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A Review of Major Issues Affecting the Implementation
of the Kala Dhaka Area Development Project,

Prepared by

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for the

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in consultation with the

Kala Dhaka Area Development Project
Technical Assistance Team and Project Coordination Unit

June 13, 1991

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KALA DHAKA AREA DEVELOPMENT PROJECT
ILLUSTRATIVE BUDGET FOR STAFFING OF A
KALA DHAKA COMMUNITY PARTICIPATION PROGRAM
AUGUST 1, 1991 - AUGUST 31, 1991

	MONTHLY UNIT COST (Rupees)	YEAR 1		YEAR 2		TOTAL COST
		NO	COST	NO	COST	
SALARIES						
Area Social Organizer	15,000	2	360,000	2	360,000	720,000
Cluster Social Organizer	7,000	2	168,000	5	420,000	588,000
Area Construction Supervisor	10,000	2	240,000	2	240,000	480,000
Cluster Construction Supervisor	5,000	2	120,000	5	300,000	420,000
Chief Surveyor	11,000	1	132,000	1	132,000	264,000
Asst' Surveyor	9,000	1	108,000	1	108,000	216,000
Draftsman	9,000	1	108,000	1	108,000	216,000
Choukidar	1,500	4	72,000	7	126,000	198,000
TOTAL SALARIES			1,308,000		1,794,000	3,102,000
ALLOWANCES						
Area Social Organizer	5,000	2	120,000	2	120,000	240,000
Cluster Social Organizer	2,400	2	57,600	5	144,000	201,600
Area Construction Supervisor	3,500	2	84,000	2	84,000	168,000
Cluster Construction Supervisor	1,700	2	40,800	5	102,000	142,800
Chief Surveyor	3,700	1	44,400	1	44,400	88,800
Asst' Surveyor	3,000	1	36,000	1	36,000	72,000
Draftsman	3,000	1	36,000	1	36,000	72,000
TOTAL ALLOWANCES			410,800		566,400	985,200
OFFICE EXPENSES						
Field Office Rent	1,000	4	48,000	7	84,000	132,000
Furnishings	250	4	12,000	7	21,000	33,000
TOTAL OFFICE EXPENSES			60,000		105,000	165,000
TRAINING						
Village Organization			50,000		100,000	150,000
Training					35,000	50,000
Construction Training			15,000		35,000	50,000
TOTAL TRAINING			65,000		135,000	200,000
SUB-TOTAL			1,791,800		2,495,400	4,287,200
CONTINGENCIES @ 5%			89,590		124,770	214,360
GRAND TOTAL			1,881,390		2,620,170	4,501,560

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Background

Recent cutbacks in funding for all USAID/Pakistan Mission programs have prompted the Office of Agriculture and Rural Development O/ARD to revise the objectives of the Kala Dhaka Area Development Project (KDADP) and reduce the amount of funds originally obligated for KDADP activities. KDADP was originally conceived in two phases. USAID and the Government of the North West Frontier Province (GONWFP) initiated Phase I in 1988 with a funding obligation of \$6.126 million. The major portion of these funds (\$4.060 million) was obligated for road construction in the project area under the supervision of the USAID Office of Engineering. The remaining funds were obligated for the establishment of a Project Coordination Unit (PCU), supported by a technical assistance contract team (TAT), to conduct socio-economic research and initiate multi-sectoral pilot activities throughout Kala Dhaka. Under Phase I, the PCU and the TAT were to examine the lessons learned from these pilot activities and design a program of feasible development activities for a full scale Phase II of KDADP.

As a result of a deobligation/reobligation exercise conducted by the USAID Mission in April, O/ARD has dropped Phase II of KDADP and extended the LOP of Phase I by 18 months from December 31, 1991 to August 31, 1993. The revised LOP funding obligation for this extended Phase I will be \$4.973 million with the balance of unearmarked funds amounting to \$2.899 million. Forty-two percent of KDADP's reobligated funding has been budgeted for construction activities. An illustrative LOP budget of the unearmarked project funds for the 24-month period beginning August 1, 1991 is attached as Annex A.

Prior to the fielding of the KDADP Technical Assistance Team by Development Alternatives, Inc. (DAI), the USAID Mission had begun a reassessment of its strategy for remote area development in Pakistan. This reassessment prompted a shift from the support of major infrastructure development projects to the support of sustainable multi-sectoral development through existing government line departments in partnership with the members of the target communities.¹ Subsequent to the Mission's obligation of funds to KDADP Phase I, for example, the responsibility for the project was shifted from the Office of Engineering to O/ARD. Drawing its inspiration from the successful village organization/participation activities of the Agha Khan Rural Support Project in Gilgit, USAID has recently supported the creation of a nongovernmental community development organization

¹ See R. English, J. Greenham and S.L. Schmidt, *Interim Report: HNFADP Kala Dhaka Area Development Project, Pakistan, Phase I*. Prepared for USAID/Pakistan (March 1991).

called the Sarhad Rural Support Corporation to work in a number of NWFP locations. O/ARD has instructed the KDADP Technical Assistance Team to develop a similar model to promote community participation in KDADP development activities.

As a result of USAID's restructuring of the KDADE, combined with its reduction of the project's obligated funds, five major issues must be addressed to assure that the USAID's and GONWFP's revised objectives for development in Kala, Dhaka are met. These are: 1) the maintenance of project momentum while the procedures for revising GONWFP funding and implementation procedures are completed 2) the selection of an appropriate institutional framework for developing community participation in the implementation of KDADP activities; 3) the identification and selection of the appropriate institutional mechanisms to carry out the construction of access tracks in Kala Dhaka; 4) the improvement of government line-department cooperation in the implementation of KDADP sectoral activities outside the framework of community participation; and 5) the determination for the use of additional TA funds to assure that KDADP objectives are met successfully.

Issues

1. Maintaining Project Momentum

USAID's revision of KDADP's overall objectives, funding and implementation will require GONWFP approval through an amendment to the projects's original PC-1. Such amendments can take up to three months to negotiate and formalize before the Government releases funds for project implementation. At present, a number of KDADP activities initiated by the PCU and TA Team have stalled for lack of funding. KDADP has exhausted the funds allocated to it by GONWFP under the First Six Months Workplan. A Second Six Months Workplan has been awaiting P&D Project Review Board approval since mid-April. USAID must seek this approval as soon as possible to prevent KDADP from losing the momentum that it has gained in its first 18 months.

2. Developing Community Participation in Kala Dhaka

USAID and GONWFP have indicated their commitment to community participation as a means of promoting rural development through their support of the Sarhad Rural Support Corporation. In November 1990, O/ARD authorized the KDADP TA Team to begin community participation activities in Kala Dhaka. Subsequent community participation efforts undertaken during the first half of 1991 have provided the TA Team with sufficient experience to

design a more detailed program for building community participation in KDADP.

