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COMMUNITY-BASED NGO DEVELOPMENT INITIATIVES REPORT
in
NORTH WEST FRONTIER PROVINCE

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PACT, INC.

REPORT

Background

This study was initiated by the Rural Development Division of USAID Pakistan on the basis of discussions between USAID and PACT officials in early 1990. PACT then made an unsolicited proposal in April, 1991, for a Management Assistance Grant in order to prepare a feasibility study for community-based non governmental organization (NGO) development initiatives in the North West Frontier Province (NWFP) of Pakistan.

This report was prepared by the PACT Team for USAID Pakistan as part of a follow-up on the earlier reports and concept papers prepared by Mr. Malcolm J. Odell Jr. on the North West Frontier Area Development Project (NWFADP) with particular reference to the phasing out of their work in the Gadoon-Amazai area.

The PACT Team consisted of the PACT representative and special consultant on community participation (CP), Mr. Harry Jayasingha, and chief engineer of USAID Peshawar, Mr. Jamshed ul Hasan.

PACT provided Mr. Harry Jayasingha, a period of six weeks to develop community development approaches in Gadoon-Amazai, to examine the possibility of setting up a provincial foundation to support rural NGOs, and to examine and recommend options for increased community participation in the Tribal Areas Development Project (TADP).

Findings

There was considerable interest in examining the possibilities of introducing community participation approaches into the different programs in the area in order to promote more sustainable development. There have been a few experiments in this field in other parts of Pakistan, but the NWFP area lacked the expertise and knowledge of these approaches and of their validity in the context of their own environment. Much interest was expressed in the approaches followed by the Aga Khan Rural Support Program (AKRSP) and the Orangi Pilot Project (OPP), but there was little understanding of their philosophy and strategies, and an inadequate appreciation of the lessons learned.

This study, therefore, had to examine the current approaches as they exist in the country, and also consider community participation approaches used elsewhere, in an attempt to develop appropriate recommendations.

Consultant Remarks

We would have preferred more time for field visits and dialogue with concerned individuals and institutions, however, their ~~was~~ constraints. Our team made the best use of the time available to visit concerned individuals and organizations. We were able to meet with 75 individuals, including government officials, one political agent, and project officials from USAID, NWFADP,

GAADP, KADP, TADP, DAPRC, and PCU, among others. (A list of acronyms is attached). We also met 32 village leaders and elders, 10 village farmers, 12 NFE/WID teachers and instructresses with supervisors, 6 NGOs, 3 private sector industrialists, 5 consultants and one tribal agency in Bajaur.

Our field visits and meetings with individuals and institutions began August 19, 1991, and continued to the end of September. The Draft Report Outline was then prepared and circulated among the Workshop participants who discussed the contents of the report and made certain modifications. An additional period of time was spent in examining the linkages and relevance of these recommendations to the TADP. The Report was finally completed, soon after the Workshop, on October 6, 1991, and presented on October 7th.

The team tried to be as objective as possible in the allocation of the limited time for interviews and field visits. As professionals in our respective fields, we tried to maintain the standards expected of us. We have tried to be fair to all parties and have met people who both agreed and disagreed with current support policies, and who had widely differing viewpoints. However, the opinions expressed in this report are those of the Team and do not represent the views of USAID or the Government.

The Team members remain very grateful to the various individuals and organizations who gave us liberally of their time and valued ideas.

NORTH WEST FRONTIER PROVINCE

North West Frontier Area Development Project

The primary objective of the NWFADP, started in 1983, was eradicating the wide-scale poppy cultivation that existed in the Gadoon-Amazai valley and neighboring areas, and supporting activities to ensure that enforcement was actively pursued by the authorities concerned. The project area consists of barren rocky hills with very little flat land on which people can live and cultivate crops. Settlements are found scattered on steep slopes, thus have very little communication with other villages. The forest cover has vanished into the timber depots and saw-mills of the middlemen, and the top-soil has been washed down into the streams which fall into the lake. The crops cultivated were mainly poppy with maize grown during other seasons.

