

**UNDP Islamabad**  
**Trial District Development Programme in Baluchistan**  
**PAK/96/021**

**LIST OF ABBREVIATIONS**

ACS Additional Chief Secretary  
ADP Annual Development Plan  
ASL Above Sea Level  
BLCEA Balochistan Local Councils Election Authority  
BEMIS Balochistan Education Management Information System  
BHU Basic Health Unit  
BRSP Balochistan Rural Support Programme  
CBO Community Based Organization  
CIC Community Information Committee  
CO Community Organization  
COR Cluster Organization Representative  
DC Deputy Commissioner  
DEO District Education Officer  
DMIC District Management Information Center  
DMIS District Management Information System  
DMU District Management Unit  
DPA District Project Advisor  
EDC Enterprise & Development Consulting  
FSO Female Social Organizer  
GIS Geographic Information System  
GOB Government of Balochistan  
HMIS Health Management Information System  
IRG Institutional Reform Group  
LG&RDD Local Government and Rural Development Department  
MISS Management Information System Specialist  
MNA Member of National Assembly  
MPA Member of Provincial Assembly  
NGO Non-Governmental Organization  
NPD National Project Director  
PA Project Advisor  
PACT Project Accountant  
PC Project Coordinator  
P&DD Planning and Development Department  
PHED Public Health Engineering Department  
PIRG Provincial Institutional Reform Group  
PMS Project Monitoring Specialist  
PMU Project Management Unit  
PSC Provincial Steering Committee  
PSDP Public Sector Development Programme  
SAP Social Action Programme  
SO Social Organizer  
SOP Standard Operating Procedure  
TC Training Coordinator  
TDMP Trial District Management Project  
TOP Terms of Partnership  
UNDP United Nations Development Programme

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## 1. BACKGROUND AND CONTEXT

### 1.1 Introduction

"**T**he Government of Balochistan is committed to the economic development of the province and the objective of its **economic policy is to achieve prosperity and progress of the people of Balochistan and to attain the highest possible level of development of the province through optimum utilization of the resources available and enforcement of appropriate policy measures, financial discipline and balanced inter-sectoral and inter-regional development**" (White Paper, Budget 1997-98, GOB). "Some of the principles of this policy are to have an efficient administrative set-up, to create a responsive Government at all levels to ensure that the people of Balochistan can pursue the path of prosperity and progress without obstacle, to adopt an integrated development strategy emphasizing on regional development prioritizing development activities in favor of under-developed regions, to involve community participation at the grass roots level for the development of enterprise development and income generating opportunities, to introduce a system of user charges with active participation of the community at all levels of the service delivery in a systematic manner and to mobilize national and international resources for the achievement of rapid economic growth of the province" (Principles of Economic Policy, GOB, 1997).

The Government of Balochistan has been working with the United Nations Development Program to assess how this can be achieved through the design of a Trial District Management Project (TDMP). The districts of **Jhal Magsi** and **Loralai** have been selected for the implementation of a pilot project in which new institutional arrangements are proposed on a trial basis. The purpose of the TDMP is to **assess the types of institutional reform and other changes that might be required for decentralizing the delivery of public sector services and making them more effective through employing participatory methods**. Consultants were engaged by UNDP and the Government of Balochistan to assist in the preparation of the project document for UNDP and a PC-1 for the Government of Balochistan. The consultants conducted detailed field visits in the selected districts with all major stakeholders including the Deputy Commissioners, line agencies, local government institutions and village communities. The essential aspects of the project design have been prepared and discussed with selected line agencies, local council representatives and community members at the provincial, district and village level to secure their agreement and concurrence.

### 1.2 Description of the Sector

It is expected that all institutions of local development and all the major sectors e.g. social sectors, agriculture, livestock and irrigation will be impacted in the manner in which they deliver services at the village and settlement level. However, the local government institutions will be the principal agencies strengthened at the local level. The description of local government institutions, the social sectors and some of the other key services, which will be covered under the proposed project, are given in the sections below. TDMP will deal principally with village and cluster level infrastructure and services. The cluster level is defined as a group of 3 to 4 villages.

#### 1.2.1 Local Government Institutions

The local government system in Pakistan consists of representative institutions, which exist at the level of district and union councils for the rural area, and at the level of Municipal Corporation, municipal committees and town committees for the urban zone. The exact nomenclature of these councils in the urban areas depends upon the population size. This system of local government in Balochistan is based on the Balochistan Local Government Ordinance of 1980. This grew out of the Martial Law Regime and entailed a re-organization of the previous system established under the Basic Democracies period from 1959 -1972. The Local Government and Rural Development Department (LG&RDD), which also assumes the technical functions of planning, contracting, supervision, and monitoring of development activities at this level, oversees the operation of these local councils. In this way, the LG&RDD serve as a kind of executive branch of local government, although it is appointed and controlled centrally, not locally. Together the elected institutions and the LG&RDD constitute the local government system.

The Local Government Ordinance set up a three-tiered structure of councils for rural and urban areas; provides for direct elections of the Chairmen of all councils for a term of four years; and limits the role of the councils to non-political local governance and rural development, with local government members prohibited from contesting national elections on a party or political basis. In practice the system has worked as a two-tiered structure since the Tehsil level was suppressed. The Union Council represents the lowest tier of the system in the rural zone, designed to cover an area with an average population of 10,000-15,000. The number of members on a union council ranges from 7 to 15, all of whom are supposedly elected on the basis of universal adult franchise. Peasants, workers, and women are designated as special interest groups for whom a specified number of membership rights are reserved. The Chairman is elected by majority vote of the members and receives a monthly honorarium from the government.

The district functions as the basic administrative unit in the province. Members of the District Council are both elected and appointed and include one elected representative from each Union Council in the district; all elected Chairmen of the district's town and municipal committees and municipal corporations; and a specified number of members representing special interests such as women (2), peasants (1), and workers (1) as well as eventual non-Muslim members determined by the government. The Chairman of the District Council is an elected councilor who receives a monthly honorarium for his functions. The Deputy Commissioner of the district is a non-voting member of the district council. Urban councils comprise town committees for towns with a population of between 5,000 and 10,000; municipal committees for cities with a population between 10,000 and 100,000; and municipal corporations for cities with a population over 100,000. The number of members in these urban bodies varies according to the size of the population. One seat is reserved for women on every town committee and municipal committee, as are interest groups. The government fixes separate seats for women and minorities in the municipal corporation as well.

Local councils are designed to serve as agencies for development as well as to carry out the basic functions of local government. In the rural areas, functions of Union Councils are improvement, and management of public works and services as well as for promotion of agriculture and village industry. The union council is supposed to formulate annual development plans, is supposed to act as the construction and maintenance agency for sub-sector, and is charged with monitoring the implementation of development projects of the provincial line departments. Urban Councils perform similar functions in the urban zone. The District Council has similar responsibilities at the district level. It draws up a district development plan on the basis of development targets and financial allocations set by the provincial government and oversees both the Union Councils and town and municipal committees on matters of finance through disbursement of annual development plan funds for approved projects. It is also responsible for reviewing the implementation of the district development programme.

In practice, the local councils and district councils are not undertaking these roles and responsibilities. Over the years, this system of local government has become disempowered especially in the rural areas. Their finances are limited and their links with community organizations are non-existent. The development functions assigned to the local councils, covering such a vast array is simply beyond their power to carry out in the present situation. This is due to the extremely limited revenue base, especially of the rural councils, and to the difficulty of raising more funds through expansion of the tax base. The lack of village or neighborhood level councils is seen to present an especially acute problem, leading to an institutional vacuum at the grass roots level. Furthermore, the population requirement of 5,000 for the establishment

of a town committee and 100,000 for a municipal corporation is seen as too high for Balochistan where small towns and cities could benefit from the powers and facilities accorded to urban entities.

The situation of the local government at the district level in Jhal Magsi and Loralai confirms the above description. The local bodies have become an appendage of the Local Government and Rural Development Department. The secretary of the local Union Council or the town committees literally supervises or oversees the functions of the local body. The local councilors are involved in decision-making only symbolically. While in some cases the local bodies have ability to generate revenue for instance the Town Committee at Gandhawa and the Municipal Committee at Loralai both levied octroi taxes through which they meet their expenses, in most cases the local bodies are dependent on meager government grants. The District Council in Loralai generates a small amount of surplus that ranged between Rs 82,000 to Rs 367,112 in the last three financial years. The District Council in Jhal Magsi is unable to generate sufficient resources for even its recurrent expenses and had a deficit of Rs 246,000 in the FY 1996-97 (BLCEA). No mechanism exists to channel funds directly to the local bodies by the federation. While at the federal level, the elected representatives are the final decision-makers, at the local bodies' level; the elected representatives are accountable to the bureaucracy. In Jhal Magsi, according to the local population, the landed class of Jhal Magsi nominates members of both union and district councils. In some cases the members do not even know that they have been nominated for the councils. While the situation in Loralai is much more pluralistic because of the tribal heterogeneity, the tribal feuds play a large part in the local bodies. Tribal affiliations not only color local politics but also give rise to serious tensions when development is sabotaged for political purposes.

Attempts to address the weaknesses in the system have taken many forms. Studies have been conducted on ways to strengthen measures designed to expand the local tax base. Also, in recent years, a growing number of attempts have been made to establish appropriate institutions at local level to serve as true participants in development processes. Non-governmental organizations are being strengthened and local communities are being encouraged to assume greater responsibility for local development initiatives. This in turn implies willingness on the part of government authorities to devolve decision-making authority and power to the grass roots level. However, none of these measures have been very effective due to lack of finances and links with local communities or effective links with line departments. Some of the main issues that have been reviewed with respect to these local government institutions are whether these local government institutions have a role to play in the process of decentralization at the district level. Most line department staff, local representatives, political leaders concurred on the need for a more active role for the union councils. These institutions have a role to play especially at two levels; in regulating the services of the line agencies and creating a system of dual accountability by becoming truly representative bodies, by providing a system of support for local governance to the village organization. There is agreement that these councils should be developed as credible institutions at the local level for the purpose of fostering and developing local settlement and village organizations. There is a need to expand their role, increase their revenue powers and revenue base and to enable them to play a regulatory function for the services of the line department staff.

### **1.2.2 Public Sector Services**

**Rural Water Supply:** Water supply and sanitation coverage in Balochistan was estimated to be only 22% for the rural population and 38% for the urban population (IWACO, 1993). The Public Health Engineering Department (PHED) and the Local Government & Rural Development Department are mainly responsible for the provision of water supply. The water supply strategy developed by the government of Balochistan in its Strategic Investment Plan and the Social Action Programme hinges on service delivery to the most poorly served areas, institution of cost recovery mechanisms and, where feasible, community financing of operation and maintenance. The Public Health Engineering Department in Balochistan has adopted a uniform policy that entails a well-specified system of scheme identification and selection with the mandate to involve the community and facilitate the transfer of schemes to them. In order to initiate community participation, PHED created a Community Relations Unit and hired 40 Community Relations Officer for the task. As a result PHED maintains that of the total 1,347 water supply schemes in Balochistan, 220 have been handed over to the community. However, the Department accepts that very few of these handed over schemes are actually functioning. PHED had also instituted a system according to which it had tried to follow a demand-driven approach. This approach involved giving advertisements in the provincial newspapers and inviting applications from villagers for water supply schemes. However, the

success of this approach has been limited due to the fact that the decision-making for the selection of such schemes was centralized at the provincial level. Thus gradually the villagers appear to have lost confidence in this process.

The institutional reforms undertaken as a result of the Social Action Programme have had very limited success in the water sector. Clearly, the current approach for scheme selection and implementation is not working. One of the principal reasons for this is that the community participation approach of the PHED is a partial approach, the staff is not able to handle community participation approach within the existing institutional structures, even if they have appropriate training. The decision-making regarding scheme selection and implementation is too highly centralized. It is also assessed that community participation has not been identified precisely and community tasks have not been realistically identified. Thus the current system is not sufficient to ensure that there is accountability, transparency and genuine participation. The other elements that need to be incorporated in order to ensure that the approach succeeds in terms of scheme identification, implementation and maintenance and sustainability is the creation of an institution at the village level that can be given responsibility in a more formal manner, the decentralizing of decision-making at the district level, use of an outside catalyst for community organization and changing the current procedures of the PHED to support a decentralized system of selection and implementation.

