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**Final Report
of the
Kala Dhaka
Area
Development
Project,
Pakistan**

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PREFACE

This report summarizes and analyzes the experiences, accomplishments, and problems of the DAI team of long- and short-term consultants who provided technical assistance to the Kala Dhaka Area Development Project (KDADP) from February 1990 to May 1993. This final report presents the findings, accomplishments, and recommendations of the Technical Assistance Team. Each long-term member of the team provided a report on his or her activities through the life of the project, documenting these experiences in detail and providing recommendations. These final reports are attached as annexes. Two key issues, project administration and funding, are closely related to the main problems faced through the life of the project. These are presented in separate sections of the report. Greater detail can be found in the complete documentation of the project on file with USAID. Lessons learned from the experiences of the extended life of Phase I are presented as issues to be addressed and as recommendations for change.

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ACRONYMS

AKRSP	Agha Khan Rural Support Project
ASO	Area Social Organizer
BHU	Basic Health Unit
BVS	Basic Village Survey
CCRI	Cereal Crops Research Institute
CO	Community Organizer
CP	Community Participation
CPA	Community Participation Approach
CS	Construction Supervisor
DHO	District Health Officer
DWSS	Drinking Water Supply Scheme
FAO	Food and Agriculture Organization
FYM	Farm Yard Manure
GONWFP	Government of the North West Frontier Province
GOP	Government of Pakistan
HT	Health Technician
IC	Irrigation Channels
KD	Kala Dhaka
KDADP	Kala Dhaka Area Development Project
LD	Livestock Department
LGRD	Local Government and Rural Development
NARC	National Agricultural Research Centre
NGO	Nongovernmental Organization
NWFP	North West Frontier Province
PACD	Project Activities Completion Date
PCU	Project Coordination Unit
PIC	Plant Introduction Centre of the NARC
PM	Project Manager
RVW	Rural Veterinary Worker
SO	Social Organizer
SRSC	Sarhad Rural Support Corporation
TAT	Technical Assistance Team
TBA	Traditional Birth Assistant
UWM	Unar Watershed Management
USAID	U.S. Agency for International Development
VAC	Village Action Committee
VFC	Village Forest Committee
VMC	Village Management Committee
VO	Village Organization
WID	Women in Development
WSS	Water Supply Scheme

EXECUTIVE SUMMARY

The Kala Dhaka Area Development Project (KDADP), which was a component of the North West Frontier Area Development Project, was initiated by the U.S. Agency for International Development in Pakistan in February 1990. The objective of the project was to reduce existing opium poppy cultivation and to discourage expanded opium poppy cultivation in Kala Dhaka by bringing this remote, economically neglected area into the mainstream of the provincial and national economies. KDADP was to have two phases. The objectives of Phase I were (1) the construction and design of roads and the establishment of pilot activities in agriculture, forestry, health, and education as well as community-based infrastructure development projects; and (2) a review of pilot activities combined with the gathering of data to determine feasible development activities for a full-scale Phase II of the project.

After KDADP's inception, however, USAID/Pakistan reassessed its strategy of remote area development in Pakistan. This reassessment prompted a shift from the support of infrastructure development projects, and of paragonment institutions to manage those projects, to the support of multisector development through existing government line departments in partnership with the members of the target communities — something parallel to the Gadoon project. This strategy then shifted to a community-based development approach similar to that developed by the Agha Khan Rural Support Project and the Sarhad Rural Support Corporation. Because of the invocation of the Pressler Amendment, the idea of a Phase II of KDADP was abandoned.

BACKGROUND

An estimated 338,000 people live in the Kala Dhaka region. Sixty-eight percent of that population is Pukhtun. Nearly 88 percent of all households sampled have at least one member working outside the region for an average of nine months per year. Sixty-nine percent of all Kala Dhaka males between the ages of 16 and 50 work in largely unskilled jobs in Karachi. To some degree, the economy of Kala Dhaka is based on work in Karachi. This high level of mobility among the male population and the demands on their time during the peak agricultural seasons when they are actually in Kala Dhaka were obstacles to promoting participation in some of the planning and implementation of project activities. However, the mobility was not as great an obstacle as originally expected and varied considerably from one area to the next. Once the people understood the full implications of the community participation development effort and methodology, they generally remained ahead of KDADP's ability to respond to their interest and enthusiasm.

KDADP activities required the flexibility, timeliness of required action, and incentives that would guarantee the continuity of village members' commitment. Many KDADP activities were successful at a certain level but were flawed by the lack of these required qualities, especially timeliness of funding, of action, and of subproject preparation. KDADP demonstrated that the principles and methodology of community participation are acceptable to the population of Kala Dhaka and can be implemented easily.

COMMUNITY PARTICIPATION

During the final year of the contract, a system of community participation and contribution was established in Kala Dhaka. All of Kala Dhaka could not be covered by the planned pilot activities. Seven clusters of some 15 to 20 villages each were identified for demonstration of the method. One

cluster, Mada Khel, declined to participate in the program because of early disappointments with KDADP changes in policy and directions. A community organizer and a construction supervisor were assigned to each cluster to work with the people, explain the methodology, and organize the villages around village-identified rural works projects that they would build through participation, contribution, and management.

The transition from a promised traditional, government-controlled construction project, with major project investment in roads, to a community-based development activity with limited funding, village involvement, and contribution in labor, was slow and difficult to understand. But, once they understood the implications of the change, the villagers quickly outpaced the KDADP engineering staff in interest, enthusiasm, and project development. However, village organizations require timely action by a central support organization to maintain momentum and gain the necessary confidence in self-help through a successful, rewarding experience. The village organizations of KDADP were frequently disappointed by KDADP engineering and funding delays.

ADMINISTRATION

From the start of the project, there were problems of project administration and management. Spurred by changes dictated by the Pressler Amendment, project administrative support was provided through a government Project Coordinating Unit (PCU) with almost no line department involvement. The end goal of this organizational approach was the development of an independent, nongovernment organization capable of soliciting development funds from other donors. However, the concept of the PCU required reexamination. Within a system with clearly defined lines of authority governing the activities of the line departments, the role and authority of the PCU was not clearly defined. The PCU could not coordinate the activities of the line departments based on the existing government structure. And line departments did not have expanded budgets or staff to meet the expanded requirements of KDADP.

Nor did the KDADP Project Coordination Unit have the orientation or the background to plan, organize, or implement a community participation program. The Technical Assistance Team (TAT) did the conceptualization, planning, and organization of the program. But for political reasons the administration of the field operations were divided: the community organizers reporting to the TAT and the construction supervisors reporting to the PCU engineering section. This administrative structure inevitably resulted in delays with the engineering elements of KDADP up to the end of the contract.

FUNDING

The funding mechanisms of KDADP were faulty from the start and were the most frequent cause for delayed and slowed project activities. Although Phase I of the project was intended to be an experimental and learning process, with flexibility assumed, effective adjustments were not made that would lead to an effective, timely, and well-managed flow of funds from and through either USAID or the PCU. The stop-and-go nature of the funding process, in several instances resulting in the closedown of project activities, undercut the needed project credibility in the eyes of the people as the basis for a community participation program.

PROJECT IMPACT

In spite of the problems outlined above, the project had significant accomplishments in community development. Although there was virtually no mention of WID activities in the Project Paper, the open and interested response of the Kala Dhakans, both men and women, to the WID activities was positive. Again, credit goes to the women that put this program in the field under, at best, trying conditions, discussing the activities and their potential with the women and adjusting the timing of the activities to suit the women's schedules. Given time, the WID activities could have developed into a major element of the project for they speak to half, perhaps more, of the Kala Dhaka population. Under the culturally acceptable approach and methods used by KDADP WID specialists, the activities were highly acceptable to the people to the point where KDADP could not meet all the local demand for involvement. The monthly mother and child clinics initiated and fielded by the WID specialist in health, who recruited a female doctor with female health technician assistance, was also a popular program.

The agriculture program with KDADP was simple, inexpensive, and direct, with activities that have been institutionalized worldwide for the past 30 years. It worked to improve existing agriculture practices and introduced new methods and crops. For livestock, steps were taken to introduce new fodder crops and trees (as part of a forestry program). A training program for local animal health care technicians was initiated in basic curative and preventive methods. The technicians were given basic tools and supplies.

The community participation approach can and did function effectively in Kala Dhaka. Although faced with administrative problems and frustrating delays, many of the communities in the clusters were fully involved in the community participation process. The flaws in the program resulted mainly from lack of project funding in a timely manner and from delays in the engineering backup required for the projects.

Road construction and the alternative, jeep track development, were of vital interest to the people of Kala Dhaka, but only a minimal program was funded. The area will never develop until easy access by motor vehicle is ensured.

In considering the goal of poppy elimination, there is no significant opium poppy cultivation at this time in the Kala Dhaka region on the east bank of the Indus River, although production increased in some pockets after the start of KDADP. Considerably more opium poppy is grown in the Mada Khel area on the west bank but there is insufficient data to draw any clear conclusions. Kala Dhaka is not a traditional opium growing area, and opium is not yet the basis of their economy. But opium production can produce a reasonable income in this isolated mountainous agricultural region of high population density and limited land resources. KDADP made no impact on reducing opium production, and helped to politicize the issue through its limited and delayed impact on development.

RECOMMENDATIONS ON PROJECT ADMINISTRATION AND FUNDING

1. Administer projects through a single line department in which lines of authority are established and clear-cut. Examine the organization of the German and Swiss projects in Mardan and Kalam to see how these multisector projects are administered through one line department. There should be no PCU for the administration of multisector projects. A PCU is not part of the established bureaucratic system and does not have the authority to coordinate the activities of the line departments.

2. Government staff working on a USAID-funded project should receive salary supplements commensurate with the expected increased levels of responsibility and work. Per diem rates should be the same between government and the TAT staff and paid through the TAT.
3. Projects should ensure an effective system for funding that will allow for effective management and an unbroken flow of funds, even if this means channeling them through the TAT, which, in this project, was the only dependable source of funding when allowed to act.
4. USAID should give all needed support to the TAT in the accomplishment of the contracted tasks. USAID had difficulty providing needed support in a timely and effective manner: logistical, funding, procurement, and organizational.

BACKGROUND

In 1983, the U.S. Agency for International Development began its support of the Government of Pakistan's efforts to eliminate opium poppy cultivation in the country. Much of this support was channeled through the North West Frontier Area Development Project (NWFADP), which was designed to stimulate economic development in the traditional poppy-growing areas of the province and to provide farmers who grow poppy with alternative sources of income.

NWFADP focused on the Gadoon-Ahmazai tribal area, a settled area subject to the laws of Pakistan and a pocket of significant poppy cultivation east of Tarbela Dam reservoir. From its inception, the Gadoon-Ahmazai farmers resisted both the project's government activities and the attempts to enforce a ban on poppy cultivation. By 1987, NWFADP had achieved considerable success and an independent evaluation in that year recommended that USAID continue to support activities in Gadoon-Ahmazai. The same evaluation recommended the extension of similar activities to an adjacent area known as Kala Dhaka (Black Mountain) based on reports that some poppy farmers and opium dealers from Gadoon had been forced to shift their operations to this neighboring tribal area, a provincially administered tribal area in which only some of the laws of Pakistan apply.

In response to that recommendation, USAID initiated the Kala Dhaka Area Development Project (KDADP) in January 1990. The objective of the project was to reduce existing opium poppy cultivation and to discourage expanded opium poppy cultivation in Kala Dhaka by bringing this remote, economically neglected area into the mainstream of the provincial and national economies. Although Kala Dhaka is a provincially administered tribal area, little was known about its people, social organization, and economy. There was little line department development activity in the area and few if any accurate statistics.

KDADP was to have two phases. The objectives of Phase I were to have been (1) the construction of one major road, the design of three additional roads, and the establishment of pilot activities in agriculture, health, and education as well as community-based infrastructure development projects; and (2) a review of pilot activities combined with the gathering of data to determine feasible development activities for a full-scale Phase II of the project. The importance of road development and access into the area by wheeled transport was recognized from the start as being a key element in the development of the area and thus in the poppy elimination strategy, as well as a priority of the people of Kala Dhaka.

KALA DHAKA

Kala Dhaka, or the Mansehra Tribal Area, is a rugged, mountainous region of approximately 500 square miles that spans the Indus River in Pakistan's North West Frontier Province. A provincially administered tribal area of NWFP, the major part of Kala Dhaka lies on the eastern bank of the Indus River in the watershed of the mountain range (Black Mountain) from which the area takes its name (see Figure 1). This range, which averages 5,000-8,000 feet, runs south to north for approximately 30 miles between the river port of Darband and Thakot, a bazaar on the Karakoram Highway. The western portion of Kala Dhaka lies on an equally steep watershed formed by the mountains that separate the Gadoon Ahmazai tribal area of Swabi District from the Indus basin.

Kala Dhaka is made up of five tribal divisions named after the Pukhtun tribes that claim respective ownership of the land (see map). From north to south, these divisions are Basi Khel, Nusrat

Khel, Akazai, Hasanzai, and Mada Khel. The Basi Khel, Nusrat Khel, Akazai, and Hasanzai claim ownership to lands on both sides of the Indus River. The tribal lands of the Mada Khel are concentrated exclusively on the west bank of the Indus. All of the Kala Dhaka tribes lost large amounts of arable bottom land to the reservoir that was formed with the completion of the Tarbela Dam in 1975. Additional land and irrigation infrastructure was lost in the early 1980s when the Frontier Works Organization cut the alignment of the Darband-Thakot road along the east bank of Kala Dhaka. This loss of traditional lands and livelihoods to a combination of administrative fiat and the contingencies of modern infrastructure development lie at the heart of the Kala Dhakans' mistrust of the government and its development initiatives. At the same time, roads remain a village priority and a prerequisite to area development

In addition to these sociopolitical boundaries, Kala Dhaka can be divided into three general agroecological zones. These zones are the subalpine pasture, evergreen forest, and river valleys of the highlands that extend from 5,000-6,000 feet above sea level to the ridgeline; the sparsely populated, steep-sided valleys of the midlands that extend from 2,300-5/6,000 illustrates the general settlement pattern throughout Kala Dhaka. According to the KDADP socioeconomic survey, more than half of the region's population is settled in the highlands zone. The most significant factor underlying this pattern was the flooding of the region's riverside lowlands after the construction of the Tarbela Dam. The formation of the Tarbela reservoir effectively eliminated a sizeable proportion of Kala Dhaka's best agricultural land. Those families displaced by the reservoir flooding exercised one of three options: they relocated to villages in the lowlands zone but above the highwater limit of the reservoir, they relocated to more marginal lands in the midlands and highlands elsewhere in Kala Dhaka, or they relocated outside of the region entirely.

Agricultural production is consistent in each of these zones: wheat is the predominant *rabi* (winter) crop; maize and, in the midlands and lowlands, rice are the predominant *khariif* (summer) crop. All cereals are intercropped with a variety of vegetables (squashes and greens) and pulses. Soil conditions, climate, altitude, and aspect in each zone determine the variety of crops and their yields.

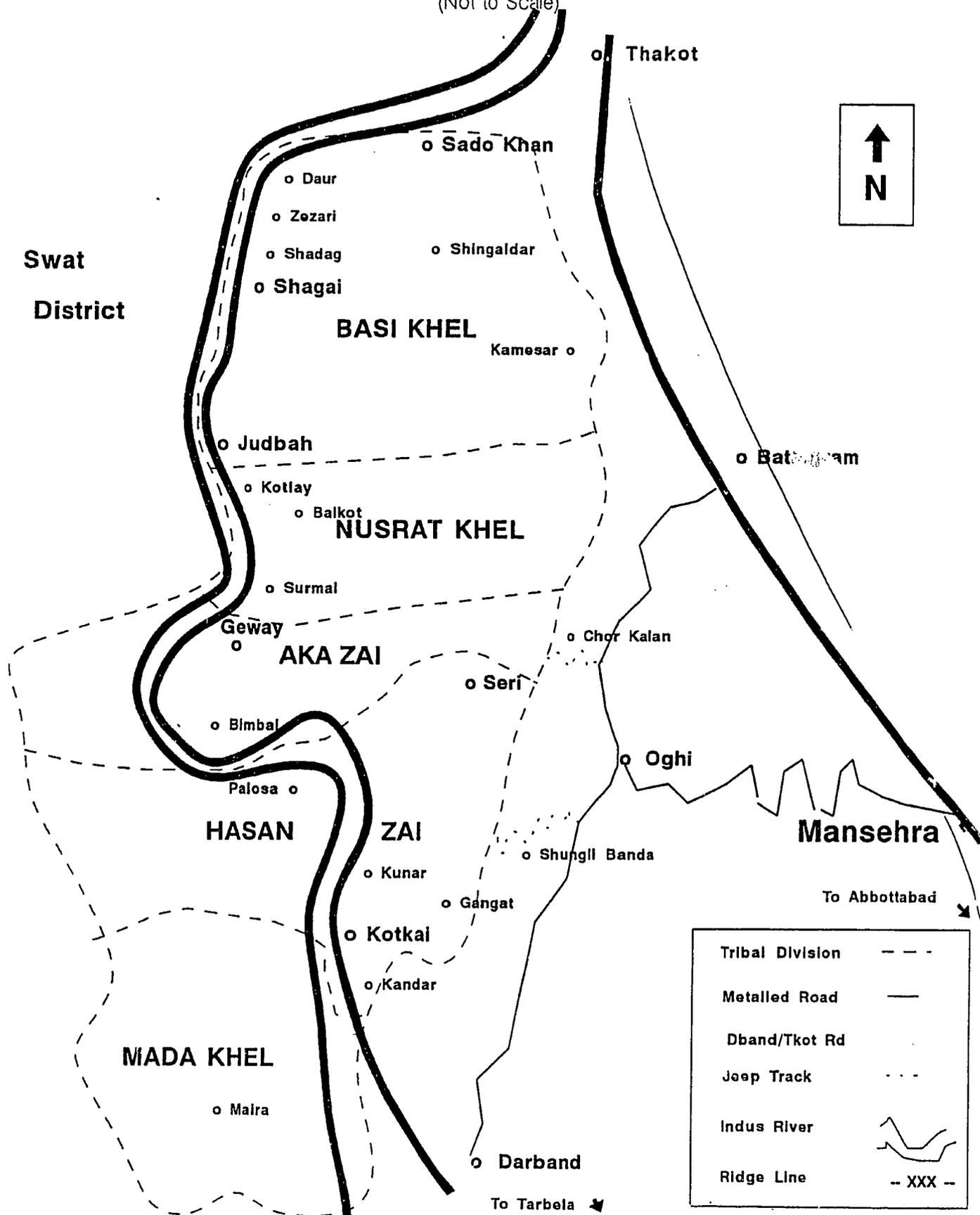
Kala Dhaka lacks sufficient agricultural land to meet the subsistence requirements of its population. Most households supplement their agricultural production by keeping livestock for milk and meat; the region's abundant grasslands and pasture support a large number of livestock compared to other mountainous areas of Pakistan. Still, because of the region's limited agricultural lands — a problem compounded by the fragmentation of all land holdings — Kala Dhakans depend on the importation of food for at least half of their annual subsistence requirements.

Table 1 illustrates the summary population estimates for Kala Dhaka derived from the KDADP socioeconomic survey. The total population for the region is estimated at 338,013, living in 228 settlements or "villages."

FIGURE 1

SKETCH MAP OF KALA DHAKA

(Not to Scale)



Tribal Division	---
Metalled Road	—
Dband/Tkot Rd	⋯
Jeep Track	- - -
Indus River	
Ridge Line	-- XXX --

TABLE 1
SUMMARY OF KALA DHAKA POPULATION ESTIMATES

Tribal Division	Villages	Household	Population
Akazai	32	3,700	42,920
Basi Khel	92	10,090	177,044
Hasanzai	43	6,093	70,679
Mada Khel	38	7,123	82,627
Nusrat Khel	23	2,133	24,743
Totals	228	29,139	338,013

The extent of long-term migration of men from Kala Dhaka for wage employment is a vivid testament to the dependence of the region on outside sources of income for survival. Nearly 88 percent of all Kala Dhaka households surveyed have at least 1 member working outside the region for an average of nine months per year. Half of those households have from 2-5 members working outside the region. Of all households surveyed, 69 percent of the males between the ages of 16 and 50 are employed in Karachi, largely in unskilled occupations such as taxi and rickshaw drivers, factory workers, guards, bearers, and waiters. Men in this age group work an average of 11 years in Karachi. They typically spend the months of November through June or July at their jobs and return to Kala Dhaka during the season of peak agricultural labor demand for the harvests of wheat, maize, rice, and, especially, grass for winter livestock fodder.

The extensive migration to Karachi, and the extent of the dependence on Karachi earnings, has many implications for the planning and implementation of KDADP activities, as was seen during this contract period. The widespread male absenteeism for much of the year combined with the intensive agricultural labor requirements of men when they return to their villages affected their receptivity to, and participation in, KDADP subprojects — but not to the degree expected. When subprojects were defined as important by the local population, the men scheduled their work so that they could participate. Sometimes this meant delays in project work, depending on the season, but the work was accomplished. The lessons that can be drawn from this experience are that projects in areas like Kala Dhaka have to be targeted carefully and designed to provide suitable incentives for men to divert their labor from either seasonal agricultural demands or wage labor. Also, time frames for project completion must be flexible, and contain no tight time scheduling.

The high level of male absenteeism undoubtedly affected KDADP efforts to promote community participation in project design and implementation, but the village level of participation was always ahead of the KDADP engineering ability to keep up. Special efforts were required to develop village committees with a continuity of membership to maintain villager commitment to project activities. Male absenteeism underscored the relevance of project activities that promoted skills training and income opportunities among women. The Kala Dhaka responses to WID elements of the project, by both men and women, were consistently positive.

THE KALA DHAKA AREA DEVELOPMENT PROJECT

Changes in Project Focus

Since KDADP's inception, USAID continued to reassess its strategy of remote area development in Pakistan. This reassessment prompted a shift from the support of infrastructure development projects and paragonment institutions to manage those projects, to the support of multisector development through existing government line departments in partnership with the members of the target communities. This partnership was to rely heavily on the work of village organizers who would galvanize community participation in the identification, implementation, and maintenance of development activities. The partnership also depended on the participation of government line departments. Having started with the participation of nine line departments, however, KDADP retained working relations with only three.

