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**A POSITION PAPER ON THE PAST  
ACHIEVEMENTS, CURRENT STATUS AND  
FUTURE PROSPECTS OF THE SPECIAL  
DEVELOPMENT UNIT, PLANNING & DEVELOPMENT  
DEPARTMENT, GONWFP. AN IMMEDIATE-  
AND LONG-HORIZON PLAN**

by Peter B. Blood Ph.D, CTA for UNDP/OPS/UNDCP and SDU in  
collaboration with SDU.

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## EXECUTIVE SUMMARY

This position paper is targeted at the SDU Phase I penultimate tripartite review and is meant to assist evaluation by being read conjointly with the Project Performance Evaluation Report which has been prepared by SDU with only minimal assistance from the CTA who was not appointed, as planned, on January 1 1991 but 9 months later.

The paper will also serve as precursor material for the Phase II PC-1 to be produced April 1992. Heavy reliance on USAID and other in-depth analyses was resorted to because of the current CTA's minimal exposure to SDU but most of the recommendations are the responsibility of the CTA in consultation with executives of SDU, the ACS and other interested parties.

SDU has been criticised for generally lax or non-performance. In absolute terms SDU itself admits the case but in the context of GONWFP instrumentalities SDU has performed astonishing well given its severe constraints in resources. As has been made very clear by USAID, SDU budget levels are approximately 50% of those judged adequate to handle a portfolio of \$200 million with some modicum of efficiency. Phase I annual budgetary levels have been such that SDU is no more than a shell organisation with an extremely small but motivated executive cell which handles an imposing workload as competently as can be realistically expected.

SDU is unique in Pakistan and now with reinvigorated Govt. commitment and support its role will be expanded to cover general IADP as well as its traditional involvement with narcotics Projects. Experience has shown, as in Malakand and Buner, that SDU is a prerequisite to successful project implementation. SDU, through the ACS, wields a great deal of clout and will prove to be indispensable for donors as a one-stop window for NWFP development. The alternatives to SDU are non-viable and non-starters.

SDU criticisms and recommendations can generally be precipitated down to one major factor-inadequacy of professionally trained staff. Deficiencies at all functional levels will be addressed so that an initially rapid escalation of key staff positions will be filled followed by a programmed incrementing of staff concomitant with increased Project responsibilities. GONWFP will assume a lead role in furnishing 5 DMG and 'Planner' professionals over the next 4 years, 2 of them in 1992. The Projects will follow suit with PMU senior representative technical staff being seconded to SDU. These latter staff will have dual roles-representing the interests of their IADP at SDU/senior Govt. level plus sharing their expertise/experience over the SDU portfolio range. Donors will be relied on to provide a small number of crucial positions unobtainable from other sources plus expatriate and local TA for at least the first 18 -30 months of Phase II.

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Budgetary provision will be boosted for 1992 to permit a successful launching into Phase II followed by a lower level of funding in base year Phase II which will be pegged to inflation and portfolio demands. USAID recommends the following funding levels:-

* Fully Functional	:	\$319,109/yr.	(Rs. 6,937,426)
* Minimal Core	:	\$229,462	(Rs. 4,988,500)
* Tied to Technical Assistance	:	\$250,253	(Rs. 5,440,494)

It is now recommended that after 1992 which seeks some \$200,000, 1993-on will require approximately a base \$150,000/yr. tied to technical assistance for the first 18 months.

Funding will be sourced from traditional narcotics donors for direct support, from GONWFP for an ever increasing commitment to permanent staffing and indirect, prorated support from non-narcotics Project donors.

Institutional restructuring and other initiatives are to take place in a scenario based on a balance between revolution and evolution and at a pace which is the maximum sustainable for SDU.

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## I. INTRODUCTION.

This preliminary/introductory outline report embraces a critical analysis of the current status of the Special Development Unit, Planning and Development Department, Government of North West Frontier Province, and posits recommendations for future implementation to ensure it's mandate is fully discharged, objectives comprehensively met through upgrading of resources-personnel, funds, infrastructure, and institutional restructuring. Successful implementation of these recommendations should ensure the long-term viability and functional integrity of the Unit.

The impetus initiating this report stems from the funding emergency currently being faced by the SDU in obtaining rapid approval for utilising unspent funds/savings generated in Phase I (officially terminating Dec. 31 1991) for the 1992 project extension and the need to establish a workplan/funding strategy for a second phase of operations programmed for 1993-97 inclusive. There will be a more detailed report prepared in April 1992 preliminary to Phase II PC-1 documentation.

The SDU which is the implementation arm of the Planning and Development Department of GONWFP is funded by the United Nations International Drug Control Programme (UNDCP)-formerly UNFDAC acting as a 'funds clearing-house' and conduit for a consortium of donors dominated by USAID plus counterpart GOP investment. The current cycle of funding terminated December 31st 1991. Sufficient savings have been generated over the duration of the project (project agreement between GONWFP and UNFDAC signed 2nd of June 1985) to enable SDU to utilize approximately 2 additional year's activities at current budget levels or, preferably, 1 additional year at the requisite enhanced budget level if agreement can be obtained for the release of these funds.

This report looks at SDU's long term future (5 - 10 years) in general terms but specifically examines SDU's immediate future (1992) in terms of the expenditure of funds unspent as of 31st December 1991 to enable a transition be made to a second potential phase of funding support in January 1993.

## II. BACKGROUND.

### A. SDEP.

In 1984, the Government of Pakistan adopted the Special Development and Enforcement Plan (SDEP) for the remaining poppy growing areas of NWFP/ Federally Administered Tribal Areas (FATA). The funding of SDEP was ensured by an AID-consortium of Pakistan with commitment from USA, UK, Canada, Italy and the Netherlands. The United Nations Fund for Drug Abuse Control (UNFDAC) now UNDCP, was nominated as the fund-raising agency for the SDEP.

The SDEP envisaged a strategy for integrated rural development in conjunction with a phased programme of law enforcement in the major remaining poppy growing areas in NWFP and FATA. The SDEP called for the planning, implementation, monitoring and evaluation of integrated rural development projects through Provincial Line Agencies in the following areas: Dir District, Chitral District, Mansehra Tribal Area, Mohmand and Bajaur Tribal Agencies. At a later stage, other development and enforcement initiatives could be added. The SDEP calls for development interventions in the fields of agriculture, watershed management, rural infrastructure, off-farm employment and social infrastructure in specified areas in NWFP where poppy is or might be cultivated.

The SDEP adopted a strategy in which development activities are to precede enforcement activities in order to alleviate the severe impact of the immediate ban on poppy cultivation to which a substantial number of small farmers were being exposed. The SDEP gave rise to the SDU which is mandated to implement SDEP objectives.

### B. SPECIAL DEVELOPMENT UNIT.

The main objective of the Unit are:-

#### i. Project Preparation/Design.

To design integrated rural development projects for poppy growing and potentially poppy growing areas covered by the SDEP and ensure that the Project activities are integrated into the ongoing programmes of implementing line agencies of the NWFP, to produce project document and reports as required by funding agencies.

ii. Co-ordination.

To ensure that SDEP initiatives are co-ordinated in design, by funding agencies, in planning, at Provincial level, and in implementation at the project level, by acting as a liaison office between different levels and by providing technical assistance to line agencies and other government units.

iii. Monitoring.

To establish ongoing system to monitor the physical progress of projects and to facilitate financial control over funds provided for the SDEP by donors and the Government.

iv. Evaluation.

To develop streamlined procedures to evaluate the financial status, physical progress and development impact of ongoing and completed SDEP projects.

More comprehensively, the functions of the SDU are:

(a) Planning, Formulating and Processing of Poppy-substitution integrated development projects in NWFP and the Federally Administered Tribal Areas (FATA);

(b) Overall supervision, monitoring and evaluation of such projects during their implementation;

(c) Co-ordination, on behalf of the Provincial Government, with Pakistan Narcotics Control Board (PNCB) and other federal agencies responsible for, or related to, planning and implementation of poppy-related projects in NWFP and FATA;

(d) Co-ordination, on behalf of the Planning and Development Department, with Administrative Secretaries and Heads of line departments and concerned agencies in NWFP both during formulation and implementation of such projects;

(e) Co-ordination in operational matters, on behalf of the Provincial Government, with various multilateral and bilateral donors assisting such projects in NWFP and FATA;

(f) Functioning as the secretariat for a Policy Committee on poppy-substitution integrated development projects to review, inter alia, the linkage between development and enforcement efforts; and

(g) Formulation, management and implementation of integrated area development projects specifically assigned by the Provincial Government.