During the recent reprogramming exercise for KDADP funding, O/ARD further instructed the TA Team to develop a detailed "concept paper" for implementing KDADP project activities with community participation. A draft concept paper outlining the theory and appropriate methods for promoting community participation in KDADP activities is attached as Annex B. In summary, the concept paper recommends that KDADP support the development of a Community Participation Program (CPP) for the implementation of project activities in a number of village clusters within the project area. The KDADP/CPP initiatives will be tied to small-scale infrastructure, agricultural demonstration and afforestation/rangeland management activities that have been budgeted in the revised KDADP LOP program budget. The bulk of the administrative and logistic support required for the CPP will be funded under this budget (see the illustrative budget below). The concept paper identifies a staffing and management structure for the CPP that will develop into a core staff of community participation professionals having Kala Dhaka experience that will facilitate donor-funded development in the project area beyond the completion of KDADP. The CPP staff salaries and benefits have been calculated at a level comparable to that budgeted by SRSC for its own activities and those proposed under the upcoming GONWEP Barani Area Development Project.

If the proposed CPP is acceptable to USAID and GONWEP, KDADP requires both to determine the appropriate institutional mechanism for launching the Kala Dhaka CPP. There are a number of alternative institutional mechanisms to consider. These are:

- 1) The KDADP PCU is given responsibility for the management and supervision of the CPP, and the employment of CPP staff. The TA team will provide guidance to the PCU on the selection of initial CPP activities and technical assistance in the design and implementation of those activities. Funding for the staffing of the CPP will be allocated from anticipated savings in the "Construction" line item of the revised KDADP program budget.

- 2) The PCU and the TA Team share responsibility for the management and supervision of the CPP and the employment of CPP staff. The two CPP Area Social Organizer (ASO) positions will be added to the TA Team and the PCU will employ up to five Junior Social Organizers, seven construction supervisors and the requisite support staff, including a survey and design team, to round out the CPP. As in 1) above, the funding for the CPP staff employed by the PCU will be allocated from anticipated surpluses in the "Construction" line item of the revised KDADP program budget. The addition of the two ASO positions to the TA

team will be supported by anticipated savings in the TA contract budget.²

3) The PCU and the TA Team share the responsibilities for the management and supervision of the CPP but the employment of the entire CPP staff will be the responsibility of the TA Team. As in 2) above, anticipated TA contract savings will support the addition of the two ASO positions to the TA Team. A PIL that authorizes funding for all other FCC staff positions on the TA Team from the revised program budget, will have to be negotiated between the GONWEP and USAID.³

4) USAID and GONWEP agree to support the development of an NGO that will take responsibility for the employment, management and supervision of a CPP staff for the implementation of KDADP activities under the direction of the TA Team and the PCU.

Discussion

The theory and methods of community participation in government- and donor-sponsored development initiatives are not well established within GONWEP line departments. The KDADP PCU is well placed to coordinate line department efforts in the project area with the village organization activities of a CPP. It is not, however, well suited to implement project activities on its own. The PCU is constrained by government regulations from paying the level of salaries and allowances that would attract the calibre of staff needed to make the CPP succeed. The formal development of community participation in an area as remote and challenging as Kala Dhaka requires a well qualified and highly committed staff of professionals who are willing to undergo the hardships of living and working among the people of Kala Dhaka. For this reason, Option 1 does not hold much promise for developing a viable CPP for Kala Dhaka.

Similarly, although Option 2 enables the TA Team to recruit qualified professionals to establish a CPP and initiate community participation activities in Kala Dhaka, the PCU will still be constrained by salary ceilings from hiring the best qualified support staff for the CPP. For example, experienced survey team staff and construction supervisors will be required to meet the design and construction requirements of each Kala Dhakan

² The TA contract team anticipates savings that will support the existing team and the additional SCO positions through April 1992. The additional funds that USAID has proposed to add to the TA contract will support this expanded TA Team through December 1992.

³ Only funding for CPP staff salaries and allowances (other than the ASOs), office expenses and training costs will be added to the TA budget. The TA contractor will waive overhead charges and fee on these costs.

community organized under the CPP in a timely fashion. These constraints will inevitably limit the CPP from achieving maximum impact in Kala Dhaka.

Option 3 removes the salary constraints and enables KDADP to recruit and support the high calibre of local development professionals needed to make the CPP succeed. However, this option puts the burden of implementation on the TA Team. Nevertheless, in the absence of a government line department dedicated to promoting community participation in rural areas, the TA Team can take the lead in developing methods suitable for remote tribal areas. In turn, the PCU, with guidance from the TA Team, will coordinate line department services in support of CPP initiatives in the field.

Option 4 -- USAID and GONWFP support for an NGO dedicated to Kala Dhaka development -- holds the promise of leading to truly sustainable development driven by community participation in Kala Dhaka. An autonomous institution made up of staff experienced in the specific challenges presented by Kala Dhaka is more likely to attract donor funding to support its continued activities than a para-governmental body (e.g., the PCU) or the staff of a USAID contract team. The attached community participation "concept paper" (Annex B) proposes a number of institutional arrangements that USAID and GONWFP could consider for support. Each requires that funds be provided to an institution not only for staff salary and allowances but for logistics and administrative support as well as overhead expenses. Such an option may not be acceptable to USAID and GONWFP inasmuch as it requires support that duplicates funding and resources already possessed by KDADP.

One of the more promising proposals of the concept paper is for USAID and GONWFP to add incremental support to the SRSC to hire staff and administer the Kala Dhaka CPP. The advantage of the SRSC is that it is dedicated to methods of promoting community participation that are acceptable to USAID and GONWFP. However, SRSC has only recently received its funding to begin full-scale implementation of its program. At the same time, demands are being placed on SRSC by GONWFP to develop a program of community participation for its Barani Area Development Program. The added responsibilities of remote area development in Kala Dhaka may be beyond the current capacity of SRSC.

KDADP's pilot village organization and community participation efforts, while limited, have been successful. USAID and GONWFP should allow KDADP to expand these activities with its own professional staff to develop the most appropriate methods for promoting sustainable development in Kala Dhaka. Part of the revised objectives of the KDADP should be to create a successful CPP and to help that CPP develop into an autonomous body which can, either as an independent body or with support of a more established NGO, attract donor support for development

activities in Kala Dhaka beyond the life of the project.

Each of the above options has the potential of polarizing the TA Team and the PCU given the experimental nature of community participation, local political pressures requiring specific response by the PCU, and differing views on implementation priorities and the allocation of project resources. DAI and its contract team is committed to full cooperation with the PCU in meeting the objectives of KDADP and welcomes USAID's guidance in moving the project forward.

3. Access Track Construction

USAID's recent reprogramming of the KDADP budget resulted in a significant reduction of funds anticipated for road construction in the project area. Nevertheless, the development of access routes remains the single most common demand of the Kala Dhaka population and, thus, the single most effective means of gaining local support for other KDADP activities. KDADP funding constraints now dictate that the project invest in the development of low volume access tracks suitable for short wheel-base vehicles. A consultant has been engaged by KDADP to determine the technical requirements and most effective methods for completing the roads identified in the KDADP PC-1 with reduced funding. The consultant's findings will be completed by the end of June.

