

PD-ABK-221  
94195

**STREAMLINING PLANNING PROCESS IN  
FEDERALLY ADMINISTERED TRIBAL AREAS  
TERMS OF REFERENCE FOR REGIONAL PLAN  
FOR  
KURRAM AGENCY**

**PREPARED FOR  
TRIBAL AREAS DEVELOPMENT PROJECT**

**PREPARED BY  
AMIR KILAN, Ph.D., REGIONAL PLANNER AND TEAM LEADER  
MOHAMMED YAQUB BAJWA, MANAGEMENT SPECIALIST**

**USAID CONTRACT # 391-9471-C-00-1794-00 MODIFICATION 6  
DELIVERY ORDER # 06**

**OCTOBER, 1993**

**TABLE OF CONTENTS**

	<b>Pages</b>
EXECUTIVE SUMMARY . . . . .	I- V
 <b>CHAPTER I</b> <span style="float: right;"><b>1 - 5</b></span>	
INTRODUCTION . . . . .	1
Objective of the Study . . . . .	1
Statement of Work . . . . .	1
Expected Output . . . . .	2
What is FATA ? . . . . .	3
Administration of FATA . . . . .	3
Economy and People of FATA . . . . .	3
Research Methodology of the Study . . . . .	4
Organization of the Report . . . . .	5
Acknowledgements . . . . .	5
 <b>CHAPTER II</b> <span style="float: right;"><b>6 - 15</b></span>	
EXISTING PLANNING PROCESS IN FATA NWFP . . . . .	6
Role of SAFRON in Planning Process . . . . .	8
Role of Tribal Elders . . . . .	8
Political Agent's (PA) Role . . . . .	10
Governor . . . . .	11
Member National Assembly (MNA) and Senator . . . . .	11
The People . . . . .	12
Conclusion and Recommendations . . . . .	13
 <b>CHAPTER III</b> <span style="float: right;"><b>16-19</b></span>	
STAFFING REQUIREMENT AND TRAINING NEEDS OF LINE DEPARTMENTS FOR IMPROVING THEIR PLANNING PROCESS . . . . .	16
Training Needs . . . . .	16
Planning Process and use of socio-economic Profile Workshops . . . . .	17
Orientation Workshop for Senior Officers . . . . .	17
Staffing, Training and Equipment needs of the Bureau of Statistics . . . . .	17
Staffing . . . . .	17
Training . . . . .	17
Computer Equipment . . . . .	18
Venue for Workshops . . . . .	19
Training and Staffing needs of S.D.U (PE&D) Department . . . . .	19
 <b>CHAPTER IV</b> <span style="float: right;"><b>20 - 33</b></span>	
REGIONAL PLANNING FRAME WORK-TERME OF REFERENCE FOR REGIONAL PLAN FOR KURRAM AGENCY . . . . .	20
Definition of Planning . . . . .	20
Approaches to Planning . . . . .	20
History of Regional Planning and Strategies . . . . .	21
Benefits of Regional Planning . . . . .	21
Challenges Facing Regional Planner . . . . .	22
Regional Plan for Kurram Agency . . . . .	22
Location of Kurram . . . . .	22
Administration . . . . .	23
Physical Environment . . . . .	23



Engagement of Staff or Consultant for Plan	
Preparation . . . . .	43
Coordination and Monitoring of Plan	
Preparation Work . . . . .	43
Plan Approval . . . . .	43
Flexibility in Plan . . . . .	43
Finances for plan Implementation . . . . .	44
Other Regulatory Measures . . . . .	44

## LIST OF ANNEXES

Annex I	Scope of Work. . . . .	46
Annex II	FATA: Agency-wise Geographic Area and Population . . . . .	49
Annex III	FATA Map. . . . .	50
Annex IV	List of Persons/officials contacted/interviewed . . . . .	51
Annex V	Diagram of Existing planning process . . .	55
Annex VI	Planning Process 2nd Scenario . . . . .	56
Annex VII	Realistic (Conceptual) planning framework for integrated planning . . . . .	57
Annex VII(a)	Proposed Position for Development Planning Officer in a Tribal Agency . . . . .	58
Annex VII (b)	Scope of work for training workshops . . .	59
Annex VIII	Detail of course for planning process workshop . . . . .	61
Annex IX	Resume of Training workshop to be organized by TADP/USAID. . . . .	63
Annex X	Basic data on Kurram Agency . . . . .	64
Annex XI	Currently available data types and sources.	67
Annex XII	Use of Socio-economic profiles for planning purpose. . . . .	69
Annex XII(a)	Scope of work for Remote sensing data for Regional Plan of Kurram Agency. . . . .	70
Annex XIII	Details of Professional Staff, tentative Staggering of Staff engagement period for the preparation of regional plan. . . . .	73
Annex XIV	List of Line departments operating in FATA.	74
Annex XV	Bibliography. . . . .	75

*d.*

## EXECUTIVE SUMMARY

This study to suggest a Streamlining Planning Process in Federally Administered Tribal Areas (FATA) and preparation of terms of reference for the Regional Plan for Kurram Agency, has been carried out at the request of the Project Management Unit (PMU) of Tribal Areas Development Project (TADP). In the study the following aspects have been examined in particular:

- i. The existing process of plan formulation considering the communication channels followed, generation of needs, ideas for development and the incorporation of these in the development plan.
- ii. Problems faced by the line departments in plan formulation.
- iii. Quality and quantity of data available to the line departments at the moment and the possible use of socio-economic profiles.

The main conclusions arrived at and recommendations made interalia in respect of the following matters are summarized in the subsequent paragraphs:

- A. Staffing requirements and training needs of the line departments in the planning process.
- B. Equipment required by them, particularly by the Bureau of Statistics (BOS) for the planning process.
- C. Development of a work plan with activities and schedule intended to improve the planning process.
- D. Scope of work for technical assistance for the implementation of the work plan.
- E. Development of written terms of reference for the preparation of a Regional Plan for Kurram.

The existing planning process of FATA is fragmented. The ideas for development sometimes originate with the Tribal Maliks with little participation by the people. Sometimes they are developed by political administrators and officers of line departments around large technical projects. The process suffers from the following defects:

- i. It is complex and cumbersome.
- ii. It is fragmented with no central organization at the Tribal Agency level to coordinate the planning effort.

- iii. The Political Agent's (PA) office, although the pivot of the Tribal Agency administration lacks planning capabilities. Only a clerk attends to this work under the PA.
- iv. No impact evaluation of completed projects is carried out.
- v. No across agency planning is done.
- vi. There is no real representation of the various socio-economic groups nor of women.

The following recommendations are made to improve the planning process at the Tribal Agency and the local level.

1. Local government institutions could be established at the union, and town/municipal committee levels and planning/development work of local importance may be decentralized to these bodies with funding and technical advice by the government where necessary.
2. People participation through the formation of local level NGOs should be encouraged throughout the planning process with special attention being paid to the representative of women.
3. To make the planning process more efficient reliable data should be made available at local or village level. This could be done by preparing land records of all areas and by demarcating village boundaries in FATA.
4. Planning structure at the office of the PA may be established by creating a position of a Development Planning Officer assisted by a statistical assistant and other clerical staff for all coordination work regarding plan formulation, monitoring, implementation and evaluation. If this is not acceptable then these functions could be entrusted to the Assistant Director Local Government and Rural Development (LG&RD) under the supervision of the PA. Even in the absence of the proposed structure, all the line agencies must prepare five year plans of their sectors with a breakdown into annual programmes and integration at the Agency level.
5. To avoid overlaps and delays, power for the approval of minor projects with a cost value approximately up to Rs 2 hundred thousand may be delegated at the Tribal Agency level.
6. There should be more coordination amongst the line departments operating in FATA for planning of new projects at all stages of the planning process so that the duplication and delay may be avoided and the projects may be made more useful and beneficial.

7. A sustained campaign to encourage people to take advantage of opportunities offered in education. Local media, seminars, workshops, walks, student competitions, etc. may encourage public awareness and benefit of education for both sexes male as well as female. At the same time religious leaders should be encouraged to play their part in this regard.
8. For sustained development user charges should be enforced on new projects by the involvement of people at all stages of planning.

None of the line agencies suffer from lack of planning staff. The real problem is lack of expertise. It is essential to up-grade the skills of staff in planning process. Therefore nine work shops are suggested, each to be held at Tribal Agency headquarter and the remaining two in Peshawar. These work shops will extend over a period of 77 days and cover planning process including community participation and organization; use of socio-economic and statistical data; sampling and survey techniques etc. Political Agents (PAs), Assistant Political Agents (APAs), heads of line departments, Tribal Agency/Sub Agency planning officers of line departments and staff of BOS should be encourage to participate in these work shops so that there may not be any lag in their thinking and skills about the requirements of the discipline of planning.

In order to meet the computer requirements and expertise of the BOS they may be provided with three desk top (486) computers along with accessories and training for their five staff members involved in typing work might be arranged at the Computer Science Department, Peshawar University or any private institution.

A framework for the preparation of a 10 year Regional Plan for the Kurram Agency has been set with the objective of improving environmental, soico-economic conditions and quality of life. The main focus of development is to be agriculture, irrigation sources, forestry and range management, road and communications, education and health. The major terms of reference proposed for this plan preparation are:

- i. Preparation of feasibility reports for switching over from traditional agriculture to fruit, vegetables, sheep farming, development of forestry, poultry and fish farming and adoption of protective measures to meet flood disaster.
- ii. Identification of remaining dam sites, threshold population for siting of new schools, maternity and child health centers, existing sources of safe drinking water and shingle roads for connection to main roads.
- iii. Preparation of a plan for human resource development at grass-roots level so that a cadre of local (both male and female) teachers, dispenser, doctors and other technicians (to

be identified by the consultants) can be developed. By doing so the health centres, education and other sectors will be able to deliver the maximum benefits required for the socio-economic and cultural development.

- iv. Preparation of a list of human settlements where safe drinking water is not available and a programme for the supply of such water; prioritized programme for construction and black topping of roads.
- v. Collection of base line socio-economic data on specific aspects for 5% of villages and 5% households therein for Plan preparation and making a comparison of real achievement later.
- vi. To prepare an overall Environmental Impact Assessment (EIA) of the proposed Development Plan.
- vii. To prepare a blanket PC-1 based on the regional development plan for approval from the appropriate forum within GONWFP and GOP.
- viii. Preparation of a proposal for a new organizational structure and cost estimate (with a yearly breakdown into programmes) for plan implementation.

The socio-economic profiles should be housed in the office of the Political Agent. When an adequate planning structure is established in the latter's office, as recommended in the report, the profile should be shifted there and updated by the Political Agent and his staff. For the time being, the profiles may be housed in the Bureau of Statistics as decided by the NWFP government. The deficiencies of the profiles as mentioned on pages 36 and 37 of this report may be made up during future updating.

All the data required for planning purposes by line agencies is not centralized. Every line agency is keeping its own data. Some data is collected, compiled and published by the Bureau of Statistics but they do not take the requirements of other line agencies into account. Data of some line agencies such as Agriculture, Live Stock, and Forestry is not reliable but based on estimation. We therefore recommend the use of the remote sensing data of SPOT or LANDSAT for agriculture, land use and land cover at least once in a span of five years. It is proposed that the Bureau of Statistics should collect, compile and publish all data required for planning purposes by all line agencies after finding out their needs.

## WORK PLAN

The following schedule has been proposed for the Workplan

- i. The proposed nine workshops should be held in order to train the 186 officers of all line agencies in the planning process in the use of socio-economic profiles and related aspects. These workshops could begin from the first week of January, 1994 and the work may be finished by the end of June, 1994. A detailed schedule of each workshop may be prepared by the trainer, and particulars of all the prospective participants may be collected by the Director PMU (TADP) by 1st December, 1993.
- ii. The supply of computers to the Bureau of Statistics could be completed by January 1994.
- iii. Work on the preparation of a Regional Plan for Kurram, which is likely to take 4 to 5 months may be started by November 15, 1993 and all tendering formalities could be completed by October 31, 1993. A one day Orientation Workshop for staff engaged on plan preparation may be held before the start of work.

## REQUIREMENT OF TECHNICAL ASSISTANCE

Technical Assistance amounting to Rs. 6.0 million would be required for implementing the work plan, broken down as follows:

- i. Remote sensing data of FATA. . . . . Rs. 0.4 Million
- ii. Holding of Workshops . . . . . Rs. 1.2 million
- iii. Supply of computers to BOS . . . . . Rs. 0.3 million
- iv. Preparation of Regional Plan for Kurram. Rs. 4.0 million

## RECOMMENDATION FOR ACTION BY THE NWFP GOVERNMENT

The following additional recommendations have been made for approval and appropriate action by the NWFP government/GOP.

- i. Undivided common land in the tribal areas, particularly in Kurram Agency may be identified and divided amongst the owners as soon as possible; so that the development or proper utilization of this land may be made.
- ii. Logistic needs of existing schools and health units must be met for providing standard social service to the people.
- iii. PMU of TADP may be the Institutional home for implementation of the proposed Regional Plan for Kurram Agency. This is already strengthened by USAID by providing commodities,

## CHAPTER I

### INTRODUCTION

The United States Agency for International Development (USAID) started the Tribal Area Development Project (TADP) in the North West Frontier Province of Pakistan (NWFP) in 1982. The avowed objective of the Project was to improve the socio-economic condition of the people of the area. The completion date of the TADP is now reported to be September, 1994

### OBJECTIVE OF THE STUDY

The present study for streamlining the existing planning process has arisen in anticipation of the PACD. The objective of the study (as per scope of work Annex-I) is:

To develop a work plan of the activities required to improve the process for formulating development plans for the Federally Administrated Tribal Areas (FATA).

### STATEMENT OF WORK

The following statement of work has been outlined for the study:-

- A) To review the existing documents and studies pertaining to planning for the Tribal Areas.
- B) To examine the existing process of plan formulation considering:-
  - i. Communication channels followed for plan formulation, generation of needs and ideas for development and incorporation into the development plan(s).
  - ii. Problems faced by the line departments in plan formulation.
  - iii. Quality and quantity of data available within the line departments including the possible use of socio-economic profiles.
- C) To prepare written recommendations regarding:
  - i. Staffing requirements and training needs of the line departments in the planning process.
  - ii. Equipment required by them, particularly the Bureau of Statistics.
- D) To develop a work plan with activities and schedule to improve the FATA planning process.

E) To develop written terms of reference (TOR) and the scope of work for technical assistance required to implement the work plan.

F) To develop written terms of reference for preparation of the development plan for Kurram Agency.

#### EXPECTED OUTPUT

The study team has been required to provide the following output:-

- i. A comprehensive written report on the existing planning process.
- ii. A detailed work plan for TADP, to improve the planning process and strengthen the planning capabilities of the line departments.
- iii. Written terms of reference for:
  - a) Technical assistance required to implement the work plan.
  - b) Preparation of a development plan for Kurram Agency.
- iv. Written recommendations regarding:
  - a) Staffing requirements of line departments.
  - b) Equipment needed by line departments.

#### WHAT IS FATA ?

The acronym FATA stands for Federally Administrated Tribal Areas. Under article 246 of the Constitution of the Islamic Republic of Pakistan (1973), FATA includes the following seven Tribal (political) Agencies and four frontier regions (FRS)

- i. Bajaur
- ii. Mohmand
- iii. Khyber
- iv. Orakzai
- v. Kurram
- vi. North Waziristan
- vii. South Waziristan
- viii. Tribal Areas adjoining Bannu district
- ix. Tribal Areas adjoining D I Khan district
- x. Tribal Areas adjoining Kohat District
- xi. Tribal Areas adjoining Peshawar district (the later four are called FR).

The total area of FATA is 27,220 Sq. Kms with a population of 2.969 million on 1.1.1991 (BOS GONWFP Statistics, 1991). Agency and FR wise area and population are spelt out in Annex-II, while map of FATA is at Annex III.

FATA is located towards the West of NWFP. It extends from 31° to 45° North latitude and 69° 30' to 71° 45' East longitude. All agencies excepting Orakzai border with Afghanistan. Major part of FATA is comprised of rugged mountains, with small valleys in between, occupied by various tribes with some specific characteristics of their own. Several rivers and streams run through these valleys and they are more often than not, fertile and dotted with human settlements. The elevation of the area ranges from 450 meters to 3000 meters, with some peaks touching a height of 4750 meters. The mountains and hills of the Kohi-Sufed and off shoots of Kohi-Hindu Kush. The different rivers and streams ultimately fall in to the river Indus.

#### **ADMINISTRATION OF FATA**

The Governor NWFP administers and looks after the Planning development work in FATA on behalf of the Federal Government as an agent to the President of Pakistan. Each Tribal Agency is headed by a Political Agent assisted by Assistant Political Agents and Tehsildars. The FR is attached with the adjoining district headed by a Deputy Commissioner, who is assisted by an Assistant Political Agent for the FR. The Political Agent reports to the Divisional Commissioner, who combines one or two Agencies and one or two districts under his charge. The normal laws of the land do not apply to FATA nor does the jurisdiction of the High Court and the Supreme Court of Pakistan. The main law which governs FATA is Frontier Crimes Regulation but some other laws have also been extended. Besides this there are different agreements entered into by the Administration and the tribes which also form the basis of legal and administrative action.

#### **ECONOMY AND PEOPLE OF FATA**

The economy of FATA mainly comprises agriculture (including horticulture). Transport, livestock breeding (sheep and goats), local trading, cross border trade and employment in various services within the Agency. Revenue transfers also occur from both within the country and from overseas.

FATA has made some progress in different fields like roads, communications, the provision of irrigation and drinking water and education and health facilities since Independence. The rate of literacy is still very low, about 9% for males and 1% for females. The people of FATA are tradition bound and conservative and besides the bureaucrats, are governed by their own customs and elder men called Maliks. They are keen to keep up their identity and freedom.

