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**UNITED NATIONS INTERNATIONAL
DRUG CONTROL PROGRAMME**

**Dir District Development Project
Pakistan**

**THE POTENTIAL
FOR
COMMUNITY PARTICIPATION**

*Consultant's Report
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21st February 1992

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UNITED NATIONS INTERNATIONAL DRUG CONTROL PROGRAMME
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PAKISTAN

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Abbreviations and Acronyms

ADBP	Agricultural Development Bank of Pakistan
AKRSP	Aga Khan Rural Support Programme
DDDP	Dir District Development Project
EPI	Expanded Programme of Immunisation
IRDP/Mardan	Pak-German Integrated Rural Development Project, Mardan
KIDP	Kalam Integrated Development Project
MNA	Member of the National Assembly
MPA	Member of the Provincial Assembly
MSFP	Malakand Social Forestry Project
PPMU	Project Planning and Monitoring Unit
SRSC	Sarhad Rural Support Corporation
TSU	Technical Service Unit

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Summary

I propose that community participation is introduced in three stages:

- 1. First, villagers would be involved in the valley planning exercise already proposed for Phase 2 - in order to help ensure that the needs of the target population are identified directly;*
- 2. Second, villagers would be involved the implementation of projects identified in the planning process - in order to help ensure that infrastructure constructed through the project will be adequately operated and maintained;*
- 3. Finally, Social Organisers from the PPMU would work with groups of farmers to encourage their evolution into more formal and comprehensive Village Development Organisations where feasible. Their establishment should be viewed as a long term goal which, under present conditions in the project area, may not be achieved on a substantial scale during DDDP Phase 2.*

Community participation should be introduced initially in the poppy growing valleys which form the primary and secondary target areas and where 75% of project funds are to be invested. In the judgement of the PPMU, if conditions permit, community participation could be introduced later in other parts of the district where the balance of project funds would be invested. Since the project will be focusing on the target areas and the available funds will be limited in the remainder of the district, the greatest impact from community participation would be obtainable in the target areas. Furthermore, the complexities of introducing a community participation approach in the target areas is likely to occupy project staff fully.

1. Introduction

1.1 Fieldwork

The fieldwork for the consultancy took place in Pakistan from 10th January to 6th February 1992 and included a period of 17 days in the project area. I presented my preliminary findings at a seminar in Peshawar on 3rd February. The feedback from the participants, who are listed in Annex 1, is incorporated in this report.

1.2 Terms of Reference

In summary, this "set the scene" assignment is intended to;

- explore the possibilities for using community participation to help achieve DDDP objectives more effectively;
- establish the appropriate degree of community participation; and,
- make recommendations on the mechanisms necessary to achieve this.

2. The Scope for Community Participation in DDDP Phase 2

2.1 Background

In Dir district the traditional institutions have begun to decay under intense external pressure. People are losing their sense of community and, according to district officials, "have become politicised" - which, in the context, means that they have become seriously divided. Communities are now fractured along political lines and increasing economic stratification in addition to the traditional tribal/clan rivalries. There is a need to rebuild a sense of community among groups within the villages and to encourage people to work together, with a common interest, to achieve a common goal. The opportunity to address this need is provided by the impending disruption of the economy of the area which will result from the enforcement of a ban on opium poppy cultivation.

In the complex socio-political environment of Dir district, it is not feasible to draw up a blueprint for community participation - there are too many imponderables. Nonetheless, I conclude that there is scope for introducing community participation into DDDP through the valley planning exercise already proposed for Phase 2. The checkered history of the project and the scepticism of many project staff dictates a learning process based on flexibility and a willingness to experiment. The approach would involve the strengthening of the proposed Project Planning and Monitoring

Unit (PPMU), extensive awareness training of project staff, local leaders and villagers, cooperation with local voluntary organisations, building on traditional institutions and harnessing the complementary strengths of the participating line departments - their technical expertise - and groups of villagers - their local knowledge. The staff of DDDP, particularly those in the PPMU, need to be willing and able to respond to opportunities for enhancing community participation as they arise.

2.2 The present situation

The prevailing feeling among officials in the district is that, while community participation is, in principle, a good idea and has been working well elsewhere in NWFP, the approach cannot work in Dir District. They argue that society is very polarised with everyone affiliated to one of two political parties in roughly equal proportions. This polarisation spreads into day-to-day affairs and every village is split along political lines. Furthermore, it is suggested, the people are not accustomed to working together.

Not surprisingly, given these perceptions, project selection in DDDP is largely ad hoc and is seriously influenced by short-term political considerations. Strong political pressure on project management in general and on the Project Director in particular leads to the inclusion of projects at short notice and a short-circuiting of the planning and approval process.

At present, there is virtually no direct involvement of village people themselves in the identification, planning, implementation or operation of project activities. As far as I can determine, project staff have not asked villagers in any structured way what they want and how they would like to address the challenges that face them. Nor have project staff made any serious effort to involve the people in determining the direction of project activities.

Defenders of the status quo argue that the people in the project area are represented adequately by a broad spectrum of spokesmen (not women) who include:

- Elected Representatives;
- Traditional Leaders;
- District/Union Councils;

Unfortunately, it is clear that, in practice, many of these representatives are embroiled in political infighting which rarely works to the benefit of the bulk of their constituents. At the time of my fieldwork (January 1992) the District and Union Councils were dissolved pending elections scheduled for April 1992 and so it was not possible to assess directly their impact on the project. The 1990 evaluation and

anecdotal evidence indicates, however, that the activities have not been particularly effective.

In addition, self-appointed leaders, many with provincial and national connections, are frequent visitors to the offices of the project and the District Administration with proposals for infrastructure that purport to benefit small farmers but often only reach members of the rural elite, providing opportunities for self-enrichment or political gain.

As a result of all these often intolerable pressures, approved work plans have usually been poorly structured and have not focused adequately on project priorities. Project funds have been dissipated and potential impact has been reduced. The greatest pressure from the lobbyists, both elected and self-appointed, has been for infrastructure which has resulted in the partial implementation of work plans with an emphasis on construction. Infrastructure is commonly perceived as an end in itself rather than as an input into the project to be supported by interventions from the "green" sector - agriculture, livestock, forestry - in order to generate income.

The relative neglect of the "green" sector, aggravated by the priorities of the local elite, has led to a vicious circle in which "green" interventions have rarely been effective or imaginative. Inadequately planned and partially executed interventions compounded by the inherent problems of the sector have led to poor results in some "green" components which have confirmed the prejudices of local leaders.

The plethora of external pressures and the limited planning capacity of the project have led to inadequate coordination of inputs from the 12 implementing line departments. Interventions are widely spread within the district and opportunities for project activities to complement each other have been missed.

Inadequate emphasis is given to the operation and maintenance of infrastructure built by the project. The prevailing feeling among politicians and traditional leaders seems to be that the government should be maintaining these structures. Nonetheless, government funds are not available for the maintenance of rehabilitated irrigation channels. Funds are only available for new channels if revenue is collected from beneficiaries - which is not the case in Dir district. Operation and maintenance funds do appear to be available, however, for the small number of domestic water supply schemes constructed by the Public Health Engineering Department.

In part because of the biases in the existing project selection process, the 1990 evaluation concluded that project interventions rarely reached the poor farmers who are growing opium poppies.

This rather gloomy review of the present state of the project identification and planning process at DDDP would not be complete without acknowledging the fact that, under extremely difficult circumstances, the project has established its credibility in the poppy growing valleys. Initial hostility was such that project staff were unable to enter these areas. As a result, project activities were originally implemented elsewhere in the district and only recently has it been possible to execute projects in the target area. This is an important achievement and the project staff should take advantage of the opportunity that has presented itself - namely that there is now a demand for project interventions from people in the opium producing areas.

I would not argue that effective community participation would solve all the difficulties being faced by DDDP. Nonetheless, I consider that the present socio-economic conditions in the project area are suitable for the involvement of potential project beneficiaries in the identification, planning, implementation and operation and maintenance of project interventions. If this approach is going to have a chance to be effective, however, there are three key preliminary issues that need to be addressed.

2.3 Preliminary issues to be addressed

First, as described above, the whole development process from identification and planning to implementation and operation is controlled by powerful interests largely from outside the villages. The involvement of villagers will be perceived by these interests as leading to a loss of control.

Second, villagers, encouraged by politicians, traditional leaders and the government, have been led to believe that the project will provide for their needs and that their role is largely one of passive acceptance of the benefits. Nonetheless, passivity is not a characteristic of the people in the project area. The project, normal government activities and the MNA/MPA programmes have also encouraged dependence. Opportunities for community participation and self-reliance are ignored or missed. As a result, community participation and contribution become more difficult to establish than might otherwise be the case.

