investigation, the team learned that the Project Coordination Unit was overcommitted for the remaining months. There were more subprojects completed, under construction, or planned than the project budget could cover. Decisions are now being made about the postponement of some activities to a second phase in order to remain within the budget. These overcommitments, which can be resolved by postponement, suggest problems with management, monitoring, and record keeping, all of which need improvement. The system and each input into it require careful study and modification. Once such a system is in place, it is important to ensure that there are staff members who have the responsibility and the training to maintain it.

The postponement of a considerable number of activities to an extension period is desirable not only from a budgetary standpoint but also for management since, for example, approximately three hundred infrastructure subprojects are currently under construction or planned.

While the agriculture related line agencies have been very supportive of and interested in project agricultural efforts, there have been problems with C&W and WAPDA on infrastructure. There have been technical problems with their work and problems over timely reimbursement. Reimbursement procedures have particularly been an issue in the use of FAR agreements. Because of these difficulties, and the lack of sufficient engineering manpower in the PCU, a void was created and USAID filled it. While this made progress possible, it did not help build the capacity of the local institutions. The team recommended the augmentation of PCU staff and suggested that the provision of technical assistance to C&W and WAPDA be explored.

In-service training for the project related staff has been largely overlooked and is needed. It should receive greater emphasis both during the remaining eighteen months of Gadoon I as well as during Phase II.

The team chose not to directly recommend a long term technical assistance contract. There will be a continuing need for short term assistance for training, job placement, manpower needs assessment, agricultural marketing, credit, animal husbandry, fertilizer use, and poultry production.

In sum, the evaluation team believes that the NWFAD project, despite all of the difficulties, has succeeded beyond what might have been expected. A very good foundation has been laid for a Phase II extension. The staff of the NWFAD Project is to be commended for the considerable level of success achieved.

The evaluation team also reviewed the progress of the Dir District Development Project via subproject inspections and interviews with UNFDAC advisers, project personnel, and beneficiaries. Due to funding problems only recently resolved, development work has been slow but the quality is good. The team expressed concerns about the still incomplete staffing of the project and extension, and that future development work be concentrated in the poppy area.

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I. BACKGROUND

The United States Agency for International Development (USAID) and other US agencies work closely with the Government of Pakistan and other donors to control the production, manufacture, and marketing of illegal narcotics. The joint US-host country efforts concentrate on three activities:

- (1) Crop substitution and area development to reduce the need to produce the drugs;
- (2) Educational programs to increase the awareness of the drug problem and its dangers;
- (3) Technical assistance to host countries' enforcement efforts.

These activities, coupled with stringent control efforts in the United States and Western Europe, are expected to impact significantly on the production and utilization of narcotics worldwide.

Pakistan is one of the cooperating nations in the narcotics eradication program. In 1979, the Government of Pakistan promulgated a Prohibition Order (Enforcement of the Hadd), bringing the country's laws into conformity with the injunctions of Islam. This included a ban on the cultivation of opium poppy. In late 1983, the Government of Pakistan adopted a Special Development and Enforcement Plan (SDEP) for opium growing areas. The SDEP envisages a strategy for integrated rural development in conjunction with a phased program for development in the remaining poppy growing areas in North West Frontier Province and the Federally Administered Tribal Areas. The targets under SDEP implementation were Dir District, Chitral District, Mansehra District, and Mohmand and Bajaur Agencies. The SDEP was also to coordinate activities in the narcotics related projects in Malakand, Buner, and Gadoon-Amazai areas. In a short time, a cooperative agreement was signed, and with the assistance of USAID, International Narcotics Matters (INM), and the United Nations Fund for Drug Abuse and Control (UNFDAC), Pakistan began its developmental, educational, and enforcement activities.

A. Pakistan

The Islamic Republic of Pakistan stretches north from the Arabian Sea to the snow capped Karakoram mountain range. The nation's 310,527 square mile area contains extremely arid plains and mountains, rich Indus and other riverine farmlands, and temperate highland valleys. Pakistan's neighbors include Iran, Afghanistan, the USSR, China and Tibet, India, and Azad Jammu and Kashmir (an independent state associated with Pakistan).

More than half the nation's people depends upon agriculture, but since independence in 1947, industrial growth has been rapid. The textile and other light industries have been especially successful. The vast majority of the population is poor with an estimated per capita income of less than \$500 per year.

The Government of Pakistan is federal with four provinces that have fairly strong internal governing powers: the Punjab, Sind, Baluchistan, and the North West Frontier Province. Additionally, there are several federally and provincially administered tribal areas with considerable internal autonomy, federal territories, and militarily important frontier regions; the latter mostly border Afghanistan. Islamabad is the national capital.

B. North West Frontier Province (NWFP)

The site of the North West Frontier Area Development Project is northeast of the NWFP capital of Peshawar. The Province is long and narrow (primarily bordering Afghanistan on the west and the USSR on the north) and contains 11 million people (Pushto is the major first language) on 28,773 square miles. While much of the land consists of arid plateaus and mountains, there are many fertile small valleys and the rich, irrigated lands of the Malakand, Mardan, Swat, and Peshawar areas. Agriculture in the drier areas is dependent on rainfall and small irrigation systems. Terraced plots reach high on the mountain slopes. Sheep, goats, and cattle figure significantly as components in agriculture. (See Annex G for a map of NWFP.)

More important to this project, NWFP is the major poppy growing area of Pakistan, accounting by some estimates for 90% of that crop's cultivation. Primarily a winter crop, it is most commonly planted in some of the less accessible mountain areas of Abbottabad, Mardan, Swat, and Dir Districts, and in some of the tribal agencies. The official 1981-82 estimate of 9,000 acres was considered by local authorities to be seriously understated; some suggested up to 15,000 acres and enforcement statistics since then appear to bear out the higher figure. (A 1976-77 AID survey reported 8,400 acres in the Gadoon-Amazai area alone.)

Vital to the discussion of poppy growing and projects to eliminate it, is the extremely limited land resources of the farmers in NWFP. Cultivated land seldom exceeds one acre and often that is rented, further reducing family income. Small additional earnings come from cattle and sheep. Most estimates for these areas place the cash income at about \$100 beyond family consumption of a part of what is produced. Only occasionally is labor for pay a supplement. Even when opium poppies are grown, the income no more than doubles for most small farmers. The farmers are, by and large, outside the formal economy of the country. Since they have few assets, agricultural credit is not available to them - except that when they grow poppies, the drug dealers furnish an advance for planting, a later amount for harvest, and settle the account in cash when the opium is delivered. Since financial assistance is not provided for other crops, this credit serves as a powerful stimulus to continue poppy cultivation.

Both the federal and the provincial governments have expanded their development expenditures in NWFP in recent years after decades of small investment except in the more heavily populated cities and irrigated

areas. The new monies have been spent on roads, electrification, communications, education, health, and agriculture. Although many rural areas still lack services, improvement is being achieved. The budgets are small in comparison to the need, leaving many locations nearly untouched.

C. Poppy Eradication and Development Programs in NWFP

Before the Hadd Ordinance, UNFDAC began its Buner Area Development Project in 1976. A crop substitution strategy was chosen since 30% of Pakistan's opium was produced in that subdivision of Swat District. The goal was to help the people achieve an acceptable level of income and standard of living through alternatives to poppy growing. Difficulties were experienced with finding suitable crops and with persuading the farmers to not grow poppies. The focus was shifted to high yielding wheat, maize, sugarcane, and tobacco. The project is credited as helping eliminate poppies with the shift, which softened the economic blow of the loss of that crop.

Shortly after the 1979 ban, the Government conducted its first enforcement, primarily in the irrigated areas of Swat Valley, settled areas of Mardan District, and in the foothills leading to Gadoon. There was a great deal of complaint but little serious resistance. Other poppy areas, however, threatened armed resistance. At the same time, local and provincial leaders emphasized the necessity of utilizing a developmental approach to the problem, reasoning that enforcement without a means to substitute for the lost income would cause disastrous results to these farm families. Since total economic substitution was deemed impossible in the short run, the authorities urged a combination of agriculture, training for off-farm employment, and services and infrastructure provision. Projects were subsequently designed by Pakistan and NWFP in agreement with INM, USAID, UNFDAC, and other donor agencies.

The Agricultural Outreach and Malakand Area Development Projects were begun in 1981 and 1982, respectively, by the US State Department, Bureau of International Narcotics Matters (INM). These projects in Malakand Agency were to foster economic development to facilitate poppy eradication. The dual program was expanded to Dir/Adenzai in 1983. The Agricultural Outreach Project was further expanded and now operates in Bajaur, and Mohmand Tribal Areas and Nowshera Frontier Region (Black Mountains), and is being further expanded to include Indus Kohistan. The Malakand and Dir/Adenzai projects were successful in supporting the elimination of opium poppy cultivation in Malakand Agency in 1983-1984 and Dir/Adenzai in 1984-1985. Due to political changes (transition from martial law to civilian government) and enforcement difficulties in Gadoon, limited poppy cultivation recurred in Malakand Agency and Dir/Adenzai in 1985-1986 and 1986-1987. Much of this cultivation was destroyed without serious confrontation.

In 1982, the US and Pakistan (the latter in concert with seven tribal agencies) signed an agreement to conduct a Tribal Areas Development Project. The major activities include water resource systems, road construction, and a supplemental fund for self help projects such as schools, health facilities, flood control, and irrigation canals. Some reformulation of the provisions was recently effected and the project continues to seek improvement for about two million people on 10,000 square miles, while expecting to inhibit narcotics activities.

The World Food Program is also carrying out projects in the poppy area. Their project agreement also contains a poppy clause. The project uses food commodities as an incentive to farmers so they can afford to repair their terraces, grow grain, and improve their livestock.

UNFDAC has begun another development and eradication program, this one in Dir District. With efforts in other areas giving results, this difficult poppy production region is now a target. A brief examination of that project is given in Chapter VI of this report. A program supported by the European Economic Community is also planned in Buner as a followup to the earlier UNFDAC activities there.

A new effort is currently being discussed, the NWFP Rural Development Project, to cover some other areas of the Province. The Government of NWFP, the Aga Khan Foundation, and USAID expect to provide support for it. The International Fund for Agricultural Development (IFAD) and the Asian Development Bank are also expected to finance an area development project in Chitral District.

In summary, the Governments of Pakistan, NWFP and its local bodies, the United States, United Nations, and other organizations are making a concerted effort to eradicate poppy growing in NWFP through a series of developmental and enforcement activities. The NWFAD Project is one of these, important because of its successful enforcement, now via negotiation, while introducing improved agriculture and the provision of social and infrastructure services. It is within this overall effort that the evaluation took place.

D. The NWFADP Area

This project, begun with an integral approach to the problems, focuses, in the words of the Project Paper, on an area "that presents a stark picture of steep, barren hillsides with narrow rock walled terraces which cling to the slopes...around the villages." Nevertheless, its 215 square miles with about 30,000 acres of cultivated land is home to some 116,000 people. Before the advent of the project, it was a major poppy region with a fourth of the area dedicated to that crop.

This project, begun in 1983, was first called the Gadoon-Amazai Area Development Project; the name was later changed to North West Frontier Area Development Project. Still commonly called Gadoon-Amazai, the project area is composed of two union councils of Abbottabad District, one of Swat District, and four of Mardan District. (See the project maps, Annex G.) The project is administered from a special office in Topi; the Director coordinates the work with the Special Development Unit (Planning and Development Department) of the Province, the USAID office in Peshawar, and the three district offices. He works directly with union councils, with village project committees, and line agencies.

Most of the project staff members, whether USAID or NWFP, are assigned to specific tasks within designated areas. These vary widely in access, resources, and time of acceptance of the project activities.

1. Nagrai Union Council, Swat District

The Nagrai section is the northernmost union council in the project, separated from the adjoining union councils by mountain ridges and accessible in about three hours by road from the Topi project office. The council is mountainous, ranging in elevation from 2,500 to 4,000 feet with the farming areas along the main drainage of the watersheds. All farmland utilizes terracing and is cultivated using draft animals and man as the power sources. The majority of the subprojects can be reached only on foot, to the extent of a two to three hour walk from the nearest road. All materials for infrastructure are transported by animal or man, resulting in very slow progress in carrying out the subproject infrastructure works.

The Nagrai segment of the project is unique to the other union councils in that the poppy ban has been in place throughout the project's life. Too, it has the largest irrigated agricultural area in the project and the largest total combined irrigated and rainfed cultivation. Nagrai also possesses one of the largest project involvements in afforestation and the largest orchard acreage. It is also the most receptive union council to the project efforts.

2. The Mardan Union Councils

The terrain of the four Mardan union councils in the project vary greatly in topography. They range from a broad, nearly flat valley near Topi, the headquarters site, that encompasses most of Kabgani and Gandaf Union Councils, to sharply rising rocky hills northeastward. Gabasni and Ganichatra Union Councils are situated in steep hill areas with precipitous ravines. The soil conditions are as diverse as the terrain, ranging from the better valley soils to very rocky river run and glacial till with patches of shallow soil between them. Almost all of the villages are as difficult for construction as for agriculture, not to mention the problems of just living in this environment.

Project acceptance also varied a great deal. Some villages requested subprojects almost immediately while others delayed for a year. The presence of the drug dealers in Gandaf, a major marketing center, caused severe pressures to be exerted on some farmers. The development activities, plus enforcement persuasion, has apparently eliminated poppies from this area for the time being.

3. Nara Union Council, Abbottabad

This council, once a prime poppy area, is located at the end of a new project road from Gandaf. Formerly accessible only on foot, donkey, or horse, the villages are perched precariously on mountain sides rising to 4,000 feet. Terraces shore up strips of cultivated land, somewhat wider and with deeper soils than lower down. The houses are also of better construction and one village, Kalilar, has a large, beautiful mosque.

The Nara Union Council started cooperating with the project just three months ago. The relative affluence created by the high yielding poppy crop deterred their entry until they were sure the enforcement was there to stay. They have, however, now entered wholeheartedly into the project activities and several subprojects have been started.

4. Bait Gali Union Council, Abbottabad

This area, part of the Amb Independent State until its dissolution in 1957, is home to some earlier villages plus those that were displaced by the lake created from Tarbela Dam. There are no roads into the area. Transportation is via launch from the better area on the other bank, then tortuous climbs up and down very rocky mountains. While the elevation is not extreme, the remaining land is the upper prominitories of hills partly submerged. The terraced lands are mostly very narrow and with thin, rocky soil. Wheat, maize, a few pulses, and livestock earn the farmers their meager living. Indeed, this is the most poverty stricken of the project areas. Obviously the people's needs are great. There is no doctor, few rural health dispensaries - nearly no services of any kind. They demonstrated indepth thought about their problems and are eagerly working to improve their lot. An interesting sidelight of that thought is that one village, Sathana, first requested a women's training center and their second subproject is to be a girl's school. That makes them unique in the project.

E. The Evaluation Effort

The external evaluation was contracted by USAID/Pakistan with Development Associates, Inc., to be conducted in approximately six weeks. Three specializations were included: area development, engineering, and agriculture. USAID also provided a documentation and editing specialist from its own funds. The Government of NWFP named the chief of the Special Development Unit of Planning and Development as an integral member of the team. Further, USAID officers in Washington, DC, Islamabad, and Peshawar, project personnel, and NWFP Government officers furnished documents, orientation, and direct assistance to the team. The original Development Associates contract was modified to add six Pushto speaking interviewers/interpreters from Peshawar University.

The work period was organized with just about two weeks in Washington, DC, Islamabad, and Peshawar for the orientation and documentation. This was followed by two weeks of intensive field work in Gadoon-Amazai and Dir District, inspecting subprojects, interviewing project professionals, line agency personnel, local body officials, and beneficiaries. (The contacts with officials are listed in Annex E; the local body and other beneficiary interviews and the methodology are explained in Annex C.) Eight days were dedicated to tabulation, further documentation search, and writing. A rough draft of the body of the evaluation report was submitted to USAID/Islamabad on July 19 after a preliminary verbal presentation to NWFP Government. During the Mission review of the draft document, the team prepared the annexes and edited

the report body in Islamabad. The Pakistan portion of the work concluded with the submission of a second draft on July 29. The final version of the report was prepared in the Development Associates offices after receipt of the Mission cable on suggested modifications.

II. SUMMARY OF PROJECT ACTIVITIES

The North West Frontier Area Development Project (NWFADP) was the first USAID drug related program to use an integrated approach to resolve the problems. That approach - infrastructure, agriculture, education, non-formal education and vocational training, and health - was expected to result in the elimination of poppy production jointly with and as a result of the effects of services to the beneficiaries, in conjunction with enforcement.

Much of the time in 1983 and 1984 was consumed with financial arrangements, planning, and hiring the staff. Although the poppy ban had been announced and enforcement efforts had been made elsewhere, full enforcement had yet to commence in Gadoon-Amazai, the project area. A partial enforcement was done there in 1985-1986 which led to a confrontation between poppy supporters and the police in March 1986, resulting in several deaths. This difficult partial enforcement, however, was later followed by concentrated efforts to implement development with union councils and village project committees. Road and electrification subproject planning was well along. With the first enforcement, and then the negotiated eradication for crop year 1986-87, subproject implementation surged forward at a rapid rate in most union councils. The accomplishments basically occurred during the past twenty months.

A. Infrastructure

The Project Paper's concept of infrastructure development was confined to roads, paths, potable water systems, and electrification. The line separating infrastructure and agricultural development has been blurred by the Project Paper's inclusion of agricultural buildings and irrigation schemes in the agriculture component, while project implementers have consistently regarded the two as part of the infrastructure component. For the purposes of this review, infrastructure will include schools, basic health units, veterinary dispensaries, other buildings, irrigation tube wells (drilled), hand dug irrigation wells, irrigation channels (canals), roads, water supply systems, and electrification. Obviously, this is a broader agenda than had been originally proposed.

Considerable progress has been made in road construction. The project has completed or has under construction more than sixty-three miles of roads. (The Project Paper envisioned only 33.) On the other hand, only about one mile of footpaths has been built, compared to Project Paper targets of 150 miles. This component essentially has been dropped during the early activities.

Through the duration of the project, electrification has been prominent in activity. Electrification was divided into two phases: Phase I, 6 villages; Phase II, 25, with new feeder lines. Phase I is substantially completed and work has begun on Phase II.

Schools have been another considerable thrust in project activity. Forty-nine schools are completed or under construction with 25 more in the planning stage. Some work has been done on repairs, additions, and upgrading. Included in these numbers are four girl's schools under construction. Six more are planned.

Although the Project Paper called somewhat vaguely for an expansion of basic health units, the number was not mentioned, nor was a provision made in the budget. Accomplishments can be reported here. Five basic health units are under construction. No more are being planned. Some improvements have been made in the existing rural health dispensaries. Good progress is reported on veterinary clinics. One is complete and eight are under construction. Two more are planned.

Three irrigation elements are being exploited: hand dug wells, tube wells, and channels (canals). No check dams have yet been undertaken but 88 channels have been completed or are under construction; 13 tube wells are complete or underway. Nine hand dug wells are under construction, and up to 35 are planned.

All of the drinking water systems undertaken by the project are new. About 45 water supply systems are completed or under construction, and 21 more are planned.

Given the diversity of the terrain and the difficulty of access, the quality of construction is good. The evaluation team visited seventy sites and found them as shown in Table II.1.

Table II.1. Ratings of Infrastructure Inspected During the Evaluation

Rating	Number	Percent
Superior	11	16
Satisfactory	31	44
Unsatisfactory	4	6
Not Rated (leveling, excavation)	17	24
Rented Structures	7	10
Total	70	100

All of the structures constructed via project committees that were completed or far enough along to be rated were placed in the superior or satisfactory categories except two. Those two had temporary problems discovered at the time of the inspection. The engineer accompanying the evaluation team member ordered corrections on site. When those are made, the structures will be satisfactory.

The two remaining were C&W completed structures that showed deterioration. In one, the concrete was crumbling in two walls, making the soundness of the structure questionable. In the other, there was some slumping at one corner of the building. That end of the structure was not in use because of the problem.