## RESEARCH METHODOLOGY OF THE STUDY

The study team comprised Amir Khan, Ph.D (Nottingham, UK) Regional Planner team leader<sup>1</sup> and Mr. Muhammad Yaqub Bajwa MPA (AUB) Management specialist<sup>2</sup>. Mr. Rehmat Jan Regional Planner Special Development Unit (PE&D) Department GONWFP worked as associate member for orientation. The study used the following research techniques:

- i. A study review of the related background literature.
- ii. Interviews with a large number of Government officers of line agencies operating in FATA, Political Agents of Khyber, Kurram, North Waziristan and Mohmand Agencies, their Assistant Political Agents, Tehsildars and public men.
- iii. Spot observations and area study of Kurram, North Waziristan and Mohmand.
- iv. Group meetings and discussions with the Agency Officers at Kurram, North Waziristan and Mohmand.
- v. Exchange of ideas with experts of FATA-DC, university professors and academics.
- vi. Visits paid and discussions held with the officers of the Ministry of State and Frontier Regions, Survey of Pakistan Rawalpindi, Gazetteer wing Board of Revenue Punjab, Director General Soil Survey of Pakistan, Regional Office Meteorological Department Lahore and others. A list of all such persons is given in Annex-IV.
- vii. Collection of data from the line agencies on specially designed questionnaires.

---

<sup>1</sup> Associate Professor (Planning) Department of Geography, Urban and Regional Planning, University of Peshawar.

<sup>2</sup> Formerly Directory General Management Services Division Government of Pakistan

In order to seek a consensus on the recommendations of the study a wrap up workshops was held on the 24th August, 1993, in which the findings of the study were presented by the team leader. The workshop was attended by the USAID, TADP/ PMU, PE&DD and other consultants. For this workshop the draft report was circulated. The recommendations/suggestions of the workshop are incorporated in the report.

#### **ORGANIZATION OF THE REPORT**

The report is organized in six chapters. Chapter I contains the introduction, objectives of the study, local features of FATA, its geography, population, economy, administration and the methodology of research. The second chapter deals with the planning process, whilst the third chapter pertains to staffing requirements and training needs of line departments. The fourth chapter covers the terms of reference for preparation of the Regional Development Plan for Kurram Agency. The fifth chapter pertains to location for and updating of socio-economic profiles. The sixth chapter contains general observations not covered earlier, such as technical assistance requirements for preparation of a regional plan and work plan, constraints, precautionary and regulatory measures required etc. The executive summary precedes the main body of the report.

#### **ACKNOWLEDGEMENTS**

The study team gratefully acknowledges assistance and contributions from all the officers mentioned in Annex IV. Special thanks are due to Mr. Amin Khattak, Political Agent North Waziristan, his headquarter APA Sharifulla, Mr. Habibullah Khan, Political Agent Mohmand and Mr. Abdul Qadir, APA Kurram.

We are also thankful to Mr. Douglas I. Grube, head of Coverdale, Mr. Naseer Ahmed, Project Officer, Mr. Mohmmad Iqbal Contract Officer and other Coverdale Staff for their, help and support during this study.

## CHAPTER II

### EXISTING PLANNING PROCESS IN FATA NWFP

The existing planning process for development of the tribal areas is fragmented. The idea for development sometimes originates with the Tribal Maliks and sometimes with the line agencies (for example in the case of big technical projects, afforestation, the establishment of intensive care units in Agency Hospitals, roads, etc). During visits of the Governor, his Inspection team, Commissioners, Political Agents and Heads of other line agencies, the Maliks make presentations and addresses, where, in response to requests socio-economic development work is undertaken. The ideas are conveyed to the line agencies who with or without investigation prepare the project documents. After getting approval of the Political Agent, commissioner and their own competent authority they pass on the documents to the FATA section of the Planning Environment and Development (PE&D) department of NWFP government through the Divisional Commissioner.

The FATA section while working within their own framework, and the five year development plan of the government of Pakistan make an assessment of the available resources for the next financial year. Intensive consultations and discussions take place between FATA section and the line agencies about the technical, socio-economic and even political feasibility of the proposed projects and for prioritizing them within the total planning process of the government. After passing through a number of stages, a consolidated statement of the projects called the Draft Annual Development Plan (ADP) is prepared. This is presented to the governor who after discussion with the Additional Chief Secretary (ACS) and other secretaries and heads of departments approves it. It is then passed on to the Ministry of States and Frontier Regions (SAFRON), the administrative ministry of the GOP responsible for the tribal areas. They pass it on to the Ministry of Finance with their observations. The Ministry of Finance incorporates it in the GOP, ADP, which is submitted to the NEC and cabinet and with their approval it is incorporated into the annual budget which is laid before the National Assembly for final approval as part of the total budget. After the budget is passed by the Assembly, the Ministry of Finance releases funds to the NWFP Finance Department under intimation to the other finance accounts agencies like the State Bank, Accountant General etc.

The Provincial Finance Department in consultation with the FATA section of the PE&D, (with or without staggering) releases funds to the line agencies who then undertake execution of the project. Monitoring of the progress of the project both in terms of physical achievements and expenditure incurred is carried out by the FATA section of PE&D on a periodical basis. Feedback is then provided to the line agencies. After the projects are completed

benefits supposedly flow to the people, however no impact assessment or evaluation is carried out. In simple form the above position is reflected in annex V.

In addition to bottom up, a top down approach in planning which is not derogatory in any way is also followed in Pakistan. In the conception of ideas, political leadership, top bureaucrats and international organizations play a significant role. This usually happens in projects of national importance. National policy formulation and setting of objectives etc. takes place. Consequently policy programmes are formulated at the federal and provincial levels. Integration is done by the planning and Development Division with the approval of NEC and Cabinet. The budget is ultimately sanctioned by the National Assembly composed of the representatives of the people to whom the benefits supposedly flow. The above position is diagrammatically represented at Annex VI.

At this stage, it would be useful to refer to a realistic (conceptual) framework of planning ensuring involvement of the people at different stages, a study of existing conditions, the determination of goals and objectives, a preparation of programmes, the evaluation and choice of alternatives, formulation and approval of the plan, implementation, monitoring, assessment of impact etc. Such an approach leads to cost effectiveness in achieving objectives. Its diagrammatic representation is in Annex VII. This provides for flexibility and an adequate response to a changing environment. This approach is not followed in the planning process of FATA so far as the formulation of specific objectives, the evaluation of alternative programmes, impact assessment and feedback for a change of strategy are concerned.

The above outlines the broad features of the proposed planning process. However some deviations also take place in the approval of individual projects under different programmes. Each of the authorized Senators and Members of the National Assembly is provided with a lump sum grant for which he is authorized to select and approve a project. Development working parties called Provincial Development Working Party (PDWP) headed by the ACS and two other members, one from the Finance Department and the other the secretary of the line agency and the Central Development Working Party (CDWP) similarly constituted, approves an individual project costing up to Rs. 100 million for incorporation in the ADP. Similarly the Departmental Committee headed by the secretary of the line agency with representatives from the Finance and PE&D and Divisional Development Committee can approve a project with cost estimate up to Rs. one million; subject of course in all cases to the approval of the budget by the National Assembly. The above planning process suffers from a number of defects or short comings:

- i) It is complex and cumbersome. However the officials are used to it.

ii) It is fragmented; there is no central organization at the agency level to coordinate the development effort.

iii) The political agent's office which is a pivot of agency administration lacks planning capability in terms of staff and expertise. A clerk or assistant handles this work under the PA. There is no authority for project approval, to any extent at the agency level.

iv) The system lacks impact evaluation.

v) There is no across agency planning in terms of agro-ecological zones, even though the main potential of FATA development lies in agriculture, horticulture, forestry and fisheries development.

### **ROLE OF SAFRON IN PLANNING PROCESS**

Though constitutionally FATA, is Federally administered but actually it is administered by the Provincial Governor as an Agent to the President. The Federal Government; viz; the Ministry of States and Frontier Regions (SAFRON) has little say in the administration of FATA. It forwards the ADP approved by the Governor to the Ministry of Finance, with its own comments or observations for approval and incorporation in the national budget. The FATA ADP is neither vetted nor coordinated with the overall Government policy by the Planning and Development Division, as is the case with other ADPs of the Federal and Provincial Governments.

In FATA planning process there are three main power centers:

- i) Tribal Elders
- ii) Political Agents
- iii) Governor

### **ROLE OF TRIBAL ELDERS**

The tribal elders in theory translate and communicate the wishes of the people to the Administration/Government. How far they do so has been seriously questioned. They have developed vested interests even in the planning and development process. In general, their conduct comes into question on four counts:

- i) They get such projects approved as benefit them.
- ii) With the execution of projects like schools, BHUS, they get the right to employ of lower staff, watchman, water men, caller, sweeper etc.
- iii) They obtain contracts for execution of such projects.

- iv) They get the entry fee for the execution of projects like roads, water channels, mineral survey, extraction etc.

They make applications to the Political Agents and other officers for approval of projects. There is a story about one Tribal Malik (of Khyber agency) who got a primary school constructed. When a lady teacher was posted he married her. A second lady teacher was posted and he married her too. The third lady teacher also met the same fate. The fourth lady teacher perhaps escaped as his quota of four wives had been completed. While sitting with APA Sadda (Kurram), we found that three Maliks presented an application to him for construction of a primary school. When we asked the more active and the elderly of them, whether he would like to marry the lady teacher, if ever she was posted to the school, he felt extremely happy with the idea and said that he would be pleased to do so, if she was willing.

The difficulty with this type of development is that scarce resources are frittered away without achieving any results. Complaints were voiced during our visits to Tribal Agencies that either female teachers or students were not available and school buildings were being used as hujras of the Maliks (interview with the Director Education FATA). A primary school for boys in Kurram was closed for want of students. Twenty nine primary schools in Kurram are single teacher schools. The school has to be closed whenever the teacher goes on leave. Class room equipment like tots, (sitting mat) black board, chalk, and even roll call (attendance) registers are not available (Agency Education Officer).

In Kurram and North Wazirstan Agencies buildings of five and three BHUS respectively have been completed. However they are not functional because no staff has been sanctioned although three BHUS in North Wazirstan were completed five years ago (in 1988-89). The condition of buildings must have deteriorated overtime. In Mohamand Agency one BHU out of seventeen has also been closed for non-availability of staff. Such wastage and frittering of resources would continue to occur unless needs are identified and rational planning is done.

No Five Year or Strategic Plan is prepared. The software aspects of planning for staff are ignored. In North Wazirstan, HQ Hospital out of fifty sanctioned positions for female nurses, just nine are working. The Medical superintendent contends that trained nurses should come from the nearby settled districts of Kohat and Bannu. However the local people are not prepared to send their daughters into this profession. Female nurses from Kohat and Bannu would come forward in an insecure area only if they cannot find sources of livelihood elsewhere. No effort has been made to exhort or involve the people or teachers for attracting local girls to this profession nor any training plan has been prepared. The position of the rural medical units is also not different. Lady

Health Visitors are not available at all. Illiterate women are trained as midwives (Dais) through a three month training course. It can be well imagined that their illiteracy is a big impediment to rendering any worth while maternity service. The Political Agent North Waziristan was totally opposed to the idea of BHUS. Instead he desired that maternity and child Health Centers should be established. This cannot be done without having lady health visitors. They would not fall from heavens. It is useless to expect that they would come from the settled districts.

The problem would not be solved without undertaking a sustained long term plan of social education and training involving particularly the progressive elements of the society. These observations equally apply for solution of the scarcity problem of lady teachers particularly in North and South Waziristan and FR Kurram. The problem is not so acutely felt in Mohmand and Khyber Agencies which are located adjacent to urban centers of settled districts which cater to the day needs of lady teachers and nurses who can return home in the evening after their work.

#### **POLITICAL AGENT'S (PA) ROLE**

Since the days of the British rule the PA is the pivot of the Tribal Agency administration. He gets the front seat with the Governor in meetings, unlike the Heads of line departments operating in FATA. His primary responsibility is the maintenance of law and order. Planning and development work is only incidental to his responsibilities. He draws his powers mainly from the Frontier Crimes Regulation and other agreements entered into with the tribesmen, who reportedly abide by the agreements conscientiously and sincerely.

Every development project, prepared by a line agency needs his counter signature. Even the FATA Development Corporation (under the administrative control of the States and Frontier Regions Division) cannot undertake any project without clearance from the PA. The tribal elders primarily make their requests for approval of new projects to the Political Agent or the Assistant Political Agent. The Political Agent meets only the tribal Maliks or those other tribesmen who get clearance from one of his APAs. He attends the meeting presided over by the Governor for approval of ADP. He presides over monthly meeting of the Heads of line agencies for a review of progress of the ongoing development projects. He imposes a fine for violation of FCR and the agreements entered into by the tribesmen. The amount of the fine, where cases have been registered, goes to the national exchequer and the one imposed for violation of agreements and allied matters goes to his political fund. Similarly he issues permits for transportation of goods across the border and recovers a fee of Rs 500 per truck. This fee also goes to his political fund. The average number of trucks that cross the Pak-Afghan border daily is about 400. The political fund is not auditable and is supposed to be spent on the welfare of

the people. Discussing powers of the PA, a senior officer of the SAFRON, used Dicey's description of the British parliament and said that the PA could do anything except making a man a woman and vice versa. PA North Waziristan received 3 letters including one from Mogadeshu urging him to intervene in the war in Somalia as if he was their King. This description might be an exaggeration but the fact remains that the pivotal role of the PA cannot be denied. As a bureaucrat, by his training and experience he carries a status-quo orientation.

With the enormity of such powers, the PA lacks any planning structure in his office. The development work under him is handled by a lower official, a junior or senior clerk called a Development Assistant. This person might be good at imitation, repetition of precedents but he has neither the education nor expertise to handle and coordinate development work in a professional manner. All such activities have to be undertaken by the PA himself along with his multifarious responsibilities. Unlike the Deputy Commissioner of a settled district, he does not have a team of magistrates or Assistant Commissioners (ACs) to help him in his planning or other administrative work.

#### **GOVERNOR**

The Governor acts as an Agent to the President. He has direct access to the President as mentioned above. The states and Frontier Regions Division has small part in the planning and development process in FATA except conveying of views about ADP (approved by the Governor) to the Ministry of Finance and sanction of budget and approval of programme of FATA-DC. It was learnt during the study that once the Minister for States and Frontier Regions wanted to visit FATA but the Governor prohibited him from doing so. The previous Governor (Amir Gulistan Janjua) was reported to have been active in reviewing progress of development projects through spot observations and he often rebuked the line agency officers for lining their pockets with the funds of the projects. During our study we also received reports that hardly 20 to 25 % of the funds went into the projects and the rest were either misused or were frittered away.

#### **MEMBER NATIONAL ASSEMBLY (MNA) AND SENATOR**

Besides normal ADP and special policy or programme, e.g. Social Action Plan (SAP) prepared by PE&D Department, each MNA and senator is provided with a grant of Rs. 5 million for development under "Tamer-e-Watan" programme. These grants are spent on development projects like small culverts, gabion for flood protection, road, path, water supply, small irrigation channel etc, within the respective constituencies of the MNAs and Senators.

These schemes are submitted to LG & RDD and funds are given direct to MNAs and Senators for implementation or execution of the

projects. From the government side there is no proper mechanism for rational planning, monitoring and evaluation of this programme. The degree of success therefore of this programme in FATA is questionable.

### **THE PEOPLE**

Most people in the tribal areas have little say or participation in the planning process. In institutional terms the Agency Council exists, but it is a nominated body, composed of tribal Maliks. The people generally are enterprising. All the tribal agencies and their headquarters are well linked to the rest of the country through road and communication network. Except for the deep valleys, Pakistan television can be seen in all the Agencies. However in certain areas like FR Kurram the elders do not allow the general people to view the television on the penalty of setting their houses on fire. Marketing information and mechanism exists. Telephone communication is readily available. The surplus agricultural products produced locally like tomatoes, potatoes, apples, grapes etc, are sent up country to Islamabad, Lahore etc, depending upon market conditions and prices. Required products are imported into the area. Beef animals are imported from other areas of the Punjab and watermelons from Gujranwala, mangoes from Multan region and poultry brought from the other part of the country could be seen in all the Tribal Agencies visited by the Team.

The people are not making any payment for electricity, irrigation or potable water, health facilities or education. In FR Kurram we found that a private public school had also been opened. The number of students admitted to the school was reported to be 60 and fee per student was Rs. 100/-per month. The school did not have a high reputation about the standard of education. The local Malik who himself was illiterate and who had constructed and rented out the arms market, had sent his own children to private schools at Peshawar and was paying a fee of Rs. 600/- per child. This means that benefits of education are seen by the people and only a sustained and well organized socialization and education campaign is needed. As the people have no participatory role in development planning, they naturally have developed a lack of interest and dependency. They look to the government for everything to be provided free. The electric power is used reportedly for heating floors of bedrooms in winter through underground wiring, while irrigation waterway may be wasted through over watering of fields and both irrigation or potable water may very well go down the drain. The road network of course is used beneficially and each of the agencies we visited had a connection of 3-4 shingle roads to Afghanistan (mostly constructed during the Afghan Jihad) in place of the mule and camel tracks previously used. There is thus one way pumping in money by the Government without recovery of any beneficiary or user charges.

The political Agents are not in favour of such recoveries. However a question arises as to for how long this can go. Other citizens of the country bear this burden. We did not witness more poverty in the tribal belt than in the settled areas. One PA even expressed the view that the inhabitants of the tribal areas were better off as compared to the people of settled areas. Of course their main stay is agriculture (including horticulture) and transport but they also are employed in the urban centers of the country and overseas, particularly the Middle East. The people are collectively responsible for providing watch and ward for road network and public installations. They provide guard services to the Political Agents and other officers as Khasedars at low salaries.