Most of the activities related to input oriented infrastructure interventions such as access roads in very difficult rocky terrain, the construction of schools, hospitals and basic health units, veterinary dispensaries, irrigation structures, weirs, canals, tube-wells and other similar construction activities. Agricultural support, non-formal education and women's training centers were also introduced. All these activities were implemented with and through the related Government agencies concerned with USAID officers retaining control of the monitoring and supervision of these activities, and the leasing of payments for maintenance.

Gadoon-Amazai Area Development Project (GAADP)

In 1983, a sum of \$20 million was allocated for the Gadoon-Amazai Area Development Project. The scope of the project was expanded in December, 1984, to cover the Government of Pakistan's (GOP) Special Development and Enforcement Plan for poppy growing areas in the NWFP through a grant to the United Nations Fund for Drug Abuse Control (UNFDAC). This was followed by a further grant to them of another \$5 million in 1986.

In 1986, after the tragic clashes among rival groups in the valley, the project began the special subsidy program to ensure that the people deprived of poppy income had access to other sources of income. Special staff were hired for the Project Coordinating Unit (PCU) and began the Wheat Subsidy Program and the Orchard and Forestry Caretaker Salaries Program. The caretakers were paid a monthly allowance of Rs. 750. The PCU staff swelled until it reached the present strength of 463 people in addition to the direct employees of USAID engaged in monitoring and supervision.

Gadoon Amazai Industrial Estate (GIE)

In an effort to provide employment opportunities to the villagers, attempts were made to commence a special Industrial Estate in the vicinity which would attract the local and provincial industrialists and entrepreneurs. The GOP drew up very impressive plans and started the Gadoon Amazai Industrial Estate located outside Topi, at the entrance to the project area. USAID provided \$10 million for the construction of the infrastructure in a 170 acre Industrial Estate. Very special concessions were made, and in 1987, an additional Grant of \$1 million was made towards this project.

Expenditures to Date in the NWFP

The total amount provided to the NWFADP up to 1987, came to \$31 million. Following an evaluation of the project made by Development Associates, Inc. in 1987, an additional \$32 million was added in 1988. This was broken up into three components - \$20.9 million into GAADP Phase II, \$8 million to Kala Dhaka Area Development Project (KADP), and \$3.1 million to the Drug Abuse Prevention and Rehabilitation Campaign (DAPRC). The total for the larger NWFADP thus came to \$63 million. The funds for GAADP supported the continued infrastructure development programs, while additional elements were introduced in an attempt to commence community development programs in agriculture, forestry, animal husbandry, non-formal education, health, employment and income generation activities. By the end of 1989, however, a decision was made to start phasing out and withdrawing subsidies as the major objectives of the project had been achieved.

In 1991, the Pressler Amendment came into force and reduced the \$63 million to \$54 million. Of this, an amount of \$48 million is already committed. Of the \$6.7 million final tranche available, \$3.1 million goes to GAADP II, \$2 million to KADP and \$1 million to DAPRC. The present position is that of the \$3.1 million from GAADP II, only about \$1 million is available for CP promotion. There may be some small savings from other line items also mainly in training and PPO.

Phase-Out Period

Arrangements were made with the Government in order to phase out the activities in an orderly manner. As a result of these negotiations, an agreement was reached with the GOP on the withdrawal of the orchard and forestry subsidies and caretaker salary payments. A unilateral PIL was made on the wheat support withdrawal in stages between January, 1990, and December, 1992. The PCU staff phasing out has not yet met with mutual agreement and another PIL is likely to be made regarding this.

Over the last few years, USAID has also been engaging consultants in an attempt to ease the phasing out process. Mr. Malcolm Odell Jr. made many studies and prepared reports recommending options regarding the phasing out and the development of alternative mechanisms to maintain the momentum already provided. The need for considering NGO community participatory approaches then became important and efforts were being made to investigate how this could be done. Some possible options were recommended by the Odell reports but, unfortunately, the Gulf War and other dislocations delayed the implementation of these recommendations.