Seven structures were rented, most of them for veterinary dispensaries that will be replaced when construction is complete on new ones. One, however, a women's center, is not scheduled for replacement. The site is a deteriorated house with insufficient space or light. It is unacceptable for its functions. The project is urged to include a new building in its future plans. Since a new girls' school is to begin soon, the women's center should be located inside that compound or attached to it.

The remaining infrastructures were in an early stage of construction (leveling, excavation, foundation work). They could not be rated at inspection time.

In summary, despite the few problems, the construction was found to be well done. No subproject constructed under a project committee agreement and supervised by the project staff was fundamentally faulty, only some temporary problems which would be corrected. The high infrastructure quality is a solid project achievement.

B. Agriculture

Although one of the main purposes of the project is to provide an economic alternative to the farmers of the region, it has, to no one's surprise, demonstrated through various project cost analyses that it is virtually impossible to compete on economic grounds with poppy cultivation. Finding economic alternatives to poppy will be a long term and difficult task, particularly as dealers are reported to be willing to outbid any substitutions the farmers may have. It is, therefore, imperative that an efficient ban on poppy growing also be in place so that farmers will participate in the crop program. This was most evident in the 1985-86 wheat demonstration and support program in which the only participants were those of the Nagrai Union Council where an effective poppy ban program has been in place throughout the project. Overall, the crop improvement and new crop introduction programs have been successful. The animal upgrading programs have met with a lesser degree of success due mainly to restricted access to project areas during 1986 and the lack of personnel to follow through on an effective extension program for the animal husbandry segment.

The project involvement of five union councils (Gandaf, Ganichatra, Gabasni, Kabgani, and Bait Gali) has been directly related to the effectiveness of poppy enforcement. The Nara Union Council, until this year, had steadfastly refused to be involved to any degree with the project.

1. Annual Crops

During the initial stages of the project, the main thrust was in identifying, through demonstration plots, higher yielding varieties of wheat. Wheat is a traditional crop throughout the area and the principal crop competing with poppies. Varieties appropriate to each of the differing irrigated and rainfed lands within the project area were identified and were shown to produce a 50% yield increase using commercial fertilizer. Increases consistent with the experimental results have been reported by the farmers, leading to a surplus of wheat in some areas which had previously been net wheat importers. Demonstration plots were established for maize and various other crops using improved varieties and at present, programs are underway to replace the local varieties of wheat and maize.

There were many demonstration plots and the farmers on whose land these were placed received free seed, fertilizer, and some labor costs. Some project staff members disagree with the provision of these. As an early incentive, these were vital to implementation. With the present need to somewhat curtail expenses in agriculture, repeated donations may need to be curtailed.

With the success of the wheat and other crop programs, the acceptance of new annual crops to the area has generally been good. The first section in Table II.2 shows the progress made in the agricultural program. The number of farmers participating in the program is also listed.

2. Tree Crops

The mass introduction of tree crops, including citrus, stone fruit, and nuts, was initiated in the autumn of 1984. To date more than 210,000 trees have been distributed to approximately 3,000 farmers. As a part of this tree distribution program, some 267 orchard plots of more than one acre in size have been established. To facilitate the introduction and assist in the establishment of the orchards, the project employs a full time worker on each orchard plot to care for and monitor the trees. The details are given in the third section of Table II.2.

The receptivity of the farmers to fruit and nut orchards has increased and has been attributed to the perceived future profit potential. Also, they see the possibility of intercropping with traditional crops during the establishment period.

Table II.2. NWFADP Agricultural Program Summaries

Demonstration Plots 1983-1987										
Crop	1983		1984		1985		1986		1987	
	Frms	A.	Frms	A.	Frms	A.	Frms	A.	Frms	A.
Wheat*	1012	538	1289	796	859	889	-	-	-	-
Maize	-	-	373	167	401	323	419	416	1438	2000
Sunflower	-	-	55	21	7	3	-	-	-	-
Potato	-	-	41	7	162	27	107	16	-	-
Peanut	-	-	101	22	12	5	1	1	-	-
Sesame	-	-	3	.5	-	-	-	-	-	-
Rapeseed*	-	-	24	8	60	81	9	11	-	-
Peas	-	-	-	-	29	8	15	6	35	14
Tomato	-	-	123	30	60	25	-	-	100	50
Gram*	-	-	-	-	9	5	5	4	-	-
Barley*	-	-	-	-	12	3	7	9	-	-
Mungbeans	-	-	-	-	12	8.5	-	-	106	214
Onion	-	-	-	-	25	4	20	50	-	-
Soybean	-	-	-	-	18	8.5	-	-	-	-
TOTAL	1012	538	2009	1052	1666	1299	582	513	1679	2278
Wheat Support Program										
	1983		1984		1985		1986		1987	
	FRMS	A.	FRMS	A.	FRMS	A.	FRMS	A.		
Wheat*	-	-	3102	4500	261	618	5535	14735**		
Fruit Tree/Orchard Program										
	1983		1984		1985		1986		1987	
	FRMS	TRS	FRMS	TRS	FRMS	TRS	FRMS	TRS	FRMS	TRS
Fruit Trees	-	-	779	13835	879	23032	60	9716	1239	170872

Note: FRMS = Farms, TRS = Trees

* The actual season for wheat, rapeseed, gram, and barley spans two calendar years, e.g., the planting period for 1983 would actually be 1983-84. However, only the beginning of the period is noted for ease of tabulation.

** Not yet planting time.

3. Afforestation/Watershed Management

The afforestation program has focused on those individual and community lands that are unsuitable for farming. Most have been denuded due to grazing and fuel wood harvesting without regenerative management. To date, in excess of 390,000 trees have been planted on 166 plots of about 12.5 acres, totaling more than 2,000 acres. The project employs a caretaker/guard for each plot to ensure that adequate establishment of the trees occurs. That also provides a means of employment to the farmer during the transition period. The principal tree used in the program is the Chir pine, the native forest species, along with eucalyptus, citrus, and mulberry (for anticipated sericulture). The latter species are used to provide a medium run (3-6 years) economic incentive to guarantee the land holders' interest in the scheme.

4. Animal Husbandry

The efforts so far have emphasized general animal health care. (Table II.5, in the goals section, details efforts.) The introduction of artificial insemination for cattle and buffaloes has been somewhat successful with 334 animals inseminated. In addition, "Red Sindhi" cattle have been introduced for cross breeding with the local stock. "Fayoumi" chickens have also been distributed. These have shown a marked improvement in the egg production. Crosses with local chickens have also given more eggs.

While plans are in place to expand the animal improvement program, efforts are currently hampered by the lack of high quality forage and feed. Cattle breed improvement programs should not be pursued until an integrated program of forage/feed improvement is included. In the meantime, more attention should be given to upgrading sheep and goats.

Previously, the concept of model farming communities had been contemplated. Due to the disturbances of 1986, which restricted access to the area and occasioned the departure of the specialist responsible for the program, little was done in this regard. This type of program merits reconsideration but should only be pursued on a long term (3-4 year) basis as the concept is new to NWFP. It will take some time to show the farmers the potential advantages of altering their present systems.

5. Marketing and Credit

The funds earmarked for the agricultural marketing segment of the project have been reprogrammed. There are established local marketing channels for wheat, and those farmers with surpluses are able to access these channels with little assistance from the project. However, with the expansion of non-traditional crops such as tomatoes, seed potatoes, and onions, it is essential for the project to provide both inputs and assistance to the farmers in linking up with a marketing network in the region.

Until now, there has been little activity in exploring the feasibility of providing a low cost farm credit system as had been available to the farmers in the past from the opium traders. It is suggested that further investigations into the possibility of the NWFADP sponsoring an alternative program or linkage with an existing Pakistan program.

6. Increased Irrigation and Terrace Construction

To date, 170 acres of land protected by new terraces have benefitted 172 farmers. An estimated 268 acres have been opened to irrigation with an addition of approximately 400 or more acres to be included when the channel construction schemes currently in progress are completed. The acreage figures presented are based for the most part on land revenue records, acknowledged to be out of date and unconfirmed. However, the amounts given generally correspond to field estimates. Improvement of some existing terraces could add more usable acreage.

C. Off-Farm Employment Training

The training component of the project has witnessed a very slow startup due to the delay in reaching an agreement with the Overseas Pakistani Foundation (OPF) for the construction of centers in the project area, delays in acquiring land for the centers, and the inability for work to proceed due to area inaccessibility. These problems led to a decision by the PCU to pursue the placement of candidates in other programs. Training to date has been mostly in beginning skills in several fields offered by government institutions. The skills training arrangement with a construction contractor has never been consummated.

In addition to training, placement of those trained must be emphasized. Without this component, the trained people will become disillusioned; this could seriously affect the project's future.

1. Overseas Pakistani Foundation

A contract was signed with the Overseas Pakistani Foundation, in January 1985, for the construction of a training center in the NWFP and the provision of basic construction skills training. Upon commencement of construction near Gandaf, the poppy enforcement crisis occurred, resulting in a hiatus in project activities for several months. During this period, the PCU elected to postpone indefinitely the construction in order to reevaluate its practicality. At the same time, the PCU initiated contacts with government training agencies and began placement of candidates accordingly.

The interest expressed by training agencies, both government and private, as well as by applicants, has been far in excess of what was originally anticipated. The limited PCU training staff has been almost overwhelmed and has not been able to respond to all the requests.

2. PCU Organized Training

Due to the delay in the OPF involvement, the PCU assumed responsibility for organizing this function through existing government training centers. Some 1250 trainees have either completed or are enrolled in trade programs throughout the country. Not quite half of those trained took the three month driver training course in Peshawar. Other skill areas included were furniture making, welding, and pipe fitting. The PCU is currently establishing a program in conjunction with OPF to assist trained individuals in job placement. Table II.3 contains the relevant training data.

Sixteen village based women's centers have been established and staffed. Sixteen more are in the process of being organized. Some 394 women, ranging in age from 5 to 45, have enrolled in six month courses at the six initially established centers. The program at present offers basic skill training in literacy, numeracy, sewing, cooking, embroidery, and health and sanitation. There are plans to expand the training to other relevant topics as acceptance grows (e.g., home gardening, animal care, sericulture, and midwife skills). In those sites where the program has been introduced, receptivity has reportedly been very good. Many have expressed a desire to expand the program. The Union Council Chairman of Nagrai commented that there has been some dissemination of information gained in the training from participants to other village women.

D. Beneficiaries and the Project

The evaluation assessed opinions about the project activities through interviews with 27 union council members and project committee leaders, and with 192 other villagers. (The detailed frequency tables and narrative explanations are contained in Annex D; those are summarized in this section.) Pushto speaking graduate students, experienced in surveys, conducted the beneficiary interviews under supervision. (The methodology and samples are explained in Annex C.)

The replies of the union council members and village project leaders were almost exactly alike so they are treated together. Those of other villagers differed sufficiently to warrant separation.

Table II.3. NWFADP Training Summary

Institution	Trade	Trained	Enrolled
Forest College			
Peshawar	Agriculture	9	-
Poly Trade School			
Swat	Carpentry	30	-
	Masonry	25	20
	Welding	2	20
	Plumbing	48	30
	Electrician	-	30
Tech. Trng. Inst.			
Nowshera	Tracer	14	-
	Welding	21	-
	Electrician	20	-
	Carpentry	19	-
Univ. of Faisalabad	Inseminator	4	-
Tech. Trng. Center			
Mingora, Swat	Electrician	-	15
	Auto Mechanic	-	15
Occup. Rehab. Center			
Kalabat, Haripur	Electrician	-	20
	Auto Mechanic	-	20
	Welding	-	20
	Elec. Super.	-	11
Tel. Ind. of Pak.			
Haripur	Apprentice	-	16
	Electronics	-	1
Poly Trade School			
Peshawar	Ref. & Air		
	Cond. Mechanic	-	14
Pakgerman Wood Fty.			
Peshawar	Wood Tech.	-	20
Asghar & Co.			
Peshawar	Wood Tech.	-	20
Jawad & Co.			
Peshawar	Wood Tech.	-	7
Nat. Logistic Cell			
Gujranwala	Electrician	-	25
	Auto Mechanic	-	25
Gov't Driver Trng			
Peshawar	Driver	350	154
	Mechanic	-	20
Tech. Trng. Center			
Peshawar	Tailoring	50	50
NWFPADP-Topi	Clerk Trnee	12	18
Deputy Dir. Agric.			
Mardan	Agric. Asst.	52	-
Animal Husb. Hosp.			
Mardan	Stock Asst.	21	-
Subtotals		698	561

Total Trained and Training = 1259

Most importantly, with a very few exceptions, the opinions of both groups are very favorable about the project. This was generally true whether their villages had participated two years, one year, or three months. They were enthusiastic about water supply systems (they often related how many hours a day previously spent in carrying water), schools (for boys and girls), health facilities (formerly few except via long journeys), and fruit tree planting. Curiously, many of those who had recently benefitted from the construction of a road often forgot to mention it until reminded.

As would be expected, those villagers that had not received seed, fertilizer, and fruit trees were unhappy about that and always requested them. The demand testified to their acceptance of the program. The beneficiary opinions on the extension workers, although mostly positive, contained some complaints: the agent had not yet worked with them (mostly in Nara which had joined the project 90 days earlier), the agent didn't come often enough (the workers have large territories and walk to the villages), and alleged favoritism (the latter was due to a schism in a village). Except for the newly participating union council, the complaints were from a small minority of the farmers.

There was also a difference of opinion with respect to two sets of infrastructure subprojects: those that were constructed by line department contracts and those conducted through project committees. The contractors bring in all the labor and materials. The project committees, the interviewees pointed out, hire only the specialists not available in the area; all other labor is from the villages. Too, much of the rock, gravel, and sand is obtained in the area, again providing wages. The beneficiaries see the employment generated as an important component in making a living while switching from poppies to other crops.

It must also be pointed out that the beneficiaries requested some subprojects that are impossible within the project finances: an expensive road along the lake and into some other areas, electrification to very remote villages, more high schools than are warranted by the population. That does not mean they requested, in most cases, things that are not needed, merely that they would require unusually large amounts of money.

Union council members and village committee leaders, because of their intense involvement with the project administration and technical staff (they usually also had more education than most other villagers), tended to plead their cause in more concrete terms. In addition, they had some valuable recommendations for project improvement. They asked for more help during project planning and more frequent inspections during construction to avoid redoing sections. They also suggested that a simple office-storage building at council sites would reduce trips by themselves and the technicians, and reduce losses of materials. The union council members were more cognizant of needs in their other villages and sometimes stated that an equitable distribution of subprojects was important.

Although there was a great deal of discussion about poppies and enforcement, almost everyone appears to accept the change. The interviewers reported that even in casual conversation, few people said they would plant poppies again if they could. Indeed, the graduate students noted a strong religious argument against the drug. A few farmers stated outright that unless they received more agricultural assistance, they would be forced to revert to poppies to feed their families. A constant topic in one area was a project sponsored orchard that had been cut down. They blamed drug dealer agents and strongly resented the act.

In summary, the project has made important inroads into villagers' opinions. Most have seen benefits or potential benefits from the activities and want to continue working with the project. They understand what is being attempted and are, by and large, in favor of the change. They greatly appreciate the infrastructure subprojects and worry primarily about their ability to make a living outside the opium poppy culture.

E. Institution Building

An important element in the project rationale was that of helping the line agencies improve their planning and accounting procedures, and reporting. This was considered essential to effective project implementation. Just as important, the project was slated to assist the Project Coordinator as a key agency in the system.

1. Project Coordination Unit

The Project Coordination Unit (PCU) was created to help coordinate development work for Gadoon-Amazai. This organization consists of a director, and technical and administrative staff. This is a new institution and, judging primarily by growth in the number of subprojects, it is working well. The PCU must share both the credit for pushing the project to the current high level of activity and the blame for having the records, procedures and organization in a state of disarray. It would benefit the overall project greatly if it could improve its procedures, complete the records, finish more subprojects, and pay for those successfully completed. All of these items are within the purview of the PCU.

Although some institution building has been carried out, more is required. Reporting is the chief area requiring improvement and that should involve data input from the earliest indication of subproject approval through final inspection and final payment.

2. Line Agencies

Appropriately because of the nature of the subproject implementation (e.g., road construction) or the need to have long term involvement between the line agency and the communities (e.g., agricultural extension), working capacity assistance is desirable. Institution building with the agencies has varied, depending upon the structure of the agencies.

Although the interplay of the project with Communications & Works (C&W) has been continuous, the results have not all been positive. The demands the project put on C&W, both technical and administrative, have not been accompanied by sufficient upgrading of the quality of its work. C&W continues to insist that the technical proposal requirements can be met but problems still remain. C&W states that the specifications are not too strigent but their work, without close supervision, does not always meet the USAID standards. Additionally, C&W laments that other agencies allow them to relax specifications in remote locations and that this project will not permit this. These difficulties have not yet been resolved and several reimbursements are still pending. The C&W Department has stated that it is willing to do what is required by USAID to resolve the difficulties.

The Water and Power Development Authority (WAPDA) has been another big player throughout the project but has also shown little improvement in its ability to carry out some of the work. It holds an almost unassailable position in that it is the sole source of electrical power and has the only technicians trained to handle power infrastructure. So far, it appears that WAPDA has done what it pleased. This has included some poor construction, weak plans, and a minimum of electricity actually being distributed in the Gadoon-Amazai. Progress is apparently being made in that agreements have been reached to correct faulty construction and steps have been taken to preclude this from happening in Phase II electrification. Some progress is therefore being made toward the goal of institution building. Followup will be required to improve planning, implementation, and reporting.

The coordination of efforts and exchange of ideas between project staff and the agriculture related line agencies have been continuous and have reportedly been beneficial throughout the life of the project. However, the upgrading of line agency and project personnel through in-service training has not been pursued at the same pace as have project development advances. This has resulted in certain subject area deficiencies, and in over dependence on outside technical assistance.

F. Special Development Unit

The Special Development and Enforcement Plan (SDEP) was prepared after the NWFADP began. It serves as the umbrella under which: 1) enforcement activities are carried out and ii) development activities are initiated by the Special Development Unit in some poppy growing areas (Dir and Chitral District, Mansehra, Tribal Areas, and Bajaur and Mohmand Agencies).

The SDU is charged with formulating project plans for the different areas as well as with project coordination, monitoring, and evaluation. To date, the development activities of the SDU have been limited primarily to initiating the Dir project due to delayed funding and staffing of the organization. The SDU will become a viable body to carry out its mandate when the full compliment of required staff is recruited and trained. Even though the Dir project was initiated with minimal staff, adequate oversight in the project implementation phase will not be possible until the unit is properly staffed.

G. Project Paper Goals Versus Attainments

Due to the burst of activities after the early 1986 slowdown following enforcement difficulties, project achievements currently compare favorably with the Project Paper goals. Eighteen months remain until the end of the project.

In the Project Paper, goals were set out both as discrete subprojects and volume of dollars to be spent in specified categories. Table II.8 compares the expected level of expenditure by sector with the likely end of project status. The physical comparisons are given in the intervening tables.

1. Infrastructure

A few infrastructure subprojects were begun in the early years but as with most other activities, construction is in a fast stage of development. Table II.4 sets out the Project Paper

Table II.4. Comparisons of Goals, Accomplishments, and Further Commitments

Item	Project Paper	Complete or Under Const.	Committed
Roads	33 miles	63 miles	
Footpaths	150 miles	1 mile	
Electrification	33 villages	10 villages	21
Basic Health Units	0	5	
Irrigation Tubewells	375 acres	13 wells	5
Dug wells		9 wells	35
Channels		88	
Water supply	55	45	21
Schools repair	35	(included in built)	
Schools built	30	49 each	25

goals, the completion/under construction figures, and others that are committed but not yet underway. While it has proven somewhat difficult to equate irrigated acres to wells and/or channels, it is a safe assumption that the acreage requirement is more than met by the number of wells and channels in progress. It appears, therefore, that basically the targets set out in the Project Paper will generally be attained or exceeded. One exception is footpaths, purposely postponed until a later project because of other items that were more urgent.

2. Agriculture

Considering that agricultural activities in five union councils were for the most part suspended for a time, and that one union council did not participate in any of the programs until this year, agricultural achievements in relation to Project Paper goals have been remarkable. In all cases, goals have or will have exceeded the targets. Table II.5 shows the quantifiable data to date.