A people's movement comprising people like. Mr. Yousaf Orakzai former IG Police Chairman Narcotics Control Board is afoot to abolish the status of FATA and to bring it at par with the settled areas but PAs are against the movement and call such people unrealistic. A senior officer of FATA-DC who claimed that he had spent 23 years in FATA expressed the view that if the existing status continued, people of FATA would remain as ignorant and as undeveloped, not only in the 21st century but even in the 22nd century, as they were in the 18th, and the 19th centuries. This view may be an overstatement, because there is some trickle effect from outside contacts but change is likely to be slow.

#### **CONCLUSION AND RECOMMENDATIONS**

The study concludes that almost the whole planning process of FATA is related to sanctioning of money for ADP and no rational planning process is followed. The existing planning procedure has adequately shown that the most common weakness of the planning in FATA is the lack of any long term or medium term development plan. Under the existing system there is no inter-agency co-ordination and public participation for preparation and implementation of the projects or schemes. Sometimes even within the line department or agency coordination is almost non-existent. The result is delay and wastage of resources. For example BHU is constructed but no water supply or electricity or road is provided, so the BHU has not become operative for some time due to lack of facilities. Similarly roads, schools, BHUs are constructed away from the villages which create the problem of accessibility, especially for aged, children, women and sick people.

At the same time there is lack of manpower and other resources for planning offices, lack of broad based training in the principles of development planning, particularly at regional level. There is an inadequate & unreliable database, particularly in the agriculture & forestry sectors for identification and analysis of the problems and determination of the resources base for their solution. Lack of understanding of new approaches and planning tools like Geographic Information System (GIS), Remote Sensing, and

Environmental Impact Assessment (EIA) amongst the officials dealing with planning in FATA are other issues needing to be addressed. Due to the above mentioned problem there is confusion, duplication, wastage of resources and unsustainable development (to improve the planning process there is a need to enhance the planning capability of the staff of the line department, a separate training course/workshops are suggested in chapter 3 of the report).

With this background and keeping the above mentioned problems we make the following recommendations for ensuring rapid socio-economic development and participation of the people in the planning and development process of FATA particularly Kurram agency.

- I The Government may establish local government institutions at the union and town municipal committee level and may decentralize planning development projects of local importance to these bodies. Two town committees Parachinar and Miranshah have already been constituted, until direct elections can be held, the members of these bodies might be nominated by the authority designated by the government and they may elect their chairmen. It may provide them funding, where necessary and may arrange technical guidance and training for the new institutions.
- II For local level planning and sustainable development (mentioned in I above) public participation may be encouraged by establishing the local level (village) NGO. Organizations representing women should be supported. These NGOs would help in the identification of felt needs of the community and people cooperation in terms of mobilizing local resources for making projects successful.
- III To make the planning process efficient at the micro level, reliable data should be made available. This can be done by preparing or carrying out land settlement surveys demarcating the village/mouza boundaries and issuing a hadbast-numbers to each village. This has already been done for some areas in Kurram and North Waziristan, since the British days.
- IV To avoid overlaps and delays power for approval of minor projects of local importance with a cost-estimate up to (say) two hundred thousand rupees may be delegated to the Political Agent acting with the concurrence of the local head of the line agency and his departmental head.
- V All the line departments operating in FATA should develop a mechanism for coordination and carrying out surveys together for siting of new projects like schools, BHUs, roads, irrigation schemes, etc, so that the duplication, delays and wastage of resources may be avoided.

- VI. A sustained programme for socialization and education of the general people availing of the latest techniques of selling of ideas and mass communication may be undertaken both by the Education and Health Departments for attracting male and female students, lady teachers and lady paramedical staff to their respective professional fields. They may be provided necessary funds for hiring consultants and purchase of equipment for undertaking this programme. At the same time local media, seminars, workshops, walks and students competition should be encourage for public awareness of the bñefits of education both for male and female. Religious leader should also be encouraged to play their part in this regards.
- VII. For sustainable development user charges for electricity, irrigation and potable water may be recovered to enforce sense of responsibility among the people through involving them in planning at all stages. The spill over of wasted irrigation and drinking water without adequate drainage may create many problems including health hazards for the people. The respective agencies may initiate adequate measures for drainage of such water.
- VIII. Even in the absence of the new planning structure proposed at the Agency level, all the line departments may prepare a five year plan with the involvement of local people duly broken down into annual programs comprising projects selected on the basis of the set criteria and integrated at the Agency level for achievement of specific socio-economic objectives, so that the present ad hoc muddling through may come to an end. This proposal applies with particular emphasis to the Health and Education Departments for getting trained staff.
- IX. For planning of higher level projects, having dimensions beyond the Agency, the usual planning process followed by the Provincial Line Departments and the Federal Ministries need to be observed. At the same time due consideration should be given to the environmental factor in planning. Environmental Impact Assessment (EIA) should be carried out before the initiation of the big projects.

## CHAPTER III

### STAFFING REQUIREMENT AND TRAINING NEEDS OF LINE DEPARTMENTS FOR IMPROVING THEIR PLANNING PROCESS.

We have discussed the staffing requirements and training needs of the Line Departments with their following Heads at Peshawar and the Agency Heads at Kurram, North Waziristan and Mohmand:

- i) PA/APAs Kurram, N.Waziristan and Mohmand ii) Director General (Health) iii) Director Education iv) Director Agriculture v) Director (Fisheries) vi) Conservator Forests vii) Director Bureau of statistics and viii) Chief SDU.

Excepting PA's office none of them have indicated deficiency of staff for the planning process. In order to strengthen the planning process and structure at the Agency level the PA's office may be provided by creation of a position of a Development Planning officer assisted by a Statistical Assistant and other required staff. The Development Planning Officer which may be drawn from the Planners and Economists Group of civil service to provide an opening for his advancement. He may help the PA prepare multi-year multi-sectoral Agency Development Plan and yearly ADPs in consultation with line departments. He may also carry out monitoring, evaluation and impact assessment for all ongoing and completed projects with the assistance of specialists in the respective fields. The proposed position for development planning officer in a tribal Agency is shown in Annex VII(a).

### TRAINING NEEDS

Most of the officers of the line Departments and the Political Agents whom we met have stated that their staff lack expertise in the planning process. One officer expressed the view that preparation of PC-1 (the first project document) was not a problem for his officers because they were adept at imitation from the previous PC-1s. As for the theoretical and practical aspects of planning (encompassing various phases) they were quite weak. During discussions with education officers, it was revealed that some girl primary school buildings were lying vacant, because there were no students. The officers of line departments are not oriented to the process of motivating the people in community participation and organization work. Similarly they are not conversant with the use of socio-economic data contained in the profiles and concepts practices of integrated area development. Considering all these aspects, we propose that the following workshops orientation courses would be necessary and may be organized by TADP/USAID.

## **I. PLANNING PROCESS AND USE OF SOCIO-ECONOMIC PROFILE WORKSHOP**

A two weeks (10 days) workshop for Agency level officers including PAs/APAs, Planning officers of line departments in plan formulation/planning process and use of socio-economic profile (statistics and maps); encompassing preparation of project identification documents, setting criteria for selection of projects preparation of feasibility report, economic analysis (cost benefit analysis, cost effectiveness internal rate of return), Project management with PERT/CPM, bar charts (with or without computer), monitoring of progress, environmental impact assessment and evaluation. Details of the course are set out in Annex VIII while scope of work for training workshops is given Annex VIIa. Expected number of participants from seven Tribal Agencies would be around 140. Seven workshops each comprising 20 participants would be required (70 work days for 7 workshops).

## **II. ORIENTATION WORKSHOP FOR SENIOR OFFICERS**

Two day orientation workshop for senior officers including planning officers and heads of line agencies for training in the use of statistical, socio-economic data contained (or to be contained) in the socio-economic profiles for regional and project planning (20 participants, two work days) is recommended. This workshop may be held at Pakistan Academy for Rural Development (PARD) Peshawar or any other suitable place

## **III. STAFFING, TRAINING AND EQUIPMENT NEEDS OF THE BUREAU OF STATISTICS**

### **STAFFING**

We have discussed the position of staffing and training needs with the Director BOS, his officers and staff. For the current portfolio, they do not demand any staff nor any staff is likely to be sanctioned by the Government. The Director has, however, expressed the view that they might need some staff for updating the Socio-economic profiles, recently handed over them. We have separately recommended that no whole time staff may be employed for updating of Socio-economic profiles and only part time staff like students may be engaged as enumerators for collection of variable data, not available with the line departments.

### **TRAINING**

Besides the Director and Deputy Director the Bureau has a staff strength of 58 senior staff members, detailed below:

i	Assistant Directors (BPs 17)	6
ii	Statistical Officers (BPS 16)	3
iii	Statistical Investigators (BPS 11)	17
iv	Senior Statistical Computer (BPs 6)	7
v	Junior Statistical Computer (BPs 5)	10
vi	Stenographer (BPs 15)	1
vii	Steno-typist (BPs 11)	4
viii	Office Assistant	3
ix	Accountants (BPs 8)	5
x	Junior clerk (BPs 5)	1
xi	Gestetner operator (Bps 5)	1

The Director requires that the officers and the staff mentioned above be trained in computer operations while the statistical research staff, Assistant Directors, statistical officers and investigators, senior and junior statistical computers may be trained in statistical research methodology and other relevant techniques.

We consider all the officers and officials would not be involved in use of computers and most of them would be busy in field operations. They don't have any computer equipment at present. The senior and junior statistical computers are data collectors. Training of all the staff in operation of computer would be a waste of resources. We, therefore, consider that only those members of the staff may be trained in operation of computer (data entry, word processing etc.) who would actually use the computers. For this purpose, we think that the stenographer and the 4 steno typists would be the proper choice for use of computers. They may be provided with a training of 2-3 weeks and they could perfect their skill through practice later.

The professional staff are reported to be deficient in practical research and survey methodologies. Their number include Assistant Directors, Statistical Officers and statistical investigators is 26. They may be given training as one group in one week workshop in the following broad fields:

Broad features of organization and management, setting objectives/hypothesis/testing of hypothesis sampling techniques/surveys, interview techniques, questionnaire and form design, tabulation plan, analytical techniques, cartographic techniques and map reading. Practical exercises may developed from the work already carried out by the Bureau. The Director and the Deputy director may participate in the work shop as observers.

#### COMPUTER EQUIPMENT

As mentioned above, the Bureau does not have a computer of its own. Using computers would be a new venture for them. A fully fledged computer center is not required at this time. They may be

supplied with 3 desk top 486 computers with the necessary packages in word processing, Spread sheet/Lotus, Database, other statistical techniques and some suitable graphics.

#### **VENUE FOR WORKSHOPS**

All the above nine workshops would comprise 77 workdays. All the workshops (except the one for heads of line agencies and planning officers and the 2nd for the Bureau of statistics staff) might be held at the Agency HQS. The two workshops for planning officers/ heads of line agencies and the BOS staff may be held at Peshawar in Pakistan Academy for Rural Development (PARA) or some other suitable place. The resume for these workshops is given in Annex IX. It is recommended that these workshops may be held regularly at the Pakistan Academy for Rural Development (PARA) or any other suitable place. For regular human resource development in planning it is suggested that the PE&D, SDU or FATA-Section may regularly present these workshops.

#### **TRAINING AND STAFFING NEEDS OF S.D.U (PE&D) DEPARTMENT FOR PLANNING**

The chief and acting Director General informed the Study Team that they had full professional staff. He added that sometime ago a training needs assessment of the entire PE&D Department was carried out by a Dutch Team who prepared a comprehensive report. Training was also started but it ran in to some administrative difficulties.

He further stated that direction of the S.D.U had not been fully set and because of such uncertainty, it was premature to make an exact assessment of their training needs. Besides they were sending their officers for training to different courses within the country and abroad. Regarding the training of their newly appointed Regional Planner who had M.Sc statistics to his credit with little qualifications in Regional planning, he stated that he would also go for an appropriate course at the proper time.

## CHAPTER IV

### REGIONAL PLANNING FRAME WORK- TERMS OF REFERENCE FOR REGIONAL PLAN FOR KURRAM AGENCY

#### DEFINITION OF PLANNING

Planning is the process of organizing future action(s) for achieving some goals e.g, health, safety, convenience, morals, socio-economic welfare; avoidance of evils of poverty, unemployment, environmental degradation etc. It is comprehensive, coordinated and continuing process, the purpose of which is to help public and private decision makers arrive at decisions which promote the common good of society. It also involves organization, wise management of use of various resources through intervention and control. Planning is now well recognized as a necessary and legitimate activity of governments throughout the world, to regulate and enhance the output of development activities. Planning provides a suitable frame of reference for balanced integration of development projects and programmes both of national and local level.

#### APPROACHES TO PLANNING

It is useful to distinguish between two fundamentally different approaches to planning.

- i) Sectoral planning:- It is concerned with planning of a particular sector e.g, agriculture, health, education, forestry and environment.....etc.
- ii) Regional planning or sub-national Area planning (SNAP):- It deals with planning of all sectors in a particular geographic area, or a region.

The focus of this study is on regional planning which provides one of the refined methods/approaches to planning, carried out at regional level i.e, between national and local level. The process of regional planning involves a sequence of activities which can be conceptualized into a number of stages diagrammatically reflected at Annex VII.

Region is a localized continuous area within a country having more or less homogeneous characteristics in terms of physical and socio-cultural environment. Because of the availability of the data and presence of different government and semi-government organizations responsible for implementation of development projects, the administrative units of FATA i.e, Agencies and FRS fall well within the parameters of planning or programming regions.

## HISTORY OF REGIONAL PLANNING AND STRATEGIES

The concept of regional planning was articulated in the 1920s. The initial theory of regional planning was conceived to create conditions that established harmonious relationship between man and his environment. The major objective of regional planning is, thus, to improve the living conditions of the people through a policy of intervention and control in order to reduce intra and inter-regional disparities.

Two alternative strategies can be adopted for the development of a region:

- i) Policy of labour mobility: moving some people from one region to another where they can find better living conditions;
- ii) Growth pole or centre policy: bringing better conditions to the region and its residents.

In practice the first policy has led to practical difficulties in some countries and consequently the second policy has been preferred. It now forms one of the fundamental strategies of regional planning. It determines the priorities for the spatial allocation of activities and siting of new projects within the region and its different parts which necessarily leads to better location within the area of influence of specific human settlements. It is important to be conceptually clear that human settlements cover the entire range from a hamlet or a village to a town or a city. Agriculture and related initiatives for rural development takes place within a framework of human settlements and in turn affects the role and rank of settlements where such initiatives take place.

## BENEFITS OF REGIONAL PLANNING

Regional planning approaches have been considered beneficial both in industrialized and developing countries. They carry a variety of benefits, some of which may be:

- i) Helping to achieve a satisfactory relationship between people, tasks and environment within a region and its sub-regions.
- ii) Providing a framework for better sectoral allocation of resources in economic, social, environmental, transport and other fields within a region.
  - a) Such an allocation helps achieve economic objectives relating to employment opportunities and control of distribution of new investment, efficient utilization of

resources leading to higher outputs. The injection of infrastructure may act as a catalyst for regional economic growth and overall national development, thereby reducing the gap between the rich and the poor areas.

b) Social objectives like education, health, housing, cultural and recreational facilities, the involvement of women in development, can be better achieved.

c) Achievement of environmental objectives like a reduction in environmental degradation (soil erosion, desertification, deforestation) improvement in human health, wild life and bio-diversity, is better served.

### **CHALLENGES FACING REGIONAL PLANNER**

The regional planner faces a great many challenges because of the importance assumed by regional planning as an instrument of development. The challenges are threefold;

i) To get the right plans into place for carrying that influence;

ii) To make those plans realistic keeping in view the current cultural socio-economic and environmental conditions and the availability of finances for implementation; and

iii) Lack of planning expertise at the regional level for implementation of the plan.

### **REGIONAL PLAN FOR KURRAM AGENCY**

The framework for planning of the development of Kurram agency is based on the concept of total development, i.e, a comprehensive development perspective of the whole area covering macro and sectoral perspective on an integrated basis. For that purpose, a multi-sector multi-year development plan for the holistic approach to planning may be adopted.

With this brief introduction about planning, we may now see the importance of the formulation of a regional development plan for the Kurram Agency (FATA); our focus area. Before we prepare the terms of reference/scope of work it may be helpful to go into some background information regarding its physical, socio-economic and cultural environment.

### **LOCATION OF KURRAM**

Kurram Agency is one of the seven Political Agencies of FATA (map Annex III). It lies between 33° 20' and 34° 10' North latitude and 69° 50' to 70° 50' East longitude. It borders on

Afghanistan in the North, West and South west. Orakzai and Khyber agencies lie towards its East and Kohat district to the Southeast. The agency is 72 miles long moving in Northeast direction from Thall to Peiwar Kotal. The width of two Tehsils of upper and lower Kurram varies between 22 and 43 Kms. While the width of the third tehsil (FR Kurram) varies from 43 to 86 km. FR Kurram tehsil is bigger than the other two tehsils. The Agency's total area is 3,380 sq.kms with a population comprising 398,000 persons as per projections made on 1.1.1991. It has 298 villages.

#### **ADMINISTRATION**

The Agency is divided into three tehsils namely upper Kurram, lower Kurram and Frontier Region (FR) Kurram. Political Agent (PA) is the administrative head of the Agency. He is assisted by three assistant political agents (APAs), each being in-charge of one tehsil. Parachinar is the main town and Agency headquarter. Sadda is another important town and headquarter of lower Kurram tehsil. Dogger is also an important town of FR Kurram but its headquarter is at Sadda. Land of two tehsils upper and lower Kurram is settled and land revenue record is available, while FR Kurram is still unsettled. For settled tehsils land revenue is collected on cultivated land like the settled districts of the province.