Discussion

A number of considerations discourage KDADP from promoting community participation in the construction of these access tracks. However simple and appropriate access road construction may be conceived, the effort requires considerable inputs of technical assistance in the design phase and ongoing supervision and monitoring in the construction phase. Neither the TA Team nor the PCU currently possesses the staff to carry out this design, supervision and monitoring of access track construction in Kala Dhaka. Even if USAID and GONWFP sanctioned additional engineering staff for the project, all available KDADP engineering technical assistance would have to be diverted from all other community participation activity to successfully implement the project's access track component. In other words, no other community participation activities could be undertaken in Kala Dhaka except for access track construction.

In addition, only four of the approximately 62 kms of roads identified in the KDADP PC-1 lie within the project area. The remainder lie in the districts bordering Kala Dhaka. For this reason, while improvement of these access routes will benefit the

Kala Dhaka population as a whole, the project will not be able to undertake their construction as part of its community organization efforts. Undoubtedly, KDADP will have to contract out much of the access track design and construction through line departments.

4. Line Department Participation

The community participation activities outlined in the attached "concept paper" focus primarily on small-scale infrastructure and agricultural development. However, KDADP remains committed to a range of activities in sectors that lie beyond the scope of effective implementation through community participation, e.g., health, education, afforestation and agricultural demonstration. Similarly, KDADP's proposed community participation program will concentrate on only a number of village clusters. For this reason, KDADP must continue to promote government line department participation in project activities planned in these sectors so that project inputs can be distributed as evenly as possible over the project area.

While the PCU has the responsibility of coordinating the support to the project of government line departments responsible for Kala Dhaka, it has had only limited success in securing line department implementation of KDADP project activities. As the KDADP Interim Report pointed out, most of the line departments responsible for local development in Kala Dhaka are not well staffed enough to implement projects with any consistency under the difficult conditions prevailing in the project area. One exception is the Forest Department, which has deputed staff especially for KDADP project implementation.

A solution to this problem proposed by the KDADP Project Manager is to obtain lower level field staff on secondment or detailment from participating line departments for the PCU. This arrangement would mean that line agency staff would be transferred for the duration of the project from the line departments to the PCU, and the Project Manager would be their administrative supervisor. In principle, either secondment or detailment could give the PCU implementation capacity in all disciplines except community organization. Such an enhancement of the PCU's role would have to be negotiated with GONWEP. But until the SDU can develop a better institutional arrangement for promoting line department participation in its area development projects, alternative approaches must be explored.

5. The Role of Technical Assistance

Technical Assistance has played an important role in initiating and supporting ongoing development activities in Kala Dhaka during a period of evolving donor priorities and funding cuts. The TA Team responded quickly to USAID's imperative to initiate community participation activities in Kala Dhaka and has done so with some success. Technical Assistance will continue to play an advisory role to the PCU as KDADP embarks upon a full-fledged experiment in institutionalizing community participation in a sustainable fashion. However, while that experiment is underway, important developmental activities in a number of sectors must be maintained in cooperation with the government line departments.

The KDADP Technical Assistance Team consists of an expatriate Chief of Party, an agriculturalist, a civil engineer and a social scientist. In addition, recruitment has been underway for health specialist for which a one year contract is authorized. Despite USAID's obligation of an additional \$350,000 for technical assistance to KDADP, this amount combined with anticipated savings in the TA contract will not support this existing level of TA through the life of the project. Funds of up to \$360,000 would be required to carry the TA Team through to the project's PACD. The options available to USAID for resolving this issue are the following:

- 1) Reduce the number of current TA Team members after December 31, 1991 (the original completion date of KDADP Phase I) so that the additional obligation lasts for the entire 18 months of the KDADP extended LOP.
- 2) Transfer the required funds to carry the existing TA team through to the PACD. This requires a PIL.
- 3) Transfer TA funds from the NWFADP Gadoon component to support the TA team.

Discussion

With no additions of staff to the KDADP TA Team, the balance of funds remaining in the current TA contract, combined with the \$350,000 that USAID has programmed for Technical Assistance under the revised KDADP LOP funding, will support that team through December 1992 -- eight months short of the revised PACD. The addition of two Area Social Organizers to the TA team, as proposed in Option 2) of section 1 above will support the team through November 1992. USAID must determine how, and the extent to which, it needs to invest the KDADP TA funds to assure

successful achievement of its objectives for development in Kala Dhaka. The existing TA Team has achieved modest success given the difficult conditions and uncertainty under which it has had to function over the last eighteen months. Without the guidance and assistance of a TA Team, GONWEP will face enormous difficulties in promoting the experimental concepts of community participation in Kala Dhaka; and USAID's and the GONWEP's efforts of sustainable development in Pakistan's remote areas will suffer.

ANNEX A

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10

KALA CHAKA AREA DEVELOPMENT PROJECT

SUMMARY OF REVISED BUDGET BY PROJECT PHASE

AUGUST 1, 1991 - AUGUST 31, 1992

-- DRAFT/FOR DISCUSSION PURPOSES ONLY --

195 Rupees

Under Contract

1. TECHNICAL ASSISTANCE

2. TRAINING

A. Education

1. Teacher Training	27,772	650,000
2. Education Workshops	6,419	159,000

Sub-Total 'A'	34,191	809,000
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C. Staff Training	5,342	125,000
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TOTAL TRAINING	39,533	925,000
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3. COMMODITIES

A. Office Equipment, Furniture and Supplies	12,821	300,000
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B. Agriculture

1. Potato Demo & Trial Program	6,410	150,000
2. Maize Demo & Trial Program	2,778	65,000
3. Wheat Demo & Trials Program	4,274	100,000
4. Rice Trial Program	641	15,000
5. Vegetable Seed Program	4,274	100,000
6. Other HYV Seed Trials	1,496	35,000
7. Fruit Orchards Demo Program	2,137	50,000

Sub-Total 'B'	22,009	515,000
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C. Livestock Development

1. Fayoumi Chicken Units (10,000 nos)	5,556	130,000
2. Poultry Feed & Immunization	2,137	50,000
3. Medicines for 3 Vety Clinics	1,282	30,000

Sub-Total 'C'	8,974	210,000
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D. Forestry

1. Afforestation	53,419	1,203,219
2. Nurseries	1,274	103,000
3. Rangeland and Fodder Improvement	6,400	153,000
4. "Badlands" Development	79,118	1,850,219

Sub-Total 'D'	140,211	3,309,438
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E. Health

1. BHU Furnishings & Equipment	4,274	130,000
2. Medicine & Supplies	19,684	250,000
3. Health Training Materials	1,258	25,000

Sub-Total 'E'	15,216	375,000
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6. Survey/Construction Supplies & Equipment
(Community Participation Program)