Table II.5. Project Agricultural Targets and Achievements

Item	PP Targets	Attained
Farmers Assisted	10,000	12,000+
Wheat Production Increase to 1000 Kg/A. and Provide Fert	13,000 Plus 6,000 Acres 19,000	19,800+
Demo, Trial and Contract Plots	2300 Acres	5,680 A.
New Irrig. Land	375 Acres	267+ (600 more W/Current Proj. Completion)
Firewood Production	500 Acres	2000+ (Incl. Affors.)
Animal Husbandry		
Chicks Distrib.	10,000	11,600
Cattle Breed Improve/Inseminate	Unspec.	50 Cattle/334 Insem.
General Care	Unspec.	69,225 case visits
Vaccinations:		
Cattle/Buffalo	Unspec.	17,985
Chickens	Unspec.	50,000+

3. Off-Farm Employment Training

As noted previously, the training segment of the NWFADP has witnessed many difficulties in implementation. It has, just within the past year, gotten off the ground. While the program falls very short of Project Paper goals, the current activities initiated by the PCU are quite impressive. There is, however, much room for more involvement in all areas. (See Tables II.2 and 6.)

Table II.6. Project Goals and Achievements in Training

ITEM	PP GOALS	ACTUAL
OPF		
Centers	3	0
Training	1100 Annual	0
Polytechnical Institute	300 Annual	0
Non-Formal	900 Annual	349
PCU Organized	0	1259 (trained & in training)
Overseas Training		
Male	60 person months	6.5 person months
Female	2 persons	0
In-Service Training	540 person months	8 person months

4. Summary Project Comparison

Another way of comparing goals to attainments is illustrated in Table II.7. That compilation shows the percentage of funds each sector was expected to utilize (Project Paper), in comparison with the sector percentages of actual plus committed expenditures. The largest increase is that for agriculture, almost double the original proportion. That was due to an intentional change. It became obvious that the main hope of curtailing poppy production was through other farming activities. A substantial increase was spent for training for off-farm employment. Infrastructure is less than anticipated. In all the rest, the committed expenditures are less than those in the Project Paper. (These same comparisons, but utilizing time, are shown graphically in Annex G.)

Table II.7. Weighted Sector Comparisons of Project Paper Goals with Level of Project Effort (% of Sector Allocation Compared to % of Actual Expenditure)

	Project Paper (% Projected)	% Probable Implementation*
I. Agriculture	13.3	26
II. Infrastructure	33.6	26
III. Off-Farm	9.0	18
IV. Project Management	8.0	2
V. Technical Assistance	14.3	11
VI. Contingency	20.0	16
VII. Evaluation	6.8	1
TOTAL	100.0	100

*NOTE that this is without the deletion or postponement of any planned projects. The percentage of infrastructure will drop if selected items are held for completion under a future project. Refer to Table II.8 for more information on the financial picture.

H. Project Financial Status

Project staff, in working with the evaluation team, came to the realization that the project was overcommitted in financial terms. If all activities that were currently underway or planned in the PCU were pursued to completion, NWFADP would over spend the budget by 5.3 million US dollars. A decision has been made to postpone some activities for another project (Gadoon II), thereby reducing planned expenditures somewhat. Activities currently expected to be postponed are as follows:

Irrigation channels - 30% of the planned level of effort will be shifted to Gadoon II. Individual channels are not yet designated. Since approximately 35 channels are in the planning stage, postponing should not pose a major problem.

Telecommunications - No provision was made for this component in the PP or the original budget. The total amount currently planned for this aspect will be moved to Gadoon II, the amendment for another phase.

Electrification - Project staff have decided to leave 50% of the cost of Phase II electrification until the project extension.

Health - 30% of planned expenditures will be undertaken during the project extension.

Roads - Several planned roads can be shifted to Gadoon II. Those currently designated are as follows:

- Bait Gali link roads
- Gabasni - Katagram road
- Ganichatra - Leeran road
- Sokelai - Amrai road
- Nagawai - Nagrai blacktopping
- Charorai - Mandao road
- Gali - Kangrocha road
- Kabgani - Uvla blacktopping

The last road mentioned above may be difficult to postpone entirely, since blacktopping already appears to be in progress.

One bridge on the Bata Khwar will also now be undertaken in Gadoon II.

Blacktopping of the Gandaf - Malikabad road (Phase 1 & 2), currently planned as a project activity, will be completed by the GONWFP using its own resources.

Table II.8 gives an update on likely end-of-project balances if the previously discussed items are moved to Gadoon II. Planned expenditures are drawn directly from PCU submitted work plans, which have not as yet been negotiated with and finally accepted by USAID. For example, nine of the roads included in PCU workplans have not currently been accepted by the USAID Engineering Office as a part of their planned work for the next eighteen months. In totalling estimates for the 356 subprojects that the Peshawar Engineering Office now includes in its monitoring report as completed, under construction or planned activities, it appears that USAID had taken work with respect to infrastructure (including schools and irrigation) worth roughly \$2.2 million more than the budget allocation for those items. This is, of course, without moving any activities to a Gadoon II activity.

Table II.8. Approximate Financial Status of NWFAD Project and Amounts Planned but Postponed to a Second Project (US \$000)

ITEM	PP	GADOON I		GADOON II	
		Expenditure*	Plan**	Balance*	Plan**
AGRICULTURE	2,707	2,722	4,062	(4,077)	0
Ag Products	906	1,204	1,738	(2,036)	0
Ag Market	300	0	0	300	0
Irrigation	750	1,213	1,895	(2,358)	489
Watershed Mgmt	751	305	429	17	0
INFRASTRUCTURE	6,824	2,727	4,009	88	3,170
Roads	4,690	1,474	2,490 ***	726	2,454
Donkey Paths	649	0	87	562	0
LGRD	162	0	0	162	0
Electrif	986	58	529 ****	399	441
Telecom	0	0	0	0	109
Water Supply	337	884	516	(1,063)	0
Basic Health	0	311	387	(698)	166
OFF-FARM	1,846	1,632	2,936	(2,722)	0
Education	532	1,372	808	(1,648)+	0
Basic Trades	614	0	1,668	(1,054)	0
Advanced Trades	700	260	460	(20)	0
PROJECT MGMT.	1,658	496	134	1,028	0
TA	2,917	2,227	662	28	0
CONTINGENCY	4,049	0	0	4,049	0
EVALUATION	200	0	0	200	0
TOTAL	20,201	9,804	11,803	(1,406)	3,659

* This includes actual expenditures to 6/87 (\$7,210,000) plus remaining planned expenditures necessary to complete those activities on which funds have already been expended. Exchange rate of 17 Rs=1 US\$.

** Planned columns under Gadoon I&II reflect activities included in GOP workplans and not those activities to which USAID has currently committed itself to fund.

*** The following two activities, which are now to be undertaken during Gadoon II, are not currently included by the program office as planned expenditures:

 Bait Gali link roads \$468,750
 Kabgani-Utla blacktopping \$1,000,000

As noted, if the latter cannot be shifted to Gadoon II, that amount will need to be added to planned expenditures for Gadoon I, putting the total balance at 406,000.

III. POTENTIAL FOR FURTHER ACTIVITIES

Development activities such as those already undertaken by NWFADP have hardly begun to saturate the region. The potential for future work remains in virtually all existing categories. Some attention should also be given to new areas, such as agricultural marketing and maintenance of infrastructure subprojects.

A. Infrastructure

The thrust of the activities so far has been in irrigation, electrification, roads, schools, health, and water supply. But there are still ample opportunities for more infrastructure subprojects. From the evaluation team's survey, conducted at the project committee and union council level, sixteen percent wanted more water supply subprojects, sixteen asked additional, schools, twelve percent wanted more roads and footpaths, eight percent requested additional basic health units, and four percent wanted electricity. Even though opportunity still exists for infrastructure development, it would behoove project managers to take a more critical look at priorities and regional planning so that maximum impact can be gained from each subproject embarked on in the future.

It is also time to reorient the focus of activities in the project and look at such things as drainage in villages, expanding good water supply systems, improving poor water supply systems, and getting maximum benefit from the water available, both for sanitary and irrigation purposes. Another vital area of concentration is training villagers in water supply system operation and maintenance. Missing in consideration in this project is maintenance of infrastructure subprojects after they are completed. It is pure folly to go into a virtually undeveloped area, give them systems they have never seen, and expect them to use and maintain them without difficulty. This project should be taken up in the remaining time of this project and emphasized in any extension. Project officials would do well to study a drinking water supply system in Dir, where the users have guaranteed, in writing, to pay the costs of operation and to maintain the system. Every effort should be made to establish these responsibilities in Gadoon-Amazai.

Some roads that are nearly completed show signs of erosion at this early stage. C&W stated that it does not have the resources to assign a maintenance crew to roads until they are completed. Maintenance of road projects should be clearly specified in the construction contracts.

B. Agriculture

Aside from the maintenance, monitoring, and expansion of current involvements, there is a visible need to pursue a forage and animal upgrading program, possibly through an integrated model farm approach (as suggested and initiated by the technical assistance team) in order to combine all the specific factors of small scale farming into a single effort. The current division of responsibilities among the different line agencies does not lend itself to this type of involvement. It requires an outside agency such as the PCU, which has resources and coordination capability, to conduct such a program.

The extent to which the forests have been denuded indicates that an expanded effort in afforestation is essential to provide a future source of fuelwood and cash crop lumber.

As more farmers in the project area gain understanding and confidence, growing alternative crops will increase. Emphasis on marketing assistance will then become more essential. Currently, little information is available on the market linkages for and price structures of the numerous new crops that have been introduced. While there is a fairly well defined system in much of the rest of the country, project assistance in coordinating and introducing the farmers to the workings of this system will be necessary.

At the same time, a source of short term credit must be established to replace that operated by the opium traders. Exploration of existing cooperative and other small farmer credit programs should be done, and one or more should be assisted to provide credit to the farmers. These small farmers have no working capital.

Agricultural extension has yet to make use of illustrated pamphlets and posters on different agricultural practices. These could be distributed to schools, farmers, and community based organizations such as the village councils. The use of this technique can enhance efforts currently being made by the extension staff as well as expose the farmers to improved agronomic practices.

It has been estimated that an additional 272 acres of land involving some 294 farmers could be levelled for terracing in the project area. Prior to pursuance of this type of subproject, it is suggested that an economic analysis be undertaken to determine the cost benefit advantage since this effort is proposed for land that is at best marginally suited for productive farming. Construction and repair of small terraces can be accomplished by the farmers if advice and facilitation such as those provided by the World Food Program in other parts of NWFP are incorporated.

C. Off-Farm Employment Training

Even though the project got off to a slow start in training, response from the general public for further programs in all sectors has been positive. While it was envisioned that the majority of trained individuals in all disciplines would have to leave the project area for suitable employment, the efforts to date in placement assistance have not expanded to meet this need. While continued arrangements with outside agencies such as OPF are anticipated, it will become more and more important for the PCU to take the lead in ensuring that adequate attention is paid to procuring jobs for those residents who have received training. If a national manpower study is not available, it should be conducted to assure reasonable chances for placement.

Despite the positive response in most areas regarding the non-formal training of women, the program is still in its infancy with respect to the course work offered and the number of centers, and participants enrolled. Desired expansion to accommodate initial project goals and even to go beyond them has been expressed by both PCU personnel and most participating union councils.

In-service training courses for upgrading PCU and line agency staff have been few and is a very important mechanism for improving the level of operational staff. Such training would also help reduce the dependence of project personnel on outside assistance, both foreign and domestic. While it is doubtful that funds are available under the present project structure, this component should be foremost in any followup projects that occur.

D. Industrial Estate Proposal

While it is acknowledged by all parties involved that this venture is high risk and that there is some precedence that might suggest limited success, the extremely liberal financial incentives offered by the GOP appear to have made the idea attractive to a number of established enterprises. The terms offered by the GOP include a 50% power subsidy, low cost business loans, and a 10 year tax holiday. Considering the incentives offered and the desire of the area officials and residents to provide an employment outlet in the area, the scheme may have a good possibility of survival over the long term.

E. Incorporation of the Kala Dhaka into the Project

The evaluation team studied several documents relating to poppy growing and the lack of development in the Kala Dhaka area of Mansehra District. It is of immediate interest because it was reported that increasingly, poppy cultivation displaced from the project areas is moving to Kala Dhaka.

The Kala Dhaka is a rugged mountainous area with limited launch-foot access when the lake is high, and otherwise, entrance is only on foot - many hours of mountain climbing. C&W is building a road into the beginning of the area, and when complete, access will be facilitated but by no means made easy.

Two years ago, the former Mansehra Deputy Commissioner prepared a concept paper on the developmental needs of the area (extracts in Annex F). He pointed out the transfer of poppies to the Kala Dhaka and the new and detrimental activities of the agents of the drug dealers there. He suggested that the dire poverty and the lack of services (for example, no doctor and precious few other health facilities) would make the opium money attractive to the farmers.

Interviews with other Government officers supported the statements in the concept paper. The present Additional Chief Secretary of Planning and Development, for one, concurred that action must be taken in Kala Dhaka. He had served for many years in the district. A scheduled team visit to the area was cancelled because of an official visit by high ranking officials to Mansehra. Though first hand observations were not possible, the study of the documents and the interviews with knowledgeable officials convinced the team of the wisdom of adding Kala Dhaka to the next phase of the project.

That effort, however, will require some special actions and preparations. The team's suggestions, from its limited exposure, are:

1. As early as possible, a design team should explore the area, attempt to improve the statistics on population, services, and poppy cultivation, and from these, devise an adequate project approach.
2. Consideration should be given to the formation of a suboffice in Mansehra; total administration from Topi or Peshawar would be too time consuming because of travel; developmental activities would be slow and probably erratic without the Mansehra office.
3. Engineering, agricultural, forestry, and other specialists and field assistants should be assigned full time to the Kala Dhaka.
4. USAID must coordinate its development efforts with activities undertaken by SDEP.

The Swiss Technical Mission, UNFDAC, and some other agencies have expressed interest in the region. A coordinated or area designated plan will be required.

IV. TECHNICAL ASSISTANCE ACTIVITIES

A long term technical assistance contract was let to provide general assistance to project management and in some specialized fields. That contract has expired and no technical advisers are with the project at the present time. The technical assistance staff was severely hampered by the slow program startup and the enforcements. At this stage, project officials have requested no additional long term assistance.

A. Technical Assistance Assessments

The interruptions of technical assistance and the weak reports about it, made assessment of the past activities tenuous. Utilizing those reports, and supplementing them with project staff perceptions, furnished the following briefs.

As previously noted, the agriculture goals in all areas of this sector have been exceeded. With 18 months left under the current project, achievements should go well beyond what originally planned. Success in this area can be attributed partly to the efforts of the TA team in conjunction with a highly motivated field staff.

The training component apparently received little assistance from the team. The marginal successes seem to be results of the work of PCU personnel.

The long term contractor provided very limited short term technical assistance in design and planning for infrastructure subprojects despite the critical needs. The problems with some line agency implementation increased the work loads on the PCU. In addition, PCU has been unable to adequately compensate its engineering staff, resulting in high turnover. USAID, therefore, found it necessary to give technical assistance to the PCU engineers and to perform some of the work itself. Unless the line agency deficiencies are resolved, and until the Government of NWFP raises salaries sufficiently to hold the personnel, the USAID involvement must continue. That assistance must be built into the design for Gadoon II, including the Kala Dhaka efforts.

B. Future Assistance Requirements

There are many problems remaining to be solved, despite the successes of the past two years. Some of these can be attacked with short term consultants; others will require medium term or repeated short term assistance. Short term help should be given soon in several fields.

1. Agriculture

Some immediate short term assistance is required on the use of fertilizers for different crops grown under irrigation or with rain. Fruit tree pruning at early growth stages and "backyard" poultry raising need help. All of these are relatively urgent and they could probably be provided by Pakistani specialists.

There are several other specializations that should be brought to bear on the agricultural sector; these will demand at least medium term assistance; some will be required at regular intervals. The most pressing of these are the orchards. While extension worker training in an established fruit area will help, now and in the next five years, many problems will need attention beyond the capability of these technicians. Professional inspections will identify the problems; the fruit tree specialist must determine appropriate remedies and at the same time, train the extension workers so they can handle them in the future. This specialist should be contracted for at least 60 days/year.

Marketing will become critical in a year or two so a system should be designed soon. It will involve quantifying the products, determining grading and/or packaging requirements, and identification of potential markets. At the same time, exploration will be required on how to market, whether through middlemen, informal farmer arrangements, or cooperatives.

Farm credit, especially for working capital, is an urgent technical assistance topic. As noted in other sections, most farmers earn so little that their year-to-year carryover is insufficient. Some credit programs already exist in Pakistan, both through cooperatives and for individual small farmers. The possibility of their operating in Gadoon-Amazai must be investigated. Other credit sources should be explored.

There are several other fields that need attention: forestry management, rational poultry operations, livestock feeds and forage improvement, and livestock improvement.

2. Infrastructure

One possible solution to upgrading the technical performance of the line agencies would be to give them technical assistance in those areas in which they need help. Such assistance could be done by local specialists. The following kinds of assistance are needed:

(For C&W) Survey technical proposal preparation, laboratory engineers, estimators, quality control engineers, and maintenance engineers.

(For WAPDA) Distribution planning, distribution infrastructure engineer and maintenance engineers.

It is not clear whether technical assistance would be accepted or help. USAID should explore this and other avenues to obtain better cooperation and higher quality subprojects from these line agencies.

3. Training

Upgrading, coordination, and administrative consolidation of the training functions could be benefitted by the assistance of a training program professional. It would be particularly useful in the area of in-service training for project related staff to have the assistance of a training specialist in helping to assess training needs

and developing a plan to respond to those needs. Some market analysis of employment opportunities could also be useful in helping determine future vocational training opportunities offered to area residents. Some of the project paper's original assumptions regarding employment possibilities, such as a stable Arabian peninsula job market, have not withstood the test of time.

4. Project Reporting

Repeatedly through the evaluation process, there were problems with finding documents, with the documents themselves, and with missing information in them. An information management system specialist, with experience in agriculture and infrastructure programs, is urgently needed. The great mass of information now coming in with the accelerated project activities appears to be too much for the system. The system itself and the data coming in require modification.

USAID has initiated a new subproject monitoring form that is an improvement. Some errors and omissions were detected during the evaluation review and those need to be corrected. The Mission also let a contract to design a monitoring and evaluation system for its activities in NWFP. If that proves adequate to the tasks, some application to NWFADP may result.

V. ORGANIZATIONAL STRUCTURE AND INTERACTIONS

In spite of many difficulties, the project has accomplished much of what it set out to do. It has reduced poppy production and has made great strides in area development. In addition, project related staff have made tremendous efforts in the last year and a half to try to make up for earlier problems in implementation.

While these efforts have led to a commendably high level of activity, the management burden of completing planned activities in the remaining time frame will be a heavy one. This is particularly true given the project's prevailing organizational structure and certain weaknesses in the performance of cooperating line agencies.

The graph in Annex G helps illustrate the burden of work remaining. It compares time and current/planned expenditures. With respect to agriculture, for example, the graph points out that with 24% of planned expenditures made, 76% of the funds remain to be expended or reimbursed in the project's last 18 months. The percentages of work remaining in infrastructure and off-farm employment Training are even higher.

Another way to look at this is by examining infrastructure subprojects which are more quantifiable than agricultural activities. Of the approximately 356 subprojects completed or in progress, roughly 306 are under construction or planned. It is true that some of these are very close to completion. It is also true that a number of infrastructure subprojects will now be shifted to Gadoon II, because planned efforts would exceed project funds. Questions still might be raised about the management burden placed on project and USAID personnel by this high level of activity. The team calls attention to the TADP Project Director - NWFADP Chief Engineer position as a case in point; this requires two positions, not one.

A. Governments of Pakistan and NWFP

The federal and provincial governments already have approved development projects that include the Gadoon-Amazal region. Some area officials expressed the opinion that because of the NWFAD project, government programs were concentrating their work elsewhere. NWFP has invested in some work in the project area, however, and whether proportionate to that in other part of the province, could not be determined. Exploration into cooperative efforts is suggested.