**Education Sector:** Balochistan has the lowest proportion of literate adults in all of Pakistan and the lowest estimated participation rate in primary education (UNICEF, 1995). The educational attainment for girls and literacy of women is especially low. It was estimated that in 1983 only 33% of Balochistan's villages had access to primary schools within one kilometer and only 6% with girls' school nearby. Most of the existing schools are one-teacher schools with less than 40 students. The conditions of learning in the schools are poor, the medium of instruction is foreign, the curriculum is often irrelevant to the needs of the student, the instructional material and methods are inadequate and the teacher is poorly trained. To deal with some of these problems, the Primary Education Directorate was established to strengthen primary education in the province.

The Government of Balochistan had established the Primary Education Development Programme in 1990 with a focus on reducing gender disparity, enhancing teacher training, increasing the number of schools, improving the data base and greater community participation through the creation of Village Education Committees at the village level. As part of the Social Action Programme, school site selection criteria and a community participation approach was also developed. The school site selection criteria formulated for Balochistan specified that the community provide the school site, that the minimum enrollment of students should be 25 for girls schools and 50 for boys schools (including girls enrolled) and that a teacher should be available. Under this approach, the Directorate of Primary Education has formed 4,200 school Village Education Committees and opened many schools. The Balochistan Education Management Information System (BEMIS) has developed a comprehensive geographic information system regarding school location, etc.

Despite these reforms and measures, there was widespread teacher absenteeism, schools were ill-equipped, furniture was missing or broken, teachers were not well trained, the agreements made with the community were dishonored in many instances and the Village Education Committees were found to be paper committees in most places that had served to discredit rather than strengthen the participation of the community and the role of NGOs in the education process. This is illustrated by the fact that the Education Department feels that these VECs are undermining its authority over its staff, the Teacher's Union does not feel accountable to the VECs and these committees themselves are unsure of their role and responsibility and confessed to feeling quite powerless. The system has little accountability because of the fact that the teachers are not generally taken to task for the high degree of absenteeism and the system of transfer of teachers is not transparent and is generally based on patronage. Irregular transfers are routine and most of the teachers are "attached" to other schools because they prefer not to go to villages with limited facilities and staff receives salaries even if they stay home. The system is also not able to deal with some problems peculiar to specific areas. For example, a lot of the families temporarily migrate along with their families due to drought conditions in Jhal Magsi.

There seems to be a stranglehold on the department of education in both Jhal Magsi and Loralai. The provincial government exerts pressure from above, the powerful Balochistan Teacher's Union exerts pressure from within, the elected representatives and tribal leaders are a third force that contribute to the pressure not only for hiring and transfer of teachers but for location of schools and for the appointment of even the lowest tier of government servant. Although the staff of the District Education Department is often quite committed and take decisions to suspend or terminate staff, the DEOs generally complain that they have to retract these decisions due to political pressures. The DEO is not at liberty to follow his service rules in hiring, firing and transfers because of political interference by all forces around him. Apart from the political problems, the DEO has serious resource constraints. Textbooks, learning material and even furniture is difficult to obtain from the provincial department in the required quantity. There are no funds for the maintenance of school buildings. The resources of the staff are limited to undertake regular monitoring of schools and staff. The District Education Officers, both male and female, feel quite powerless under the prevailing conditions.

The line department staff feels that all they need for good functioning of their schools was the removal of political and other pressures, greater resource commitment and capacity to implement some of the current policies without interference. At the district level, there is inability to do much due partly to inability to take decisions at the local level, scarcity of resources and political interference. Lack of motivation by the parents is often cited as a reason for the failure of the education system at the local level. Demand for education facilities is weak and there is an absence of good monitoring of existing facilities. There is no institution at the local level that can assist the Education Department and act as an interface between the parents and the department of education. The VECs were in essence a good idea but the manner in which the DOE and the Teachers Union see them has not contributed to the support of the existing system. Furthermore, the system of planning for the education sector is characterized by ad hoc planning. The appropriation of higher level facilities is left to chance and its dispensation is undertaken as a favor rather than as a matter of course. This also limits the enrollments in the existing schools as children and parents who are not ensured of higher facilities do not even want to subscribe to the existing facilities. The policy decisions taken under the Social Action Programme are clearly unable to deal with some of these fundamental institutional issues in the education sector.

The Balochistan Education Management Information System (BEMIS) has the principal task of generating data for the education sector. A detailed Geographic Information System has also been designed in which the location of schools has been indicated on maps in a comprehensive school mapping exercise. Although this data is a very useful beginning and can be built upon especially for identifying potential sites for teacher training based on clustering of schools, etc. However, the GIS do not provide information on the settlement size of the population that the schools are serving. As such, the GIS does not provide information on whether the schools are located appropriately or not and there is inadequate feedback on the system at the district level. There is need to build mechanisms into the existing system that make BEMIS accessible more widely and makes the GIS available at the district and union council level. One of the principal requirements of the education system is monitoring of the existing facilities particularly with reference to staff attendance, quality of instruction, enrollments, pass-percentages, drop-out rate, number of repeaters, teacher qualification and training, etc. TDMP will build into these efforts and link it with the union council and village level. The new information system will involve three key institutions in the information collection system for the education sector; a community information committee, the school and the line department. The types of information to be collected by each will be identified and the inter-linkages between the three for monitoring, planning and decision-making will be determined on the basis of the monitoring and planning system to be put in place.

**Primary Health and Family Planning:** As compared to the national situation, the health status of the people of Balochistan is quite low. It has one of the highest infant (200 per 1000) and maternal mortality rates (800-1000 per 100,000) (UNICEF. An Analysis of the Situation of Women and Children in Balochistan, 1995). The demographic situation is similar to the national with a high dependency ratio and low life expectancy. This is mainly because of under developed health system and the low quality of services provided by the government. In addition to this, a severe lack of well trained human resources, especially female health personnel and the widely scattered population makes it very difficult to achieve a high rate of coverage for health care services.



While health is a provincial subject in practice federal guidelines for provincial policy are the main driving force behind most of the provincial level interventions. The federal guidelines are issued in Five-Year Plans periodically. Until 1990 when the first health policy was announced these were the main strategic policy documents that would spell out the details of targets to be achieved in each province. These were often prepared without adequate comments from either the provinces or from different districts where federally managed projects are being implemented. This method of policy formulation left no room for involvement of the health managers in the process. A majority of the health sector interventions is vertical centralized, rigidly designed projects that cannot accommodate district level variation in conditions. The health policy announced in 1990 addressed the issues of primary care quality, community involvement, staff development and management. It emphasized strategies such as decentralization, introduction of community health workers, expanding the female health personnel and private sector mobilization.

Like in the other provinces, the health services in Balochistan are divided into three tiers. This includes primary (the first level care facilities), the secondary (district head quarter hospitals) and tertiary care (major hospitals in Quetta). The referral system is not functional. In addition to this, due to the lack of good quality of care at the primary level, the secondary or the tertiary levels are overburdened. The districts are main administrative units for implementation of the health care interventions. The health systems at the district level are organized in a hierarchy. The largest unit in the district is the sub-division or the Tehsil. While the district head quarter has one large hospital, the Tehsils usually have a Rural Health Center. The smallest unit of the system is the Union Council where a Basic Health Unit managed by a doctor and para-medical workers is present. This covers a population of about 10,000 to 15,000 people. In some villages that do not have a BHU close by, the government provides dispensaries manned by dispensers. The medical supply system is centralized. Each district management is allocated a certain amount of drug supply quarterly that is sent from the provincial head quarter to the district.

Political interference, nepotism and corruption, which have multiplied in the wake of the trend of centralization, have undermined not only the technical capacity but also the motivation of the health workers. It has led to a service delivery unresponsive to the local needs and an over stretched center in terms of work load, that does not have time to develop a strategic vision, plan and execute properly. Weak management also contributes to poor maintenance of the civil works, inappropriate level of supplies and inadequately staffed facilities. Several factors are critical for the availability of appropriate human resource availability in the districts. The first part of the problem is the severe lack of trained human resource in the province. The second is the high level of absenteeism and the third is the cultural restraints (women's role is seen as essentially domestic and reproductive) that make the availability of the female health workers a very difficult proposition. Lack of proper in-service training leads to workers operating in isolation and opting to stay in the urban areas. Inadequate facilities for housing and lack of incentives to serve in difficult areas also contributes to the low availability of the health workers and low utilization (only 38.2% of first contacts go to the government sector and attendance rates are as low as 0.7 per year) of the health services being offered.

The total allocation for health and social services in provinces are very low. While efforts are being made through the Social Action Program to address the resource gap, the public sector inefficiency has reached a stage where in addition to increased resource allocation, system reorganization and new methods of revenue generation need to be planned and implemented. There is no financial control in terms of internal and external audits and no staff training in financial management for both general managers and the accountancy staff. Staff recruitment is another major hurdle. Appointments in the health system are made on the basis of tribal affiliations. The health system is rendered ineffective because the directives of the civil institutions are seen as having either political or tribal agendas. The perception is that the decisions are being made on the basis of a system of patronage that pervades all levels and processes of decision making. This has resulted in a situation of lack of confidence and mistrust in the public service institutions.

**Agriculture and Livestock:** The Agriculture and Livestock Departments have offices at the district level. However, their outreach at the village level is limited. The Agriculture Department and the Livestock Department are some of the few departments that have field staff at the local level with a mandate to provide new and improved agricultural inputs to farmers, keep an inventory of crops, organize field days,

inoculate animals, keep a record of any animal disease or epidemic in the area, etc. However, the Field Assistants of the Agriculture Department and the Stock Assistants of the Livestock Department have a limited outreach at the village level and have difficulty in accessing individual farmers for the delivery of inputs and lack an effective mechanism to interact with farmers on a collective basis. As a result, it is easier for them to deal with the large and influential landlords. Thus new and improved technologies are not effectively disseminated to local farmers. The functioning of these departments would be greatly improved through institutional mechanism that can link them with a collective community organization at the village or settlement level with which they can interact. This would also assist the Department staff to effectively monitor their field staff, organize field days, livestock fairs, etc.

**Irrigation:** Water is a critical resource in Balochistan. The entire province is replete with examples of the use of indigenous technologies for the construction of irrigation channels, small check dams, underground wells and channels through self-help. However, the public sector systems that have been put in place have not been able to harness the local potential and the spirit of self-help has gradually been eroded and the community now expects that it is the responsibility of the government to invest in the development and maintenance of the irrigation infrastructure in their villages. Although Water User's Associations have been established in many areas there is need for the Irrigation Department to have a mechanism through which it can harness the potential of the people for self-development. The planning for the sector is currently highly centralized and is undertaken at the provincial level. The local communities are in a position to identify local irrigation schemes that benefit one or two villages. The communities have even indicated their willingness to contribute land, labor and resources for this effort and to supplement their efforts through credit. It is imperative that a mechanism be put in place that can help local communities to articulate their needs and assess their willingness to make such contributions.

### **1.3 Host Country Strategies**

The Government of Pakistan has evolved several strategies over the last few years to ensure effective delivery of public sector services, ensure sustainability of local level development initiatives and add to government resources through community mobilization of resources. The Social Action Programme was initiated with donor assistance for the effective delivery of social sector services in rural areas. The policy and institutional reform measures taken as part of the SAP have helped to rationalize the policy of scheme identification, implementation and operations and maintenance for greater ownership of resources at the local level. However, the implementation has been slow due to the fact that the institutional arrangements under which these were established were not impacted by SAP. As such, the impact of the selection criteria and the community participation approach has been limited on decentralized decision-making. The participation of NGOs in the development process through participatory development programmes is being encouraged. Community participation approaches are the cornerstone of a strategy designed to undertake scheme identification, operation and maintenance and undertake the recurring liability of schemes. However, due to the limited capacity of the NGO sector, these programmes and strategies have had a limited impact on the rural population.