3,285	75,000
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TOTAL COMMODITIES	206,197	4,825,000
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CONSTRUCTION

A. Road/Jeep Track Design, Construction & Repair

1. Madda Khei/West Bank Road (rough cut)	354,000	8,283,500
2. Bajna/Panja Gali Road	165,000	3,861,000
3. Chor Kalan Road	165,000	3,861,000
4. Other/Link Roads	444,000	10,389,500

Sub-Total 'A'	1,128,000	26,395,000
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B. Village Sub-Projects

1. BHU & School Building Repair	63,000	1,474,200
2. Community Participation Program Sub-Projects	636,000	14,742,000

Sub-Total 'B'	699,000	16,216,200
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TOTAL CONSTRUCTION	1,827,000	42,611,200
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Annex B

Developing Community Participation in Kala Dhaka

Concepts and Proposals

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SECTION I:
INTRODUCTION TO THE VILLAGE ORGANIZATION APPROACH

Objectives for Community Participation

KDADP Phase I has two general objectives:

1. Rapid socio-economic development of the region and integration into the mainstream of national life; and,
2. Reducing/discouraging/eliminating poppy cultivation.

Changing perceptions of the means to be employed in achieving these objectives have led to a recent emphasis on community participation in the achievement of KDADP objectives. The general objective of community participation is the long-term sustainability of development activities initiated under the project. Activities to be supported through community participation include: small scale infrastructure, crop demonstrations, poultry and forestry development, appropriate technology trials for women, and training of farmers in a variety of practical and managerial tasks. In addition to these (largely) income generating activities, a community focus would also be required in the project's public health component.

Together, current and planned project activities lead to four specific objectives for the KDADP Community Participation Program. The first two objectives are symbiotically related to each other and may be thought of as the first stage of village-level institutional development:

1. To implement small scale infrastructure development through local village organizations which can operate, maintain and repair the infrastructure on a continuing basis without ongoing project funding.
2. To use the grant-funded, small scale infrastructure project as an entry point for village organization, in order to demonstrate the benefits of collective management of development inputs to villagers, evaluators and administrators.
3. To train villagers in a range of practical and managerial skills such as book-keeping, banking, social organization, familiarity with outside agencies, livestock disease control and care, seed treatment, etc., that are essential for the effective participation of villagers, particularly small farmers, in agricultural development.

4. To obtain the operational collaboration of government agencies implementing the KDADP, wherever it is desirable for GONWEP, USAID and other donors to undertake KDADP activities through village organizations.¹

-Recognizing the Key Assumptions in KDADP

Fulfillment of the preceding objectives can: support a faster and wider diffusion of new technology (including crops, trees and poultry); ensure widespread benefits of small scale infrastructure; generate greater potential for infrastructure operation and maintenance by local communities; and realize a higher probability of payoff from investing in community forests and rangelands. These are some of the expected outputs of community organization. These are outputs that cannot be expected automatically, as is evident from a questioning of the assumptions that underlie calculations of the payoff to project activities. The design and appraisal of projects such as KDADP is often based on key assumptions about the pace and extent with which the project's inputs are used by farmers. In KDADP, some of the key assumptions for village level development are that:

1. Small scale infrastructure created under the project will have the durability of a well constructed and well maintained project, and its benefits would accrue to an entire community.
2. The new technologies introduced by the project in crop management, livestock and forestry will be adopted soon enough by a large enough number of farmers to generate the estimated payoff.

The discussion below provides examples relevant to KDADP in showing how such assumptions can, in fact, be fulfilled through community organization. Actual implementation at KDADP may differ from these examples.

The Rationale for Community Participation

Small Scale Infrastructure

Many small scale infrastructure projects have been implemented in NWFP through local project committees, and in Kala Dhaka through line departments, often with inadequate funding and technical assistance. Four major problems characterize such

¹ See Section II for implementation mechanisms for the pilot phase of community organization.

approaches:

1. Adequate technical assistance in engineering design, construction, supervision and monitoring is not provided, with the result that quality and durability suffer and the benefits stop flowing considerably earlier than expected.
2. Funding is not commensurate with the estimated costs required to complete the project. Many projects, therefore, are not completed to specifications, and expected benefits do not materialize.

KDADP is addressing these two problems by providing adequate funding and engineering technical assistance in support of small scale infrastructure projects. These resources, though necessary, are not sufficient for overcoming the next two problems. These problems are related to the mode of community participation, rather than financing and technical assistance:

3. The identification of projects is generally done by outsiders or project committees consisting of local notables. Neither of these groups is bound by the consensus of the local community on the choice of project, its location and alignment, structures that are useful to the community, and other features that generate the benefits of the project. As a result, the project is often of more limited value to the local community than is assumed in estimates of project payoff.
4. In conventional approaches, there is little room for consultation with the community at large; therefore, majority (including small farmer) interests are ill-served. It is not surprising, therefore, that the community as a whole has little or no incentive to operate, maintain and repair a project that does not serve its needs. As a result, project committees often fail to deliver on their O&M obligations, and the stream of benefits attributed to the project at appraisal is curtailed significantly in reality.

Addressing the latter two problems requires the presence of a village-level forum in which: (a) projects are selected and discussed through community consensus, so that benefits are as widespread as is assumed in the appraisal, and which can (b) take effective responsibility for O&M, so that project benefits actually flow for the duration of the useful life of the project.

² It is not required that every village in the project area demonstrate a consensus on infrastructure projects; rather, that projects that are actually implemented be undertaken only in villages where there is no conflict on the choice and major features of the project.

Seed Multiplication

Faced with inadequate public sector seed supply and the absence of a private sector, several projects have experimented with farmer-to-farmer seed multiplication and distribution. These attempts have been made by: the Canadian-assisted BARD project (two villages in Haripur), the Netherlands-assisted PATA Irrigation Project, and AKRSP (in Chitral and Gilgit). The Directorate of Agricultural Extension has been involved in the implementation of the BARD and PATA projects.

Experience suggests that organized villages can readily nominate contract or specialist seed producers according to criteria laid down by the agency concerned. In the case of maize seed production, a collective decision by the Village Organization is often necessary to enable effective separation of the improved variety from other stands. Villagers can also provide timely feedback on the "perceived success" or otherwise of new varieties. They can, if required, provide security for merchants or farmers proposing to take out loans for storing, transporting and marketing seed. And collective decisions taken by the entire Village Organization can lead to pre-arranged price premia that would remove uncertainty and facilitate profitable and lasting seed multiplication and marketing by specialist farmers in the village or nearby. Without such arrangements with VOs, the payoff to a seed multiplication program is likely to be slow and localized.

Village Specialists

Government departments are often short of trained manpower that could reach down to every village; nor does government have the resources to employ the number of extension agents required to reach a major portion of small farmers. Without such attention, however, the success of several agricultural development initiatives may be jeopardized. In this situation, an attractive option is to train villagers in as many of the skills as necessary and possible, provided that the VOs undertake to remunerate their specialists in terms of service fees and recurring costs.