Third, the attitude of project staff in general and the district administration in particular towards community participation (meaning "Village Development Committees") is almost universally sceptical - despite a long history of independence, strong traditional institutions and plenty of evidence of self-help going on in the project area. Examples of community self-help activity include the operation and maintenance of water supplies, valley elders controlling the extraction of firewood and the maintenance of access tracks. Another, not uncommon, example of community cooperation is that, while villagers say that they cannot afford to contribute to an irrigation scheme - which they know might be funded by the government - many

groups have organised themselves to collect money to build or improve their mosques.

Most project and government staff interviewed had an anecdote to support their point of view that community participation could not work in the project area. A commonly quoted story - given in full in Annex 2 - describes how the planting of trees (by another project) on land disputed between two villages led to the uprooting of the trees by one village, the destruction in retaliation by the other village of an irrigation channel built by DDDP and the degeneration of the incident into a brief shooting war. The narrators argued that this affair showed that people were so divided that they could not possibly cooperate and that community participation would be counterproductive. It could equally well be argued that the incident shows exactly the opposite - that a lack of community participation can lead to such difficulties. If the staff of the other project had made the effort to determine the status of the disputed land for themselves, by talking to villagers, the trees would not have been planted and the incident might not have occurred. A more optimistic scenario would be that discussions with villagers might have identified land for tree planting that was not in dispute and that the benefits from the afforestation - and the destroyed irrigation scheme - would have been realised.

These three issues:

- that community participation will be perceived by outside interests as leading to a loss of control;
- that villagers have been led to expect only to have to play a passive acceptance role towards the project;
- that project staff and the district administration do not believe that community participation can work;

need to be addressed through an intensive programme of awareness creation before community participation can be introduced effectively into the project.

2.4 The role of community participation

Most people I interviewed had a personal view of what they understood by community participation. These views varied from one extreme which would include providing free labour for construction or forming a "development committee" to implement an externally planned project, to the other extreme in which villagers are asked what they want to do and what they are prepared to contribute and are then encouraged and supported to implement their ideas. The first approach is designed to facilitate the implementation of externally planned projects and has no lasting social impact while the second approach is intended to lead to a degree of self-

reliance among communities and the development of an ability to contribute to and help manage the process of development.

There is considerable experience of community participation in NWFP. Local undertakings which involve varying degrees of participation include:

- Kalam Integrated Development Project (KIDP)
- Malakand Social Forestry Project (MSFP)
- Integrated Rural Development Programme/Mardan (IRDP/Mardan)
- Sarhad Rural Support Corporation (SRSC)
- Aga Khan Rural Support Programme (AKRSP)

Each organisation takes a slightly different approach to community participation depending on its mandate, the socio-economic circumstances of its target population and its organisational structure. Being non-government agencies, AKRSP and, more recently, SRSC have developed a full community-driven model in which village organisations implement all activities with technical support from the agency. KIDP and MSFP, working on a relatively small scale with one or a few government line departments, implement some activities directly, but always after consultation and with the agreement of community groups. In its third phase, IRDP/Mardan has changed from direct government implementation to working through or in cooperation with village organisations.

The basic principle, common to all these projects, is that activities are carried out in response to the felt needs of village communities which are identified, revised and prioritised on the basis of direct discussions between project staff and the communities themselves. The general consensus is that communities can rise above their well-publicised differences and, capitalising on existing strong local institutions, foundations can be established for participatory community-based planning and implementation.

DDDP differs from all these projects in that, firstly, a large number of line departments are involved and, secondly, the principal objective of the project is to eliminate poppy cultivation - which is not popular with many farmers and traders whose livelihood is threatened. This situation suggests an approach to community participation which, initially, stops short of a full community driven model.

In summary, the primary objectives of community participation are:

- improvement of planning, implementation and operation and maintenance;
- improvement of project selection;

- helping to ensure that project benefits reach the target group;
- helping the project meet its objectives;
- reducing the burden on the government's recurrent budget;
- encouraging sustainability.

3. Community Participation in Planning

3.1 An entry point for DDDP

In view of the constraints outlined above, I am suggesting a low-key and partial approach to community participation which would be intensified and modified as the project and the communities gain experience. In addition, the twelve government line departments are, at present, not-well equipped to implement a rural development strategy based on full community participation.

As there were serious shortcomings in DDDP's planning and approval process, which have been recognised and are now being addressed, an appropriate entry point for community participation would be to involve villagers in the planning of project activities for Phase 2. As a start, villagers would be at the core of the valley planning proposed for the six valleys of the primary target area of Phase 2 which should be carried out as a participatory planning exercise.

Put simply, the villagers (**not** their representatives) need to be asked two basic questions:

- What do you think you need to improve your standard of living?
- In what ways are you willing to contribute to getting what you think you need?

The final answers to these questions and the subsequent setting of priorities at valley level should largely determine the annual work plans and implementation programmes of the line departments in the primary target area of DDDP Phase 2.

3.2 Objectives of valley planning

The objectives of the valley planning exercise can be summarised as follows:

- to identify the large infrastructure projects to be implemented by the line departments. Priorities for implementation would take into account the willingness of communities to take on responsibility for the operation and maintenance of these projects;

- to identify activities in the "green sector" (agriculture, forestry and livestock) where groups of villagers could be formed around a particular activity (such as social forestry, on-farm water management, agricultural extension, animal health or feeding). These groups would provide the focus for the activities of these line departments;
- to identify the need for interventions to control environmental degradation, explore the response of the communities to this need and identify ways in which the problems might be addressed by the communities and the project;
- to identify the needs of women and determine socially acceptable ways of meeting these needs;
- to identify the felt needs of communities that are not covered by mandates of the line departments. A Village Development Fund (see Section 5.3) would be available to the PPMU to support these activities. Their implementation would require a community contribution to the cost and a commitment by the groups to operate and maintain any infrastructure. The details of the community contributions required would be determined at an early stage by the Social Organisers (see Section 5.1) based on the views of the participating communities, their own experience and that of other projects in NWFP involving community participation.
- to provide the PPMU and the line departments with a framework for implementation;
- to re-enforce the message that the primary objective of the project is the elimination of the opium poppy and that support from the project would be contingent on agreements from communities to eliminate the crop;

3.3 Implementation of valley planning

A team of Social Organisers would be recruited (see Section 5.1) and would visit each community in the first target valley to explain, discuss and modify the planning process with the villagers and their traditional leaders. Where feasible the Social Organisers would work with voluntary organisations already active in the project area. Three such organisations, currently supported by the Social Welfare Department, appear to have potential to work with DDDP as village-based motivators and trainers in the target areas (Section 5.4).

At the same time, the PPMU and the line departments would identify and site on maps all projects completed and under construction in the target valleys. The results

of this exercise would provide a framework for the subsequent identification of new activities and the setting of priorities.

Joint teams from the PPMU and the line departments would then visit each village in the target valley to identify, with the communities, their felt needs and to establish priorities, using participatory rural appraisal techniques. The discussions with the communities would also include a review of project proposals from the traditional and elected leaders. These proposals would be incorporated into the plan, where appropriate, and priorities established if they were considered by the project staff and communities to contribute to the development of the area.

As part of this process, the obligations of participating villagers would be determined and agreed, both for construction and for operation and maintenance. The exact nature of these obligations would be determined jointly between the Social Organisers, the villagers and the line departments. The basic principle should be that a community contribution of cash and/or labour would be required for infrastructure and for income-generating activities. A commitment on the part of the villagers to stop growing opium poppies should also be part of the agreement.

A valley development plan would then be prepared by the PPMU and the line departments taking into account the results of the field exercise, the implementation capacity of the line departments and the communities and the resources available to DDDP. Where necessary, the valley development plan would be reviewed once again with participating communities in the field before being finalised and submitted for approval by the various project committees. The PPMU would be responsible for monitoring the progress of line departments towards fulfilling their commitments to the valley plan.

This exercise would be modified in the light of experience and repeated in subsequent years for other target valleys. Valley development plans would be updated and amended by the PPMU in response to implementation experience and changing local priorities.

4. Community Participation in Implementation

4.1 Community interest groups

The line departments would work with community interest groups to meet objectives identified during the planning process. For example, several groups of farmers in a village may be interested in on-farm water management. They would work with the On-Farm Water Management Department which would be supported by the Agricultural Extension Department. Other groups of farmers in the same village may

be interested in social forestry, fodder production and so on. The line departments would focus their activities on these groups within each participating village. In effect, the field staff of the "green" line departments, together with the Social Organisers, would be the direct interface between the project and local communities.

I think it is important for the success of the project that, initially, participants should be able to recognise and realise short-term benefits as individuals. Working together for longer term individual benefits and for the common good is more likely to be feasible if immediate needs can be addressed first.