Over the past thirty years the Government of Pakistan has experimented with several approaches to put in place local government institutions for local level development. The Basic Democracies system (1959-70) established the organization of District and Union Council as democratically elected political institutions at the local level that were responsible for the implementation of mainly rural, but also some urban development programmes. The Rural Works Programme (1963-72) was introduced through the US Food for Peace Programme. This programme took a project-oriented approach for the provision of physical infrastructure. The programme was also responsible for the initiation of the Comilla experiment that was Pakistan's first pilot initiative in developing local co-operatives for the implementation of rural development projects. This programme was renamed the People's Works Programme in 1971.

Coordination in the Integrated Rural Development Programme (1972-80) was attempted by the line departments and local organizations to provide concerted assistance in the social sectors and for the provision of agriculture services and inputs and make the Markaz or community a functional unit of local development. The People's Works Programme (1972-82) which aimed at improving socio-economic conditions of the rural population through the provision of facilities such as schools, dispensaries, link roads, low cost housing, water supply, drainage, tree plantation and industrial homes, etc. The Five Point Programme (1985-88) which was aimed at the establishment of an Islamic democratic political system,

promotion of an equitable Islamic democratic economic order, elimination of illiteracy, eradication of bribery, injustice and corruption and consolidation of national integrity and sovereignty. This programme supported rural development, katchi abadis and mass literacy programmes. The People's Programme (1989-90) which provided funding assistance to project requests from provinces and local organizations to supplement existing local development projects carried out by other line agencies, i.e., construction of additional class rooms, upgrading health facilities, water supply schemes and roads.

As is evident from the description of the above programmes, their focus was on the delivery of projects and services through the existing mechanisms without putting in place institutions that ensured community participation and coordination between the various political, government and private sector institutions. Besides the approach of these programmes was on gifting the projects without establishing or encouraging community capacity for self-help. As a result these projects were hijacked by political interference and in the process they also eroded the existing community capacity for local resource mobilization and self-help.

The Tameer-e-Watan Programme (1991-1996) the basic concept of which was the participation of elected representatives of the public at the national level, i.e., Senators and MNAs. These representatives were asked to identify development schemes in their respective constituencies on the basis of their assessment of development needs of the area. The objectives of the programme was the provision of basic amenities such as drinking water, health, sanitation, construction of rural roads, electrification, education, supply of natural gas and establishment of public call offices. It is estimated that about Rs. 6 billion was utilized on this programme during the financial year 1991-92 and 1992-93. This programme was renamed the People's programme in December 1993 and was made highly federal. It is estimated that an amount of Rs. 9., 684 million was utilized under the programme from December 1993 to 1996.

The principal problem with this programme was its highly political nature. The MNAs and Senators had very little idea and information of the priority needs of the community and these funds were distributed in areas where they had a concentration of votes rather than in any systematic or rational way in the large area which comprised of their constituencies. Furthermore, some of these public services have low-grade government posts assigned to them. As such, there is a tremendous demand for locating these services even where they are not required simply to get a permanent source of employment. This system of disbursement, which was not based on any selection criteria or information about the local area, has much to do with the scores of non-functioning or non-utilized schemes in rural areas. Furthermore, these programmes gave an invitation to elected members to interfere in the functioning of line departments. This interference has continued even after the demise of the programme. As such, this programme has single-handedly done much to undermine the credibility and functioning of the line departments.

The five-year Plans have paid increasing importance to decentralization, community participation, public private partnership concepts and rural development. However, the focus of all these plans has been on specifying targets for the provision of physical infrastructure at the village level. None of them have put in place institutional mechanisms that can demonstrate how this is to take place. The Government of Pakistan accepts that its approach was too centralized and politicized. The Trial District Management Project is proposing a comprehensive institutional approach for local level development that provides the mechanism for coordination with all development agencies and activities, linkage with beneficiary communities, places emphasis on maintaining and monitoring existing infrastructure and basis the identification of new schemes on sound information and a ranking criteria that encourages self-help. This approach is expected to lead to sustainable development as it puts in place participatory mechanisms for monitoring, planning, implementation and information collection.

## **1.4 Prior & On-Going Assistance**

### **1.4.1 UNDP Assisted Projects & Programmes**

UNDP has been participating with the Government of Balochistan and other donors in implementing five projects dealing with range and watershed management, feed resources development and fruit production. The projects are implemented using the participatory approach, and their main purpose is to rehabilitate the deteriorating range lands, recharge the declining groundwater storage through soil and

moisture control measures, minimize nutritional deficits through feed supply to livestock in lean periods, and transfer the deciduous fruit technology for increased farm incomes. In order to improve the effectiveness of these independent initiatives, in July 1996 an Integrated Work Plan has been prepared by all the projects. These are currently being integrated in an Area Development Project that is currently in a preparatory assistance phase and is being designed.

UNDP's current Programming Cycle 1997-99 focuses on three Sustainable Human Development (SHD) programme areas: Governance, Gender and Environment & Sustainable Livelihoods (E&SL), each linked with poverty alleviation. These programme areas are the main thrust of the UNDP's Country Cooperation Framework. One of the programme interventions under E&SL is an Area Development Programme. Balochistan, which is planned to be conceived as a model of community based poverty eradication programme aiming at expanding peoples choices and opportunities for sustainable farming practices, cash income from informal productive activities and services, sustainable energy from bio-mass and other renewable sources, access to basic social services, and removal of other impediments for secure and sustainable livelihoods. The project is currently being designed in a one year Preparatory Assistance Phase (PA), starting in May 1997. The PA is being implemented through a team of experts covering various key disciplines. The programme, including its PA Phase, would maintain close links with other on-going UNDP programmes, such as Gender and Governance, and also develop linkages with SAP to cover provision of social services and basic rural infrastructure.

UNDP has also initiated a one-year pilot project for the Rural Women's Enterprise Development with a possible extension of one year after review at the end of the first year. The pilot project will include testing of project parameters through design and implementation of three pilot agro-businesses in target areas. Exploratory research in the identification of additional commercially feasible agro-industrial business will also be carried out. The modus operandi of the PA will be to facilitate women's groups to take on a value-added component to their existing activity to generate enhanced profits.

#### **1.4.2 Selected Donor Supported Projects**

According to the data received from the Planning & Development Department in Balochistan there are currently 50 donor-funded projects operating in the province. UNDP established preliminary discussions with some of these programmes and the representatives met expressed interest in establishing working relations with a project operating at the local level. The Education, Health and IMPLAN projects all have major information collection components. Each representative felt that their own information systems would be improved with access to independent corroboration of the data collected. It was also felt that each of the individual sectoral programmes would benefit from cross-sectoral communication at the field level.

**World Bank Primary Education Development:** *This* project is focused on improving the quality of and access to primary education for children throughout the province. The project has reportedly prepared the best school database in the country. All schools and all settlements within Union Councils of the province have been mapped and the data entered in a computerized Geographic Information System. Both the Health and IMPLAN projects are using this information base for their own systems. It is possible that support for further improvement of the GIS base information would prove useful. Another complementary aspect of the project is working at the village level through contract NGOs. NGOs have been selected to work in villages to form Parent Teacher School Management Committees. The emphasis is on the creation of a critical mass of these committees. The NGOs work intensively with a small set of schools that are then used as cluster motivators for nearby schools. The project Deputy Director remarked that there are only limited resources for working with these committees once they have been established. He thought this would be another useful point of collaboration with UNDP.

**ODA Health Planning & Management System:** This project works with the Provincial Health Development Center. The key objective of the project is to improve the management of health service delivery. A previous USAID project initiated the concept of health planning that introduced an annual planning cycle with a three-year rolling operation plan. The ODA project has been introducing district level planning with the objective to reduce inequities. It currently collects monthly information from most health facilities in the province. The purpose is to use the current database so to find out what empirically is

happening in health facilities so as to devise appropriate management solutions. They are also starting other management activities such as community needs analysis, staff analysis, and creating job descriptions. They are quite interested in sharing information with the proposed project.

**UNICEF Regional Office:** UNICEF has recently had their bridging country operation plan approved. This will guide their work until mid 1998. During this period, UNICEF intends to place considerable emphasis on improving public service delivery at the district level. It is likely that UNICEF will adopt an approach that will focus on one district in each province over the next several years. It will be essential that UNDP and UNICEF communicate openly on their programme designs to prevent a conflict of approaches. The UNDP and UNICEF will expand their collaboration on developing community-based information systems. This collaboration was initiated in NWFP and will continue in Balochistan. The Trial Districts will be included in the Sentinel Community Surveillance programmes already underway. This will lead to the development of quantitative indicators of improvement in governance.

**Netherlands Local Government Water Supply:** This project has been working with the Local Government & Rural Development Department for the past several years. This is a follow-up to an earlier UNICEF project. The project works with communities that have open wells and provides equipment and technical assistance to cover these with hand pump apparatus. This project is building a database of all pumps installed by them and many of those installed by UNICEF.

**The Netherlands Planning and Department Support Project (IMPLAN):** The Dutch project in the P&DD has been in operation since 1987. This is the second phase. The project is currently embarked on an activity that has clear potential for collaboration with the Trial District Management Project. Staff members of the P&D are being assigned individual districts for the purpose of preparing District Profiles. The funds available for this exercise is limited thus the data collected will be from existing secondary sources available in line department offices. The team leader recognized a valuable contribution of the Trial District Management Project to provide corroboration of the departmental data and to extent the data collection to elements not currently covered by government offices such as the village level population. The project also has a significant WID component that could link well with the Women and Governance interventions that are currently being planned. The GOB Women and Development Department is less than one month old. Each line department now has a WID focal point and they want to have concrete activities to work on. The project is concentrating on improving the quality of planning at the provincial level. It has established a computerized database of the projects in the province Annual Development Plan. This assists the P&DD in tacking the progress of these projects. It has also introduced modern planning and monitoring techniques to staff of the P&DD and line agencies. It would be advantageous for the Trial District project to provide the opportunity for district staff to also become familiar with these techniques.

The current phase of IMPLAN will end in September 1998. The Royal Dutch Embassy has approached UNDP to discuss the possibility of collaborating on future assistance to Balochistan, especially at the district level. This discussion will proceed during the coming year.

**Balochistan Rural Support Programme:** The Balochistan Rural Support Programme (funded by GOB) is working to supplement GOB activities, not to carry out parallel operations. They feel that there is significant potential for success in SAP if it focuses on its operations at the district level. Their number one priority is female literacy. BRSP is interested in working together with the Trial District Management Project to act as a catalyst at the village level to build local-local relations between citizens and government. This will help to clarify lines of communication and authority so communities know where their input can be effective. They feel that a basic problem is that there is no local level information. Existing sites should be mapped and their functions catalogued.

**GOB Support to Monitoring of SAP Project in Balochistan:** Following the introduction of improved monitoring techniques to the Divisional Development Directors (DDD) by the IMPLAN project, the P&DD has prepared a PC-1 to use provincial funds to upgrade the physical capacity of these offices. This will provide vehicles, computers, and operating expense support for each of the six divisional offices of the P&DD. The ACS (Development) has suggested that the DDD could act as coordinators for the Trial

District Management Project. This provision of financial support to these offices indicates the province's intention to turn these into effective monitoring agents. The Trial District project could provide further assistance to these offices in a manner that is complementary to that given by IMPLAN at the province.