Drawing on the experience of the successful village organization activities of the Agha Khan Rural Support Project (AKRSP) in Gilgit (which is uninvolved with line departments), USAID recently supported the creation of a nongovernment community development organization called Sarhad Rural Support Corporation (SRSC) to work in NWFP. USAID's evolving remote area development strategy had significant implications for KDADP, among which were the loss of valuable staff time and energy. The target population, the people of Kala Dhaka, suffered as a result.

Administration and Funding

In February 1990, the KDADP Project Coordinating Unit (PCU) was established in Mansehra under the Special Development Unit/Peshawar of the Government of the North West Frontier Province (GONWFP) to administer KDADP funds earmarked for specific pilot activities, and to coordinate and provide support for the line departments responsible for implementing those activities. At the same time, the Chief of Party of the DAI Technical Assistance Team (TAT) arrived in Pakistan. The purpose of the TAT was to assist the KDADP Project Manager in initiating development activities in Kala Dhaka and in preparing a project design for Phase II activities.

Delays in project funding and procurement, which were to continue to plague KDADP during the life of the project, prevented the timely start-up of most project activities. During the spring, the District Commissioner of Mansehra, who carried the title of KDADP Project Director, the Project Manager, and members of the TAT conducted several tribal meetings (*jiirga*) with representatives of each of the major tribal divisions within Kala Dhaka. These meetings were to apprise the target population of the activities and methods planned under KDADP and to seek their cooperation and assistance. The initial tribal reaction was to request that each tribe's share of the project's funding be turned over to the tribes for distribution and development activities. Eventually tribal representatives agreed to cooperate with the project and its methodology but at the same time tribal expectations of development activities were established that KDADP, in the end, would never be able to meet.

Initial Activities

By May 1990, three members of the DAI TAT — the Chief of Party, the civil engineer, and the social scientist — were able to take up permanent residence in Mansehra. The project agronomist joined the TAT in October. There were DAI short-term consultancies during this early period for agriculture, forestry, WID, poultry, and socioeconomic survey and analysis. The position of part-time medical consultant was authorized subsequent to the project start-up and a reevaluation of the medical activities

initially proposed. Because of its short-term and part-time nature, this medical position proved difficult to fill, to be replaced later with a lower-level but full-time WID specialist (health). The early consultancy in health was provided on an intermittent basis by a member of Agha Khan Medical Service/Gilgit and by the French/Afghan private voluntary organization, AVICEN.

In addition to supporting KDADP pilot activities, the TAT began its socioeconomic surveys of the region. Chief among these was the Basic Village Survey, an instrument that surveys social and demographic patterns, patterns of agriculture production, labor migration, and patterns of transport to and from the region. This was followed by a sample household count in 30 selected villages to cross-check previously collected demographic data. In a six-month effort, the social scientist and one interviewer identified and surveyed 228 villages in this remote and mountainous region. The DAI home office technical backstop for the project, an anthropologist, prepared a report of these findings in March 1991. In addition, a detailed Transportation Survey was completed, recording the movement of goods, vehicles, and animals through a series of key entry points into Kala Dhaka. This data was not put to use as a result of the shift in emphasis from road development to community organization. The planned transportation specialist consultancy was dropped.

Promoting Participatory Community Development

By November 1990, a community organization specialist had been hired on a short-term basis to begin experimenting with the community participation approach in Kala Dhaka. He began by organizing the village of Kandar, in the southern region, around the construction of a village drinking water supply system. The project social scientist, at the same time, began working with the village of Sado Khan in the northern region on a similar project. These men were the first project staff to go into Kala Dhaka to explain to the villagers about the change in project methodology from line department construction work to community participation and villager contribution to their own development projects. The initial responses were negative, reflecting attitudes that they had been cheated. But with responsibility and involvement came understanding, acceptance, and initiative on the part of the villagers. These changes in village attitudes pose potential problems to an administration thoroughly immersed in an authoritarian system of control and domination.

Project activities were disrupted and delayed during the first quarter of 1991 by several events, notably, the evacuation of the Chief of Party and the accounts manager to the United States at the time of the Gulf War. Use of USAID-registered vehicles was curtailed during the period. Record-setting precipitation, combined with an earthquake, closed the roads in the Kala Dhaka area for an extended period, and the Project Manager of PCU was transferred and replaced.

The Cluster Plan, which defined areas of project focus for organizing the KDADP community participation activities, was developed by the TAT and presented to USAID in mid-May 1991. It was approved by a KDADP workshop on August 8 and by the GONWFP Project Review Board on September 9. It was agreed that the TAT would hire, with PCU concurrence, and supervise the community participation staff of some 18 people, including 2 area social organizers/supervisors, 7 community organizers, 7 construction supervisors, and 2 WID specialists. This put the TAT in the role of implementing a major component of the project. It was generally agreed among all parties that PCU did not have the background or orientations to implement this component of the project and that the TAT should be responsible for implementation. This issue was resolved by the Project Manager and Chief of Party on September 24 with the agreement that the TAT would hire the community participation staff but that the engineering element, the construction supervisors, would be supervised by PCU's engineering staff. The rest of the community participation staff would be supervised by the TAT. This mixed administrative arrangement was approved by a project activities review meeting on October 9 and

recruitment began. In hindsight, this decision to split the administration and supervision of components of a project that required close cooperation among all team members was an error that was to plague the management effectiveness of the operation to the end of the contract.

The DAI contract ended with the calendar year 1991. A three-month, no-cost extension was granted, and during this period USAID processed a further extension to May 1993, which was signed on April 30, 1992. The process resulted in delays in recruitment and hiring of community participation personnel. One social organizer, two community organizers, two construction supervisors, and two women in development (WID) specialists were permitted to be hired during the no-cost extension period. Six of the seven were hired.

The rest of the community participation staff was brought on board during the first week of June 1992, given two weeks training and orientation, and sent into the field for on-the-job training under the regional supervisors. They were to begin implementing an accelerated effort of organizing villagers around, in many cases, as yet unidentified subprojects with 11 months remaining in the project. Some of the community participation staff had some limited village organization experience with local welfare organizations. Some had master's degrees in the social sciences. All came to the project with open minds, intelligence, enthusiasm, and determination. All went to the field to talk to the villagers about their development needs, to develop the program, and to live and work under isolated and harsh living conditions. All faced and responded to villagers questions about why the project activities were delayed and the project methodology was changed. The community participation element developed rapidly to the point where the PCU engineering section could not or would not keep pace with project needs for feasibility studies, survey, design, and cost estimates.

As the DAI contract came to an end, at a time when KDADP should have initiated an accelerated crash program to complete as many subprojects as possible and meet as many village expectations as possible, project activities were frozen by a combination of political problems with many of the villagers over project actions or inactions and with funding delays. KDADP owed villagers and village forestry committees more than Rs. 200,000 for work completed several weeks earlier. The community participation staff was not able to go back into the field without money to pay these debts, for they expected reprisals, vehicle confiscations, and confrontations.

PROJECT ACTIVITY BY SECTOR

AGRICULTURE

KDADP had the opportunity to support significant improvements to the region's agriculture by making available improved, high-quality wheat, maize, seed potato, and other crops along with required inputs (fertilizer). This process, however, required a long-term commitment. The Agriculture Department needed to improve its support to KDADP in the timely planning, selection, and procurement of inputs to guarantee the acceptance and continued demand for these improved seed varieties. With KDADP's help, these developments were undertaken with the support of the extension service working in the northern region. The farmers were very interested in the new developments and demanded greater participation. The posting of additional extension agents to the region was a step in that direction. The Agricultural Department's training of local agricultural field workers was also a step in the right direction to improve and expand its extension services in Kala Dhaka. Additional support should have been provided by the project in the form of expanded transport allowances and greater access to project vehicles, to ensure the mobility of extension workers during crucial planting periods and continuous contact with the people. Gradually the working relationship between KDADP PCU and the Agricultural Department personnel deteriorated and the Agricultural Department withdrew from participation in KDADP activities.

LIVESTOCK

Although not an established component of KDADP, livestock are as important as crops to the agricultural economy of Kala Dhaka and should be considered in any attempt to improve local production and income. Initial steps were taken to introduce new fodder crops and trees (as part of a forestry program). A training program for local animal health care technicians was initiated in basic curative and preventive methods. They were given basic tools and supplies. With continued support and training the technicians can have a positive impact on animal health in their areas. Kala Dhaka's three veterinary clinics are poorly staffed and lack adequate supplies of vaccines and medicines. KDADP supported and worked with the staffs of two of these clinics to a limited degree but these staffs and clinics require continuing refresher training and adequate supplies. KDADP introduced a limited poultry program for improved layers in many areas of Kala Dhaka by selling an improved breed at cost to the farmers. Again, to have positive impact, programs of this sort must be continued until they reach a threshold — a concentration when the new breeds are locally sustainable.

FORESTRY

Unique opportunities existed for KDADP to support significant contributions to the forest sector of Kala Dhaka. Unlike other regions of Pakistan, the people of Kala Dhaka, rather than the government, control their own forests, but they see them as a never-ending resource without a need to replant. During the life of the project, forest contractors began cutting the high-altitude blue pine forest in one sector with apparent KDADP support through road improvement. In addition, the Government of North West Frontier Province (GONWFP) Forest Department, the line department responsible for KDADP forest sector activities, gained considerable experience managing reforestation projects along the banks of the Indus River since the construction of the Tarbela Dam. Thus, KDADP could have supported programs

that reinforce local management of existing forest resources while promoting wasteland development and hillside stabilization with the introduction of fast-growing fuel-wood and forage species. This was not done because funding for these activities was consistently late.

The final forest planting season for Phase I, spring of 1993, involved a combination of social forestry — with farmers planting trees on their own land — and block forest plantations on common land through village forest committees organized by community organizers. The villagers were paid 50 paise per tree planted. Nearly double the number of trees were planted under this program than had been planted by the Forest Department in their most productive planting season in 1992. The enthusiasm for planting was focused on the potential income and not the long-term advantages of reforestation. The weather supported a successful planting with frequent rains. The success of the plantation can best be judged after the first year.

IRRIGATION

The KDADP PC-I called for 40 kilometers of irrigation channels to be surveyed and designed under Phase I and 25 miles of channels to be constructed or improved under Phase II. The Project Paper proposed that the survey and cost estimates for these schemes (as well as the roads, water supply schemes, and mini-hydro projects) should be prepared by the respective line departments with PCU and TAT engineers monitoring and approving the finished products. It is clear that the amount of field work involved in achieving these objectives and the willingness of the line departments to do this work were grossly underestimated in the KDADP project design. PCU, although a coordinating unit for the line departments, had no authority over Irrigation Department or any other line dept and could not guarantee their participation.

The Irrigation Department has only one engineer who is responsible for the whole of Mansehra District and no design staff. No funds were budgeted in the Irrigation Department's annual development program for design work in Kala Dhaka. GONWFP and USAID should have made additional resources available to the Irrigation Department or to KDADP to ensure that a systematic design of improvements and extensions to the Kala Dhaka irrigation systems was undertaken. The TAT made recommendations that a small but highly qualified survey/design team be hired to meet KDADP requirements during the final year of the contract but these recommendations were rejected by USAID. The delays in achieving acceptable surveys, designs, and cost estimates remained a problem through the life of the project. In the end, the Irrigation Department stopped participating in KDADP and the tasks of survey and document preparation for subprojects fell on PCU Engineering, for which it was adequately staffed.

ROAD CONSTRUCTION

The KDADP PC-I called for some 170 kilometers of roads to be designed and built during Phases I and II. However, USAID drastically reduced the funding for the KDADP road construction component and reoriented it to jeep track improvement implemented through the community participation element. The improvement and construction of access roads remain perhaps the single most common demand of the population (along with electricity) and, thus, the single most effective means of gaining the support of the population for KDADP activities. The jeep track improvement would serve the same purpose but was initiated too late in the project to have any major political impact. As the contract ends, 59 kilometers of jeep track are under construction or about to start.

HEALTH

One goal of KDADP and the GONWFP District Health Officer (DHO) was to make all existing basic health units (BHUs) in Kala Dhaka functional and effective, with as complete a staff as possible. At present, there are no government doctors directly associated with the delivery of health services to Kala Dhaka. Doctors will not likely be recruited for the BHU positions without additional compensation. An attempt should be made to revive the past government regulations allowing additional compensation for hardship posting. At the same time, the health services are organized around the concept of BHUs without doctors.

A Women In Development (WID) specialist in health was recruited for the final year of the contract and she monitored or participated in all health activities during that period. KDADP initiated end-of-month workshops for the technical staff of each BHU through the DHO to coincide with payday in Mansehra. Four of these workshops were held. KDADP initiated a village health worker three-month training course through the DHO for 10 trainees. This was to parallel the village health works programs in Gilgit and Mardan but the DHO had difficulty accepting a program to train villagers to practice basic curative medicine along with preventive measures. The training focused on prevention, sanitation, and referral activities. This program assumes a continuing affiliation between the DHOs and the village health workers, with followup training.

Government doctors in the nearby hospitals (such as Thakot, Darband, and Oghi) could be recruited to constitute active backup for the Kala Dhaka BHUs by holding scheduled visits and clinics. Health technicians and dispensers currently providing services require backup, professional support, and supervision on a continuing basis. Government doctors would require additional compensation to make up for lost private practice incomes. An initial step was taken by KDADP with the recruitment of the female doctor from Darband hospital to hold monthly mother/child clinics in the Kandari. The additional incentive for participation was paid as technical assistance. She participated in four of these clinics, which proved extremely popular in this region. These one-day clinics treated 570 women and children. This program was supported in the field by the KDADP WID specialist (health) and a female health technician for follow-up discussions with the women who attended the clinic. The community organizers of the region and a local field assistant made local arrangements through the people of the area. This program was discontinued when the doctor married and an attempt was made later to shift the clinic to a different, politically difficult region, Mada Khel.

An expanded program for immunization (EPI) was initiated through the DHO, which provided mobile teams on three occasions during the life of the project; a fourth team was about to begin as this contract phased out. The first phase was closed down by a KDADP-initiated evaluation by an outside organization, AVICEN, which specializes in long-range EPI activities in Afghanistan. AVICEN found the skills and field methods of the field teams unacceptable without additional training and changes in procedures and without cold-chain improvements for handling the vaccine. On other occasions, the activity was initiated by the DHO without TAT monitoring but apparently with PCU funding. The problems remained of inadequate supplies, staffing, logistical support, cold-chain maintenance, and lack of female technician participation on the field teams, whose target population is young females of childbearing age and children. There were continuing questions of levels of compensation for field teams even after they got to the field. This combination of factors suggests a limited impact if not failure of the program. No complete round of vaccinations was completed through this program. This EPI program contrasts sharply with the response to the monthly mother/child clinics, which were put in the field by women and were culturally acceptable to the villagers, men and women, of Kala Dhaka.

The Traditional Birth Attendant (TBA) training program (two weeks for each training session) moved ahead but with many delays, training some 60 TBAs during the life of the contract. One of these programs was implemented by the KDADP WID specialist (health) who had all the necessary qualifications. This action was taken to stimulate the DHO to continue his program after several months of delay. The flaw in this case related to the field team being uncertain of additional compensation from the project and long delays in receiving this compensation after the training was completed.

BHU repair and improvement had been one focus of the community participation program. Four BHUs benefited from this work, which is continuing. Two new water systems were constructed for the BHUs and two have been or are in the process of being improved. Repair of the BHU structures is occurring on three. This one-time involvement will improve the operation and the image of these government facilities, which had received no maintenance since construction.

WATER SUPPLY

KDADP identified village water systems for repair and construction as a project focus based on village interest, but the project initially relied on GONWFP Public Health and Engineering Department (PHED) to provide survey and cost estimates for these activities. PHED indicated that it did not have the staff to survey, design, and supervise the construction of the water supply schemes planned by KDADP. Nor did PHED have sufficient funds for repair and maintenance of the schemes already built. As with other line departments, PHED withdrew from participation in KDADP activities and the burden for survey and design fell on PCU engineering. The village drinking water systems became one of the early and key focuses of the village participation program.

EDUCATION

The primary school system in Kala Dhaka is moribund. Teacher absenteeism is acute, teachers are underpaid, and teaching materials are scarce. Also, there is a lack of supervision of the teachers by the GONWFP Education Department and of institutionalized in-service training for teachers. Most of the present teachers are from outside the area and face problems of housing. Many reside in the school rooms.

KDADP recruited and initiated primary school teacher training for some 37 Kala Dhakan men. Nine graduated and were placed in Kala Dhaka schools. School repair was initiated under the community participation program and 8 schools were repaired, are under repair, or have been approved and budgeted.

The school teachers supported the community participation program and appreciated KDADP attempts to improve their programs. Given time these men could have been drawn into the community participation program as participants in perhaps much the same way as the Village Institute graduates became village activists and innovators during the reform period in Turkey under Ataturk. The potential is there but a continuing long-term program would need to be initiated through the Education Department.

An education specialist should have been part of the KDADP staff to serve as liaison between KDADP, the primary education project, and the Education Department. The education specialist would have been responsible for developing programs with the Education Department that would target more

support to schools and teachers in Kala Dhaka. To some limited degree, the WID specialist became involved in Education Department issues as did the community organizers.

WOMEN IN DEVELOPMENT

Early surveys of the region indicated that there was considerable scope for promoting development activities, especially income-generating activities, among the women of Kala Dhaka. The survey recommended that KDADP organize a mobile team of female technical assistance specialists in poultry raising, agriculture, horticulture, and sewing and embroidery. Except for the sewing and embroidery element, these activities were initiated by KDADP. The poultry program was started in 1990 by a WID activist out of USAID/Islamabad with the introduction of a new variety of chickens noted for improved egg production. Some 2,101 units (1 unit = 5 hens and a rooster) of Fayoumi chickens were sold in the region at cost. The demand for the birds sold in the villages was continuous and involved the early community organizers. In two mountainous regions, village requests resulted in KDADP bringing the chickens to the nearest road point with the villagers walking as much as two hours to buy their reserved birds. This was a new and popular program for the villagers. This early field activity served two functions: it started the upgrade of the chicken population in Kala Dhaka; and, for the TAT, the program was a major team building activity involving active and coordinated participation of many staff members, including the initial, short-term community organizers and the drivers who later ran the program.

Two WID specialists were introduced during the final year of the contract, one responsible for health — whose work is noted under the health section — and one responsible for all the other WID elements of the project. The programs in kitchen gardening (98 villages), onion (30 villages), and tomato (13 villages) nurseries were initiated and widely attended. These programs were intended as demonstrations and were funded at that level, but the villagers could not understand why only a limited number of women were to participate. The women knew the value of the activity for their families diets. Some vegetables were already being grown by the women in the villages but with limited results. They required the technical assistance and the improved seeds that were provided.

A soapmaking activity was initiated in selected villages as was beekeeping. Both drew the attention of the men as well as the women. The soapmaking activity resulted in developing interest in the establishment of small soap making factories in three locations by several men. This needed followup to ensure continuing interest. The beekeeping training is still under way with four men participating as the contract ends.

The WID specialist took particular interest in supporting the start of primary schools for girls in Kala Dhaka. None functioned there before KDADP but several buildings had been built. With the urging of KDADP/WID, 8 female teachers were appointed to establish 4 schools. In the end, 2 were functioning with 56 enrolled female students. Two education committees were formed by the community organizers in support of these schools and their teachers; housing was provided by the villagers.

ACCOMPLISHMENTS

The following is an outline summary of KDADP's major accomplishments in research and monitoring and evaluation, agriculture, forestry, women in development, health, education and training, community participation, and engineering.

1. RESEARCH AND MONITORING AND EVALUATION:

Basic Village Survey of Kala Dhaka villages (228 villages).

Initial analysis of Basic Village Survey reported in *Interim Report: NWFADP Kala Dhaka Area Development Project, Pakistan: Phase I*.

1 seasonal transportation survey (vehicles, animals, and goods) at 5 entry points.

System developed for monitoring community participation activities: weekly meetings, trip reports, meeting reports, community organizer daily logs, and special subject reports.

8 case studies of varying experiences using community participation.

2. AGRICULTURE:

In collaboration with Agriculture Department:

25 agriculture field workers initially trained.

3 refresher training courses completed.

Wheat demonstration plots established through 3 crop seasons; acreage ranging from 40 to 250 acres, until 1993. The 250 acres of 1993 were used for combined demonstration and seed multiplication in large blocks in selected villages.

Maize demonstration plots established through 3 crop seasons; acreage ranging from 35 to 250 acres (planned for 1993), until 1993.

Potatoes introduced as crop into Kala Dhaka through demonstration plots in 5 crop seasons in two altitude zones with acreage ranging from 13 to 35 acres, until 1993.

In collaboration with Pakistan Agriculture Research Center/Islamabad:

Established and continued wheat yield research trials in irrigated and barani zones during 2 crop seasons.

Conducted Maize varietal trials in 3 villages in 1992.

Introduced lemon grass for cultivation in 1992 in 39 villages.

In collaboration with community organizers and Livestock Department:

9 rural veterinary workers identified, trained, and provided with kits and medicines.

10 additional rural veterinary workers identified and in training.

Other:

Initiated a summer and winter vegetable program during 5 crop seasons beginning with:

26 villages, 1990 seed distribution,
75 villages, 1993 seed distribution.

Demonstration fruit orchards established in 1992 and 1993 in 2 altitude zones:

Approximate number of apple, mango, citrus, and lichee trees: 7,900.

In 1993, this program established 27 orchards in 12 villages: 5,400 trees.

During spring of 1991 and 1992, the approximate number of quality fruit trees sold to villagers at cost was 13,000.

New varieties of lentil (20 kilograms), rape seed variety candle (40 kilograms), and yard-long bean were introduced and seed multiplication initiated in Shagai village.

New fodder crop, vetch, tested and found suitable for intercropping with maize. (Requires followup.)

3. FORESTRY: (Before Spring 1993 all activities in collaboration with Forest Department.)

5 tubling nurseries and 4 broadleaf nurseries established between 1990 and 1992 on 7 acres of land. (Figures represent more than one planting per nursery.)

Between Monsoon 1990 and Monsoon 1992, Forest Department planted a reported 659 acres of block forest (659,000 trees). Monsoon 1991 was skipped for lack of funding.

Social Forestry Program:

Initial number of trees distributed in Monsoon 1991: 10,000.

Program continued with 50,000 trees distributed in Spring 1992.

Combination social forestry and block plantation through village forest committees initiated in Spring 1993. Approximately 425,000 trees distributed.

Fast-growing varieties of trees introduced in Spring 1992 with planting of 3,000 poplar and 7,000 mulberry.