Such an initiative would greatly enhance the payoff to the livestock development program, provided that the KDADP invested in training para veterinarians selected and supported by the VOs. There is successful experience of hundreds of para veterinarians, called village livestock specialists, being trained by AKRSP through the good offices of the government's animal husbandry experts, and performing regular vaccinations (twice each year) and occasional treatments on demand. Livestock disease epidemics have been eradicated altogether from some valleys in Gilgit. Once disease control has been achieved, villagers begin to turn

their attention to more commercially oriented options. Gradually, they begin to invest in improved nutrition and improved breeds. Without effective disease control, however, villagers are unlikely to feel secure in adopting what they perceive to be expensive, cash-intensive or risky options. Since government staff is unable to provide disease control cover to most villages, working with VOs to train para veterinarians is an attractive option for KEADP.

Similar options could be pursued for plant protection, seed treatment, horticultural skills such as budding and grafting, and poultry care and disease control (which would require training of women specialists).

Forestry and Rangeland Development

The biggest problem faced in developing community-managed forests and rangelands is that they are not effectively protected: while notionally common property, they are actually subject to open access since traditional institutions for the management of common property have either weakened or disintegrated. This leads to the recognition that the management system for natural resources is incomplete without a community-based management system.

In order to promote forest plantations, it is important that dialogues be held in advance of implementation with local users and owners of forest resources. It is possible that young trees will require fencing for protection; if so, organized villagers can provide "social fencing" instead of costly (and often ineffective) physical fencing. Mass campaigns for plantation can also be carried out in collaboration with organized villagers; this approach has been used already in other projects by the Forest Department. For planning purposes, dialogues with ordinary villagers can reveal the relative weights given by local people to firewood, timber and fodder from trees, thus leading to layouts and rotations that are optimal from the local user community's point of view.

If rotation is required in order to rest a forest or range, discussion with villagers is essential in determining where the livestock will be taken while an area is allowed to regenerate. In some areas, traditional practices designed years ago in order to balance human and livestock needs against the existing capacity of natural resources are still visible. In general, however, local institutions for common property management have disintegrated: there are no surviving rules and conventions that specify rights and obligations, supported by enforcement mechanisms for rewards and sanctions. If forests and rangelands are to be developed, effective closure and rotation agreed to by the community is imperative, but this is not possible without the

active cooperation of organized villages and their collective enforcement mechanisms.

Anticipating the Major Issues

The identification of institutional constraints and workable solutions in the preceding discussion poses a specific institutional challenge - that of benefitting a large number of farmers (particularly small farms, which account for ** percent of the farm area in Kala Dhaka) through the agriculture, livestock, forestry and infrastructure components of KDADP. Without addressing this challenge, the projected payoff to, and sustainability of, KDADP will not materialize.

Addressing this challenge, however, poses its own challenges and risks:

1. There is, at present, no government delivery mechanism reaching down to the village: No government department, bank or local government system exists at present at the village level.
2. An alternative is to seek to develop a village level institution that can serve as the outreach mechanism for government. The village organization approach proposed in this paper has a long history in Pakistan, but it is not well understood in the context of projects such as KDADP.
3. Even if the approach were well understood in conceptual terms, there is, at present, no automatic candidate among government departments for an implementing agency for this approach.
4. There is a need to design an effective implementing mechanism for the pilot phase as a combination of implementation by the PCU, and advice and assistance by the TA Team. There is a need to ensure continuity of these efforts beyond the pilot phase.

The remainder of this section outlines the general approach to community participation that is being recommended for KDADP. Short-term and long-term implementation issues are explored in Section II and Section III, respectively.

Outline of the Participatory Approach

It is important to distinguish between two approaches to community involvement observed in NWFP. The first is the

participatory approach. This is a process-oriented approach. Its characteristic is the organization of small farmers into decentralized, broad-based and homogeneous interest groups called Village Organizations (VOs). Decentralized means that decision-making over the nature of participation in each activity rests, in the final analysis, at the village level. Broad-based means that all households in the village are members of the VO and are expected to participate actively in its affairs. Homogeneous interest groups are groups that are held together (permanently or for the time being) by their common economic interest.

In the participatory approach, local communities establish their own institutions, identify their priorities, organize their resources, manage their development agenda, and forge the necessary links for continuing technical and financial assistance by outside agencies. The supporting agency provides technical and financial assistance, but it does not infringe upon the sovereignty of the village organization: decision making rests with the community, which can reject the advice and judgement of project experts.

It is important to note that decision-making in the participatory approach is an open, public process, carried out by the General Body of the VO, not its functionaries. Each VO may have several functionaries, undertaking functions such as para-medical functions, plant protection, book-keeping, para-veterinarian services, marketing, and so on. But these functionaries are paid by and accountable to the VO, and they serve at the pleasure of the General Body. Unlike representatives, Project Committees, and the Executive Committees of Pakistani cooperatives, VO functionaries can be removed at any time by the General Body (that is, the entire membership) of the VO. It is the VO, not its representatives, which identifies development priorities. And the VO and its activists implement, monitor and manage development activities.

This kind of approach is consistent with local customs and institutions, such as the *jirga* and *panchayat* systems and the custom of *ashr* through which local resources are generated for community schemes. The participatory approach is also consistent with Pakhtun egalitarian traditions. In many development programs, however, community participation is often confused with the representative approach. In this approach, elected or nominated representatives of a community determine the development agenda, interact with the development agencies, and otherwise represent their community's interests as best as they can. Decision making over development activities takes place in camera and is delegated to representatives, who may be accountable to government officers, or to the electorate at the time of elections, but hardly ever on a day-to-day basis.

The participatory approach is recommended for KDADP, since it provides the potential for equitable and sustainable development. This approach is being employed by several projects in NWFP, including: AKRSP (Chitral), the Pak-German Integrated Rural Development Project (Mardan and Swabi), and the Pak-Swiss Swabi Irrigated Agriculture Project (Mardan and Swabi). SRSC has initiated this approach in Kohat and Charsadda, and it may be extended to Karak District.

BEST AVAILABLE DOCUMENT

THE PILOT PHASE OF COMMUNITY PARTICIPATION,, 1991-1993

The First Experiment in Community Participation

An experiment in community participation was initiated by KDADP in response to a request from USAID. USAID wanted to introduce the idea of the village organization approach that has been implemented in northern Pakistan by AKRSP, and that has also been adopted by the new NGO, the Sarhad Rural Support Corporation (SRSC). Although general principles of the AKRSP/SRSC approach are well known, there was no body of practical experience from Kala Dhaka that could help KDADP design a community participation approach for its activities.