## **1.5 Existing Framework**

### **1.5.1 The Policy Framework**

Constitutional provisions determine the current policy framework within which public sector services are delivered, the perspective planning is undertaken in the Five-Year Plans, and special programmes such as the Social Action Programme are implemented. These arrangements specify the basis for the allocation of responsibilities, the level of resources and the policy issues that need to be emphasized in the delivery of services. While the constitution specifies the responsibilities of the federal and provincial governments, the NFC award determines the level of resources that will be available, the five year plans give overall policy directions and goals, programmes like the social action programme specify the types of policies that will be implemented in order to achieve the delivery of social sector services. The current policy framework consists of a conglomerate of experiences some of that are residual from a past policy and others that were developed specifically to meet current needs.

The division of responsibilities between the federal government and the provinces is outlined in the Constitution of Pakistan. Pakistan has a federal structure of administration in which the provinces have a great deal of autonomy in the provision of social and economic services; in the allocation of development expenditures to different sectors; in the collection of tax revenues (including land revenue, provincial excise, property, motor vehicle, stamps, and other duties and fees); and the collection of non-tax revenue from general administration sources, community and social services, and economic services such as agriculture and irrigation. The federal government determines how much to allocate to the provinces for the annual development and non-development budgets, controls international trade, and maintains rights in mineral exploitation in the provinces. The implementation of social sector services, agriculture, livestock, irrigation and forestry services is the responsibility of the provincial governments.

The current policy framework for local government institutions in Balochistan is determined by the Local Government Ordinance of 1980. This specifies the membership of the District Councils and Union Councils, the rules of business for them and their scope of work. The Government of Balochistan did not set aside the Local Government Ordinance as was done by the provincial assemblies in the other three provinces. The Government of Balochistan indicated its support and commitment to local councils by choosing not to dissolve them. However, the local councils in Balochistan are not currently in operation and are awaiting elections that are planned to be held before the end of the year. The Local Government Ordinance confers wide powers to these councils. However, they have not been very effective due to the limited finances that are available to them. However, the current government is committed to their revival and strengthening of their role.

The policy framework for current development initiatives in Balochistan is provided by the government's Eighth Five-Year Plan 1993-1998. This plan was produced after a gap of ten years since the Sixth Five-Year Plan for 1983-1988. Although, the Plan was not formally approved, it reflects the priority to encourage private sector initiative, enhancement of human resource capacity through investments in the social sectors. However, the five-year plans reflect broad policy guidelines and their link with implementation is weak, as they do not always specify very clear implementation arrangements. In recent years, policy for the social sectors has been influenced very greatly by the Social Action Programme (SAP) under which some key policy reforms were undertaken. The basic purpose of the Social Action Programme was the provision of basic services in rural areas, institutional reform in the planning, implementation and operation of social sector services. Some key mechanisms through which these were to be achieved was community participation in scheme identification and maintenance, systematic data collection and use, specification of site selection for social sector services, institutional strengthening of implementation agencies, etc.

### **1.5.2 The Institutional Framework**

Balochistan is divided into six administrative divisions that are further sub-divided into 26 districts covering an average area of 17,360 square kilometers. The Deputy Commissioner is the head of the district and holds powers of the district magistrate and is responsible for revenue collection, coordination and law-and-order. Below him is the Assistant Commissioner responsible for administration at the level of the sub-division. These sub-divisions are further sub-divided into Tehsils headed by a Tehsildar. At the sub-divisional level, union councils cover an average area of 1,099 square kilometers though they range in size from 105 square kilometers to 4,815 square kilometers. The average size of the union councils in Balochistan is much larger than in any other province. The average population covered by a union council in Balochistan was estimated to be around 15,000 (DOH, 1993). The province has a total of 391 Union Councils each composed of a varying number of villages and settlements and the total number of villages in the province are estimated to be anywhere from 5,000 to 9,000 villages based on enumeration's at the time of the 1981 census.

The Jhal Magsi District comes under the Nasirabad Division that has its headquarters at Dera Murad Jamali. The district conforms to a north-south direction and has a maximum length of about 100 kilometers. It has a maximum (east to west) width of 55 kilometers. The district covers an area of 3,078 square kilometers. The name of the district is derived from the Magsi tribe that lives in the major portion of the area. The district headquarters are located at Gandava, an ancient and historic town. The district is sub-divided into two sub-divisions, namely Gandava and Jhal Magsi. The Gandava sub-division lies in the north whereas Jhal Magsi sub-division is located in the south. For revenue purposes the district is divided into Gandava and Jhal Magsi tehsils with a sub-tehsil at Mirpur. The district has twelve Union Councils out of which eight belong to Jhal Magsi sub-division and four to Gandava sub-division. Besides a district council at the district headquarters, the district also has a town committee encompassing Gandava town and its surroundings.

The Jhal Magsi District was created in 1992 but its administrative structure has not yet been made commensurate with the requirements of district level administration. The Deputy Commissioner who is stationed at Gandava heads the administration of the district. Two Assistant Commissioners assist him at Jhal Magsi town and Gandava. For revenue purposes, two Tehsildars at Jhal Magsi town and Gandava, and a Naib Tehsildar at Mirpur assist the Deputy Commissioner. The area is classified as tribal and is controlled through levies that is a law enforcement agency comprising of the locals. The tribal influence in the recruitment of the force makes it a somewhat partial agency in an already partial tribal environment. The district headquarters lack the required office and residential accommodation. Some of the line departments that are supposed to be at the district headquarters are still located at Sibi or Dera Murad Jamali. Gandava, the district head quarter is without some of the most essential facilities and lack proper accommodation, hospital and school facilities. Jhal Magsi, Gandava and a few major villages have been electrified whereas settlements in most of the districts are without electricity. Only Jhal Magsi town has a nation wide dialing system of telephone communication. Gandava and a few other towns are connected through local telephone exchanges.

The Loralai District is sub-divided into three sub-divisions; Bori Sub-division covers the northern half of the district; Duki sub-division covers the area in the south and south-east; and the Sanjawi Sub-division lies in the south-west of the district. For revenue purposes, the district is divided into Bori, Duki and Sanjawi tehsils and a sub-tehsil at Mekhtar. The district has sixteen union councils out of which eight fall in Bori sub-division, six in Duki sub-division and two in Sanjawi sub-division. Beside a district council at the district headquarters, the district also has a town committee at Duki and a Municipal Committee at Loralai. The district comes under Zhob division with its headquarters in Loralai Town.

Since the district is an old district (established in 1903) therefore the administrative structure is well established. For maintenance of law and order, the district is divided into "A" and "B" areas. The "A area" is the area falling within a 5 miles (8 Kilometers) radius of Loralai, Duki and Sanjawi towns. The remaining area of the district is classified as "B area". The "A area" is the responsibility of the Police, whereas the "B area" is controlled by the Levies. The Levies comprise locally recruited troops who have their loyalties with the tribal set up rather than the district management or the provincial government. The Deputy Commissioner heads the district from the district headquarters located at Loralai. The Assistant commissioners of Bori, Duki and Sanjawi sub-divisions assist him. For revenue purposes the district is

divided into Bori, Duki and Sanjawi tehsils and a sub-tehsil of Mekhtar. The tehsils are headed by Tehsildars whereas a Naib Tehsildar heads the sub-tehsil.

Compared with some of the other districts in the province, Loralai is a well-established and fairly developed district of Balochistan. The line departments and the facilities in the educational, health and water supply facilities are comparatively well established. Most of the major towns and villages have electricity. Telephone facilities are available in 12 towns and villages of the district. Loralai and Duki operate on nation wide direct dialing system, whereas the remaining ten towns/ villages have local exchange facility. Wireless terminals are also being provided within the line of sight range of Loralai and Duki. Educational, health and physical health engineering facilities are provided to the population but the criteria and rules for their identification, execution and monitoring as set by the concerned departments are not followed. Mostly these facilities are subjected to political and tribal considerations.

### **1.5.3 The Social Framework**

The Magsi tribe dominates the Jhal Magsi District and the Magsi chiefs practically rule in the Jhal Magsi sub-division. However in Gandava sub-division, Lasharis, Sayyeds and Jamotes enjoy a significant influence. Most of the disputes including murder cases are resolved through the tribal law interpreted by the tribal chiefs. The area is totally tribal in nature and the writ of the government is not very effective, especially in the countryside. The tribes living in Jhal Magsi sub-division are homogeneous (belonging to Magsi tribe or its offshoots) but the tribal structure in Gandava sub-division is heterogeneous where many different tribes dominate smaller areas. Besides Balochi, Sindhi is also spoken widely since the district is located on the border of Balochistan and Sindh therefore it has a bilingual population. Moreover the traditional markets of the district are Shahdadkot, Larkana and Sukkar. It is therefore natural for the population to speak Sindhi, which is also used as the market language.

As per the census of 1981 the district had a population of 68,477, comprising 34,401 males and 34,076 females. As per the projected estimates, the current population of the district is estimated at approximately 80,000. The population of the district is very unstable due to the heavy reliance of the area on rain for irrigation. Only 10% of the area are irrigated while the rest is rain-fed. Even during the field surveys, it was found that many villages were empty due to the pattern of seasonal migration or *Nakalmakani* in the drought years, the population living in "Kushkaba (rain and flood fed area) migrates to areas close to the Pat Feeder and Kirthar Canals. Some of the people move with their livestock whereas others move to find manual labor. As per the local estimates, forty percent of district population may migrate in a drought. This pattern of migration not only creates a clear divide of settled and unsettled areas (having very different psyche) but also poses problems for provision of health, educational and water supply facilities in the non-settled areas

The district has no industrial base and a majority of population is involved with agriculture and livestock. The total area of Jhal Magsi is 733,251 acres (1370 square miles). Most of this land belongs to the Magsi family. Of this total land only 40,000 acres is irrigated, the rest is barani. The irrigated land is further sub-divided into land that is irrigated through perennial water sources, flood water and seasonal sources of water. Since almost all the land belongs to Sardars and notables, therefore, a majority of the people works as sharecroppers. The amount of share depends upon the supply of inputs by the Sardar or landlord. Depending on the water supply and the condition of soil, the share of the Sardar in the harvest varies from one sixth to half. Unlike some other districts of Balochistan, the Sardars of Jhal Magsi do not claim a share in the livestock. Due to scarcity of water and frequent droughts, the population is generally poor and barely produces enough food to sustain itself. This dependency has its own dimensions in the socio-political structure of the area. The investment in housing is minimal as the investments are being made on land that belongs to someone else. Every household owns livestock and this resource are considered a good means of augmenting incomes. However due to lack of proper training and absence of a linkage with the markets, this sector has not been fully exploited.

The Loralai district is located in northeastern Balochistan. The district generally conforms to an east-west direction and measures 190 Kilometers in this direction. In the north-south direction the district has a maximum measurement of 70 Kilometers. It covers an area of 11,574 square kilometers. The district derives its name from the Loralai River that runs in the northern half of the district. The district is



characterized by a balanced combination of mountain ranges, valleys and plains. The area is generally mountainous and rises in a series of terraces from the lower hills of Sulaiman range in the east and from the lower hills of ranges of Kohlu in the south.

As per the 1981 census the population of the Loralai District was 127,190 males and 107,848 females. At the time it was also estimated that the district had 24,423 house holds, living in 328 Mauzas, encompassing 704 villages or Killis. Currently, the population of the district is estimated to be approximately 570,000. The district is pre-dominantly Pathan but the Pakhtoons are sub-divided into various tribes and their offshoots. In spite of having the same language and belonging to the same stock, the society is multi-tribal. The tribal structure and the lineage system on which the kinship system is based are the key form of social organization among the people. Despite these variations in status, the egalitarian influences of Islam makes itself felt to some extent. The clergy also wields quite a significant power in the society. Due to small land holdings, the freedom loving nature of the population and economic independence, the hold of Sardars and local tribal leaders is not very strong. Due to the fact that the area is tribal, the writ of the government is also not very effective. Some of the major tribes living in the area are Luni, Tareen, Nasir, Shadozai, Marree, Dumar, Hamzazai, Utmankhel, Sargrah, Zakhpel, Jomezai, Jalalzai, Venechi and Peechi. Pushto is the main language of the district whereas Balochi and Saraiki are also spoken in the south and east respectively.