Senior management argues that, at the present stage of the project, the people's demand is for hard investment and that they are not interested in the "green" sector. This may be true now for some groups in the population, but, experience elsewhere indicates that, after infrastructure has been improved and a ban on poppy cultivation is enforced, villagers will focus on the "green" sector as the need arises to generate income from sources other than poppy.

The community interest groups would enable the line department staff to increase their effectiveness by dealing with groups of farmers and to focus on these groups rather than dissipating their efforts on widely dispersed individual farmers. There is an evident need for the Agriculture and Livestock Departments to increase their contact with farmers as, for example, even in villages near the main Timergara to Dir road, farmers tend to slaughter their sick livestock rather than take them to the nearest veterinary facility. Similarly, farmers cited cases of purchasing fruit tree seedlings from the Agricultural Department only to see them die because of a complete lack of training on pruning and disease and pest control. Secondary issues such as the marketing or processing of surplus production would also be addressed through contacts with the private sector and other projects.

The Forestry Department, through its Social Forestry Wing, has more experience with community participation than other departments and should cooperate closely with the Social Organisers in establishing appropriate participatory models for DDDP.

The introduction of regular meetings of community interest groups would provide an opportunity for the members to resolve individual and collective problems and to identify new activities from which members could benefit. With the encouragement of the Social Organisers, this process could lead to a broadening of the interests of the groups and initiate the process of forming village development organisations.

4.2 Women's groups

The female Social Organiser would explore the possibilities of initiating activities to benefit women directly as social conditions permit. The social constraints to

establishing women's activities - and eventually women's groups - in the project area are well-known. Nonetheless, there is potential for such activities, particularly in livestock, and the possibilities should be sensitively, but firmly, explored by the project. The Livestock Department has employed 5 female poultry attendants and the Health Department employs four female EPI technicians. This small core of female field staff could provide support to groups of women in the project area who are interested in poultry and in health issues.

I think it is important to break away from the widely held, usually male and prosperous, view that activities aimed at women should be confined largely to handicrafts and sewing. There may be scope for introducing income generating handicrafts for some social classes of women during part of the winter. For the bulk of the female population, however, there is a pressing need to identify activities which will increase productivity and generate income without adding to the burden of their everyday lives.

By establishing regular contacts with women, the female Social Organiser will be able gradually to identify their needs and ideas and to evolve a programme of activities to address these needs.

4.3 Social organisation

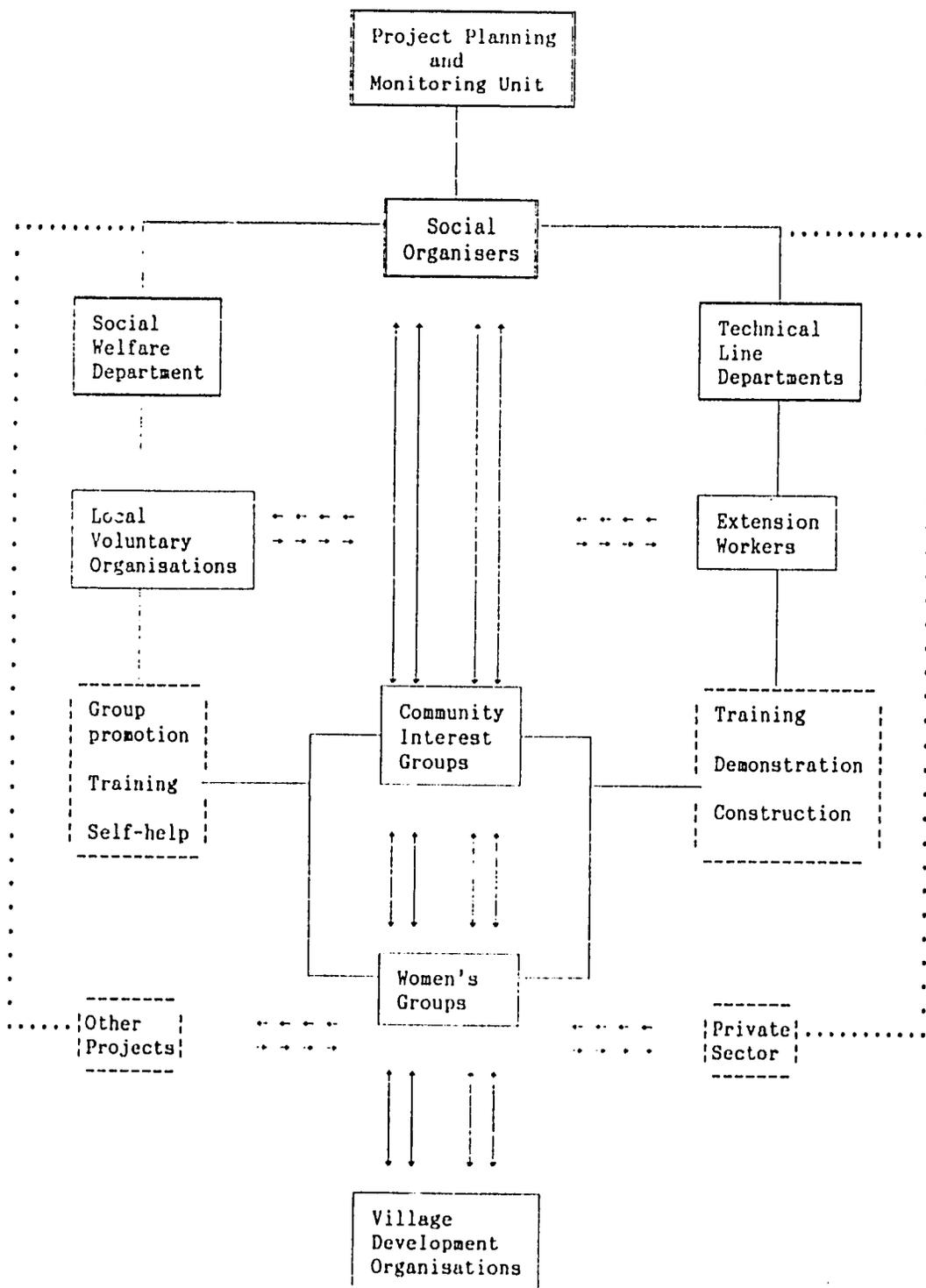
Running parallel with the activities of the line departments, the PPMU Social Organisers, supported by local voluntary organisations where appropriate, would continue with regular contacts with the community interest groups to encourage them to develop over time into more comprehensive village development organisations. The informal collection of contributions for construction and operation and maintenance by community interest groups would gradually be formalised into savings programmes to mobilise internal financial resources in support of future investment and to identify and implement new activities. The Social Organisers would need to take a very flexible approach, as the community interest groups would evolve at different rates in different villages as well as within the same village. Over time, this process would strengthen the people's willingness and ability to engage in communal activities and develop local initiatives and organisational structures.

The main features of the proposed model are summarised in Figure 1.

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Figure 1

DDDP Social Organisation Model



5. Project Support for Community Participation

5.1 Staffing and consultancy

The PPMU would be strengthened with the recruitment of:

- 1 Senior Social Organiser - who would be responsible for the establishment of an effective system for community participation in the project;
- 1 female Social Organiser and 1 male Social Organiser;
- External support as required by the Senior Social Organiser from the Department of Social Work at Peshawar University, training institutions, staff from other projects (Section 2.4) and consultants for technical support and the production of training materials;

The quality and commitment of the Social Organisers would, of course, be crucial to the success of this exercise. They should be paid attractive salaries commensurate with their responsibilities. UNDCP might consider the option of using the Sarhad Rural Support Corporation (SRSC), which has considerable experience in community participation, as a contractor to recruit and backstop the Social Organisers. This approach would help ensure that committed staff of a high quality are recruited. Since SRSC has support at the highest levels of the Government of NWFP, the involvement of the organisation in DDDP Phase 2 might strengthen the community participation initiative and increase its chance of success. It should be noted, however, that the strategy I am proposing is not a full village organisation model as espoused by SRSC and the approach taken by the Social Organisers should reflect this.

At the start of his assignment the Senior Social Organiser would need to establish a programme of awareness creation. His initial objectives would be to: remove - or at least reduce - the scepticism of the local political and administrative leadership; enlist the support and active involvement of other project staff, and; identify and train activists from local voluntary organisations.

5.2 Human Resources Development Fund

Phase 1 of DDDP has focused on physical infrastructure. In order to reap the benefit from this investment, Phase 2 will require a major emphasis on training.