#### **PHYSICAL ENVIRONMENT**

The main area of the Agency lies in the mountainous valleys. The principal mountain range is the Safed Koh or Spin Ghar which forms the natural boundary with Afghanistan. Sikram Sar (15,602 feet high) the highest peak lies towards its North west corner. The height of the valley decreases as one moves from West to East. The highest peaks are snow-capped in winter and the total snow does not melt even in high summer and presents a scenic picture to the people of Parachinar. At one time the upper slopes of Safed Koh were covered with thick pine forests. In spite of deforestation some of them can still be seen.

A number of streams flow down from the southern slope towards Parachinar plain. Due to the steep slope and rapid deforestation, the streams bring a lot of debris and eroded materials during heavy rains and floods. The plain of Parachinar has been formed by such accumulated deposits. Important valleys and streams include, Peiwar, Shalozan, Shian, Malana, Zaran, Daradar, Kirman and Khurmana nullah. Some of these valleys extend into passes leading to Afghanistan through which one can reach Ningarhar province of Afghanistan. These passes lie at altitudes between 11,000 and 13,000 feet. Almost all the streams have a perennial flow which of course changes with season. Much of the water that flows down during March-April and July-August - heavy rains goes waste. Toward the South of Safed Koh is the Parachinar basin, oval shaped, sloping South-Eastward and surrounded by mountains. Above Parachinar town, the plain has a breadth of 15 miles. The Soil of

the plain consists of material ranging from gravel to sand and silt. Sweet underground water is available everywhere (with good recharge from the kurram river, other streams, snow and rainfall in the plain) with varying depth. Near Mali Khel, Shingak water is close to the surface but as one moves toward the North, its table goes down 700 feet. Other important plains in the Agency include the Satin Plain, Chulam Chakmani on the right bank of the kurram river both in lower kurram and khoidad khel in FR Kurram.

The climate of the Agency varies from semi-arid to sub-humid and temperate. During winter, precipitation is in the form of snow and rain is mainly caused by the western cyclones. Summer precipitation is due to monsoon. The average annual rainfall at Parachinar is around 30". Winter is cold while summer is pleasantly warm. As one moves towards South & South East the rainfall decreases. In lower kurram it is cold in winter but hot in summer. In the Eastern part of the Agency, the climate is semi-arid like that of khyber & Mohmand agencies, dry in summer; dry and cold in winter. Both Summer and winter rains are important for agriculture, which comprises double cropping. Hail storms which occur in autumn and spring are injurious to fruits and vegetable crops.

#### **MINERALS**

FATA DC has completed survey work of 92% area. Soapstone, copper and lead have known deposits in the Agency. Extraction of the minerals has not started because of the local political situation.

#### **ECONOMY**

Agriculture and remittances from within the country and abroad are the two main sources of income for the vast majority of the people. Other sources include local and cross border trade, transport and employment within the Agency and other areas of the country. Detailed picture of the Agency is reflected in the table at Annexure X. Besides these data, more data are available in the socio-economic profile of Kurram. Other sources of data available are contained in Annex XI.

#### **POTENTIAL FOR DEVELOPMENT OF KURRAM**

Our quick survey of field conditions and review of the earlier study reports about FATA reveal that the main development potential of Kurram Agency lies in the following fields:-

- i) Agriculture, including food grains, vegetables; fruits; sheep farming and, other livestock development;
- ii) Forestry inclusive of wild life and range management.

- iii) Irrigation water for agriculture.
- iv) Exploitation of known minerals like soapstone, lead and copper.
- v) Human resource development with increasing education and literacy rate; improvement of preventive and curative health measures and provision of potable water.
- vi) Development of communications and roads.

### **REGIONAL PLAN OBJECTIVES**

The objectives of the plan has to be the improvement of environment and socio-economic conditions, standard of living and quality of life of the people. In economic terms the rate of economic growth<sup>3</sup> may range at least 2% above the annual differential of inflation rate<sup>4</sup> plus growth rate of population<sup>5</sup>. These objective can be achieved through an integrated multi-sector multi-year uplift plan. Initially it is proposed that the plan may cover ten year period. To achieve these objectives the following sectors/areas are selected for preparation of Regional Development Plan for this Agency.

#### **I. LAND USE PLANNING**

- a) For Agricultural development, it is necessary to discover the feasibility of a changeover from traditional food grain crops (like wheat and maize) to vegetables and other cash crops; (potatoes, tomatoes, groundnut); fruits/horticulture, in areas where soil condition is good and irrigation water is available or can be made available as recommended later.

---

<sup>3</sup> This will not be easy to measure (especially in FATA) but it should be kept in mind as a guiding rule. Economic growth is the sum of all goods and services produced in an area over a period of one year minus all expenditure incurred in the production of these goods and services during the same year. Multi variate function is suitable for measuring economic growth of an area. However, main variables required are agriculture including livestock and horticulture, fisheries, forestry, minerals, industries, labour/services employment within and outside the area and remittances.

<sup>4</sup> For inflation the national figures may be considered as a standard for the Tribal Agency.

<sup>5</sup> Annual population growth rate can be calculated and projected from one census period to another. However this can also be available form the Population Census Organization of Pakistan for Tribal agencies.

- b) In this agency land is not a problem; climate is suitable and the feasibility of sheep farming should therefore be studied.
- c) Where land quality is poor, development of social/block forestry and preservation of wild life and bio-diversity need to be explored on a sustainable basis.
- d) Feasibility of poultry farming needs to be examined.
- e) Feasibility of fish farming both in cold and warm water.

## **II. IRRIGATION WATER PLANNING**

Agriculture depends on timely and adequate supplying of irrigation water. Kurram Agency appears to be fortunate having a good and dependable source of irrigation water. The major sources includes Kurram river and its tributaries, springs and underground water.

There appear to be a good chance of damming up rain and flood water flowing down from the hills for irrigation of crops at the proper time. Underground water in the Agency particularly in the big plain around Parachinar town is available for exploitation through tube wells. This plain is mostly lying barren and arid for want of irrigation. It has a great potential for agriculture, sheep farming and tree plantation. Some dam sites have been marked out by irrigation department of FATA-DC. However the remaining sites need to be identified. The planner may identify the remaining dam sites, may calculate the dam capacity in acre feet for holding water and likely acreage of land to be covered by each dam and may forecast the socio-economic benefits expected to accrue with the completion of each dam.

## **III. FLOOD PROTECTION**

Kurram river sometimes becomes stormy because of its flooding in the event of heavy rains in its catchment area and that of its tributaries. The regional planner and geomorphologist may prepare a feasibility report for the adoption of protective measures to meet the flood disaster contingency plans effectively.

## **IV. HUMAN SETTLEMENTS**

At present human settlements in Kurram Agency have been demarcated and shown on topographic sheets updated on the basis of 1952-53 aerial photography carried out by Survey of Pakistan. The demarcation or addition of new settlements on these maps through field survey is essential for future planning in terms of siting of schools, health facilities, potable water, roads and other communication utilities, electricity, business centres, etc. In this survey, essential information regarding approximate population, number of households, schools, health facilities,

electricity, post office, source of drinking water, approximate number of pacca and kacha houses, road link to main roads about each village may also be collected through a suitably devised format.

## V. HUMAN RESOURCE DEVELOPMENT

For human resource development, education and health are the two main sectors.

During the field visit to the Tribal Agencies an acute shortage of staff (especially female staff) was reported by the department of health and education. If outsiders are employed, they leave when they get any better opportunity. The Health Department faces problems in getting female paramedical staff; nurses, lady health visitors and the Education Department is not getting lady teachers. The two case studies show the lack of planning for human resource development in these departments.

### a) EDUCATION

The policy for education has to impart standard education to all children of school going age. However in Kurram (and other Agencies) there are (besides economic) socio-cultural inhibitions. The people do not send their children particularly daughters to school. The agency Education officer N.W stated that 20% male children and 5% female children of school going age were attending primary school. The socio-cultural aspects study has been separately proposed to be carried out by the FATA Education Directorate.

In Kurram 29 primary schools were single teacher trained or untrained. There was a general lack of equipment in North Waziristan too. There was an acute shortage of trained female teachers and only 10% of female teachers were trained.

No teacher training is being carried out in any of the Agencies. PTC (Primary teaching Certificate) and CT (certificate of teaching) classes are sometimes held at Peshawar, too far away from Agency Headquarters such as Parachinar, Miran Shah and Wana. The problem indeed is acute. The tribal people are very conscious about protecting the modesty of their women folk. It would be naive to expect that people belonging to areas cities like Peshawar, Kohat, Bannu, D.I Khan etc, would be prepared to send their ladies to serve in far flung Agencies. It is for the local people to solve their own problems. The Agency Education officers and their colleagues have to take a lead in motivating the people in this direction and have to prepare a long term plan for human resource development to fulfil this requirement, especially for female staff. They should provide facilities and arrange PTC/CT classes preferably within the Agency high schools or in the alternative for contiguous Agencies preceded by a vigorous

motivation campaign. It will take years before an elementary teachers training college can be established in the Agencies.

The planner should, however, identify threshold population for siting of new primary, middle and secondary schools for boys and girls as per existing policy of the government and should prepare yearly phasing of the plan, so as to achieve at least 50% literacy rate for boys and 25% for girls in a period of ten years.

#### **b) HEALTH**

In Kurram Agency, two positions of female doctors have been sanctioned and one is vacant for want of an incumbent. Staff has not been sanctioned for three new BHUs, whose buildings were completed two years ago. In N.W Agency, there is an acute need for paramedical staff particularly, female staff comprising lady health visitors, nurses and doctors. In the Agency Headquarter hospital, 41 positions of female nurses were reported to be vacant. Three B.H.Us, whose buildings have been completed since 1988-89 are not functioning because staff has not been sanctioned. Each of the twenty four dispensaries is headed by a compounder. The B.H.Us are not equipped with x-ray machines and small laboratories even for simple basic tests. Out of twenty four dispensaries, five have no buildings and the remaining require extensive repairs. The political agent was not in favour of BHUs. Instead he wanted an MCH center at each tehsil headquarter (nine tehsils). The Medical Superintendent Agency HQ Hospital stated that the hospital was in a rotten condition but he admitted that no plan had been prepared for upgrading the hospital and he needed the services of a planner to do this. The problem of lack of paramedical staff needs an immediate solution otherwise the efforts of the Government to provide curative services to the tribal people are likely to be wasted. It is naive to expect that such staff would come from outside the Agencies. The Health Department should itself carry out a campaign for shedding prejudices of and attracting local people. They should carry out training for human resource development especially for nursing and other staff locally.

At the same time the planner should determine the number and siting of new mother and child welfare centres on the basis of the criteria laid down by the health department NWFP government.

#### **VI. POTABLE DRINKING WATER**

At present the Agency is suffering from the problem of supply of drinking water. Only a small percentage of people have been provided safe drinking water. Mostly the people drink river/spring and dug well water. Some time the women folk have to carry drinking water from long distances across bad terrain. It is proposed that 100% supply of safe drinking water may be made over a period of ten years. The planner should identify existing sources of safe drinking water and prepare a list of human

settlements towns where facilities for safe drinking water may be sited with year wise break down so as to cover the entire population in ten years. He may also identify the sources like gravity flow, sinking of tube wells or provision of dug wells. He may carry out an exercise for preparing the people for meeting the operation and maintenance expenses for tube wells and may prepare a list of villages whose inhabitants are more willing to meet the running expenses so that they may be given priority in provision of potable drinking water. As the various Rural Support Programmes are doing such as AKRSP. (List of tube wells so far installed is available with Public Health Engineering Department).

## VII. ROADS

One main road runs from Thal to Parachinar and onward to Teri Mengal covering the main Kurram valley. The lower and upper Kurram are also well catered for with small roads. However FR Kurram is only served by one narrow width black top road which runs from Sadda to Dogger. The other roads in FR Kurram leading to Chinark and Marghan are shingle roads. The development of FR Kurram has been hampered because of non-availability of roads. Dogger can be connected to Khyber Agency with the construction of about 20 miles long road, thereby reducing the distance between Peshawar and Parachinar (which is located about 7500 feet above sea level) by 120 miles. With construction and opening of this road Parachinar can be turned into a good hill station, reachable from Peshawar in about four hours.

### SHINGLE ROADS SURVEY

On the basis of the survey of human settlements the planner may identify:-

- a) All shingle roads required to connect settlements/villages with the two main roads, Thal - Parachinar road and Sadda-Doggar road.
- b) To prepare a phased prioritized programme with cost estimates for construction and black topping all these roads in a period of ten years.
- c) To obtain willingness of tribesmen in FR to open up their area for the access roads.

## VIII. DEVELOPMENT OF PRIVATE BUSINESSES

In Kurram Agency there are two types of business, cross border and intra-country trade are being carried out on a reasonable scale because of the linkage of the Agency with the rest of the country through the main road to Thal and the shingle roads leading to Afghanistan. However, no worth while industry exists in the Agency. Of course small scale industry like manufacturing of trolleys for

tractors workshops for the repair of tractors and other vehicles/small machinery and manufacturing of different products from mizri plant exists. The business will develop further after the construction of the roads linking the different villages with the main roads. Some fruit processing and vegetable plants are likely to come up when horticulture and vegetable farming get a boost with the implementation of the Regional Plan. Communication network in the form of T.V and telephone exists in upper and lower Kurram but FR Kurram is lagging behind because of inaccessibility and the unwillingness of the people to open themselves to the T.V media. Financial institutional arrangements in the form of nationalized banks exist in the main towns of the Agency. All of these factors provide a good support to the development of private business. For the time being we consider that no separate TOR for the development of private businesses in Kurram Agency other than tourism are required. However we think that even the tourist facilities would develop as a matter of course when Dogger is connected with Khyber Agency and security apprehensions of the people are allayed by the political administration authorities.

#### IX. COLLECTION OF SOCIO-ECONOMIC BASE LINE DATA

Vital statistics about FATA including Kurram particularly in terms of major socio-economic data at micro-level are not available in the following area:

- i) Monthly household income and expenditure.
- ii) Housing conditions, (Katcha & Pacca) number of rooms.
- iii) Household size & demographic structure.
- iv) Migration patterns.
- v) Employment occupation (of the head of the family & other adult members).
- vi) Farm size, kind of power used for farming, adoption of new agricultural technology viz, seed, fertilizer & insecticides.
- vii) Cropping pattern/intensity.
- viii) Kind of energy used for household purposes.
- ix) Number of children of school going age (male and female)
- x) Number of children actually going to schools. (If not going to school reasons for ----,,

xi) Extent of utilization of Government health facilities in terms of persons who got treatment during the year in each household, If not reasons why not ?

xii) Priority for utilizing the savings.

xiii) Pressing needs of the village community as a whole in terms of priority.

xiv) Willingness of readiness of the head of household to participate in community development projects in terms of money, labour, land, attitudinal support, etc.

xv) Environmental perception about his dwelling in comparison to others, positioning of his village compared to other villages, his tehsil compared to other tehsils, his agency as compared with FATA.

xvi) allocation of farming responsibilities between men and women.

These are required to set the base line for future development and evaluation after a lag of sometime. It is proposed that the regional planner may carry out a survey for preparation of this base line through stratified random sampling of 5% villages, with 5% households in each village. The 5% villages should be spread out equally through the three tehsils of the Agency.

#### X. SUMMING UP THE TERMS OF REFERENCE

To sum up the terms of reference for the preparation of the development plan are proposed as:

- i. To prepare a feasibility report for the change over from traditional agriculture (growing of food grains like, wheat, maize etc;) to vegetables (potatoes, tomatoes, ground nuts etc) and fruits (horticulture) where irrigation water is available.
- ii. To study and prepare a feasibility report for: (a) sheep farming (b) poultry and (c) fish farming.
- iii. To prepare a feasibility report for development of social/block forestry, preservation of wild life and bio-diversity where land quality is poor.
- iv. To identify remaining dam sites (other than the ones identified by FATA-DC) to calculate capacity of each dam and to spell out socio-economic benefits expected to accrue with the completion of each dam.

- v. To prepare a feasibility report for the adoption of protective measures to meet with the flood disaster of Kurram river and its tributaries.
- vi. To identify threshold population for siting of new primary, middle and secondary schools for boys and girls as per existing policy of the government and to prepare yearly phasing of the plan so as to achieve at least 50% literacy rate for boys and 25% for girls in a period of ten years.
- vii. To determine the number and siting of new mother and child welfare centres on the basis of the criteria laid down by the health department NWFP government.
- viii. Preparation of a plan for human resource development at the grass-roots level so that a cadre of local (both male and female) teachers, dispensers, doctors and other technician (to be identified by the consultants) are developed. By doing so the health centres, schools education and other sectors will be able to deliver the maximum benefits essential for the socio-economic and cultural development.
- ix. To identify existing sources of safe drinking water and to prepare a list of human settlements (villages and towns) where facilities for safe drinking water may be sited with year wise breakdown and prioritization so as to cover the entire population in ten years. And to carry out an exercise for preparing the people to meet O&M expenses with priority to be given to those people who show such willingness.
- x. To identify all shingle roads required for connecting the human settlements (villages) with the two main roads; Thal Parachinar road and Sadda-Doggar road/or others.
  - a) To prepare a prioritized yearly programme with cost estimate for construction and black topping of all these roads in a period of ten years.
  - b) To obtain willingness of tribesmen in FR Kurram for opening up their area for access roads.
- xi. To collect socio-economic base line data as mentioned in this chapter item IX above.
- xii. To prepare an EIA of the proposed development plan to identify any significant adverse impacts/environmental concerns of the proposed plan on the area, inhabitants or on the existing environment.
- xiii. To prepare a blanket PC-1 based on the regional development plan for approval from the appropriate forum within GONWFP and GOP.

xiv. To propose organizational structure and to work out cost estimate/budget for the proposed regional plan implementation along with prioritization of activities with year-wise/annual phasing breakdown into programmes and costs.