B. United States Agency For International Development

USAID originated this project to eradicate poppy production while providing alternative development in infrastructure, agriculture, and training. These benefits are physical, take time to realize, and are the responsibility of the technical people in the field. This results in built-in pressure.

1. Structure

The situation is further aggravated by the USAID layered organizational and structured responsibilities:

<u>LOCATION</u>	<u>RESPONSIBILITY</u>	<u>ORGANIZATION</u>
Islamabad	Financial Monitoring Engineering & Approval of large subprojects	PDM/FM Engineering
Peshawar	Management Administration Agriculture Engineering, small subprojects	Proj. Office Engineering
Topi	Agriculture Engineering	Agriculture Office Engineers

Difficulties developed on approvals and reimbursements for project activities. The end result is a distorted reimbursement schedule that depicts a project just beginning when actually it is quite advanced and is over committed in monetary terms.

2. Interactions

USAID has been successful in negotiating high level agreements with in-country agencies. USAID technical specifications and legal requirements on implementation are not always met in the work of some line agencies. The latter is more complicated, and the project has had problems.

<u>Agency</u>	<u>Problems</u>
C&W	-Technical and cost proposals not of needed quality.
C&W	-Approvals late as is reimbursement.
C&W	-Work must have constant and detailed supervision.
	-Inadequate maintenance
WAPDA	-Some field work must be redone.
WAPDA	-Weak planning of distribution, power overloads resulting. Some power lines must be rebuilt.
WAPDA	-Has been prepaid, project incomplete.
Irrigation	-Work stoppages.
Agriculture	-Not serious, just slow.
PCU	-Weak technical and cost proposals.
PCU	-Late reimbursement due to late agreements.
	-Inadequate reporting system.

USAID's solution to these problems has been to do some of the work for

the line agencies and PCU. This work has been primarily technical and has included developing cost proposals and solving field problems. This has been an expedient solution; it resulted in completed work. However, it inhibits institution building.

C&W, and to a lesser extent WAPDA, complained about the fixed amount reimbursement (FAR) arrangement. C&W, while stating that USAID specifications are not too stringent, argued that reimbursements are delayed because:

1. It is difficult for a contract construction firm to estimate correctly the work involved in building a road in a mountainous region and that therefore, the 15% flexibility on cost is insufficient for those conditions.
2. USAID reimburses only on completed mile while contractors may need to do the rough work on several miles before returning for the final stage of construction; this results in delayed reimbursement.

Some members of the evaluation team and of the USAID/Peshawar engineering staff generally agreed with the principle that FARs, in and of themselves, complicate the situation, at least in terms of the estimate and reimbursement problems. They suggested an exploration of the feasibility of host country contracts (HCC) as a substitute mechanism.

At the same time, several sources suggested that the C&W plans may not have been sufficiently detailed for the mountainous construction conditions and that the contractor's estimates could have been improved before the work was begun. These could occur whether the financial arrangements were fixed amount reimbursements or host country contracts. They would pose problems in either case.

The USAID/Islamabad Engineering Office, commenting directly on the two complaints about FARs and the problems, stated:

"The first argument carries some weight. It is extremely difficult to estimate the exact quantities of work until the contractor has made his final cut in mountainous roads...specifically the earthwork. However, construction of structures such as retaining walls, bridges, culverts...should not vary from the estimated quantities if the surveys, designs, and plans are realistic. The current FARs allow a 15% variation in the total reimbursable amount for each completed mile. Since there should be virtually no variation in the structures, the FARs actually provide more than 25% variation in estimated earthwork quantities, which is a fairly rational allowance if accurate plans are prepared."

- - -

A contractor that previously constructed mountain roads in Pakistan generally agreed that the combination of more easily estimated structural work and the more difficult estimates for earthworks should give enough flexibility. The contractor noted that it, too, had faced difficulties from inadequate surveys, particularly when those did not include sufficient information on the soils and subsoils.

The USAID/Islamabad engineers addressed the second complaint, that of delayed reimbursements, as follows:

"Under the FAR agreements, the GOP can make payment of work to the contractor at any time for any amount of work completed in accordance with the agreed upon plans and specifications. For this purpose, the GOP can use AID inspection reports as 'anticipatory approvals' and make payments to the contractors from the advance funds provided under the existing FAR agreements. Alternatively, the GOP can also pay the contractor from the revolving fund at the disposal of the project director. However, the FARs allow the GOP to receive dollar reimbursements upon completion of the specified elements."

The revolving fund is quite large and can be replenished. That provision should ease any financial burdens occasioned by the construction of roads in this rugged mountain area.

In discussing the possibility of utilizing host contracts, USAID feels that such an arrangement would increase the supervision necessary by its own and the project engineers. The consulted contractor agreed.

The evaluation team, viewing both FARs and HCCs, and in light of the work load now faced by the site engineers and some indications of potential improvements in the work by the line agencies, makes the following statements, not directly as recommendations but as components in the consideration for the future:

First, it is evident that all parties need to meet together and seek solutions to the problems: USAID/Islamabad, USAID/Peshawar, PCU, and the line agencies; it may be advisable to invite a representative of the contractor to participate. The resolution of the problems is the important issue.

FAR and HCC each has its advantages and disadvantages; the evaluation team finds potential difficulties with both and neither recommends nor rejects either one. It points out, however, that:

HCCs, as they are usually handled, offer little opportunity for strengthening line agency operations.

USAID, if it decides to use HCCs, must increase its engineering staff since line agency supervision will have largely been obviated.

The FAR arrangement, on the other hand, frequently results in the delays experienced in the present project; payment delay is now a major complaint in NWADP, regardless of any potentials for advances.

FARs are, in theory, administratively simpler (less work) than HCCs; that may not hold in this case.

As USAID considers these options, it should also take into account the time and effort required to upgrade the implementation of the present arrangement in comparison with the time and effort that would be necessary to change the provisions in the project agreement and in the PC-1.

USAID/Peshawar also submitted written suggestions on the issue of subproject completion under the FAR arrangement:

"FAR has been used successfully to build the Ulla-Amazai road. If HCC cannot be used, FARs will need to be continued. In this event, the Mission needs to be as flexible as possible in interpreting FAR procedures. The C&W Department and the RAO/P/ENG [the official designation for the term USAID/Peshawar used in this report] have done a good job of improving the quality of road construction in the project area under extremely difficult working and administrative conditions. They should not be penalized for making field changes when they are required."

Some inclusions in this transmission reflect a frequently experienced feeling by field personnel that on site inspections are more realistic and should override comparisons between plans/estimates and current operations. When the recommended changes are forwarded quickly through the established channels and the receiving office handles them expeditiously, the field recommendations should carry a great deal of weight. Again, the recommended meeting among all parties to resolve the problems should tackle this issue and design a strategy for implementing effective communications and decision making.

The primordial question is how to achieve quality construction. Whatever arrangements are finally made should keep this uppermost in mind. There is a great deal of work to be done in the NWADP Project; ways to accomplish that work must be found.

C. Project Coordination Unit (PCU)

The PCU was created to coordinate subprojects in Gadoon-Amazai. The PCU consists of a project director and his staff, including engineering, administration, training, agriculture, forestry, and accounting.

One problem is that everyone reports directly to the project director. There is little delegation of final decision making. When this is coupled with the turnover rate in the technical staff, the flow of work is slowed down.

Obviously, a great deal of work has been done, is being done, and will have to be done in the future by the PCU. Currently, USAID engineers are performing much of the PCU's work. This institution needs more stability and some upgrading of staff; competitive pay scales are required. PCU also needs to develop more confidence in its own work.

D. Line Agencies

The line agencies involved are well established and performing similar work elsewhere. The work done by these agencies for the Gadoon-Amazai project tends to be a small element in their overall work load, so they tend to approach this work with proportionate enthusiasm.

C&W thinks that both its building and road units are doing excellent work and it is surprised by all the questioning. Staff members believe that if they were left to do their job on their own, they would turn out first quality subprojects. They believe they should administer the funds, implement the work, and pay the contractors. They do not think USAID specifications are unrealistic but they state that other agencies allow them to relax specifications in remote areas and wish USAID would follow suit. They say they do not understand reimbursement delays and request that reimbursements be made. They are not happy with the Fixed Amount Reimbursement agreements to handle road work, since they feel that they end up financing the construction for too long a period of time. But as noted previously, there are some quality problems with the work they do and supervise.

WAPDA's problems consist of poor construction of pole installation, supplying the wrong conductors, and overloading the feeder lines into the Gadoon area. Apparently, negotiations have been completed and all the construction and wire difficulties will be resolved. All these problems occurred in Phase 1 electrification.

Currently the agriculture, forestry, and animal husbandry departments of NWFP are keen on the successful implementation of the project and have provided a good forum for the exchange of ideas with the project officers and consultants. These line agencies have been involved in all the informational and financial accounting aspects. The scarcity of financial resources for their own programs may have helped to generate substantial interest in the NWFADP.

E. Local Bodies

The geographic separation of the district council offices from the project area has reduced their direct participation. District council members stated that they report problems and progress in their areas at the regular meetings.

The seven union councils are heavily involved in planning and implementation. They review requested subprojects from the villages with the project director and his staff, and suggest priorities among them. The evaluation team was sometimes accompanied on the inspections by union council members and it was obvious that they were well informed about the subprojects and had visited them before. Some also serve as project leaders, thus having more indepth involvement.

Some villages have project committees and these were enthusiastically pursuing their subprojects. They knew all the details and were conscious of their responsibilities. In one case where insufficient space had been provided for a middle school, the elders met, decided to use that space for teacher residences, and found another location for the school. The response time to the engineer's decision was less than two hours. Obviously, not every problem can be resolved that easily but it does indicate the commitment of the village elders to the subprojects.

In general, the local bodies appeared to be well satisfied with the procedures and realizations. They think the meetings in Topi take too much time but they recognize that the large number of subprojects under consideration causes the long sessions.

VI. DIR DISTRICT DEVELOPMENT PROJECT

In late 1983, the Government of Pakistan adopted a Special Development and Enforcement Plan (SDEP) for opium growing areas. The SDEP envisaged a strategy for integrated rural development in conjunction with a phased program for law enforcement in the remaining poppy areas in NWFP and FATA. The plan was presented at the April 1984 meeting of the Pakistan Consortium with the proposal that UNFDAC coordinate the funding for its implementation. The USA, UK, and Italy, participants in the consortium, pledged US\$11.3 million to UNFDAC for initiating this program. A task force was thus created in July-August 1984 with a view to establish a Special Development Unit (SDU) to coordinate special development initiatives under the SDEP with the regular Annual Development and Special Development Programs. The Special Development Unit, which became operational soon after creation of the task force, was to act as an arm of the Planning and Development Department of NWFP with the specific roles to design, coordinate implementation, monitor and evaluate integrated rural development projects within the framework of the SDEP.

The first and most immediate task before SDU was to identify the priority areas for implementation of the SDEP. Accordingly, Dir District, Chitral District, Mansehra District, and Mohmand and Bajaur Agencies were identified as the potential areas. Dir District was placed at the top of the priority list.

A. Project Arrangements

Hunting Technical Services was called in to undertake a feasibility study in Dir District in late 1984, and they submitted their report in December. A draft Project Document containing specific development proposals for the district was prepared. The Project Document carried financial implications of US \$20 million. This document was submitted to UNFDAC in January 1985 for arranging for financial assistance. That agency, however, observed that the size of the inputs should be reduced to \$14.5 million as sufficient commitments had not been received from the donors. The Project Document was revised in view of this UNFDAC observation by slashing activities in various components.

When UNFDAC was examining the revised project document and looking for additional funds from donors, a number of issues, requiring immediate attention and decisions by the concerned parties cropped up. These were:

- (1) What should be the extent of the PNCB's (Pakistani Narcotics Control Board) involvement in the SDEP projects;
- (2) Whether the Project Directorate for SDEP should work under the directions of the PNCB/Federal Government or the Provincial Government;

- (3) Once an agreement was reached, why a donor agency should not transfer the administrative, technical, and financial control to the implementing/executing agency when the latter was capable of handling it; and
- (4) Whether a US\$ 14.5 million project in Dir would adequately address the development needs of the district, especially since a US\$ 20 million project was under implementation in Gadoon-Amazai area which was 1/10th the size of Dir.

The PNCB insisted that the old project implementation and execution systems be continued as those were effective. Similarly, UNFDAC, which was operating through UNDP/OPE for execution of the Buner Project, did not know if it should accept the Provincial Government's suggestions. The issues were widely discussed but no concrete decision was forthcoming. The Provincial Government, which actually expressed these concerns, was reluctant to agree to an arrangement in which it had a minimal role in project implementation but maximum responsibility for enforcement.

While this state of uncertainty prevailed, a PC-1 was drafted by the SDU wherein the project's execution responsibility was assigned to the Government of NWFP through its various line departments. The latter were also to operate and maintain project created infrastructure upon completion of project life.

In June 1986, a further step was taken by signing the project document between UNFDAC and the GOP, both parties committing US\$ 14.682 million and Rs. 27.704 million respectively for a project for Dir District. The GONWFP observations and reservation with regard to the proposed size were placed on record and the UNFDAC representative assured that additional funding would be arranged to enhance the inputs from US\$ 14.5 million to US\$ 20 million.

Although issues regarding extent of involvement of the PNCB and the Provincial Government in project implementation had been resolved, UNFDAC had yet to convey its concurrence to the new flow of funds and the project execution system. Thus the project PC-1, prepared as per the guidelines as contained in the feasibility report and project document, was approved by the Provincial Government and submitted to the Federal Government forum of CDWP. The latter approved it on 31 July, 1986, and conveyed anticipatory approval of the ECNEC. UNFDAC was informed in October 1986 that pending agreement on proposed project execution by the Provincial Government instead of by UNDP/OPE, the activities in the project could be stepped up as enforcement, which was to follow development, was in sight.

Consequently, several minor infrastructure schemes were approved for implementation through Local Government and Rural Development systems in November 1986. The line agencies such as the Departments of Agriculture, Forestry, Public Health Engineering, and Communication & Works were also provided with funds for initiating activities in their sectors.

On December 3, 1986, the ECNEC formally approved the project PC-1, which was soon followed by signing of the Memorandum of Understanding (MOU) between the Government of Pakistan and UNFDAC. The responsibility of financial control and execution of the project was assigned to the Project Directorate under the Provincial Government.

The new agreed upon system could not be made operational till June 1987. The funds could only be advanced by UNFDAC once the conditions precedent in the MOU were fulfilled. To bridge the interim period, January-June 1987, those activities initiated would be financed under the UN system.

The amount of Rs. 18.5 million, released by UNFDAC on 25 May 1987 to cover the first quarter of the project implementation under the new system, was credited to the project on 15 July 1987; from that date onwards, the new system (agreed per MOU) has taken over.

Although the PC-1 of the project specifies the commencement date as 1st July 1985, the project actually became functional in late 1986. Thus a delay of over one year had already occurred.

B. Project Activities

The Dir District Development Project has operated primarily through the pre-implementation fund advanced to it. In 1985, its expenditures amounted to Rs. 1.718 million and in 1986 to Rs. 8.484 million. The 1987 costs have totalled Rs. 15.068 million so far. In addition, in 1985-86 there was a US\$ expenditure of 250,000. These were incurred for procurement of personnel services, non-expendable supplies, in country training, and some infrastructure development.

The District Council reported that it is implementing 180 subprojects of drinking water systems, irrigation channels, and path improvement. The Local Government & Rural Development Department is executing 45 drinking water supply schemes through project committees while the Department of Public Health Engineering is undertaking two major drinking water supply systems. C&W Department has started construction work on two wards in the district headquarters hospital at Timergara. The Agriculture and Forest Department has established fruit and forest nurseries besides planting some demonstration plots and afforestation at various localities in the project area.

C. Project Reviews

A reconnaissance visit was arranged by the UNFDAC advisers for July 4-7, 1987, to portions of the project area for two members of the evaluation team and two interviewers. They were accompanied by the advisers, the deputy project director, and members of his staff and representatives from the line departments.

A physical inspection was made of the forestry nursery at Chakdara and the afforestation areas at Shah Alam Baba and Kamran. The nursery contains thousands of plants of different species, ranging from interim plants such as almonds and eucalyptus, to longer term pines. The nursery was well cared for and the plants were in excellent condition. The plantations, mostly on communal lands, were on about 1,000 acres and these will be further expanded when the rains begin. The trees were planted in basins prepared by laborers on the mountain sides. Rains in May had favored them and they were growing unusually well. The plantations are fenced for protection against grazing animals; pasture grasses (to be cut by hand for animal feed next year), shrubs, and native trees had already begun a healthy regeneration.

Two Public Health Engineering water supply systems were viewed, one at Danda and the other at Khema Jabba. Two other drinking water schemes, these of the Local Government and Rural Development Department, were inspected at Dabb Rabat and Chumb. All four are in various stages of construction, two of them just underway. The well digging, well wall construction, one tank and pipe to it, were well done and when completed, will take much needed water to several villages with nearly 12,000 residents.

Two fruit tree nurseries of the Department of Agriculture were examined. Both have large numbers of grafted peach, plum, apple, pear, and almond trees for replanting, estimated to be sufficient for 300 acres or more. The trees at the Barawal Banda nursery were in excellent condition. Some at the Jugha Bunj nursery had grown too large and needed pruning before distribution. There was also some beetle and virus damage, as well as some evidence of over watering. Nevertheless, with technical attention and early distribution, the trees should do well. Orchard and annual crop demonstration plots were seen in Adenzai and Timergara Tehsils, both doing well.

C&W had just begun the leveling and foundation trenches for much needed obstetrics and general female wards at Timergara. These will furnish valuable health care for women in the southern part of the district.

New project facilities were examined at Timergara; an administrative office complex and a rest house for advisers and technicians. Both are new and spacious.

D. Beneficiary Perspectives

Interviews were conducted with 5 union council members and project leaders, and with 38 villagers. The leaders, knowing more about project activities for the future, were enthusiastic about the development. They were also keen for further activities, especially the expansion of the forest and fruit tree components to farmers' lands. They urged that irrigation schemes be initiated; the small amount of ground water available will limit these to diversions and pumping from river sites. Many of the terraces are in poor condition and, having seen the work of the World Food Program in another area, the leaders felt that such work would be valuable in their area. Schools for boys and girls, and off-farm employment training were also requested. They also noted that some basic health units and rural health dispensaries existed but were either not operating or were providing few services; they asked that something be done about this situation.

Beneficiary villagers knew little about the project except for the drinking water systems under construction. These they lauded. When queried about what should be done, they were nearly unanimous that the agricultural activities should receive top priority; irrigation, improved annual crop seed and fertilizer, and fruit trees were specified. Only 6 of the 38 had seen the demonstration plots or nurseries. Eleven of the 38 had received visits from extension workers (the area has not been fully staffed); they thought much of the extension work rated "fair" and thought much more should be done.

E. Project Staff and Evaluation Team Concerns

In a lengthy interview with the Deputy Commissioner, who is also the project director, important issues were discussed. His chief concerns were:

Unless development proceeds at a much more rapid rate, particularly in the poppy growing area, enforcement will be difficult if not impossible.

The delays in the arrival of funds caused him problems with area leaders.

He noted that some of the areas had refused any development activity and that there were substantial commitments with the dealers to plant poppies this year.

The study team agreed with his assessments. The SDU representative noted that the authorizations are now in place and funds are now available. The team advised the Deputy Commissioner to seek a revolving fund to ease payments during financial transactions with the government.

Some members of the evaluation team felt that too few of the beginning activities had taken place in the poppy growing area. While development certainly should not be done only in poppy areas, those are precisely the ones that need evidence that development will take place. There are many difficulties in working in the opium poppy areas, but until some activities take place, especially in agriculture, poppy growing will continue.

The study team recognizes the difficulties faced by the Dir District Development Project, especially those brought on by delays in funding and poppy farmer resistance. It suggests, however, that now that funds are released that:

- (1) An agricultural strategy be prepared;
- (2) A system for monitoring financial and physical components be developed;
- (3) Implementation of an adequate extension system be begun;
- (4) Priority be given to new and improved crops and infrastructure in the poppy areas so enforcement can be effective;
- (5) The project seek authorization for a revolving fund to assure rapid implementation of the developmental activities.