In the meantime, the project activities continued and many significant achievements were recorded. Alternative income sources were provided in the form of crop and horticultural subsidies, as well as employment opportunities in the many infrastructure construction programs commenced that provided the people with contracts and sub-contracts. The GIE provided opportunities for regular employment (mainly as unskilled workers, but their future is also in the balance due to the special concessions being withdrawn and industries closing down). The schools, non formal education (NFE) centers, basic health units (BHUs), and veterinary dispensaries (VDs) offered the people access to normal facilities. The roads constructed opened up the whole area to better communication systems and provided these isolated people the first opportunity to enter the regular mainstream of development activities. The tube-wells, dug-wells, and irrigation structures of weirs and canals were also helpful in promoting the agricultural development of the area.

COMMUNITY PARTICIPATION APPROACH

Another evaluation of the project was made in 1990, by the Development Economics group of Louis Berger International, Inc. While many of the recommendations were being acted upon, one of the major concerns was the need to introduce some form of community participation in order to achieve as much sustainability as possible.

CP, however, was not the major concern at that time, therefore the project placed little or no emphasis on people's participation and decision making. On the other hand, as it was initiated for a specific purpose of backstopping the poppy enforcement program, many concessions and subsidies were included which had a very limited objective - that of providing some kind of alternative income to those who were used to earning their main income from the cultivation of poppy. These different subsidies and support activities, plus the various construction activities, were entrusted to the local people through the selected community organizers who invariably were the elites and power groups

of the tribal community. There was little community involvement and participation other than the linkage with these select leaders. These activities endangered self-reliant and sustainable community participation approaches.

Local Environment Negates CP Approach

The project approach being largely devoid of community participation and mainly benefitting the tribal elites was to be expected as this is essentially a tribal area which was only recently brought within the regular Provincial Administrative system. The area is less tribal and feudal than the Federally Administered Tribal Areas (FATA) but still has the special tribal characteristics common to feudal and hierarchical societies. Factionalism and fierce family loyalties take predominance over other ties. In the FATA areas the political agents decide what needs to be done, who will do it, and who will benefit from it. In GAADP these political agents are replaced by tribal village leaders who have gained enough clout to dominate others and who control whatever outside agencies try to do for their village.

The lack of a stable and open society does not favor the use of the type of CP approaches that we find in other parts of the country and in other developing countries in Asia. In this kind of situation, one has to ask the key question as to whether CP, and even more, whether sustainable CP is possible. The local environment perhaps militates against the kind of sustainable development program that is based on CP. This was why all construction works were implemented through the influential tribal leaders who shared the scarce resources among themselves.

There is no tradition or experience of using the CP approach except when they engage in "Ashar" activities during harvest time, to clear a village pathway, or when the local clergy call on the people to help construct their place of worship. It defies the imagination of development experts to replicate programs found in other areas. It may, therefore, be inappropriate to think of traditional CP programs.

There is an almost complete ignorance and lack of understanding as to what an NGO is, how an NGO can be organized, and how it operates. This inadequate understanding was even more pronounced among the tribal villages where they feel that anything provided by government or external agencies like USAID is something that is theirs by right, and not something towards which they too have to make any contribution or sacrifice. In the GAADP, villagers had another feeling that they had already sacrificed their main source of income, and therefore no one should ask them to make any further contributions or sacrifices.

This ignorance and inadequate understanding of NGO mechanisms and strategies was also present among many of the officials and staff of the USAID projects, including those in the GAADP itself. There is also a poor understanding of the CP approach among many of the government and semi-government staff.

availability of competent personnel willing to accept lower salaries will be limited. Thus, we wished to ensure that only a few very small and simple projects be started, and that these projects depend on locally available resources from the very outset.