The population is generally scattered and except for a few towns there are no economic centers of activity. Loralai, Mekhtar, Duki and Sanjawi are sizable markets providing a fair degree of economic activity. Agriculture and agriculture related activities constitute the single largest sector of employment. Due to tiny holdings of land and scarcity of water, agriculture is not very developed. However, in recent years, there appears to have been significant development in the horticulture sector and people have invested in the development of orchards, particularly where water is not scarce. The district has vast grazing lands, therefore, people also rear livestock for augmenting their income. Coal mining in Duki Sub-division provides an important source of income. Other sources of local economic activity in the district are trade (especially in towns), government service and daily wage labor.

## **2. PROJECT JUSTIFICATION**

### **2.1 The Present Situation**

#### **2.1.1 Overview**

Balochistan is the largest province of Pakistan but is the least populated. The province has an area of 347,190 square kilometers and comprises 44% of the total land surface of Pakistan. The province had a population of 6.2 million in 1993 and comprised only 5% of the total population of the country. This population is ethnically diverse, geographically dispersed, and predominantly rural. Approximately 82% of Balochistan's inhabitants live in the rural areas in widely scattered villages and settlements. Most of the rural population is engaged in a variety of agro-pastoral activities. Varying degrees of vulnerability due to environmental constraints - particularly lack of water and degradation of natural resources; limited technological and physical infrastructure; and social-structural impediments marks rural livelihoods. The level of physical infrastructure is very poorly developed even in the urban areas of the province. The influx of Afghan refugees has further aggravated the limited infrastructure base of the urban areas.

Balochistan has always been the least developed of the provinces of Pakistan. It consistently lags behind the rest of the provinces on the basis of almost all economic and social indicators of development. Balochistan's per capita income has been estimated to be 10% lower than the national figure. Based on the National Household Income Expenditure Survey of 1984-85, the average income for rural households was estimated to be Rs 1,400 per month and 46% of the rural households were below the national poverty line. Health and demographic indicators are very poor, especially for women and children. Infant and child mortality rates are extremely high. Infant mortality rates are estimated to be between 180 to 200 per thousand births that is twice the national average, while child mortality was estimated to be 220 for the period 1986-1990, compared with a national average of 142 (UNICEF, 1995). Infection and parasitic diseases are among the common causes of mortality and morbidity in the population as a whole. Overall life expectancy in Balochistan is lower than the already low national average of 58 years, estimated to be 56 years for men and 55 years for women in 1990 (Department of Health). High levels of anemia, poor

nutrition and maternal weakness arising from frequent childbearing characterize women's health. The fertility rate is estimated to be very high with an average of 6.5 births per woman in Balochistan.

It is generally asserted that public sector service departments are structured in a manner that does not enable them to reach the village level effectively. As a result government agencies have been unable to provide effective services at the grass-roots level and are unable to reflect local level priorities. Thus most of the indicators of poverty and underdevelopment have shown a deteriorating trend in the rural areas of Pakistan. Many programmes have experimented with approaches designed to make government line departments responsive to community needs through training line agency staff in social mobilization and thereby trying to reach local communities. However, the experience of these programmes indicates that line agencies are not an effective mechanism for community mobilization and they need the assistance of a support organization skilled in social mobilization techniques. The TDMP approach recommends that the government line agencies should concentrate on the production and provision of services and utilize the services of support organizations to enable the line agencies to reach the communities effectively. The manner in which the functional arrangements are proposed among the key players in the TDMP takes into consideration the relative strengths and weaknesses of each of the participating agencies.

The government line agencies are the principal service providers of public sector services in the provinces. However, these agencies are unable to provide the type and quality of services that is required. Most of the public sector services are inappropriately sited, inadequately staffed and deliver a very poor level of service. The general perception of the community is that the level of government services is highly inadequate and there is little interest in maintaining existing services. A principal problem with existing public sector planning, implementation and monitoring systems is the lack of outreach to the village level. Most government line agencies come down to the Tehsil level but not below it. The village is not seen as a planning unit although it is the main unit where all the projects and programs are implemented. The line agencies have large areas under their jurisdiction, limited resources, inadequately trained staff and limited decision-making authority at the district level. Overtime, the departments have lost their development orientation and concentrate on administrative affairs. The sense of ownership of the department's goals and activities has been eroded in a system where the authority of the departments is constantly being undermined. The line departments need to acquire a service orientation towards the beneficiary community in which the community's role has to be redefined and a relationship of equality has to be established between the line agencies and the community so that the two view their role as one of partnership.

Despite the large number of registered NGOs that exist in Pakistan, the coverage of the NGO sector has been limited especially in rural Balochistan. Over the last few years, an expectation has been built up largely fueled by the donor community that the NGOs can undertake service delivery on a large scale. As a result large amounts of funds have been channeled to NGOs that have limited absorptive capacity, limited outreach, lack of professional capacity and are unsustainable in the approach that they are undertaking. NGOs have vacillated between undertaking a facilitating role and provision of services. Furthermore, the experience of other countries shows that the initiative for development activities has to be led by the government and that NGOs can never replace the government in this task. The approach required for the development of rural regions requires a concentrated effort and cannot be left to NGOs that may or may not be present in those areas and that may or may not be pursuing sustainable approaches required for the development of the people in these regions. As such, there is need for an institutional development intervention such as the one currently proposed jointly by the Government of Balochistan through UNDP assistance.

Political governments have gradually eroded the power of local government institutions in Pakistan. The Union Councils, which are the lowest tier of local government in Pakistan, have been severely affected by the lack of financial resources, political interference in their functioning and a gradual withdrawal of the role that these councils were envisaged to play. Due to the gradual erosion of the credibility of this institution it will take time to develop these councils as a credible institution at the grass roots level. Furthermore, these councils are unable to effectively represent village communities due to expansion in the size and number of local settlements and lack of an effective link with the villages. A realistic assessment indicates that currently the Union Council can undertake only the following roles; political

education of the people, coordination of development activities, inter-village planning and taxation. Currently, the Union Councils are not equipped to handle the functions of social mobilization, income generation activities, technical feasibility preparation or disbursement of credit. Experience in other developing countries shows that these activities are critical for local level development. Since these activities cannot be undertaken by local government institutions it is recommended that these functions should be undertaken through support organizations that can be provided through project support. TDMP is poised to provide this support.

There is generally an institutional vacuum at the village level in Pakistan. Traditional institutions for village activities and decision-making are gradually eroding and are unable to cope with the economic and social changes that are taking place in rural societies. In Balochistan, there are few institutions at the local level. The hierarchical tribal structures are able to regulate the decision-making regarding internal conflicts, deal with tribal rivalries, social problems and family affairs. These traditional institutions are not well equipped to deal with the task of economic and social development. Furthermore, recent efforts at rural development have tended to increase dependence on development agencies rather than enhancing local capacity to conceive and undertake development activities in accordance with local priorities and opportunities. Current development strategies have tended to erode indigenous capacity in rural Balochistan that has been responsible for the development of the Karez system of underground irrigation, land development and other efforts at local resource mobilization. There is also a need to integrate the fragmented approach that different development agencies and line departments pursue at individual levels at the village level for which there is need for the creation of an institution at the village level.

The local government system in Pakistan consists of District Councils at the district level and Union Councils at the local level. These councils have generally thrived in Pakistan when dictatorial governments have been in power and their role has been severely curtailed by politically elected governments who have seen them as potentially competing sources of power. Although the local government system was suspended in other parts of Pakistan, it has continued to function in Balochistan and the next elections to these bodies are expected to be held in May 1998. Over the years, this system of local government has become disempowered especially in the rural areas where it has been unable to generate sufficient resources to meet its expenses. Each Union Council represents anywhere between 30 to 70 villages covering a widely dispersed population living in small settlements. This lack of resources and inability to effectively represent the people at the grass roots level has gradually eroded the credibility of these institutions. The deliberations of local councils are not always open and transparent to the public and most development initiatives, whether undertaken by line departments or elected representatives, may be perceived as both top-down and external by local community members. The development functions assigned to the local councils, covering such a vast array of civic works, may simply be beyond their power to carry out. This is especially due to the extremely limited revenue base, especially of the rural councils, and to the difficulty of raising more funds through expansion of the tax base. While government funds are channeled to local governments for development purposes these amounts are insufficient. This coupled with the fact that each elected member wishes to take the available resources to his own constituency but is reluctant to raise more funds locally has been seen to blunt the overall developmental impact of local government institutions.

### **2.1.2 Current Information Systems**

There is an acute deficiency of basic data in Balochistan. There is no up to date source of data on the current population, settlement size, age and gender breakdown of the population, seasonal migration patterns, human resource availability, livestock population, water resources or other basic facts about the province. The last population census was conducted in 1981 in Pakistan and projections are made based on growth rates assumed to be anywhere between 1.1% to 10% for the province of Balochistan. The line agencies do not have a systematic way of data collection and use for monitoring of existing services or for planning of new facilities. However, current planning does not place much value on information and the location and level of public sector services is based either on political consideration or on factors which do not consider merit or need. The information that is collected is not used for planning or implementation decisions or for ensuring accountability in the system. Thus schools are built where students and teachers are not available, BHUs are established where staff is unavailable, and water supply schemes are constructed where the community is unwilling or unable to operate them. Furthermore, the system of

information collection is excessively centralized and reflects the centralized system of decision-making, planning, implementation and monitoring. Even where information is collected it is not used due to the highly centralized nature of decision-making, lack of forums through which this information can be fed into the system for effective feed-back and monitoring. Even where a system of regular updating has been developed, the information is not regularly provided to the administrative decision-makers at the district level. The existing information systems need to be linked with local decision-makers at the district level for planning and for monitoring of existing facilities in a more effective manner.

### **2.1.3 Current Monitoring Systems**

Public sector service provision is not very effective in Balochistan. Most of the existing public sector schemes and programmes are not functioning properly. Staff absenteeism in all departments is high, the quality and level of service is low and operations and maintenance arrangements are unsatisfactory. The government line agency staff at the field level is generally not performing the functions mandated for them. Political interference undermines the authority of the line agencies in cases where they try and respond to community concerns or hold their staff accountable. The current monitoring systems are generally not able to monitor a widely spread out area with dispersed service outlets on a regular basis due to resource constraints or feed information back into the planning and implementation system for improvement of service delivery. Even where such monitoring mechanisms exist, there is no forum where the staff of the line departments can meet with service users on a regular basis to initiate a process of trust, partnership and accountability. The current information collection systems are oriented towards planning and implementation rather than improvement of existing services. A participatory approach is required for monitoring which is inexpensive, is able to feed into decision-making, and enhances accountability and performance of all line agencies.

Resources are limited for an agency to monitor programmes from the district level and as such the monitoring systems will have to be brought down to the union council and village level. Specific roles are being assigned to each of the agencies. The village organization will be the first monitoring tier that can directly access the line agency. However, since this option is already available but has not worked well in practice because the line agencies did not feel accountable to the users, the main implementation arrangements which will need to be developed are those which ensure accountability and enforcement. The union council will be brought in to regulate the service provision of the line agency. The line department staff will also need to be retrained and a system of incentives and punishments will be established to ensure enforcement. The authority of the line agency over its own staff will not be compromised in this new system and no arrangements will be made which risk antagonizing the line department heads and do not secure the required response. All concerned agencies together will have to agree to submit to the new system of monitoring.

### **2.1.4 Current Planning & Implementation Systems**

The current system of planning has become highly centralized. Decisions are made about village level schemes at the provincial level or through centralized political structures that do not accurately reflect the priorities of the beneficiary population with the result that scheme selection is inappropriate and there is little willingness of the community to take responsibility for the operation and maintenance of schemes. The preparation of the Provincial Special Development Programme is currently undertaken at the provincial level through line departments without accurately assessing the priorities of the people for whom these services and programmes are designed. The elected political leadership was at one time assigned the task of selection of schemes and programmes through a fund allocated to Members of the Provincial Assembly. However, this system did not work well as a result of the fact that the political leaders also did not have a system through which they could assess the needs of the local people in their constituency. Furthermore, they tended to locate services in those areas where they had a concentration of voters and schemes were awarded for obtaining jobs rather than to serve the community in the area where they were located. There is a need to decentralize the system of planning to the district level and to develop a mechanism that involves communities for an adequate reflection of their priorities and for establishing a system of partnership in planning for the local level.