The team also suggests that frequent examinations of the plans and activities take place. The internal monitoring staff, the UNFDAC officials, and external evaluators are necessary to assure rapid initiation of all work, and especially in the poppy cultivation areas.

VII. CONCLUSIONS AND RECOMMENDATIONS

The North West Frontier Area Development Project, after a slow start, began to accelerate its activities less than two years ago. Within that time, it has exceeded the expectations in most fields. There are still problems to be resolved but with the present rate of accomplishments, the project will have an almost enviable record by December 31, 1988. Within this overall framework, the evaluation team arrived at the following conclusions and recommendations.

Conclusion:

The amount of work needed in the project area, if development is to inhibit poppy cultivation, is still substantial. Many agricultural programs, especially fruit and forest trees, are not yet at an income generating stage. Further, more infrastructure is required for development and, in some cases, to provide access and other communication for enforcement.

Recommendations:

1. The design and authorizations for a second phase of the project, of not less than five years, should take place immediately to assure continuity between the two phases.
2. The second phase of the project, while continuing with the priority infrastructure, should emphasize agriculture, forestry, animal husbandry, and off-farm employment training in substitution of lost poppy income, recognizing, however, that the income producing activities are long term.

Conclusion:

The listed commitments for subprojects would result in expenditures beyond the total budget. The project officer and director have indicated some planned subprojects that could be postponed to a new project; these postponements begin to bring the expenditures within the budget but they are still not enough.

Recommendations:

1. PCU and USAID offices must reach a formal understanding on final work plans, subprojects, and postponements after close scrutiny of the status of each subproject and the monies, then discuss these with SDU.
2. USAID and PCU must monitor all project agreements, cost estimates, and startups to assure that the work done from now until December 31, 1988, does not go beyond the project allocations.
3. If it is determined that some subprojects are so vital to development and enforcement that they should not be postponed, and yet would result in budget over runs, USAID should seek additional funding.

4. USAID and PCU, through the provision of monitoring data to SDU and in coordination with the latter should keep all relevant government agencies informed about the modifications in the proposals.

Conclusion:

A part of the uncertainties about the present financial status is related to several problematic procedures: work begun before agreements are approved, some construction quality that does not meet USAID specifications, and for various other reasons, delays in processing requests for reimbursement.

Recommendations:

1. The project officials must avoid authorization of work on subprojects until the necessary agreements and approvals are in place.
2. Although it may further burden an overloaded technical staff, more frequent inspections of ongoing work are required to assess quality so remediation can occur more rapidly; if more staff is required, they should be added.
3. The PCU engineering section is dependent on the USAID RAO/P/ENG engineers working in Topi. The PCU engineering section should be expanded with qualified engineers, inspectors, and surveyors; if this cannot be done, USAID must continue to provide the services.

Conclusion:

The ideal project operation would be through the line agencies but some agencies have not responded in the desired time period and/or with adequate quality. The project staff has therefore taken over some of the work of the line agencies.

Recommendations:

1. The Mission should, with high priority, pursue appropriate arrangements with the line agencies, and assist them as necessary so that institution building can be enhanced.
2. Provide technical assistance to C&W offices to improve their technical proposal capability so it can share a greater part of the burden.
3. Should these arrangements not be possible, and until they are finalized, the project staff must continue its present mode of operation.
4. USAID should work through regular GOP and NWFP channels to increase the outputs of the line agencies.

Conclusion:

The number of subprojects in agriculture and forestry is large and still growing. The small professional staff, supplemented through two-year trained field assistants, has an enormous supervisory burden, one that must be carried out if these economic based activities are to succeed.

Recommendations:

1. The two vehicles available for this staff are not enough to facilitate frequent supervision; more should be provided.
2. The field staff has received some training but they are deficient in some fields, especially fruit orchard care and fertilizer use; they should be trained appropriately.
3. Animal husbandry activities should increase rapidly; it appears advisable to train some of the field assistants for almost exclusive work in this field.
4. The integrated model farm approach, recommended by an interim consultant, could not be undertaken earlier; it should be established as soon as possible.
5. Equipment, seed, fertilizer, chemicals, and other agricultural supplies are presently stored in Topi; small quantities should be stored in appropriate localities to reduce travel time and increase responsiveness to the field needs; appropriate storage must be built.
6. Problems have arisen in timely payment of field personnel salaries and the acquisition of some supplies; the project should pursue these problems with agriculture and forestry to discover a mechanism to expedite these functions.
7. It is recommended that land leveling schemes be examined critically to assure that the costs are commensurate with the benefits; improvement of terraces may be more cost effective.
8. Irrigation subprojects can and should be undertaken as soon as possible since they are vital to economic improvement.

Conclusion:

There are many problems with the quality of the reports, the timeliness of their submission, and apparently with the system itself. Regardless of any new plan, the present reporting pieces do not come together properly to make the system responsive to operational needs; the separate reportings and the system require extensive modification. A contractor is currently designing a monitoring and evaluation system for NWFP; that system should include the elements necessary for USAID and SDU monitoring of the NWFADP.

Recommendations:

1. The components of the proposed system must be as simple as possible and yet incorporate those elements necessary to improve management, accounting, and reporting.
2. Adequate training and supervision must be supplied once the system is in place.
3. The modified system must appropriately address the needs of PCU, USAID, and SDU.

Conclusion:

It is evident that some of the poppy cultivation in Gadoon-Amazai is shifting to the Kala Dhaka area of Mansehra District. That area lacks most services and development is sorely needed; the farmers, now in abject poverty, are likely to expand opium production. The team was not able to gather first hand information but secondary source information led to the following recommendations.

Recommendations:

1. A team should inspect the area as soon as possible, collect the needed information, and if preliminary reports are accurate, design a project for Kala Dhaka within the SDEP strategy.
2. Because of travel time and communication problems, a suboffice should be established in the district to service the Kala Dhaka area; it must have its own management, technical, and assistant staff.
3. Some of the infrastructure will be very costly; agreements with other donors and GOP/NWFP should specify which they can provide and which will be furnished by the project.

Conclusion:

Even though a continuation project has been recommended for Gadoon-Amazai, some of the proposed infrastructure activities, such as a road along Tarbela Lake, will be extraordinarily expensive. Others also will be costly.

Recommendations:

1. Major infrastructure subprojects requiring unusually large amounts of funds should be examined carefully before inclusion in the project; financial support from GOP/NWFP and from donor agencies should be explored.
2. Opium poppy enforcement and defense needs may indicate that some infrastructure projects should be viewed as military/police needs and funded by non-development agency sources.

Conclusion:

The project proposed and AID/W approved the infrastructure for an industrial estate in the Gadoon-Amazai. While there are many potential problems with its operation, there are also potential employment benefits.

Statement

Since the risks seem to have been recognized, the team finds no objection to its inclusion.

Conclusion:

The team briefly examined the Dir District Development Project. The funding and management problems appear to have been resolved. Some development is occurring. Since this was a review, rather than an evaluation, the team limits itself to the following summary concerns.

Concerns:

1. The high quantity of poppy production makes development urgent or enforcement cannot take place.
2. The team suggests that USAID assist the Dir project, if needed, to acquire a revolving fund, essential to rapid subproject accomplishment.

Finally, and though suggested in several recommendations, it is important to state that in the team's view, institution building should become a major focus in the remaining time of the present project and in the future. It is important to leave as much capability in place as is possible.

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ANNEX A.

SCOPE OF WORK AND MATRIX OF ISSUES AND RESPONSES

I. SCOPE OF WORK

BACKGROUND

ARTICLE I - TITLE

North West Frontier Area Development Evaluation - Pakistan
Project No:391-0485

ARTICLE II - OBJECTIVE

To assist the Mission in assessing the current status of the project related to project paper targets and identify ways to not only accelerate implementation but also to recommend any required reorientation.

ARTICLE III - STATEMENT OF WORK

The proposed evaluation will be the first to be undertaken for this project. It is an interim evaluation designed to assess the project performance to date. The evaluation team shall review to what extent purposes are being achieved and recommend ways to accelerate implementation in various activities of the project. Recommendations shall be made regarding the possible need for changes in project outputs, project activities, implementation schedule and procedures, the financial plan, the level and nature of inputs, administrative/organizational arrangements, and, if required, a change in the overall design of the project and an extension of the PACD. Findings and recommendations shall be supported with detailed examples, justifications and evidence and should be practical, relevant, specific and actionable such that the mission can follow-up on the team's findings and recommendations with the government of Pakistan.

Specifically the evaluation team shall:

1. Assess overall implementation progress to date for the following project activities:
 - (A) The agriculture sector activities including but not limited to agriculture extension, forestry, animal husbandry, irrigation and range management components through line agencies; project coordination unit (PCU), and project committees. The team shall also identify the possible direction for the proposed agriculture marketing component of the project.
 - (B) Infrastructure activity, including but not limited to roads, rural electrification, construction of schools, dispensaries, and drinking water supply schemes projects. The team shall identify whether the infrastructure network has been expanded as planned.

- (C) Off-farm employment component implemented by the Overseas Pakistani Foundation (OPF) and the advanced training by training institutions run by the government of NWFP.
2. Evaluate the effectiveness of the technical assistance (TA) provided by Development Alternatives, Inc. (DAI) in performing their respective project assignments. Assess the future need for TA in terms of type and level of effort.

ARTICLE IV - REPORT

Format of the Report: The final report shall contain the following sections:

- Basic project identification data sheet;
- Executive Summary of not more than three single-spaced pages reviewing major findings, conclusions and recommendations;
- Body of the report, which includes a description of the country context in which the project was developed and carried out, and provides information (evidence and analysis) on which the conclusions and recommendations are based. The main body of the report should not be more than 40 pages (include details in appendices).
- The report shall end with a full statement of conclusions and recommendations. Conclusions shall be short and succinct, with the topic identified by a short sub-heading related to the questions posed in the statement of work. Recommendations should correspond to the conclusions; whenever possible, the recommendations shall specify who, or what agency, should take the recommended actions; and
- Annexes which include at a minimum the following:
 - (A) The evaluation scope of work;
 - (B) The pertinent logical framework(s), together with a brief summary of the current status/attainment of original or modified inputs and outputs;
 - (C) A description of the methodology used in the evaluation (e.g., the research approach or design, the types of indicators used to measure change, how external factors were treated in the analysis. Evaluators may also offer methodological recommendations for future evaluations;
 - (D) A bibliography of documents, individuals and agencies consulted.

(E) An evaluation summary in the AID/W prescribed format.

1. A draft report shall be submitted to USAID/Islamabad no later than four weeks after arrival for preliminary mission review.
2. Other requirements: 10 copies of the final report shall be submitted to the mission no later than eight weeks after departure from Islamabad.
3. Examine and report on local community cooperation and their effect on the progress of the project. For example, have the local councils proven an effective means of delivering benefits to the local population and have the line agencies cooperated effectively in project implementation.
4. Assess the capabilities of the implementing agencies in order to determine the impact of the project on institutional strengthening and the possible need to modify existing administrative/organizational arrangements of implementation in light of current efforts and planned activities which are part of the mission's post 1987 program.
5. Evaluate the adequacy of institutional arrangements provided for project implementation as well as the level of coordination and effectiveness of working relationship among USAID, the technical assistance team, the government of NWFP line agencies, Special Development Unit (SDU), the Project Coordinating Unit (PCU), the three district level project coordinating committees, and the project review board at the provincial level.
6. Evaluate the impact on project activities of the resistance of local farmers to accepting developmental interventions prior to poppy ban enforcement.
7. Assess the effectiveness of financing project activities by use of a fixed amount reimbursement expenses to the PCU and line agencies.
8. Examine the selection criteria, design work, supervision and effectiveness of all sub-project construction activities as well as the impact of the completed facilities on the local population.
9. Examine the problem/constraints which delayed or hindered implementation of some components of the project and make recommendations to accelerate implementation. Suggest changes in the project implementation plan to accommodate these activities.

10. Examine the PC-1 (the government of Pakistan planning document similar to USAID's Project Paper) allocation by sector and line agency, the expenditures incurred to date, the planned investments over the next two years, and make recommendations o modifying the sectoral allocations.
11. Examine the SDEP component and make recommendations to accelerate implementation.

The team will meet in AID/W prior to leaving, spend a few days at the beginning of the assignment in Islamabad to review the relevant documents and to meet with appropriate project personnel (Mission, Embassy, UNFDAC, GOP/PNCB and other government agencies) and establish a work plan. Most of the remaining time shall be spent in Peshawar and Topi/Tarbela (the project headquarters) where all the implementing agencies, project advisors and project officer are located. Travel to specific project sites in Gadoon-Amazai area is also involved.

ANNEX B.

PROJECT PAPER LOGICAL FRAMEWORK AND EVALUATION COMMENTS

NORTH WEST FRONTIER A

PROJECT-

QUESTION	PROBLEM	REFERENCE		RECOMMENDATION
1A. Agricultural trends implementation	Good progress made but project with commitments is over spent	Financial planning document-USAID/ISL, project documents	Project has not been monitored closely enough	Complete or continue established work thru 12/88.
1B. Infrastructure implementation	-Do-	-Do-	-Do-	Reevaluate work planned in line with financial and physical limitations.
1C. Training trends implementation	Progress slow, growing but over budget	-Do-	Sector w/commitments overspent	More TA in agriculture, infrastructure and training
2. TA contractor	TA contract expired, work appears to be what was expected	Quart, reports and field evidence of activities	TA work was adequate	Additional development project-GAADP II
3. Local cooperation	Although there have been problems, does not appear to have hindered project	Project activities reports and fact that project overspent: surveys	Little overall effect; locals want more	Don't change. Implement. procedure. Improve institutions, use chain of command pressure if necessary
4. Local institution implementation	Problems with quality of work with most agencies. Number of line agencies not used as anticipated in PP	USAID files, field interviews, work records, PP	Problems exist but work has been completed. Improvements can be made	Be reluctant to circumvent line agencies until GOP channels exhausted
5. Organizational relations	USAID has good relations with agencies, but USAID doing most of the work	-Do-	USAID needs to be more patient and allow line agencies to grow	Plan follow-on project with wider physical and geographic scope
6. Resistance to project	Some exists but is waning	Field visits and interviews	Less resistance leaves door open to more development activities	All parties meet to resolve problems and decide on FAR or HCC for future
7. FAR	Difficult to use on road projects	USAID files, interview USAID, PCU, C&W	Problems involve procedures more than FARs	Continue quality on this project and future project
8. Quality of construction	No major problems noted	USAID files & files inspections	Continue present quality	No acceleration
9. Problems and constraints	The majority have been transcended	USAID files, field interviews and observations	Project has coped with problems and does not need to accelerate	Cut back to within
10. Sector allocations	Project locked into present path until PACD	Planning	Sector allocations currently over budgeted	extra
11. SDEP	zed staff ns not filled		Lack of staff impacts SDU operat	ent

2/88

COMMENTARY ON THE PROJECT PAPER LOGICAL FRAMEWORK

Program or Sector Goal

To aim at reducing one-half of the overall poppy acreage in Pakistan by the end of the Gadoon-Amazai project, seems to the evaluation team to have been overly ambitious. Gadoon-Amazai only accounted for less than one-third of all production in 1983 when the project began. The three assumptions for this sector goal have not withstood the test of time. Acreage outside the project area did increase, particularly in Dir and Kala Dhaka; and, in fact, for the first project years, there is some evidence that acreage increased within the project area. The GOP and other development agencies have not been able to provide adequate economic assistance to other poppy growing areas. Even the UNFDAC project has been very slow in starting and has accomplished very little in the realm of agriculture.

Finally, as was pointed out in the Project Paper, there are no genuinely satisfactory alternatives to poppy from the standpoint of income produced. It is necessary to combine rigorous enforcement with the best alternatives that do exist, recognizing that if people are given a choice, the most sensible economic decision is to grow poppy.

Project Purpose

Gadoon-Amazai has moved from an economy based primarily on poppy production to one based on diversified sources of income. This is in large measure due to government enforcement or threat of enforcement, along with popular recognition that the project's activities could increasingly have the effect of improving the standard of living. Much still needs to be done on the development side, particularly in terms of training for off-farm employment and the placement for such employment. Whatever efforts go into agriculture, it must be recognized that the resource base is limited. Gadoon-Amazai is not the Punjab. More also needs to be done to strengthen the area's ties with the national economy. The industrial estate could help to do this. Agricultural credit and assistance in marketing new crops could help.

While the project has devoted considerable effort to investigating alternatives to poppy production, it must be said that the income of those not growing poppy does not and cannot compare to those who do. While the program mentions this as a hoped-for end-of-project status, it also recognizes very clearly the role of government enforcement in eradicating poppy acreage. The enforcement program was implemented as foreseen in the logframe. Assumptions made about the price of poppy did not hold up, since the price climbed above the Rs. 1000 stipulated.

Outputs

Most of the outputs have been more than met or will be met by late 1988 and can therefore, with the advantage of hindsight, be said to have been reasonable targets. Foot and donkey paths were mostly postponed during this project since it was found that people much preferred to concentrate on roads. The training target has not been met and will not be met by the end of the project. The PP leaned heavily on OPF and Dilpak for this training, but neither option materialized.

The achievements were realized even though several of the logframe's assumptions were not met; i.e., area residents would cooperate (they did not at the beginning), the program would not be disrupted (it was), and the line agencies would cooperate. While it cannot be said that the line agencies have not cooperated, there have been problems with two of the agencies - C&W and WAPDA. The agriculture, forestry, and animal husbandry departments have been very supportive of and interested in project activities. They have made a positive contribution to project success in those areas. The level of achievement of the fourth output, a strengthened planning and management capability of the GONWFP, must be questioned. In some instances (infrastructure), USAID and PCU have supplanted some roles of some NWFP agencies.

ANNEX C.
SURVEY METHODOLOGY

SURVEY METHODOLOGY

I. INTRODUCTION

The North West Frontier Area Development Project (NWFADP) has many kinds of subprojects in parts of three districts (Swat, Abbottabad, Mardan). Further, many of the subprojects were conducted through union councils (political unit grouping of several villages) and with village project committees. The geographic locations of project sites range from small valleys to steep mountain slopes. (See the maps in Annex G.)

The infrastructure subprojects consisted of school construction and expansion/repair, drinking water systems, irrigation (channels, dug wells, drilled wells), health facilities (dispensaries, basic health units), veterinary despensaries, roads, and electrification. Women's centers were established in rented buildings. Agricultural improvement, in addition to irrigation, included the establishment of tree nurseries, seed multiplication, demonstration plots (annual crop seeds and fertilizer, fruit and forest trees), and extension services to the farmers. Vocational training was given in several fields.

A. Samples and Procedures

The area is, for the most part, difficult of access because of the scarcity of roads and the mountainous terrain. Further, the large number of subprojects, approximately 300, made visits to all of them impossible within the field work time constraints. Work was also pressured because of the amount of time necessary to arrive at a subproject site, two to four hours in a vehicle (4-wheeled van, launch) and on foot, limited the samples for the two week period.

The evaluation team met with the project personnel and mapped out areas that contained a maximum of the different kinds of subprojects, and yet took different stages of implementation into account. At the same time, the evaluation team inquired about work the project staff needed to do in the areas. From these examinations, the sample sites were chosen. (See the sites by district, union council, and village, with instruments completed in each, in Table C.1.) The evaluation team needed transportation and orientation from the project personnel so three combination project-evaluation teams were formed.