A Human Resources Development Fund should be established in the PPMU to enable the Senior Social Organiser to support awareness creation as well as technical

and managerial training not covered by the training activities and budgets of the line departments. Local consultancy support to strengthen and sustain community participation activities in the project would also be financed from this fund. It is not possible to determine in advance exactly how much money would be required. For budgeting purposes, I suggest Rs 2.5 million would be adequate over the life of the project. This figure represents about 15% of the total training budget available to the line departments but should be revised in the light of experience.

There is little knowledge or appreciation of the methodologies or benefits of community participation in planning or implementation among government and project staff in Dir district. A training programme of presentations, discussions and exposure visits would be prepared by the Senior Social Organiser to create awareness and skills and to allay the widespread feeling that community participation represents a threat. Awareness training would involve project staff and the district administration as well as interested politicians, traditional leaders and villagers. The training programme should be designed to foster the support of politicians and traditional leaders.

In addition to technical and managerial training, villagers themselves would benefit from exposure visits to other projects with experience in community participation.

In the context of human resource development, I have noted considerable concern among the staff of the TSU that the failure to establish and operate the Natural Resources Training Centre planned for Phase 1 has seriously undermined the effectiveness of interventions by the agriculture, livestock and forestry departments. If established in Phase 2, this centre could help to change the project's training activities from a fragmented, subject-based approach to a more holistic strategy where training in environmental, community participation and income generating issues are linked.

5.3 Village Development Fund

A Village Development Fund should be established in the PPMU to:

- support development activities identified by villagers which would help address their felt needs and meet the objectives of DDDP but are not covered by the mandates of participating line departments.
- support activities of local voluntary organisations which contribute to the objectives of DDDP;
- support the contribution of the Social Welfare Department;

The amount of money required cannot be determined in advance. An initial figure of 5% of planned capital expenditure might be an appropriate provisional figure with which to budget. The actual figure for each annual budget should be determined in response to demand from villagers and their implementation capacity.

It is important that the operation of the existing Small Development Schemes fund, which is at present under the direct control of the Deputy Commissioner/ Project Director, complement rather than undermine the Village Development Fund (assuming that the SDS funds continues to operate in Phase 2). In ideal circumstances, I consider that the two funds should be combined in the PPMU and operated within the framework of community participation to meet the objectives outlined above. The Deputy Commissioner/ Project Director may, however, continue to require the flexibility offered by the Small Development Schemes fund to meet social and political goals not directly connected with community participation. If this is judged to be the case, I recommend strongly that the Small Development Schemes fund should only be used to support activities outside the primary and secondary target areas of the project in order to reduce the risk of its use undermining the role of community participation.

5.4 The Department of Social Welfare

A note on the activities of local voluntary organisations and the Social Welfare Department in Dir district is given in Annex 2. In summary, in addition to implementing social welfare work directly, the Department is supporting 17 voluntary organisations of which 12 are involved in community development. Three of these are working in the target areas of the project and my visits to them indicate that there is scope for DDDP to harness their enthusiasm and local knowledge. I propose that the PPMU Social Organisers review the activities of these three organisations in detail to assess whether or not it would be appropriate to cooperate with them and, if so, to determine what form this cooperation should take. The District Social Welfare Officer and the Social Organisers would then train and motivate these organisations to work with DDDP to support the establishment of community interest groups in the target areas. Specific training and material support would be given to those voluntary organisations involved in anti-narcotics awareness-creation. Funding for their activities could come from the proposed Human Resources Development Fund and the Village Development Fund (Sections 5.2 and 5.3).

5.5 The role of local government

District and Union Councils were established in 1979 in an attempt to provide a means for the poor to participate in the formulation and implementation of programmes designed to benefit them directly. In principle, it would appear that Union Councillors, elected from two or three villages, would be in an ideal position to represent and advocate the needs of their constituents. In practice, however, the

egalitarian objectives of the system have become enmeshed in party politics and patronage issues to the detriment of development considerations. The poor are excluded. At present, local government does not have the motivation or the human, technical or financial resources to establish effective participatory development. The potential to work with Union Councils appears to be limited at this stage.

If Union Councillors are involved productively with community activities in a village - as has been the case in some villages in KIDP and MSFP - then support from the Union Council might be available for that particular village after the District and Union Council elections scheduled for April 1992. At this stage, it is premature to speculate on how widespread this support might be and on how the local government structure could be extended to the village level. I suggest that these issues, which have an important bearing on sustainability, be looked at in detail during the mid-terra evaluation of DDDP Phase 2 by which time the new Union Councils will be in place and DDDP will have gained some experience with community participation. A note on the role of local government is given in Annex 4.

5.6 Data and monitoring requirements

The planning of village activities will require data. Further analysis of the 1991 Socio-Economic Survey should provide a valuable data framework for the target area.

As part of the valley planning exercise, the PPMU Social Organisers should carry out needs assessment surveys and prepare village profiles with the help of line department staff and any local voluntary organisations working in the area. These profiles would provide a socio-economic picture of every village to help guide the work of the Social Organisers and the line departments. They would also enable the PPMU to build up a database of the target area. Data from the 1991 Socio-Economic Survey should be included in the database together with information from other sources. The questionnaire used by MSFP is attached in Annex 5 to give an indication of an appropriate level of data collection. Although it is focused on forestry issues, with minor appropriate modifications, the same type of questionnaire could be used by DDDP.

The monitoring of community participation would also be the responsibility of the Social Organisers. A system that has worked well in other projects involves the Social Organisers keeping daily diaries in which they record their field activities and the progress of the communities. These diaries are reviewed regularly by the Senior Social Organiser and form the basis for project reports. I suggest that this straightforward and effective system is adopted by DDDP.

The tripartite project reviews should look specifically at the progress of community participation. In addition, the mid-term evaluation team should include a specialist in community participation.

5.7 DDDP Phase 2 project document

My proposed additions and revisions to the draft Phase 2 Project Document are presented separately.

The detailed timing of the activities I have proposed in this paper would have to be established as part of the PPMU work plan for the first year of DDDP Phase 2. The programme for introducing community participation should be included in the proposed framework by the Senior Social Organiser taking into account conditions in the project at the time.

The Social Organisers should be recruited to begin work as early as possible in Phase 2. The process of community participation could then be introduced fully into the planning of activities to be implemented in Year 2. The first year would be taken up by awareness raising, the preparation of village profiles and the preparation of the second year valley development plan.

5.8 Budgetary implications

The implications of my proposals for the UNDCP project budget are as follows:

PPMU Budget

The following additional items should be budgeted:

Staff: Salaries and associated costs for:

- One Senior Social Organiser
- One Social Organiser (female)
- One Social Organiser (male)
- Two Drivers
- One Secretary / Computer Operator

Vehicles: One Landcruiser station wagon
One 4WD double cabin pick up
POL and maintenance

Equipment: Additional office space and furniture
One micro-computer and printer with consumables and UPS

The staff, vehicles and equipment should be costed at the appropriate rates being used for DDDP Phase 2.

Training: Human Resources Development Fund @ Rs 2.5 million
Projects: Village Development Fund @ 5% of capital costs

District Social Welfare Office

Vehicles: One Double Cabin Pick Up
POL and maintenance

Note: Although the District Social Welfare Officer does not have a vehicle, his office already has a driver.

6. Outstanding Issues

6.1 Farm income generation and road access

Once the immediate infrastructural constraints have been addressed, demands from the people for income generating activities will increase. The introduction of new cash crops to replace the opium poppy will raise marketing issues in the area. DDDP's response should be to facilitate the process through improving access, establishing links with such projects as the Malakand Fruit and Vegetable Development Project, and providing market information to enable growers - ideally cooperating in community interest groups - to enable them to negotiate prices with traders. The actual marketing would best be left to the private sector.

The increasing production of perishable produce such as onions, tomatoes and soft fruits raises the issue of access, and underscores need for DDDP's road building programme. A felt need for improved access is common among isolated communities, and the building and upgrading of roads in the poppy growing valleys is addressing that need. The continuing requests from communities for access tracks to link villages to the main valley roads is an illustration of unmet demand. It is sometimes argued that, by facilitating access, the improvement of roads helps drug traffickers or those engaged in illegal logging, and reduces the costs for traders without concomitant benefits for the villagers themselves. In my view, this is not an argument for not building roads, and keeping communities isolated, but rather illustrates the point that the building of roads is a project input, which needs to be supported by other inputs, and is not an end in itself.

Improved access provides opportunities for the project to establish contact with previously isolated and hostile areas, and to address issues such as marketing which are crucial if farming systems are to be changed permanently. Access is also required for law enforcement agencies to enforce a ban on opium poppy cultivation. I believe that blaming roads for the socio-economic ills of a society, or for increasing erosion, is akin to blaming the messenger for bad news. The potential disbenefits of roads need to be recognised and addressed by the project. The PPMU should take the opportunity of working with the line departments and the district administration to:

- ensure, through the proposed watershed management programme, that the potential benefits of the roads and access tracks are not jeopardised through a lack of supporting investments in soil and water conservation and forestry, and;
- focus on the secondary issue of income generation to ensure that the immediate benefits of improved access and the potential benefits of resource conservation are realised.