4 broad leaf nurseries planted with 20,000 poplar and 100,000 mulberry cuttings in Spring 1992.

30,000 ritha (soap trees) introduced Spring 1993.

4. WOMEN IN DEVELOPMENT:

General:

Kitchen gardening program 1992 was initiated; 6 clusters:

villages	98
trainees	727

Onion nurseries established in winter 1992; 5 clusters:

villages	30
trainees	41

Mustard seed distribution; 3 clusters:

villages	8
trainees	22

Tomato plant nurseries established; 5 clusters:

villages	13
trainees	18

Soapmaking demonstration sites established; 4 clusters:

villages	7
trainees	38

The soapmaking demonstrations led to 3 men expressing strong interest in establishing small, commercial soapmaking factories. They were taken on a tour of a Peshawar soap factory and put in contact with raw material suppliers in Haripur.

Beekeeping was originally a WID activity that attracted male interest. Four male trainees are being trained from villages in the Kandari cluster (selected as the most suitable site for start-up on the basis of flora by the beekeeping trainer).

In collaboration with community organizers, 3 girls education committees were formed in 2 clusters in support of newly assigned female teachers. Only 2 of the schools with 56 registered students were functioning at the time of the WID specialist's departure.

2,101 Fayoumi breed chicken units (5 hens, 1 rooster) sold at cost; 6 clusters.

Health:

10 health technicians trained in 18-month training program in Swat and assigned to Kala Dhaka basic health units.

60 traditional birth attendants trained in 14-day training program; 4 clusters.

570 women and children from some 15 villages were treated by a female doctor in first ever 3 monthly mother/child clinics (August/September/October 1992); Kandar cluster.

10 village health workers trained by the district health officer in a 3-month training program and returned to their villages.

4 monthly training workshops completed (November/December 1992-January/February 1993) for 9 health technicians and dispensers from 5 cluster basic health units.

5. EDUCATION TRAINING:

7 Kala Dhakans completed primary teacher training and were assigned to schools in Kala Dhaka.

9 Kala Dhakans recently completed same training.

15 Kala Dhakans continuing primary teacher training in Swat.

6. COMMUNITY PARTICIPATION:

Hired, trained in project policy/methodology, and placed at field sites by Summer 1992:

Social organizers	=	2
Community organizers	=	7
Construction supervisors	=	7

Village clusters identified in May 1991; regional and cluster suboffices were established Summer 1992. (Two regional, 5 cluster offices.)

60 village action committees organized by the community organizers around subprojects:

Completed	=	13
Under construction	=	24
Awaiting funds release	=	11
Jeep track improvements	=	12

34 village forest committees organized by community organizers around block forest planting in Spring 1993.

Approximate number of trees planted: 425,000.

7. ENGINEERING:

Completed subprojects:	13
Village drinking water systems:	11
School rehabilitation/repair:	2
Subprojects under construction:	24
Village drinking water systems:	9
Irrigation channels:	11
Basic health unit rehabilitation/repair:	3
School rehabilitation/repair:	1
Subprojects approved, village action committees organized but awaiting funds release:	11
Village drinking water systems:	6
Irrigation channels:	3
School rehabilitation/repair:	2
Subprojects technically approved:	4
Irrigation channels:	2
School rehabilitation/repair:	2

Roads Designed (24-foot wide). Implementation canceled.

Bajna to Panja Gali road designed by contractor prior to KDADP start	24 kilometers
Dhand to Maira (Mada Khel) road designed by USAID/Engineering	9 kilometers

Jeep Track Improvement:

12 segments approved by village action committees	59 kilometers
6 of these are under construction	30 kilometers

11 segments average 3.2 kilometers each
1 segment is 24 kilometers

KEY PERFORMANCE INDICATORS

The Key Performance Indicators established for the KDADP project are described in this section. The indicators reflect the additional responsibilities for TAT support of community participation activities in Gadoon established in the KDADP contract extension in 1992. The achievements and problems in meeting these performance indicators are detailed.

1. Establish an organizational framework in the project area of Kala Dhaka in which the village organization approach could be tested.

The organizational framework established consists of 6 limited regions or village clusters distributed relatively evenly over Kala Dhaka and representing the different climatic zones and tribal groups. Seven clusters were initially identified but the Mada Khel cluster was never functional because of the tribal decision not to participate in the project in objection to the KDADP cancellation of the long-planned road construction into that area. Each cluster consisted of some 15 to 25 villages. All were located along the Darband to Thakot road with the exception of the Seri cluster which was the only high-altitude region included. The Kandar cluster was an anomaly in that it included regions on both sides of the Indus River and the middle altitude shelf region of Tilli.

The criteria for the selection of the cluster regions were:

- **Access.** Access was considered an important element in the selection process to introduce a new development concept to the villages that takes long-term and continuous contact and communications with project professional and support staff. Relative ease of logistical support for small rural works projects was important at start-up;
- **Potential for development.** Areas with clear potential for agricultural development in terms of land and water;
- **Previous contact.** Areas with which project staff had previous contact and experience that indicated a positive attitude toward development and project activities;
- **Population concentration.** Areas with a concentration of villages and population for maximum initial impact of activities; and
- **Representative areas.** Areas representative of geographic regions and tribal groups.

Each cluster had a team made up of a community organizer and a construction supervisor assigned and living there. Five of the six cluster office/residences were located in government buildings: four basic health units and one livestock clinic. Kandar cluster had two community organizers assigned because it is a considerably larger area including three geographic regions. This arrangement effectively absorbed the community organizer originally hired for the Mada Khel cluster. During the three months of winter, the Gewey cluster also had two community organizers assigned, one temporarily transferred from Seri cluster, which is under snow for this period.

Kala Dhaka was divided into two regions (north and south) for purposes of supervision and training. One supervisor (social organizer) was assigned to supervise the staff and activities of three clusters in each of the two regions. They were given a residence/staff house in the two regional towns of Darband and Thakot, outside the project area. Initially the community organizers received one month of training and indoctrination into the project and their jobs. This was followed up with on-the-job-

training by the social organizers. Given the limited time of project life, this was the most effective use of time and staff. The results were positive.

The work schedule for these teams was 10 days in the field and 3 days break. This was the most feasible schedule to make best use of work time. There was a one-day, mid-work-period meeting in each suboffice with the supervisory staff initially for training, then briefing and discussions of field activities and problems. The day following these regional meetings, the social organizers came to the Mansehra office to followup with engineering and other professional staff on pending project activities and problems of implementation.

One administrative flaw in the system was that the construction supervisors, while paid through the DAI contract, were supervised and assigned to duty by the PCU engineering section. For much of the period of the contract extension, the construction supervisors' work schedule rarely coincided with that of the rest of the field staff and was sometimes erratic in frequency, causing implementation delays.

The responsibility for the planning and establishment of this element of the project was given to DAI/TAT in recognition of the inability of the government to field this activity effectively. At the same time, two of the key elements to this system of implementation (engineering and the funding mechanism) were left in the control of the PCU.

In short, an effective and functioning organizational framework for the village organization approach was established on the ground in Kala Dhaka with an enthusiastic and trained staff in place as the project was being phased out.

2. Establish a working village organization model for development activities in Kala Dhaka.

The working model for the village organization or community participation program was established with the community organizers and social organizers responsible for the coordination and support of all development activities in their respective regions and clusters, including WID, agriculture, health, and forestry. This was a difficult concept to get across to some of the other elements of the project, especially engineering, which maintained its more traditional approach of domination and control of development activities. But the model, which parallels but does not duplicate the Gilgit model, was established and functioning.

The model, based on trust and open communications between villager and project staff, required the target villages to organize around a specific development activity, preferably an income-producing (irrigation rehabilitation) or health-enhancing (drinking water system) subproject. Through guided discussion in general meetings, the villagers identify a priority project. They are expected to participate fully in the implementation, planning, management, and the provision of labor and local materials for this project. Some of the steps in this process were complicated by the fact that KDADP had been functioning for nearly two years before the process was introduced. Many projects had already been identified and processed through earlier mechanisms, some not having high villager priority.

During the last three months of the KDADP contract period, the PCU failed to support the original project strategy of having the village committee assume responsibility for the management of the budgeted funds and the purchase of required commodities for the subprojects.

The initial approved subprojects were to be fully budgeted to include total cost of labor, local materials, land as well as cement, and so on. A village development bank account was to be established and the funds were to be advanced by the PCU in increments as work progressed. The advances were to be based on the percentage of work completed and not on the amount of funds expended. If the

villagers provided all the hand labor without cost, for example, that budget amount would remain in the account for future development activities the villagers were to identify. The village would realize savings, their savings, from the budgeted amount according to the level of their participation or contribution.

In short, the working model was in place. It is a flexible model that shifts and adjusts to the realities in the field. However, the model was not operational long enough to become fixed.

3. Establish a training program for community participation methodology.

The TAT developed a brief and focused training program for KDADP community participation staff. There was continuing follow-on informal training carried out in the context of the planned and scheduled weekly staff meetings in the field and in Mansehra, as noted in #1 above. The training program was quick, informal, effective, and inexpensive. It met the needs of the project at the time. More formal followup refresher workshops and training periods could be planned for the staff if the project were to continue.

4. The establishment of a monitoring and evaluation system (for the community participation program).

This requirement was in part addressed in the system of planned and scheduled meetings with the community organizers and social organizers regionally and in Mansehra, noted above. One key function of these weekly meetings in Mansehra and in the regional offices was to maintain a constant flow of project-related information between the field and the office about villager attitudes and project progress. This flow of information related to both engineering and community organization. This flow relied on the community organizers and construction supervisors who resided in the clusters and were in continuous contact with the communities. Subproject status and project-village relations were constantly monitored and reported on in writing in the numerous field reports from all staff members, and in the regularly scheduled meetings. The community organizers kept a daily log of activities and events. A meeting report form recorded village meetings, topics covered, and results. Memos were written on any special project developments, plans, or events.

The TAT social scientist and one of the community organizers produced a series of subproject case studies that record experiences with specific villages and draw conclusions on lessons that should have been learned from the experience. Seven of these case studies are in the project files.

5. Integration of the village organizations into the public and private sector network.

Village organizations have no legal status in Pakistan. As such, they cannot engage collectively in commercial endeavors nor can they solicit funding as nongovernmental organizations. KDADP made initial contact with the Welfare Department early in the contract extension period about the process of registering village organizations. The head of this department visited the area with KDADP support in March to meet with village committees on the same subject. Because the process of registration is apparently lengthy, no Kala Dhaka village organizations could have been incorporated by the end of this contract.

PROJECT ADMINISTRATION

The primary administrative unit for KDADP was the Project Coordination Unit. The basic concept behind the PCU is commendable but it is based on a set of assumptions that should be carefully reconsidered by USAID before it is repeated in any future projects. The PCU as an administrative unit in KDADP did not work effectively.

The problems with the PCU were recognized and identified early in the project, as working relationships with line departments began to break down. And although Phase I was to be a phase of experimentation and change for the project, few changes were attempted with PCU administration. The funding process through USAID, Pakistan government, and PCU did not meet project requirements from the opening gun, if continuity of funds available for project activities is a measure, and the funding problems were repeated to at least the end of the DAI contract with little variation.

The concept of the PCU is based on a set of questionable assumptions. These include:

- *The assumption that a PCU can coordinate the activities of the line departments.*

The role of the PCU is to coordinate the activities of the line departments to implement the multisector approach of the area development project. The PCU is not an established branch of government bureaucracy. It has limited status and no authority over line departments so it cannot act as coordinator at a district level. The line departments have their own systems of functioning, contracting, and processing of funds. They have little interest in taking on a set of activities that do not mesh with this well-established system of operation.

- *The assumption that the line departments will take on the additional project-related activities without sufficient financial support or staff incentives.*

The line departments for Mansehra District are budgeted and manned for work in the district. Kala Dhaka Provincially Administered Tribal Area is an add-on responsibility with low priority for the line departments. Most have limited or no regularly scheduled activities in Kala Dhaka.

During the life of the project nearly all the line departments dropped out of participation in KDADP, with the exception of Livestock and Education that provided training only, and Health.

RECOMMENDATIONS

1. Initiate projects in one sector with one line department as has been done successfully by the Swiss and Germans in Kalam and Mardan with the Forest Department and Local Government and Rural Development, respectively. These two departments appear to be more flexible in the sectors in which they can work and the noted projects function in a wide range of sectors and activities without establishing an organization like the PCU. Both the Swiss and German projects are variations of the integrated rural development theme.

2. Projects with TATs should be designed to accommodate a true counterpart relationship between the government Project Manager and the TAT/Chief of Party in the manner used by the Food and Agriculture Organization, among others. Joint responsibility for management of project activities and resources would have solved many of the problems faced in this project. Although discussed in several

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workshops, the nature of the relationship between the TAT and the PCU was never clearly defined by USAID to make it an effective, functioning relationship.

PROJECT FUNDING

The system of USAID funding of the KDADP PCU for project activities clearly did not work from the start of the project. Although an adjustment was attempted during the third quarter of 1992, the PCU continued to run out of funds, which resulted in project delays. The PCU ran out of funds on three occasions during the months of February and March. At the end of the first quarter of 1993, project field activities stopped and all field staff remained in Mansehra until funds were available to continue work and to pay outstanding debts to villages. This lack of funds resulted in extended project delays in small construction subprojects, the heart of the community participation program.

RECOMMENDATIONS

1. USAID should examine the funding management processes used by the German projects in Pakistan, which provide for timely financing of project activities, and a strong level of control over expenditures and management of project resources.

CONCLUSIONS

From the start-up of the project, KDADP faced problems that impeded project progress. KDADP shifted from a planning phase for a future project, which was to have concentrated on road and other infrastructure development with promise of adequate funding levels for a follow-on phase, to community participation with low levels of funding and contributions to come from the community. This community participation method also passed through several phases and periods of indecision. This process of change and redirection continued through much of the life of the project and resulted in the loss of valuable time and project staff energies. The target population, the people of Kala Dhaka, suffered as a result.

The shifts in methods, goals, and funding levels were confusing for the people of Kala Dhaka. It was difficult to establish and maintain project credibility with these shifts. A surprising result was the vigor with which the people of Kala Dhaka accepted the concepts and methods of community participation. The dedicated, sincere, and direct approaches of the community organization staff must be given credit for the successes realized. With minimum but consistent and timely support of village project activities, this project could have moved ahead at a rapid pace. On the whole, the villages, through their committees, supported the methods and approach. Under the best of conditions the learning process could be expected to be slow.

In spite of these problems, the project had significant accomplishments. Although there was virtually no mention of WID activities in the Project Paper, the open and interested response of the Kala Dhakans, both men and women, to the WID activities was positive. Again, credit goes to the women that put this program in the field under, at best, trying conditions, discussing the activities and their potential with the women and adjusting the timing of the activities to suit the women's schedules. Given time, the WID activities could have developed into a major element of the project for they speak to half, perhaps more, of the Kala Dhaka population. Under the culturally acceptable approach and methods used by KDADP WID specialists, the activities were highly acceptable to the people to the point where KDADP could not meet all the local demand for involvement. The monthly mother/child clinics initiated and fielded by the WID specialist in health, who recruited a female doctor with female health technician assistance, was also a popular program.

The agriculture program with KDADP was simple, inexpensive, and direct, with activities that have been institutionalized worldwide for the past 30 years. It worked to improve existing agriculture practices and introduced new methods and crops.

The Livestock Department carries on a limited program in Kala Dhaka with three veterinary clinics and undersupported staff. The department will require additional funds to follow through with KDADP activities and support the village field workers who received training under the project. Given time, the planned organization of village workers could have developed into some level of sustainable animal health services, with the backing and support of the department, but mainly funded by the villagers as with the AKRSP livestock program.

The community participation approach can and did function effectively in Kala Dhaka. Although faced with administrative problems and frustrating delays, many of the communities in the clusters of Kala Dhaka were fully involved in the community participation process. The flaws in the program resulted mainly from lack of subproject funding in a timely manner and from delays in the engineering backup required for the subprojects.

Road construction and the alternative, jeep track development, were of vital interest to the people of Kala Dhaka. The area will never develop until easy access by motor vehicle is ensured.

For poppy production, the picture is less positive. There is no significant opium poppy cultivation at this time in the Kala Dhaka region on the east bank of the Indus River, although production has increased in some pockets since the start of KDADP. Considerably more opium poppy is grown in the Mada Khel area on the west bank but there is insufficient data to draw any clear conclusions. Kala Dhaka is not a traditional opium growing area, and opium is not yet the basis of their economy. But opium production can produce a reasonable income in this isolated mountainous agricultural region of high population density and limited land resources. KDADP has made no impact on reducing opium production, and has helped to politicize the issue through its limited and delayed impact on development.¹

In 1987, the Pakistan Narcotics Control Board (PNCB) conducted an aerial survey of Kala Dhaka. Less than 0.8 percent of the area's cultivable land was planted with poppy. The PNCB should be encouraged to conduct a similar survey next year to determine to what degree poppy cultivation has changed in Kala Dhaka.

¹ One unintended consequence of a poppy elimination program is that it may encourage poppy growth to get more aid. One element of the platform of the MPA elected in the last election was: "Grow more poppies. Get more aid."

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ANNEX A

**FINAL REPORT OF THE
KALA DHAKA AREA DEVELOPMENT PROJECT
TECHNICAL ASSISTANCE TEAM
AGRONOMIST**

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INTRODUCTION

This report records observations made of the project area for more than two and one-half years and the attempts to improve agricultural productivity. The objective of the observations was to obtain the minimum data needed to proceed with implementation of field activities. The project setting allowed only limited recovery of accurate quantitative results. The project has been constrained by a lack of written information on agricultural improvement in Kala Dhaka and a lack of staff trained in agricultural experimentation. The project was also constrained by the district Agriculture Extension Department pulling out halfway through the life of the project. Given this situation, it was necessary to make a qualitative assessment based on farmer judgments and reactions to the new options presented to them. Such a strategy safeguards against getting sidetracked with theoretically interesting but practically unrealistic experiments. Relevancy is enforced when an innovation is evaluated by a farmer on a field scale within his own socioeconomic limitations. Either he will discard it as an unhelpful novelty, or adopt it, perhaps in a modified form, as an improvement. The farmer usually knows what is best for himself, as his reaction integrates all the constraints that he is subject to. The project has distributed many inputs — vegetable seeds, healthy potato tubers, dwarf fruit trees, wheat, maize, rape seed, and vetch (fodder) seeds — on this basis. Only time will tell how effective this strategy may be, but already some early adoptions are promising and very encouraging.

The project's role, due to its short life span, was to research the development needs and possibilities for agricultural improvement and pioneer some relevant lines of investigation and action. A longer-term follow-on project is needed so that the activities and efforts of the initial project are not wasted. Where recommendations have been developed, they are presented with the topic discussed, rather than listed separately, to help the reader follow the logic in developing them. The recommendations are not final recommendations, but they represent improvements over existing practices and can be refined with experience.

Finally, it is recognized that a number of areas have potential for improvement. Because of limitations of time and staff and the inaccessibility and mountainous setting of the project, the limited resources were deployed into only a few lines of investigation, selected for their scope for ready improvement and acceptability by the farming community. Nevertheless, the subject range is still wide and has precluded in-depth analysis.

THE ENVIRONMENT

No adequate descriptions exist for the soil, water, and climatic resources of the area on which production depends. Kala Dhaka is characterized by small farm size, high physical variation over short distances, difficult access, and poor economic conditions of the majority of the farmers. These constraints constitute a challenging environment for agricultural, including forestry, development in the area. Despite the development potential, this area had remained neglected in the past. It has a food deficit with at least one quarter of the grain consumed being imported from outside the area with substantial high transportation costs.

Five major tribes live in Kala Dhaka, comprising a total of 253 villages. Each tribe represents a range of agro-ecological conditions with altitude as the physical factor determining transition from double-cropping to single crops. The altitude of the Kala Dhaka area ranges from 450 meters above sea level to 3,500 meters. It can therefore be divided into four main agro-ecologies as follows:

- Subtropical low altitude (450-1,000 meters) both barani and irrigated areas;
- Mid altitude (above 1,050-1,450 meters);
- Transitional zone (from 1,500-1,800 meters); and
- Mountain high altitude (above 1,800 meters);

Subtropical Low Altitude, Both Barani and Irrigated Areas

In this area, summers are very hot and humid during the monsoon season. Winters are cold but there is no frost along the banks of Indus River. Irrigated villages include Kotkai, Judbah, Shagai, Shahdug, Kandar (BK), Jigal, Sure Qamar, Zizarai, and to some extent Daur and Dadam (MK). These are typical two-cropped areas. A wide variety of crops can be grown. Principal crops grown are wheat (*rabi*) and maize (*kharij*).

Mid-Altitude Zone

Here summers are comparatively mild and winters cold. Frost is experienced from mid-November to mid-February. Snowfall occurs from the end of December to February but does not stay on the ground for long. Wheat and maize are the major crops.

Transitional Zone

At higher elevations there is a transition zone. In this zone, temperature decreases with elevation and two-crop systems become less sustainable with presently grown varieties. Short-duration, early-maturing varieties need to be tested and evaluated.

High-Altitude Mountain Barani Zone

Summers are cool and winters are very cold with heavy frost and snow. This is a typical single-cropped zone. This zone includes areas such as Seri, Bartooni, Kamesar, Shingledar, and Machesar. Maize is the major crop grown by every farmer in the *kharij* season. Only local varieties are grown. Potato has great potential. These areas are also very suitable for apple cultivation.

WEATHER DATA

Meteorological data are essential for planning any agricultural development program and introducing new crops. Meteorological data for the Kala Dhaka area has never been collected. However, taking cognizance of this situation, maximum/minimum thermometer and rain gauge were installed in the village of Kandar. Imam of the mosque was given training in how to daily record maximum and minimum temperatures and measure rainfall. He was provided a register to record daily all entries.

Recommendation

A thermometer for recording temperatures and rain gauge should be installed in selected villages representing various agro-ecologies, for instance, in Sado Khan, Sural, Judbah, Shingledar, Seri Kohani, Tilli, and Copra. Either Imam of the mosque or the school teacher should be trained to record daily temperatures and measure rainfall.

APPROACH

Because there is no available data and no agricultural research resources and extension service, the project needed an extension methodology and an adaptive research component based on the needs of the area. Therefore, innovative programs were devised after informal discussions with farmers and observations of their present farming systems in the varied agro-ecological conditions.