In November 1990, one full-time Community Organizer recruited by the TA Team started organizing villagers in one village around a drinking water system. This was the only type of project that could be designed at that time with the cooperation of a line agency. At the same time, KDADP started another experiment at the other end of the project area. In this case, a drinking water supply scheme is being undertaken by villagers under the supervision of the project's (Pakistani) social scientist. The latter course of action was dictated by the lack of community organizers and is not preferred, since it relies on the part-time availability of a TA Team member.

The villagers found it novel that the project and was discussing the details of the project with them; that thought of the work as their own project. A major problem arose from the fact that project staff did not have a shared vision and understanding of the community participation approach; different project staff gave mixed signals to the villagers about what was expected to them. In effect, the project's input was not entirely channelled through the Community Organizer. From time to time, this resulted in work stoppages and affected the output of villagers. When they had supervision, the villagers worked very hard and performed as expected. Supervision from engineers was, however, inadequate. Engineers also found it hard to accept the primacy of the Community Organizer in dealing with village-level projects.

The Community Organizer has also been involved in the sale of top-quality fruit trees; he took orders from the villagers which were filled by the Agriculture Department. He also facilitated the sale of Fayoumi (scavenger) poultry to villagers on a cash basis; 1,350 birds have been sold by the TA Team. The project has already received additional requests for 5,100 birds; more requests are coming in.

There is a need to continue this, the first experiment in community participation, until such time as a better articulated

plan is put in place. The benefits of continuing this experiment include the following:

1. All the staff at KDADP can continue to learn about practical aspects of community organization;
2. The technical staff and the Social Organizer can learn how to work with each other; and,
3. The project can continue to operate in the villages and improve its credibility, even as new plans are being made for the next two years.

Community Participation Program: Preliminary Plan

A Community Participation Program (CPP) encompassing all of Kala Dhaka will not be attempted at this time. Serious budget cuts are under way that affect the life and nature of the project. A more limited plan for this activity, for the period 1991-1993, is given in the following lines, based on currently available information.

Initial information about the project and its goals was imparted to the tribals in a series of tribal jirgas held by the DC and Project Manager in the opening days of the project. Information from the jirgas has been re-stated to the tribals by project staff on many occasions during field visits into the area. Basic information on each village, including lists of desired projects, was collected during the Basic Village Survey. The list was supplemented with information gathered on staff field visits.

The plan is to initiate CPP in seven clusters, tentatively identified in the "Revised Plan and Budget for Kala Dhaka Area Development Project, Mansehra" (dated May 16, 1991), prepared by the TA Team. It is proposed that five Social Organizers (SOs) and two, more experienced Area Social Organizers (ASOs) will eventually be required to work in these seven clusters.³ Each SO will be paired with a Construction Supervisor (CS), and each ASO with an Area Construction Supervisor (ACS). The SO/ASO will be the coordinator of all project activities within his cluster. Each pair will be based full-time in the cluster to which they are assigned. The "typical" cluster is characterized by the following averages:

Number of villages	10-12	
Number of VOs expected		20-24

³ The draft Scopes of Work for the Social Organizers are attached at Annex 2.

Number of households 1,615
Population 13,100

The estimated number of VOs is based on the expectation that the "average" Kala Dhaka village of 150 households will contain two VOs. This is an assumption about the size of an effective VO; the assumption will be tested during implementation.

A list of village clusters has been identified by the TA Team and has been attached to this proposal. The proposed clusters may be altered somewhat by adding or deleting villages in consultation with the PCU. The Mada Khel cluster, for example, is only tentative since the population of this tribal section has indicated that they do not want project activities at this time. Important criteria for the selection of clusters have been agreed upon by the TA Team and the PCU as follows:

- o Easy access by four-wheel drive vehicle or boat during most of the year.
- o Geographical balance and distribution between the five tribes.
- o Potential benefits of development, as indicated by high concentration of population and availability of land.
- o Villages where the project has had past experience will be included.

Rural works sub-projects will be focused in these village clusters. A maximum of \$10,000 will be budgeted for each of the participating villages. Village- or cluster-specific activities such as agriculture, education and health will also be focused on the geographic clusters. Other activities in these socio-economic sectors will be super-imposed on Kala Dhaka as a whole.

The clusters will be activated on a phased basis as COs are identified, trained and put into the field. In some cases, this will include on the job training in their respective village clusters. The initial goal will be to get three-four clusters activated within the first six months. Each cluster will have one sub-office which will house/ headquarter the SO/CS pair, and from where all activities will be coordinated.

Guidelines for Community Participation

Over the past six months KDADP has gained experience in organizing and working within two village communities in Kala Dhaka. The guidelines developed for and from these activities are outlined below and are planned to be initiated and revised during the pilot phase of community organization.

1. Each cluster of some 10-12 villages will have a full-time Social Organizer (SO) and Construction Supervisor (CS) assigned. Initial village contacts during the new stage of the project will be made by the SO who will carefully explain the new approach of KDADP and how the approach requires community participation in all village-level project activities. The cluster CS will participate in the initial and follow-up meetings.
2. Follow-up meetings and visits by the SO will focus on identifying village projects in priority order and organizing a village around the initial sub-project. Where possible, this project will be for income generation, e.g., irrigation, land development.
3. The Village Organization (VO) must be developed around a multi-sectoral approach, e.g., project construction, agriculture and/or social services. But the initial organization will focus on an introductory infrastructure project.
4. KDADP must respond quickly to the implementation requirements of the initial sub-project, e.g., survey, design, approve and support implementation of an irrigation system repair project.
5. The VO must agree to participate fully in the planning, survey, implementation and maintenance of any project to be pursued. This agreement may include providing all unskilled labor and local materials to be used. The active involvement of all the villagers is essential in the decisions and procedures of the VO and its activities.
6. The VO must designate functionaries for all activities (e.g. health, livestock, irrigation, etc.) sponsored by the project for which management input is required from the VO. Functionaries have no decision making powers of their own, and they are to be accountable to the VO, rather than to outside agencies.
7. The VO must select a Chairman to preside over its meetings, and a Manager to maintain books of account, record the proceedings of VO meetings, and maintain a register of resolutions passed by the VO.
8. When a construction project has been designed and approved for implementation by both the village and KDADP, a village bank account will be established with the signatures of two nominees of the VO and the KDADP Project Manager. The total amount of the approved costs will be deposited in the bank account. At the end of KDADP, the DC will replace the PM as account signatory. KDADP will examine ways of ensuring that the savings will directly benefit the villagers participating in the community organization program.

9. The savings realized through community participation in providing labor and local materials will remain in the account and will be used to fund additional village projects of village choice. The concept of village savings through joint participation will be developed by the SO with the long term goal of villagers contributing money (in kind) toward their own development projects.

10. If requisite maintenance skills are not already present in the village, the village will appoint individual(s) to work along with the KDADP-provided craftsmen to learn basic skills to enable them to repair and maintain the project structure(s) after completion.

11. KDADP will provide technical and financial assistance to the SOs.

12. SOs have a protective and nurturing role, in order to ensure that the functionaries of the VO perform in accordance with the wishes of the VO, rather than becoming "local notables" of the village and hijacking project resources.