## CHAPTER V

### HOME FOR AND UPDATING OF SOCIO-ECONOMIC PROFILES PRELIMINARY OBSERVATIONS

Finding a suitable home and updating the socio-economic profiles is one of our terms of reference. A socio-economic profile has been prepared for each of the seven agencies but no profiles have been prepared for the four Frontier Regions (D.I.Khan, Bannu, Kohat, and Peshawar) which also constitute a part of FATA. A typical socio-economic profile covers the following areas; geography, administration and economy, population (Afghan) refugees, land use, agriculture, irrigation, flood protection, potable water, animal husbandry, forestry, communications, education, health, electrification and (public sector) Investments in infrastructure.

The profile in general provides composite picture of the whole agency but for certain subjects like education, it goes down to the tehsil/sub-division level. However it does not cover individual villages (rural settlements) level. Except for two tehsils upper and lower Kurram and a part of North Waziristan, no land measurement or settlements has been carried out in any of the agencies. The profiles are thus handicapped for use in planning at village or local level.

#### HOME FOR THE PROFILES

Since the profile relates to the socio-economic aspects of the agency, its natural home is the agency headquarters. However as we shall see later in detail the necessary expertise is not (for the present) available in the agency. Institutionalization of the profile in the agency would not therefore be desirable at this stage.

The Director Bureau of Statistics NWFP informed the Study Team that a decision had been taken in a meeting presided over by the chief secretary NWFP government that the profiles would be housed in the Bureau. He however, added that no administrative order had been issued nor any decision taken about the additional staff and equipment required for updating the profiles. We shall take up the point of equipment and additional staff a little later. At this stage, we would not like to advise any change in the decision already taken but would like to emphasize that when adequate planning structure is provided at the agency level, as we are recommending separately, the home of the profiles may be ultimately shifted from the Bureau to the Agency headquarter. It would be much better, more convenient and cheaper for the Political agent and his Planning Officer to call for data from the other line agencies for updating and supplementing the profile.

## **PERIODICITY OF RENEWAL**

The next question to be considered is the periodicity for updating the profile. We consider that this period should be neither too long nor too short. In the settled districts of the adjoining province Punjab, data is updated after every five years. We consider that the same period would be suitable for these profiles. The data gathering and updating exercise must normally be completed in six months extendible up to one year at the most.

## **DIRECT OR INDIRECT COLLECTION OF DATA FOR RENEWAL-ADDITIONAL STAFF**

The present profiles are based on data collected from different official (line) agencies. Normally the data supplied by them should be reliable but exaggerations and inaccuracies cannot be ruled out. It is the reliability, validity and accuracy of the data, which determine their value. However, where exaggerations or inaccuracies are detected, direct checking and verification of a small sample may be carried out by the Political Agents or Bureau's own staff and no new staff be employed for the purpose. Some suitable honorarium may be paid to the supervisory verification staff to serve as an incentive. For collection of data from sources other than official, Degree and Inter College students may be hired for a short period and decentralized training at Agency headquarter may be provided to them.

## **ESTIMATION OF VARIABLE DATA**

Land is not measured in the tribal agencies and it is necessary to estimate variable data like cropped area, culturable waste or area under crops, vegetables, orchards, forestry, etc. their reliability is doubtful. Till land settlement is carried out, remote sensing may be resorted to for improving the quality of data. The services of SUPARCO may be availed. The rough cost of expenditure for once in five years would be around Rs. 0.4 million. A detailed estimate can be obtained from SUPARCO.

## **REQUIREMENT OF ADDITIONAL DATA**

The fields covered by the existing profiles have been indicated earlier. We recommend that additional data in the following fields may also be collected by federal or provincial BOS and incorporated into the profiles, to enhance their utility for planning purposes:-

## VILLAGE DEMARCATION

- i. Because of non-settlement of land, there is no demarcation of village boundaries. There are scattered hamlets here and there except for two tehsils subdivisions (upper and lower Kurram) of Kurram Agency. The provision of village data would be of great importance for providing planned facilities like education, health, livestock etc, at village level, it is suggested that the demarcation of village boundaries may be carried out (disseminated among the people ) after obtaining aerial maps from the Survey of Pakistan and names and hadbast numbers may be allotted to them on a permanent basis. Village level data may be kept by the village official, Patwari or any other as the case may be.
- ii. Soil classification, land capability, desertification etc; obtainable from the soil survey of Pakistan.
- iii. Availability or existence of hydrological resources available from WAPDA.
- iv. Meteorological conditions like wind direction, hail storms, snowing, chilling- Hours periods, sunshine records, floods, cloudy/rainy days in a year or a season may be quantified in consultation with the Meteorological and agriculture Departments.
- v. Business activities like number and nature of shops, imported and exported products, telephone and telegraph facilities, transport traffic data (for passengers and goods) within the country and across the border, mass media, tourist facilities resorts, water irrigation resources, human resources, cottage and other industries and the like.
- vi. Environmental degradation, soil and deforestation.
- vii. Availability and utilization of energy - at Agency and lower levels.
- viii. Land cover map.
- ix. Cattle fairs and exhibitions.
- x. Newspapers and periodicals if any.
- xi. Radio and Television.
- xii. Insurance (if exists).
- xiii. National Saving Centers.

- xiv. Position of administration of civil and criminal justice.
- xv. Position of Police functions, performed by whom and how?
- xvi. Jail or Prisons.
- xvii. Operations of NGOs in the Agency if any.
- xviii. Development of urban and sub-urban centers, their administration and the role played by the towns in the socio-economic life of the people.
- xix. Population growth, migration and population planning.
- xx. Customs and traditions of the people.

#### **USES OF SOCIO-ECONOMIC PROFILES FOR PLANNING PURPOSES**

The socio-economic profile of each agency provides basic data. The existing profiles are deficient in certain respects and we have pointed out the directions factors for making up their deficiency. Their uses in planning are multiple and are reflected in detail at Annex XII.

## CHAPTER VI

### GENERAL OBSERVATIONS AND WORK PLAN TECHNICAL ASSISTANCE

In this part of the report, we are dealing with those aspects of the study which have not been covered earlier and which require action both at the NWFP government level and the TADP/USAID.

#### I. PARTITIONING OF LAND

Huge pieces of land scattered throughout the various Agencies are lying unused, mainly because they have not been partitioned on account of tribal or clan disputes. One such outstanding example is the large plain covering an area of about 500 sq. kms. on three sides of Parachinar town. The studies carried out by FATA-DC show that the plain has huge underground water reservoir which is being constantly recharged. This plain has a great potential for agricultural development and range management as suggested in chapter IV of this report. Political and administrative action is required to tackle this problem. It is no doubt going to be a long drawn out process but initiatives must be taken in earnest for sorting out such problems in all the agencies particularly Kurram, the proposed Development Plan area. The government may also initiate measures to carry out land settlement in the remaining agencies.

#### II. EDUCATION

Already the rate of literacy in FATA pales into insignificance when compared with the overall country average, which itself is low. The Agency Education Officers stated (and confirmation was made by the FATA Director Education) that the schools did not have even the basic teaching aids like black board, chalk, tots (sitting mats) attendance register, chairs and tables for the teachers. The Director Education stated that these were provided only at the time of construction and not renewed afterwards. In his view the estimated cost for providing these supplies is about Rs. 20.0 million for all primary, middle and high schools. This situation amounts to driving away students and perhaps even teachers, from the schools. The Government, instead of opening more schools, must consolidate the condition of the existing schools for maintaining the standard of education.

#### III. COORDINATED PLAN DEVELOPMENT

In the Tribal Agencies, no real planning is being carried out in terms of setting of goals, objectives and targets in terms of time perspective, breaking down of objectives into annual targets, selection of sectoral projects in an integrated fashion with set criteria, ... evaluation and impact assessment. What is actually done is just selection of sectoral projects in a disjointed and fragmented manner.

We have earlier recommended that a position for a Development Planning Officer (as shown in Annex VII) may be created to carry out rational planning activity. If this suggestion is not accepted, then the planning function at Agency level may be entrusted to the Assistant Director LG and RD, under the guidance of the Political Agent. The Assistant Director LG and RD in the province of the Punjab, used to perform this function under the deputy commissioner before development work was entrusted to district councils. We must emphasize that without real planning, pumping of money into FATA would just go on without substantive development.

#### **IV. INSTITUTIONAL HOME FOR IMPLEMENTATION OF REGIONAL PLAN**

The regional plan for Kurram has been proposed to be prepared by TADP/SDU as per scope of work. However it has not been indicated as to where the plan would be housed for implementation. We discussed this position with the Director TADP and Chief Acting Director General SDU and suggest that the institutional home for coordination, evaluation and monitoring should be the present TADP. As it is already strengthened by USAID by providing commodities, training and a permanent office building (under construction). SDU of PE&D Department may be another alternative. At present all the Area Development Programmes are looked after by SDU. FATA- section of PE&D could be the second alternative, because of its present responsibility for looking after the planning matters of FATA, in case TADP or SDU feels any hinderance or handicaps.

#### **V. DATA AVAILABILITY**

All the line departments keep their own data, of course manually. The Education Department got a comprehensive survey carried out through a consulting firm National Educational Management Information System (NEMIS) and they have data in a refined form. As revealed by the Director General Health, there is no systematic reporting of health statistics in FATA. The Agriculture Department keep estimated data because land has not been measured and no records have been prepared. Therefore, we have suggested agricultural, land use and land cover data is collected by remote sensing (Scope of work for remote sensing is given in Annex XIIa). Data of C & W and Public Health Engineering Departments are accurate and reliable. The FATA-DC keep their own data. The data position of other departments is vague. The bureau of statistics compiles FATA Development statistics and circulates the publication. Some data, not covering all aspects have been reflected in the Agency socio-economic profiles prepared by USAID.

Sharing of data should not be a problem because the officers often meet in monthly and quarterly meetings at the Agency and Divisional levels. However, ready availability of data at one place is a problem. On our enquiry, the Director Bureau of Statistics informed us that he was keeping all the departments

informed as to what data was available with them but he was not enquiring from them as to what are and would be their data needs for planning purposes in the future. He accepted our suggestion that in future he would make such enquiries and would try to satisfy their needs through data collection, computation, supply and publication. We repeat that suggestion as a recommendation for future action by the BOS.

## **VI. WORK PLAN WITH ACTIVITIES AND SCHEDULE TO IMPROVE FATA PLANNING PROCESS**

### **A. TRAINING**

Nine workshops in three fields for 186 officers including planning officers of Line agencies, PAs/APAs, Agency and Sub-Agency officers etc, extending over 77 work days have been proposed. Complete details of the participants and number of participants and number of workshops have been reflected in Chapter III of the report. A resume appears at annex VIIa. Excepting the workshop meant for heads planning officers of line agencies and that for the professional staff of the Bureau of Statistics (mentioned at S.No ii and iii of the resume to be held at Peshawar in PARD or any other suitable place) have been proposed to be held at the respective Agency headquarters.

It is proposed that the workshops may be scheduled with effect from 1st week of January, 1994 and may be finished by the end of June, 1994. Detailed particulars of the prospective participants may be collected by the Director PMU (TADP) from the line departments operating in the FATA (list at Annex XVI) and supplied to USAID consultant by 1st December, 1993. It is presumed that local trainers would be available for conducting these workshops. The workshops shall be lined up/scheduled by the training consultants keeping in view their own responsibilities, those of trainers and availability of participants/logistics. The present consultants shall be available to help them with input required of them.

No separate workshop is suggested for the proposed computer training for the staff of the Bureau of Statistics. They may be provided training in computer operations, word processing, Lotus, Statistical analysis techniques at the Computer Science Department, University of Peshawar or any other private institution. Off time may be provided by the Bureau while tuition fee and some suitable honorarium, (which would be a small amount) may be paid by the TADP-USAID. This matter may be further sorted out by the TADP staff and the Director Bureau of Statistics within one month of the approval of the report and training may be finalized by the end of January, 1994.

## **B. SUPPLY OF EQUIPMENT.**

Excepting the Bureau of Statistics, other line Agencies are well-equipped with computer equipment to be used for planning purposes. We have recommended supply of three desk top (486) computers , along with printers and necessary software for the Bureau. Cost of three computers would be around Rs. 0.3 million. The equipment may be supplied by TADP before January, 1994.

## **C. PREPARATION OF REGIONAL PLAN FOR KURRAM.**

We have set out the terms of reference for the preparation of a Regional Plan for Kurram. Details of professional and other staff required; and tentative staggering of staff engagement period for plan-preparation are given at Annex XIII. The plan preparation is expected to take 4 to 5 months. If the work is to be tendered out, all formalities for completion of tendering must be finalized before 31st, October 1993 and the work must start by 15th November, 1993. If the staff is to be engaged by TADP/USAID, all recruitment contracts must be completed by 31st October 1993 and the engagement of staff may be staggered as determined by the Regional Planner. In both the cases, the Plan preparation must be finished between 15th March to 15th April, 1994 so that the annual phasing and budgeting can be incorporated in the forthcoming FATA ADP.

An orientation workshop for all staff may be held for one day under the guidance of the Regional Planner before the start of work.

## **VII. REQUIREMENTS OF TECHNICAL ASSISTANCE FOR IMPLEMENTATION OF WORK PLAN**

The work plan involves four components for input of Technical Assistance.

- i. Cost of remote sensing of FATA;
- ii. Training workshops for officers;
- iii. Equipment for Bureau of Statistics;
- iv. Preparation of Regional Plan for Kurram Agency.

Estimated expenditure for the four items is likely to be as :-

- |                                                                                                                                                            |                 |
|------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------|
| i. Estimate of remote sensing cost once in five years (detail estimate is given in annex XIIa).                                                            | Rs. 0.4 million |
| ii. 9 workshop for 77 days at the rate Rs.15000 per day (on the assumption that T.A/D.A cost of participants would be met by their organizations and local | Rs. 1.2 million |

trainers would be available.	
iii. Supply of 3 computers (486 desk top with accessories).	Rs. 0.3 million
iv. Preparation of Regional Plan for Kurram.	Rs. 4.0 million
<b>TOTAL</b>	<b>Rs. 5.9 million ( 6.0 million)</b>

### VIII. FINANCIAL IMPLICATIONS FOR GOP

If seven positions of planning officer (BPS17) and seven positions of statistical assistant (BPs 11), (a team of two for each Tribal Agency) is approved by the Government, the annual expenditure (recurring) on their pay and allowances would be Rs 0.7 million. It is assumed that office accommodation and all other requirements would be provided by the Political Agents from within their budgets.

### IX CONSTRAINTS

The proposal we have made for the preparation of a Regional Plan, its implementation and the training workshops may not be taken as a simple and easy recipe. Many problems may be faced at different stages and therefore some precautionary measures would be needed to get the things through. The constraints likely to be faced and measures to be taken to meet the situation or to mitigate their effect are listed below.

#### 1) CLIMATIC PROBLEMS AND TRIBAL DISPUTE

The work of survey teams might be disrupted by prolonged rains and snowfall, floods and tribal disputes. The survey period may have to be extended in this situation. In case of tribal dispute the situation should immediately be brought to the notice of the Political Agent Kurram for resolution.

#### 2) PROTECTION AND SECURITY OF STAFF

The political staff of the Agency should take the local people and Maliks into their confidence and obtain assurance from them about the security of the staff engaged in the field survey etc. They should also provide secure lodging arrangements to the staff in the local rest houses.

#### 3) COOPERATION OF LINE DEPARTMENTS

The plan preparation would touch the subjects which fall into the spheres of responsibility of other line departments. Their staff might feel that the plan staff are encroaching upon their responsibilities. Therefore, cooperation of the higher officers and staff of these departments should be sought by TADP/PMU so that

they don't feel threatened about encroachment on their responsibilities. A list of line departments is given in Annex XIV.

#### **4) POOR RATE OF PARTICIPATION IN WORKSHOP**

One of the concerns shown by the training organization (Strengthening of PE&D Project by EUROCONSULTANTS) about the workshops is the poor rate of participation. Workshops will be held at Peshawar and some suitable strategies to attract the participants need to be adopted. However, at the Tribal Agency level this may not be a problem as most of the Agency officer live at the Agency HQ.

#### **X. ENGAGEMENT OF STAFF OR CONSULTANT FOR PLAN PREPARATION**

Proper qualifications in terms of education and experience may be laid down by TADP/PMU for the staff and Regional Planner. They have to decide whether the Regional Planner and staff are to be engaged for direct plan preparation or the work is to be contracted out to a consultant.

#### **XI) COORDINATION AND MONITORING OF PLAN PREPARATION WORK**

A clear understanding should be given to the Regional Planner (Proposed to be engaged) that coordination, monitoring of progress, assessment of quality of work of the other professional and non-professional staff would be his basic responsibility and he would also carry the ultimate responsibility for the quality of the plan, its timely preparation and spelling/phasing out of financial requirements for implementation.

#### **XII PLAN APPROVAL**

The development plan of Kurram Agency would be for a period of 5 to 10 years. This plan will be presented in the form of a blanket PC-1 (like Gadoon Amazai Area Development Project) for approval from the appropriate forum within GONWFP and GOP. After the approval of blanket PC-1 particular schemes/activities would be approved by project review Board (PRB) for implementation.

#### **XIII FLEXIBILITY IN PLAN**

It is important that the regional development plan should go under a periodic review and made flexible enough to incorporate the changes which may have occurred in the process of plan implementation. Sometime these changes may result in deviations from the original objectives and targets of the plan.

Political Agents as an administrative head of the Tribal Agency will play a very important role in plan formulation,

implementation, review and monitoring. He may act as a field director of the regional development plan of the tribal agency along with the other field officers of line departments as technical members. Based on the data information and with the consent of other technical members officers of line agencies PA may give suggestion for alteration in the plan i.e. (adding or deleting a scheme in the plan) and recommend these changes in the next ADP for onward transmission to the quarters concerns for necessary approval.

#### **VIX) FINANCES FOR PLAN IMPLEMENTATION**

The government of NWFP Government of Pakistan (SAFRON) may be involved in the preparation of the regional plan and they may take necessary measures to arrange the adequate finances likely to be required for plan implementation either from their own sources or through foreign funding so that the whole exercise may not end up a failure.