On the other hand, they do need income and employment generation programs so that they can benefit from activities that provide clear and visible advantages and improvements. They certainly need such economic activities as they have little else to support themselves with. We therefore restrict the first year's support to three groups, and gradually allow them to grow and mobilize other available resources themselves.

Another issue engaged our attention. In any phasing out process, many innocent persons suffer unnecessarily, and invariably get a raw deal. On many occasions, promises are not kept and job offers do not materialize. There is a large force of employees who will suffer the trauma of dislocation and retrenchment if they lose their present employment incomes. The negotiations for fitting them into mainline agencies or into alternative situations is a long and laborious process that demands sensitivity and a willingness to be flexible and innovative. We felt that we need to address this issue rather than expect the phase-out to take care of itself. This does, however, imply that the GOP must honor their commitments, but we could certainly provide the encouragement and assistance which would expedite the process with the minimum of pain.

Unfortunately, there are inadequate funds left to suggest anything substantial that will deal with all these issues. We have therefore sought to seek possible ways and means by which additional funds can be generated through earlier closures and phasing out, mergers with other projects that have resources, linkages with similar programs (where more efficient use of other services will also enable savings to be made which could be transferred), line item transfers, and other similar options.

These limited funds will be exhausted if the capital is used up, even if it is allocated sparingly over many years. We have therefore used an approach where we will consider the initial releases of balances as endowments to be placed in an interest bearing fixed deposit account so that we will be compelled to use only the interest (discussed in the Task Force section under Foundation). This dilemma also throws up a challenge to think small and to start very simple without heavy overheads and highly paid employees.

An emphasis on programs that the beneficiaries can sustain is a critical element that would help to make such programs sustainable by the community themselves. Keeping the organization and their activities small, simple, low-key and low-cost will considerably help this process. We will need to move away from the more high profile models that exist. So far, the best model available is the OPP model, but we have seen others that are close to this, including Odell models of GLIDE/GONGO/PONGO, AKRSP, SRSC, etc. Unfortunately, the dependence on external models and external technical assistance has created a dependency syndrome that often militates against sustainability by the community using its available resources.

All this demands very high levels of sacrificial commitment that is, unfortunately, extremely rare. Nevertheless, every attempt must be made to develop this kind of missionary zeal that is critical for

the smooth growth of such organizations. The absence of this can result in the politicisation of NGOs, their control by vested interests of power groups or elites, factionalism, and even control by unscrupulous individuals who can misuse or run away with the hard earned savings of members, or with NGO funds.

During our field visits we found some potential for starting small experiments using the willingness of certain individuals and groups of like-minded persons. We feel that we could make a useful start by experimenting with them while at the same time developing the gradual CP approach in order to find and organize new interest groups through the dialogue process used in the CP approach.

Developing a CP approach does not ensure that a strong NGO will result. An NGO is a structure that results from people coming together for a common purpose and adopting a particular approach. For an NGO to successfully use CP approaches it can take even longer than the time needed for the formation of NGOs. Even after a small group is organized, they need to gradually grow into mature organizations which can be registered and start functioning as NGOs. With greater interaction and networking, and better management systems to strengthen their organizational capacity, they can grow with sustainable abilities, into larger cluster type NGOs. Sustained training and technical assistance is needed to strengthen organizational capacity and to introduce efficient and effective management systems. Much time and effort, therefore, will need to be devoted to awareness creation, development education and motivation through extensive and carefully designed training programs which using only local resources.

We need to allow the slow and gradual growth process to take place so that small interest groups can grow into larger groups and then into organized and registered NGOs. It is not recommended that we organize NGOs where there has been no prior process of dialogue and identification of interest groups who have then been provided substantial motivation and development education.

ASSISTANCE THROUGH TASK FORCES

We suggest that a series of Task Forces be set up to provide a definite time frame for implementing the decisions, determine target dates and expectations, arrive at acceptable indicators and identify individuals for defined responsibilities.