### C. Overview of SDU Project Portfolio.

STATUS	TYPE.	TITLE	YEAR	DONOR
<b>COMPLETED</b>				
		Narcotics		
1.	1.	Buner A. D. P.	76-87	UNDCP
2.	2.	Malakand Ag. P.	82-87	NAS
3.	3.	Gadoon Amazai ADP I	84-88	USAID
<b>ONGOING</b>				
		Narcotics		
4.	1.	Dir DDP I	85-92	UNDCP
5.	2.	GAADP II	88-93	USAID
6.	3.	Bajaur Ag. P.	89-93	NAS
7.	4.	Mohmand Ag. P.	89-93	NAS
8.	5.	Kala Dhaka ADP	90-93	USAID
		Non-Narcotics		
9.	1.	Buner DP	88-93	EEC
10	2.	Chitral ADP	89-95	ADB/IFAD
11	3.	TADP	92-97	USAID
<b>PROPOSED</b>				
		Narcotics		
12.	1.	Dir DDP II	93-98	UNDCP
13.	2.	Khyber Ag. P.	92-97	NAS/UNDCP
14.	3.	Kala Dhaka ADP II	93-98	GTZ
		Non-Narcotics		
15	1.	Shangla Par ADP	92-97	JICA
16	2.	Mansehra ADP	93-98	IFAD
17	3.	Barani P.	93-98	AsDB

**A. Progress to date.**

**1. Project preparation/design.**

The SDU has designed, or is designing the following projects envisaged in the SDEP.

- a. Dir District Development Project.
- b. Bajaur Tribal Agency Area Development Project.
- c. Mohmand Tribal Agency Area Development Project.
- d. Kala Dhaka Area Development Project.
- e. Khyber Agency Area Development Project (Draft)
- f. Shangla Par Development Project.

**2. Co-ordination.**

The SDU has, or is coordinating the following eleven area development projects:

- a. Dir District Development Project.
- b. Gadoon Amazai Area Development Project.
- c. Kala Dhaka Area Development Project.
- d. Malakand Area Development Project.
- e. Mohmand Tribal Agency Area Development Project.
- f. Bajaur Tribal Agency Area Development Project.
- g. Buner Development Project.
- h. Chitral Area Development Project.
- i. Buner Area Development Project
- j. Tribal Area Development Project

**3. Monitoring.**

The physical and financial progress of a current eight projects are being monitored by the SDU. The Project Review Boards (PRB) chaired by the Additional Chief Secretary (ACS), also review the progress of all these projects and provide policy guidelines to the Heads of the line departments to ensure effective implementation of projects.

#### 4. Evaluation.

The SDU with skeleton staff has conducted evaluation of the following projects.

- a. NAS/INM Project in Adinzai Tehsil, Dir District.
- b. Malakand Agency Area Development Project

#### SDU WORKPLAN as of MAY 1990

A detailed work programme for the SDU was prepared for the 1990 project extension document. Some of the elements in this programme are relevant in that commentary can be made on progress achieved in the past 18 months and which elements can be identified as worthy of inclusion into the SDU workplan for 1992 and Phase II. The original programme is reproduced in italics with appropriate commentary-"CX".

Period July 1990 to December 1991. Written in May 1990

*This Work Programme has been prepared at the request of UNFDAC to complement the, "Proposal for Interim Funding of the SDU".*

*The programme provides a detailed description of the major tasks to be undertaken by the SDU during the period July 1990 to December 1991 and it shows the main objectives to be achieved according to a schedule.*

*Each of the major activities of the SUD are covered, viz:-*

*Project Preparation  
Implementation  
Monitoring  
Evaluation  
Co-ordination  
Technical Support  
Internal Management*

*In addition, an outline work programme is shown for the incoming ex-patriate Agricultural/Development Economist.*

*In accordance with the proposal document, the work programme reflects the intention of the SDU to consolidate and refine its current capability and to lay the foundation for the second stage of the unit.*

## *Implementation*

*SDU has the responsibility for starting and implementing poppy related projects in NWFP. This it does by establishing Project Management Units for each project once ECNEC approval has been granted.*

*The major tasks involved in such an exercise are:-*

- Recruitment of staff*
- Procurement of premises and services*
- Opening of a bank account for the receipt and disbursement of funds*
- Preparation of work programmes*
- Procurement of equipment.*

*It is anticipated that the SDU will implement Bajaur, Khyber, Mohmand and Orakzai projects. These are expected to be approved by ECNEC as follows:-*

<i>Bajaur</i>	<i>approved</i>
<i>Mohmand</i>	<i>approved</i>
<i>Khyber</i>	<i>31 December 1991</i>

*It is therefore the intention to complete implementation of these as follows:-*

<i>Mohmand</i>	<i>- August 1990</i>
<i>Bajaur</i>	<i>- August 1990</i>
<i>Khyber</i>	<i>- March 1991</i>
<i>Orakzai</i>	<i>- September 1991</i>

*In addition to these four, it is likely that the SDU will be asked to implement the Malakand Stage 2 Project currently being prepared by the SDP of the Planning and Development Department. Although no firm timetable can yet be defined, it is hoped that this exercise will be completed by the end of January 1991.*

*The exercise will be undertaken by the DG, Chief and administration staff of the SDU.*

*CX. Both Malakand stage 2 and Orakzai have come to a standstill. Both will be reinvestigated in 1992 for possible reactivation.*

## **Monitoring**

*There will be four aspects to project monitoring.*

- a) Periodic supervision and inspection visits to projects*
- b) Monitoring of financial and physical progress using computerised reporting systems*
- c) Monitoring of critical indicators to assess project impact*
- d) Evaluation upon completion of a project.*

*Exercises, b, and c, will be undertaken initially by the incoming Agricultural/ Development Economist (ADE), with his counterpart, and are dealt within section 1.*

*Previously the SDU has undertaken supervision missions on an adhoc basis. The SDU now intends to develop a standard system and format for both Project supervision and evaluation. To achieve this, the DG intends to solicit the assistance of agencies who already have established systems in order to arrive at a concise and practical system for use by the SDU.*

*It is anticipated that the system will be defined by the end of August 1990 but, it is likely that further refinements will be required as the system is tried and tested. The ADE, when appointed, will be able to provide assistance with this.*

*Ideally the SDU would like to supervise projects every quarter. In this way anomalies in project execution could be identified and timely action taken. However, given the staff and capability constraints, such a programme will not be possible.*

*Therefore, it is anticipated that supervision missions will be undertaken as follows:-*

<i>Dir</i>	<i>-</i>	<i>June-July 1990 in conjunction with the UNFDAC evaluation exercise.</i>
<i>Dir</i>	<i>-</i>	<i>June 1991</i>
<i>Chitral</i>	<i>-</i>	<i>September 1990 and 1991</i>
<i>Bajaur</i>	<i>-</i>	<i>March 1991</i>
<i>Mohmand</i>	<i>-</i>	<i>October 1990 and 1991</i>
<i>Buner</i>	<i>-</i>	<i>April 1991</i>

*These exercises will be co-ordinated by the DG/Chief/RO and will involve the SDU engineers with outside assistance from staff of other projects, the Agricultural University and other government departments, to substitute for the technical staff constraints of the SDU, especially in natural resources subjects.*

CX. This crucial component of SDU's component has been sorely neglected due to the extreme delay in appointment of the CTA. It is now expected that a comprehensive system will be in place by August 1992 or shortly after.

#### *Evaluation*

*A standard format will be developed for project evaluation, concurrently with that of supervision, in August 1990.*

*As there are no projects due for completion within this time period, no evaluation exercises will be undertaken.*

CX. Evaluation exercises will be far more wide-ranging than previously supposed will require annual socio-economic profile benchmarks or benchmark updated to be undertaken. Considerable resources will need to be deployed.

#### *Co-ordination*

*SDU co-ordinates the poppy related projects through the individual Project Management Units, (PMUs).*

*Each PMU is required to post one person to work in the SDU as a Project Officer to process those aspects of project management which require SDU intervention, liaison with government departments or donor agencies and give general administrative support.*

*Therefore, it is planned to establish a Project Management Section within the SDU which will consist of the individual Project Officers and one Research Officer who will have overall responsibility for the section.*

*This exercise is expected to be completed by January 1991.*

CX. This has not been completed . Only two or three projects are fielding representatives. The process will be complete prior to initiating Phase II.