The manner in which schemes are currently implemented does not have any customer orientation, is expensive and is unresponsive to local needs. Government line departments have the primary

responsibility for implementation of public sector projects. Private contractors are used for complex schemes for which the departments do not have internal capacity. Over time each line department has developed a large implementation arm and prefers to undertake the construction of civil works through its in-house capacity. The lack of a system of competitive bidding has led to expensive implementation, substandard construction and unresponsiveness of the agency to local requirements. The concept of the line agency as a competitive service provider for a payment to the village organization will build transparency and accountability of the line agency. Unless the grass-roots level is organized, it is very difficult to hold the public sector institutions accountable to the service users. As an experienced development practitioner emphasizes "Inadequacy at the line department level is heightened by anarchy at the grass-roots level".

### **2.1.5 Local Resource Mobilization**

The resources of the provincial government in Balochistan are limited and it does not have the capacity to undertake projects with large recurrent cost liabilities. The local community at the grass roots level also has a limited capacity to finance or contribute to local level social and physical infrastructure. In recognition of this, the government of Balochistan had launched schemes in several sectors through which the beneficiary community would undertake the operations and maintenance cost of schemes. However, these schemes were hampered by the fact that local communities were not fully consulted during the planning and implementation stages of schemes and as such the schemes which were implemented were not according to community needs and aspirations and there was community reluctance to take over these projects. The experience with these projects made it evident that it was not possible to expect the community to contribute towards the capital and recurrent costs of schemes if they had not been involved in the identification, planning and implementation of the schemes. In order to supplement the limited resources of government, it has become imperative for the local communities to contribute towards their development through sharing in the capital and recurrent cost of schemes by contributing land, labor, cash and other material resources. There is also need to tap external sources of funds like donor funds available under the Participatory Development Programme, micro-enterprise credit funds, poverty alleviation funds, Zakat funds, etc. and to create institutional mechanisms that can make this possible.

## **2.2 Project Strategy**

### **2.2.1 The Strategic Framework**

The strategic framework for the Trial District Management Project is provided by some key initiatives that have been undertaken by the Federal Government and the provincial government of Balochistan in the last few years. These initiatives include the Social Action Programme that was based on introducing key reforms in the social sectors through community participation, poverty alleviation strategies that were based on community participation approaches, the participatory development programme through that the government is planning to involve the NGOs as a key partner in development. The Federal Government is keen to revive institutions of local government at the local level and to strengthen them as credible institutions of local level development. The Trial District Management Project will add value to all the existing programmes and strategies by ensuring that these key initiatives in the social sectors and natural resource management are a success and help to take full advantage of the initiatives undertaken in these programmes.

The Social Action Programme has helped to develop operational plans and selection criterion for schemes in order to ensure that the selection of social sector services is done in a rational and effective manner. Selection criteria have been developed for the primary education sector, a uniform policy has been formulated for the water supply sector and location of health facilities is undertaken on the basis of which the schemes are located. In addition, some participatory approaches have been applied to identification, implementation, operation and maintenance and monitoring and evaluation of public sector services. However, experience with these approaches has proved that these aspects are, by themselves, not sufficient to ensure effective delivery of services. Decentralized and participatory decision-making mechanisms are required for the effective delivery of public sector services, for ensuring greater accountability, transparency and cost-effectiveness in the system and for local level development. This is primarily due to the fact that the Social Action Programme did not impact the institutional arrangements under which these were established. As such, the impact of the development of the school site selection

criteria, the demand driven approach followed by PHED and the community participation approaches as illustrated under the Primary Education Programme and the PHED on effective delivery of public sector services has been limited. TDMP expects to put in place minor institutional adjustments that will build on these efforts and lead to the development of an effective system of participatory decision-making.

### **2.2.2 Multi-Sectoral Strategy**

The approach suggested in the Trial District Management Project will apply to all the sectors in which line departments are functioning in the two districts. Thus the approaches suggested here will not be restricted to the social sectors alone but will include irrigation, livestock, agriculture, social welfare, etc. A principal reason for this inclusion is that the approach suggested here is an institutional and policy oriented approach that helps make better decisions regarding monitoring, planning, implementation and resource mobilization and hence should not be restricted to any particular sector. In fact *the success of the approach is premised upon it being tried by all development agencies in the selected districts to strengthen the institutional arrangements proposed in the TDMP*. Using the approach selectively in some sectors or by some agencies will undermine the approach. A second reason is that in the village dialogues it was evident that irrigation, agriculture and livestock were principal priority areas at the village level and any approach that excludes these sectors is bound to be a partial approach. A third reason is that this approach involves the creation of some new institutions at the village level that are being charged with the responsibility of overall development of the village and many development practitioners argue that investments in the social sectors will only be made by villagers once their productive infrastructure is developed and they have additional incomes.

### **2.2.3 Programme Approach**

The programme components of the Trial District Management Project have been formulated keeping in mind the fact that an effective system of public sector service delivery consists of an effective system of information collection and use, participatory monitoring, decentralized planning and implementation and local resource mobilization. In order to institutionalize the proposed systems and institutional arrangements for each of these aspects, UNDP assistance will comprise of assistance for social mobilization, training, personnel, equipment, seed grants, and funds for organization of forums and workshops to institutionalize the participatory and decentralized processes of decision-making. UNDP assistance will be used as a catalyst for better vertical and horizontal coordination among line agencies and to strengthen the innovative institutional arrangements proposed.

### **2.2.4 Strategy for Coverage & Expansion within the Selected Districts**

The TDMP will be implemented in the two districts of Jhal Magsi and Loralai that were selected prior to the Preparatory Assistance Phase. There are 30 Union Councils in the two districts, 18 in Loralai and 12 in Jhal Magsi. Similarly, it is estimated that there is anywhere between 800 to 1200 settlements in Loralai and between 800 to 1000 in Jhal Magsi. The selection of these Union Councils and villages or settlements will not be undertaken directly by the TDMP but it is expected that the Union Councils and settlements or villages will self-select themselves for participation in project activities. The TDMP in collaboration with the District Councils will simply invite the Union Councils to an initial meeting where the terms and conditions for the participation of the Union Councils will be specified. Those Union Councils that agree to abide with the methodology proposed will be invited to participate in project activities. Union Councils electing to participate in later stages of the project will also be allowed to participate. The same strategy will be used for the selection of settlements and villages within one Union Council. The TDMP in collaboration with the Union Council members will visit different settlements and villages and hold dialogues with village communities where the terms and conditions for participation will be specified. Those settlements and villages that agree to abide by the methodology proposed will be invited to participate in project activities. Settlements and villages electing to participate in later stages of the project will also be allowed to participate.

### **2.2.5 Strategy for the Participation of Women**

Women are the invisible section of the population in Balochistan and there are restrictions in directly dealing with women due to the social practice of Purdah. The project will have to tread carefully in dealing with local communities that are sensitive about the active participation of women with outside agencies. However, the participation of women will be encouraged through two or three existing mechanisms. At the

village level, the Community Organizations will be asked to ensure the participation of village women in the different activities through consultations with women or through the formation of women's organizations through that the Community Organization can ascertain the views of women on the functioning of existing schemes, articulate their development priorities and ensure their participation in village level development. The TDMP will provide support for the organization of women's groups and suggest other appropriate institutional options for women's participation in discussion with women at the grass-roots level, line department and local councils. Female Social Organizers will be hired under the TDMP to assist in the process. The women members of the Union and District Councils will be involved in establishing contact with women at the village and community level and the modalities for collaboration with women will be further refined. There are few women in the line departments. However, those that exist will be oriented in community participation approaches. In addition, front line field staff of line departments, local councils and community members will be orientated in gender issues, women in development concepts, etc.

### **2.2.6 Contractual Approach to Partnership**

The TDMP is recommending a contractual approach to partnership with the beneficiaries. This approach highlights the concept that the project is not intended to provide freebies but there is a cost associated with participating in project activities. This cost is supposed to be a measure of the value that the beneficiaries place on the services of the project. Everyone will respond to project interventions when it costs less to do so. However, there will be self-selection and only those who attach a value to the activity or service will participate when it imposes a cost. This approach is a key to the development of sustainable project interventions. The TDMP recommends that each line department; project and NGO follow this approach in the selected districts. These Terms of Partnership will be signed principally between the Union Council and the Community Organizations and the Line Departments and the Community Organizations. However, if there is requirement of similar arrangements to be put in place for specifying the relationship and arrangements between other parties, these can also be formulated as Terms of Partnership between them. The Union Council and the line departments will essentially draw up their own terms of partnership specifying what they require from the community organization and specify what inputs they will contribute in each case. Technical assistance will be provided by TDMP to all concerned in the development of these terms of partnership. These TOPs are given in the technical annexes at the end of this report. Similarly, the selection criteria for schemes are also given in the Technical annexes.

### **2.2.7 Flexible Osmotic Approach**

The approach that is proposed for the TDMP is flexible and one that will evolve over time. Although very specific project design ideas have been suggested in the Project Document of TDMP, it is expected that the strategy that is being recommended should be implemented and if there are unanticipated problems or issues that arise as a result of which the desired results are not being achieved, the strategy should be modified to incorporate elements or suggestions that are more likely to succeed on the ground or that seem more likely to succeed. For this purpose the TDMP will have a strong team of experienced professions who can exercise their judgment and lobby for the required changes.

### **2.2.8 Strategy for Sustainable Development**

The TDMP illustrates an approach that is designed to be sustainable and that builds on a gradual transfer of responsibility from the professional project management team to the local institutions. As such, the implementation of the TDMP will be undertaken with a very clear exit strategy that gives a very clear time frame for transferring responsibility for each of the programme components to counterpart institutions at the local level. For this, each of the members of the implementation team will carefully identify their counterparts for each activity and begin their training and orientation at the outset and establish clear time lines for this transfer. Thus ownership of the project activities by the counterpart staff in the elected councils, by line agencies and by community organizations is key for the long-term sustainability of the project. There may be some components of the project that cannot be transferred to an existing institution. As such, the project team will try to develop a strategy for privatizing these functions by identifying local expertise to take on these new roles or make arrangements with existing institutions in the private sector to undertake these tasks.

### **2.2.9 Strategy for Replication**

The TDMP plans to replicate its approach in the other districts of Balochistan after an initial period of testing. In case the provincial government requires, the project can be replicated in other districts through a partnership between the local councils and the TDMP. All of the districts in Balochistan can be invited to participate in the programme provided they meet certain initial conditions. These conditions embody the principles of a sustainable approach and some initial conditions that can be refined during phase I are given below. TDMP will provide training, technical assistance and limited support for convening monitoring workshops to the districts that decide to participate in project activities.

### **2.3 Target Beneficiaries**

The beneficiaries defined below are those that will be impacted by the project during Phase I. Additional beneficiaries may be defined during subsequent phases of the project.

At the Village level, the target beneficiaries of the project will be the people of the Districts of Jhal Magsi and Loralai. Estimates based on the 1981 Census indicate that the current population of the Jhal Magsi District is approximately 80,000 and the population of the Loralai District is estimated to be approximately 570,000. It is expected that these people will benefit through the improved delivery of public sector services, improved management and monitoring of existing facilities and through participation in a planning and implementation process that will enable them to identify and articulate village level needs for physical and social infrastructure. Women of the project area will also benefit as institutional mechanisms are being put in place to ensure their participation in project activities that will enable them to identify specific projects that will cater to their needs and will benefit in the monitoring of village level projects on which women generally have greater reliance. Vulnerable sections of the population, particularly; the poor are expected to obtain better access to existing facilities through project activities.