CROP DEMONSTRATION PROGRAM

Maize

Maize is the main crop grown in Kala Dhaka. It occupies more than 75 percent of cropped land during *kharif* season and is planted by almost all farmers. Thus, it forms a major part of the staple diet of the local population. Both dry and green fodder from maize are also important in livestock diets. Many old varieties are being grown and farmers have their own names for them. White grained maize is preferred over yellow grained. Farmers use their own seed saved from the previous season's crop. Seed is rarely purchased from outside as there is no source of seed of improved varieties from outside the area. The yield of local maize varieties is not bad and ranges from 1 to 1.5 tons per acre. There is still a potential for higher yield by introducing high-yielding varieties.

In double-cropped areas, planting occurs at the onset of the monsoon. In the high altitude areas, single-cropped maize is planted in April to early May. Maize is harvested in October, both in low and high altitude villages. The majority of farmers in barani areas do not prepare the land before sowing. Farmyard manure is spread on the field immediately before planting and seed is sown and then incorporated into the soil by plowing the field. Weed control, harvesting, and shelling is manual, but maize shellers available on a rental basis are also used by the villagers situated along the Thakot-Darband road, if the road is open.

On the recommendation of the Cereal Crops Research Institute (CCRI) Pirsabak, each year demonstration plots with Kissan-90 variety were laid out in various villages on considerable acreage as detailed below:

<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>
60 acres	35 acres	70 acres	250 (planned)

Good quality grain seed was obtained from the CCRI. From demonstrations, it was apparent that this new variety has a higher yield potential if grown at normal spacings but in local systems. This variety is not adapted to the high population pressure with varying results. Farmers liked this variety as it is shorter in stature as compared to their local tall varieties and does not lodge.

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Recommendations

- It is recommended that seed for high yielding varieties should be tested under conditions that approximate the local way of growing the crop under very high population densities.
- Instead of growing the same crop for dual purposes, grow separately in appropriate proportions, with one part grown for grain production with optimum population and spacing and fertilization, and the other part sown at higher densities. An advantage would be the earlier clearing of land after the fodder crop for a following cash crop, such as vetch or turnips in irrigated areas. It seems likely that the total grain and fodder production would be greater when grown separately than together as a dual crop. Some controlled trials and effective demonstrations are warranted.

Wheat

Wheat for grain is the most common *rabi* crop in double-cropped zones. Wheat straw is equally important for livestock. It is unlikely that the importance of wheat straw will decline because of its importance as a component of livestock feed. Therefore, both grain and straw components should receive equal importance while introducing new varieties. Maxi-Pak is the most commonly grown variety. Some farmers had an access to other varieties such as Blue Silver and Pak-81. Generally, wheat is planted after mid-October and harvested in May and June. Yields are very low, about 0.5 tons per acre. One plowing is given before planting. The seed is sown in the field and worked into the soil by plowing the field a second time. Weeding and harvesting is done manually. Threshing in most areas is also done in the traditional way using donkeys and bullocks. Some rental threshers are available along the Thakot-Darband road.

Quality seed of Pirsabak-85 variety was obtained from CCRI each year to lay out demonstration plots on considerable acreage as presented below:

<u>1990-1991</u>	<u>1991-1992</u>	<u>1992-1993</u>
238 acres	40 acres	250 acres

The yields obtained by the farmers on these demonstration plots with Pirsabak-85 seek as compared to their local variety are as follows:

Farmer	Village	Area of Plot (kanals)	Production (Kg.)	
			Pirsabak-85	Local Variety
Faqir Khan	Char	4	450	200
Kamil Shah	Soral	4	680	420
Taweez Said	"	4	520	340
Said Naz Said	"	4	600	380
Bakht Sharif	Surmal	4	520	460
Sher Mohammad	"	4	560	440
M. Ibrahim	Sachka	4	600	400
Aizizur	"	4	600	640
Rehmen Arbab	Kotlai	10	1,440	880
Abdullah	"	5	640	480
Shah Rex	Kotkai	4	400	320
Said Jehnan	Balkot	4	360	280
Habibur Rehman	Bateela	8	1,440	960
Sultan Room	Zangia	8	1,200	800
Habibullah	"	8	1,360	960
M. Zahid	"	1	640	400
Zer Posh	"	1	680	480
Nawab Said	"	1	560	400
Bedar Khan	Goto	1	600	480
Zaman Posh	"	8	1,240	920
Abdul Majid	Zangia	4	560	400

It is evident that the new variety Pirsabak-85 had given higher yields over the local variety. Farmers have demanded more seed to replace their old variety.

As the project ends in August 1993, in the *rabi* season of 1992, Pirsabak-85 variety was planted on 250 acres in selected villages as block sowing for seed multiplication purposes. As of this writing, the condition of the crop to be harvested in May and June 1993 is excellent.

Recommendations

- Community organizers should encourage farmer-to-farmer exchange of seed so that this variety reaches the maximum number of farmers within the life of the project.
- Crop surveys are recommended for gathering more information on the real impact of Pirsabak-85 variety on yield in the future.

Potato As a Potential Cash Crop

Within the time available for the agro-ecological assessment of the area, it was only possible to look at potato as a new cash crop not previously grown in Kala Dhaka. Potato has a great promise as

a future cash crop in low altitude frost-free areas as an autumn crop to be planted in early October and harvested the following January, and in high altitude areas above 1,800 meters as a summer crop to be planted in March and April and harvested in October and November.

Because potatoes can yield three times more food (calories) than a good crop of wheat and maize from a given area per unit of time, experimental demonstration programs were initiated both in the autumn and summer seasons. The results were extremely encouraging. Being a new crop, the farmers had no prior experience in potato cultivation and were therefore trained in land preparation, seed cutting, planting method, fertilizer application, ridging, harvesting, and storage. The number of acres planted each year for demonstration are:

<u>1991</u>	<u>1992</u>	<u>1993</u>
35 acres	15 acres	20 acres

Potato is a bulky crop and in the absence of roads and good transport, marketing of potatoes will remain a problem. Potato cultivation as a commercial crop, therefore, may not be adopted until the transport infrastructure is available in Kala Dhaka. But potato will surely be grown on a small scale for local consumption, especially in winter months when heavy snowfall restricts access.

Recommendations

- Farmers in high altitudes should be trained to select healthy plants for use as seed.
- Studies on the aphid population need to be carried out. If the population is low, the high altitude areas could potentially become potato seed-producing areas.
- Potato cultivation as a spring crop (planted in January-February and harvested in April-May) is not recommended for Kala Dhaka and should not be introduced for the following technical reasons:
 - The seed would have come out of its rest period by the end of January, but still the apical dominance in the tubers would have a marked effect on germination, that is, most tubers will produce only one shoot upon germination and the rest of the eyes (buds) on the seed will stay dormant, thus reducing the number of tubers per plant to a few.
 - The cooler part of the season would be utilized in seed germination and initial vegetative growth of the plant and the warmer part in tuber initiation and development. The season after mid-March would become warm and after mid-April possibly hot, thus curtailing tuber size development resulting in low yields. Yields in the spring crop are always low as compared to autumn crop. The potato crop needs cool nights and slightly warmer days for maximum bulking. These ideal climatic conditions are available for raising an autumn crop at lower altitudes and a summer crop at high altitudes.
 - The spring crop will not be mature by the end of April or early May but it has to be harvested at that time due to prevailing high temperatures. The tubers being immature would bruise easily and would not store for long under ordinary room temperatures. Either the harvested potatoes have to be disposed off within

a week to 10 days to prevent rotting or the potatoes have to be stored in a mechanically cooled facility, which would become an expensive operation.

Fruits

Planting of Block Apple Orchards Before Snowfall

Apple orchards are usually laid out in high-altitude (above 1,800 meters) villages in the months of March and April. There are no fruit plant nurseries in those areas in Kala Dhaka. Therefore, farmers have to rely on plants from nurseries in the warmer low-altitude areas. The plants in these nurseries sprout earlier in March and thus are not suitable for planting in April. These plants cannot be transported before sprouting as the high mountain villages are inaccessible due to heavy snow. To overcome this difficulty, 300 dwarf apple plants in 1991 and 1,200 in 1992 were planted in December before snowfall. This has been very successful as the survival rate was above 90 percent.

Recommendation

Until fruit nurseries are developed in high altitude areas, fruit trees should be planted in the fall before the snowfall.

Experimental Block Fruit Orchards with Subtropical Fruits

Experimental block fruit orchards with subtropical fruits such as mango, citrus (orange), and lichee were laid out in the villages of Judbah cluster presented below. These village are in the no-frost zone.

<u>Village</u>	<u>No. of Acres</u>
Garhai	9
Manskillay	6
Berkillay	4
Kuzkillay	3
Gumbad	2
Maira	4
Surmal	5
Kotlai	1

Recommendations

- If the above orchards are successful, then other tropical fruits such as papaya and banana should be introduced on an experimental basis. Suckers of banana varieties Williams Hybrid and Basarai should under no circumstances be obtained from Sindh because of widespread "bunchy top" disease, which has destroyed most of the banana plantations there. Disease-free suckers of these varieties could be obtained either from the Ayub Agricultural Research Institute, Faisalabad or Agricultural Research Institute, D.I. Khan.

- Farmers should be motivated to intercrop these orchards with vegetables.
- Cultivation of maize crop in these young orchards should be discouraged.

Vegetables

To introduce various winter as well as summer season vegetables, seed of a wide range of vegetables was distributed each season by agricultural field workers to allow farmers to try new kinds and varieties of vegetables and to obtain some feedback on their adoption and acceptability. Seed packs were made up with regard to altitude of villages, choosing to the extent possible varieties adapted in similar agro-ecologies. The number of villages covered each year are as follows:

<u>1991</u>	<u>1992</u>	<u>1993</u>
75 villages	60 villages	75 villages

There was no time to perform detailed follow-up observations on the various crops. But it was gratifying to see that some vegetables such as okra, tomato, onion, radish, turnip, and peas have been adopted by some farmers to grow on larger areas and to market locally.

In general, the farmers need to learn how to determine the sowing depth requirements of seeds. The different sized seeds were sown and treated alike, and the general tendency was to sow very thickly.

Recommendations

- There is a further need to demonstrate proper seedbed management, planting at desired depths, transplanting techniques, thinning to requisite distances, and harvesting at the optimal maturity time.
- Fruit orchards laid out in various villages should be intercropped with vegetables until the fruit trees come into production to get maximum income.

ADAPTIVE RESEARCH

Trial with Wheat Advanced Lines (Irrigated)

Trials with the same group of wheat advanced lines suitable for irrigated area was first laid out in 1991 and then was repeated in 1992 in Shagai village on farmers' fields. Local and Pirsabak-85 varieties were planted as controls for comparison with advanced lines. The results obtained are given below:

S.#.		Yield per hectare (tons)	
		1990-1991	1991-1992
1.	Local (control)	3.70	2.45
2.	V-86369	3.54	2.91
3.	V-85060-1	4.75	3.84
4.	Pirsabak-85 (control)	4.41	3.24
5.	S-320	4.01	3.42
6.	V-86371	3.29	2.89

In both years, line 85060-1 has given a higher yield than the local and Pirsabak-85 control varieties.

Recommendation

Seed multiplication of line 85060-1 should be initiated on selected farmers' fields.

Trial with Wheat Advance Lines (Barani)

A similar trial with barani wheat advanced line was laid out in Daur Maira village in the *rabi* seasons of 1990-1991 and 1991-1992. Local and Pirsabak-85 varieties were planted as controls for comparison. The results obtained are as follows:

S.#.		Yield per hectare (tons)	
		1990-1991	1991-1992
1.	Pirsabak-85 (control)	2.75	-
2.	Local (control)	2.22	-
3.	NR-14	2.25	-
4.	PR-33	3.20	-
5.	V-86371	2.39	-
6.	V-86247	2.28	-

In 1990-1991, line PR-33 gave a higher yield than local and Pirsabak-85 (control) varieties. In 1991-1992, yield data could not be obtained because of the bad law and order situation in that area. Thus one season's results were lost. It should be repeated to draw conclusions.

Maize Varietal Trial with High-Yielding Varieties

Maize is very sensitive to altitude, temperature, and other variables. These variables influence the period of maturity for the crop. No systematic evaluation of varieties has been carried out in the

project area in the past. The local varieties planted by the farmers are fairly good yielders. Before recommending any variety for each ecology it was imperative that a planned evaluation of a group of high yielding varieties be carried out. The yield data of the three varietal trials laid out in 1992 in the villages of Kotkai, Bakrai, and Judbah are as follows:

S.#.	Variety	Kotkai	Bakrai Yield Kgs. per Acre	Judbah
1.	Local (control)	1,200	1,445	1,560
2.	Sunehri	1,315	1,609	1,501
3.	Kashmir Gold	1,400	1,576	1,690
4.	Kissan-90 (control)	1,395	1,580	1,704
5.	Sarhad white	1,402	1,578	1,706
6.	YEV 4085	1,410	1,500	1,715

Neither of the varieties have given a convincingly higher yield than variety Kissan-90, although they have performed considerably better than the local (control) variety in each village.

Recommendations

- To draw meaningful conclusions, testing of these varieties for another season should be carried out in the same low altitude villages.
- Similar trials should also be planned for the future with sets of suitable high-yielding varieties at mid and high altitudes.

Vetch

Vetch (*Vicia dasycarpa*) was planted in one barani (Daur Maira) and one irrigated village (Shagai) in 1991 as a new fodder crop on an experimental basis. Vetch is a rapidly growing annual legume that continues to grow for three to four months. Under irrigation, vetch produced 22 tons per hectare of nutritious fresh matter and 10 tons per hectare under barani conditions.

Recommendations

- Suitability of vetch as a pure fodder should be investigated further for another couple of years.
- Vetch can possibly also be grown as an inter crop both in low and high altitude villages. The best time seems to be undersowing in the maize crop immediately after the emergence, before the first weeding or hoeing which will cover the seed. This needs to be thoroughly investigated.

Lentil

Bold seeded variety Mansehra-89 was planted for observational purposes in Shagai village in 1991 where it performed exceedingly well and gave a yield of 700 kilograms per acre. On the demand of the farmers, 40 kilograms of the seed was procured from the National Agricultural Research Centre, Islamabad, and planted in the *rabi* season of 1992 for seed multiplication.

Recommendation

Lentil needs to be evaluated under barani conditions and also on lighter soils.

Yard-Long Bean

Yard-long bean is a popular vegetable in Southeast Asia. After assessing the suitability of agro-climatic conditions in frost-free low altitude villages, a small quantity of seed was obtained from the regional office of the Asian Vegetable Research and Development Centre, Bangkok, Thailand. The seed was tried in Shagai village under irrigation. It performed better when planted in May. The size of the beans was almost a yard long which attracted the farmers. To meet their seed demand, seed multiplication on a small scale was initiated.

Recommendations

- The performance of yard-long bean should further be monitored with regard to susceptibility to diseases and insects.
- Farmer-to-farmer seed exchange should be promoted.

Increasing Cropping Intensity of Rice Farmers

Rice is cultivated by many farmers in the project area. After the harvest of their rice crops in October, most of these farmers do not plant any other crop but leave their lands fallow until the rice planting season in May-June. In these fallow rice fields, sufficient moisture is available throughout the winter and spring season. Therefore, it was determined that it might be possible to grow a short-duration legume crop that would mature before the rice planting season and would not disturb the fertility of the soil. Thus, on an experimental basis, peas were planted in selected villages in fall 1992. The growth and pod formation was good at the time of the writing of this report. This should be studied further and the yields should be recorded.

Introduction of Lemon Grass

Green tea is a popular beverage in Kala Dhaka. The inhabitants spend a considerable amount to purchase green tea leaves. Lemon grass is a good substitute for making green tea and it can be grown very easily. Lemon grass plants were obtained by the technical assistance team (TAT) agronomist from the Plant Introduction Centre of the National Agricultural Research Centre (NARC), Islamabad, free of cost to plant approximately three acres. Plants were distributed in 39 villages of cluster Sado Khan, Shagai, and Judbah by the community organizers.

Lemon grass is a fast-growing and hardy perennial and is propagated vegetatively. The leaves and stem are used for making green tea, which has an aroma of lemon. It is also known to have medicinal properties for curing common colds, catarrh, and stomach upsets in children. It is expected that its propagation would spread widely in Kala Dhaka from one village to another and hopefully will considerably reduce their expenditure on green tea.

Recommendations

- Performance and acceptance of the lemon grass should be monitored.
- Community organizers through agricultural field workers should encourage farmer-to-farmer exchange of lemon grass throughout Kala Dhaka.

FUTURE LINES OF INVESTIGATION

Fertilizer Use

Fertilizers have an essential role to play in increasing yields provided they are not seen as a substitute for farmyard manure or a universal panacea for low yields. Farmyard manure is in short supply and recommendations on economical use of fertilizers on wheat and maize on different soil types are not available. During the project's short life, it was not possible to conduct any analytical work on fertilizer dosages.

Recommendations

- Verification trials with various fertilizers and farmyard manure should be carried out for recommending economical and judicious use of fertilizers.
- The National Fertilizer Company should open fertilizer supply depots in Darband and Thakot so that fertilizers are easily available to Kala Dhaka farmers.

Top Working of Figs

The most common fruit plant observed in the project area is wild fig, which grows abundantly on the edges of terraced fields and which produces low-quality although edible fruit. Top working of these mature trees with scions of good quality varieties would be a quick way to increase the value of existing trees.

Animal-Drawn Farm Implements

The traditional plow, which looks like a primitive tool, does in fact represent an excellent adaption to the various requirements for a tillage. It is light enough to transport easily, easy to produce locally, and it provides adequate tillage for the common soil types and small terraces. Above all, it matches the animals' pulling power. Its main drawback is the narrow width of work resulting in an

overall slow rate of work and considerable wear and tear. It is not an efficient tool for burial of a green manure crop or farmyard manure.

Recommendation

More efficient animal-drawn plows and other implements are needed. Testing of improved animal-drawn implements is needed. This could be done in collaboration with the Farm Machinery Institute at NARC, Islamabad, and the NWFP Agriculture University, Peshawar.

Livestock and Crop Interaction

The farmers in Kala Dhaka operate with a very small resource base. This means that they are more dependent on the positive interactions resulting from the crop-livestock relationship, and they are in a less-flexible position to adopt innovations. They will accept innovations that do not alter their present crop-livestock interaction.

Utilization of Wheat Straw and Maize Stalk

One aspect of the interaction between crops and livestock is the dependance on wheat straw and maize stalk for feeding livestock, especially during winter months when green fodder is scarce.

The technology of treating straw with stalk urea is well known, and only needs to be demonstrated to the farmers. However, this was not possible to do. It should be of high priority for the follow-up or replacement project with both wheat straw and maize. Straw/stalk treatment with urea increases digestibility and quality.

TRAINING

Training of Agricultural Field Workers

In 1990, the project employed 25 agricultural field workers from Kala Dhaka to work under the Agriculture Extension Department to implement and coordinate field activities. The agricultural field workers were based in the project area. Before sending them to their respective areas of duty, they were given one month of training by the line department. Before each cropping season, they were recalled for a week of refresher training.

The project has spent a large amount of money on training the agricultural field workers, in addition to paying their monthly salaries. The performance of the majority of the workers is poor, except for seven or eight workers whose performance is very good. Only those who are hard workers should be retained and the others should be terminated.

Training of Rural Veterinary Workers

Kala Dhaka has a large population of livestock. This provides a source of milk, ghee, buttered milk (lassi), meat, and sometimes cash income. Livestock provides security against uncertainty in crop

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production, particularly under barani conditions. Livestock provides the direct inputs of draft power and farmyard manure for crop production as well as for fuel. Dairy animals predominate in livestock holdings. Buffalos are preferred over cows because of high milk production and high milk fat. As estimated by the Livestock and Dairy Development Department, an average of five animals are held by each household. In addition, desi chicken are also kept at the household level. Common diseases prevalent in the area include foot and mouth disease, pneumonia, diarrhoea, enterotoxemia, anthrax, mange, and so forth. Among the poultry diseases, New Castle (Rani Khet) is the most devastating. It kills hundreds of birds every year, sometimes wiping out the entire poultry population.

Development of livestock is a major requirement of the area and can greatly improve the rural economy. Unfortunately, this area of development was omitted and no funds were provided in the PC-I for development activities.

To improve the prevailing conditions, the following interventions would be required:

- Introduction of new fodder crops without altering the present farming system;
- Improved management of hay and crop residues;
- Improved nutritional quality of crop residues through urea treatment; and
- Training of rural livestock workers.

There are three livestock dispensaries in the project area: in Maira (Madakhel), in Judbah (Basikhel), and in Seri Kohani (Hasanzai tribe). These dispensaries cannot effectively service the entire Kala Dhaka area and rugged mountainous terrain without roads.

The Livestock Department does not have sufficient funds to supply medicines and vaccines to these dispensaries so most of the time they are without medicines. However, the project was able to allocate some funds to train rural veterinary workers.

The training program was designed with the following terms of partnership between the villagers and the project:

- Centrally located villages will each nominate one person for one month's training under project sponsorship in livestock diseases and management;
- Each village will provide a room for opening a dispensary;
- The project will provide only once the necessary furniture, equipment, kit, and adequate quantities of medicines and vaccines to the successful trainees;
- The project will provide a limited stipend to the trained workers for six months;
- Trained workers will charge a fee for services and keep it as personal earnings. The fee for various services and operations would be fixed by the Village Management Committee made up of three to four villagers; and
- The cost of medicines and vaccines recovered from the villagers will be kept by the Village Management Committee and will become a revolving fund for the purchase of medicines when they are needed. This arrangement will also provide sustainability.

Under this program, nine rural veterinary workers were trained for a month by the line department in a specially designed curricula.

Recommendation

These rural veterinary workers should be given refresher training for a week and their performance should be monitored.

FORESTRY PROGRAM

Afforestation and development of nurseries were the main activities to be undertaken by the Unar Watershed Management Department. The objectives of this program were to:

- Increase tree wealth;
- Reduce pressure on existing forest resources;
- Meet the requirement of fodder and fuelwood; and
- Control soil erosion to reduce the siltation rate in Tarbela reservoir.

Physical achievements of the program since 1990 are presented below.

Establishment of Nurseries

- Five tube nurseries were established.
- Four broad-leaved plant nurseries were established.