#### *Technical and administrative support*

*The SDU will continue to provide technical support to projects as it has done to date. Inter alia, this has included:-*

- *Approval of PC-Is*
- *Assistance in preparation of work programmes and budgets*

- *Project Formulation*
- *Project Supervision and monitoring*
- *Project evaluation*
- *Participatio: in*
- *Project Approval Committees*
- *Project Review Boards*
- *Project Steering Committees*
- *Settlement of disputes*
- *Liaison with donors*
- *Liaison with Provincial and Central Governments and PNCB*
- *Co-ordination of training programmes*
- *Technical trouble-shooting*
- *Staff recruitment above GL 16*

*Most of these are on-going exercises or are carried out on demand, therefore, any form of scheduling would be inappropriate.*

#### ***SDU MANAGEMENT AND ADMINISTRATION***

*As from July 1990 its is the intention of the DG to restructure the SDU into four sections, viz:-*

*Project Management  
Administration  
Finance  
Technical*

*A management system is to be introduced whereby sections will formulate annual work programmes. Individual staff will then prepare monthly work schedules and objectives. Monthly reports will be submitted which will monitor progress of the work and of the individual concerned.*

*Formats for this system are currently being reviewed with the intention of finalising a system for implementation by August 1990.*

*It is intended that an additional Research Officer, (RO), will be transferred from P&D to head the Project Management Section, by July 1990.*

*An Agricultural Economist will be seconded to SDU as counterpart to the incoming T.A. Economist in July 90. This person will be an established government employee who will remain with the SDU and provide continuity of the economics programme after the departure, at end of contract, of the T.A. Specialist.*

*M*

*USAID has agreed to provide consultancy assistance to the SDU for the refining and finalisation of the "Proposal for SDU Stage II,". Scope of work will have been prepared in June 90 and the consultant is expected to arrive by the end of June. Thereafter the schedule is as follows:*

<i>September</i>	<i>90</i>	<i>-</i>	<i>Completion of Document</i>
<i>December</i>	<i>90</i>	<i>-</i>	<i>PC-I Submission</i>
<i>May</i>	<i>91</i>	<i>-</i>	<i>Presentation to Donors.</i>

*The SDU will occupy new premises as from July 1990.*

*CX. Most of the internal restructuring has not taken place. New configurations have been proposed. The Phase II PC-1 submission will be prepared by April 1992.*

#### *Technical Assistance*

*In the past the SDU has been unable to fulfil many of its project planning and monitoring functions. An attempt will be made to redress this deficit during the planned work period.*

*The proposal document makes provision for the appointment of an ex-patriate Agricultural/Development Economist, (ADE), who will work with a counterpart within the SDU.*

*Terms of reference for the ADE are contained in the proposal document.*

*The tasks to be undertaken by the ADE, in order of priority, are set out below.*

*a) Complete and refine the Project Financial and Physical Reporting systems as initially developed by the outgoing STA. This will require further refinement of the computer programmes to allow for:-*

- Automatic carry forward of figures and presentation of a blank page at the start of each new reporting period.*
- A means of reconciling two different financial reporting periods within one document.*
- A method of sorting data in accordance with the assigned criteria codes.*

*Once this has been finalised and tested on the Dir Project, it will then be introduced to all the SDU projects by the ADE. This will require the training of project staff to enable them to collect and process data at project level.*

b) *The ADE will assist and advise the DG on the formats to be adopted for project supervision and evaluation exercises.*

c) *Determine a system to identify and monitor critical social and economic indicators which will indicate the impact which projects make. Once defined, this should be installed in at least one project for testing and refining.*

d) *Establish an agricultural and rural development data base. This data is essential for both monitoring and planning purposes and although some data is collected by other agencies it is in many instances not of the type required by the SDU. The ADE will determine the data to be collected and analysed and the frequency of collection, however, the following indicate some of the requirements.*

- *Market intelligence for agricultural, horticultural, forestry and natural resources products.*
- *Farming systems survey.*
- *Crop input/output data.*
- *Whole farm input/output data.*
- *Gross Margin analysis by crop, enterprise and whole farm.*

e) *Prepare a standard methodology for conducting socio-economic baseline surveys. This methodology should be tested on at least one project.*

f) *Prepare a methodology for the economic appraisal of project plans. This should also be tested on the newly planned projects of Khyber, Kurram, Orakzai and Malakand.*

*In undertaking this programme the ADE will need to co-ordinate closely with the Monitoring Section of P&D, the Bureau of Statistics, the Outreach Programme of the Agriculture University, Peshawar, USAID and other agencies.*

*In conducting surveys, and for on-going data collection, it will be necessary to obtain the assistance of project staff, in particular the agricultural extension staff, and others in close touch with rural communities. These will require basic training in data collection and conducting interviews objectively.*

*Most of the above programmes will be on-going. Thus it is essential that the basic methodologies of these are completed. Whether or not there will be time to complete this programme will depend upon the date of appointment of the ADE, and the degree of support he receives from the donor and the SDU. However, if the methodologies required can be finalised, it will stand the SDU in very good stead for its transition into its proposed second phase.*

## **RESOURCES**

*In order to undertake the programme the following resources will be required:-*

- *State-of-the-art computer with peripherals and software.*
- *Full-time, skilled, computer operator.*
- *Vehicle.*
- *Full-time, suitably qualified and motivated, counterpart.*
- *Access to a second vehicle.*
- *Adequate office accommodation.*

CX. The CTA was appointed late and has been working on matters somewhat removed from the original ToR due to the SDU funding exigencies pertaining. The resources referred to have not materialised. Computer equipment arrived some 4 months late due to U.N. procurement inefficiency, no counterpart has been appointed to date and no skilled computer operator can be appointed until such time as he has equipment to use. Given the provision of the requisite resources, the ToR, and more, can be completed in 9 months.

#### IV Problem Analysis:

##### A. Background.

The SDU has been the subject of critical reviews and appraisals over the last two years which tend to embrace a commonality of views although expressing differing levels of optimism in the potential of achieving desired institutional and functional capabilities.

The SDU was reviewed by the UNDCP Senior Technical Adviser in 1990 but the observations and recommendations put forward were mostly rejected by SDU executives at the time, however current executives are prepared to take on board some of the criticisms and recommended rectifications.

The USAID funded two consulting teams in 1990, the first headed by Laporte was tasked to recommend the specific positioning of the TADP within the GONWFP. Following on from this study which identified the SDU as the logical home for TADP, a team led by Dalton analysed the SDU as a potential target for strengthening of institutional links and functional capacity to not only handle TADP but to assume greater responsibilities for the USAID - NWFADP which comprises GAADP & Kala Dhaka ADP enabling USAID to move from a projects assistance to a programme assistance mode for all USAID ADP's. Dalton's report was optimistic as to the feasibilities of a reinstitutionalised SDU being upgraded to that level of functional capability which would permit efficient defacto management of USAID programmes as well as other projects within SDU's portfolio. The Dalton report was specific as to the nature of upgrading necessary in terms of assets; personnel, financial, material, in order to allow SDU to meet its mandated objectives.

The above 3 reports cautioned both the government and donors on the urgency of implementing their various recommendations well in advance of the Phase 1 termination date of December 31 1991. However, nothing concrete had materialised in this regard until October 1991 when the recently appointed SDU CTA undertook a fact-finding mission (visiting field projects, examining SDU work-practices, interviewing key personnel in SDU, PMU's, TSU's, donors-especially UNDCP, USAID, IFAD, EEC, NAS, GONWFP executive staff) as to how best re-invigorate and strengthen SDU for a second phase of operations in the face of future funding constraints from the major donor. These constraints relate to intrinsic policy conflicts associated with long-term support of government co-ordinating agencies which are not entirely focussed on narcotics matters. Currently SDU administers several non-narcotics ADP's one of which, Buner, possesses post-enforcement attributes plus a recent resurgence of poppy cultivation.

A case can be made that the non-narcotic ADP's may be labelled as non-narcotics maintenance but this would not fully apply to projects such as the upcoming Barani project.

GONWFP foresees a broader role for SDU, utilizing SDU's expertise and experience in IADP's associated with narcotics issues and transferring these assets to upcoming non-narcotics IADP's in the Province. It is agreed that SDU's future funding will reflect this gradual shift.