Table C.1. Evaluation Sample Sites (by District, Union Council, Village) with Number of Inspections, Union Council or Local Committee Forms, and Beneficiary Questionnaires

Site	Inspections	Council/ Committee	Beneficiary	Total
DISTRICT: ABBOTTABAD				
Union Council: Bait Gali	1			1
Bait Gali	1		6	7
Santana	1	1	4	6
Sanga			2	2
Kabal	2	1	6	9
Union Council: Nara		1		1
Nara	2		6	8
Kalilar	1		6	7
Shingrai	1	1	4	6
Shergah			1	1
Charwai			1	1
Gari Shahmohammad		1	1	2
DISTRICT: SWAT				
Union Council: Nagrai		1		1
Nagrai Bala	3		4	7
Nagrai Payan			3	3
Khanpoor	2		4	6
Khararai	1		3	4
Chaklai			3	3
Akhunkhel Dari			3	3
Jaba			3	3
Charori			8	8
Langar			4	4
Nawa Kale			3	3
Shah Dam			3	3
Garai			1	1
Kandar	1			1
Bakht Mera	1		6	7
Thari Nan	2		5	7
Chenal			3	3
Baja Woari			1	1
Shangrai			1	1
Thangai			4	4
Prewal	1			1
Omeri	1			1
Janarai	1			1
Batai	1			1
DISTRICT: MARDAN				
Union Council: Gandaf	3			3
Gandaf	4	3	3	10
Bada	4	2		6
Daro	1		2	3
Dalori Payan	2	1	5	8

Kola Ghar	4	1	6	11
Shanai	2		3	5
Hamayun Khan	1			1
Yaqoot Khan	1			1
Malakabad	2		2	4
Ashnai			4	4
Garho	1			1
Union Council: Ganichatra		1		1
Mazghan	1		2	3
Ghanichatra		1	12	13
Lieron	1		2	3
Jaba	1		3	4
Sukely			2	2
Taleay			2	2
Sandwa	1	1	2	4
Noro Banda			3	3
Utla	4	1	8	13
Union Council: Kabgani				
Pola			2	2
Gabai			3	3
Union Council: Gabasni		1		1
Kcthabai	2	3	6	11
Chani	3		5	8
Sathkatr			2	2
Bori	1	1	5	7
Mangal Chai	2	2	6	10
Achalay		1	3	4
Shalmani	1			1
Satasetai	1			1
Almond Jalil	1			1
Totals	70	27	192	287

Thus, the combination of evaluating while project staff conducted work, somewhat reduced the evaluation burden on the project. Three study teams were formed, each headed by an evaluator, appropriate project staff members (engineering, agriculture, and sometimes forestry), and experienced interviewers from Peshawar University, to maximize the coverage. The teams, each assigned to a different area, operated from the project office in Topi. When access was difficult and distances long, the team remained in the field for one or more nights; otherwise, travel would have consumed too much time.

The total number of sites at which the study was conducted was 64 villages in 7 union councils in 3 districts. As shown in Table C.1, the type of evaluation activity varied by site, depending upon the number of subprojects, the location and number of beneficiaries, and the availability of project leaders and union council members for interview.

1. Physical Infrastructure

Seventy physical infrastructure subprojects were inspected, including seven rented facilities. The others ranged from site preparation for construction to completed and functioning structures. Their distribution by type, Table C.2, approximated their occurrence in the project.

Table C.2. Number of Physical Infrastructure Inspections by type.

Type	No.	Type	No.
Wells, irrigation	5	Women's Center	1
Irrigation Channels	9	Veterinary dispensaries	3
Test wells	2	Basic health unit	1
Drinking water systems	15	Rural health dispensaries	4
Industrial estate	1	High schools	4
Roads	6	Middle schools	6
Electrification	2	Primary schools	11
Total			70

The listing for inspections in Table C.1 shows some in which no committee or beneficiary forms are shown. Primarily these represented drinking water and irrigation systems with their sources some distance from beneficiary villages. Roads and electrification also contributed to this distribution. For those same reasons, beneficiary forms appear where no inspection is listed. The matching of infrastructure subprojects with their beneficiaries increased the number of sample sites.

The inspections were conducted in the company of a project engineer, usually a subengineer, and often a project leader. This allowed a thorough discussion of each subproject in addition to the visual examination of it. The study team used the regular USAID/Peshawar inspection report form, appended to this annex.

2. Agriculture

The project agricultural activities varied widely; further, many of the annual crops had been harvested, thus only verbal information could be gathered. Fruit and forest nurseries, fairly permanent installations allowed formal inspections. Some plantings of fruit, forests, vegetables, and corn did also. On all other activities, notes were taken from the discussions. Seventy-four plots and nurseries were examined in detail; more than a hundred others were viewed less extensively.

3. Union Council Members and Project Committee Leaders

Information on subprojects completed or underway, opinions about them, and the kinds of subprojects needed were obtained through formal questionnaire interviews with union council members (usually the chairman) and with the leaders of project committees. When more than one subproject existed in a village or its surrounding area, the leader for each was interviewed when he was available. Twenty-seven questionnaires were completed. The instrument is appended to this annex.

Open ended discussions were also carried out with the council and committee persons to supplement the questionnaire. Also, in most cases, one to twenty elders and other villagers were present and contributed their views. These were mostly supportive of the interviewees' opinion but some differed substantially. Those opinions were recorded in the notes. Eleven villagers wrote letters detailing their ideas - or voicing complaints. These were noted by the team member and forwarded to the Project Director. The main content involved requests for seeds, fertilizers, and fruit trees.

The interviews were conducted in Pushto with the responses translated verbally to an evaluation team member or directly to the questionnaires. The discussions were handled the same way.

4. Beneficiaries

Some indications of subproject impact on beneficiaries was desired, both to assure that views other than project personnel and leaders were assessed, and to investigate the filtering down of effects. A special questionnaire, appended to this annex, was administered in Pushto to a sample of villagers. The sample taken at each site differed in number depending on the number of subprojects, size of the population, and the amount of time available. Those chosen included both young and older men. Only one woman was interviewed, a teacher. Women remained out of public view because of the very strongly traditional societies where the project operates. One hundred ninety-two interviews were completed.

The interviewers were all experienced in surveys; four worked for Development Associates in the primary school study of 1986. All six were masters degree students at Peshawar University, five from the Department of Sociology, Social Work, and Anthropology, and one

from the Department of Public Administration. The questionnaire was translated to Pushto and then training was conducted in that language and in English to ensure uniformity of questioning. The completed forms were reviewed by the other student in each team at each rest stop during the trip so that follow up could be done when needed.

The interviewers also made notes on conversations among the villagers, and discussions between project leaders and personnel. At the first opportunity, the information was related to the team leader. For the most part, these consisted of amplifications of replies to questions. Occasionally there were differences of opinion on subproject needs, complaints about services, some political party squabbles, and the usual village rivalries. When germane to the evaluation, they are incorporated into the text.

Few difficulties with interviews occurred. In one village, only one person presented himself during the visit. In one union council, the subprojects had begun only two months before, thus the villagers knew little about the possible project benefits. The interviewers always tried to separate the interviewee from the group; sometimes this was impossible and ideas came from the other persons present. In the vast majority of the cases, the villagers expressed their opinions openly and frankly, lending credence to their replies.

5. Government Officials and Project Personnel

The evaluation team met with USAID officers in Washington, DC, Islamabad, and Peshawar for orientation and guidance at the beginning of the work. They also discussed the project and the evaluation with NWFP government officials. During the field work and writing periods, interviews were held with staff members of provincial, divisional, subdivisinal, departments, and with personnel of the cooperating line agencies. NWFAD Project personnel were consulted constantly during the entire exercise. UNFDAC and Dir District staff members were interviewed as pertinent to that summary section in the report. (A list is provided as a part of Annex E.)

All of these interviews were primarily open ended, allowing for a free flow of information and opinions. Specific explanations and data were requested and furnished. Cooperation was unusually strong and contributed materially to the evaluation.

B. Document Study

The evaluation team was provided many project reports and related documents in AID/W, USAID/Islamabad, and Peshawar. Other papers and internal documents were supplied by the NWFAD Project, by NWFP Government offices, and by personnel of other projects in the area. These were reviewed, portions extracted, and the summarized content incorporated into the report as appropriate. (The major documents are listed in Annex E.)

C. Data and other Information Management

Subproject data from both the USAID and NWFAD Project personnel were first studied, then updated as required, and pertinent portions were summarized for inclusion in the report. The update effort of the staff members was particularly useful since many activities had been conducted since the last formal reports. Almost all of the information could be incorporated through May 30, 1987.

The site inspection report information was primarily for descriptions used in the infrastructure section of the report. A few items were tabulated manually..

The union council/project committee and the beneficiary form items were tabulated by the interviewers under the supervision of a specially contracted person, working under the direction of the evaluation team leader. Percentages were calculated and the appropriate tables prepared. Recounts and transformations were performed as needed.

D. Reporting

Through a study of the background and scope of work in the contract, the Development Associates team members, in conjunction with AID/W evaluation staff, developed a tentative report outline. That was revised in Peshawar with input from Project and other USAID staff members, plus the NWFP Special Development Unit member assigned to the evaluation team. Writing sections were chosen by the team members according to their specializations.

A draft of the body of the report was produced in Peshawar; the sections were reviewed by project and SDU personnel during the preparation. A preliminary verbal presentation was made to NWFP officials on July 16. That draft was presented to the Program Office on July 19. During that review, the team completed the annexes. The reviewers' suggestions were incorporated into the draft, and the second draft was submitted on July 29. An oral presentation was made to USAID/Pakistan and Government officials during the draft preparation. USAID/Pakistan cabled further suggestions on September 15. Those were incorporated and the final version was prepared in the Development Associates offices.

ANNEX D.

SURVEY SUMMARIES AND TABLES

THE SURVEY

An important component of the North West Frontier Area Development Project evaluation and the Dir District Development Project review was the interviews with village beneficiaries and union council/project committee leaders. These interviews, conducted by Pushto speaking graduate students from Peshawar University, ascertained:

- The knowledge of the interviewees about project activities;
- Opinions about the subprojects;
- Felt needs for further development; and
- Recommendations for project improvement.

This annex contains narrative summaries of the responses and the tables detailing the proportions of them. The methodology and interviewee statistics by site and type of interviewee are explained in annex C for those in Gadoon-Amazai and in Chapter VI for Dir.

I. GADOON-AMAZAI

Beneficiaries, (192) were interviewed in sample villages in the seven union councils of the NWFADP. Twenty-seven leaders from district and union councils, and from project committees, were also interviewed.

A. Beneficiaries

Those project activities mentioned most frequently by beneficiaries include water projects, agricultural demonstration plots, irrigation systems, schools, and roads. Respondents (93%) concurred in their high rating of the quality of the roads, while the great majority (80th-90th percentile) felt that the quality of the other activities ranged between fair and good. Not surprisingly, given higher visibility, infrastructure subprojects were mentioned more frequently than NWFADP's agricultural activities. (The tables follow the summary.)

In terms of new project activities, one of the greatest needs expressed by respondents was for basic health units. This is not surprising since the project has undertaken only five such units, none of which is yet completed. The area must as yet be very poorly served with health facilities. Project activities have to date concentrated more on schools, drinking water and irrigation supply systems, at least on the infrastructure side. The results show there is still considerable demand for new construction of these three items. This is particularly so for schools - 20% of the respondent noted a desire for additional schools.

Interestingly, the demand for girls' primary and middle schools is greater than that for boys' primary and middle schools, perhaps reflecting the project's initial concentration on constructing boys' schools. Ten schools for girls are under construction or planned. In future, the project may, at least for some period, want to shift emphasis to the construction of girls' schools, particularly at the primary level. There is, perhaps surprisingly for such a conservative Pushtoon area, some interest in building girls' high schools. Twenty-four percent of those who mentioned high schools as an additional need specified ones for girls. Roads, electricity, and demonstration plots were also in some demand.

Eighty-six percent of the responses noted that the community did help with the subproject activity, perhaps a higher proportion than would be expected given some of the political problems associated with this project. Fifty-one percent said that their village had contributed labor, while 16% noted the donation of land.

Given distances and the difficulties of travel, a surprising number, 70%, of respondents had visited the project office in Topi. Twenty-six percent had gone to pursue matters connected with activities in progress in their villages. Others visited to request infrastructure subprojects or agricultural activities. Thirteen percent of the respondents visited to ask for a demonstration plot. Finally, a considerable proportion (22%) of those responding had visited the office to request employment, confirming that this is still a critical need of the Gadoon-Amazai area.

Sixty-seven percent of those responding had visited a demonstration plot, an especially high percentage given that travel is difficult and some areas do not have plots. Seventy-nine percent of those visiting thought that the plots were beneficial or satisfactory. This, when viewed with the percentages of respondents mentioning demonstration plots suggested that this component of NWFADF has received good visibility and can be counted as successful with beneficiaries. Some respondents (8%) did think that the plots were too large, perhaps feeling that too much labor was required (an additional 3% noted the need for more labor on these plots), that smaller farmers were excluded from participating, or that the benefits of the new crops or improved yields were not as relevant to smaller, poorer farmers. In fact, eight percent of the respondents stated their belief that the demonstration plots were not beneficial to the poor.

Of those who have not visited plots, only 19% said it was owing to lack of interest. The rest reported inconvenient travel distances or lack of plots in their farming community.

A majority of respondents (sixtieth percentile) reported receiving seed and fertilizer, with most of those having received these inputs in 1986. This, of course, was the year that the wheat support program distributed huge quantities of wheat seed and fertilizer. No respondents recalled receiving seed and fertilizer prior to 1986. With respect to fruit trees, a little over half the respondent (56%) reported receiving trees, with the bulk of that distribution having taken place in 1986. Of course, 1987 is only half over. Seventy-eight percent of those responding said that an extension worker had visited them and given advice about farming practices, a particularly impressive figure given the inadequate supply of project vehicles for the use of extension workers and the rigors of travel.

Training has been a difficult component of the project, and vocational training in particular since residents must be sent out of the area. Relatively few have received training. Only twelve percent of questionnaire respondents reported receiving training. Of those, 49% said that they had received training in carpentry. This is an anomaly since roughly 50 of the 700 who have been trained to date received training in carpentry. The vast majority of those participating in the vocational training program took drivers training. Twenty-four percent of those receiving training reported taking drivers training. Another 12% received training in agriculture. The great majority of those responding felt that the training was beneficial.

Eighty-six percent of the respondents claimed to know someone else in their village who had received training. As expected, the kind of training reported to be most frequently received by others was drivers' training. A substantial percentage (12%) also said that they knew someone who had learned to be a tailor. Other respondents reported that acquaintances had received training in agriculture, pipefitting, carpentry, police. Fewer respondents (68%) than among those who had actually reported receiving training expressed their belief that those who had received training were satisfied with it. Twenty percent of the respondents claimed that others had complained that the training had not led to jobs. This could particularly be the case with the very large number (over 400) of individuals given drivers' training since there seems to be no shortage of men wanting to work as drivers. Interestingly, only 3% said that other participants felt that training had led to job security.

With respect to demand for additional or future training, responses were divided among a number of skills. Ten percent still recommended drivers' training, perhaps because the course is short and the skill demands little in the way of education/literacy. Thirteen percent called for electricians' training while eight percent thought tailoring was useful. Four percent thought training should carry the guarantee of a job with it.

Table D.1. Project Activities Known by the Beneficiaries

Activities Named	% of Mentions	Quality Rating (%)		
		Poor	Fair	Good
Water supply	19	14	47	39
Irrigation	10	16	46	38
Schools	24	31	22	47
Basic Health Units	5	14	24	62
Vet Dispensary	4	25	15	60
Roads	9	-	7	93
Trees/Plots	6	10	54	36
Demo. Plots/Seed	19	44	17	39
Non-Formal Educ.	2	-	-	-
Other	2	-	-	-

Table D.2. What Else Should The Project Do?

(Total Responses = 694; % calculated on number of requests)

Activity	%
Water Supply	9
Irrigation	9
Schools	20*
Health facilities	12
Roads	7
Electricity	6
Vocational Training	5
Demonst. Plots/seed	6
Other Agric. Assistance	7
Employment Generation	6
Other	13

* One-third of the requests specified schools for girls.

Table D.3. Did the Community Help? (192 responses)

Reply	%
Yes	86
No	14

Table D.4. Kind of Help Villagers Provided

Help	%
Cooperation	33
Labor	51
Contributed land	16

Table D.5. Have you Visited the Project Office in Topi? (Responses = 192)

Reply	%
Yes, visited	70
No, not visited	30

Table D.6. Purpose for Visit to Project Office

Purpose	%
Employment	22
Request demo plot	13
Water supply	11
Pursue subproject	26
Irrigation	6
Village demands	5
Request school	4
Training	2
Other	11

Table D.7. Have you Visited a Demonstration Plot? (T = 192)

Responses	%
Yes, visited	67
No, not visited	33

Table D.8. Opinion of Plots, if Visited (T = 129)

Opinion	%
Beneficial/satisfactory	79
Require additional labor	3
Plots are too large	8
Not beneficial to poor	8
Other	2

Table D.9. If not Visited, Why? (T = 63)

Reason	%
Travel distance too great	16
No interest	19
Unaware/plots not in area	65

Table D.10. Have you obtained Seeds From the Project? (T=178)

Reply	%
Received seed	64
Did not receive	36

Table D.11. If seed Received, year Received

Year	%
1987	33
1986	67

Table D.12. Have you Received Fruit Trees? (T=169)

Reply	%
Received trees	56
Not received trees	44

Table D.13. If Received, Year received

Year	%
1987	29
1986	70
1985	10

Table D.14. Have you Received Fertilizer? (T=173)

Reply	%
Received fertilizer	68
Did not receive	32

Table D.15. If Received, Year Received (T = 131)

Year	%
1987	43
1986	57

Table D.16. Has an Extension Worker Helped You? (T=183)

Reply	%
Yes	78
No	22

Table D.17. What Did the Extension Worker Do?

Response	%
Gave advice	95
I was absent	3
Nothing	2

Table D.18. Have You Attended Any Training? (T=191)

Response	%
Attended	12
Not attended	88

Table D.19. If Attended, Kind of Training?

Kind	%
Carpentry	49
Driving	24
Agriculture and Livestock	14
Tailoring	5
Pipefitting	5
Police	2

Table D.20. Opinion of Training

Opinion	%
Beneficial/Good	81
Not beneficial	19

Table D.21. Has Anyone else in the Village Attended Training?

Reply	%
Know someone	86
Don't know	14

Table D.22. Kind of Training

Kind	%
Driving	39
Tailoring	12
Agriculture/livestock	10
Construction trades	20
Police	8
Other skills	10

Table D.23. What did the others attending training think of it? (T=147)

Opinion	%
Useful/Satisfactory	69
Not useful/Unsatisfactory	27
No opinion	4

Table D.24. What other kinds of training should be offered? (T=280)

Kind	%
Construction Trades	28
Driving	10
Agriculture	10
Tailoring	8
Local Training	9
Auto Mechanics	7
Other Skills	21
None Needed	3
Job Guaranteed	4

B. Union Council/Project Committee Survey

Leaders and beneficiaries agreed closely about what activities had been done and what others were needed. Twenty-two percent mentioned various agricultural activities the project had carried out including distribution of trees and establishment of demonstration plots. These activities were given a unanimously good rating.

The vast majority (76%) of the responses mentioned infrastructure projects that had been completed or were in progress. Those projects most frequently recalled were drinking water and irrigation supply systems and schools. A substantial majority of respondents (higher percentages in fact than in the beneficiary questionnaire but then the UC/PC respondents had probably been directly involved in the construction to some extent) said that the quality of these infrastructure subprojects was good. It is interesting that while a majority of those who mentioned roads thought the quality was good, forty percent thought the quality was only fair, reflecting grievances about the route the road took, compensation, or the length of time road building takes.

With respect to new project activities, proportionately more responses called for added water supply and irrigation systems, and schools. Demand for BHUs was relatively strong as was interest in having roads built. Curiously, neither in this questionnaire nor in the other was demand for roads what might have been expected given the difficulty of the terrain and the inaccessibility of most villages.

Overall demand for additional agricultural activities was strong, at 20% of the responses. Also worth noting was a demand for improved donkey

paths. Despite some emphasis on these paths, little has been done, as the only two "paths" in progress are actually streets in Gandaf village.

Responses concerning the role of the union councils in carrying out NWFADP activities were overlapping. Thirty-two percent of the responses noted that the council had prepared a plan, eighteen percent mentioned that it had submitted an application for a subproject, and 17% that it had formed a project committee. Thirteen percent noted that the council had helped to survey the feasibility of a requested activity.

Interestingly, fewer respondents (67%) in this questionnaire as opposed to the beneficiaries, said that the village people had helped in the construction of a subproject or the establishment of an activity. Of those who said that village people did help, the vast majority (89%) said that the people had donated labor.