Block Afforestation Work

Number of acres of afforested areas by year are given below:

<u>Monsoon 1990</u>	<u>Spring 1991</u>	<u>Spring 1992</u>	<u>Monsoon 1992</u>	<u>Spring 1993</u>
200	160	279	10	425

Social Forestry

This program was initiated on an experimental basis during the monsoon season of 1991. The response was quite positive and 10,000 saplings were planted. This program was further expanded in the spring of 1992 when 50,000 saplings both of broad-leaved species and chirpine were planted.

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Introduction of Fast-Growing Poplar and Mulberry

In consultation with the Pakistan Forest Institute at Peshawar, 3,000 rooted plants of fast-growing poplar (*P. deltoides*) and 7,000 rooted plants of fast-growing Chinese mulberry were introduced under the social forestry program. In addition to these root plants, 20,000 cuttings of Chinese mulberry were planted in four nurseries. Chinese fast-growing mulberry was introduced because it is a multipurpose plant (fuelwood and fodder) and at a latter stage when large plantations are available, a sericulture program could be initiated.

Management of KDADP Nurseries

The working relationship between the PCU and the Unar Watershed Management (UWM) remained stranded and finally in the spring of 1993, UWM was eliminated from the implementation of the program by PCU. Therefore, many saplings from KDADP nurseries of chirpine and broad-leaved robinia, ailanthus, mulberry, and poplar could not be planted in spring 1993. This led to the afforestation program being carried out through community participation. A large number of saplings were purchased from private commercial nurseries in Haripur. This program was successful and 425 acres were planted. This was the highest number of acres planted in any one season. An incentive of 50 paisa for planting each sapling was provided.

This program was most cost effective because of community participation alone (1993), compared to being implemented by the Forest Department alone (1990, 1991), or jointly by the Forest Department and community participation (1992).

Recommendations

- Before PCU phases out, it should make effective arrangements for the maintenance of nurseries until the next winter and spring planting season. PCU should also make sure that the large number of saplings available in these nurseries are properly utilized and are not lost.
- In future projects, community-owned nurseries should be established and plants purchased by the project at a pre-agreed price.
- The afforestation program should be carried out through community participation as it is the most cost-effective implementation.

LESSONS LEARNED

- A program for rural area development through community participation must be long-term to ensure sustainability.
- Planning, implementation, funds control, and monitoring should be under one administration and should not have many partners.

- The project should be adequately staffed with a minimum of personnel in all technical fields for effective implementation, with a strong training program in each field at the grassroots level.
- PC-1 should provide clear-cut guidelines/lines of action, and not targets. The annual program of work should provide targets and new lines of action, if any.

ANNEX B

**FINAL REPORT OF THE
KALA DHAKA AREA DEVELOPMENT PROJECT
TECHNICAL ASSISTANCE TEAM
CIVIL ENGINEER**

**FINAL REPORT OF IJAZ ZAHOOR, CIVIL ENGINEER
(March 30, 1993)**

This final report covers the engineering activities of the Kala Dhaka Area Development Project from June 1990 through April 1993.

KALA DHAKA AREA DEVELOPMENT PROJECT ACHIEVEMENTS

The Kala Dhaka Area Development Project (KDADP) engineering section identified a total of 130 small subprojects in all five tribal areas as follows:

Akazai	=	22
Basikhel	=	52
Hasanzai	=	40
Madakhel	=	9
Nusratkhel	=	7

Water Supply Schemes

The existing water supply systems in Kala Dhaka are not properly designed. The pipes are usually of low quality and there is no filtration media. The identification and construction of drinking water supply schemes (DWSSs) has been carried out by Kala Dhaka village organizations under the supervision and technical support of the Project Coordination Unit (PCU) and technical assistance team (TAT).

The engineering staff of KDADP have visited a maximum number of villages and have identified 55 DWSSs for repair and improvement work as shown in Table 1. Of these 55 DWSSs, 43 have been surveyed by PCU surveyors and PC-Is have been prepared for 28 by the engineering staff of PCU. The TAT civil engineer has verified the feasibility study of 27 DWSSs and has awarded technical clearance to 27 DWSSs. Eleven DWSSs have been completed, eight are under construction, seven need to be started, one has been dropped, and one is not feasible. Those under construction will be completed by project activities completion date (PACD).

It took longer to complete DWSSs through village organizations than through the contractor because the village organization system has only recently been introduced in Kala Dhaka.

Irrigation Channels

Irrigation systems exist in most of the villages of all five tribes. Almost all these irrigation channels are unlined. This results in maximum water losses and a lot of manual labor to keep these irrigation channels functional.

The engineering staff of KDADP have visited a maximum number of villages in Kala Dhaka and have identified 60 irrigation schemes for lining and improving as shown in Table 2. Of this 60, 49 have been surveyed by PCU, KDADP. PCU has prepared PC-Is for 20 irrigation channels. The TAT civil engineer has awarded technical clearance to 20 irrigation channels. Eleven irrigation channels are

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DETAIL OF IDENTIFIED WATER SUPPLY SCHEME IN KALA DHAKA
(TABLE - 1)

S#	TRIBE	# OF WSS IDENTIFIED	# OF WSS SURVEYED	# OF WSS PC-1 PREPARED	# OF WSS TECHNICALLY APPROVED	# OF WSS COMPLETED	# OF WSS U/C	# OF WSS NOT YET STARTED	# OF WSS DROPPED
1	AKAZAI	9	6	2	2	0	1	1	0
2	BASIKHEL	23	14	13	12	7	1	3	1
3	HASANZAI	17	17	10	10	2	6	2	0
4	MADA KHEL	3	3	0	0	0	0	0	0
5	NUSRAT KHEL	3	3	3	3	2	1	0	0
	TOTAL	55	43	28	27	11	9	6	1

DETAIL OF IDENTIFIED IRRIGATION CHANNELS
(TABLE - 2)

S#	TRIBE	# OF IC IDENTIFIED	# OF IC SURVEYED	# OF IC PC-1 PREPARED	# OF IC TECHNICALLY APPROVED	# OF IC COMPLETED	# OF IC U/C	# OF IC NEED TO BE EXECUTED	# OF IC DROPPED
1	AKAZAI	12	8	1	1	0	0	0	1
2	BASIKHEL	31	31	14	14	0	6	5	3
3	HASANZAI	10	8	4	4	0	4	0	0
4	MADA KHEL	4	0	0	0	0	0	0	0
5	NUSRAT KHEL	3	2	1	1	0	1	0	0
	TOTAL	60	49	20	20	0	11	5	4

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under construction. Of these, six will be completed by PACD. Five irrigation channels have been technically approved but could not be started as they will not be completed by PACD. Four irrigation channels have been dropped for various reasons.

Primary Schools

There are a number of primary school for boys and girls, but very few of the boys schools are functional. These schools need a great deal of repair and water supply systems. Ten government schools have been identified for repair or improvement and for the provision of a water supply (Table 3).

PCU has prepared the cost estimate for eight schools and the TAT civil engineer has awarded technical clearance to the same. Repair work in two primary school has been completed. Repair and improvement of two schools will be completed by PACD and the remaining four will not be completed by PACD.

Basic Health Units

The buildings of four out of seven basic health units (BHUs) need repairs and water supply systems. Repair and improvement of three BHUs has been completed, and one will be completed by PACD. The other three need complete reconstruction, as shown in Table 4.

Tracks

Darband Thakot road is under construction by C&W Mansehra. Four more tracks run close to the east and west boundaries of Kala Dhaka, as follows:

- Bajna Panja Gali from Oghi;
- Chorkalam from Oghi;
- West Bank Road from Topi; and
- Khanano Dherai from Swat.

The construction of a west bank road (16 kilometers) was dropped because of a lack of funds. It was surveyed, designed, and a PC-1 was prepared by the PCU with the help of the Office of Engineering, USAID/Peshawar, and the TAT of KDADP as shown in Table 5.

The construction of Bajna Panja Gali road (24 kilometers), which was surveyed, designed, and had a PC-1 prepared by Associated Consulting Engineering ACE (Pvt.) Ltd. (Rs.34,071,642) has also been dropped due to a lack of funds. Twelve tracks have been identified, surveyed. PCU has prepared the PC-1s, approved by TAT and USAID. Work has been started on the pilot cut of 10 tracks and repair and improvement of Bajna-Panja Gali track is under way. The pilot cut will be completed by PACD.

A computerized standard design procedure and standardized forms for preparing cost estimates has been developed by the TAT civil engineer. The subengineers and construction supervisors have been given training in Lotus 123 for preparing cost estimates. The TAT civil engineer helped in upgrading the monitoring skills of the engineering staff of PCU for infrastructure of rural development under KDADP. The engineering staff of PCU has been educated on the USAID design and approval procedures and on maintaining the construction quality in the field.

DETAIL OF IDENTIFIED SCHOOL/OTHER IN KALA DHAKA
(TABLE - 3)

S#	TRIBE	# OF SCHOOL IDENTIFIED	# OF SCHOOL SURVEYED	# OF SCH. PC-1 PREPARED	# OF SCH. TECHNICALLY APPROVED	# OF SCHOOL COMPLETED	# OF SCHOOL U/C	# OF SCH. TO BE EXECUTED	# OF SCHOOL DROPPED
1	AKAZAI	0	0	0	0	0	0	0	0
2	BASIKHEL	4	4	4	4	0	0	4	0
3	HASANZAI	5	5	5	5	0	1	1	0
4	MADA KHEL	0	0	0	0	0	0	0	1
5	NUSRAT KHEL	1	1	0	0	0	0	0	0
	TOTAL	10	10	9	9	2	1	5	1

*DETAIL OF IDENTIFIED BHU'S IN KALA DHAKA
(TABLE - 4)*

S#	TRIBE	# OF BHU IDENTIFIED	# OF BHU SURVEYED	# OF BHU PC-1 PREPARED	# OF BHU TECHNICALLY APPROVED	# OF BHU COMPLETED
1	AKAZAI	1	1	0	0	0
2	BASIKHEL	3	3	3	3	3
3	HASANZAI	1	0	0	0	0
4	MADA KHEL	2	1	0	0	0
5	NUSRAT KHEL	0	0	0	0	0
	TOTAL	7	5	3	3	3

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**DETAIL OF IDENTIFIED TRACKS
(TABLE - 5)**

S#	SUB-PROJECT NAME	LENGTH KM	ESTIMATED COST (Rs)	PILOT CUT		DROPPED
				STARTING DATE	COMP. DATE	
1	PANJA GALI - SILLAY	4	2,312,700.00	Apr 93	PACD	
2	SILLAY - SERI	5	1,878,800.00	Apr 93	PACD	
3	TILU KANDAOW - SHANAI PAIZA	3	2,106,400.00	Feb 93	PACD	
4	SHANAI PAIZA - SHANAI CHAPRA	3	2,270,000.00	Feb 93	PACD	
5	KARA KANDOW - NAMLAY	3	1,717,600.00	Feb 93	PACD	
6	NAMLAY - SOKAY	3	2,181,700.00	Feb 93	PACD	
7	SOKAY - ONRAN	3	2,201,600.00	Feb 93	PACD	
8	ONRAN - SHAHTAL KANDAOW	3	1,901,200.00	Feb 93	PACD	
9	SHAHTAK KANDOW - KASSAY	3	1,699,200.00	Jan 93	PACD	
10	KASSAY - SHAHTAL	2	1,128,100.00	Jan 93	PACD	
11	SHAHTAL - JATKAH	3	1,967,400.00	Jan 93	PACD	
12	BAJNA - PANJA GALI	24	2,015,690.00	Mar 93	PACD	
	TOTAL A =	59	23,380,390.00			
13	WEST BANK ROAD	16	10,183,266.00	--	--	DROPPED
14	14 BAJNA PANJAGALI ROAD	24	34,071,642.00	--	--	DROPPED
	TOTAL B =	40	44,254,908.00			

EX:TABLE-5

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DIFFERENT STAGES BEFORE STARTING THE ACTUAL CONSTRUCTION

Identification

Before the introduction of the community organizers and construction supervisors, the TAT civil engineer would visit a different village *hujra* and call a village *jirga*. The villagers were briefed about the KDADP program. Then he would prepare a prioritized list of the village infrastructure needs. If it was water supply scheme or an irrigation channel, the civil engineer, along with a couple of villagers assigned by the village *jirga* for this job, would visit the source of water and prepare the feasibility study.

The village inhabitants, who were usually old, were asked about the perennality and ownership of the spring. The source of water, in case of a spring, is usually owned by a single family or a group of families. If the owner would benefit by the DWSS, then he or they will allow a DWSS for the entire village. But if he or they will not get any reward, he or they will not allow a DWSS from the source, even though the water would be wasted without a DWSS. A copy of the feasibility study was also sent to the project manager at PCU and project officer at USAID/Peshawar for their information.

Recommendation

The data collected during the basic village survey (BVS) carried out by the TAT in the early life of KDADP should be used for the assessment of the requirement of the different villages in Kala Dhaka. A detailed community development program for the Kala Dhaka area needs to be outlined in light of the BVS. This will help in the further development of the Kala Dhaka area either by the government or a foreign donor agency.

Surveys

For the first two years, there was only one surveyor with PCU. He was unable to respond on time. He was old and slow but produced good quality work. USAID sent a survey team for few months to KDADP to help PCU to carry out the survey. They surveyed a number of schemes and prepared drawings but their duration was very short. Meanwhile, during a PRB meeting in September 1991, it was decided that due to the KDADP's lack of manpower, the two line agencies, the Irrigation Engineering Department and Public Health Engineering Department, will survey, design, and prepare PC-1s for a given number of subprojects identified by KDADP. KDADP will pay TA/DA charges for three months. But to date neither of these departments has provided any PC-1 in spite of repeated reminders by KDADP. The main reason was that these departments wanted execution. Meanwhile, KDADP goals were changed from a contractor system of implementation to a community participation concept. Because these departments did not provide the PC-1s according to the decision taken in PRB, major delays have resulted in the execution of subprojects.

After the departure of the USAID survey team and unfortunate death of the PCU surveyor, PCU has hired two new surveyors. Even then, because of PCU's poor management, the two surveyors could not respond on time to the demands of community organizers for the survey. The drafting section of PCU was also inadequate. It took much time to prepare the drawings for various subprojects.

Recommendation

A qualified and experienced, but young and energetic, survey and design team with full equipment is required for KDADP to achieve good results through a community participation program. A separate survey and design team is required for each tribe in Kala Dhaka. This will help the community organizers to establish a grassroots community participation concept in the local community.

Cost Estimates

Before the arrival of construction supervisors, the junior engineer and two subengineers of PCU could not prepare the cost estimate correctly and on time. So the civil engineer prepared standardized drawings and cost estimates proforma on the computer. This helped to expedite the preparation of cost estimates. The project engineer at PCU hardly checked any PC-1 prepared by the staff before sending for technical clearance.

Recommendation

The survey and design team should have included a graduate engineer to prepare the cost estimate apart from providing guidance in the survey and design of a subproject. The engineer must have computer skills.

Technical Clearance

The project engineer at PCU sent a complete PC-1 of a subproject prepared by his staff for technical clearance to the TAT civil engineer. The civil engineer was awarded technical clearance after thoroughly checking the PC-1. Normally there were many corrections in each PC-1 submitted by PCU to TAT. Initially, PCU engineering staff was not familiar with the USAID standard documentation for approval of the subprojects. It took the TAT some time to institutionalize the engineering section of PCU.

Recommendation

The engineer of the survey and design team should send the complete document of PC-1 to the concerned engineer in the main office for checking and approval. The engineer in the main office should also provide guidance and support to the survey and design team.

USAID Approval

After technical clearance by the TAT, the PC-1 of the subproject was submitted initially to the project officer at USAID/Peshawar and later on was submitted to the project manager at USAID/Mansehra for formal approval. There was no response from the USAID/Peshawar office in the early life of KDADP, but after repeated requests, USAID stationed a project manager in Mansehra with full authority. This expedited USAID's formal approval of subprojects.

Recommendation

The present setup of the PCU (the implementation agency), the TAT, and USAID (the funding agency) did not prove to be useful for the rural development project through community participation. It would be much more effective if there were one agency responsible for funding, planning, executing, and monitoring. In the present set up, there is no need for USAID formal approval. The TAT should have been given full authority for approval and decision making for supporting PCU in different programs.

Village Action Committees

The community organizers initiated community participation at a later stage for those subprojects with documentation that was started before their arrival in KDADP. But for those subprojects that were identified by community organizers, a discussion about village participation was started in the early stages of preparation of PC-1.

After the technical clearance by the TAT, community organizers were informed that a standard village agreement should be signed with the villagers so that the construction would be started.

Recommendations

The development of community participation is a very difficult task. It cannot be achieved in a short-term project. It needs a long-term project with clear ideas and a well-defined program. The community participation program should be flexible and should be improved periodically in the light of the observations and experience of the field staff. The field staff should be given maximum facilities and authority so that they can work with full concentration and confidence. There should be a workshop on a quarterly basis between the field staff and the policy makers to improve the community participation program.

Implementation

After the formation of village organizations, PCU issued an advance to the village organization. Implementation can be divided into the following categories:

- Purchase of outside materials, pipes, and cement by PCU;
- **Unskilled Labor, by Village Organization:** The arrangement of unskilled local labor was the responsibility of the village organization. The young villagers normally work most of the time in Karachi. The output of the local unskilled laborers is less than that of the unskilled laborers in other parts of the country;
- **Skilled Laborer (Mason, Pipe Fitter):** There is a shortage of skilled laborers in Kala Dhaka. Therefore, PCU arranged for a mason from outside of Kala Dhaka. When more than one subproject was under construction, construction work was slow because of only one mason;

- **Local Material (Sand, Stone, Gravel):** The village organization usually provided and transported the local material free of cost as part of community participation. The community organizer and village organization face great difficulty in arranging the free labor as mentioned in the village agreement;
- **Payment:** Initially, because of a personnel shortage, PCU could not manage the payment of the laborers on time, causing a delay in construction. After the arrival of the construction supervisor, payment to laborers improved somewhat because of the close and timely report of construction supervisors to PCU. But even then the response of the project engineer at PCU was very slow to respond to the construction supervisors. It took a lot of time in the PCU office to prepare the documentation for the release of funds. The construction supervisors waited and wasted lot of time in the main office at Mansehra because the subengineer and project engineer could not or did not prepare the documents for the release of funds on time. This has affected the progress of the construction of various subprojects and seriously affected the community participation program;
- **Supervision:** The construction of subprojects in KDADP were carried out by village organizations, not by professional contractors, so full-time supervision was required. With the arrival of a construction supervisor, the supervision of subprojects improved considerably. But for the first two years when there were only a junior engineer and two subengineers, the supervision of construction work was poor. The junior engineer was not competent and was not interested in rural development work. The PCU project engineer failed to use him in the rural development activities. Thus the PCU project engineer depended mostly on the two subengineers before and after the departure of the Junior Engineer. Both the subengineers were not interested in the progress and documentation of various subprojects.

The seven construction supervisors were hired by the TAT and worked under the supervision of the PCU project engineer. But they worked under the supervision of the two subengineers, even though in some cases the construction supervisors were more competent, experienced, and qualified; and

- **Funding Procedures:** KDADP is fully funded by USAID. There is no revolving fund. USAID advances funds in different allotments to PCU on the basis of a six-month work plan, prepared by PCU with the help of the TAT. The expenditure of funds was not according to the allotments. The PCU funding procedure — both the release of funds from USAID to PCU and the release of funds from PCU to different components of KDADP — is not systematic. The TAT is not informed of any funds released. It happened a-couple of times in KDADP's short life that PCU ran completely out of the funds and USAID could not provide funds on time in spite of the prior notices and reminders. Thus, the momentum of the construction work on various subprojects went to its lowest degree. It took months to regain the momentum once it had been lost.

ANNEX C

**FINAL REPORT OF THE
KALA DHAKA AREA DEVELOPMENT PROJECT
TECHNICAL ASSISTANCE TEAM
SOCIAL SCIENTIST**

The Kala Dhaka Area Development Project (KDADP) social scientist carried out four detailed case studies of villages in which the project's program of participatory community development was implemented. These case studies are invaluable accounts of the project's attempts to introduce an unfamiliar developmental concept to a community and to subsequently build a capacity for village "self-help" in remote areas of Pakistan. Full references for these studies are found in the bibliography of this report.

In addition, the social scientist accomplished, or assisted other project technical assistance staff to accomplish, the following:

Research

- Conducted basic village survey (socioeconomic) of 253 villages, and household counting of 30 sample villages (all in Kala Dhaka);
- Collected data on transport and marketing systems in Kala Dhaka (data on 10 points);
- Performed case studies on experiences in the community participation approach; and
- Carried out situational surveys and studies, such as a crop survey, to collect data on problems and other issues.

Training and Coordination

- Assisted the chief of party as co-trainer in providing training on the new community participation approach to field staff (social organizers, community organizers, and construction supervisors). This training included start-up training sessions and continued on-the-job training;
- Assisted in the training of agricultural field workers at preseasonal training sessions; and
- Held biweekly training and coordination meetings with field staff.

Community Participation Approach

- Experimented with community participation approach in small infrastructural subprojects; such as drinking water supply schemes, irrigation channels, and so forth;
- Assisted in forming and planning the seven clusters for community participation approach replication and expansion under KDADP; and
- Introduced private and community forestry activities in Kala Dhaka. Implemented experimental activities and then replicated or expanded successful activities. Such forestry activities eventually developed into block afforestation by the village forest committees.

Collaboration and Public Relations

- Coordinated with the project staff (engineers and agronomists);
- Collaborated with the line agencies (agriculture, forestry, health, and livestock departments);
- For large Kala Dhaka tribe-level *jirgas* (conferences), participated, translated (Pushto to English), and reported in writing;
- Held village *jirgas*/meetings in almost all areas of Kala Dhaka;
- Acted as a Kala Dhakan delegate, as an individual and as a member of a group, at meetings, when providing assistance at the office, and when reporting and offering suggestions for action; and
- Collected, translated, and distributed Kala Dhaka news clippings.

ANNEX D

**FINAL REPORTS OF THE
KALA DHAKA AREA DEVELOPMENT PROJECT
TECHNICAL ASSISTANCE TEAM
COMMUNITY ORGANIZERS AND VILLAGE ORGANIZERS**

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**FINAL REPORT OF FARMAN KHAN, AREA SOCIAL ORGANIZER
(April 19, 1993)**

INTRODUCTION TO THE PROJECT

Kala Dhaka is one of the most neglected backward tribal areas of Pakistan with meager facilities and resources. Most Kala Dhakans are small landholders and need to grow crops that can give them more income. Poppy is playing a major role in this regard.