Phasing-out Task Force

There is a need for a separate Task Force to facilitate and expedite the phasing out process without prejudice to the commitment of GOP to the phase out program already agreed upon. This Task Force could explore earlier phase-outs which could release funds for other programs; consider possibilities of staff absorption transfers and other adjustments into the regular line agencies; negotiate possibilities with other agencies; work out the logistics of staff absorption; transfer of assets, etc.

At the same time, the Task Force can give serious attention to the possibility of using the services of selected staff persons who are suitable and acceptable to the community, to become the nucleus

of a new NGO. This would help to ease some tensions and resolve a very real human problem. There are staff persons with skills and expertise useful in starting a new NGO that come from the area and have a better awareness of the sensitive issues that exist.

The Task Force could help the new NGO start up, select suitable leaders and potential staff, prepare rules, regulations and constitutions, decide on goals and objectives, prioritize and plan activities for a 5-10 year period, develop financial plans and budgets, identify resources needed, negotiate with external donors and support NGOs, etc.

Project Office Task Force

In view of the decision of the workshop to go ahead with the low-key, low-profile option, a Task Force is needed to plan the details of how this can be implemented. The staff has to be selected and trained, while the logistics of transferring fixed assets of vehicles, equipment, furniture and fittings, and other materials, have to be worked out carefully.

The location of the office was also discussed at the workshop and they recommended that it not be located at Topi, but at any other suitable central place within the project. Birgali, Ganichatra and Uta were suggested.

Foundation

Alternative resource supports for some supplementary activities must be implemented so that there is cohesiveness to what is being suggested. We cannot leave aside related issues that need to be addressed alongside other issues in order to promote a more integrated development growth process. This is where the idea of an endowment or foundation can be useful. A foundation can generate the additional resources required to enable the new programs to start and to support the activities and growth of other NGOs. For this reason it is critical that a foundation be activated immediately. If started with the necessary support, the whole process can be set in motion smoothly. The foundation can then realistically support the gradual growth of village groups into VOs, and then to NGOs. The additional resources could also help to support demonstrative and visible pilot projects which can have potential for replication.

We have to remember, however, that dependence on support NGOs (such as a NGO created to administer the foundation, and a group of NGOs clustered around the same interests) to provide the additional resources needed should take place in a way that does not prejudice the CP approach and create other types of dependencies for external financial support. This has unfortunately happened in the past and every attempt should be made to avoid it.

Foundation Task Force (FTF)

The Steering Committee, which has already done most of the work, can be the nucleus of the new NGO. This Committee can be strengthened by including representatives from other support NGOs into a Consortium that then continues to function as a support mechanism until they are ready to

start the actual foundation that can serve the whole Province. The rules and regulations will need to be complete first to help facilitate this process.

Additional endowment and resources should be accessed so that more village organizations (VO) and NGOs can be supported. This will also provide additional funds for extending and increasing the support available for various activities.

An external technical assistant (TA) person could help facilitate the whole process and could function as the Secretary. To provide the foundation credibility both within and externally, it is essential that expatriate TA support be provided initially for 2-3 years. An acceptable alternative would be to provide just one CP specialist to the local FNGO in the manner that a Winrock specialist was provided to Sarhad Rural Support Corporation (SRSC). The advantages of a Foundation would be appropriate here. Mr. Sahibzada Imtiaz is strongly recommended for selection as Chairperson. A dynamic person needs to be recruited as the CEO.

Functions of FTF

Institutional linkages have to be fostered to provide the support and services needed by NGOs. This covers linkages to technical services, training, marketing, information, grants, credit, etc. The foundation (FNGO) has a very real role to play in helping to establish such linkages. Where such institutions are not available, the foundation can help to spin-off such institutions. The FNGO can also establish linkages with national and international agencies and donors and help to promote the growth of sectoral consortiums and coordinating agencies.

The vertical isolation that exists between development agencies is unbelievable and every effort should be made to break down these walls of partition and isolation. This can be achieved by greater interaction and networking among agencies and groups that promote meaningful sharing and exposure to the experience and expertise of others engaged in similar activities.