Two workshops sponsored by SDU have been recently concluded, one in early December 1991 on sustainability of the TADP in the light of the Pressler amendment and the SDU's role in assuming, with US ADU's funding assistance, full direct responsibility for the TADP PMU after 1994. The second, held in early January 1992, focussed on project implementation within SDU's portfolio and was attended by senior GONWFP bureaucracy, line agencies, P & D, donors and PMU directors and deputies. The results of the latter workshop can be summarized as positively critical of SDU, (as well as other participants in the development process -donors, line agencies, PMU) but generally very supportive of a continuing role for SDU conditional upon its enhancement of capabilities.

During the same period a USAID-funded TADP assessment team has again reviewed SDU with particular emphasis on the capacity of SDU to handle TADP and other USAID-funded projects with special reference to sustainability beyond cessation of USAID funds determined by the Pressler amendment. This team also recommended the strengthening of SDU. SDU has also taken the initiative in approaching the Additional Chief Secretary for his endorsement of requests for GONWFP to upgrade its involvement with SDU from approximately 20% current contribution to a progressively larger share over Phase II. The ACS has agreed in principle to this request, mainly in the form of appointment of GOP - supported personnel and SDU subsequently prepared a detailed presentation for the GONWP Chief Minister, Chief Secretary and Secretary of Finance.

#### B. Former UNDCP STA comments

The following comments and recommendations were submitted by SDU's last consultant. The bulk of his comments were not accepted by SDU executives of the day but it is of value to reproduce them here with appropriate commentary labelled "CX". The commentary is derived from current thinking of SDU, its CTA and GONWFP.

## 1. *Proposed Expansion of SDU*

*Since early 1989 it has been proposed to expand the SDU beyond its projected completion date of July 1990. The most recent proposals are perhaps the most ambitious to date.*

*In February 1990, a proposal to extend the SDU until 1995 was drawn up to be submitted to GOP and ultimately for joint consideration by USAID and UNFDAC as potential donors. The key concepts embodied in this proposal are to:*

- \* extend the scope of SDU to incorporate other multi-sectorial projects in NWFP, such as USAID's Tribal Area Development Project, and extend the SDEP to cover the whole province.*
- \* Creation of four divisions viz: Technical, Administration and Finance, Policy Formulation, and Project Management.*
- \* Appoint 48 technical division staff, 20 policy division staff, a project officer from each project to work at SDU, and 55 staff in the Project Directorate and Finance and Administration Divisions.*
- \* Annual funding of Rs 7.3 million on staffing alone. A new building, computers, vehicles, office equipment etc. would also be required.*

*A separate report commissioned by USAID also recommends (through a process of elimination) that the Tribal Areas Development Project should be located in SDU.*

*Accordingly, there appears to be considerable support for an expanded SDU. A workshop involving all interested parties is planned for May 1990 to resolve the future scope and scale of SDU. To be fair, the recent inclusion of Chitral, the planned inclusion of TADP, and the pressure to expand SDU can be taken as recognition of improved performance over the past 3 years. However, one must question whether a 4.5 times expansion in staff numbers can be justified given the management problems highlighted in Section 3. Certainly, the proposed expansion is several times larger than originally recommended by the STA.*

*CX. Agreed. A 4.5 times expansion is excessive. It is more realistic to expect a doubling of the Unit in the duration of Phase II.*

## *(b) Interim Funding of SDU*

*There is a view that future funding of the SDU is already assured. If UNFDAC impose constraints on the SDU, then USAID will pick up the funding. There is a need to ensure that potential foreign donors to SDU speak with one voice. CX. A completely new funding arrangement is in the offing.*

## *RECOMMENDATIONS*

- 1. At the proposed workshop in May on the future of SDU, the conditions outlined above should have been agreed by all of the potential donors.*
- 2. There should be careful co-ordination of institutional strengthening plans for P & D Department, (USAID, UNFDAC, Netherlands and others), with particular attention to the long term goals rather than immediate needs.*
- 3. Project components should not be so small that they have negligible "visibility" in terms of development impact.*
- 4. A balance should be sought between activities which have a direct impact on poppy eradication and those which have indirect impacts. CX. Agreed. This should be the subject of micro-economic analysis which the current CTA will undertake.*

## *CONCLUSIONS*

*It is difficult to obtain a balanced view of the SDU's achievements. Certainly it has shifted from being virtually non-operative in 1986 to being a functioning and apparently valued unit of the P & D Department in 1990. Although some of its objectives have been achieved, there is still much more that needs to be done.*

*The key point is that merely increasing the staff numbers will not be sufficient. A better balance between technical and administrative staff, an increased proportion of permanent civil servants, and a management system to ensure that each employee performs to a defined job description and routine work plans are all needed urgently. Similarly PMU's must be adequately staffed to undertake the day to day project supervision and monitoring and work to defined schedules.*

*The future role of SDU also needs careful consideration. Within GOP there is a view that the SDU should become the arm of the P & D Department responsible for all foreign donor funded multi-sectorial area development project in NWFP. If SDU moves in this direction, the clear focus of opium poppy elimination could be diffused. Also the expertise and experience in gaining access to tribal areas and building confidence with tribal leaders in exchange for development would need to be supplemented by a more vigorous approach to development planning. Greater emphasis would have to be placed on economic evaluation of projects, establishing other development objectives, and co-ordinating development plans with normal ADP allocations. Until the SDU can demonstrate that it can effectively deliver its opium poppy related objectives it seems unwise to burden it with broader development objectives. That is not to say that at some stage in the future SDU could not become this broader development arm of the P & D Department but such a goal seems to be too ambitious in the next five years.*

CX. It is now understood that SDU funding will be based on a 'user-pays' concept and with UNDCP's expressed intention to diminish its future funding commitment to SDU, SDU must go to the marketplace to obtain funds for its survival. The Govt. foresees SDU gradually assuming specialisation in IADP and it must be remembered that narcotics Projects are but a special-case sub-set of IADP. There is no potential conflict of roles. It may take another 10 years before SDU has no narcotics Projects within its portfolio.

*If UNFDAC withdrew support from the SDU, the probable outcome would be greater donor inputs to the various PMUs. The main loss would be co-ordination of the various poppy-related projects. Presumably, GOP would still rely on P & D Department to answer parliamentary questions in relation to these projects, so there would be a need to provide some co-ordination.*

CX. It is now considered that SDU must be strengthened to make up for the admitted deficiencies in PMU's and regional line agencies. There is no viable alternative to SDU in assuring donor-funded development, narcotics or otherwise, in the Province.

### C. USAID comments.

Comments from the various USAID missions have been compiled and appropriate commentary provided.

#### *General Criticisms:*

\* *Attainment of maximum project impact upon beneficiaries and the income enhancement objectives hampered by inadequate policy formulation and necessary persuasion of all participants (line agencies, provincial authorities at local levels, local leadership circles, and donors) to adopt and apply the formulated policies.*

\* *The Special Development Unit (P&D) and the Project Management Units lacks staff, contracting, physical facilities, equipment, and training capacity to link appropriate methodologies of co-ordination, planning, reporting/monitoring, and evaluation with accompanying technical skills and manage them.*

\* *Present contracting arrangements for SDU/P&D Grade 16 and above are not competitive and the staff strength is not focused on management of defined functions.*

\* *Frequent posting changes of assigned District Management Group (DMG) cadre senior leadership at SDU/P&D and PMU levels adversely affects continuity in performance of these entities.*

\* *Appropriate, field-tested, methodologies for effective co-ordination, planning, implementation, reporting/monitoring, and evaluation of projects in Defined Regions are not well developed.*

\* *Technical assistance for the GONWFP special management structure has been limited, not supported by counterparts, and not adequately adjusted to SDU/P&D management needs.*

\* *Training of staff associated with the GONWFP special management structure has not been developed.*

\* *UNFDAC through AID contributions has sought to assist the GONWFP special management structure particularly at the SDU/P&D level. Other donors have shared in the benefits generated by such an entity.*

\* *Attainment of maximum project impact upon beneficiaries and the income enhancement objectives hampered by inadequate policy formulation and necessary persuasion of all participants (line agencies, provincial authorities at local levels, local leadership circles, and donors) to adopt and apply the formulated policies.*

\* *The Special Development Unit (P&D) and the Project Management Units lacks staff, contracting, physical facilities, equipment, and training capacity to link appropriate methodologies of co-ordination, planning, reporting/monitoring, and evaluation with accompanying technical skills and manage them.*

CX. All the above criticisms have been accepted by SDU and its CTA.

*Recommendations:*

1. *The Defined Region special management structure should be continued and reinforced.*