The U.S. government wanted to develop alternative activities in poppy-growing areas that would raise per capita income. The Kala Dhaka Area Development Project (KDADP) therefore began in 1990 with three subphases:

- Conducting survey and planning activities;
- Carrying out experiments; and
- Implementing subprojects.

INTRODUCTION TO COMMUNITY PARTICIPATION

I joined the project as area social organizer in February 1992 and was assigned to the Judbah area to present the project properly (as it had not been in the past) and to motivate the people toward community participation in project activities. In the beginning, I was faced with certain problems but gradually I succeeded in my mission. In June 1992, when the community participation staff was increased, I was assigned to the north region as area social organizer to train, monitor, and supervise three community organizers and to coordinate with other core staff and line departments.

ACCOMPLISHMENTS

Because the three community organizers in my region were inexperienced, I trained, supervised, and guided them to ensure that field activities ran smoothly.

Proper coordination was made with different sections of the project and line departments. Consequently the achievements presented below were made.

Engineering

Water supply schemes completed	8
Water supply schemes ongoing	6
Irrigation channel, ongoing	8
Tracks ongoing	2

Agriculture: Achievements were made in coordination with Agronomists.

Health: Community health workers and traditional birth assistants were trained.

Livestock: A livestock worker was trained.

Education: Persons were sent to elementary colleges for PTC training.

Women in Development Activities: With the coordination of women in development (WID) staff, activities such as kitchen gardening and soapmaking were carried out.

Forestry: Social forestry and block forestry were carried out and 334,000 saplings were planted in spring 1993 in certain areas, and a proper awareness among the people was created.

PROJECT SHORTCOMINGS

- The area was backward and lacked proper communication and facilities.
- Due to unnecessary delays and excuses in implementing the project, the community lost confidence and the people became doubtful about project officials.
- The set-up of management with three bosses severely affected field activities. Differences in opinions and approaches were used by some people for their own benefits and interest by creating a gap among management and staff.
- There was a lack of support staff at the regional offices.
- The bottom-up approach was not followed as planned and in some occasions recommendations and suggestions made by the community and social organization staff were not considered by the core staff.
- A permanent project vehicle was not available.
- Most staff members were not acquainted with the concept of community participation in development activities.

LESSONS LEARNED

- No commitment should be made in the field and the dialogue must be clear.
- One should be active and punctual in his work.
- There should not be a relaxation of staff in regard to official activities. The field staff should be properly supervised and monitored.
- The social organization staff should be given responsibility with due authority.
- The officials and activists in the area need proper training to understand and follow the project concept and strategy to run project activities in a smooth and better way.

**FINAL REPORT OF MUJAHID SHAH, SOCIAL ORGANIZER
(April 17, 1993)**

INTRODUCTION AND BACKGROUND OF THE PROJECT

The Kala Dhaka Area Development Project (KDADP) began in 1990 with plans for heavy funding. The Kala Dhaka area was selected because the area is considered to be very backward and is a poppy growing area. The area has a superb culture and traditions and has tremendous potential for community participation, as it is dominated by village *jirga* system. Men play the role as head of the family but women are also involved extensively in the process of development.

PROJECT MANAGEMENT STRUCTURE

The KDADP was comprised of three components:

- DAI technical assistance team (TAT), which is responsible for making concrete recommendations and is headed by Chief of Party R.B Scott, who is American by nationality and has a strong background in the relevant field.
- USAID. The relevant section is headed by Mr. Sadaqat Ali Khan who has more than 10 years of experience. USAID is responsible for funding the project activities.
- Project Coordination Unit (PCU). This component is made up of the Government of Pakistan and is headed by the CSS officer from the DMG (presently, Dr. Hammad Awais Agha). The PCU is steering the project and is responsible for implementing project activities.

BENEFITS AND DRAWBACKS OF THREE-TIERED VEHICLE

Theoretically and in principle, the organizational structure of the project is sound and basic, but practically it is difficult for three persons to agree on one thing and such differences of opinion sometimes lead to crucial situations that undermine project activities and create a gap among the colleagues. In this system one cannot blame the personnel for differences of opinion as perhaps each one is correct in his own right. In the case of the KDADP, there is a strong need for proper coordination and mutual understanding so that problems can be minimized and the project can run smoothly.

PRESENTATION OF THE PROJECT

When the project began in 1990, the rumor was that the project had come with 75 crore rupees to offer as a substitute for poppy elimination. Consequently, the five major tribes of Kala Dhaka — Madakhel, Hassanzai, Akazai, Basikhel, and Nusratkhel — demanded cash money to be equally distributed among them. By nature the Kala Dhakans prefer to have cash money and it took six months to convince the people that the fund is only for development activities.

INTRODUCTION OF COMMUNITY PARTICIPATION STAFF

In June 1992 the community organization staff was hired. The area was divided into the north and south regions and seven clusters — Kandari, Geway, Seri, Madakhel, Judbah, Shagai, and Sadu Khan.

Each region became the responsibility of one area social organizer, whereas each community organizer was made responsible for a cluster. Although the idea was introduced at a later stage, it was still a good way to reach the people and beneficiaries at the grassroots level. As most of the community organizers were inexperienced and not from the area, it took a reasonable amount of time to train them and get them adjusted into the local culture and tradition. Because the majority of the community organizers were Pashto speakers, the Kala Dhakans liked them and understood them. It would have been very difficult for non-Pashto speakers to integrate with Kala Dhakans. The introduction of a cluster office and team of community organizer and construction supervisor was also a good idea.

Although the scope of work for community organizers was written in a professional way, they did not always follow it properly because of their lack of experience. They tried to bypass the role of area social organizer and report directly to the chief of party, because they did not like the thorough monitoring and supervision of the area social organizer. For example, the community organizers in the south complained that the area social organizer was always present in the area and worked like a community organizer. In the initial stages of the project, the community organizers were not receptive to learning but with the passage of time they improved. Generally, the introduction of community organization staff and a team of community organizer and construction supervisor at the cluster level accelerated the pace of activities, and it created a common understanding with the clients. If such an approach would have been introduced from the start, the project would have been more successful. Institution building should have been stressed, but time was a big constraint. However, the concept of village organization was introduced and the social welfare officer was brought into the area to register village organizations. This concept should be followed because it has potential in some villages.

THE ROLE OF THE AREA SOCIAL ORGANIZER

The role of social organizers was to train, monitor, and supervise a group of community organizers in their respective regions. They were supposed to mediate and coordinate with all other project sections/components and with line departments, and they were also to have dialogues with the villagers.

As for as my role, I tried my best to play it in a neutral, impartial, and honest way. Perhaps as a young man I would commit certain mistakes, although mistakes were not intentional and I tried to learn from the mistakes. My role in the field with the villagers, community organizers, construction supervisors, and core staff was difficult but I found it interesting and useful because of the immense support from all colleagues. I developed a list of guidelines for community organizers on how to deal with people and officials.

Although I was tough with the community organizers in the field and was flexible out of the field, I did this to keep them working and I think it was helpful to them. Unfortunately, all the community organizers in my region arrived at the project site with different backgrounds. One had an M.Sc. degree in anthropology majoring in a relevant subject and had some experience but he proved less than effective. Another had a law degree and was good in dealing with the public but was too easygoing. The third community organizer had an archaeology degree and was hard worker but was not good in report writing

and presentation. The fourth one had a commercial background with no fluency in the Pashto language and English writing. He came as a trainee, and improved his skills gradually and was eventually upgraded to the rank of full community organizer.

Despite all of these constraints, I was committed to work with the community organizers and guide and supervise them as much as possible. We were able to get the confidence of the clients and accomplished quite a few activities such as get a drinking water supply, build an irrigation channel, repair a school, introduce social and block forestry, train community health workers, train workers in livestock, and construct roads tracks. In addition, agriculture and women in development (WID) activities were undertaken through coordination with concerned colleagues. Although it was difficult to mobilize the Kala Dhakans toward self help and community participation in the development activities, because of frequent and thorough meetings and continuous coordination, achievements were made. These can be further improved with continued funding and by identifying useful activities in the area. The progress of community organizers and the overall activities were discussed at regional staff meetings on a weekly basis with the area social organizer, who had provided enough training to the community organizers so that they could express their viewpoints. Meetings were also held at the headquarters office each fortnight for the convenience of the people. Also, each fortnight a field schedule was prepared for the community organizers and the area social organizer. The area social organizer worked as a bridge between field staff and core staff. This system worked effectively although it can be further improved if the field teams are strengthened and the area social organizers are given more power to work independently. Area social organizers should have more authority so that regional activities run more smoothly and the burden on core staff is reduced. The area social organizers should hold weekly meetings with core staff at the headquarters office and with field staff at the regional office or in the field. Community organizers should concentrate mostly on the field to study the socioeconomic background and to assess special features of development.

REPORTING SYSTEM

A typical project procedure was for the community organizers to report to the chief of party through the area social organizer. The area social organizer also reported to the COP and distribution was made to all the relevant persons, including those in Washington. The system worked properly. It created good coordination among the staff members and thus ensured proper documentation. However, this system needs further improvement. It is suggested that the community organizers and field staff report directly to the area social organizer. The area social organizer should summarize reports with his own comments and send them to the concerned core staff if and when necessary.

DIALOGUE WITH THE VILLAGERS

Dialogues with the villagers are not properly recorded and reported. This should be done in the future and an Urdu version should be distributed to the villagers as well.

TRAINING FOR FIELD STAFF/VILLAGERS

Short-term training for field staff and villagers should be provided. To a large extent, this activity has been lacking in the past.

**FINAL REPORT OF ATTA-UR-REHMAN, COMMUNITY ORGANIZER
(March 15, 1993)**

INTRODUCTION

The overall purpose of this final report is to present my observations and findings from my 18-month engagement with Kala Dhaka Area Development Project (KDADP). The project was initiated in 1990, with the objective to bring Kala Dhakans into the mainstream of national development and to discourage and eliminate poppy cultivation through fast socioeconomic development of the area.

Between August 27 and December 1990, I worked with KDADP as an interviewer and field enumerator. In these four months, I surveyed 80 percent of Kala Dhaka and completed the data for the socioeconomic basic village survey, which included counting the actual households in the area. From March to April 1992, I was involved in a poppy crop estimation survey.

From May 1, 1992-May 8, 1993, I was contracted full time with DAI as a community organizer. My specific assignments were:

- Community organization and motivation of community participation in specific subprojects and activities;
- Identification of development schemes and follow-up with concerned officials for survey, planning, and implementation and encouraging villagers to give their active participation throughout the project implementation;
- Serving as liaison and interpreter between the tribal beneficiaries and the project; and
- Preparing weekly reports (both oral and written) on community organizers' field work and ongoing activities, achievements, problems, and suggestions.

Until May 1, 1992, I worked as a community organizer throughout Kala Dhaka, but in August 1992, I was assigned to work exclusively at a cluster. I lived at the basic health unit at Daur-Maira. SKC (local name is Kekool region) is the northern-most region of the Basikhel-Sinkarai strip and consists of the 20 villages from Tarala in the north to Soral and Arerh in the south. The names of the villages are presented below.

Villages

Tarala	Sado Khan	Dambosa
Darai	Darmandona	Badar
Gul Darai	Maira	Arabistan
Matore	Kuai	Karai
Tus Misan	Kand	Urash
Garh Kabli	Dour	Zizarai
Arirh	Surah	

The Kekool region consists of *sitanidar* lands, that is, the permanently settled landownership pattern. Most of the *sitanidar* lands in this region are owned by the Akhundkhels and Syeds, collectively called "Sitanidar" or non-Pukhtoon, although some are owned through purchase by a few families of the Umerkhel and Usmankhel sub-tribe of Azizkhel. Some Mulian and Gujar are in SKC with small pieces of the cultivable land allotted traditionally.

There is one basic health unit in SKC that is in good condition because of recent repairs made by KDADP. A medical technician is always present at the basic health unit.

There is a total of eight schools in SKC of which only five are presently functioning. Of the three that are not functioning, one primary school for boys was demolished by the villagers (Zizarai), one is closed because no teacher has been appointed, and the third is a girl's primary school in the area. Of the five schools that are functioning, only 216 students are admitted. The schools are in bad condition; need repair; and need basic furnishings such as chairs, tables, and mats.

The estimated population for SKS is 12,990, of which the majority belongs to the Akhundkhel tribe, and the next largest group to the Syeds.

Activities

- In an organized way, 154,000 plants of different varieties (chirpine, eucalyptus, robinia, poplar, ailanthus and ipil-ipil) were distributed among people of the assigned area. The plantation campaign follow-up visits revealed that most of the plants were in good condition.
- Lemon grass was distributed to 122 households.
- The fruit plant was also distributed in the cluster.
- In 1991, a demonstration wheat and maize crop was planted in the rabi season. Wheat seed was distributed for 70 acre plots.
- Five agriculture field workers were trained.
- Under the kitchen gardening program, 160 women have been trained.
- Twelve women have been trained in soapmaking.
- Six women have received training as traditional birth assistants.
- Two persons have been trained as veterinary specialists.
- Two persons have been trained as CHW.
- Two students were sent for PTC training.
- One person has been trained as an MT.
- I identified approximately 1,000 schemes during the basic village survey, that is, roads, electricity, water supply schemes, irrigation channels, and a suspension bridge.

When I was assigned to the Sado Khan cluster, I identified 42 schemes on a community participation basis.

Of 13 water supply schemes, two were completed, work started on one, two more were approved, and one was dropped because of a villagers' dispute. The other seven are still awaiting a survey and other processes.

Of 13 irrigation channels and ponds identified, three are in progress, one is awaiting start-up, and one pond has been approved. Eight are still waiting for a survey and other processes. Of two flumes identified, both are approved.

Repair work of government building in seven schemes was identified. For one BHU building, the work is in final stages. Repair work for three school buildings has been approved but has been delayed because of a villager dispute (Zizarai school). Another one needs agreement (Maira Shah), and work on a third school (Matore) was stopped because of a dispute between KDADP and villagers.

Work is in progress for five latrines. The pavement of street schemes is waiting for survey and other processing.

- During this time, I formed a village organization, which was not fruitful because of a lack of a clear project policy. The only active organizations are where project work has started.
- Two types of village action committee were formed — one for engineering subprojects and the other for purposes of plantation under the forestry program.
- Fifteen new subproject implementation agreements were finalized and signed with the villagers, ensuring their active participation. Of these, eight are in SKC, one in Shagai, and six in the Shatal area for roads.
- A combined village organization for the Shattal area was established.

Kala Dhakan Community Attitude

When I began the socioeconomic basic village survey, the Kala Dhakans responded well. When people realized this project was being implemented to replace the opium crop, and was like the Gadoon Project, people made several demands and requests.

The previous two projects did not do any solid work although Kala Dhakan expectations were high. When I later joined the project as community organizer, the project patron had changed. The project adopted the community participation methodology, which is new for Kala Dhakans, who initially thought that the community project official saves money for himself by adopting this method. In such a situation the problem was how to gain the confidence of the people of the assigned area, how to motivate them for self-help initiatives, and how to actively involve them in implementing subproject activities. We had to prove to the community that the project is sincere. When the community realized the benefits of the subprojects, they once again welcomed the project and requested various schemes with acceptance of the community methodology. Now the project is running smoothly although the life of the project is limited, which presents a danger for future projects in Kala Dhaka. This is because when the project first gained the confidence of the community, the project changed its methodology. Then, after gaining the confidence of the community twice, the project is finished.

The system for implementing subprojects is not efficient because three agencies are involved: one donor, one technical assistance team, and one implementor. There is little coordination or trust among these three agencies, and therefore all subproject decisions are late, resulting in the community's loss of confidence in the project.

RECOMMENDATIONS

- Don't start a short-term project for less than three years, because with limited implementation time, the community blames the project.
- Coordination among project staff, PCU, and TAT must be broadened.
- Better coordination with line departments is needed.
- Pay attention to the priorities of the villagers in selecting and implementing the subprojects and do not impose decisions on villagers.
- The funding mechanism must be more efficient.
- Quick decision making must be adopted.
- One man is the decision maker, otherwise a project dies like "Douan Mullan wich Murghi Haram."
- Be sure what you talk about with the community.
- Before the start of any activity or subproject, a sufficient amount of materials at the project site at all times must be ensured to avoid interruptions in the work.
- When a project starts, it should be well thought out, and the basic theme should not be changed in the middle of project implementation.
- The community must be involved in the participatory planning and management system.
- Give full support to the project field staff and give proper attention to their reports.
- Field staff should not make promises to the community that have not been discussed and cleared with management.
- It is best if all project officials jointly visit the area to help solve the problems in the community. Then the community will give its confidence to the project.

- Community organizers and social organizers should be in full charge of their assigned areas, and must have the authority to approve simple and small schemes.
- When implementing project activities, the local customs and traditions must be kept in mind and not ignored.

**FINAL REPORT OF MOHAMMAD IRSHAD, COMMUNITY ORGANIZER
(March 18, 1993)**

INTRODUCTION

Before writing the final report, I think that it is best to write a few basic facts about Kala Dhaka. Kala Dhaka is situated in the North West Frontier Province, Mansehra. It is one of the most backward areas of Pakistan.

This is the tribal area of Pakistan, and the Government of Pakistan's laws are not enforced in this area. There are many weapons. When a problem occurs, the people of that area solve that problem by the *jirga* system.

When the Government of the United States expressed an interest in helping a backward area of Pakistan, the Government of Pakistan selected Kala Dhaka. Thus, the Kala Dhaka Area Development Project began its development activities. For this purpose the project's first two years took a basic survey of the Kala Dhaka area. When the project completed its basic survey, it began its activities in Kala Dhaka by introducing community participation.

For the community participation, community organizers were appointed and the area was divided into seven clusters, as presented below:

Mada Khel	Kandar
Geway	Seri
Judbah	Shagai
Sado Khan	

Each cluster has a community organizer. The entire Kala Dhaka area has been divided into two regions, the south and the north. An area social organizer is responsible for each region.

The following clusters are in the south region:

Mada Khel	Kandar
Seri	Geway

The following clusters are in the north region:

Sado Khan	Shagai
Judbah	

I work in the South region (in Kandar cluster) as a community organizer. From June 7-November 30 1992, I was a trainee. On December 1, 1992, my contract became full time with the DAI technical assistance team as a community organizer.

My specific assignments were:

- Community organization and motivation for community participation in specific subproject activities;

- Identification of development schemes and follow-ups with concerned officials for surveys, planning, and implementation and encouraging villagers to join and actively participate throughout project implementation;
- Serving as liaison and interpreter between the tribal beneficiaries and KDADP; and
- Providing weekly reports (oral and written) on community organizer field work, ongoing activities, achievements, problems, and suggestions.

Following are the 24 villages in Kandar cluster:

Kandar	Khanano Kilay	Tuara
Kotkay	Nadrai	Mareer
Kianai	Kanar	Garhai
New Kilay	Palosa # 1	Palosa # 2
Palosa # 3	Karna	Konarai
Kambila	Barian	Gangat
Mishkot	Gorgura	Shangora
Karcana	Chapra	Dlasia

In my cluster, most people belong to the Hassan Zai tribe and some people are *saidan*. Also, some are *mulian* with small pieces of the cultivable land traditionally allotted to them. The total population of Kandar cluster is 16,000 and total number of households is 2,000.

The Government of Pakistan also provided some facilities to the Kala Dhakan people. Listed below are the government facilities, functioning and nonfunctioning, by village in Kandar cluster:

<u>Village</u>	<u>Facilities</u>	<u>Functioning/Non-Functioning</u>
Kandar	Water Supply Scheme	Functioning
Tuara	Water Supply Scheme	Functioning
Tuara	Government Primary School	Functioning
Tuara	Government Primary School	
Kotkay	Two Water Supply Scheme	Functioning Work Continues
Kotkay	Government Primary School	Functioning
Nadrai	Two Water Supply Schemes	Functioning
Mareer	Two Water Supply Schemes	Functioning
Mareer	Government Primary School	Functioning
Mareer	Government Girls Primary School	Functioning
Kianai	Water Supply Scheme	Functioning
Kanar	Three Water Supply Scheme	Functioning
Kanar	Government Girls Primary School	Nonfunctioning
Kanar	Government Boys Primary School	Functioning
Garhai	Water Supply Scheme	Functioning
Garhai	Government Girls Primary School	Functioning (Needs some repair work)
New Kilay	Water Supply Scheme	Functioning
New Kilay	Government Middle School	Functioning
Palosa # 1	Water Supply Scheme	Functioning
Palosa # 2	Water Supply Scheme	Functioning
Palosa # 3	Water Supply Scheme	Nonfunctioning

Karna	Water Supply Scheme	Functioning
Konarai	Water Supply Scheme	Functioning
Konarai	Irrigation Channel	Functioning
Konarai	Government Primary School	Functioning
Kambela	Water Supply Scheme	Functioning
Barian	Water Supply Scheme	Functioning
Barian	Government Primary School	Nonfunctioning
Gangat	Government Primary School	Functioning
Gangat	Water Supply Scheme	Functioning
Mishkot	Water Supply Scheme	Functioning
Gorgora	Water Supply Scheme	Functioning
Shancora	Water Supply Scheme	Functioning
Shanai	Water Supply Scheme	Functioning
Shanai	Two Government Primary Schools	One Functioning 2 are Nonfunctioning
Karkana	Water Supply Scheme	Functioning
Chapra	Water Supply Scheme	Functioning
Chapra	Government Middle School	Nonfunctioning

ATTITUDE OF THE KALA DHAKA COMMUNITY

When I joined KDADP as a community organizer, the project adopted the community participation approach in Kala Dhaka, which is a new idea for Kala Dhakan people. The people of Kala Dhaka at first believed that the project official had adopted this method to save money for himself. The problem was therefore how to gain the confidence of the community in the assigned area, how to motivate them to participate in this self-help initiative, and how to actively involve them in subproject activities.

At first, the people of Kandar cluster would not agree to participate in activities on a community participation basis. They demanded cash first and then they demanded contracts. But I told them that the project policies do not allow giving cash or contracts of any kind to anyone. The project requires that the work be done on a participation basis because this is the community's own work and the project can only help the community in the resolution of problems. After the people understood the project policies, the project accomplished many activities in various fields with the participation of villagers. Such activities include WID activities, forestry, and others.

Presented below are activities that have been accomplished by the project in Kandar cluster.