Fifty-nine percent reported some problems in completing a subproject. The bulk of the problems seemed to be political in nature, with 33% of the responses saying that local people had opposed the activity. Eleven percent complained that cost estimates that were too low had held up project completion, presumably while additional funding was requested and negotiated. Six percent complained that a lack of coordination between project committee members caused problems for project completion while a small percentage said that accomplishing projects had been made difficult because no one would donate land.

In some cases, government intervention had resolved the problem; in others, the members had been able to prevail on the community to support an activity. Approximately one-third of the responses noted that the problem was not yet solved.

Only 10% of the respondents reported that a project had been completely stopped or had never gotten off the ground. Reasons included local opposition, red tape, the lack of funds, and government enforcement against the poppy crop, with no one reason predominating.

More than 3/4 of the respondents said that there were demonstration plots in their area. Ninety-one percent of those regarded the plots as useful, while seventy-three percent thought that the farmers felt that the program was beneficial and/or ought to be expanded. Twenty-three percent had heard farmers express some problem with the program, including a need for more agricultural extension and additional inputs. Still, overall, the responses confirm the popularity of this program.

Eighty-nine percent reported that an extension worker had helped the farmers, while half of those said that his role had been to give technical guidance and advice. Curiously, a larger percentage of leaders (25%) than of beneficiaries felt that the extension worker had done little. Also interesting and inexplicable is that twenty-five percent of the respondents said that the extension worker gave advice on trees only.

Eighty-one percent said that farmers in their area had received seed and fertilizer. Of those, twenty-seven percent thought it was a good program. Thirty-eight percent felt that the input needed to be accompanied by more agricultural extension support, while fifteen percent called for an expansion of the program. It is interesting, however, that another fifteen percent did not like the program.

Almost 3/4 of those responding said that farmers had received fruit trees. They said that the farmers' reaction to this was excellent with 1/4 calling it a good program and 61% requesting the distribution of more trees.

Forty-one percent of respondents noted that an irrigation scheme was completed or in progress in their area. A majority said that the farmers seemed happy with the program and almost 1/4 would like an expansion. Over one-third said that they would like irrigation schemes that were fed from hand dug wells, perhaps reflecting the fact that only a well can supply irrigation systems in some areas. When asked if extension workers had helped with irrigation practices, 78% said no, so this might be one area to which extension agents can direct more attention in the future, particularly as more irrigation systems are completed.

Of those who reported no irrigation scheme in their area, an unsurprising 95% thought the completion of such a project would be a good idea. Ninety-two percent of all respondents thought that more irrigation schemes were needed.

With respect to afforestation, 56% of the respondents claimed that some farmers had planted forest trees. The great majority thought that farmers felt that this was a good thing to do and that more needed to be done. All respondents said that NWFADP had done nothing to improve grazing for animals.

In the area of health, 73% said the project had done nothing. This is not surprising since the project has only five BHUs under construction and no others planned. About 1/5 of the respondents said that a BHU was being built in their area. Eighty percent said that their BHU has not been staffed. This also is not surprising since none of the BHUs have been completed. Respondents generally felt that these health centers were valuable to the community.

Eighty-five percent of the respondents recorded that a school had been built in their area, and a solid 3/4 of those reported that the government had appointed enough teachers for their school(s). Of those who expressed a need for more teachers, the majority said they required an additional one or two. One-quarter claimed they needed 10 more teachers in their area, a response which may not accord with the physical facilities available. The demand for additional schools, as reflected in earlier questions, is high, with 81% suggesting a need for one or two more schools. Responses were almost evenly divided among the need for primary, middle, and high schools. No respondents felt that classes should be coeducational. Finally, ninety-six percent of the respondents reported that teachers quarters had not been built as part of the new school, the lack of which could limit the supply of female teachers for girls.

Just over 1/2 the respondents recorded the existence of a project supported drinking water scheme. Seemingly, most such schemes are not yet complete. A huge majority (96%) felt that more such schemes were needed and also felt that popular reaction was very positive. Almost half of those suggesting a need for more schemes said that one or two additional projects would suffice.

The response to training was very positive with a need expressed for additional vocational training (i.e., pipe fitting, driving, masonry) and for the establishment of training centers. A few respondents complained that the training took place too far away from the locality.

Eighty-five percent regarded the training programs for women as beneficial, while almost 1/3 called for the establishment or expansion of non-formal education centers. Only 1/5 of the respondents felt that no other training was needed for women. Twelve percent of the respondents called for literacy training for women.

In the final question, respondents were asked what recommendations they had to make the project better. Some of the responses requested more infrastructure projects while others made more interesting suggestions vis-a-vis project management. There was considerable demand for more employment, training, and overseas jobs. Some argued for greater compensation (perhaps for not growing poppy), while a few complained that payment for activities took too long. The suggestions on management involved reducing the time spent in the Top office, more help planning subprojects, and totalling a small office and materials storage in the council area.

Table D.25. Activities Done by Project and Needed in Area (% of replies)

Activities	Done	Quality			More Needed	Requested Subprojects
		Poor	Fair	Good		
Water Supply	16	10	30	60	17	10
Irrigation	12	-	20	80	17	16
Schools	27	2	27	71	16	13
BHUs	4	-	-	100	8	10
Vet Dispensaries	8	-	20	80	3	1
Roads	8	40	-	60	6	10
Electricity	1	0	100	0	4	8
Trees/Plots	12	0	0	100	12	6
Demo Plots/Seeds	10	0	0	100	8	6
Donkey Paths	-	-	-	-	6	5
Training	2	-	0	100	2	6
Other	-	-	na	na	1	9

Table D.26. What did the Council do? (T=60 mentions)

Action	%
Prepare a plan	39
Formed a committee	17
Submitted an application	18
Negotiation	7
Other	6
Helped make a survey	13

Table D.27. Did the People Help? (T=27)

Reply	%
No	33
Yes	67

Table D.28. What Kind of Help did they give? (T=18)

Kind	%
Gave Cooperation	6
Contrib. Labor	89
Gave Free Land	5

Table D.29. Were there any Problems in Completing the Project?
(T=27)

Response	%
Yes	59
No	41

Table D.30. Types of Problems Encountered (T=18)

Problem	%
Estimate too low	11
Political/enforcement	69
Construction stopped	5
Poor Quality of construction	6
Lack of coordination	6
No one would give land	5

Table D.31. How were the problems resolved?

Resolution	%
Motivate, persuade	31
Government intervention	31
Not yet resolved	30
Negotiation	8

Table D.32. Have some projects been stopped? (T=27)

Response	%
Yes	19
No	81

Table D.33. Reasons for stopped subprojects (T=6)

Reason	%
Red tape	17
Political/enforcement	32
Funds unavailable	17
Reason not known	17
Inadequate water supply	17

Table D.34. Does the project have demonstration plots in this area?
(T=27)

Response	%
No	24
Yes	76

Table D.35. (If yes) Do you think the plots are useful?
(T=22)

Response	%
No	9
Yes	91

Table D.36. What do the farmers think about the plots?
(T=27)

Opinion	%
Useful	52
Increase/expand program	21
Need more extension support	10
Need more water first	7
Useless	3
Other	7

Table D.37. Has an Agricultural Extension Worker helped the farmers?
(T=27)

Reply	%
Yes	89
No.	11

Table D.38. (If yes) What did he do? (T=32 mentions)

Response	%
Technical guidance	50
Not much	25
Helps with trees	25

Table D.39. What do farmers think about the seed and fertilizer program?
(T=26)

Opinion	%
Want more inputs or too few received	15
Need more extension support	38
Good program	27
Seed quality poor	4
Don't like it	13

Table D.40. What do farmers think of the fruit tree program?
(T=23)

Opinion	%
Distribute more trees	61
Good program	26
Not useful	9
Interested in program	4

Table D.41. What do the farmers think of the irrigation scheme?
(T=14)

Opinion	%
Expand it	21
Happy with program	14
Increase crop yields	29
Want from dug wells	36

Table D.42. Are more irrigation schemes needed?
(T=25)

Reply	%
Yes	92
No	8

Table D.43. Have some farmers planted forest trees?
(T=25)

Reply	%
Yes	56
No	44

Table D.44. What do farmers think about growing forest trees?
(T=17)

Opinion	%
Good	35
Need to do more	47
Not useful	18

Table D.45. Has the project improved grazing for animals?
(T=25)

Reply	%
Yes	0
No	100

Table D.46. What has the project done in health?
(T=26)

Answer	%
Nothing	73
Basic health units	19
Improved drainage	8

Table D.47. Should more schools be built?
(T=21)

Reply	%
Yes	86
No	14

Table D.48. For what classes are new schools needed
(T=22)

Level	%
Primary	36
Middle	32
High	32

Table D.49. For whom should the needed schools be built?
(T=33)

Answer	%
Some for boys	55
Some for girls	45
Mixed Schools	0

Table D.50. Did the project build teacher quarters with the schools?
(T=23)

Reply	%
Yes	4
No	96

Table D.51. What do people think of drinking water schemes?
(T=18)

Opinion	%
Good	61
Good but need more	33
Not good	6

Table D.52. Are more water schemes needed in your area?
(T=25)

Reply	%
Yes	96
No	4

Table D.53. What do you think of the training programs for men?
(T=21)

Opinion	%
Helps find jobs	10
Beneficial/good	86
Training too far away	4

II. DIR DISTRICT

The assessments in the Dir District Development Project were conducted on a review basis rather than for evaluation. The several instrument applications (inspections, interviews with leaders and beneficiaries) were spread over 22 villages in 5 union councils. (See Table D.54 for the locations.) The team conducted 38 beneficiary interviews and, 3 with union council members. They inspected 5 infrastructure subprojects and viewed fruit and forest nurseries and plantings. The infrastructure and tree crop installations are described in Chapter VI.

A. Beneficiaries

Relatively few beneficiaries knew about the existence of those subprojects in their area. Water supply systems (30%) and irrigation (24%) were best known but even these were recognized by a minority. Roads, forest trees, and demonstration plots were known to less than 20%. The quality of the demonstration plots and forest plantings was unanimously rated good by the villagers. Half or more gave that rating to the water supply systems and roads. Irrigation systems were rated poor by 88% of the respondents.

The requests for subprojects included 14 different types but most were mentioned by only two or three villages. Health facilities, water supplies, and irrigation were named by from 10 to 15% of the interviewees.

The beneficiaries who lived in areas where construction was underway said their communities had helped these subprojects by cooperating with the line departments and in a few cases by providing labor. An interesting case of cooperation was a village in which every family signed a legal document that they would maintain the drinking water system and pay the costs of diesel to run the pump.

Only a fourth of the interviewed villagers had visited the demonstration plots. Only one had received fruit trees and one other had planted forest trees. Two had been given maize seed.

Thirteen percent had been visited by an extension worker. They stated that he gave advice on agriculture during his visit.

No one had heard about the possibility of training for villagers in the project; none had yet started. Respondents were interested, however. Over half gave a generalized suggestion of "technical training." Other mentions included driving, electrical, mechanical, and clerical.

Table D.54. Locations by Type of Instrument Applied in Dir District

Location	Inspection	Leaders	Beneficiaries	Total
District Dir	5	3	38	46
UC: Darora	1	1	2	4
Chumb	1	1	2	4
UC: Munja	2	2	22	25
Pandikas			1	1
Bagholai			1	1
Shahgai			1	1
Mandesh			1	1
Rabat Kotki	1	1	2	4
Baroon			1	1
Teesu			1	1
Dub	1	1	5	7
Munjai			4	4
Rani			5	5
UC: Asbnar			5	5
Manoban			2	2
Kandar			1	1
Baber Gakh			2	2
UC: Danwai			4	4
Danwai			4	4
UC: Timergara	2		2	4
Zariat Shah			1	1
Timergara	2		1	3
UC: Koto			2	2
Morani Payan			2	2
UC: Khal			1	1
Sacha Mara			1	1

Table D.55. Project Activities known by the Beneficiaries in Percent and Ratings of Them

Activity	Beneficiaries Naming Activity	Quality Judgment		
		Poor	Fair	Good
Water Supply	30	30	20	50
Irrigation	24	88	-	12
Roads	15	20	20	60
Forest trees	12	0	0	100
Demo. Plots	18	0	0	100

Table D.56. Beneficiary Suggestions for Subprojects in their Areas

Subprojects	%
Water Supply	13
Irrigation	15
Schools	18
Health facilities	10
Roads	6
Electricity	6
Demo. Plots/Seeds	7
Flood protection	12
Other	13

B. Leaders

Since only 3 union council members were interviewed, and their replies were much alike, their responses were not tabulated. The content of their answers differed considerably from those of the villagers; they had been present in district meetings when possible subprojects were discussed and thus they knew much more about them, despite the early implementation stage of the project.

All 3 knew exactly which subprojects had begun within the union council areas. They discussed a long list of infrastructure subprojects needed in their villages beyond those that were under construction: drinking water supplies, irrigation, schools (half for girls), health facilities (including operating funds for existing structures that were closed), roads, bridges, terrace improvement, and women's centers. They emphasized agriculture and criticized the project nurseries for distributing so few of the trees. Forest plantations were considered highly desirable on the upper slopes to provide fuel, lumber, and erosion control.

Training for men was seen as highly desirable, with a wide variety of vocational skills named. They noted that many men had employment for only a month or two during the year.

Training for women was favored by all 3 council members. They wanted primary, middle, high, and vocational education for girls, including typing and accounting. Womens' centers were also requested, and these were to teach literacy, numeracy, and home life skills.

Extension work was deemed necessary. They noted that the area has very few extension workers, not nearly enough to serve the farmers.

All three council members had visited the project offices and knew some of the staff. They also knew many professionals in the line agencies. Their proximity and relatively easy travel access favored their acquaintance.

Their suggestions for project improvement were almost entirely related to "get the work moving." They felt that some part of the delay was due to "political maneuvering" and "spending too much time in the offices." Only one mentioned shortage of funds.

ANNEX E.
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ANNEX F.

**CONCEPT PAPER ON EXPANSION OF
PROJECT TO KALA DHAKA, MANSEHRA**

**Suleman Ghani
Former Deputy Commissioner, Mansehra**

1. The Kala Dhaka Tribal Area is comprised of 559 sq. kilometres of rough mountain terrain, largely on the right bank of the Indus in the upper reaches of what is now the Tarbela Lake. It is bordered by Batagram Sub-Division on the Northeast, Mansehra in the East, the Gadoon-Amazai area of Abbottabad District in the South, and the Buner Sub-Division of Swat District on the West and the Northwest. This area has traditionally been one of difficult access both in physical as well as socio-economic terms. Since the construction of Tarbela Dam and the resulting lake, the physical access to this area has become even more difficult as most of the traditional routes leading from Darband and Oghi are now submerged. The area is now accessible with more ease during the summer months when the water level in the lake allows boats and launches easy reach to most points in the area. In the winter, however, access to the area becomes very difficult, involving two to three day treks across rough terrain.

2. According to the 1971 Census the population of Kala Dhaka stood at 195,000. The 1981 Census puts the population figure at 83,000, implying either an interdecadal decrease rate of 57 % or a gross error in the 1981 Census. All empirical evidence indicates a fair percentage of error in the 1981 Census, as quite a number of villages seems not to have been included in the Census at all. It would be reasonable to assume that the present population of Kala Dhaka is well in excess of 100,000 people. This population is divided into five major tribes which are as follows:

- a) Basikhel - 37.0 %
- b) Maddakhel - 20.0 %
- c) Hassanzai - 18.5 %
- d) Akkazai - 14.3 %
- e) Nusratkhel - 10.2 %

Of these tribes the Basikhel, Nusratkhel, Akkazai and Hassanzai inhabit the left bank of the Indus, while the Maddakhel live on the right bank, having easier access from the Gadoon Area or Buner during winter months.

3. The Kala Dhaka area is a part of the Provincially Administered Tribal Areas, administered by the Government of NWFP, through the Deputy Commissioner, Mansehra, who is also the Political Officer for this area. A Political Tehsildar stationed at Oghi looks after the day-to-day working of the area.

4. Though during the last three years the Government of NWFP has been giving prioritized attention to the primary needs of this area, Kala Dhaka, by whatever criterion that may be applied, still remains one of the most backward areas in the Province. In terms of socio-economic development, the comparative backwardness of the area can be measured by the following indicators:

<u>Indicator</u>	<u>Kala Dhaka</u>	<u>Hazara</u>	<u>N.W.F.P.</u>
<u>Literacy</u>	1.31 %	17.8 %	11.2 %
i) Male	2.14 %		
ii) Female	0.39 %		
<u>Primary Education Coverage</u>			
i) Boys	12 %	52 %	62.9%
ii) Girls	0 %	17.5 %	14.8 %
<u>Basic Health</u>			
<u>Population per Doctor</u>	No Doctor	17115	10852
<u>Population per hospital bed</u>	No beds	1762	1810.1
<u>Population per BHU/RHC/Dispensary</u>	39000*	-	12040
<u>Irrigated area as % of cultivated area</u>	16.7 %	21 %	40.3 %
<u>Persons per Irrigated hectare</u>	43.0	37.3	15.2
<u>Rural Water Supply Coverage %</u>	30 % *	40 %	42.6 %

- * There are only 2 public health services in the area. This figure relates to small Rural Works Schemes which do not meet all the coverage criteria.

These figures would surely indicate a development lag, not only in the context of overall Provincial Development, but also compared to the area immediately adjoining the Kala Dhaka. None of the villages in the area is electrified and even after the completion of the recently started Darband-Thakot Road (which will open up a considerable portion of the area), there will be only 84 kilometres of road in the area.

5. A large percentage of the inhabitants of Kala Dhaka, given the lack of economic opportunity in the area, can surely be classed as living below the poverty line. Though in the absence of reliable statistics it is difficult to compute such figures accurately, no estimate would put the per capita income of this area beyond 25 % of the national figure. The majority of the population gets by on subsistence level agriculture. The non-agricultural population provides traditional services, while surplus labour from the agricultural sector seeks employment outside the area.

6. Agriculture

The Agricultural Census of 1965-66 put the total arable land in the area at 180,125 acres, of which 78,000 acres had been cultivated. The construction of the Tarbela Dam resulted in the loss of 3,047 acres of largely irrigated land. Of the remaining 74,953 cultivated acres, only about 16 % is irrigated whereas the rest depends upon rain.

The following table indicates the cropping pattern of the area:

<u>Year</u>	<u>Area under each crop (acres)</u>			
	Wheat	Paddy	Maize	Poppy*
1979-81	54700	12040	62800	367
1982-84	53300	12050	62000	630

* Department of Agriculture estimated poppy in excess of 5,000 A. in 1986-87 but most sources say not more than 1,000 A.

As is obvious, the emphasis is on staple crops to meet local needs. However, even the production of wheat and paddy is not enough to meet the requirements of the area and reliance has to be placed on buying in the settled areas. The only cash crop grown, and that too not on any large scale, is poppy.

7. The Poppy Factor

Historically, there was very little cultivation of poppy in the Kala Dhaka area. This was due to the following reasons:

- a. The limited use of opium in the area itself;
- b. The adequate cultivation of prime quality poppy in areas more accessible than Kala Dhaka in terms of marketing, i.e., Buner and Gadoon. The ban on the cultivation of poppy in the settled areas, coupled with the enforcement activities being undertaken have, however, led to a marked increase in the cultivation of poppy in the Kala Dhaka area.

Substitution in the Gadoon/Buner areas led to an increase in poppy cultivation in the Kala Dhaka. Reports from the area also indicate that in the remoter parts of Kala Dhaka, poppy cultivators from Buner and Gadoon are beginning to acquire land on lease from the locals.

The most alarming aspect of poppy cultivation in Kala Dhaka would be the entry of this non-local element with all the ramifications of "big-heroin money" into the area. Given the poverty of the area, it is not difficult to foresee a considerable

portion of the holdings being mortgaged to such interests sometime in the not too distant future. It is this aspect which makes it absolutely imperative that some kind of a concentrated action be initiated forthwith, not only to provide the people with a reasonable alternate, but to undertake a programme designed for the basic uplift of this area. The purpose of such a programme would be to ensure that at least in terms of the basic indicators of socio-economic development, it comes at par with the areas surrounding it.