2. *The SDU/P&D should be reinforced with: (a) adequate personnel selected against function-specific criteria; (b) development management functions defined; (c) designed and field-tested methodologies for managing co-ordination, planning, implementation, reporting/monitoring, and evaluation.*

3. *Reinforcement of the SDU/P&D must be recognized as a long-term process with continuing attention to present Defined Regions assisted plus prioritizing attention to the remaining eleven by the GOP and donors alike.*

4. *Present GOWFP command arrangements and personnel policies for the SDU/P&D and the PMUs should be continued and improved with emphasis upon: (a) steady use of DMG cadre in senior leadership positions accompanied by efforts to prolong post occupancy; (b) much improved incentives for SDU/P&D and PMU contract staff; (c) developing a reservoir of short-term "when needed and available" Pakistani technical specialists and consultant firms.*

5. *Personnel with adequate incentives must be deployed in the SDU/P&D as integrated staff working among five defined functions.*

6. *A choice of future staffing strength of the SDU/P&D at Grades 16 and above must be made as between:*

*Fully Functional-23 (total strength 69); Minimal Core-14 (total strength 50); Tied to Technical Assistance-19 (total strength 54).*

7. *A specially designed and staffed PMU (Laboratory) should be co-located with the SDU/P&D and assigned to: develop/test/adapt known or new management methodologies for use in Defined Regions; and develop and operate modest multi-sectorial projects with one or several Defined Regions. A donor should assume most costs (for three years) of such an effort.*

CX. This has not found favour at this time. It is suggested that SDU must be strengthened prior to any experimentation with PMU laboratories.

8. *In reinforcing the SDU/P&D attention must be paid to incentives, equipment contracting, space, vehicles, supplies, and training.*

*Illustrative annual budgets for the three alternatives recommended in (6) above are (these are for salaries and recurrent costs only):*

* Fully Functional	:	\$319,109/Yr.	(Rs. 6,937,426)
* Minimal Core	:	\$229,462	(Rs. 4,988,500)
* Tied to Technical Assistance	:	\$250,253	(Rs. 5,440,494)

*It should be understood that reinforced SDU/P&D will be co-ordinating donor funding of projects at about \$30,000,000/Yr.*

9. *The Tribal Areas Development Project (TADP) of USAID should be redesigned and reorganized so that (in phase with the UNFDAC assistance until the end of Dec. 1991) it supports reinforcement of the SDU/P&D and establishment of the PMU (Laboratory). Technical assistance requirements are estimated at: (over three years)*

Expatriate	:	Long-term	36 PM
		Short-term	120 PM
Pakistani	:	Long-term	278 PM
		Short-term	280 PM

*Long-term counterpart positions related to the technical assistance must be sanctioned from the recurrent budget (GONWFP) before the technical assistance begins.*

10. *The SDU/P&D will require assignment of a Systems Analyst and stress upon rapidly developing existing computer facilities into effective management tools.*

11. *A special training effort for SDU/P&D and PMU staff must be designed and implemented.*

CX. Again, SDU agrees with the above in principle but not in detail.

### *Building SDU/Capabilities*

*The above model suggests that the performance of the current and planned development projects can be increased if SDU/P&D performs certain support functions directed towards building local capabilities. If the above functions are acceptable to the Government and donors, there is a need for a strategy to build SDU/P&D capabilities.*

*Of primary importance is expanding SDU/P&D's staff and operational resources but done in a manner that helps insure a sustainable capacity. This might be accomplished through Government financing of core positions and operations, with the foreign donor projects contributing to expanded areas of mutual concern. This should be done on an evolutionary basis, with concentration on: a) planning; b) project monitoring and resource control; c) technical oversight; d) popular and private sector participation; and e) information systems development.*

*For developing SDU/P&D's capabilities an overall plan is needed, incorporating the Dalton and UNDCP recommendations, with at least a five year time frame. Serious consideration, at least on a trial basis, should be given to developing (with project funding initially), divisional or district/tribal agency SDU/P&D offices, with responsibilities for planning, investment promotion, and the involvement of communities and the private sector in development planning and decision making.*

CX. Most of these initiatives are under consideration by SDU.

USAID's Comments on SDU structure.

### *Choice of Structure:*

*Resource availability and the target define the choice. The target is development of mechanisms which assure site-specific integrated multi-sectorial project operations adjusted to the political, security, and leadership conditions in remote tribal areas or other areas affected by poppy-growing or with a high potential for future poppy production.*

*Deployable resources are limited in numerous ways. Line agencies have very small staff in tribal and other remote areas. The areas have limited access.*

*Government authority cannot be applied in some locations. At the same time, domestic and foreign financial resources cannot meet the total developmental needs in these areas.*

*What kind of modalities should be present when a target of the kind noted above and limited resources comprise the programming environment? Sketched in the Northwest Frontier Defined Region context there are nine:*

- \* Political Engaging tribal, local, and provincial representatives in planning and implementation according to general policy guidelines.*
- \* Administrative Building on the decision-making and project execution structure, including financial management and accounting, of government at provincial, local and tribal levels.*
- \* Mobilization Engaging line agency technical capacities and marshalling financial resources: domestic and foreign, for development activities according to general policy guidelines.*
- \* Integration Harnessing mutually supportive implementation capacities, where relevant, of tasked agencies such as P&D, line agencies, specialized agencies like the Bureau of Statistics, autonomous bodies, and village or tribal participants.*
- \* Technical Developing reliable but simple data bases required in determining choice of project sites, project content, project monitorable as well as evaluative indicators of progress/impact, etc.*
- \* Planning Develop methodologies adjusted to the general policy, GONWFP PC-I, basic data, and donor requirements for project design and apply all the modalities described above.*
- \* Implementation Direct/assist line agency technical capabilities and Maintenance at project site with attention to sustainability of project outputs.*
- \* Monitoring Develop simple methodologies of management and Evaluation information gathering/analysis, and technical/social benchmark definition for monitoring and evaluation. These should be used in project design. For example, defined project outputs that are measurable and show beneficiary impact; map physical location of each sub-project with supporting reference number, budget, identification of beneficiaries; show concentration by valley or other physical parameter, etc.*

\* *Commitment*  
*ing all of the foregoing.*

*Establishing policy, organizing, and fund-*

### *A Possible Framework*

*In a simplified form, built upon the existing structure, management and technical services functions should be performed through the individual project management units. To support these investments, there are certain functions that may be performed by central organization such as SDU/P&D. These include:*

- 1) Government and donor co-ordination (existing function, well performed):*
- 2) Project monitoring and broad resource control (existing function but not performed due to a lack of professional capabilities);*
- 4) Planning, investment promotion and evaluation, on a more decentralized basis (new function);*
- 5) Information systems development and standardization (new function); and*
- 6) Development of vehicles and processes for increased popular participation (new function).*

*In carrying out these functions, the concentration should be on guiding and developing models for increasing lower level, planning and management capabilities.*

CX. here is no disagreement from SDU on the above but timing is important. PMU upgrading will proceed slowly because of professionally-trained staff shortage and therefore a priority would be to ensure that the responsible co-ordinating agency is radically upgraded first to assist in the future development of PMU's.

## V Prospects and Recommendations

### A. Institutional Restructuring and Strengthening

1. SDU is to be vested with more authority. The DG is to be sole spokesman/proxy for ACS at all operational levels including dealings with Commissioners and Line agency heads. Only crucial policy matters are to be referred to ACS but full briefing is to be maintained.

2. SDU is to be granted more internal autonomy. GONWFP admin. protocols are to be relaxed within the SDU in order to be more responsive to donor needs.

3. Permanent Govt staff are to be recruited to fill appropriate positions. This modest, 5-year staffing schedule (depending on TADP assets) needs to be spelled out, negotiated, agreed to, authorized and implemented. The request is for 5 staff over 4 years.

4. SDU Rapid-Response Group (DG, Chief, CTA) will be instituted. The SDU RRG's role is to expedite matters of concern to donors and to initiate planning, fund-raising for new narcotics/IADP projects, etc.

### B. Funding Strategy

There will 2 major strands of funding. The first will concern SDU's traditional funds clearing house UNDCP. It is expected that UNDCP will take lead role in Phase II direct funding and act as a conduit for NAS/INM and any other donor which is inclined to become involved in anti-narcotics development programmes and projects. It is not expected that UNDCP will act as a the bulk supplier of Phase II funds but, optimally, it will take a lead role in ensuring that SDU's budgetary horizons are guaranteed and make up any shortfall in funding levels during Phase II. It is difficult to formulate an exact mechanism to maintain this funding strategy but clarification should be available during PC-1 deliberations.