6.2 Training and off-farm employment

The traditional contempt among the local communities for tradespeople is changing with population pressure and a lack of local opportunities forcing people to seek employment elsewhere. The need and the demand for off-farm employment will increase when the ban on poppy growing is enforced. In addition to those working in the middle east, a substantial proportion of the male population migrates seasonally in search of work elsewhere in Pakistan. As a result of this there is considerable demand for vocational and technical training, particularly among young men.

Clearly, there would be some local employment opportunities in the private sector and, after training, for teachers and paramedics in local schools and dispensaries. I consider, however, that it is unrealistic to think that substantial sustainable employment whether on-farm or off-farm can be created for everyone in the valleys. Therefore, migration needs to be accepted as a fact of life and DDDP should look for ways to increase remittances which will become an increasing important source of income when the ban on poppy growing is enforced.

Some renewed pressure for growing poppy is developing as a result of decreased employment opportunities in the middle east. The enforcement of a ban on poppy cultivation will increase the flow of potential migrants and the demand for training. While, as presently designed, DDDP cannot be expected to meet this demand in full, an ability to respond in part, perhaps through the proposed Human Resources Development Fund (Section 5.2), would increase the credibility and effectiveness of the project.

6.3 The demand for credit

Available socio-economic data indicate that many farmers require credit to meet their family needs prior to crop harvests. The main source of this credit appears to be local traders. The relevance of this to the project is that it is apparently much easier for farmers to get credit on the strength of a poppy crop than it is on more perishable commodities such as onions or tomatoes. The elimination of poppy growing could lead to a demand for credit which would not be met from traditional sources. This situation could contribute to the impoverishment of small farmers who adhere to the ban on poppy growing.

I am not for a moment suggesting that DDDP should become involved in smallholder credit. I feel, however, that, should some community interest groups become well enough established to require and be able to handle credit, DDDP should link them with the local branch of the Agricultural Development Bank of Pakistan (ADBP) which is operating a rural group credit scheme with support from IFAD and the Asian Development Bank. Such an operation should be a direct arrangement between ADBP and the members of the community interest group and should not under any circumstances involve any obligations on the part of DDDP.

6.4 Cooperation and coordination with other projects

DDDP's approach to community participation should retain considerable flexibility, as it will be very much an experiment in socio-economic circumstances in which the approach has not been tried before. Nonetheless, the Social Organisers should take advantage of experience which has been gained elsewhere and, in particular, should coordinate with other projects involving community participation in the district. In the south of the district, the Dir Social Forestry Project which is based on the approach developed in Malakand Agency will be starting in 1992/93. At the same time, an environmental project supported by the World Bank will start in Dir Kohistan. It seems likely that a broadly similar approach to social forestry taken by all three projects would increase their credibility and effectiveness, and avoid sending contradictory messages to different communities.

DDDP should give particular attention to the experience of IRDP/Mardan which is aiming to introduce a full village organisation model in its third phase after two phases of top-down planning and government implementation. There are likely to be relevant lessons from this experience.

7. Conclusions

7.1 Long-term objectives and sustainability

Institutional mechanisms for sustaining community participation in the project area will need to be developed. As discussed elsewhere, DDDP's relationship with the Union Councils, originally established to encourage community participation, has not been particularly productive, although this situation may change after the forthcoming elections. In the short-term, the Project Planning and Monitoring Unit (PPMU), would provide the institutional base for community participation activities at the project level in cooperation with the Department of Social Welfare. The long-term institutional solution would depend on the experience of the project and on the evolution of government policy towards such institutions as the Sarhad Rural Support Corporation.

7.2 Some conditions for success

If the proposed approach to community participation is to have a reasonable chance of success:

- the project will need the full support of the Deputy Commissioner who would play a crucial role in convincing any die-hard sceptics;
- the PPMU will have to be strong enough to be able to fulfil its planning, coordinating and monitoring role;
- the project will have to have the support of traditional leaders as well as political leaders;
- the project will have to develop special awareness-raising training opportunities for people who are resistant to or not familiar with the potential benefits of community participation;

The concomitant risks which, individually or collectively, could lead to the failure of community participation efforts, include:

- that the District administration and line department staff will not be convinced of the potential benefits of community participation in the planning and implementation of the project;
- that the effectiveness of community participation will be jeopardised by vested political and economic interests;

- that the PPMU will be too weak to fulfil its role as the central planning and coordinating body of the project;
- that Social Organisers of sufficient ability will not be recruited;

In the long term, with encouragement from DDDP Social Organisers and local voluntary organisations, the concerns of community interest groups should begin to coalesce and their interests start to overlap. This process could be the foundation for the formation of larger groups within villages which might form the basis for village development organisations. Under no circumstances should this process be forced by the project as this would be a recipe for failure. The sustainability of any such groups is by no means assured and will depend to a large extent on the initiative and interest of the communities themselves and the support of local voluntary organisations. There will, of course, be failures in villages with serious internal conflicts and a lack of consensus. On the other hand, there will also be some successes.

There are most certainly no guarantees of sustainability in this experimental field. Nonetheless, although it is a relatively new and complicated sphere for governments, the government of NWFP is in the forefront of efforts to find solutions to development problems through community participation. DDDP should be part of this process. The project will require a firm commitment and constant support from the Special Development Unit at the Provincial level if community participation is to have a reasonable chance of success.

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Annexes

- Annex 1. Participants at wrap-up seminar, Peshawar 3rd February, 1992
- Annex 2. The Akhagram and Toormang Incident.
- Annex 3. Local Voluntary Organisations and the Department of Social Welfare
- Annex 4. A Note on the Role of Local Government
- Annex 5. Malakand Social Forestry Project: Reconnaissance Survey Forms

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Participants at Wrap-Up Seminar in Peshawar

3rd February 1992

M. Amin Kattak	Director General	SDU
M. Ur-Rahman Haasood	Commissioner, Malakand	Saidu Sharif
Gul Raz Ali Shah	Deputy Commissioner	Dir
V. Venturello	P & M Officer	TSU DDDP
Asham Khan	XEN	PHED
Jafar Shah	Development Officer	KIDP
Feroz Shah	Senior Social Organiser	SRSC
Inayat Ullah	RO	SDU
Faiq-Ur-Rehman	Deputy Project Director	DDDP
Tariq Durrani	Policy Advisor	USAID
Nizam Ul Din	CDS	USAID
Hank Schumacher	TSPU	USAID
John Tucker	Dty Chief Rural Development	USAID
Bob Marshall	Aid Secretary	British High Commission
Hammad Agha	Project Manager	KDADP
Yusaf Mahmood	Programme Officer	UNDCP
Christoph Duerr	CTP	KIDP

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Boundary Dispute between village Akhagram and Toormang.

DATED 30.6.1990

Annex 2
Page 1 of 6

Brief facts of the case are as follows:-

1:- The residents of Akhagram (Painda Khel Tribe) and the residents of Toormang (Sultan Khel Tribe) had a long standing dispute over a hillock located on their boundary. On 25/12/1989, firing started between the two parties.

The immediate cause of action is that on 23/12/1989, people of village Akhagram, planted trees of various kinds of Watershed Management Programme in the disputed area. Toormang people got annoyed over it, and they rooted out the planted trees. This action invoked people of Akhagram who damaged the Toormang Irrigation Channel, that was constructed under Dir District Development Project.

This resulted in armed clash between the two parties. They took positions in the hills and firing started between the two parties, in which heavy weapons were used.

2:- Later on, ceasefire was effected through the elders of area, including Sahibzada Fathullah MNA, Sahibzada Mohammad Yuqub, Chairman District Council, elders of Khel and Nahag Dorra etc. As security six Kalachinkoves each were deposited from both the groups. Fattrolling of heavy contingents of Dir Scouts was also conducted, that in case, any party violated the ceasefire, action could be taken against them.

Both the parties vacated their positions, and ceasefire made effective. Later on, intensive efforts were made by elders of the area for resolution of the issue without any formal interference from the Government functionaries. However, no fruitful results obtained.