13. There will be close coordination of effort between the field staff and the headquarters staff who will play a major role in planning, funding, assisting, supporting and monitoring.

Implementation at Project Level

The management of KDADP is currently undertaken through the PCU, assisted by a Technical Assistance (TA) Team. The assumptions behind the design are that:

1. Implementation will be by GONWFP line departments (such as Agricultural Extension, Forestry, C&W, Health, etc.).

2. The PCU can effectively involve the line departments in the implementation. The PCU has also, however, been provided an engineering team; an agronomist might be made available soon.

3. The TA Team will advise and assist the line departments. The TA Team includes one long-term expert each in agriculture and engineering, and provision for short-term input in public health.

The main problem with this design is that a framework for coordination has been mistaken as a mechanism for implementation. It was expected that line departments would respond to the PCU and its targets. Bureaucratic organization, however, is arranged vertically: workers report to their superiors in their own departments, rather than to those with whom the departments might have horizontal linkages. The PCU's Project Manager has no administrative control over the staff of concerned line

departments. The departments have little incentive to work with the PCU. The PCU depends on the goodwill of the line departments; as a result, its implementation performance is highly variable.

The TA Team, by design, is an advisory team. In practice, and in common with some other projects in NWFP, it has taken on an increasing implementation role in KDADP. This role was specially unavoidable in community organization, for which there is no designated government agency.

The design of the PCU as a coordinating unit, and the limited role of the TA Team, means that there is no effective implementation mechanism in KDADP. Recent initiatives by the Project Manager and USAID, and examples from some other projects in NWFP, suggest how this problem might be overcome.

One solution used in some projects is to obtain staff on secondment from participating line departments. Secondment would mean that line agency staff would be transferred for the duration of the project from the line departments to the PCU, and the Project Manager would be their administrative superior. Since secondment brings in staff of variable quality, this might not be the best possible solution. As a variant on this, the Project Manager has broached the idea of detailment with the SDU. This would, in essence, mean ad hoc secondment, with the Project Manager having the authority to return any delinquents to their parent departments after a few months' trial.

In principle, either secondment or detailment could give real implementation capacity to the PCU in all disciplines except community organization. If this were to occur, then the TA Team would revert more to its (designed) advisory role, from its current implementation mode. As is clear in the preceding discussion, however, several pre-requisites need to be fulfilled in order to give an effective implementation capacity to the PCU.

In the case of community organization, perhaps the best option would be to place the proposed Social Organizers under the Project Manager, that is, the same management which coordinates the other components of the project. The TA Team would contain only those two Area Social Organizers who will have responsibility for training and supervising their junior colleagues. This scenario would be consistent with the theory that government should implement and the TA Team should advise and assist.

The budget for supporting the core staff of the KDADP CPP costed below. To ensure continuity of the program, the core staff will have to be absorbed into an organization that succeeds the PCU after August 1993. Options for continuity beyond that date are explored in Section III.

**SECTION III:
LONG-TERM INSTITUTIONAL OPTIONS**

Introducing Four Major Options

In principle, the pilot phase of community participation in KDADP could be continued either by a government department or by a non-governmental organization (NGO). This section introduces four broad options and outlines the key issues pertaining to each. Using shorthand expressions, the four options may be defined as follows:

1. The SDU Option, with two sub-options.
2. The SRSC Option, with two sub-options
3. New NGO(s).
4. Implementation by a Government Department.

All these options need to be discussed with GONWFP. In particular, the proposal to involve SRSC or other NGOs breaks new ground and raises issues that need to be explored in detail and discussed between GONWFP, SRSC, USAID and other donors.

The SDU Option

SDU as Implementor

The option is that SDU should add community organizers and other necessary staff to its payroll, raise funds from USAID or other donors, and implement all the (re-oriented) USAID-assisted NWFP Area Development Projects on a permanent basis. This would mean, in effect, that SDU would act as an autonomous area development board in the public sector, with a focus on small farmer and area development projects. Presumably, government administrative and financial rules will apply to project activities and personnel matters.

This option has the advantage of providing the most direct route to continuity: the PCU at Kala Dhaka would continue in the shape in which it is formed during the pilot phase, while other PCUs (for TADP and Gadoon) might be augmented by staff and resources on the pattern of the Kala Dhaka PCU. The major issue surrounding this option is whether Government and donors will accept a "parastatal approach" for what is arguably a demanding and innovative program. Given the well-known limitations on personnel matters, and the lack of procedural flexibility, the outcomes from this option are likely to be variable.

SDU as Umbrella Organization

An alternative option is that SDU should set up, raise funds

for, supervise and monitor three autonomous area development boards on a continuing basis - one each for Kala Dhaka, Gadoon and FATA. Presumably government administrative and financial rules will apply. Under this option SDU itself would operate as a facilitating rather than an implementing agency; three autonomous boards would be the implementing agencies. Other than this difference, the scenario would be the same as that for the preceding option.

The SRSC Option

SRSC as Implementor

The SRSC option is the NGO analogue to the SDU options discussed above. One option is for SRSC's present management to expand in order to extend its operations to Kala Dhaka, Gadoon and FATA. All the operations would be managed directly by the Chief Executive of SRSC and his head office staff in Peshawar, augmented by field offices as necessary.

The main advantage of this option is that it will provide the procedural flexibility required to support an innovative approach. The major issues are that SRSC is an NGO, and that it has limited experience to date. SRSC's ability to "go to scale" is untested; some would argue that it is not even desirable for SRSC to take on such a large project area, lest its management ability be compromised. Moreover, the desirability and possibility of SRSC absorbing existing PCU staff is not clear.

Although GONWFP support was critical in establishing SRSC and giving it a province-wide mandate as an NGO, SRSC's specific roles and funding would need to be further discussed with GONWFP, both in terms of geographical coverage and project activities.

SRSC as Umbrella Organization

An alternative is that SRSC be used as a channel for funding only, and that three independent area managements be installed to manage Kala Dhaka, Gadoon and FATA. Each management would have representation on the Board of Directors of SRSC. In time, as the area managements acquire experience and maturity, they could be "spun off" as independent NGOs or absorbed into SRSC. This option is akin to the course of action being pursued by the Pak-German IRDP, Mardan.

In addition to the preceding SRSC option, the main advantage of this option is that it provides for independent and

The background to SRSC and its current status is summarized at Annex

decentralized implementation, but requires only one conduit for funding. It also addresses concerns regarding the ability of SRSC to go to scale. The main issue is that this option, by itself, does not present a "steady state" solution; the independent area managements would either have to become independent NGOs, or eventually become part of SRSC!

New NGO(s)

The option is to establish one or more new NGOs from the start, that is, 1993 or earlier. In essence, this option would entail a repetition of the exercise that led to the creation of SRSC. This, perhaps, is the major issue.