UNDCP should take responsibility for the provision of TA during the formative period of Phase II to ensure UNDCP's investment in Phase I is safeguarded and the directions taken in Phase II are optimal for all concerned parties. It would be expected that USAID would transfer funds surplus to its husbandry requirements for TADP and NWFADP to UNDCP for utilisation in the general TA position.

(i) GONWFP

Some 20% of SDU's budget is supplied by GONWFP. It is expected that this level may grow to 50% by the end of Phase II in 1997. GONWFP inputs will concentrate on the provision of permanent administrative staff plus some provision for sub category 16 support staff.

(ii) UNDCP

UNDCP will fund SDU's transition into Phase II by releasing unspent funds to upgrade SDU's capabilities in an across-the-board manner and take special responsibility of acting as a 'fail-safe funds topping-up' mechanism. Proposals for this will be spelled out in April 1992. UNDCP will also act as the principal narcotics donor funding 'clearing-house' for Phase II.

(iii) Projects.

Phase II funding strategy for SDU to focus on individual project support through secondment/attachment of senior personnel from each Project together with provision of prorated, earmarked funds from current and proposed projects. In return, SDU will provide a comprehensive PBME service (targeted to both donors and Govt.), facilitation of the Project/Govt./Political interface, professional advice/direction, recruitment services, representation within its organisation and therefore within the higher echelons of GONWFP, etc., thus significantly reducing resource needs within Project PMU/TSU's.

Greater emphasis will be placed on non-narcotics Projects for indirect funding of SDU through both personnel representation and assistance with recurrent expenditure.

Essentially, SDU's objective will be to attain direct-source budgetary self-sufficiency within 2-3 years of Phase II inception based on contributions from Projects & Govt. UNDCP's role will then revert to a 'fail-safe' funding mechanism. A portfolio of future project funding sources is outlined below:-

- UNDCP. DDDP II (PC-1 revision informally agreed to in-principle)
- ADB/IFAD. CADP (informally agreed to in-principle)
- NAS. Bajaur & Mohmand-direct funding from INM through UNDCP (informally agreed to)
- CEC. Buner (to be negotiated)
- JICA. Shangla Par (to be included in PC-1)

- IFAD. Mansehra (to be included in PC-1)
- UNDCP/NAS. Khyber (to be included in PC-1)
- GTZ? Kala Dhaka II (to be included in PC-1)

(iv) USAID

Agreement has already been reached in principle with GOP to amalgamate the TADP/PMU program within SDU. Elements of NWFPADP and TSPU may also follow suit. These moves lessen the burden on UNDCP and individual project funding to support personnel, equipment, O&M, but not general recurrent expenditure.

The following represents USAID's current thinking on transfer of assets to SDU:-

"One past problem with USAID assistance has been a tendency towards direct management rather than institution building. Currently, USAID is giving serious consideration to the integration of its resources into the governmental structure, with the condition of firm commitments to core staffing and coverage of recurrent budget costs.

USAID has several resources, albeit on limited time schedules that may contribute to SDU/P&D's development:

NWFADP which is in the process of phase-out but which could add trained personnel and equipment and vehicle resources to SDU/P&D;

TADP, with PC1 approved for a PMU under SDU/P&D, could increase its technical and planning capabilities;

the Coverdale contract for training and institution building; and related projects such as NGO and private sector development, the primary education, university assistance, and the Afghanistan initiatives which can contribute know-how, if not resources.

If the proposed re-orientation strategy is accepted, USAID resources from the above should be directed, on a negotiated and reciprocal basis with the Government, towards developing SDU/P&D capabilities in:

- 1) regional planning and economic analysis;
- 2) community participation approaches;
- 3) information systems development; and
- 4) improvement of technical support in engineering and in agricultural planning.

These priorities suggest a reassessment of USAID's current phase-out plan, giving special emphasis on maintaining capabilities for assistance in planning, information systems, and popular participation. A senior engineer is also required to build planning and technical oversight capabilities. As part of the planning and technical oversight capabilities. As part of the planning initiative, priority should be placed on agricultural planning, with special reference to domestic and international market potential's.

The training agenda should include a series of conceptual and decision making workshops at the provincial and the tribal agencies designated for developing a decentralized, decision making model. Overseas training may be valuable if done on a participatory basis where the trainees are assigned to work with a particular unit for a period of at least three months. Some immediate possibilities are: town (United Kingdom) and county (United States) planning agencies; regional and district governments (Japan, Tanzania and Botswana); and general (the international Institute for Rural Reconstruction in the Philippines).

One innovation that TADP may wish to test is establishing a SDU/P&D unit at the tribal agency level, with a planner, social organizer, and research officer. Its intent would be to develop a model for decentralized planning and development decision making.

### Summary of Recommendations

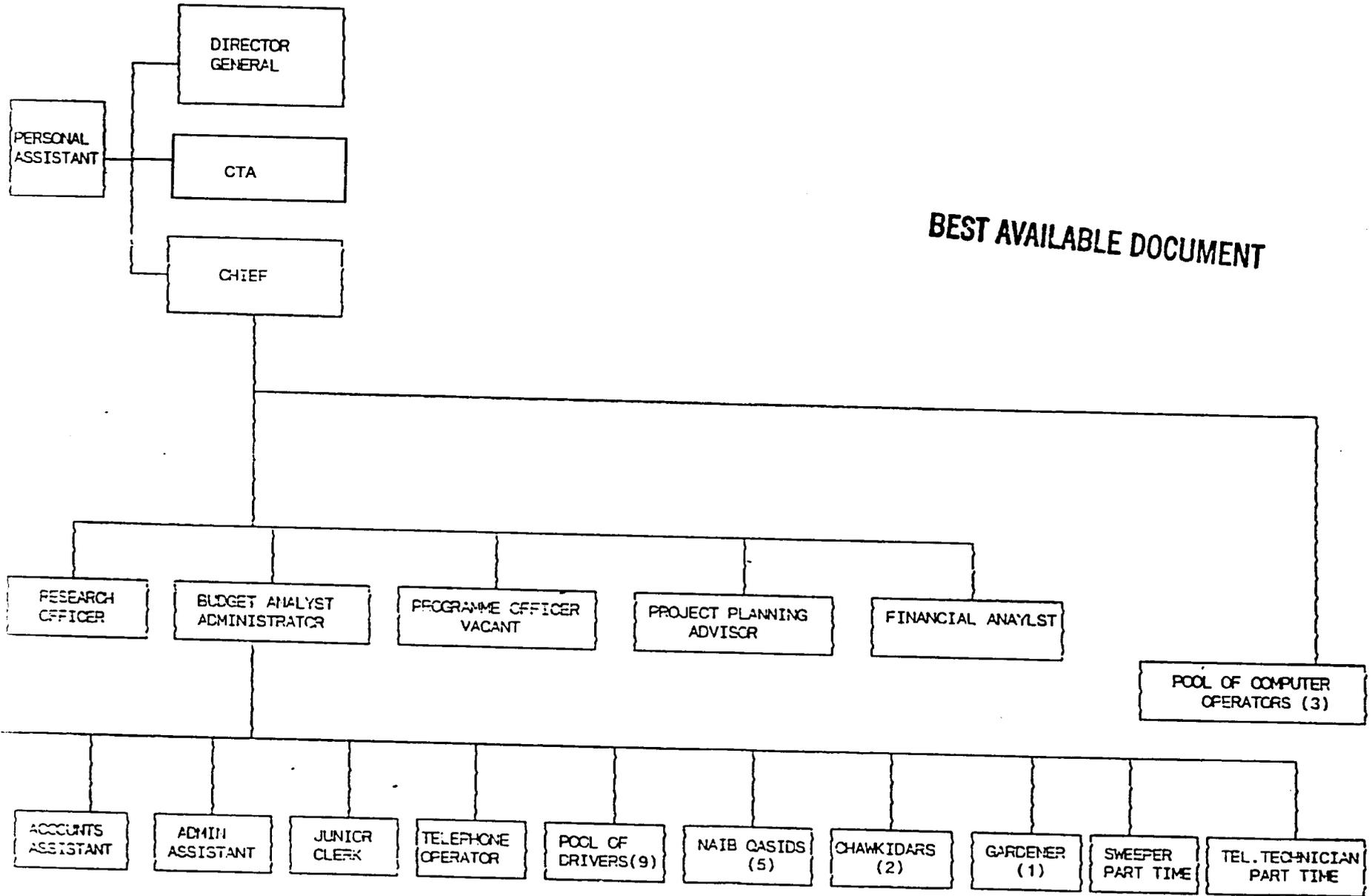
The above discussion suggests a series of recommendations that should be considered with full consideration of the Dalton report and UNDCP proposal for the longer-term development of SDU/G&P.