<u>Completed Schemes</u>	<u>Village</u>	<u>Community Participation</u>
Water Supply Scheme	Kandar	50%
Repair Work of G.P.S	Tuara	50%
Cut of Wall and in Take Chamber	TKK	50%
Distributor Water Tank	Khanano Kilay	50%
Repair Work of G.P.S	Kotkay	50%

Ongoing Schemes:

Distributor Water Tank	Kandar	100%
Repair work of G.P.S	Nadrai/Mareer	50%
Water Supply Scheme	Palosa # 3	100%
Irrigation Channel	Kianai	50%
Irrigation Channel	Kabela	100%
Distributor Water	New Kilay	50%

Following are the schemes that have been approved but have not yet started:

Water Supply Scheme	Tuara	50%
Water Supply Scheme	Kotkay Bazar	100%
Irrigation Channel	Kotkay	50%

The other activities that were completed in my cluster are following:

- Four mobile health clinics were held;
- Fifteen traditional birth assistants were trained;
- Two community health workers were trained;
- Training was provided for the teachers for PTC;
- Women were trained in soapmaking;
- Kitchen gardening activities were held;
- Fruit plants were distributed free of cost;
- Plants for social forestry were distributed;
- Maize and wheat seed with fertilizers were distributed;
- Two girls school in coordination with Education Department were started;
- Chickens were vaccinated and distributed;
- Three women were trained for tomato nurseries;
- Women were trained for onion nurseries;
- Training for four beekeeping trainees continues; and
- For block forestry, 75,000 plants were distributed.

PROBLEMS

The system for implementing this project is not good because three agencies are involved — the donor, the technical assistance team, and the implementor. No coordination or trust exists among these three agencies. The problem for all subprojects is that decisions are late, thereby resulting in the loss of community confidence.

RECOMMENDATIONS

- Implementation of a project through community participation is a long and time-consuming process. So the life of the project should not be less than three years.
- When setting implementation guidelines, the local customs and traditions must be kept in mind and should not be ignored.
- Quick decision making must be adopted.
- Give full support to the project field staff and give proper attention to them.
- The basic theme of the project must be kept in mind and not changed in the middle of the project's life.
- Community organizers and social organizers should have full charge of their assignment areas and must have the authority to approve simple and small schemes.
- A proper system of coordination should be implemented in every project.
- A greater coordination with line departments is needed.
- Be sure what you talk about with the community.
- The community must be involved in the participatory planning and management system.
- To gain community confidence, all project officers should visit the area jointly and solve problems.
- Field staff should not make promises to the community that have not been approved by project management.

FINAL REPORT OF JAMSHAD, COMMUNITY ORGANIZER

INTRODUCTION

I joined the Kala Dhaka Area Development Project on June 7, 1992. Prior to that, I had been working as a social worker in my native village and at the university. For different welfare organizations I served as an ordinary staff member and in some higher posts such as general secretary and president. I was very pleased to join this project because the position of community organizer is very similar to that of social worker, and I was given the opportunity to serve the poor masses of the undeveloped area of Kala Dhaka.

GOALS

Before joining this project, I promised myself that I would start my practical life in great zeal and zest and help the poor masses in the best way.

PROJECT INTRODUCTION

I was provided background information for one month and was thoroughly informed about the customs, traditions, and way of life in the Kala Dhaka area. The project policy and assignment procedures were explained and we were informed about the people and official institutions associated with the project. During the same period, we visited the area from time to time and observed the conditions of the people.

PROJECT POLICY AND WORKING FACILITIES

Project staff were required to live in the project area to develop good relations with the people and keep the community informed about project aims. Therefore, we received permission from the Health Department to live at the basic health unit until we had a permanent residence.

PROCEDURE

The most important goals of our project was to meet with the people in groups and to inquire from them the basic needs of the village and to make decisions on the most beneficial schemes for the people. This required an analysis of the number of persons to benefit from the scheme and how many local persons can help with the project. After initial discussions with the people, it was our duty to report to the office and discuss the matter with the relevant department. It was our duty to keep the people aware about the nature and different conditions of the project.

- 5/2

GENERAL ATTITUDE

The basic aim of the project was to prepare the minds of the people in regard to community self-help procedures. People were contacted and various project details were explained. People were informed about the merits of the project and were provided with different examples. The community organization proved to be a success because it takes a lot of time to change the minds of a certain community or locality. Due to our efforts, people began to accept the community self-help concept but due to the lack of time allotted to the project, its goals were not fully successful. In spite of this drawback, the project can be considered a great success because the masses of Kala Dhaka are totally uneducated and difficult to unite. Initially, we had many problems because of rumors that the project fund, rather than funding project activities, warmed the palm of the official in charge of the project.

FAILURES

Community organization staff have been quite successful in communicating project goals and in receiving community support to work for the project. However, a few failures did take place. For example, the harmony of project employees was threatened at times and a few unpleasant situations occurred. Most unpleasant situations were created due to the delay of work by the project. I worked under different clusters, Seri and Geway, that had entirely different procedures. In Seri, Khanism is in dominance, where one had to bring the Khan of the village for his work. After the good will of the Khan, it was easy to get the cooperation of the people. In contrast, the people of Geway were entirely different and nothing had been done before. Also, the road was often closed and the project employer faced great difficulties in visiting the working areas. This prevented keeping the people informed about the project and its goals. I nevertheless was able to establish cordial relations with the people in both clusters. As far as Seri is concerned, I have a good opinion about the Khans as they were struggling to achieve the maximum potential of the area. They were interested in the development of the area by the project and paid due respect to the project employees. A main consideration in this project, I think, is that if too many people interfere, you will face difficulties. Some difficulties will be due to a misunderstanding between the officers. Such misunderstandings are also harmful to the lower staff. It is necessary for the success of any project that there should not be too many persons responsible for the project, because such a policy is ultimately harmful for the project.

The Hasanzai and Akazais tribe live in Seri cluster, which is on the top of a hill. There is no water supply scheme or irrigation channel provided by the government. The road, which had been constructed by the Government of Britain before Pakistan's independence, is practically nonexistent.

The Seri cluster is the backward area of the whole Kala Dhaka. The reason is that the Khawaneen of this area did not want to improve the condition of the poor people. Only one of them wants the development of this area.

One of these Khans had remained MPA for 15 years and had done no developmental work. There are 14 villages in this cluster. In light of these difficulties, the project has begun three water supply schemes. But the work has been halted because all of the hills are covered with snow. When the snow melts the project will again start to work on these three water supply schemes. From Bajna to Panja Gali, the repair work has been started on the road. The project has given the approval for the link road to this area from Panja Gali to Seri and work will begin soon on this road.

GOVERNMENT FACILITIES

There are two primary schools for boys in Seri cluster — one is in Warha Seri and one is in Bar Kand. There is one veterinary dispensary, which was constructed by the Government of Pakistan in 1989.

The total number of villages in Seri cluster is provided below along with number of households and total village population.

<u>S.#.</u>	<u>Village</u>	<u>Household</u>	<u>Population</u>
1.	Sillay Kalu Khan	130	650
2.	Karoon	110	600
3.	Warha Seri	125	750
4.	Ghatta Seri	231	1,500
5.	Kohanai	60	300
6.	Meharabad	80	400
7.	Murata	103	618
8.	Bar Kand	230	1,150
9.	Kuz Kand	232	1,305
10.	Toram	350	1,750
<hr/>			
TOTAL:	10	1,651	9,178
<hr/>			

ACTIVITIES

I identified the following schemes presented below. Following are the names of the schemes and the names of the villages.

<u>S.#.</u>	<u>Village</u>	<u>Scheme</u>
1.	Seri	Irrigation Channel
2.	Abu	Irrigation Channel
3.	Silay	Irrigation Channel
4.	Kand	Irrigation Channel
5.	Toram	Irrigation Channel
6.	Kandao Matta	Irrigation Channel

WATER SUPPLY SCHEME

<u>S.#.</u>	<u>Village</u>	<u>Scheme</u>
1.	Seri	Water Supply Scheme
2.	Abu	Water Supply Scheme
3.	Bar and Kuz Kand	Water Supply Scheme
4.	Toram	Water Supply Scheme
5.	Warha Seri	Water Supply Scheme
6.	Karoon	Water Supply Scheme

The following schemes are under construction:

<u>S.#.</u>	<u>Village</u>	<u>Scheme</u>	<u>Status</u>
1.	Ghatta Seri	Water Supply Scheme	25% work completed
2.	Warha Seri	Water Supply Scheme	15% work completed
3.	Karoon	Water Supply Scheme	25% work completed

Because of the snow, work was stopped last month.

LINK TRACKS

The track agreement linking Panja Gali to Seri was signed and released. One CHW was trained, and 900 apple, plum, and apricot plants were distributed in five villages.

MANGRAI-BARTOONI

I also visited Mangrai and Bartooni villages to get agreements signed. I held a village *jirga* and informed the people about the improvement opportunities. The project rules and policies were explained to them but they did not agree on community participation.

The next day I went to Bartooni village but did not attend a meeting with the people because there was approximately one foot of mud and snow. The weather is very cold and not fit for cement work. The cement does not settle down in such weather and work cannot be carried out until the melting of snow in Mangrai and in Bartooni.

I also visited village of King Paiza and attended a village *jirga*. The villagers requested a water supply scheme. The villagers are ready for community participation.

GEWAY CLUSTER

I worked for some time in Geway cluster. The people of Geway cluster belong to the Akazai tribe and are very cooperative with the project. Listed below are the villages, total households, and population.

<u>S.#.</u>	<u>Village</u>	<u>Households</u>	<u>Population</u>
1.	Darbani	230	1,700
2.	Geway	67	500
3.	Khadang	163	1,304
4.	Surmal	60	360
5.	Narang	120	4,200
6.	Laid	380	1,800
7.	Lashora	150	650
8.	Bikyanrai	100	350
9.	Neway Kilay	43	505
10.	Machra-Bakrai	68	250
11.	Jango	30	160
12.	Dadum (HZ)	110	650
<hr/>			
TOTAL:	12	1,520	12,429
<hr/>			

Following are the government facilities in Geway cluster.

<u>S.#.</u>	<u>Village</u>	<u>School</u>	<u>Functioning</u>
1.	Darbani	Government Primary School	Functioning
2.	Laid	Government Primary School	Nonfunctioning
3.	Lashora	Government Primary School	Functioning
4.	Machra	Government Girls Primary School	Nonfunctioning
5.	Machra	Mosque School	Functioning
6.	Surmal	Mosque School	Functioning
7.	Khadang	Government Primary School	Nonfunctioning
8.	Diliarai	Government Primary School	Functioning
9.	Maira	Government Primary School	Nonfunctioning
10.	Bilanrai	Government Primary School	Functioning
11.	Bimbal	Government Middle School	Functioning

BASIC HEALTH UNIT

There is only one basic health unit in Darbani village.

DRINKING WATER SUPPLY SCHEMES

There is a total of 16 DWSSs that were constructed by the government and the MPA funds. They include:

<u>S.#.</u>	<u>Village</u>	<u>Functioning/Nonfunctioning</u>
1.	Mera	Functioning
2.	Diliarai	Functioning
3.	Khadang	Nonfunctioning
4.	Darbanai	Nonfunctioning
5.	Geway	Functioning
6.	Surmal	Functioning
7.	Laid	Nonfunctioning
8.	Lashora	Nonfunctioning
9.	Bakrai	Functioning
10.	Neway Killay	Functioning
11.	Machra	Nonfunctioning
12.	Bakiynai	Nonfunctioning
13.	Bimbal	Functioning
14.	Biliarai	Functioning
15.	Wara Biliarai	Functioning
16.	Jango	Functioning

There is only one foot bridge in Lashora.

IRRIGATION CHANNEL

<u>S.#.</u>	<u>Irrigation Channel</u>	<u>Functioning</u>
1.	Darbani	Functioning
2.	Laid	Functioning
3.	Bikianrai	Functioning
4.	Machra, Bakrai	Functioning
5.	Jango	Functioning
6.	Laid - 2	Nonfunctioning
7.	Lashora	Nonfunctioning
8.	Neway Kilay	Nonfunctioning

Link Tracks

I identified the following link tracks in Geway cluster:

- Geway to Kand
- Geway to Khadang repair
- Khadang to Umar Band
- Machra to Bakrai

- Geway to Geway BHU
- D.T. road to Bikianrai

I identified the following subprojects that need feasibility studies, surveys, and preparation of cost estimates:

Suspension Foot Bridge

- Bikianrai
- Laid

Drinking Water Supply Scheme

- | | |
|---------------------|--------------------------------|
| ● Darbani | Funds released |
| ● Darbani-II | Agreement signed |
| ● Bimbal | Needs NOC |
| ● Surmal | Needs survey, feasibility PC-I |
| ● Diliarai | |
| ● Neway Kilay | |
| ● Khadang | |
| ● Umar Khitab Banda | |

Activities

Social forestry during last August distributed 9,300 plants in six villages.

Block Forestry

In March 1993, 89,000 plants in block forestry were planted in the following four villages:

- Darbanrai
- Bikyanrai
- Lashora
- Khadang

Ten maize plots in three villages and 19 experimental block orchards in seven villages were identified. One livestock worker has been trained by the project.

RECOMMENDATIONS

- Implementation of community participation should not be for less than three years.
- Coordination between project staff and line departments is needed.
- Field staff recommendations should be considered in every meeting and in planning.

- The funding system should be quick.
- Only one person should be in charge of making decisions.
- Policies should not be changed during the project life.
- Local customs and traditions should not be ignored.
- Freedom in decision making is necessary.
- Site offices should be established in the community and should have a clear policy. Mobilization of a community is based on the availability of an activist.
- Referral management services need to be developed.
- Shorten the scheme approval time.
- More attention should be placed on practical, rather than theoretical, goals.

**FINAL REPORT OF SAEED-UR-REHMAN, COMMUNITY ORGANIZER
(March 18, 1993)**

INTRODUCTION

The overall motive of this final report is the presentation of observations and findings of my engagement with KDADP for one year.

I joined the project on June 7, 1992. I was assigned to Shagai cluster and lived at the basic health unit at Shagai. I was expected to work as coordinator between community residents and the project.

I was to work as an identifier and as a participator. I was also expected to organize the community in order to reduce the problems and motivate the residents toward self-development.

Locality of Shagai Cluster

Shagai cluster is in the second northern portion of Kala Dhaka. The area of the cluster is collectively known as the Bagor region. There are 12 villages and 14 hamlets. The cluster extends from Jiggal in the north to Suray Asharey in the southeast and Booto Banda in the south. The Indus River runs the entire distance through the west.

Villages

The villages in Shagai cluster are: Jiggal, Surey Kamber, Kotkay, Derako, Shahdug, Shagai, Kandar, Cham, Suray Asharey, Pitan Asharey, Nilia, and Chardara.

Hamlet

Takia, Parkha, Pagar, Boto Banda, Derai, Abai Banda, Mainz Banda, Gujaro Asharey Noor Qadeem Khan Asharey, Khwar Banda, Sat Patey Raheem Abad Colony, Q.A. Colony, and Kaloo. The Bagora region consists of the two tribal groups of Basikhel and Sadat (Syeds). The Basikhel land is *Dautari* (nonpermanent) and that of the Sadats is permanent. The estimated population of Shagai cluster is 20,000. The majority of the population is the Basikhel, followed by the Sadat. The Gujars, Jewellers, Coblars, and Mangan (boatsman) all are long-term residents having no ownership of land.

ACTIVITIES

- In an organized manner, 80,000 forestry plants of various varieties were distributed among the people of the assigned cluster. The plants included eucalyptus, chirpine, ipil ipil, rubinia, poplar, ritha, ailanthus, and China berry. Follow-up observations indicate that the majority of the plants are in good condition.
- Fruit orchards are layed out in Shagai and Boto Banda.

- Lemon grass was distributed to 209 households.
- Maize demonstration plots and wheat seed multiplication plots were laid down in 10 villages of the cluster.
- About 60 women have been trained in kitchen gardening.
- Two agriculture field workers have been trained.
- Six women were trained for soapmaking.
- Thirty-seven women were trained as traditional birth assistants.
- Two candidates have been trained as community health workers.
- Thirty-six engineering schemes on a participation basis were identified.
- Some 22 schemes out of the 36 are water supply schemes.

Three water supply schemes are completed. One is an ongoing agreement of one water supply scheme that has been signed.

Six schemes have been surveyed and the others are only identified.

Out of the 15 other schemes, there are four irrigation ponds, one of which is completed, two are surveyed, and one has been identified. Seven schemes are the irrigation channel where only an agreement for an irrigation flume at Shagai has been signed. One channel is approved, and six channels have been surveyed.

Three schemes are for repair of schools. An agreement for one has been signed and two have been surveyed. One is the repair of the basic health unit, which has been almost completed.

All of the engineering schemes except the government ones are on a participation basis. Some of these schemes are waiting for technical approval, some for money, and some for survey and the other processes.

COMMUNITY ATTITUDE OF THE KALA DHAKANS

The community had many problems with accepting the project as an alternative to, and a phasing out of, the poppy crop. There was a very poor concept toward community participation when I first joined the project as a community organizer. Project activities were discussed at Judbah cluster with the *jirga* of three villages. They directly blamed the project staff, because they had been told that the people in Gadoon are getting alternate benefits to the opium poppy whereas KDADP is not providing anything to the beneficiaries.

The same objection was raised by the villagers of Shagai when I held a *jirga* at the village mosque. When the issue of participation in the water supply scheme was discussed at Shagai cluster, the community totally refused. They said that there were 67 crore rupees for them and wanted to know why they are requested to participate.

I don't know who has made this statement to the Kala Dhakans, and where and why. There was a very poor concept regarding participation in any activity.

However, I discussed everything with them and clarified the situation and they motivated them toward participation. They accepted my explanations and the next day began to work on pipes on a participation basis. While there had been no clear concept about community participation, the Kala Dhakans had no confidence in the project.

After the concept of the project was changed and they were introduced to the process of self-development through community participation, the project gained confidence in the area and the community began to make requests regarding their own situation and problems. However, the word "delay" became too common in every aspect of development. Therefore the gained confidence proceeded toward no-confidence once again. Another major problem, was that the project is going to be over on May 8th. This statement weakened the process of participation, put more burden on the community organizer, and invited hurdles in the project activities. The DAI technical assistance team, the project coordination unit, and the USAID lacked coordination among themselves and didn't trust each other. This lack of coordination and trust greatly diminished community confidence and resulted in a delay of every aspect of the subprojects.

RECOMMENDATIONS

- Decision making must be treated as a social organization.
- Projects must be long term, and not less than three or four years.
- Every person must share the same project motive.
- There must be strong coordination among the project staff.
- Coordination with line departments is needed.
- The program must be properly managed.
- An improved funding mechanism is necessary.
- Transportation facilities must be in good condition.
- Full support must be given to the field staff.
- Local traditions and customs must be given full consideration.
- There must be improved coordination among the community, the selected persons, and the staff.
- Field staff security must be ensured.

- Proper administration of the project is necessary.
- Full pledge confidence needs to be developed.
- Guidance of the community from the bottom level toward the top level is important.

**FINAL REPORT OF TAHIR JAMIL, COMMUNITY ORGANIZER
(March 29, 1993)**

BACKGROUND

I joined Kala Dhaka Area Development Project in May 1992. It was my first experience in practical life. Before joining the project I was a social worker in my native area and also at Peshawar University. I worked for different social and student organizations, and also held the offices of president and general secretary on different occasions.

In KDADP I was appointed as a community organizer as that post is very much related to social work. When I was appointed as a community organizer I was happy because on that job I could do my work as a social worker. Kala Dhaka is quite a backward area so it was a very good opportunity for me to serve the poor and needy people and also to gain experience in practical life.

AIMS

When I joined the project I promised myself that my main objective would be to do hard work and serve the people as much as possible. This would start my practical life in a good manner.

INTRODUCTION TO PROJECT

During the first month after joining KDADP, the project officials and staff were very cooperative with us. During the training period they explained to us about the Kala Dhaka area. They told us about the cultures of Kala Dhaka and way of life. They briefed us about the tribes of Kala Dhaka, their traditions, likes, and dislikes. Project staff briefed us about the working relations with the line departments and also introduced us to government officials involved with the project.

During this training period, we also visited the project area and had a look at both the area and the people of Kala Dhaka, to mentally prepare us for the work.

PROJECT POLICY

The main objective of the project was to involve the people in their own development, and motivate the people regarding self-help activities. A project goal was also to convince the people that it is very difficult for them to improve their living standard and develop the area unless they are actively involved and devote themselves to the area development. Another objective of the project was to develop the awareness in the people about how to deal with government officials in order to get benefits and rights for their area.

WORKING FACILITIES

We were moved to the area because it is necessary to live with the people and integrate with them, exchange views with them, and try to convince them of the right way. In this way it is easier to convey the project objectives to the people. The project got permission from the Health Department to use the residential quarters of the basic health unit in the area to house us.

Working Area

The area of Kala Dhaka is very scattered and it is very difficult to cover whole area. Therefore, villages were selected and divided into seven clusters of approximately 15 to 20 villages in one cluster. The seven clusters are Kandar, Mada Khel, Geway, Judbah, Shagai, Sado Khan, and Seri.

Field Staff

For the field, seven community organizers and seven construction supervisors were appointed, and one community organizer and one construction supervisor in each cluster were to work as a team.

Introduction of Geway Cluster

I was appointed to Geway cluster, which is located next to Kandar cluster, which begins at Dadum near to Shawl Khawar and ends at Umar Khitab Banda near Surmal (BK). Approximately 17 villages are included in that cluster. The people of that area are called the Akazai tribe. Most of the villages are located alongside the Shawl Khawar. And some villages such as Bimbal and Bilanrhai are located alongside the Indus River. Geway bazaar is the center of the Akazai tribe and is located near Darbani village.

RESPONSIBILITIES

The role of a community organizer in KDADP is to serve as coordinator between the people and project. It is the duty of the community organizer to meet with the people and discuss with them their problems and their needs, conduct analyses of these problems and needs, and discuss the project purpose and limitations. The duty of a community organizer is then to report and provide information to the project about the area.

If necessary, the community organizer should also help the people to deal with project and government officials. It is the duty of a community organizer to have full information about every activity in his cluster.

THE ATTITUDE OF THE PEOPLE

The project had accomplished a lot of work on the social side to involve people in their own activities on a self-help basis. People were convinced of the advantages of community participation. They were realizing the importance of education and adopting a self-help attitude.