Another possibility is the networking among village groups for the sharing of village level development expertise. These local resources are very seldom used, and interaction among development practitioners with proven track records can promote the development process much faster than bringing in expertise from outside.

Regular workshops, seminars, internships, exchanges of field workers and visits to other projects is another key ingredient that fosters the learning approach. This is something that the FNGO should be able to support. Yet another function for the FNGO in this direction is the collection and dissemination of information, publishing of journals, newsletters, and the documentation of case studies, research material, and other useful learning material.

At the same time the FNGO should be able to lobby the GOP in order to access support services from the many GOP line agencies that have a wide range of facilities and services. Where necessary, the FNGO could promote smaller sectoral coordinating support agencies like apex organizations dealing with specific areas.

Technical Assistance

As there is little available experience and expertise in the CP field, there is a critical need to obtain specialized technical assistance to support CP activities of nascent interest groups. Other technical assistance could be provided through short-term consultancies which are carefully negotiated.

Current project activities should be redesigned to promote and facilitate services aimed at improving human development. This way they could start the right way by depending on locally available resources rather than falling into the trap of becoming dependent on external resources that endanger self-reliance and sustainability.

Training Task Force

With the changing direction of future development activities that will include a strong emphasis on CP, local contribution, and decision making at the grass-roots level, the need for training cannot be over-emphasized. CP training is a process of informal and unstructured education over a long time frame, and involves the development of moral, ethical and human values. Behavioral and attitudinal change is the most difficult to achieve, and is a continuous process that can take many years.

An important part of the institutionalizing process is the need to foster and nurture the spirit of voluntarism that is the basis of all NGO activity. Without voluntarism, the NGO has no life. There may be possibilities for developing voluntary cadres at village levels and linking them together in a Rural Volunteer Corps. The plan that has been prepared envisages the use of volunteers along with interns.

Training and exposure programs need to be made available to all sectors involved, including staff, field workers, activists, volunteers, beneficiaries, and government officials. Everyone involved in the decision making process needs sustained training and education. Government officials, CEOs, Board members, project directors and current project staff need to know for themselves what CP approaches really mean. Training can provide this knowledge.

It is also important to realize the need for much more support in the form of training and technical assistance to increase the capacity and efficiency levels of NGO staff. This is particularly needed when village organizations grow in size and extend their activities with additional resources. There is a great need for training in O & M systems and in financial systems. These systems are also needed so as to hold the NGO staff accountable to the beneficiaries. Training opportunities can be provided by Coverdale which are supposed to coordinate these activities. The resources of all development agencies must be tapped. This includes SRSC which has the potential of growing into a centralized training facility.

Facilities for formal and informal training need to be provided as well as extensive field visits to other CP experimentation to increase awareness and knowledge of CP approaches. We believe that the types of training to be given need very careful attention. Training that promotes a more detailed understanding of the CP process, and a complete re-orientation from a top-down approach, to a bottom-up one.

Training has to include a participatory process where the beneficiaries are involved fully in all the stages of development activity, in planning, designing, implementation, and in the crucial area of decision making. It has to finally result in the beneficiaries having a sense of ownership and of increasing bargaining power. Therefore, mobile training would be useful.

Training can be within NWFP project areas as well as outside in the field. One area of training may need foreign travel in order to learn from other CP experimentation in the South Asia region.

Training should be done immediately, during the lifetime of the current projects in order to equip them for the new phase of CP programs. Staff should be constantly exposed to development experimentation, internships and staff exchanges with other projects. Village level groups of activists, leaders and volunteers can be developed through training and exposure to CP approaches.

Regular workshops and seminars can be organized for greater sharing and learning. Development workers and professionals can be brought together for special reflection sessions.

In order to do this immediately, un-earmarked funds in line items can be released for training. There was reference to an amount of \$844,342 being available in the documents presented at the Tarbela meeting of NWFADP staff. Other funds with donors and agencies like TVO could be accessed.