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3:- As a last resort, the Assistant Commissioner, Annex_2
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Wari was asked to visit both Akhgram and Tourmanq, call all the elders and men having any interest in the disputed property, and get their written consent for nominating five elders each from both the sides to tryash out this issue, as their representatives. Accordingly the following representatives were nominated:-

<u>AKHGRAM.</u>	<u>TOOR HANG.</u>
i. Malik Ibrahim Khan o/o Araala Khan.	ii. Malik Amir Badshah o/o Haroon Khan.
ii. Haji Qasid Malook o/o Hukmat Khan.	iii. Malik Jehan Zeb o/o Haroon Khan.
iii. Malik Afzal Khan o/o Mamoor Khan.	iv. Malik Dawud Khan o/o
iv. Malik Zigrawar Khan o/o Said Qacha Khan.	v. Malik Said Akbar o/o Mohammad Khan.
v. Malik Hidayat Khan o/o Mohammad Khan.	vi. Malik Qalandar Khan.

4:- Once this exercise was completed, then these elders were summoned and they were asked to submit a list of elders from District Dir, who ^{they} thought to be fair, impartial and capable of resolving this issue. The lists were to be prepared separately, secretly and without exposure to other party. Out of 20 names submitted by one party and 20 by other party, only three names,

i. Dr. Shuaib Khan of Chakdara.

ii. Malik Mohammad Badshah of Manzari Tongi
(Balasunt).

iii. Gul Farez Khan of Wari,

were on both the lists.

(This also shows, how polarised Dir society is.)

5:- These three elders being nominees of both the parties were given the task to resolve this issue. They visited the disputed area, held parleys with both the parties, took help of 'patwaris' as well, but they came

.....3.....

to be, that there was no chance of compromise, and a verdict had to be given.

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Page 3 of 6

7:- On the request of parties I and the three elders again visited the disputed area, where both the parties explained their versions to us on the spot.

Later on, the parties were asked to bring in some evidence in support of their versions.

7:- The contentions of both the parties are summarized as under:-

(a) AFHAGRAM VERSION:

The boundary between Joormang and Akhagram, is the watershed, which is a common characteristic of all boundaries in this area. The watershed comes from Gorkand, and upto Tangi Kandao, there is no dispute after which it passes through 'Spina Khawara' and 'Chinar' of "Spina Khawara" is a well known boundary mark. In support of this version, they added:-

- (i) A student of religious teachings was killed in Joormang, but the dead body was brought to 'Spina Khawara' and as such, Joormang people said that under the territorial responsibility, it is the Akhagram who should be punished. The result was that Akhagram paid the fine.
- (ii) In the old days, 10/12 years before, Akhagram used to bring 'Dolis' in marriages upto 'Chinar' of 'Spina Khawara' and from there Joormang to take it and vice versa. This establishes, 'Spina Khawara' as the boundary.
- (iii) Seth Bachu Mohammad of Bhai constructed a 'Kotha' in hillock above the road. Akhagram demolished it. This is Akbar Shah Jehan's regime incident. Had it been not Akhagram property, they would have been prosecuted for it.

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- (iv) For Government Middle School Toormang, water was taken from Akhogram spring without consent. Akhogram destroyed the whole pipeline in their limits. This happened 3/4 years before. That pipeline has not been restored till this date.
- (v) One Behram Khan and one Babadar Khan, both can testify Akhogram claim.
- (vi) One Shah Gul a Gujjar can also testify Akhogram claim.
- (b) TOORMANG.
- (i) The boundary was fixed by Timergara Babaji, and he placed three stones in an olive tree there, which are still there in the grave yard.
- (ii) Azad Khan and Naqar Khan cultivated land in the disputed property. That land is still known as Azad Khan Kareen, and these gentlemen belonged to Toormang.
- (iii) Toormang got compensation for the road from Army, when they widened it.
- (iv) The Khunkar area, still mustard and wheat crop is there, being cultivated by Toormang.
- (v) The Khunkar land is serial of 'Khanza Bibi' and not property of Akhogram.
- (vi) One Maulana Barakat told us that his father, who was 'Sheikh' with Timergara Babaji, told him that his father and Timergara Babaji both fixed the boundary between Toormang and Akhogram, which is the one claimed by Toormang.

ii:- Out of the persons, mentioned by parties, the following were produced before the Jirga and examined.

For Toormang:

- i) Zarai s/o Gul Harif.
- ii) Darakat Nula Sahib.

For Akhogram:

- iii) Behram Khan s/o Khalid Khan
- iv) Babadar Khan s/o Khobanal.
- v) Shah Gul s/o Jakal.

Cont: P/5.....

Their evidence is mostly of hearsay nature and of no use to Jirga to come to any conclusion based on their evidence in this executive/summary/proceedings.

This evidence if produced in proper judicial forum needs thorough sorting out and proper judicial sifting which is beyond the scope of the present proceedings.

9:- The nutshell of all the proceedings conducted before us are that the following unambiguous proofs have been produced before us.

- (I) The theory of watershed, confirms the claim of Akhagram.
- (II) The crop cultivation of mustard, wheat etc in the cultivable land towards the river side below Dir-Timer Road, is in possession of Toormang for unknown with title.
- (III) Akhagram people did not allow spring water for Middle School Toormang, and lifted pipes already laid.
- (IV) Toormang withdrew their argument of stones in olive tree, when Jirga found quite a number of olive trees having stones fixed within their branches.

10:- The Jirga comes to the following conclusions:-

- (I) All area, presently cultivated by Toormang, below Dir-Timargara Road, towards the riverside, was in possession of Toormang and would remain so.
- (II) The boundary on hillocks between Toormang and Akhagram will follow the watershed, passing through Spina Khaura Chinar upto the roadside.
- (III) Toormang will deposit amount equal to the damages done to the plantation to be determined by Forest Department.
- (IV) The Akhagram will deposit amount equal to the damages done to the Irrigation Channel to be determined by On farm Water Management Department.
- (V) The Rs. 2 lakhs deposited in security, will remain with additional till parcels (II) and (IV) are completed with or upto December 31/1978 which ever is later.

cont: P/6.....

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Annex 2
Page 6 of 6

- (vi) The jirga is not giving any final verdict on title. Any party aggrieved may lodge proper civil suit in a competent court of law if wish so.
- (vii) In case paras (iii) and (iv) not complied with, August 15/90, the criminal proceedings in concerned courts will start.
- (viii) The parties are allowed to grease/oil the deposited weapons, once a month in presence of police without removing them, till these are in police custody.
- (ix) This jirga does not give any verdict on those who were killed or injured. That is a private business between the victims families and the accused, to be dealt by them in any forum of their choice.
- (x) Assistant Commissioner, Wari will arrange for patwaris, who with the help of masons, permanently fix boundary marks as per Settlement Manual specifications. Photographs taken and video movie prepared. All those details to become part of this decision.
- (xi) The damages list prepared by On Farm Water Management and Forest Department will also form part of this decision.

30.6.1990

محمد رفیق
De. De.
Muhammad Rafiq

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Local Voluntary Organisations and The Department of Social Welfare

1. Summary of Activities

The Department of Social Welfare is operating five social welfare programmes:

1.1 Rural Community Development

This programme involves the operation of two needle and craft centres for women; adult education centres to provide training in functional literacy, and; the direct supply of materials and the training to widows and the disabled.

1.2 Women's Welfare Programme

Four centres provide training in needlecraft to women.

1.3 Youth Vocational Centre

Women are trained at the centre in tailoring and handicrafts.

1.4 School for Deaf Children (Timergara)

Deaf children receive primary and secondary education at the school.

1.5 Local Voluntary Organisations

As shown in Table A3.1, 17 voluntary social welfare organisations are registered with the Department of Social Welfare in Dir District. Their activities are supported by a Coordinating Council of Voluntary Organisations at the district level, the members of which are elected by the organisations themselves. Of these, 12 are involved in community development activities and 3 are working in the primary and secondary target areas of the project. I conclude from my field visits that there is potential for DDDP to cooperate with these organisations to initiate and establish community participation in the project.

The 3 organisations working in the DDDP target area are:

Young Welfare Organisation, Jabbar.
Anjuman Muashwarti Tarquates Programme, Darora.
Socio-economic Welfare Association, Khal.

Each has between 80 and 200 members who contributed Rs 5 to Rs 10 membership fee each month. All were united in the feeling that the present political system did not allow the benefits of development to reach the poorer members of society and professed to be non-political. The organisations were started originally to address a felt development need in their areas. Each now has members in 15-25 villages surrounding their headquarters and receives an annual grant of about Rs 10,000 from the Department of Social Welfare to support their activities and administration. The objectives of one of these organisations, which are typical of them all, are given in Table A3.2.

Each of the three organisations had carried out or was planning a variety of self-help activities in their areas and had prepared lists of interventions which would require government support. All gave the impression of being enthusiastic and perceptive about the social and economic development problems of the district in general and of their local areas in particular.

2. Staffing of the Department

The Department of Social Welfare has posts for 30 staff of which 24 are filled. The six vacant posts are for female staff, two of whom are reported to have been recruited. The details of the staff and their grades are given in Table A3.3.