However, they were not convinced that the project officials are not corrupt and using the Kala Dhakan's money. They demanded cash money instead of a developmental scheme. Sometimes they stopped project vehicles and demanded schemes, seeds, fertilizers, and plants and said they would not allow the vehicle to continue unless they achieved their demands.

ACHIEVEMENTS

The project achieved some success on social side but the shortage of time was the main factor preventing the project to achieve its target. As soon as the approach of the people was changed, it was time to end the project.

Village Data

About 17 villages are included in Geway cluster. For details please see list no. 1 at the end of this report.

Government Institutions

Geway cluster has one basic health unit and some schools built by the government. For details see list no. 2.

Government Schemes

Many schemes were accomplished in the area by the government. For details see list no. 3.

PROJECT ACTIVITIES

During the last year, some activities were accomplished by the project in Geway cluster. For details see list no. 4. For details of identification and status of project schemes, see list no. 5.

RECOMMENDATIONS

- Implementation of community participation is a long and time-consuming process, so the life of the project should not be for less than three years.
- A proper system of coordination should be implemented in every project.

- Field staff should be included in every meeting and issues should be considered on a priority basis.
- The procedure for approving and funding schemes should be quick.
- Policies should not be changed during the project.
- Local customs and traditions should not be ignored.
- More attention should be placed on the practical, rather than theoretical, especially in construction schemes.
- Freedom in decision making is a must, especially for field staff.
- There should be less involvement of government departments.
- The multi-boss system is the main drawback for the failure of any project. So only one boss should be a decision maker.

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LIST NO. 1

<u>S.#.</u>	<u>Village</u>	<u>Households</u>	<u>Population</u>
1.	Darbani	230	1,700
2.	Geway	67	500
3.	Khadang	163	1,704
4.	Surmal - AZ	60	360
5.	Narrowing	120	600
6.	Laid	380	4,200
7.	Lashora	150	1,800
8.	Bakianra	100	650
9.	Neway Kilay	43	350
10.	Machra/Bakrai	68	505
11.	Jango	30	250
12.	Dadum - HZ	75	650
13.	Maira	170	1,730
14.	Dilarai	145	840
15.	Bimbal	254	2,350
16.	Bilarai (Small)	195	1,690
17.	Bilarani (Big)	170	1,400

LIST NO. 2

There is only one basic health unit in Darbani.

<u>S.#.</u>	<u>Village</u>	<u>School</u>	<u>Functioning/Nonfunctioning</u>
1.	Darbani	Government Primary School	Functioning
2.	Laid	" " "	Nonfunctioning
3.	Lashora	" " "	Functioning
4.	Machra	Govt. Girls Primary School	Nonfunctioning
5.	Machra	Mosque School	Functioning
6.	Surmal	" "	"
7.	Khadung	Government Primary School	Nonfunctioning
8.	Dilarai	" " "	Functioning
9.	Maira	" " "	Nonfunctioning
10.	Bilarni	" " "	Functioning
11.	Bimbal	Government Middle School	Functioning
12.	Bimbal	Govt. Girls Primary School	Nonfunctioning

LIST NO. 3

GOVERNMENT DRINKING WATER SUPPLY SCHEMES

<u>S.#.</u>	<u>Village</u>	<u>Functioning</u>	<u>Nonfunctioning</u>
1.	Maira	"	
2.	Dilarai	"	
3.	Khadug	"	
4.	Darbani	"	
5.	Geway	"	
6.	Surmal	"	
7.	Laid	"	
8.	Lashora	"	
9.	Bikarai	"	
10.	Neway Kilay	"	
11.	Machra	"	
12.	Bakrai	"	
13.	Bimbal	"	
14.	Bilarai	"	
15.	Wara Bilarai	"	
16.	Jango	"	

IRRIGATION CHANNELS

<u>S.#.</u>	<u>Village</u>	<u>Functioning</u>	<u>Non-functioning</u>
1.	Darbani	"	
2.	Laid - I	"	
3.	Laid - II		"
4.	Lashora	"	
5.	Lashora - II		"
6.	Neway Kilay		"
7.	Bikarai	"	
8.	Machra/Bakrai/Korai	"	
9.	Jungo/Dadum	"	

There is one foot bridge in Lashora.

LIST NO. 4

PROJECT ACTIVITIES

1. Social Forestry:

In August 1992, about 9,300 plants were distributed in six different villages.

2. Block forestry:

In March 1993, about 80,900 plants were distributed in four villages of the cluster.

3. Identification/Distribution of Maize Demo Plots:

In three villages, about 19 maize demo plots and one trail maize demo plot have been installed.

4. Experimental Block Fruit Orchards:

During the session 1992-1993, about 19 fruit orchards have also been established in the cluster.

5. WID Activities:

Through WID activities, about 57 plots of kitchen gardening, 2 nurseries for tomato, and two nurseries for onion have been established in the cluster.

Two project committees have been established in two villages, Darbani and Bimbal, to start the girls primary school.

6. Livestock:

One boy from Bimbal has been trained in the livestock training program.

LIST NO. 5

Identified schemes from the project.

IRRIGATION CHANNELS

<u>S.#.</u>	<u>Village</u>	<u>Status</u>
1.	Darbani	Needs approval
2.	Laid	N.O.C.
3.	Lashora	Survey PC-I
4.	Bikiara	Feasibility, survey PC-I
5.	Neway Kilay	N.O.C.
6.	Bakra/Machra	Feasibility, survey PC-I
7.	Jango	PC-I

DRINKING WATER SUPPLY SCHEMES

<u>S.#.</u>	<u>Village</u>	<u>Status</u>
1.	Darbani	Fund released
2.	Darbani - II	Agreement signed
3.	Bimbai	N.O.C.
4.	Surmal	Feasibility, survey PC-I
5.	Dilarai	Feasibility, survey PC-I
6.	Neway Kilay	Feasibility, survey PC-I
7.	Khadigai Banda	Feasibility, survey PC-I
8.	Umar Khitab Banda	Survey

SUSPENSION BRIDGES

<u>S.#.</u>	<u>Village</u>	<u>Status</u>
1.	Laid	Feasibility, survey PC-I
2.	Bikianra	Feasibility, survey PC-I
3.	Narang	Feasibility, survey PC-I

LINK TRACKS

<u>S.#.</u>	<u>Village</u>	<u>Status</u>
1.	Geway to Kand	Needs feasibility survey PC-I
2.	Geway to Khadug	PC - I
3.	Khadug to Umar Banda	PC - I
4.	Machra to Bakrai	PC - I
5.	Geway to Geway BHU	Implementation
6.	Machra to Bimbai	Feasibility survey PC-I
7.	D.T. road to Laid	Feasibility survey PC-I
8.	D.T. road to Lashora	Feasibility survey PC-I
9.	D.T. road to Bikiara	Feasibility survey PC-I
10.	D.T. road to Darbani	Feasibility survey PC-I

ANNEX E

**FINAL REPORT OF THE
KALA DHAKA AREA DEVELOPMENT PROJECT
TECHNICAL ASSISTANCE TEAM
WOMEN IN DEVELOPMENT SPECIALISTS**

**FINAL REPORT OF SHAMIM KHAN, WID COORDINATOR
(April 29, 1993)**

BACKGROUND AND JUSTIFICATION

The women in development (WID) component of the Kala Dhaka Area Development Project (KDADP) began in January 1992. Kala Dhaka is a provincially administered tribal area with a population of more than 300,000 covering an area of 510 square miles. It is divided into five main tribes, Mada Khel, on the west bank; Hussan Zai, mostly on the east bank with some on the west bank; and Aka Zai, Nusrat Khel, and Basi Khel on the east bank. The tribal leader governs through *jirgas* in which key decisions are made. The Pakistani system of law and order does not extend to the Kala Dhaka area. There are no all-weather roads, no post offices, no electricity, no doctors, no female health staff, and no higher secondary schools or colleges. The participation of females in the work force is negligible, due mainly to the dogmatized socioreligious norms, although females constitute almost 50 percent of the total population. Thus they contribute very little toward the national economy, in general, and the local economy, in particular.

Acute unemployment and underemployment in the area has resulted in the migration of men to the industrial centers of the country and to the Middle East. The remaining men try to find employment as casual or seasonal agricultural or construction workers.

The situation means that given the total dependency and restricted mobility of women, many families live in extreme poverty, but it is surprising that despite their practice of *purdah* (seclusion) and lack of access to training and employment opportunities, the majority of women are now interested in earning income. The goal of the KDADP was to alleviate poverty and advance all sections of society, particularly of women and youth. The project's main objective was to contribute to an increased participation of women in the economy of their area.

PROJECT DELIVERY

In the one year that WID activities were operational, some of the project's target outputs were produced — namely, studies, surveys, training programs, pilot income generating, kitchen gardening, education, institutional linkages, and formation of women's groups.

Kitchen Gardening for Winter's Vegetables

<u>Total Clusters</u>	<u>Total Villages</u>	<u>Total Women Trainees</u>
Six clusters except Mada Khel, high altitudes areas such as Tilli, Machaisur, Mangrai Kamesar and Seri Kohani were included.	98	727

With proper supervision, assessments, and follow-ups.

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Onion Nurseries

<u>Total Clusters</u>	<u>Total Villages</u>	<u>Total Women Trainees</u>
5 clusters	30	41

With proper supervision, assessments, and follow-ups.

Mustard Seed Distribution

<u>Total Clusters</u>	<u>Total Villages</u>	<u>Total Women Trainees</u>
3 clusters	8	22

Tomato Nurseries

Tomato nurseries were established in five clusters: Kandari, Geway, Shagai, Sado Khan, and Judbah. Response was good. Due to heavy rains, we provided the nurseries with technical guidance. During the follow-up visits on March 9-13, the goals had been achieved and all instructions had been properly followed.

Soapmaking

<u>Total Clusters</u>	<u>Total Villages</u>	<u>Total Women Trainees</u>
4 clusters	7	38

Follow-ups have been made in three clusters. Installation of factories in Kandari and Judbah cluster is in process. The community itself is ready to contribute and only needs technical guidance. The nearest place to the project area for the supplies of the material was identified. Supplies could be made available from Hattar Industry by boat, and transportation by boat will be free.

Women trainees are prepared to make five kilograms of soap at home for their own use. Money will be contributed by them. Initially, KDADP provided technical guidance, equipment, and materials.

Bakery

Six trainees at Maira were identified but the program was affected by the nonavailability of the trainer. Although we hired an assistant WID specialist to be trained, due to my resignation this activity could not be initiated on time.

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Beekeeping

Mr. Sher Baz, an Afghan refugee trainer at Khaki 6-7, was contacted. He is training the trainees to make honey beehives with the provision of Italian bees and other accessories. The program had been launched in late February and is in process. The equipment and other accessories that have been ordered will be handed over to each trainee at the completion of their training course. This activity has so far been launched in only one cluster, Kandari, on an experimental basis. A total of four trainees have been selected. The initial objective was to train four trainees who could then train others in the project area.

Girls Education

Three education committees were formed in two clusters in three villages: Mareer and Garhi Hussan Zai (in Kandari cluster) and Bimbal (in Geway cluster). Two schools are functional and have female teachers. Furniture was provided by the education office at Mansehra and books for the students and guidebooks for the teachers were donated by IMDC, Hayat Abad Peshawar. Unfortunately, I resigned from the job. Otherwise more schools could have been functional.

Project Objectives

The project contributed to an increased participation of women in the economy of the area. The immediate objective was to develop a strategy and a plan of action for training and employing rural women and to implement them effectively in selected areas.

Target Group

The target group consisted of women or couples from low-income groups who would benefit from increased and better training and production facilities, thereby increasing employment and income-generating opportunities or savings.

Principal Activities

To achieve its objectives, the project has undertaken the following principal activities:

- Established contacts and linkages with agencies and projects involved in WID activities.
- Organized women's groups, discussions, women's representatives, village authorities, decision makers, NGOs, and training institutions regarding planning, organizing, and managing women's training activities with the view to developing effective, simple strategies and a program of action.
- Developed methodologies to systematize collection, recording, and dissemination of information to strengthen the monitoring and evaluation process for women's projects.
- Organized and conducted training activities to determine income-earning opportunities for rural women of KDADP.

- Organized and conducted training courses for relevant staff to improve their skills in formulating and managing projects for women.
- Investigated the viability of the identified income-earning activities and, based on the findings, identified training needs of rural women.
- Evaluated implementation of ongoing activities of the project and line departments and, where necessary, formulated and established guidelines for reorienting such activities to make them more responsible to the identified needs of women.
- Launched a number of small-scale pilot training activities and implemented those at the rural level.

Problems

- The project is too short term. One year is not enough for such activities.
- The area has limited accessibility and is very remote and semi-tribal.
- A lack of knowledge and education had affected the project activities.
- Lack of existing resources, skills, and marketing is a problem.
- No funds are available from any NGOs.
- There is no credit support.
- Women are not independent and are kept busy with the manual work.
- Delays in the release of funds also affected the activities.
- Competency and awareness was lacking.
- Language is another problem. No one is ready to work in such a remote area. Any women from around Mansehra who were available to work are Hindko speaking. Women from Baffa, Batagram, or Oghi could speak Pashto, but none was ready to work in KDADP.
- Initially, no female staff worked with the project. The project hired outside consultants who visited the area once a year, which was not enough for the activity.
- In general, the community within KDADP is deprived of their basic infrastructure needs such as roads, electricity, health, and education in addition to political, cultural, and traditional hindrances.

Suggestions and Recommendations

- Necessities could be considered and the existing structure or institution could be developed.
- An outside organization can only provide a package of technical guidance and advice.
- Incentives are to be avoided.
- The division of responsibilities and duties on the part of the government, the donor, and the community itself is crucial for the improvement of work.
- The choice of technology is not important. It is the methodology that counts and needs to be developed.
- The development of resources has potential, the identification of existing NGOs and activists is crucial, and the scientific package must be provided along with training.
- The site offices established in the community must have a clear policy. Mobilization of the community is based on the availability of activists.
- A support institution is a must. Initially decisions were made by the project, but now the need is to develop an awareness within the community that they must establish their own NGOs.
- Team work is a must. Consultation, association, close collaboration, and group involvement is crucial. Orders and any authoritative approach is to be avoided within the group.
- Support and networking with other NGOs facilitates all the services in the working area.
- The most significant reason for success is the attitude and two-way communication, regular meetings, contacts, good relationships, understanding, and interest.
- More practical, rather than theoretical, there must be freedom in decision making.
- Referral management services needs to be developed.
- Door step communication needs to be improved.
- Never force your decisions on others, only teach them.
- Periodic supervision, monitoring, and evaluation by the institution is needed.

**FINAL REPORT OF SAADIA SULEMAN, WID SPECIALIST (HEALTH)
(April 28, 1993)**

BACKGROUND

I joined KDADP as a WID specialist on February 26, 1992, having had more than one year of experience related to the health activities under the project's work plan of 1992-1993. These activities planned by the project were to promote the health status of the people in Kala Dhaka. The task set out looked at the possibility of collaborating and working with the health line department to create health services in the area. While implementing activities under the scope of work as health specialist, I had the opportunity to serve women and children by providing them with better approaches in treating illness. During the field work, I had the complete support of the social organizer and community organizer in organizing the health activities in the area.

Health Problems

I visited villages in the north and south regions of Kala Dhaka to identify the awareness of people about health problems, especially women and children who were suffering from a lack of health facilities in the area. I came to know through these meetings that there are established basic health units but they do not fulfill the health needs of the people. People go for some of their health needs to the local government hospitals in Thakot, Darband, and Oghi.

Private Practitioners

There is a wide variety of private health practitioners in Kala Dhaka, most of them educated and providing treatment with better medicine than that available at the basic health units (BHUs). Treatment by private practitioners, however, is too costly for the residents of the area, because of their poor socioeconomic condition.

Traditional Birth Assistants

Child-bearing women face problems such as lack of female staff at the BHU to provide antenatal and prenatal care. Most babies are born with some assistance from women functioning as midwives who have no training in methods of safe delivery.

An activity of KDADP was to provide short-term training to traditional birth assistants (TBAs) who have in the attended deliveries to upgrade their skills and knowledge. Two groups of 19 women were trained in the north region and 10 women in the south. They were trained by TBA trainer Chand Bibi in 1991 DH office. This training was funded by KDADP. I held meetings with all these trained TBAs, monitored their health activities, and encouraged them to carry on the best job they could for their communities. Although implementation of refresher courses for the trained TBAs is a priority that needs action by the DH office and funding by the PCU, both offices neglected to do this.

It seemed possible to extend the program to villages where there are no BHUs or any available medical facilities. The project staff was receptive to the idea and organized 15 days of training for 14

trainees from the villages of Kotkay and Tuwara. Because of the unavailability of a DH office trainer, DHO permitted me to take charge of that training which was conducted in May 1992.

EPI Immunization Program

The immunization program has been one of the most successful health programs under the project. In Kala Dhaka, the major constraints to immunization is ignorance about immunization among health service people as well as ignorance about immunization and lack of knowledge of EPI (and other health programs) among local leaders and the community. The social isolation of women of child-bearing age because of cultural beliefs makes it difficult for women to move freely outside of their homes or to receive immunization or information from male health workers.

STATUS OF BASIC HEALTH UNITS IN KALA DHAKA

During visits to the BHUs in the Kala Dhaka area, an identified problem is a lack of health personnel. The professional staff are health technicians and dispensers. There are no doctors, female staff, or malaria and EPI technicians. There is no electricity and no arrangements for a generator from the DH office.

The same situation exists with the malaria control program. No proper attention is given to the provision of malaria spray by the DH office. BHU staffs lack medicine and equipment. Because the DH office provides only a limited amount of medicines and supplies, all technicians stock their own medicines to fulfill the health needs of the people. Because there is a lack of water supplies and repair work of the BHUs, the BHU staffs lose interest in remaining at the BHUs.

There is no proper system for upgrading the skills and knowledge of the health technicians through refresher courses to maintain present skills. The BHU, which is open daily, serves few people because most of the community prefers to go to the private practitioners who are available to them.

All these problems were discussed by KDADP staff with the line department during meetings. The project showed interest in providing increased funding to reduce the above-mentioned problems. The project work plan provided for improvement of the status of BHUs to promote a better health status for the community.

During 1990-1991, KDADP began the EPI immunization program, with the help of DH technical staff to save children under five years of age from six communicable diseases. Major problems were noted in the project support of the two field teams. An evaluation of the technical skills and field methods of the EPI teams was arranged during November 1990. The evaluation team noted that the team's professional knowledge of their activity was limited and that the professional standards of their actions were unacceptably low. The team advised that all field activities be stopped until the EPI teams could undergo immediate and comprehensive training.

At this time, the project gave me the responsibility for implementing further activities as outlined in the work plan, along with the collaboration of the DH office. The main difficulties I faced had to do with a lack of proper cooperation of the DHO with KDADP from the beginning of the project. He had some problems about insufficient support area allowances and other logistic support in the Kala Dhaka area for his technical staff.

The DHO stopped implementation of the health activities and refused to do the work specified under the KDADP work plan. KDADP called meetings to discuss the issues in order to arrive at a mutual understanding, but had its focus fixed on implementation of work plan activities without any delay. All of my efforts were sincerely involved in performing my role well. An administration-level meeting called at the DH office in October 1993 by the technical assistance team and PCU finalized work plan issues according to the work plan and project task.

PERIODIC HEALTH CLINIC (AUGUST-OCTOBER 1992)

Four periodic health clinics were arranged in the project area in villages that had no dispensary and no qualified practitioner. The health clinics were held in villages surrounding Kander cluster. The female medical staff of these clinics treated only women and children. Staff included a woman doctor from the Darband Civil Hospital, LHV, and KDADP WID health specialist. This was the first time qualified female medical personnel, Dr. Tahira and LHV Shahnaz, had entered the Kala Dhaka area and the people were appreciative and supportive of such project efforts at their villages. All four clinics were well organized with complete support from Dr. Tahira, LHV Shahnaz, community organizer Mohammad Irshad, and CW Noor Samad.

WORK PLAN FOR 1992-1993

Many of the health activities under the work plan were initiated by the DHO at Mansehra and action has been taken by KDADP to monitor and guide implementation of the activities, such as training the traditional birth assistants, implementing the EPI immunization program, conducting the periodic health clinic workshops, and carrying out CHW training under the direction of the DHO. As already noted in memorandums:

- Action and funding is needed for BHU furnishings.
- Action and funding is needed for BHU medicines.
- BHU technical staff have held 4 workshops of 12 workshops planned.
- The BHU training clinics by a mobile training team was not done by DHO. It needs initiative planning action and funding by PCU or may be dropped. The availability of effective field staff will be the problem.
- Ten local men were selected and sent for medical technician training in Swat. After the completion or training they were posted at Kala Dhaka BHUs.
- The TBA training program needs further attention to improve its implementation and to achieve the goals of the work plan as quick as possible for KDADP. However, three group training sessions have been held out of the seven called for in the work plan. One is scheduled for the immediate future, but nothing has been done by the DH office there. The refresher courses need action soon. The problem is having training staff available on a continuing basis. PCU support is needed.

- The EPI immunization program was implemented in the north region and covered three rounds. The project expected the possible arrangement for a female vaccinator from the DH office to administer the TT vaccine to area women. But the DHO was never in favor of sending female staff to such a hard area.
- The malaria control program needs action and funding from the PCU. A limited, unimplemented spray plan may be available from the past.
- A local dispensers workshop was not implemented by the DHO. It requires PCU action and funding, and may require the involvement of outside trainers such as Dr. Noor of Ayub Medical College.
- Initial training for village health workers was implemented by DHO. Ten primary, middle, and matriculate men were selected and three months of community health worker training was provided to them. This training was from 22 November 1992 to 24 January 1993.
- BHU basic maintenance and repair is in process under the community participation element. No action is necessary by DHO.

RECOMMENDATIONS

- Properly negotiate the work plan with the line department.
- Give guidance to develop and to mobilize all health activities of the work plan.
- Set a monthly meeting with the DH office to discuss all the problems and seek solutions.
- Evaluate the funds before implementing any activity and properly guide the DH office in how to use them.
- The technical staff of the DH office that work in difficult areas require that facilities be provided to them.
- Proper documentation and information should be provided by both offices to each other to coordinate implementation of health activities.
- The tempo of activities needs to be increased to ensure timely implementation.
- Confidence and trust must be given to the project's technical staff so that they can use their skills and experience effectively.