Implementation by a Government Department

The option is to choose an existing government department, such as Agricultural Extension or Local Government and Rural Development, as a permanent home for community organization and its related activities. It is not clear how an acceptable and effective area development approach could be developed around one, single department.

BACKGROUND TO SRSC

Initial SRSC Proposal and Incorporation as an NGO

SRSC was established at the request of GONWFP, with the assistance of USAID and the Aga Khan Foundation. The initial proposal from GONWFP was conveyed to interested parties (including donors) by the Chief Secretary, NWFP, in a paper circulated in 1988. This paper expected that "The overall objective of SRSC would be the stimulation and support of productive, equitable and sustainable rural development in those areas of NWFP that wished to enter into partnership" with SRSC. The paper also required SRSC to have a "role, function and approach" distinctive from government. The proposal moved by the Chief Secretary has had the support of successive Chief Ministers of NWFP.

A detailed design and outline financial proposal on SRSC was commissioned by USAID in 1989 for the Planning and Development Department, GONWFP. The two-volume report was prepared by local consultants and recommended an initial project area consisting of Kohat and Charsadda Districts, with subsequent expansion to Karak and Nowshera Districts. In November 1989, SRSC was incorporated as a private company limited by guarantee and not having a share capital (the same format for registration as was used earlier by AKRSP). The details of its incorporation and membership are given in its Memorandum and Articles of Association.

The Board of Directors of SRSC includes one local notable from each of the civil divisions of the Province, and additional members drawn from the NGO sector. The Board is headed by Mr Azam Khan, currently Chief Secretary of NWFP. It is responsible for policy and oversight. Day-to-day management is the responsibility of a management team based in Peshawar and headed by the Chief Executive Officer (CEO). The present CEO is Mr Javed Majid, an officer of the District Management Group of the Pakistan civil service and a former Project Director of the ADB-IFAD Chitral Area Development Project.

Present Status of SRSC

Since its incorporation in 1989, SRSC has received interim

DRMS (Pvt.) Limited, now EDC (Pvt.) Limited, Islamabad (1989), "The Sarhad Rural Support Corporation: Proposal for a new NGO in NWFP."

funding from USAID and the Aga Khan Rural Support Program. The staff that has been in place since May 1990 in Peshawar, Kohat and Charsadda includes the CEO, a Finance Manager, one Chief Social Organizer (since 1991); two Senior Social Organizers, one Women's Field Coordinator and four Intern Social Organizers. A USAID commitment of \$2 million was finally cleared in the first half of 1991, and the first instalment from this allocation was received at SRSC in April 1991. Field operations had been initiated earlier in a highly tentative manner, with social organizers taking a measure of farmer response in Kohat and Charsadda Districts, but unable to commit funds for village-level projects.

The limited field operations have resulted in the formation of 35 Village Organizations with a membership of 1,690 and collective savings of Rs 177,505. These VOs have identified a variety of small infrastructure projects, such as irrigation channel lining, tubewells (with gypsum treatment of soil), lift pumps, culverts, diversion bunds, shingled roads and land development schemes, in addition to non-infrastructure needs for small business, livestock and poultry development, and other ways of increasing agricultural productivity. SRSC has funded four infrastructure projects at a cost of Rs 773,000. With the availability of USAID funds in 1991, SRSC expects to increase the pace of its work in the villages.

Interest in SRSC has been shown by donors other than USAID. UNICEF has agreed to provide funding for a pilot project for women's income generation; larger funding subsequently is considered a possibility. Similarly, CIDA is funding a small project currently, and is interested in supporting SRSC once it demonstrates its approach and capacity in the field. IFAD has reportedly included SRSC in its new (1991) pipeline for Pakistan, placing SRSC at the head of the pipeline. The German Technical Assistance Agency, GTZ, working with GONWFP on rural water supply has sought ways of linking up with SRSC. While donor interest is considerable and continuing, the question is often asked whether SRSC today is in a position to effectively discharge its mandate in an expanded program. The consensus that is beginning to emerge is that SRSC needs 12-18 months to use the USAID funds to demonstrate its capacity in the field. SRSC agrees with this assessment, but also notes that it takes 1-2 years or more to raise funds from donors. SRSC feels that it can expand to districts other than Kohat and Charsadda in mid-1992.

The USAID grant to SRSC includes provision for TA through Winrock International, a PVO with international experience based in the U.S. A Winrock long-term expatriate with NGO experience in project management is based in Peshawar for two years. His mandate includes facilitating the linkage with Winrock and USAID, and documenting SRSC's performance and problems for an international audience of development specialists. Short-term TA

(up to 6 person-months in two years) may be obtained by SRSC in any field in which it indicates a need.

DRAFT SCOPES OF WORK FOR SOCIAL ORGANIZERS

Social Organizers (5)

The SOs are field officers responsible on a day-to-day basis for the formation and support of Village Organizations (VOs). Each SO will head a two-person team that will include a Construction Supervisor; each team will be responsible for one of the seven clusters of 10-12 villages chosen for the pilot phase of village organization in KDADP. In these villages, he will organize an estimated 20-24 VOs over a two-year period. The VOs will identify, implement, monitor and maintain small infrastructure projects with the technical and financial assistance of KDADP. The VOs will also participate in a savings program, agricultural demonstrations, poultry/livestock development and farmer training in practical and managerial skills. For all these activities, the SO will be the main vehicle for interaction between villagers and development agencies, particularly the Project Coordinating Unit (PCU) of KDADP.

Successful candidates will have at least a good B.A./B.Sc. degree, and one or two years' community participation experience working with villagers in NWFP. The successful candidates must be fluent in Pashto, highly motivated, willing to live and work under the physical conditions of a hard area, and capable of interacting effectively with government officers from various departments.

The SO will be under contract for about two years to the PCU/TA Team [WHATEVER IS DECIDED]. The position is based in the hilly Kala Dhaka tribal area, which has difficult access. Office-cum-residential accommodation for a single person will be provided by KDADP.

Area Social Organizers (2)

Two experienced ASOs are required to train, manage and supervise the five SOs. Each ASO will eventually be responsible for the village organization program in 3-4 clusters (see above) and train an SO to work in each of these clusters. The ASO is expected to commence his work at KDADP by actually implementing the scope of work of the SOs (see above), then gradually turning over the work to SOs trained by him. He will provide "training by doing". He will also work closely with project management to establish a monitoring system for all the activities of village organizations; and manage the team of JSOs.

Successful candidates will have at least a good M.A./M.Sc. degree, and 3-5 years' experience in social organization in rural NWFP, preferably in an agricultural development project. He is expected to be fluent in Pashto. The successful candidates must be highly motivated, willing to live and work under the physical conditions of a hard area, capable of interacting effectively with government officers from various departments, and able to manage junior professionals (SOs and Construction Supervisors).

The ASO will be under contract for about two years to the donor-aided Technical Assistance Team at KDADP. The position is based in the hilly Kala Dhaka tribal area, which has difficult access. Office-cum-residential accomodation for a single person will be provided by KDADP