At the Union Council and District Council level, the beneficiaries of the project will be local government institutions in Balochistan that are being strengthened to play the role originally envisaged for them in the Local Government Ordinance. There are 18 Union Councils in Loralai District and 12 in Jhal Magsi District. These councils will be linked with village level institutions to strengthen their links with community organizations and with line departments. Through the institutional mechanisms suggested in the project, these councils will be developed as credible institutions for local governance and local level development. The local government's institutions are being linked with line agencies so that the system of service provision becomes transparent, accountable, effective and responsive to local level needs.

At the District level, the line agencies will be the main beneficiaries of the project as they will be provided with institutional arrangements that assist them in coordinating their efforts at the district level, monitor their staff at the local level, through a system of identification of village level activities rationally, effective provision of services that are required at the local level, planning of schemes through village level identification of schemes.

At the Provincial level, the experience gained from the project will be studied and the lessons learnt from it will be replicated in other project districts. As such, if the project concepts and institutional arrangements are successful then the whole province can benefit through replication of the project concepts in other districts. The planning approach that is being tested in the project can lead to a more rational allocation of the scarce resources in a manner that the facilities are then sustained by the community. The local resource mobilization and generation ideas can assist the Government of Balochistan finance the development schemes for which scarce resources are available. The BOS will benefit through the development of a participatory Information System that has roots at the village level and that can then be linked to information collection at the village level for such things as the population census, livestock census, household survey, etc. The LG&RD will benefit through the training of its staff at the local level.

### **2.4 Expected End of Project (Phase I) Situation**

The points below represent the significant changes in the current situation that will be in place at the end of Phase I as a direct result of the project's interventions. This phase of the project is designed during which models are developed and the management mechanisms are put in place that will allow for rapid replication throughout the province.



#### **2.4.1 Provincial Policy Reform**

- The formulation of a provincial policy package on sustainable, decentralized, participatory development for Balochistan that is based on the successful experience of TDMP.
- A model for replication of the approach that is available for other districts complete with operational manuals, SOPs, and TOPs, training plan, staff requirements, budget estimates, etc.

#### **2.4.2 Institutional Capacity Building**

- Effective and strengthened District Councils and Union Councils that have adopted the procedures that effectively link them with community organizations and with each other and have the confidence and wherewithal to undertake coordination with line agencies, private sector institutions, NGOs, etc., and are able to mediate the task of development for local community organizations.
- Trained line agencies that have adopted the procedures for effective public sector delivery and are more accountable, transparent and participatory in the methods they have adopted for village level development.
- A model for a strong and effective local government system with the capacity to represent local communities effectively for the management and development of local level development activities.
- A model for a decentralized system of decision-making in which public sector services are accountable to civil society and in which the system of public service delivery is effective and responsive to its users.
- A model for an effective and efficient information system at the district level that contributes to effective decision-making, planning and management of local level development activities.
- A model for a participatory monitoring system that contributes to accountability and responsiveness of public sector agencies to civil society.
- A model for a decentralized, planning and implementation system that is transparent and effective in meeting local needs and aspirations and contributes to the overall development of the people.

#### **2.4.3 Community Participation**

- The existence of effective and sustainable Community Organizations that are recognized as credible institutions of development and a model for the development of cluster organizations and umbrella organization that undertake the task of development at the village level with adequate representation of women in these forums.
- A trained cadre of village activists and functionaries to act as a catalyst for village level development and a model for replication of the approach to other districts.
- Effective linkages between community organizations, local government and line agencies have been created that ensure their effective voice in decision-making and effective linkages with private sector organizations for delivery of improved inputs, market exchange and income generation are in place.
- A decentralized and participatory system of decision-making has been established that is effective in monitoring of existing public sector services, planning and implementation of local infrastructure and is able to operate and maintain local services on a sustainable basis through local resource mobilization and other development initiatives.

#### **2.5 Reasons for Assistance from UNDP**

Governance is one of the three thematic programme areas of the first Country Cooperation Framework (CCF) for Pakistan. The objective of the Governance Programme is to create an environment within which the people of Pakistan can influence the direction and conduct of their governing institutions. The programme has three major components: policy development; governing institutions; and decentralization.

The guiding principle of the Governance Programme is that an institutional framework, based on public access to quality information, which supports a strong civil society and enables the creation of both social and financial capital, would be the best way to underpin development in Pakistan. Therefore, the primary focus of the programme operations is being placed on strengthening local governance capabilities, the

functioning of civil society institutions, public-private linkages, and, to the extent possible, on enhancing the capacity of society to enforce the rule of law.

This project is within the framework of the CCF and has been developed in the context of the three components of the Governance Programme.

The reasons for assistance from UNDP is that this is an area that has a potentially high-pay-off and it can leverage the UNDP assistance to achieve the objectives of good governance and poverty alleviation through putting in place a system of institutional reform that assists in improving the quality of public sector services and the efficiency of the staff. The model that is being developed can be replicated in the other districts of Balochistan and can have important lessons for the rest of the country. Although there have been many donors involved in this sector, the GOB requested the UNDP to prepare a Preparatory Assistance proposal. This request has been put forward because of 1) the GOB's keen interest in improving the quality of its public service delivery, 2) UNDP's global experience and support to decentralization and local development, and 3) the GOB's perception that the UNDP does not have a bias in favor of any particular development strategy, thus allowing the GOB to take the lead in selecting specific approaches to technical assistance in this sub-sector.

The strategy contained in this project document proposal for decentralized administration and local self-governance clearly conforms to several of the OECD/Development Assistance Committee (DAC) Technical Co-operation policy mandates: 1) close involvement of the people in the development process, thereby enhancing the potential for sustainable human development, especially by improving access by the poor to basic services such as education and primary health care 2) undertaking a participatory approach to development by involving the government as a key partner in the entire planning and implementation process for effective implementation of environmentally sound poverty reduction initiatives, and 3) designing a process oriented project implementation modality leading directly to a programme approach for follow-up action for long-term, self-reliant, capacity building rather than on immediate short-term performance improvement, 4) international expertise has been kept to a minimum ("least intervention principle") and will be applied only after local alternatives have been thoroughly explored, 5) strong emphasis on strengthening local governance capabilities, democratic institutions, and enhancing the capacity for enforcing the rule of law. Further, the project strategy concentrates on creating a new demand-driven process for local development. Support to this "paradigm shift" away from supply-driven, centrally controlled development strategies ensures that UNDP will focus its attention on up-stream impact on development policy generation and implementation in the Balochistan Province.

## **2.6 Special Considerations**

This is a time when there is a strong political government at the federal level in Pakistan that is committed to the development of local government institutions and that has announced reform in the system as well as a clear intention to terminate the past schemes and programmes that undermined the credibility of these local government institutions such as the MNA and MPA schemes. The TDMP can help to demonstrate whether the local government institutions can play a central role in development at the local level and how this role is to be shaped. Effective demonstration of the TDMP can usher in widespread reform in the sector and help to strengthen the financial resource base and the administrative powers of the local councils enabling them to play the role that was initially envisaged of them.

The TDMP is unique in the institutional arrangements that it is proposing which help to provide an effective forum for the coordination of all development interventions at the district level involving all parties. This has not been successfully attempted before. If this can be achieved it will provide an effective institutional mechanism for the Social Action Programme, for the Participatory Development programme and all other donor and government programmes at the district level. This will also provide a model for decentralized development that the government and donors are actively seeking but which has proved to be elusive. Furthermore, TDMP is the only programme, which has put in place institutional arrangements that assign a specific role to NGOs, line departments, local government councils and community organizations. Prior to this no single programme has involved all four institutions. As such, this is a unique opportunity to test and demonstrate how these institutions can build a symbiotic relationship for the development of the province and the country.

## **2.7 Implementation Arrangements**

### **2.7.1 Overview**

The implementation system that is being contemplated is being conceived of at four administrative levels or tiers; provincial level, the district level, union council level, and settlement or village level. At the district level, the district councils will be the main coordinating body through which all programmes projects; support and funds will be channeled to the local level. Their link with the union councils will be strengthened through a change in their membership and Chairmen of the Union Council will become voting members of the District Councils. The Union Councils will be the main coordinating body at the local level. However, their links with the villages and settlements that they represent will be strengthened through the creation of community organizations whose representatives will be allowed to participate in the meetings of the Union Council for monitoring of existing services, scheme approval, disbursements of seed grants, and planning and implementation of the Annual Development Plans, disbursements of special funds like Zakat, etc. The Community Organizations, local government institutions and line department agencies will be supported in the task of social mobilization, development of the information system, monitoring, planning and implementation system through technical assistance by UNDP.

A team of consultants will be hired for providing technical assistance and support to the existing institutions. A detailed staffing plan has been prepared that indicates the consultants that will be hired for providing support to the TDMP. This support is required for the task of assistance to all agencies in implementing the different components of the TDMP. Support is required in particular for the social mobilization programme through which Community Organizations will be formed, initiating the participatory information system, the monitoring, and planning and implementation system. The consultant's team is expected to be a catalyst for initiating the process of decentralization and participatory systems at the District level. The need for each member of the consultant's team for future project activities will be carefully assessed and his role and responsibilities evaluated. However, the TDMP is designed in a manner in which each of the consultants is expected to work himself/herself out of a job at the end of the project period by training their counterparts at various levels and through strengthening local institutional arrangements that can undertake their responsibilities and through enhancing ownership of the project at all levels. The Technical Annexes specify the steps and methodology to be followed for each task and gives the responsibility of each of the participating partner. These Technical annexes are given at the end of this document.

### **2.7.2 The District Council Level**

The district functions as the basic administrative unit in the province. Members of the District Council are both elected and appointed and include one elected representative from each Union Council in the district; all elected Chairperson of the district's town and municipal committees and municipal corporations; and a specified number of members representing special interests such as women (2), peasants (1), and workers (1) as well as eventual non- Muslim members determined by the government. The Chairperson of the District Council is an elected councilor who receives a monthly honorarium for his functions. The Deputy Commissioner of the district is a non-voting member of the district council. The District Councils of Loralai and Jhal Magsi will participate in the TDMP. A key role is envisaged for the District Councils in the TDMP and they are expected to act as the main coordinating body for all programmes, projects and schemes at the village level. It is recommended that all activities for which interaction with local communities is required be coordinated through these councils.

There is no direct link between the District Councils and Union Councils in Pakistan. Although the same wards elect the two, the elections are held separately and there is no effective link between the District Councils and the Union Councils except that the District Councils approve the budget of the Union Councils. Under the Basic Democracies system, the Chairmen of the Union Councils were members of the District Councils. However, currently, there is no such system that links the two and the Union Council members are not represented on the District Councils. It is recommended that the District Councils should be reconstituted allowing the Chairmen of the Union Councils voting rights for the approval of decisions of the District Councils. The secretary LG&RD will issue a notification to the same effect. It was determined by the LG&RD that for the purposes of the TDMP there was no need for a statutory amendment of the existing rules to enable the formulation of the reconstituted District Council but that the new arrangement

could be brought in through the TDMP through a notification by the Secretary LG&RD and any changes to the Ordinance should only be brought about once it was determined that the new arrangements were a success and wider replication was required in other districts.

### **2.7.3 The Union Councils**

The Union Councils will be the linchpins of the TDMP. There are 18 Union Councils in Loralai and 12 in Jhal Magsi. Thus this is a manageable level for project support in terms of the types of resources and training that will be needed for the proposed project. This level is also convenient in view of the fact that in Balochistan the villages are highly dispersed, the population is in small settlements and the physical and communication infrastructure is highly underdeveloped. Each Union Council will have anywhere between 30 to 75 villages within its jurisdiction. The Union Council will provide the critical link between the community organizations and all line agencies, private sector institutions, etc. There is currently no programme in Pakistan that attempts to link the community organizations with local government institutions and then uses local government institutions to mediate between all development agencies. Prior to this line agencies have tried to link directly with communities and NGOs have been used as an interface between community organizations and line agencies. However, these approaches have not been very sustainable as the NGOs undertook the implementation of development activities directly and the line departments were not skilled at social mobilization. The Trial District Management Project is the first project that is attempting the new approach and it is expected that this will be a more sustainable method due to the participation of strengthened local government institutions.