#### **VX) OTHER REGULATORY MEASURES**

A strong political commitment would be required from GONWFP and GOP for the implementation of the Plan including finances, regulatory measures, provision of adequate organizational structures, and fixing up of responsibilities. The Project Director appointed to head the organization and the other senior staff deputed to help should maintain a high sense of responsibility and commitment. They should not be frequently shifted from their positions as usually happens with civil servants. They should be provided with all the legal and logistic support necessary. The Kurram plan is going to be a pilot project and its success or failure would carry deep implications for future projects. The objective is that the project should succeed.

## ANNEXES

## ANNEX I

### TADP

# SCOPE OF WORK FOR REGIONAL PLANNER FOR IMPROVED PLANNING

## I. BACKGROUND

The existing process of plan formulation in the Tribal Areas is largely fragmented and carried on ad hoc basis. There is a lack of coordination among the line departments involved in formulating the development plans of FATA.

To organize and rationalize the existing process requires a systematic analysis of the present process, the development of recommendations and a "WORKPLAN" of activities for TADP to organize and rationalize the existing process, by finding shortcomings and recommending remedies to solve them.

## II. OBJECTIVES

To develop a 'WORKPLAN' of the activities required to improve the process for formulating development plans for the Federally Administered Tribal Areas (FATA).

## III. STATEMENT OF WORK

The work to be performed is:

A. Review the existing documents and studies pertaining to planning for the Tribal Areas. These include:

1. TADP Re-orientation Teams Recommendations (1991).
2. GIS Study.
3. Socio-Economic Profiles.
4. Related Memos

All available documents/studies will be provided by TADP.

B. Examine the existing process of plans formulation. Among the factors to be considered and addressed are:

1. Communication channels followed for Plan formulation i.e where and how development needs and ideas are generated and finally incorporated into developmental plans.

2. Problems faced by the line departments while formulating development plans for Tribal areas.

3. Quality and quantity of data available with line departments including the possible use of the Socio-Economic profiles and related materials.

C. Prepare written recommendations regarding:

1. Staffing requirements, including training needs of the line departments.

2. Equipment required by line departments involved, particularly the staff of Bureau of Statistics (BOS)

D. Develop a WORKPLAN with activities and schedule to improve the FATA planning process.

E. Develop written Terms of Reference or Scope of Work for the technical assistance required to implement the workplan.

F. Develop written Terms of Reference for preparation of development plan for Kurram Agency.

#### IV. CONDITIONS

The assignment requires that consideration be given to the conditions under which the workplan will be implemented. These include:

1. TADP Completion Date (September, 1994).

2. The workplan will be implemented by consultants hired by TADP/SDU:

3. A model Development Plan for Kurram Agency, is to be developed before the PACD, utilizing the process recommended in this assignment.

4. An institutional home, with provision for appropriate periodic upgrading of the Socio-Economic Profiles, must be developed or strengthened.

#### V. OUTPUT

A. Comprehensive written report on the existing Tribal Areas Plan formulation process;

B. A detailed, comprehensive WORKPLAN for TADP, to improve the planning process and strengthening the planning capability of line departments.

- C. Written Terms of Reference for:
  - 1. Technical assistance required to implement the workplan.
  - 2. Preparation of a Development Plan for Kurram Agency
  
- D. Written Recommendation regarding:
  - 1. Staffing requirements of line departments.
  - 2. Equipment required by line departments

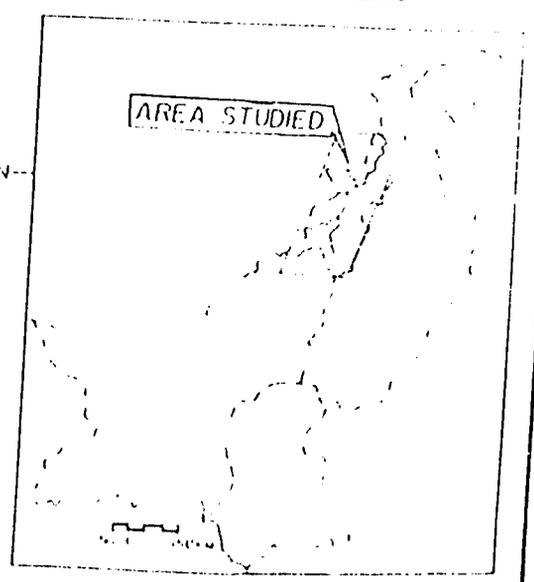
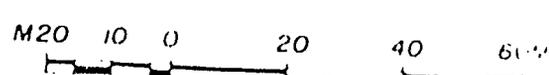
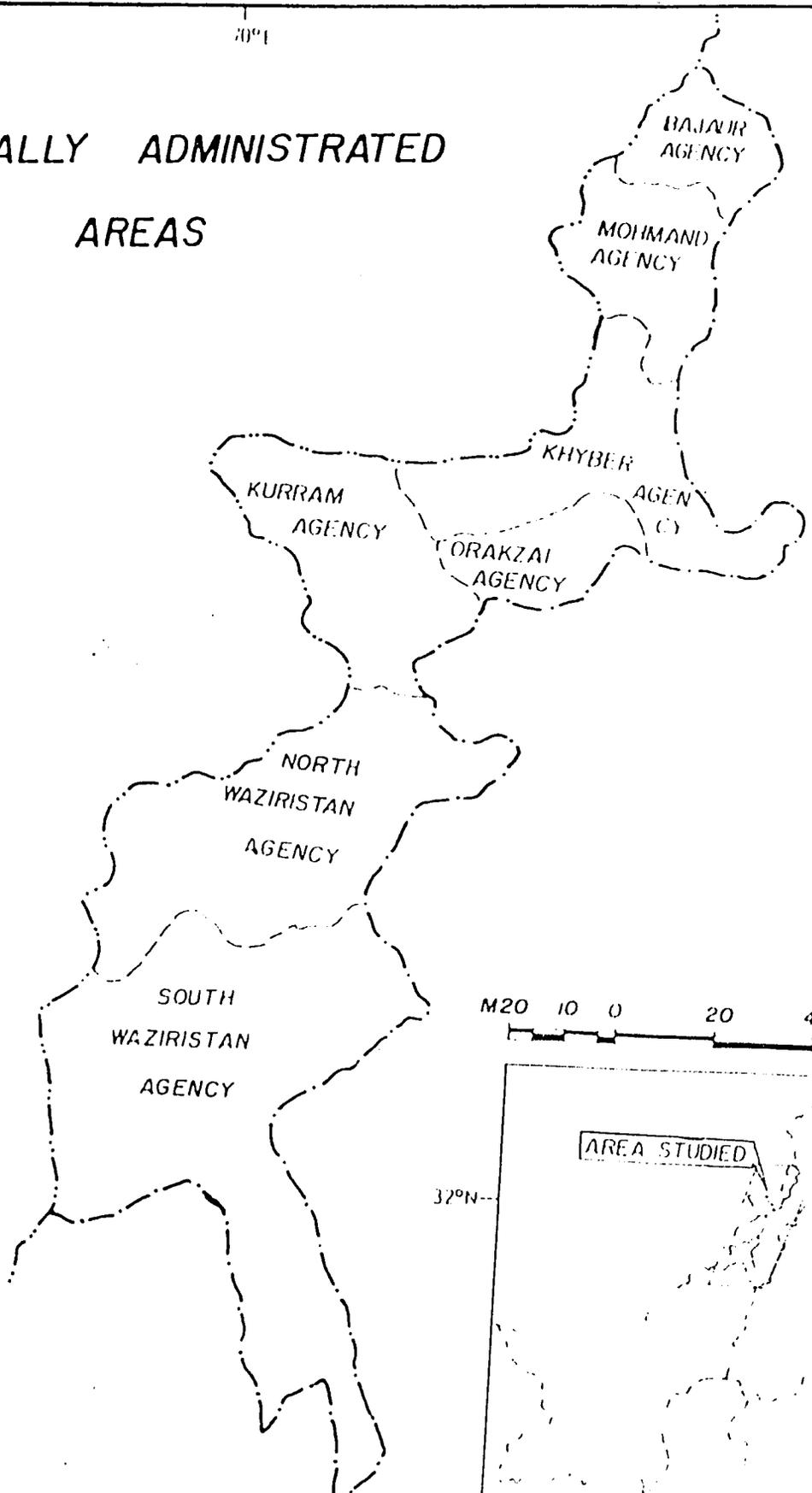
## ANNEX II

FATA AGENCY GEOGRAPHIC AREA & POPULATION  
(Area in sq.km and population in thousand)

AGENCY	GEOG:AREA	%	1981 POPULATION	%	1991* POPULATION	%
Bajour	1290	4.7	289	13.1	391	13.2
Mohmand	2296	8.4	164	7.5	221	7.4
Khyber	2576	9.5	284	12.9	384	12.9
Orakzai	1538	5.7	359	16.3	484	16.3
Kurram	3380	2.4	294	13.4	398	13.4
N.Wazirstan	4707	17.3	239	10.9	323	10.9
S.Wazirstan	6620	24.3	309	14.1	418	14.1
FR Bannu	877	3.2	79	3.6	107	3.6
FR D.I.Khan	3229	11.9	86	3.9	116	3.9
FR Kohat	446	1.6	57	2.6	77	2.6
FR Peshawar	261	1.0	37	1.7	50	1.7
FATA	27220	100	2199	100	2969	100

Source: GONWFP, PE&D BOS, 1991. (\*estimated population)

# FEDERALLY ADMINISTRATED TRIBAL AREAS



## ANNEX IV

### LIST OF PERSONS CONTACTED/INTERVIEWED

#### PE&D Department Peshawar

Masood Khan Bangash, Director TADP/ P.M.U  
Khalid Masood, Chief FATA Section  
Ashiq Hussain, Planning Officer, FATA  
Javed Iqbal, Chief SDU  
Amir Jan Khan, Director Bureau of Statistics  
Mansoor-ul-Islam, Deputy Director BOS

#### SAFRON and other GOP Officials Islamabad

Mr. Ata-ur-Rehman, Dy. Secretary, FATA SAFRON, Islamabad  
Sajjad Hussain Hundal Dy. Chief Pakistan NTRC, Islamabad

#### Survey of Pakistan Rawalpindi

Mahmood Ahmad, Director Photogrammetry  
Mohammad Younus, Dy. Director Photogrammetry  
Nasim Ahmed Raie, Photogrammetry Engineer

#### Punjab Board of Revenue Lahore

Mr. Ch. Nasrullah Khan, Asst. Secretary General  
Mr. Mohammad Nusrat Iqbal, Director Gazetteer

#### Regional Meteorology Office, Lahore

Mr. Aziz ur Rehman, Meteorologist

#### Soil Survey of Pakistan Lahore

Ghulam Saeed Khan, Director General  
Mukhtiar Ahmad Tahir, Dy. Director

#### USAID/TADP

Hank Schumacher, Chief TSUP, RDD.  
Tariq Durani, Chief, RDD.

Iftikhar Hussain, Project Officer TADP  
Ijaz Ali, TADP  
Zia-ud-din, Ex-Consultant Information Systems Manager USAID  
Omar Mohammad, Agricultural Specialist, USAID  
Rashida Khanum, WID Specialist USAID  
Dougla Grube, Chief, Coverdale Org Inc.  
Haseeb-ur-Rehman, Program Associate Coverdale  
M.Iqbal, Contract Officer Coverdale  
Naseer Ahmad, Project Coordinator, Coverdale

Aqil Niazi, Consultant Coverdale  
Dr. Idrees, Consultant Coverdale

#### **UNIVERSITY PROFESSORS**

Prof. Sullaiman Jalloh, Institute of Planning, University of Nottingham, UK.  
Prof. Israr-ud-din, Chairman Geography, Urban and Regional Planning Department.  
Prof. Mohammad Yaqoob Alizai -do-  
Dr. Lutfullah, Center of Excellence in Physical Chemistry  
Mohammad. Ahmad Khan, Director IDS, NWFP Agr. University  
Dr. Mohammad Akram, Agricultural economics Department.

#### **SUPARCO Peshawar**

Ghulam Mustafa, Regional Director

#### **FATA Agriculture**

Gulsad Burg, Director Peshawar

#### **FATA Health**

Dr. Nadir Khan, Director General  
Dr. Saifur Rehman, Project Director, Basic Health Services  
Hussain Ali Awan, Statistical Assistant FATA Health Department

#### **FATA-DC Peshawar**

Mohammad Javed, Secretary FATA DC  
Mian Said Badshah, Ad. Director Mineral  
Saahdat, Geologist FATA-DC Peshawar  
Latif, do  
Shabir Ahmad Shahbab, Hydro- Geologist FATA-DC  
Bukhtiar, Director Underground water FATA-DC

#### **FATA Education**

Prof. Dr. Sher Aslam Khan, Director

#### **SRSC**

Javed Majeed, Chief Executive

#### **FATA Forest**

S.M. Kaunain, Conservator of Forests  
Dr. Omar Hayat Khan, Director Fisheries

#### **C&W Department**

Mr. Hamid Hussain, System Analyst, Computer Center  
Sardar Mohammad, Programmer Computer Center

**WAPDA Peshawar**

Eng. Mohammad Zaman Khan, Investigation and Planning Unit,

**Population Census**

Raja Najaf Ali, Deputy Census Commissioner Peshawar

**Provincial Environmental Protection Agency (EPA)**

Asghar Ali Shah, Director  
Jhangir Ali Shah, Research Officer

**UNICEF**

Haider Zaman, Program Officer

**IUCN**

Hameed Ahsan, Programme officer

**GHK/MRM INTERNATIONAL**

Dr. Margaret Foster, consultant

**Kurram agency Contacts**

Shehzad Arbab, Political Agent Kurram  
Abdul Qader, APA Parachinar  
Gul Baz Khan, SDO FATA DC, Kurram Agency Parachinar  
Haji Mohammad, Agriculture Officer; Extension, KA Parachinar  
Fazli-Rahim, Hydro-Geologist Fata DC  
S. Sajjad Hussain Shah, EADA Parachinar  
Dr. Mir Alam Khan, Agency Surgeon, Parachinar  
Mohammad Nawaz, SDO C&W, Parachinar  
Abdul Bashir, Range Forest Officer Kurram Agency  
Dr. Yaqoot Khan, Asst. Director  
Mohammad Roshan, Agency Education Office, Parachinar  
Gaffar Hussain, Agency Education Planning Officer  
Abdullah Khan, APA, FR Kurram Sadda  
Zaid Hussain, Sub-Engineer FATA DC Parachinar  
Mr. Mohmood Nazir, Local Market Parachinar  
Asghar Ali do  
Badesha Gul do  
Sharif, Poultry Farm  
Mohammad. Shabir, School teacher/Farmer Parachinar  
Nisar Hussain, A Farmer of village Malana, Parachinar  
Haji Khawaja Mohammad Khan & Malik Dilwar Khan ,FR Kurram,  
Doggar

## **Khyber Agency**

Abdul Karim Qasuria, Political Agent

## **South Waziristan Agency**

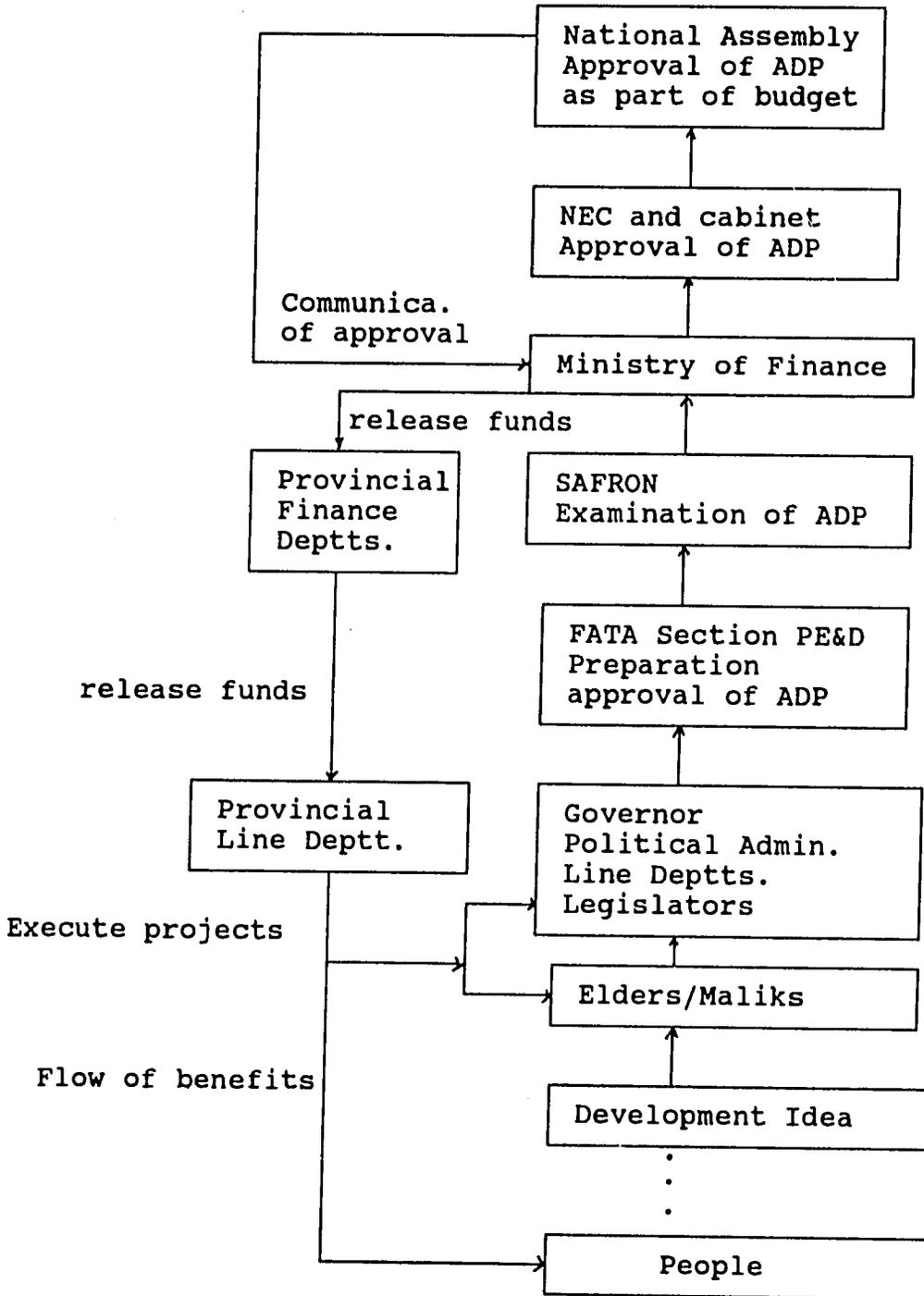
Mohammad Amin Khattak, Political Agent  
Mohammad Zahid Shah, Xen C&W, North Waziristan Miranshah  
Gul Dar Ali, Xen FATA DC, N.W Agency Miranshah  
Dr. Gulanar Snah, Agency Surgeon Miranshah  
Allah Dad Khan, SDO PHED  
Malik Hassan Khan, SDO FATA const. Miran Shah  
Abdul Jabar Khan, Xen Operation WAPDA Bannu  
Abdul Rashid Khan, SDO Operation WAPDA Miran Shah  
Dr. Hashim D. Khan, Surgeon MS Miranshah  
Khalil-ur-Rehman, EADA N.W Agency Miranshah  
Masoud Khan, LG&RDD N.W Agency Miranshah  
Fazal-ilahi, Range Forest Officer Miran Shah  
Haji Aqil Jan, AEO NWA Miranshah  
Shafirullah Wazir, APO, Miranshah  
Dr. Shamim Wazir, Vety:Officer NWA Miranshah  
Haji Fazli Manan Moharar, N.Wazirstan Agency  
Malik Pir Mohammad Khan, of N.W Agency  
Noor-ud-din, Planning Assistan, PA N.Wazirstan Miran Shah  
Shamss Gul, Tehsildar N.Wazirstan Agency