Task Force of one CP specialist at USAID for follow-up

We feel it is important for one separate CP Coordinating Officer to function effectively from the USAID office in order to ensure that the CP approaches are followed up, and to follow-up on the other important issues that we have raised as major concerns which need the serious attention of the concerned authorities.

Among the concerns to be followed up are :

- extension of the CP approach into all other NWFP programs.
- coordinated planning of all NWFP projects and activities.
- linkage of TA services and personnel between these projects.
- promotion of the Learning Approach through Coverdale, etc.
- promotion of Conservation and Re-afforestation.
- promotion of Scientific Water Management Systems.
- promotion of Technical Training.

Other Task Forces

In addition to what the workshop participants decided, we recommend that separate Task Forces be set up to consider other possible areas of concern and program activity. A Task Force to consider the need for a US-PVO to promote a Private Rural Enterprise Program similar to PACT-PRIP in Bangladesh. Task Forces may be considered for other specific areas like Conservation, Drug related issues, and for Public-Private Enterprises. Conservation and Re-Afforestation issues should have

top priority, Drug-abuse control and prevention, the provision of facilities for a Polytechnic or Technical Training School and Workshops and perhaps a Central Training facility for development workers. As these program concerns cannot be supported with the resources presently available in this project, they should be supported by resources from other independent sources and funding agencies. The new foundation could also try to mobilize additional resources for such activities.

There is considerable interest in these program areas that merit the serious consideration of concerned officials:

GOP ROLE

It is essential that NGOs are seen to be complementing, and, where necessary, supplementing GOP activities. For this to happen, clarification should be sought from GOP on the policies of registration and operation of NGOs, and receipt and use of foreign funds by NGOs. GOP commitment to this approach and their political will to support it, needs to be expressed in terms that provide the confidence needed to go ahead. Furthermore, GOP should also indicate the mechanisms by which Government facilities, resources and services can be accessed by NGOs. This would enable the NGOs and GOP to work together in partnership rather than in competition. At the same time, NGOs should also attempt to build bridges of partnership and understanding with GOP agencies, particularly those at the village and Union Council level.

LINKAGES WITH OTHER USAID PROJECTS

The CP approaches now being considered have a direct bearing on the other projects in the area. We are of the opinion that there is considerable room for joint planning of these projects so as to optimize the use of resources available (manpower, TA, facilities, training, financial support, and logistical support), and to ensure that community participation approaches are introduced in those projects.

In particular, the coordination of TA services can be more equitably and economically shared in a way that benefits all projects. This is true of KADP TAT which can be shared with GAADP. Even more important are the lessons learned in the execution of various technical activities where such knowledge and information would enable others to be more effective. Documentation could help others avoid pitfalls and duplication of effort.

Sharing and learning exercises can be useful for all agencies in NWFP if such workshops and seminars can be planned jointly.

Even in the Tribal areas, there is potential for greater collaboration and synthesis of what is taking place. The Political Agent of Bajaur agreed to allow us to introduce a pilot project with CP approaches because he realized that development strategies in other areas must necessarily spread into these tribal areas also. He was prudent enough to foresee what would happen, and was ready to start experimenting with small CP programs. He suggested that we start a small project in the

Uthman Khail belt which is most suitable. Irrigation schemes started here by USAID have created problems due to the withdrawal of subsidies and salaries of watchers and operators. This would be an ideal situation to experiment with a CP approach organizing the people around these irrigation projects.

In the tribal areas it is important to recognize the power structures that exist, and to work through them. The experiences in the Malakand Social Forestry Project indicated that the Maliks gradually saw the value of these activities and cooperated willingly at a later stage. Dr. A. H. Khan also stated that one could use the tribal loyalties and special characteristics to organize group activities. The major weakness now appears to be the lack of communication with the beneficiaries.