1. Place high priority on developing SDU/P&D institutional capabilities, with particular reference to decentralized regional planning, information systems development, and popular participation.
2. USAID and SDU/P&D develop a time-phased plan for the provision and integration of Government and USAID resources, starting immediately with the establishment of the TADP PMU.
3. On an experimental basis, SDU/P&D and TADP establish units at the tribal agency level to test and develop models for decentralized and participatory development planning and decision making process.
4. In line with its longer-term institution building plan, SDU/P&D require foreign-financed projects to contribute personnel and/or financial resources in support of its central functions".

### C. Personnel

The following points comprise the main framework for recommendations for personnel enhancement.

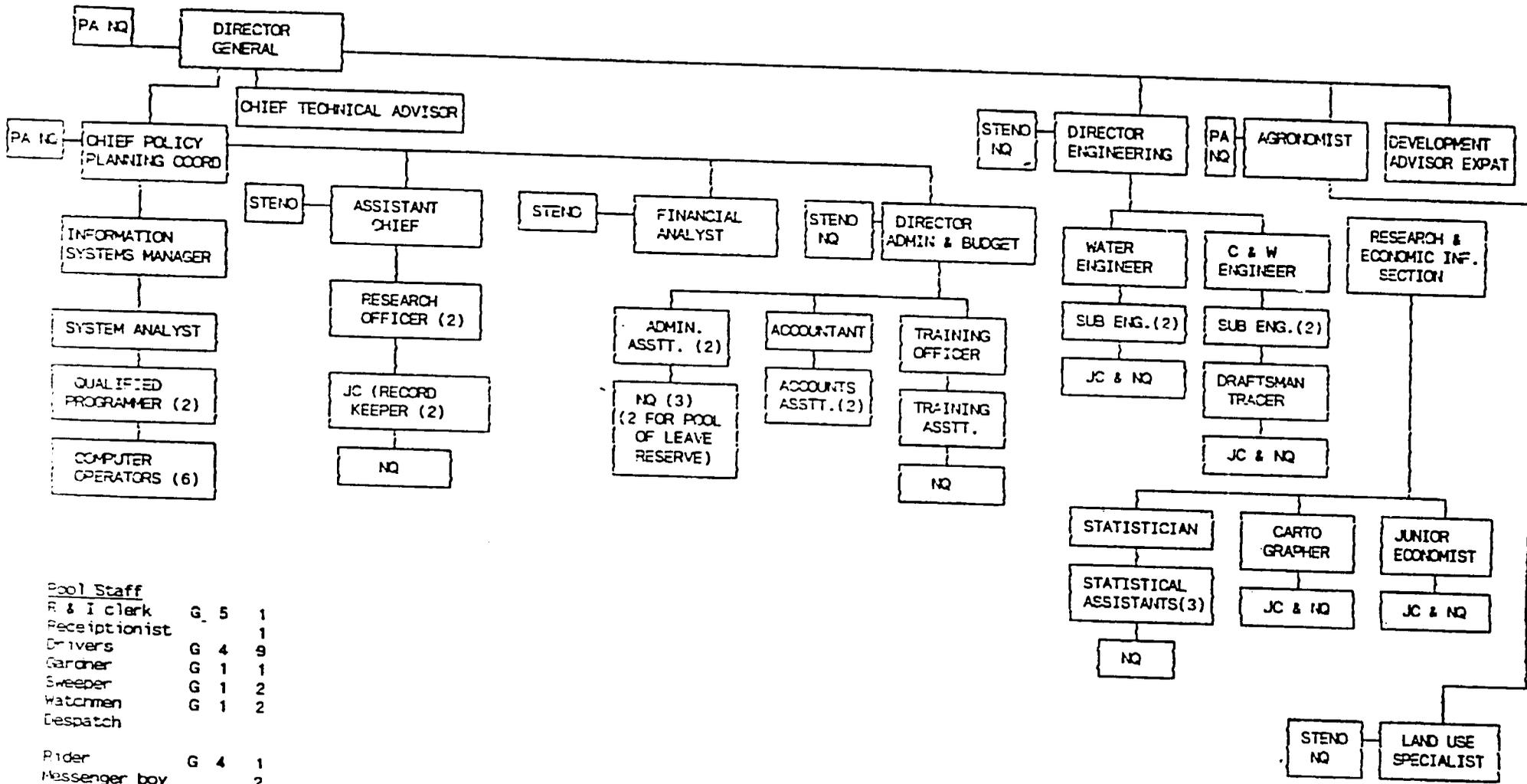
1. Retain current DG & Chief until at least Jan. '93. Tenure of future appointments of DG, Chief to be minimum of 2 years.
2. Future appointed DG to come from DMG cadre and 'on way up'. 'Political' appointments to be avoided.
3. Future appointed Chief to come from DMG or Planners. Should be senior level 18 in order to interact more meaningfully with DC's, political agents.
4. Retain UNDCP CTA for formative portion of Phase II to maintain professional continuity during transition period and links with main donor. Future CTA's tenures to be minimum of 2 years.
5. Maintain fund for expat. & local short-term consultancies. Executive authority of fund to be vested in SDU RRG.
6. SDU to be reorganized into sections:-
  - (i) Policy & Administration. Headed by DG/Chief. CTA to have non-executive membership status.
  - (ii) Regional Projects Co-ordination/Control. Headed by Chief
  - (iii) Planning. Headed by Regional economist/planner.
  - (iv) Monitoring & Evaluation. Headed by Agric. economist/Social scientist, 2ic to be engineer, 3ic to be systems expert.
  - (v) Research & Training. Headed by current RO.
  - (vi) FATA Projects. Headed by TADP Director.
7. CTA counterpart to be appointed without delay. The counterpart will assume responsibility for the PBME section.
8. Two senior Govt. 'planners' to be appointed immediately to supervise, under the Chief, the Regional Projects section. Additional support staff to be appointed without delay.



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**PROPOSED CHART OF THE SPECIAL DEVELOPMENT UNIT**



**Pool Staff**

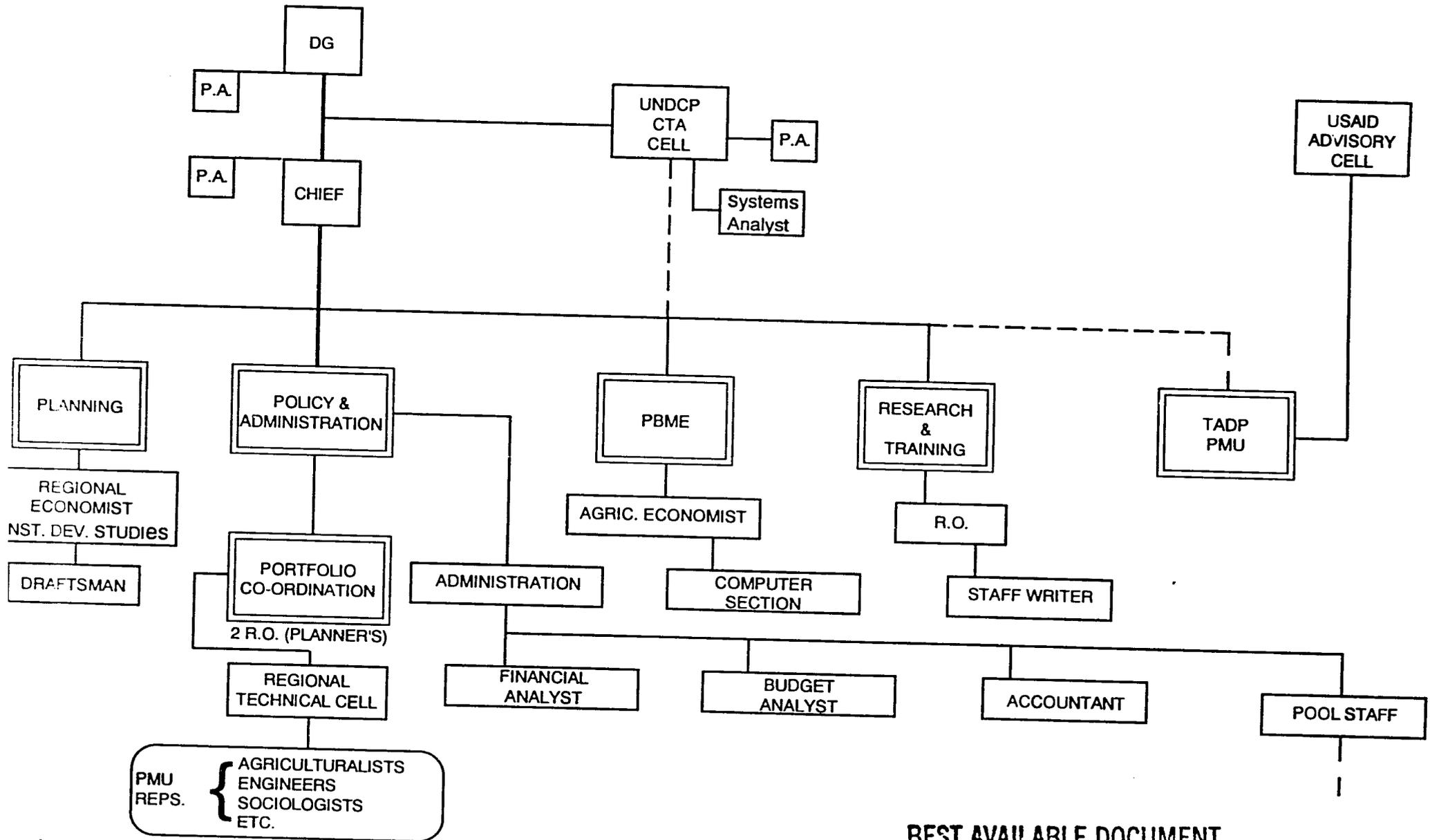
R & I clerk	G 5	1
Receptionist		1
Drivers	G 4	9
Gardner	G 1	1
Sweeper	G 1	2
Watchmen	G 1	2
Despatch		
Rider	G 4	1
Messenger boy		2