8. Formulating a Development Programme for Kala Dhaka

It appears obvious that if the question of Kala Dhaka's comparative under-development is to be tackled, then the need would be for an integrated development programme designed specially for this area. Though, as stated earlier, the Government of NWFP is giving prioritized attention to the needs of this area (the ADP 1985-86 alone makes an allocation of Rs.24.51 million for the area, the emphasis being the Communication and Rural Water Supply Sectors), the level of development investment available would not be able to take care of this lag for quite some years.

It is with this in mind that the proposal for a three-year integrated programme costing somewhere in the region of Rs.119 million has been formulated by the Project Directorate, Kala Dhaka, in consultation with the other line departments in Mansehra District. The proposal is based on the following considerations:-

- a. In terms of emphasis, the strategy would be no different from the developmental strategy being followed for the rest of the Province for the last few years, namely: i) to meet the basic needs of the people in the fields of Education, Health, Drinking Water, and Sanitation; ii) to develop the basic infrastructure for further economic development by providing rural roads and electricity; iii) to make an effort to provide improved agriculture, thus reducing reliance on poppy and subsistence crops.
- b. The programme would not set overly ambitious targets for itself but would be limited to what can safely be accomplished in the time frame, given the developmental infrastructure available both in terms of the technical/organizational abilities of the line departments and their absorptive capacities.
- c. The time-frame of three years is short enough to provide the right kind of Policy cum administrative continuum, and at the same time being long enough to complete all the proposed projects.

The sector break-down of the proposed programme is given in the following table:

Minimum Integrated Development Programme

Sector	Allocation (Rs million)	Physical Targets
Agriculture 5.4 %	6.53	Ext. activity
Animal Husbandry 2.5 %	3.00	3 Vet. Dispensaries
Irrigation 5.1 %	6.20	19 Channels
Communication 41.5 %	49.50	7 roads
Rural Drinking Water 13.1 %	15.67	119 schemes
Health 13.6 %	16.24	7 BHU
Education 7.6 %	9.10	54 Schools
Rural Electrification 8.3 %	10.00	
Project Cell etc. 2.5 %	3.00	

Total: 119.24

A synopsis of what the programme would hope to achieve in each sector is as follows:

i) Communications

About 41.5 %, i.e., Rs. 49.5 million, of the total outlay allocation is in addition to the Rs. 90 million being spent by the Government of NWFP on the Thakot-Darband Road to be completed by July, 1986. This outlay would complete seven break-through roads in the Kala Dhaka, five on the left bank of the Indus linking the Thakot-Darband Road to major villages in the interior and two on the right bank, one linking the Maddakhel area to the Gadoon area via Dhund and the second opening up the Maddakhel/Akkazai area via Buner. After the completion of these roads, all the major population centres of the area would have all-weather access. 183 additional kilometres of road would be built in the programme.

ii) Health

The proposed allocation of Rs. 10.24 million would be utilized to build 6 Basic Health Units and one Rural Health Centre in the area. Presently there is one BHU for every 39,000 people in the area; after the implementation of this programme, the ratio would be 1 to 15,000. Though a considerable improvement in terms of providing basic health services to the area, the ratio would still be higher than the present Provincial ratio.

iii) Rural Electrification

Currently electricity has not been extended to the Kala Dhaka. During the programme, the main grid would be extended from both Darband and Thakot along the Darband-Thakot Road. A couple of mini-hydro stations are also proposed for the right bank areas where it may be difficult to extend the main grid.

iv) Rural Drinking Water

The absence of accessible drinking water has been a major problem for the Kala Dhaka area. During the last three years in which the Government of NWFP has been making special allocations for small rural works in the Kala Dhaka to be executed by a Project Directorate headed by the Deputy Commissioner, more than 80% of the applications received by this Directorate have been for water supply schemes. There are only two public health schemes in the area. 30 more small water supply schemes have been executed through the Rural Works Programme. These schemes though not providing water according to accepted standards and criteria, are nevertheless meeting a great need by providing some drinking water to 30% of the population. During the proposed programme, 119 additional schemes would be executed, bringing drinking water to 71% of the population.

v) Agriculture

The allocation of Rs. 6.53 million will be used to extend Agricultural Extension Services to the Kala Dhaka. The main objective would be to introduce modern methods of cultivation, improved crops, fertilizer, pest and disease control, establish fruit orchards, and make a start in the cultivation of cereal and other cash crops.

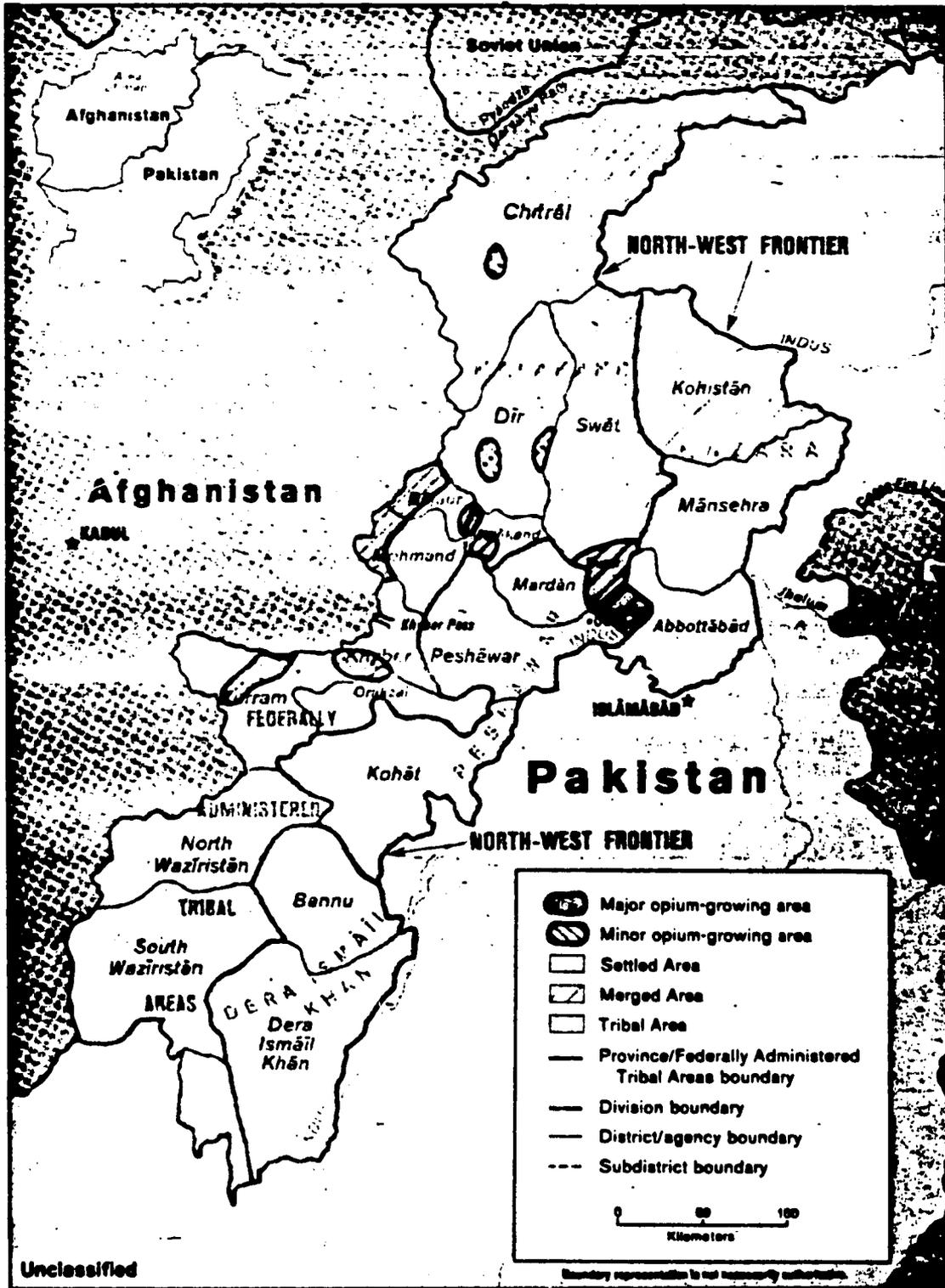
This project, when coupled with the irrigation activities planned in the programme, could well mean greater income and the reduction of poppy cultivation.

vii) Irrigation

An allocation of Rs. 6.20 million will be utilized to build 19 irrigation channels in the three years of the programme. These channels will bring an additional 6,512 acres of land under irrigation.

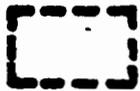
ANNEX G.
MAPS AND FIGURES

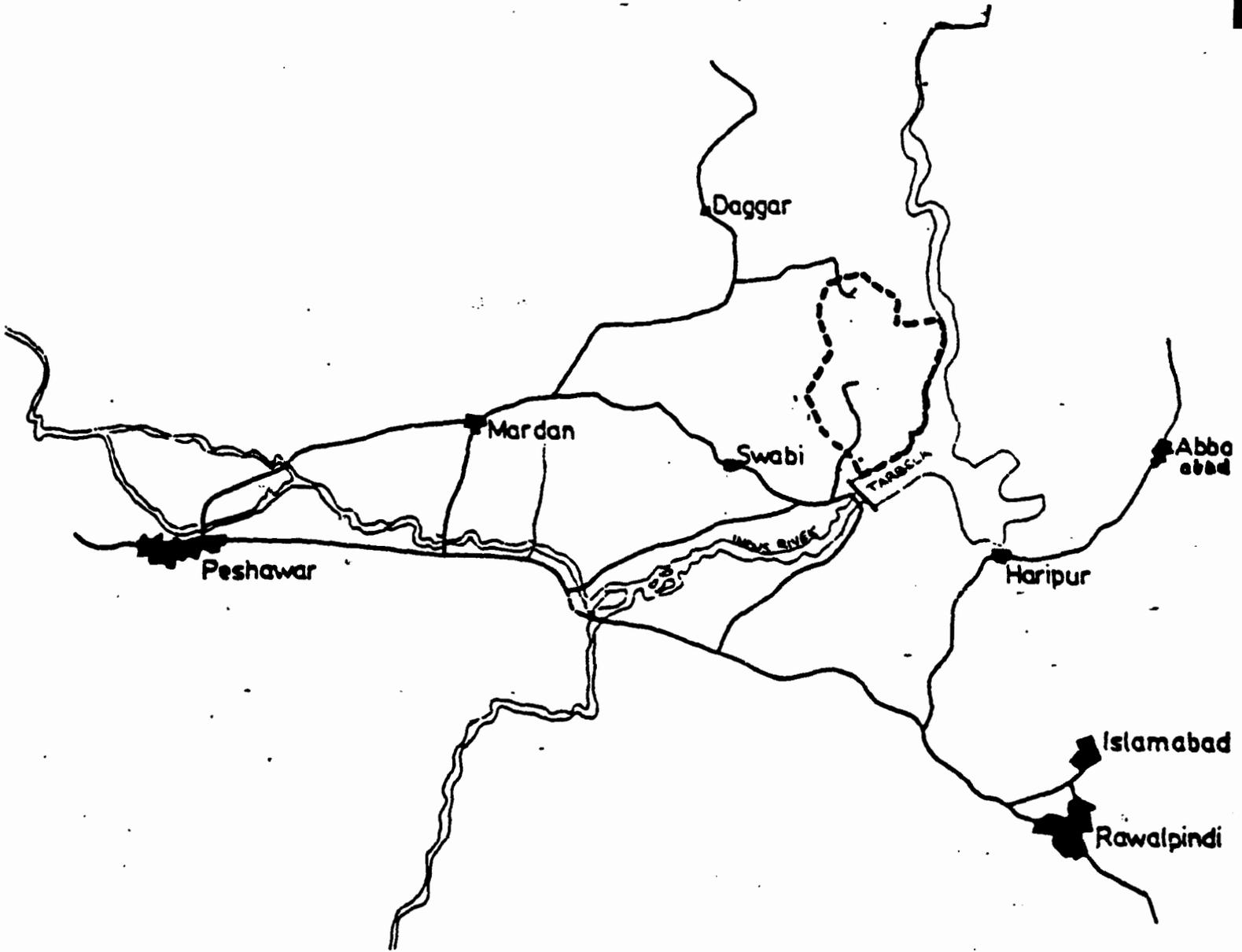
**Major Illicit Opium Poppy Cultivation Areas
in Northwestern Pakistan, 1982**



Source: U.S. Department of State, Bureau of International Narcotics Matters, 1982.

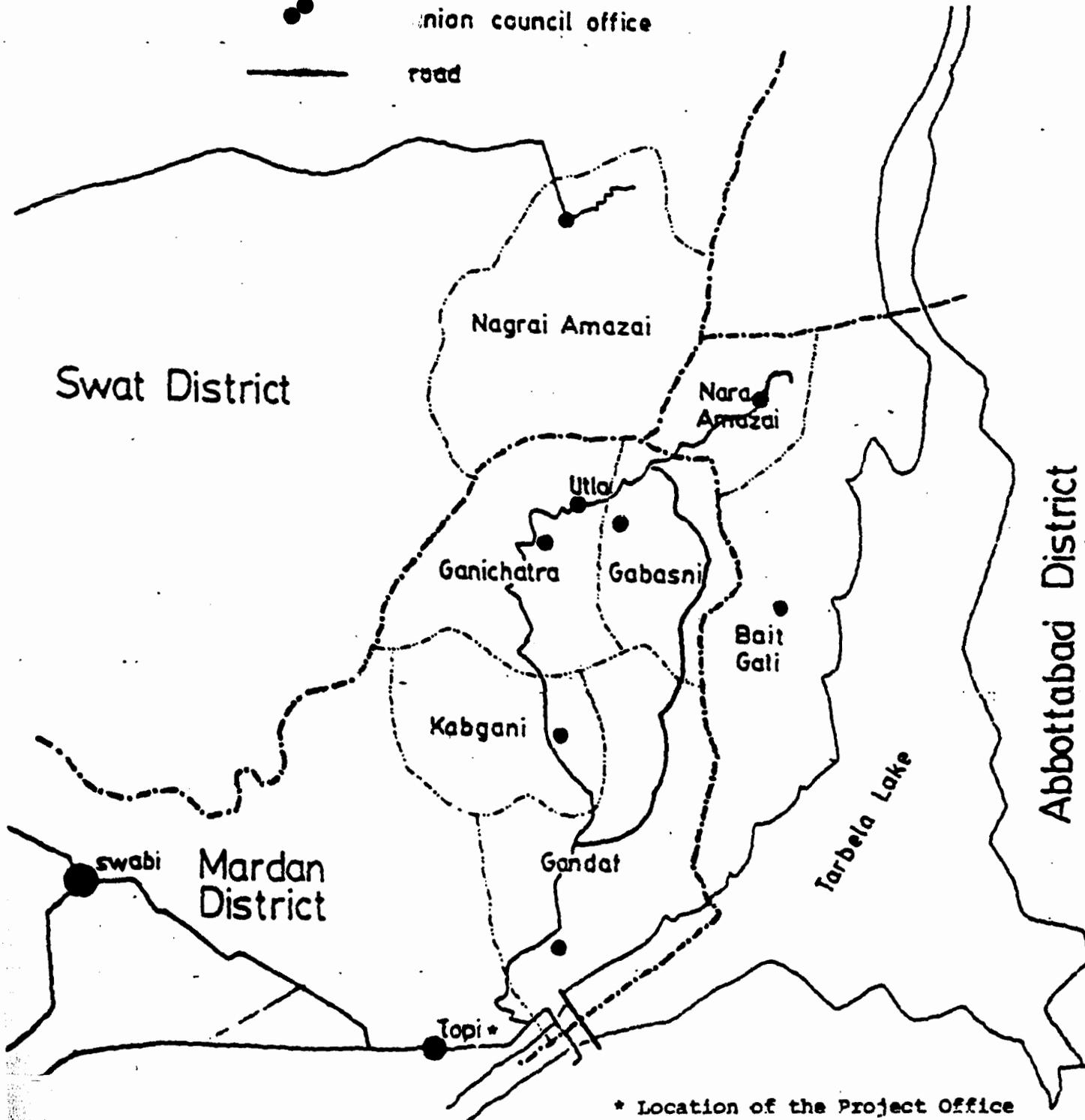
Map of the Peshawar-Islamabad
Region with Project Area Loca-
tion

-  Project Area
-  Major Road
-  River



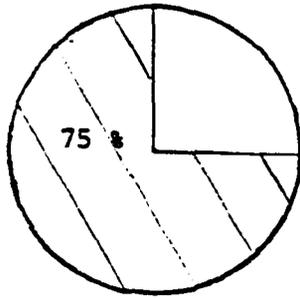
Map of the Project Area with its Seven Union Councils

- district boundary
- - - - union council boundary
- union council office
- road

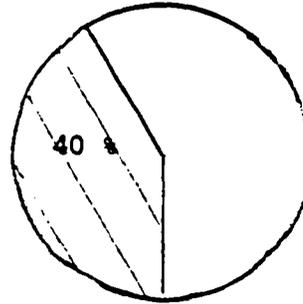


* Location of the Project Office

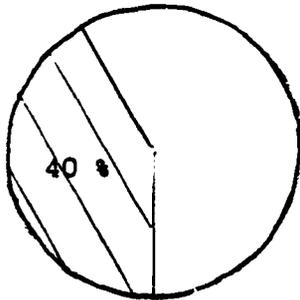
Time vs. Work Accomplished
as Reflected by Actual Expenditures and Funds Committed
for Work Completed but not Paid For*



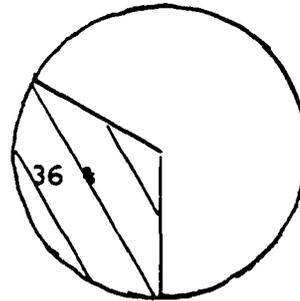
TIME



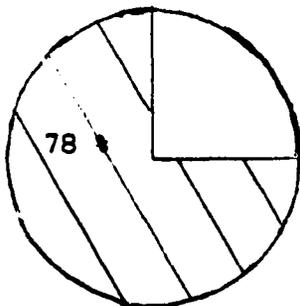
AGRICULTURE



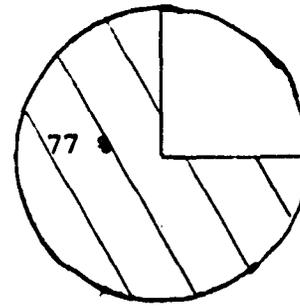
INFRASTRUCTURE



OFF FARM-TRAINING



MANAGEMENT



TECHNICAL ASSISTANCE

* See also Table II.8, on which Table V.1 is based. Table V.1 takes into account the planned postponement of over \$ 3 million of activities to a Gadoon II.

ANNEX H.

ACRONYMS

AID, AID/W	Generally for the Agency and US Agency for International Development/Washington, DC
ADP	Annual Development Programme
BHU	Basic health unit
CDWP	Central Development Working Party
C&W	Communications and Works Department
ECNEC	Executive Committee of the National Economic Council
FAR	Fixed amount reimbursement
FATA	Federally Administered Tribal Area
GAADP	Gadoon-Amazai Area Development Project (former designation of the present NWFADP)
GONWFP	Government of the North West Frontier Province
GOP	Government of Pakistan (The Islamic Republic of Pakistan)
HCC	Host country contract
IFAD	International Fund for Agricultural Development
INM	Bureau of International Narcotics Matters, US Department of State
MOU	Memorandum of understanding
NWFADP	North West Frontier Area Development Project
NWFP	North West Frontier Province
OFE	Off-farm employment
OPF	Overseas Pakistani Foundation
PACD	Project assistance completion date
PCU	Project Coordination Unit
PLA	Personal ledger account
PNCB	Pakistan Narcotics Control Board
PP	Project paper
RAO	Regional Affairs Office

SDEP	Special Development and Enforcement Plan
SDO	SubDivisional Officer
SDU	Special Development Unit, NWFP Planning and Development Department
TA	Technical assistance
UNDP/OPE	United Nations Development Programme/Office of Poppy Enforcement
UNFDAC	United Nations Fund for Drug Abuse Control
USAID	US Agency for International Development
WAPDA	Water and Power Development Authority
XEN	Executive Engineer

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