## **Mohmand Agency Contacts**

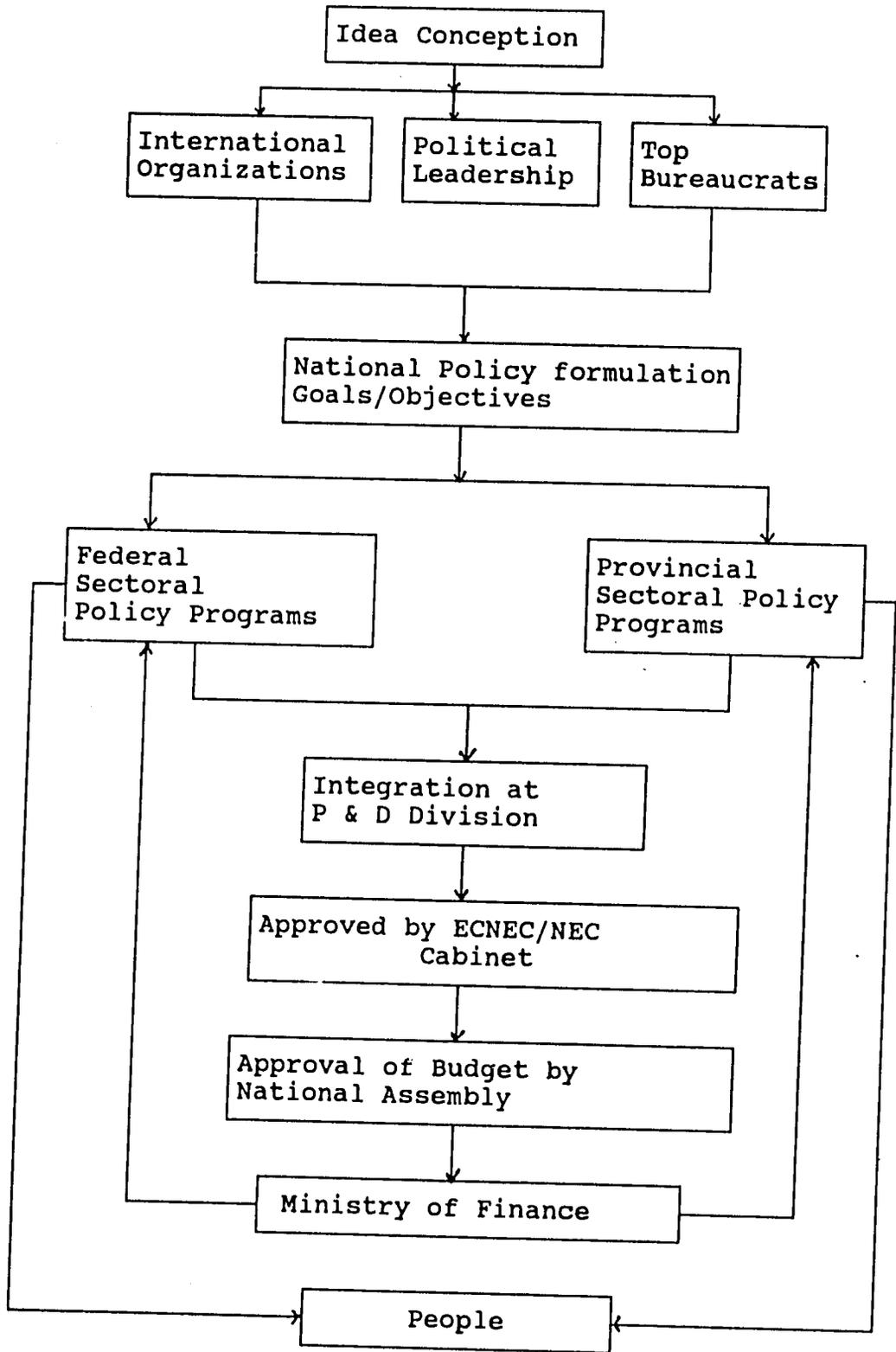
Habibullah Khan, PA Mohmand Agency  
Shabir Ahmad, Engineer MADD  
Amir Nawaz, Project Accountant (MADP) PE&D/SDU  
Attaullah Khan, Sub-Engineer LG & RD  
Gul Zeb, AAEO Mohamand  
S.Pir Mohammad Shah, Range Forest Officer  
Fazle Qadir, ADRD Mohmand Agency  
Hazrat Mohammad, EADA Mohamand Agency  
Yaqoob Shah, APA  
Mohammad Mustaq, SDO C&W M.Agency

ANNEX V

Diagram of Existing Planning Process of GOP/GONWFP

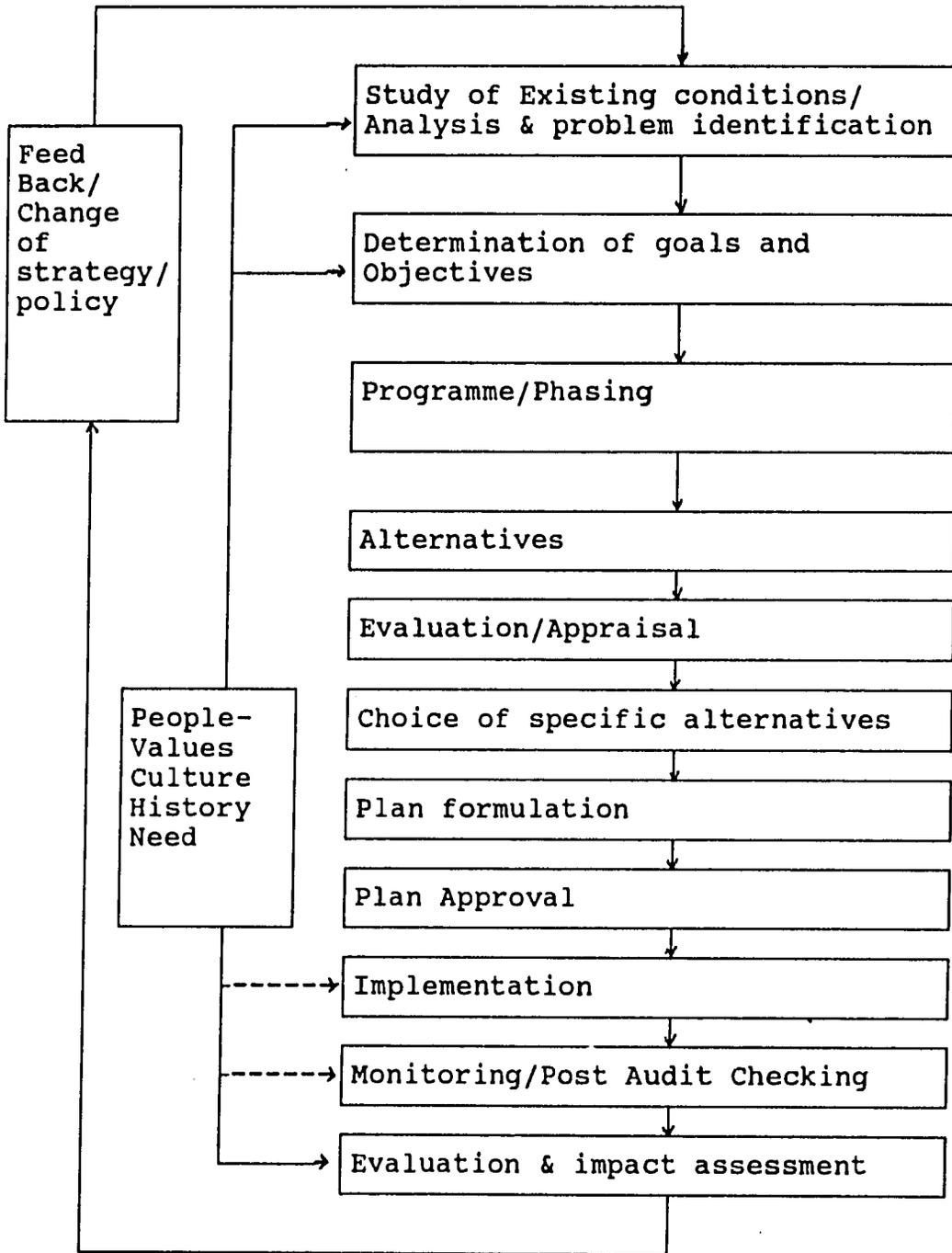


Annex VI  
Planning Process: 2nd Scenario



Annex VII

PROPOSAL FOR RATIONAL PLANNING FRAME WORK FOR INTEGRATED PLANNING

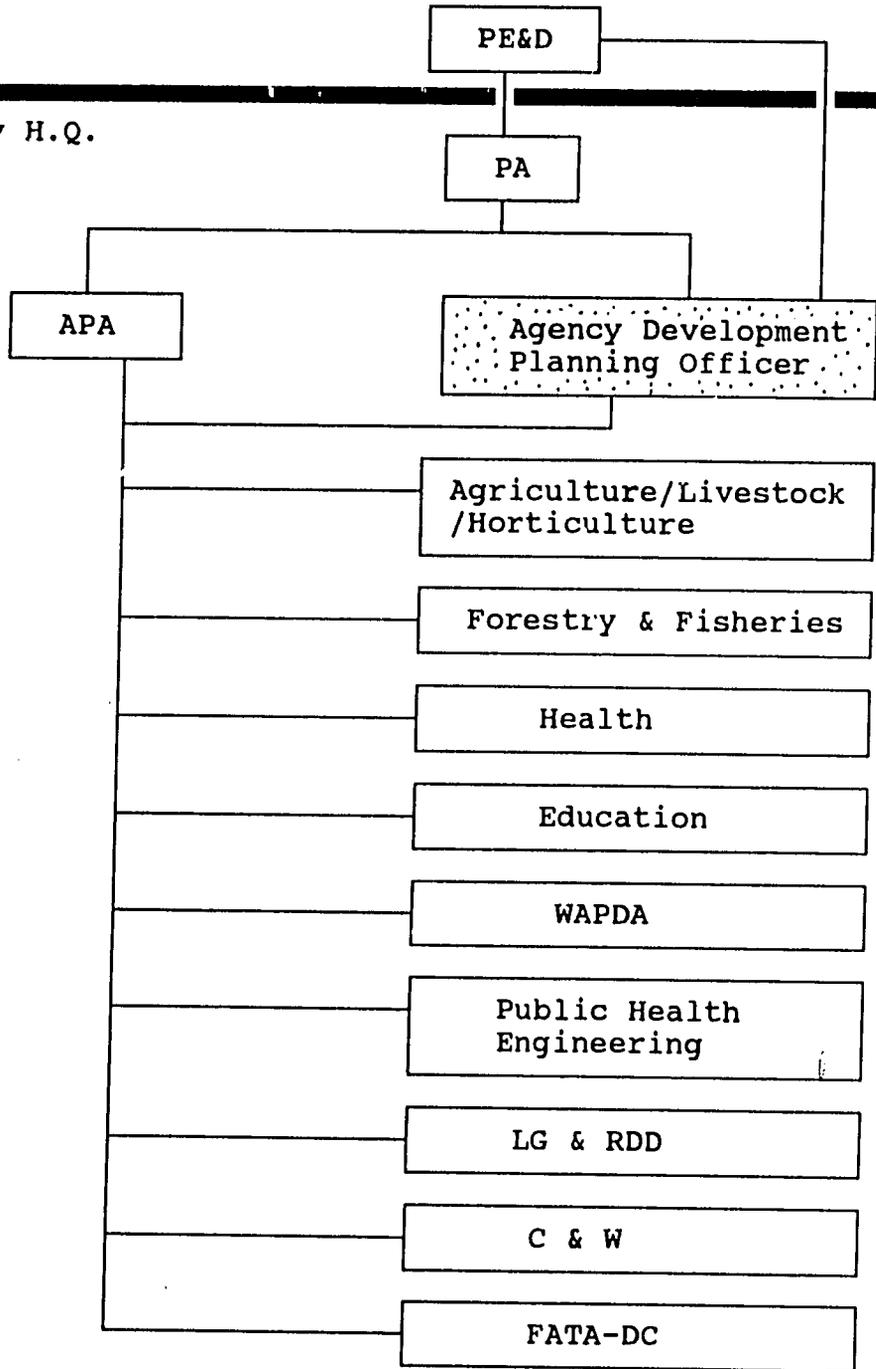


ANNEX VII a

PROPOSED POSITION FOR DEVELOPMENT PLANNING OFFICER IN A TRIBAL AGENCY

Peshawar

Tribal Agency H.Q.



 Proposed position

## Annex VII (b)

### **Scope of Work for Training Workshops**

As the present study reveals that the existing planning process for socio-economic development of Tribal Areas is unconsolidated. This is mainly due to lack of coordination often within and between line agencies involved in Planning and development. The idea of development originated with Tribal maliks, line agencies or sometime from the Provincial/Central government without any assessment or evaluation. No long term rational planing has been carried out due to complex political, administrative and socio-cultural problems. However, during the field visits it was noted that lack of expertise in planning process, both in the line agencies and in PA's office was another hinderance for long term rational planning. Similarly very few officials of line agencies were familiar with the use of data contained in the socio-economic profile prepared by TADP/USAID. They were also not accustomed with the concept of integrated area development planning.

In order to enhance the expertise in planning process and use of socio-economic profile for Tribal Agency level officers, it is proposed to hold ten days Training workshop for each Tribal Agency.

#### **OBJECTIVE**

The objective of these workshops will be to enhance the expertise of planning officers of line agencies and PAs/APAS in the planning process and the use of Socio-economic profile data and maps. Details of the course, and resume for these workshops are given in Annex VIII and IX respectively.

#### **DURATION OF WORKSHOP**

70 days are required for 7 workshops for the FATA which consists of seven Tribal Agencies namely Bajaur, Mohamand, Khyber, Orakzai, Kurram, North and South Waziristan Agencies. Besides, seven more days will be required for two more workshops to be held at Peshawar for heads/ planning offices of line agencies and the staff of BOS.

#### **VENUE**

Each Agency Headquarter will be the venue for these workshops. PARD may be a suitable place for the holding of the remaining two workshops for the training of heads/planning officer of line agencies of Peshawar secretariat staff including BOS.

## **TECHNICAL ASSISTANCE**

The following staff will be required to prepare the training material and conduct of workshop for a period of three months (77 days for nine workshops and 13 days for preparation of materials and travel to Tribal Area.)

1. Regional Planner. 1 for 3 months.
2. Socio-economic planner/management specialist. 1 for 3 months.
2. Agriculture Economist. 1 for 3 months.

**Annex VIII**  
**DETAIL OF COURSE FOR PLANNING PROCESS WORKSHOP**

1. Introduction to regional planning, scope, nature, approaches, theory of planning and theories in planning.
  - A. Theory of Planning
    - i) Choice/Goal theory
    - ii) Comprehensive model
    - iii) Mixed scanning
    - iv) incremented planning
    - v) public participation
  - B. Theories in Planning
    - I. Economic growth model
      - a) Rastow model
      - b) Sector
    - II. Regional Growth
      - a) sector theory
      - b) export base
      - c) industrial location
    - III. Locational theories
      - a) Settlement location  
(Christaller central plan theory)
      - b) Agricultural location
    - IV. Social planning i.e migration, urbanization, poverty etc.
2. Regional Concept: Type of region with special reference to Pakistan; formal, functional and planning regions, planning organization, public participation and political implications.
3. Planning information: Basic surveys for regional planning, physical, land use, demographic, socio-economic and other .... Sources of data, Data Analysis: GIS as a tool for planning Impact analysis of big projects e.g road, dam, industries, mines etc.
4. The planning process, preparation of regional plans, their contents, presentation and programming
5. Plan implementation, monitoring and evaluation

6. Rural Development: Aims of Rural Development, Basic need approaches, Participation and Community Development/participatory Rural Appraisal (PRA).
7. Physical Planning at national, regional, sub-regional level (growth centre and service centre)
8. Area development policy e.g, Gadoon Area Development Project etc.
9. Critical appraisal of regional planning in Pakistan information gap, technology to suit.
10. Environmental Impact Assessment and Methodologies
11. Setting Criteria for selection of projects cost benefit ratio Internal rate of return
12. Concepts of cost effectiveness/efficiency.
13. Project Management with PERT/CPM with and without use of computer and bar charts.
14. Organizational framework, Communication, coordination, control concepts and interventions
15. Planning process of Pakistan/FATA and Planning Organization.
16. Soci-economic Profile and their uses in Planning.