3. 1991/92 budgets

The total recurrent funding available to the Department for the financial year 1991/2 amounted to Rs 451,900 with an additional Rs 76,000 allocated to support voluntary organisations. Capital items such as sewing machines for the women's training and artificial limbs for the disabled are provided from separate budgets from Peshawar.

4. Potential Role for the Department of Social Welfare

I propose that the District Social Welfare Officer and his staff would work with the PPMU Social Organisers to help train and motivate these registered local voluntary organisations which are willing and able - in the judgement of the Social Organisers - to support the establishment of community interest groups in villages of the primary and secondary target areas of DDSP2. The PPMU would support that work of the Department which focuses on these target areas. Specific training and material support would be given to local voluntary organisations engaged in anti-racism awareness creation. The female staff of the Department would work with the female Social Organiser and the female Rural Integrated Development Specialist of the PPMU to encourage and implement activities targeted on the needs of women and, where feasible, to establish small women's groups focused around appropriate social or income-generating activities.

As a first step, the PPMU Social Organisers would review in detail the activities of the three voluntary organisations working in the target areas to assess whether or not it would be appropriate to cooperate with them. Where appropriate, programmes of cooperation would be agreed and implemented with the support of the Social Welfare Officer. If conditions permit and this cooperation is successful, the Social Organisers would establish similar relationships with other voluntary organisations elsewhere in the district.

5. Proposed UNDCP Support

Although the Department is run on a very small budget, the only additional support required would be:

One Double Cabin Pick Up	Rs 260,000
POL/Maintenance for the Pick Up	Rs 300,000

The Department does not have a vehicle although a driver is employed.

Specific training or material support to voluntary agencies for activities identified by the Social Welfare Officer and the PPMU Social Organisers would be funded through the proposed Human Resources Development Fund and the Village Development Fund.

6. Required Commitments from the Department

I propose that the following commitment are obtained from the Department of Social Welfare prior to their involvement in DDDP Phase 2.

6.1 The present District Social welfare Officer should not be transferred. This should not be difficult to arrange as he has worked in the District for several years, he appears to be well-respected in the field and does not wish to move.

6.2 The following vacant posts for female staff should be filled:

One Social Welfare Officer	Grade: BPS 16
One Lady Health Visitor	Grade: BPS 8
Two Auxiliary Worker	Grade: BPS 6

6.3 The budget allocation for travelling allowances should be increased to encourage and reward fieldwork.

Annex 3 Table A3.1

Registered Social Welfare Organisations in Dir District

No	Year	Name	Town	Tehsil	Activity
1	1978	Dehi Ijtimai Tarqyati Social Workers Council	Timergara	Timergara	Community Development
2	1975	Anjuman Falah-O-Awam Chagori	Timergara	Timergara	Community Development
3	1975	Adara Khadmati-Khalq	Zairat Talash	Timergara	Community Development
4	1975	Anjuman Falah-O-Behbood Bashandegan	Maidan Bala	Timergara	Community Development
5	1975	Anjuman Samajkaran	Barawal Bandi	Barawal	Community Development
6	1986	Anjuman Ulasai Khair Kharera	Khuangi	Timergara	Community Development
7	1985	Anjuman Masherati Behbood	Duch	Adenzai	Community Development
8	1987	Young Welfare Organisation	Jabar	Dir	Community Development
9	1987	Anjuman Muasharati Taraquates Programme	Darora	Dir	Community Development
10	1990	T.R. Association	Duch	Adenzai	Tuberculosis
11	1988	Khadmati-Khalq Tanzeem	Timergara	Timergara	Defunct
12	1991	Islahi Tanzeemi Nojwanani	Sadbar-Kali	Samarbagh	Community Development
13	1991	Anjuman Islahi Nojwanani	Talash	Timergara	Youth Welfare
14	1991	Youth Welfare Organisation	Barawal	Barawal	Preparation for Scouts
15	1991	Ahlab Social Welfare Association	Timergara	Timergara	Health related
16	1991	Socio-Economic Welfare Association	Khal	Khal	Community Development
17	1991	Tanzeem Falah-O-Nass	Badwan	Adenzai	Community Development

(*) Established by Prof Amirzula - Social Work Department, Peshawar University

Source: District Social Welfare Officer, Timergara

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GOALS AND OBJECTIVES:

Table A3.2

ACTION (1) NAME:

The name of this Organization will be "YOUTH WELFARE ORGANIZATION JABBAR"

ACTION (2) AREA OF JURISDICTION:

Its jurisdiction will comprise of the rural areas including, Jabbar, Tangai, Kandao, Tall, Bar Cham, Kass, Manzai, Hingaro Cham, Loi Kandao, Singaram, Nishan Banda, Kass Bala, Sia Jabbar, Khwar Jabbar, Ligar Kor, Dam, Shaw, Kolal Bandai, Gamsair, Almas, Ghazi Kot, Senour, Katan Bala and the outskirts of these villages.

ACTION (3) MAIN OFFICE:

The main office will be situated in main bazar Jabbar, P.O. Gamsair, Tehsil and District Dir.

ACTION (4) OBJECTIVES:

1. To create a sense of self reliance and social welfare in the general public.
2. To look after the wellbeing of the children, youth, women and oldage people.
3. To help for the betterment of economic condition of the public and help in the Health, Education sectors.
4. To promote Islamic values in the society and to try to discourage negative tendencies.
5. To encourage household handicrafts and industrial education.
6. To establish Adult Education Centre and Librery.
7. To establish a liaison with the Nation Building Departments and to extend help in the development works.
8. To apprise the administration (Government) of the problems faced by the public.
9. To help in establishing refreshing centres for the child and youth.
10. To adopts ways and means helpful for Health security and to fight against the contagious diseases.
11. Help in the eradication of poppy crop.

Table A3.3

Staffing of the Social Welfare Department: Dir District

1. Social Welfare Project		No	In post	Grade
Social Welfare Officer	(Male)	1	Y	BPS 16
Social Welfare Officer	(Female)	1	N	BPS 16
Auxiliary Worker	(Male)	2	Y	BPS 6
Auxiliary Worker	(Female)	2	N	BPS 6
Lady Health Visitor	(Female)	1	N	BPS 8
Needle & Craft Instructor	(Female)	2	Y	BPS 8
Junior Clerk	(Male)	1	Y	BPS 5
Driver	(Male)	1	Y	BPS 4
Chowkidar	(Male)	1	Y	BPS 1
Peon (Nibe Quasid)	(Male)	1	Y	BPS 1
2. Women's Welfare Programme		No	In post	Grade
Needle & Craft Instructor	(Female)	4	Y	BPS 8
Peon (Nibe Quasid)	(Female)	4	Y	BPS 1
Chowkidar	(Male)	4	Y	BPS 1
3. Youth Vocational Centres		No	In post	Grade
Senior Needle & Craft Instructor	(Female)	1	N	Recruited
Junior Needle & Craft Instructor	(Female)	1	N	Recruited
Junior Clerk	(Male)	1	Y	BPS 5
Chowkidar	(Male)	1	Y	BPS 1
Peon (Nibe Quasid)	(Male)	1	Y	BPS 1

Source: District Social Welfare Officer, Timergara

A Note on the Role of Local Government

Introduction

The original 1984 proposal for DDDP by Huntings Technical Services, the 1985 UNFPAO project document and the subsequent PCI emphasised the potential role of the Union Councils, the District Council and the Local Government and Rural Development Department in identifying and implementing small scale development projects. As a result, considerable resources were allocated to these organisations during the first phase of DDDP.

2. Assessment

The principle behind emphasising the role of local government in the project was that, as elected district and local leaders (Union Councillors represent only about 2-3 villages) would be in touch with the needs of their constituents, project resources channelled through these organisations would reach target population. Furthermore, there would be an element of self-help in the implementation of the activities and villagers would be responsible for a proportion of the operation and maintenance.

Unfortunately, the technical and managerial resources available to local government were insufficient for the task and not all the politicians had the interests of their constituents at heart. Planning was poor and large numbers of small projects were started, many with inadequate preparation. Some were not completed, others did not function, while some could not even be identified on the ground by project staff. Many projects did work, however, and the fact that they were dispersed throughout much of the district meant that many people benefited in a small way during and after construction. As a result, the programme was popular with those who did obtain short-term benefits. The long-term development impact is likely to be minimal, however.

The selection of activities was characterised by political infighting and was often dictated more by patronage than by development priorities. The large number of projects was partly the result of the politicians' failure to agree on a smaller number of more effective interventions. The much publicised political polarisation of the district has rarely been illustrated more graphically. The government funding made available for local government and politicians is given largely on a political basis - for example government MPAs and MNAs get more funds than those from the opposition parties - with the inevitable result that project allocation is highly politicised and, in Dir District, socially divisive.