Note: No planning, monitoring and evaluation section is necessary to be established. Each department should do its own monitoring and feed the computer. Evaluation should be done by a team of three officers drawn from different disciplines within the SDU and a representative of the donor(s) or it should be got done from outside consultants.

Note: Abbreviations:  
 JC - Junior Clerk/Typist (Record Keeper)  
 NQ - Naib Qasid (Office boy)

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# SDU - OPTIMAL ORGANOGRAM



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9. A senior contracted appointment of a regional economist to head the planning section to be made as a permanent 'secondment' from IDS.

10. PMU secondment to be established through dialogue with GONWFP and relevant donors. Selection criteria should emphasise PMU/donor's choices on whom best to represent the Project at SDU and SDU's objectives in obtaining an optimal mix of technical staff best suited for portfolio balance.

#### D. Other Initiatives

1. Increased co-ordination and integration and evaluation of projects within Project portfolio by:-

A. Increased representation of projects at SDU through seconded personnel

B. Increased inspection visits and fact-finding missions by SDU to projects

C. Institutionalizing of Quarterly Meetings/Field Days

D. Increased travel by Project personnel to SDU

E. Institutionalizing of Newsletter (quarterly-to follow meetings in C above)

F. Improved communications-computer modems, if necessary plus short-wave radio where telephone linkages are poor.

G. Radical enhancing of monitoring and evaluation.

2. Enhanced regional planning capability and anticipation of new projects predicated on identified narcotics hotspots'.

A. Appointment of regional economist to SDU to head Planning Section.

B. Increased dialogue to ensure Province-wide cohesion in current and future development planning and enforcement issues with:-

- (i) SDP section, P&D (important to dovetail future SDU planning thrusts with GONWFP-accepted recommendations put forward by Netherlands Economic Institute.
- (ii) FATA section, P&D
- (iii) Institute of Development Studies, Agric. University of Peshawar
- (iv) PNCB/Peshawar

C. Recommendations put forward by USAID consultant Sahibzada Raouf Ali Khan to anticipate future narcotics 'hotspots' and strategise countermeasures to be followed up and implemented without delay.

3. Specialization of staff coverage within SDU's cadre to represent best quality expertise for the given budget, at:

(a) professional technical level;

Economics-regional, developmental/agricultural  
Agriculture-crops, animal husbandry, forestry  
Engineering-infrastructure, civil, roads, irrigation  
Sociology-WID, population control, Health, Community participation, religious matters

at: (b) support level;

Accounting

Administration/planning

Staff-writer/journalist

Draftsman

Computing/systems analysis

4. Training

In-service and formal training locally and overseas (in special circumstances) for SDU, Project and selected Line Agency personnel.

5. Computerization

Comprehensive LAN and DB system to be installed within SDU with external links to PMU's, P&D, Donors.

6. Provision of consultancy funds for both short-term and long-term assignments by expatriate and local experts.

7. Accommodation

New H.Q. to be provided with adequate accommodation for an expanding personnel establishment, upgrading of office facilities to absorb increased equipment-computer, communications, training, conference rooms, parking space, etc.

8. Introduction of standardized analytical procedures for PMU's.

SDU will attempt to upgrade new Project PC-1's with reference to sub-project cost/benefit analysis. Where provision exists, more robust and exacting guidelines will be introduced to ensure optimal economic and social returns from Project investment. Methodology will be devised which allows multi-objective narcotics projects to be evaluated in similar manner to IADP.

E. Work Plan 1992

1. Activities directed toward Phase II funding (see above). This will take precedence over other functions as new funding must be in place by the second half of 1992.

2. Base Functions

(i). Project identification.

(a) Pipeline projects.

SDU will follow up on details of projects such as Shangla Par, Mansehra and Barani & prepare action plans for their rapid commissioning by GOP and donors.

(b) Anticipated Projects.

USAID has commissioned a report by a local consultant, Sahibzada Raoof Ali Khan to map out anticipated movements in poppy cultivation in NWFP but especially in the tribal areas covered by TADP. SDU will implement recommendations from this report by identifying appropriate anticipatory projects for submission to ECNEC and donors.

Other proposals such as donor identification for Kala Dhaka II and donor substitution for TADP will be prepared well in advance of project termination.

(ii). Project Preparation activities

Activities will centre on launching Khyber and DDDP II and ensuring that both up-coming projects will not lack for resources. DDDP II is a special case in that SDU must go to great lengths to ensure problems occurring in DDDP I do not beset Phase II. Khyber is also special because of its major laboratory elimination and enforcement component. Khyber offers the opportunity for SDU to dovetail its activities with PNCR as has been recommended by various agencies.

(iii). Project Benefits Monitoring and Evaluation.

As has been referred to by SDU and its reviewers numerous times, progress in PBME has been minimal. The newly appointed CTA has been tasked to formulate and implement a computerised PBME system to cover all projects within the SDU portfolio including SDU itself. The system will be sufficiently comprehensive to cover all indicators, primary and secondary of existing systems, whether they be USAID, AsDB, etc., and provide a standardized service for both GONWFP and donors.

Monitoring systems have already been installed in all projects, but these are of varying quality and usefulness. Evaluation has been impossible or minimal in most instances due to lack of appropriate benchmarks and socio - economic profiles that can be considered incontrovertible.

The future PBME section, once upgraded, will be competent to execute with PMU monitoring officers, all monitoring procedures and database progress on the SDU LAN server hard disk.

Evaluation, however, is too formidable a task to be handled by SDU and the PMU's alone. It is intended that SDU will commission the Institute of Development Studies to carry out annual evaluations of all projects, including SDU, in a standardized format which will allow meaningful comparisons to be made between projects and between years.

Evaluation is viewed as an ongoing, annual contracted consultancy, supervised by SDU but executed by IDS to high standards in conformity with GOP/ GONWFP and donor requirements.

(iv). Project Co-ordination, Implementation, Support.

Major efforts will be directed at co-ordinating and integrating SDU's portfolio and providing the quantity and quality of support back-up required by PMU's.

There will be greater emphasis on intercourse between SDU and PMU's and between PMU's themselves by frequent planned visits, the holding of workshops, field-days and promotion of the SDU quarterly newsletter as a medium of ideas expression and cross - fertilization. SDU will switch from a monitoring to a pro-active role to catalyse development progress in conformity with GOP and donor expectations.

(v). Institutional Restructuring, Upgrading of facilities.

Reference has already been made to institutional re-structuring and the upgrading of facilities and performance are mentioned in 'other initiatives'.

SDU will revamp its internal management to increase its absorption capacity of additional personnel, better communications, increased computerization, increased travel.