It will be useful to start small experimental efforts with those who are willing to try CP approaches and to organize local groups into small interest groups and VOs. The names of persons mentioned in the workshop outline need to be carefully vetted, but we feel that Dr. Akil Farooqi of Utlā, Mr. Hyder Zaman of Ganichatra, and the village groups at Nagrai led by Saboot may be considered for the three projects that can be financed in the first year. The NFE teachers can be supported with additional funds.

The need for a visible demonstrative multi-purpose project centered around the village roadway at Gandaf can also be supported with additional financial support obtained from other sources, or if the FNGO can activate resources. Similarly, additional FNGO resources could support a polytechnic or technical training school or workshop that was and still is a universally requested demand. These projects can use the CP approach to generate local contributions that will help to promote wider acceptance of the CP approach to NGO formation.

DAPRC resources and expertise can be made available to GAADP, KADP, and TADP. There is a great need for educational and motivational programs and for publicity materials. We recommend that the subsequent TADP study team examine this in greater detail and suggest strategies and mechanisms by which better coordination and joint planning is done.

We also recommend that KADP TA be shared with GAADP, and that they follow the CP approach when starting their own cluster NGO program. The DAI team can be strengthened with the appointment of an expatriate CP expert with a track record of CP activities in South Asia. DAI should be able to contract specialists like IVS volunteer specialists to help with this in order to keep expenses at a minimum.

We also recommend that a small project on CP be commenced in Bajaur.

Range of Financing Options

1. The first option is to have a project office at Topi and three site offices each with a mobile unit. The workshop recommended that the office be shifted to Birgali. There is no formal arrangement for the FNGO in Peshawar, but the Secretary (who will be the FNGO person) will function from one room in Peshawar. Initially, until the project office and mobile units get started, most of the time will be spent in Peshawar to get the FNGO going. After that, at least 3 weeks in the month will

be spent providing TA support to the staff at the project office and mobile units. Only 3 village level activities can be supported with the funds available, while the small provision for TA support is at volunteer levels or for short-term consultancies. Even this was considered to be too great a slice of the small pie available, and they felt that more should be made available to program support while TA costs should be supported from other sources.

2. The second option is to have a bigger project office with all the mobile teams operating from the same place, but spending time in the field as required. The TA provision is the same as before.
3. The third option is basically to be based on the SRSC model, but the costs of the TA person and the cost of setting up a FNGO are left out as these have to be met separately.

CONCLUSION

The whole approach is aimed at improving the local people's capacity to promote a gradual growth process that raises living standards and quality of life, while at the same time preserving self-reliant capacity to sustain and nurture such activities. It is a long-term approach that promotes a process rather than sporadic unplanned activities. It will seek to start small and simple, to keep costs low and manageable, and to maintain a low profile. It is a process that seeks to involve the villagers in a participatory manner from the very outset in all stages - planning, designing, implementing and cost-sharing. It is an approach that is accountable to the beneficiaries and gives them a sense of ownership with increasing bargaining power. It is also an approach that will foster a sense of trust and confidence between all parties so essential to NGO relationships, networking and interaction.

List of Acronyms

| | |
|--------|---|
| NWFP | North West Frontier Province |
| NWFADP | North West Frontier Area Development Project |
| TADP | Tribal Areas Development Project |
| AKRSP | Aga Khan Rural Support Program |
| OPP | Orangi Pilot Project |
| GAADP | Gadoon-Amazai Area Development Project |
| KADP | Kala Dhaka Area Development Project |
| DAPRC | Drug Abuse Prevention and Rehabilitation Campaign |
| PCU | Project Coordinating Unit |
| NFE | non formal education |
| WID | Women in Development |
| GIE | Gadoon Amazai Industrial Estate |
| FATA | Federally Administered Tribal Areas |
| GLIDE | Government Line Department Model of Mr. Odell |
| GONGO | Government Organized NGO model of Mr. Odell |
| PONGO | Privately Organized NGO model of Mr. Odell |
| SRSC | Sarhad Rural Support Corporation |
| FNGO | Foundation NGO |