As a direct consequence of the shortcomings of local government, the 1990 Evaluation of DDDP recommended that the activities should be severely curtailed in Phase 2.

3. Conclusion

In principle, the Union Councils, supported by the District Council and the provincial and national politicians, should provide a framework to represent adequately the needs and aspirations of the people in the rural areas. While there are certainly individual exceptions, their collective failure to do so leaves a vacuum between the villagers and the line departments.

The organization of villagers into groups to address some of their problems is one way of bridging this gap. In the meantime, individual projects supported by the government and a variety of foreign donors are testing different models of participation in development. The process is unlikely to be sustainable, however, until the political system and its institutions is able to provide a stable framework within which the village organizations can operate.

At the time of writing (February 1982) the district and Union Councils had been dissolved prior to elections scheduled for late April. Once these elections are over and the Councillors have settled down to their jobs, the PPSU might find it worthwhile to investigate once again the feasibility of working with the Union Councils. This tentative suggestion should only be considered if conditions are thought to be particularly favourable by the Senior Social Organiser. Even under favourable conditions, only a pilot approach should be tried in the primary target area with those Councils and Councillors favourably disposed to the project. The establishment of a working relationship between groups of villagers and the Union Councils could help encourage the sustainability of village organizations. It is recognized, however, that, in the social and political conditions of the project area, the establishment and effective operation of such relationships on a substantial scale is unlikely, at least in the short-term.

Table A4.1 gives a list of the Union Councils in the district and indicates those that are in the Primary and Secondary Target Areas of the Project.

SUB-DIVISION	TEHSIL	DDDP	UNION COUNCIL	
Timergara	Timergara	1	Noori Khel	
		2	Shahi Khel	
		3	Bagh Dush Khel	
	Balambat	4	Balambat	
		5	Koto	
		6	Lajbok	
		7	Munjai	
		8	Rabat	
	Laiqilla	9	Laiqilla	
		10	Kotkai	
		11	Zaimdara	
		12	Gal	
		13	Bishigram	
	Adenzai	14	Ouch	
		15	Aswan	
		16	Khanpur	
		17	Chakdara	
		18	Khadakzai	
		19	Munda	
Samarbagh	Munda	20	Khazana	
		21	Miankali	
		22	Samarbagh	
	Samarbagh	23	Mayar	
		24	Maskani	
		25	Drangal	
Wari	Wari	26	Chapar	
		27	Kotkai	
		**	Wari	
		*	Akhagram	
		*	Pashta	
		*	Sundal	
		*	Niag	
	*	Dislawar		
	Khal	**	34	Khal
		*	35	Toormang
Dir	Dir	36	Dir	
		37	Qulandai	
		38	Sheringal	
		39	Sawnai	
		40	Ganshal	
		41	Chukiatan	
		**	42	Darora
		**	43	Bibyawar
		*	44	Palam
		*	45	Tarpatar
		Barawal	46	Barawal
			47	Darikand
			48	Shahikot
		Kalkot	49	Kalkot
			50	Patrak

(*) DDDP2: Primary Target Area

(**) DDDP2: Secondary Target Area

MALAKAND SOCIAL FORESTRY PROJECT TA- OFFICE

RECCONNAISSANCE SURVEY FOR AFFORESTATION, RANGE IMPROVEMENT AND VILLAGE DEVELOPMENT

1. Name village Date of interview.....
Name union council
2. Names interviewees functions names interviewees functions
.....
.....
.....
.....
3. When was the village established?.....

4.

Name of the village sections	and representatives	no. of families			below no of Mutai family
		now	20 years ago	20 years ahead	
.....					
.....					
.....					
.....					
.....					
.....					
.....					

5.

name of groups	no. of families	months using village lands		no. of cattle	
		now	20 years ago	now	20 years ago
		20	20	20	20
		years	years	years	years
		ago	ahead	ago	ago
.....					
.....					
.....					
.....					

6. RELIGIOUS BUILDINGS, PUBLIC FACILITIES, ROADS AND SERVICES

	establishment since	planned realization	no of attendants	substitute
Elementary school boys
Elementary school girls
Secondary school boys
Other school
Mosques(number)
Dispensary
Public water supply
Electricity
Metalled road
Kach road
Veterinary
Other

7. COST OF PICK UP LOAD TO (D) QARGAI OF (B) ATKHEL

Frequency of public transport

NOT AVAILABLE DOCUMENT

8.

Names of the two biggest landowners	Acreage of (i)rrigated and (b)arani lands	number of tenants
-------------------------------------	---	-------------------

number of landowners with more than 10 acres of irrigated((b)arani

Number of landowners with 2-10 acres of irrigated/(B)arani.....

How did the situation change the last 20 years

How will the situation be ten or twenty years from now

What are the sources of irrigation.....

What forms of tenancy arrangements exist?

Are there any disputes about tenancy How are those solved

9.

Which people in the lower hills	graze their cattle		and collect firewood		
	no of families		no and kind of cattle		
	now	10 years	10 years	now	10 years ago
		from now		ago	ahead

.....

.....

.....

.....

In the hill tops

.....

.....

.....

- 10. What are the major problems with field crops: how people try to solve those?
.....
- 11. What is the major problem with cattle: how people try to solve those?
.....
- 12. What is the major problem with trees: how people try to solve?
.....
- 13. What cooking fuel is used by the large majority of people nowadays
.....
ten years ago
.....
- 14. What material is used for the construction of the roofs of houses and stables

nowadays

ten years ago
.....

ten years from now
.....
.....
.....
- 15. Is there any firewood of timber sold to other villages by whom and from they received permission
nowadays
.....
Ten years ago
.....
.....
- 16. How is one planning to solve the present (or future):
scarcity of firewood
.....
scarcity of timber
.....
scarcity of grass for grazing
.....

17. If the communal lands is not divided
How many acres of land the villagers are willing to make available
for afforestation if the forestry department provides free of cost
Tree seedlings/samplings and fencing materials

Moreover the planting and beating up of the forest plantations
..... on top of this also of the cost of protection in the first
two years

comments

18. If the communal land is divided among sections or(m)utai

Name of section	acreage	acreage available for afforestation + comments
.....
.....
.....
.....
.....
.....

19. Are the villagers willing to grant 50% share in grass cutting -
sanatah cutting- and firewood to the jungle baildars that protect
the young plants, improve the grasslands and maintain and improve
the fencing of the parcels and do the necessary pruning work
during two years
questions

20. Are the villagers willing to grant certain shares in tree rights
to baildars that interplant the established forest plantations at
their own costs with forage+firewood trees and harvest the inter-
planted trees after 5-10 years how much will the share.

comments

21. How is the village going to divide the trees among the villagers
after the trees are ready for thinning and final felling
.....
.....
.....

- 22. Are the villagers willing to divide up the use (not the property) of the hillsides amongst the villagers for a compensation to a specific social purpose or to the landowners?
 comments.....

- 23. Are the villagers willing to form:
 An afforestation and tree planting committee
 A grassland improvement committee
 A land use planning committee
 comments

- 24. Which villagers have been planting may trees in the last ten years.

- 25. Which trees have given best results.

- 26. Which kind of fruit trees the villagers would like to plant;
 type of fruit trees or nut trees

 comments

- 27. Are shelterbelts necessary in the village.

- 28. Have there been planted any life spurs for the protection of the river banks.

 Which kind of trees are considered best for this purpose.

- 25. Are there any natural springs that need to be protected.

 Did they give more water ten years ago.

- 36. Are ther people keeping bees in the village.

 How many hives

37. Are there still any wild animals in the hills
If so, of what kind
situation 20 years ago
.....

38. How many craftsmen live in the village of the crafts mentioned
below

carpenter	car mechanic	electrician
blacksmith	cobbler	mullah
mason	barber	tailor

39. What formal and informal organizations regularly meet in the
village, and what have they realized in the last 10 years

name	realizations
.....
.....
.....

40. Which organizations or persons could contribute to the planning
and management of the use and development of the communal and
wast lands.

.....
.....
should a special committee be formed
.....

41. Are the children in school being taught about
Trees and forests
Grazing and animal husbandry
Conservation of nature
Agriculture
Erosion control
Do you consider this necessary

42. Have many families left the village in the last 10 years

.....
What was the reason

43. What could be done to realize more employment in the village.

.....
.....

44. Determination of the boundari of the village and the village
sections on the topographical ap.

45. Comments.

.....
.....
.....
.....

46. Are the villagers willing to sign a contract with the forestry department and the local authority, in which their responsibility for the protection of the established plantations and the cutting programme are laid down?.

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