**ANNEX. IX**

**RESUME OF TRAINING WORKSHOP**

<b>TITLE OF WORKSHOP</b>	<b>EXPECTED NO. OF PARTICIPANTS.</b>	<b>NO. OF WORKSHOPS.</b>	<b>NO. OF WORK DAYS.</b>
i. 10 days planning process and socio-economic profile including simple statistics and maps workshop for PAs/APAs, Agency level officers/Planning Officers of Line Departments. (To be held at Tribal agencies HQR.)	140	7	70
ii. 2 days orientation workshop for heads/Planning officers of Line agencies for using socio-Economic profiles and simple Statistical data/maps. (To be held at Peshawar in PARD)	20	1	2
iii. 5 day workshop in Research methodology, survey/analytical techniques etc for the professional staff of BOS. (To be held at Peshawar in PARD)	26	1	5
<b>TOTAL</b>	<b>186</b>	<b>9</b>	<b>77</b>

**ANNEXURE X**

**BASIC DATA ON KURRAM AGENCY**

POPULATION	FR Kurram	122,813
	Upper Kurram	118,476
	Lower Kurram	53,073
TOTAL POPULATION OF AGENCY		294,362
HH SIZE	FR Kurram	6.8 persons
	Upper Kurram	8.8 persons
	Lower Kurram	8.2 persons
Population density:	87 persons per Sq. Kms	
Population growth rate:	3.1% per annum	
Literary rate in 1980	6.25%	
	Male literary	11.04%
	Female literary	0.85%

**LAND USE: 1987-88 (upper & lower Kurram only)**

Total Area	835,326 acres
Cultivated area	42,207 acres
Net sown	38,795 "
Current fallow	3,412 "
Cropped area	61,244 "
Area sown more than once	22,449 "
Uncultivated area	793,119 "
Cultivable waste	3,445 "
Forest	1,841 "
Unavailable for cultivation	787,834 "

Farm Size (acres in 1980)	No. of farms	% of total farms	% of cultivated area
< 1	2,316	25	3
1 to > 2.5	3,479	37	14
2.5 to 5	1,690	18	15
5 to 7.5	895	10	14
7.5 to 12.5	472	5	11
12.5 +	517	5.5	42

## IMPORTANT CROPS KHRAIF

Rice  
Maize  
Pulses  
Vegetable Tomato + Onion  
Oil seeds  
Fodder  
Potato  
Ground nut

## RABBI CROPS

Wheat  
Barley  
Fodder  
pulses  
Fruits Apple (3,750 tones in 1987-88)  
Walnuts  
Apricots  
Plums  
Peaches

## IRRIGATION SOURCES

Kurram River coming  
Spring/Stream chiming from mountains  
Some tube wells recently installed  
(FATA DC is working in this sector)

## POTABLE WATER SUPPLY SCHEME

FR Kurram	1
Lower Kurram	26
Upper Kurram	17

## VETERINARY FACILITIES

Hospitals =	4	
Dispensaries =		10
Centers =	3	
AI Centers	3	

ROAD LENGTH 454 Km total more than half were paved

Kurram Agency road density: =	0.13 Km per Sq Km
Upper Kurram	0.26 Km per Sq Km
Lower Kurram	0.16 Km per Sq Km
FR	0.06 Km per Sq Km

TELEPHONE CONNECTION IN 1987-88 532 (all in upper & lower Kurram

Housing unit in 1980: = 37907

NUMBER OF PRIMARY SCHOOLS 1988

	Boys	Girls	Total	
FR Kurram		50	1	51
Upper Kurram		58	19	77
Lower Kurram		29	13	42

NUMBER OF MIDDLE SCHOOLS

FR Kurram	3		0	3
Upper Kurram	10		1	11
Lower Kurram	8		3	11

NUMBER OF HIGH SCHOOLS

FR Kurram	1		0	1
Upper Kurram	9		1	10
Lower Kurram	7		0	7

ONE DEGREE COLLEGE AT PARACHINAR

HEALTH FACILITIES

Dispensaries	10
MCH Centers	5
BHUs	10
Hospitals	4

## ANNEX XI

### CURRENTLY AVAILABLE DATA TYPES AND SOURCES

#### 1. PHYSICAL ENVIRONMENT

a. **Elevation data:** Contours, at intervals of x meters, are available from the Survey of Pakistan in Rawalpindi and its regional office in Peshawar. These topographic sheets were prepared some time ago and were updated after 1952. The updation was based on aerial photogrammatry survey, 1992.

#### 2. CLIMATIC DATA:

Climatic data can be produced from Regional Meteorology Center Lahore. The Department has local office at Peshawar and an observatory at Parachinar. The list of meteorological elements/variable include the following:

##### LIST OF METEOROLOGICAL ELEMENTS KEYED INTO THE COMPUTERS AT REGIONAL COMPUTERIZED DATA PROCESSING CENTER LAHORE.

AIM Pressure; AIM Pressure on Sea Level; Mean Monthly Max. Temperature; Highest of Max. Temperature of Month; Date of Highest Max. Temperature; Lowest of Max. Temperature of Month; Date of Lowest of Max. Temperature of Month; Mean Monthly Min. Temperature; Highest of Min. Temperature of Month; Date of Highest Min. Temperature of Month; Lowest of Min. temperature of Month; Date of Lowest of Min. Temperature of Month; Mean Temperature :  $\frac{1}{2}$  (Max. + Min.) of Month; Daily range (Mean Max. - Mean Min. ) of Month; Dry Bulb; Dew Point; vapor Pressure; Humidity; No. of Low Clouds; Total no. of Clouds; No. of Rainy days (2.5 & above); Wind speed; Wind Direction; Avg. Speed past 24 Hrs; Thunder Storm; Dust Storm; Hail; Fog Sky Seen; Fog Sky not Seen; Haze; Mist or Haze; Drizzle; Rain; Amount of Rain; Total Rain in 24 Hours; Highest Rain; Date of Highest rain

(Note : ALL DATA ON MONTHLY BASES)

#### 3. SOIL DATA

Soil data can be procured from soil survey of Pakistan, located in Lahore with a rejoined office in Peshawar. This include the following Generalized Area Development potential, the environment agriculture potential and land use, land capability, decertification etc.

#### **4. AGRICULTURE DATA**

Agriculture data can be procured from agriculture census of Pakistan FATA. This includes, land tenure, fragmentation, land utilized irrigation, intensities of land use and cropping, use of manners, fertilizers and insecticides, use of hired labour and family workers indebtedness and investment for Agriculture purpose, use of ownership of Agriculture machine livestock and landownership. Besides, the latest Agricultural data can also be available from statistical office agricultural directorate Peshawar and Bureau of Statistics PE&D Department Peshawar.

#### **5. POPULATION DATA**

Demographic data can be obtained from population census organization, the data collected by the census organization is mainly based on the information provided by political administration and local Maliks therefore, the accuracy of the data is much doubtful. The data include, the following variables important for the formulation of regional development plan. Population (both sex) male, female age structure, literacy by age, household size, member of settlements, labor force, dependency ratio etc.

#### **6. HEALTH DATA**

FATA health Directorate can provide the following data about health. Type of diseases, No. of patients (indoor & outdoor) No. of patient by age and sex, No. of hospitals, Dispensaries, Rural Health Centers BHU, TB clinics MCH Centers, Lepracy clinics and others.

#### **7. EDUCATION DATA**

Distribution of schools, type of schools, No. of students enrolled by age and class, No. of Teachers etc it is also available from Directorate FATA Education. USAID primary Education Project has also collected data on the Education. Other data regarding development project may be obtained from the respective line departments. Forestry data from FATA Forest Development:

Irrigation FATA DC

Mineral FATA DC

Industries FATA DC

Infrastructure by C&W Department.

## **ANNEX XII**

### **USE OF SOCIO-ECONOMIC PROFILES FOR PLANNING PURPOSE**

- i. Introductory, data - non variable data
- ii. Existing conditions
- iii. Techniques for compilation of data for various line agencies/sectors.
- iv. Variable data like existing and under construction projects; schools, BHUs, forests, irrigation and drinking water etc.

### **USE OF NEW FACTORS YET TO BE INCLUDED IN THE PROFILES.**

- i. Soil classification land capability etc.
- ii. Hydro-meteorological data.
- iii. Project formulation for recovery of revenue at town and agency level.
- iv. Use of soil erosion data for formulation of projects for watershed management, research studies for multi purpose dam construction.
- v. Prospects for industrialization (large and small scale).
- vi. Traffic load for future transport and communication planning.
- vii. Human settlement and hierarchy of human settlement for the planning of or siting of new projects.

## **ANNEX XII a**

### **REMOTE SENSING DATA FOR REGIONAL PLAN OF KURRAM AGENCY**

#### **BACKGROUND**

Remote sensing is the technique of obtaining information about the environment and the surface of the earth by satellites. It is a highly effective method of conducting resource survey, monitoring the physical and cultural environment and mapping. The investigations can be made quickly, accurately and at a fraction of the cost of conventional surveys.

For socio-economic development of any area it is pre-requisite for planners and managers to have an adequate information about the existing resource such as arable land, forests, rangeland and water resources. This help a lot for the management and exploitation of available natural resources on sustainable basis and to take remedial measure to reduce the resource depletion and environmental degradation. Unfortunately the land use or land cover map of FATA Agencies are not available. Some effort were made by certain department (e.g geography department Peshawar University) to prepare existing and proposed land use maps but now these maps are very old and have not been updated. However, with the availability of LANDSAT and SPOT satellite data map of land use has become very popular and cost effective. The remotely sensed LANDSAT or SPOT data is playing a significant role in meeting the increasing demands of more up date land information system (LIS) over a large area that are remote and inaccessible. Done manually this need a lot of time and resources and even then the quality of the product can not be matched with the quality obtain from LANDSAT or SPOT data.

Periodic updating of maps could also be undertaken as the satellites provide repeat coverage of the entire earth. Some of the advantages of land use maps prepared from remotely sensed data are as under:

i. It provides the planners with quantitative assessment of various land use and cropping pattern categories. Crops condition assessment, yield forecast and estimation, while at present this is based on estimate especially in FATA where land settlement record is not available. Besides, remote sensing is useful in activities that support agricultural development such as soil, land potentials, access network and monitoring water resources.

ii. Land use maps based on satellite data are cost effective and highly accurate.

- iii. They could be updated periodically for monitoring and change detection.
- iv. These maps are based on actual images of the terrain on the real time basis on which the various classes of land uses are superimposed.
- v. The map could be prepared for the remote or inhospitable areas and cover fairly large area.

#### **PROPOSAL FOR LAND USE/ LAND COVER MAPS**

Keeping in view the importance of land use maps this proposal is being submitted for the preparation of land use maps of Kurram Agency which will be needed for the preparation of long term development regional plan of the area.

#### **OBJECTIVES**

Following are the objectives of the land use maps based on remotely sensed data for regional development planning.

- i. To fill the vacuum created by the non-existence of authentic land use/land cover information of which the development plan will be prepared. Done manually this will take a lot of time and resources.
- ii. To provide a reliable land use/land cover maps on quantitative basis.
- iii. To prepare mapping of large areas of Kurram Agency which are remote and inaccessible.

A private firm or consultants would be engaged in preparing land use maps of Kurram Agency at a scale of Representative Fraction of RF 1:100,000 using French Earth Resource Satellite SPOT data procured from SUPARCO Karachi/Islamabad.

#### **REQUIREMENT**

The following data would be required in the preparation of land use maps and it would be punched from SUPARCO and Topographic maps of RF. 1:50,000 from survey of Pakistan.

- i. SPOT scene on photographic print at a scale of RF. 1:100,000.
- ii. Topographic maps at a scale of RF 1:50,000.

## **PRODUCT**

Land use/ Land cover maps would be based on the visual and photogrammetrical analysis of SPOT xs data (10 to 20 metre resolution). These maps will show the following features or land use classification

- a. Relief/Physical Feature.
- b. Agricultural Land (Cultivated land, Culturable waste land, Range Land and cropping pattern.
- c. Forest.
- d. Water resources and irrigation.
- e. Human Settlements.
- f. Communication networks.

## **COST OF THE PRODUCT**

### **a. DATA COST**

Cost of data at the rate of Rs. 10,345 per SPOT scene.

For Kurram 5 photographic SPOT scenes at a scale of RF. 1:100,000 are required =Rs. 10,345 X 5 = Rs. 51,725

### **b. COST OF DATA PROCESSING**

The following expert will be hired to do the data processing:

- i. Remote sensing expert at rate of Rs. 3,000 per day  
2 man month = Rs 156,000
- ii. Mapping expert (Cartographer/Geographer) at rate of Rs. 3,000 per day 2 man month =Rs 156,000

Total cost: i + ii = Rs. 312,000

iii. Cost and products and maps Rs. 50,000

**TOTAL COST a + b + c = Rs. 414,725**  
**(say 0.4 million)**

ANNEX. XIII

DETAILS OF PROFESSIONAL STAFF, TENTATIVE STAGGERING OF STAFF  
ENGAGEMENT PERIOD FOR THE PREPARATION OF REGIONAL PLAN

S.NO.	TITLE & POSITION		ESTIMATED EXPENDITURE.
1	Regional planners (2)	8 man month	Rs.3000 per day= 624,000
2	Agricultural Economist	1 man month	Rs.2000 per day= 52,000
3	Agronomist.	1 man month	Rs.2000 per day= 52,000
4	Geographer(2)	2 man month	Rs.2000 per day= 104,000
5	Cartographer	4 man month	Rs.1000 per day= 104,000
6	Geologist/Hydrologists (2)	4 man month	Rs.2000 per day= 208,000
7	Civil Engineer(2)	4 man month	Rs.2000 per day= 208,000
8	Forestry/w.shed mang.Specialist	1 man month	Rs.2000 per day= 52,000
9	Horticulturist	1 man month	Rs.2000 per day= 52,000
10	Fisheries Expert	1 man month	Rs.2000 per day= 52,000
11	Livestock Specialist	1 man month	Rs.2000 per day= 52,000
12	System analyst	4 man month	Rs.2000 per day= 208,000
13	Manager/Office admn.	4 man month	Rs.1000 per day= 104,000
14	Economist (2)	4 man month	Rs.2000 per day= 208,000
15	cult.Geographer/Sociologist	2 man month	Rs.2000 per day= 104,000
16.	Investigators (2)	6 man month	Rs. 750 per day= 117,000
17.	Computer Operators (3)	12 man month	Rs. 500 per day= 156,000
18.	Office Assistants (2)	8 man month	Rs. 500 per day= 104,000
19.	Office Boy (2)	8 man month	Rs. 300 per day= 62,400
20.	Field Helper(4)	16 man month	Rs. 500 per day= 208,000
-----			
	TOTAL (a)		Rs= 2,831,400
-----			
21.	Equipment		
	i) 4 Computer for 4 month 4x4=14 @ Rs.6000 p.m =		Rs. 96,000
	ii) 5 vehicles for 4 month 5x4=20 @ Rs.30,000 p.m		Rs.600,000
-----			
	TOTAL (b)		Rs.696,000
-----			
22.	(c) Stationery & Unforeseen 12% of the above total cost =		Rs.423,288
-----			
GRAND TOTAL	a+b+c=		Rs.= 3,950,688
-----			
Say Rs=(4.0 Millon)			

Note: The above estimate does not include the cost of drivers, rent of office accommodation, furniture on the assumption that these would be paid by TADP. Also we assume that all the professional and supporting staff will be local and no lodging charges would be needed for them.

**Annex XIV**

**LIST OF LINE DEPARTMENTS OPERATING IN FATA**

1. Agency Administration (PA, APAs, Tehsildars etc)
2. Education Department
3. Health Department
4. C & W Department
5. Local Government and Rural Development
6. Forest Department
7. Fisheries Department
8. Agricultural Department
9. Livestock Department
10. Horticulture Department
11. Public Health Engineering Department
12. WAPDA
13. FATA, DC

Annex XV  
BIBLIOGRAPHY.

1. All Pakistan Legal Decisions "Constitution of the Islamic Republic of Pakistan". (1973)
2. Board of Revenue Punjab (1983) "Gazetteer writing concept and issues", Government of Punjab, Lahore.
3. Dalton, James J. " Study and recommendation - The special development Unit and the project management (PMU)", Government of NWFP 1990. (unpublished).
4. Development Economics Group / Louis Berger Int.Inc "Report of the orientation study for the Tribal Areas Development Project.(TADP) and Northwest Frontier Area Development Project".(1992)
5. Diana, Conveyers and Peter Hills. " An introduction to Development Planning in the third world", John Wiley and Sons, (1991).
6. Glasson John. "An Introduction to Regional planning" , Hutchinson, London, (1985).
7. John Friedmann and William Alonso " Regional development and planning". The MIT press, (1964).
8. La Porte Robert Jr.(1990) "A position paper on the organizational positioning of on Tribal Areas Development Project", GONWFP (unpublished).
9. Dr. Lynn Carter, "Socio Economic Profile of Kurram Agency" USAID, unpublished (1990).
10. Qureshi, M. L. (1984) "Planning and Development in Pakistan", Review and Alternative Vanguard Books Ltd, 1984.