The first responsibility of the Union Councils will be to participate in the process of community mobilization for which UNDP will provide assistance. Preliminary fieldwork suggested that the communities at the local level had the requisite confidence in Union Councils institutions and believed that they could play a constructive role in village level development if they were strengthened. The Union Council will need to build on this confidence and ensure that representatives of these Community Organizations register themselves with the Union Council for participation in project activities. The Union Council members should ensure the participation of these elected representatives of Community and Cluster Organizations in local level decision-making. A system for the implementation of each of TDMP's programme components has been laid out in the following sections and the Union Councils will need to ensure that these procedures are fully implemented as they have been given the primary responsibility for initiating the process of monitoring existing schemes, the implementation of the participatory information system, planning and implementation system.

The regulatory function of the Union Council will be in connection with the services provided by public sector service agencies. This regulatory function of the Union Council is expected to be critical in introducing a system of dual accountability and customer orientation in the line departments. The village organizations will gradually be trained to interact directly with the front line workers of line agencies. However, it will take time for some of these new institutional relationships to be put in place and in order to assist them in this process the Union Councils will play a supporting role. The Union Councils will also keep a data bank on each village that will be supported and updated by the village and community organizations. Each union council will be provided training and equipment necessary for the recording, storage and retrieval of village level information. The UNDP Trial District Management Project will provide training to each participating Union Council in the two districts to strengthen their capacity for village planning, implementation, monitoring, and resource mobilization and information collection and processing. The Balochistan Rural Development Academy will also provide training to the councilors with assistance from the project.

The main functions of the Union Councils will be the political education of local communities, organization of forums for interaction between the line agencies, the civil society and other partners in development, village level and inter-village planning, coordination of development,

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taxation, etc. The union council will organize monthly monitoring workshops, store village and settlement level data, prepare list of prioritized schemes and projects of each village and rank them in accordance with the ranking criteria, assist community organizations with scheme implementation and arrange meetings with private sector for improved inputs, technology and market opportunities. The union council will co-ordinate the approval and planning and monitoring functions at the District Council level. The Union Council will also assist village organizations for coordination with outside commercial, non-profit and donor agencies, access external and internal resources for village level development, organize local market and livestock fairs, fruit exhibitions and fund raising for schools, etc. In the performance of these functions, the Local Government & Rural Development Department will support the Union Councils. The TDMP will support the Union Councils acquire the skills and establish the system.

#### **2.7.4 The Line Departments**

The participation of the line departments in the proposed project is critical as it is their services and performance that is being made effective. Detailed implementation arrangements are proposed for the collaboration of each department and are given in the section on counterpart support. Since the collaboration between the line departments and the local councils is one of the weakest links in the programme, it will be strengthened through the creation of community and village organizations and through interaction in forums and workshops for the purposes of monitoring and follow-up action (peer pressure) and through redirecting the flow of funds and decision-making processes in which line agencies will have to through community organizations and local councils (financial control). The line agencies will get instructions from their own administrative departments to comply with the project activities (administrative control) and the manner in which the project is structured, makes it easy for the line agency to monitor its staff and schemes, identify local priorities in a cost-effective manner and work for the common objective of local level development.

Each Department will direct its District and field staff to attend the monitoring workshops and meetings organized by the local councils and take immediate follow-up action on the decisions undertaken in these meetings. Each Department will co-ordinate and integrate its information and data on the existing facilities with the District Information Center at the District Level and with the Union Council and villages at lower levels. The selection criteria for the development schemes of each line department will be notified by the concerned line agency to the District Council and if necessary line agency staff will visit Union Councils for informing them about the selection criteria of different schemes. Each Department will select village and cluster level schemes on the basis of priority ranking established and approved by the District Councils. All new schemes, projects and programmes in each sector will be implemented and coordinated through the District Councils and the Line Departments will provide technical assistance during implementation for the selection of implementation partners for local level schemes. Each Department will draw up a written Terms of Partnership that specify the roles, functions and cost sharing arrangements from each collaborating partner for the planning, implementation, monitoring and maintenance of a particular scheme or programme.

#### **2.7.5 Community Organizations**

TDMP will put in place a system of social mobilization through the recruitment of social organizers in the selected districts. Community Organizations will be established at the settlement and village level and will act as the principal institutions of development at the village and settlement level. The organizations created at the settlement level will be required to ensure that they represent at least 80% of the households in the area. They will each elect a Chairman and manager, nominate a Community Information Committee and indicate a mechanism through which they will ensure the participation of women in development activities and improve their access to services. This institution will be fostered through technical and financial support and will eventually act as a forum that will interact with the local government councils, line agencies and private sector organizations and NGOs at the local level. The UNDP/GOB will assist in the and provide them support and resources for linking with the union council, organizing as NGOs and for their links with outside funding sources. Mainly the villagers themselves through self-selection will determine the number of such organizations and the speed with which these institutions are created. The villagers will simply be told about the benefits of organizing for effective monitoring of village level public services initially and about local resource mobilization and the new

approach to planning. Those who perceive the benefit of the approach will form the organization and will be invited to participate in project activities.

## **2.8 Co-ordination and Management Arrangements**

Coordination arrangements are proposed at the provincial, district and union council level in order to enhance the objective of the project. The institutional arrangements at each of these levels are indicated below:

**Coordination, Lobbying & Policy Level Decision Making:** A Provincial Institutional Reforms Group (PIRG) at the provincial level to undertake policy level decisions in support of the project activities during its implementation phase and to assimilate the lessons learnt from the experience for replication in other districts of the province and to co-ordinate with the Institutional Reforms Group at the national level. This group will be a bi-partisan group composed of provincial ministers and members of the provincial assembly in Balochistan. The PIRG will be given policy level briefings whenever required by the Steering Committee and will be kept informed of the progress during the implementation phase in an annual meeting. A preliminary Terms of Reference for the Provincial Institutional Reforms Group are given in Annex IX. These will be approved and amended as required in the first meeting of the PIRG.

A Provincial Steering Committee (PSC) at the provincial level comprising provincial Secretaries who are heads of line departments in Balochistan, one or two persons from local academic institutions, the NGO community, prominent community members, representatives from the donor community, etc. The Steering Committee will meet once every six months to monitor the progress made during implementation, provide support to project activities, assimilate lessons learnt from the experience for course corrections and modifications in project design, make decisions regarding the replication of the project in other districts and submit policy level decisions to the Provincial Institutional Reforms Group. A Steering Committee was put in place for overseeing the Preparatory Assistance phase and it is recommended that this committee be continued with appropriate expansion in its membership for overseeing the work of the Trial District management Project during its first implementation phase for the next 18 months. A preliminary Terms of Reference for the Provincial Steering Committee are given in Annex IX. These will be approved and amended as required in the first meeting of the PSC.

**Implementation Support & Monitoring:** The TDMP will be implemented by the existing line agencies, local councils and community participation. The P&DD will be the executing agency. UNOPS will implement the component of providing an international expert (CMBL 11.01). The project is designed to ensure effective participation of each of these agencies in project implementation. Detailed job descriptions have been provided for the effective participation of the staff hired especially for TDMP. The Project Management Unit will be established to oversee the progress of the work during the implementation phase at the provincial level. The PMU will report to the National Project Director (Secretary of P&D) who will be responsible for ensuring support of the line agencies and local government institutions at the provincial level. The Project Coordinator will coordinate the activities of PMU on a day to day basis. The PMU will be responsible for coordination at the provincial level and for sharing the results and the experience of the TDMP with all line agencies, local government institutions and donor agencies at the provincial level. It will be responsible for the implementation of the TDMP and will supervise the work of the consultants and social organizers. The PMU will also act as the secretariat for the Steering Committee and will organize its meetings, record its minutes and inform its members of development on a quarterly basis. The Terms of Reference of the Project Management Unit are given in Annex IX. These can be modified by the Provincial Steering Committee, if required.

District Management Units that were established in the selected districts of Loralai and Jhal Magsi to oversee the Preparatory Assistance Phase of TDMP will continue to function as the main coordinating, support and supervising forum at the district level. The District Management Units will be led by the Deputy Commissioner and will be composed of chairman District Council, Assistant Commissioners, District Project Advisor, Divisional Director Development, and Chief Officer, Assistant Director, and Development Officer of LGRD. The District Management Units will closely monitor the project implementation activities and will provide full support for timely implementation of the project.

The District Development Committees which are composed of Deputy Commissioner (Chairman), Members of the District Councils, District Heads of Line Departments, etc will ensure that all agencies under their control at the district level are responsive to the roles and responsibilities assigned to each for effective implementation of the TDMP. In addition, the District Development Committees will also facilitate the implementation of the proposed mechanism and identification of policy issues and replication of the Project in further areas. It is recommended that the existing District Development Committees lend full support to project activities at the district level, particularly in directing the line departments to co-ordinate with the local government and community organizations. The Deputy Commissioner will coordinate the functions and progress of work at the district level and will ensure enforcement of the decisions made at the district level.

At the Divisional level there exist Divisional Coordination Committees (DCC) in Balochistan. The members of these committees are the District Council Chairmen, Deputy Commissioners, Divisional Heads of Line Departments, etc. The Commissioner is the Chairman of these committees and the heads of the line departments are represented in these committees. These committees will be kept informed about the process of institutional reforms in the trial districts for understanding the TDMP process and recommending its replication in other districts. However, schemes that cost more than Rs 500,000 cannot be approved without the sanction of the DCCs and as such, they are likely to be the approval forums for village level schemes that cost more than this amount and cannot be approved at the District Council level.

### **2.9 Counterpart Support Capacity**

The Planning and Development Department, Government of Balochistan has been actively associated with the project conceptualization and design. It has extensively coordinated the activities of the Project Steering Committee and District Management Units and the sub-contractors to ensure timely formulation and approval process of the project. The Planning and Development Department has the requisite professional staff with the background to manage and coordinate the implementation of such projects.

The Government of Balochistan has indicated support for the proposed project concept through the establishment of a Preparatory Assistance Steering Committee and a Preparatory Assistance Project Management Unit at the provincial level and District Management Units at the District level. These institutional arrangements will be continued during the implementation phase to oversee the project activities and to derive lessons for replication in other districts of the province.

The Department of Planning & Development and the Local Government & Rural Development Department of the Government of Balochistan have undertaken the main responsibility for the execution and supervision of the TDMP. In addition, all the main line agencies have indicated their support for the institutional reforms that are being proposed under the Trial District Management Project and have agreed to collaborate with the project and will issue clear instructions to their staff in the project districts to follow the proposed methodology for the monitoring, planning and implementation of local level infrastructure and social sector schemes. The LG&RD has indicated the availability of the Academy for Local Government & Rural Development available for the training courses that will be imparted as part of project activities. The Department of LG&RD has also indicated the availability of funds from the next financial year to be channeled through the local councils in the specified manner. The Bureau of Statistics has indicated the availability of its staff for training during the project period and continuation of the types of activities that will be required at the end of the project period.

Details of the support required from some of the line departments are indicated below. Preliminary agreement to most of these issues has been secured by discussions with some of the individual heads of line agencies in the province. However, support from all agencies at the district level will be required even if they have not been identified at this initial stage. As such, this list is an indicative list and the requirements specified are preliminary requirements. As and when required the process of discussing and negotiating on these aspects with each line agency will be continued through the PMU and DMUs or the PSC, as required.

**Planning & Development Department:** The Planning & Development Department (P&D) will be responsible for coordinating the functions of the line departments and ensuring that the proposed institutional arrangements are adhered to by the staff of the line agencies.

The P&D Department will ensure that all development projects for the trial districts will be implemented in the manner proposed and that the institutional arrangements proposed will be adhered to by all the development projects in the trial districts.

The P&D Department will ensure that the manner in which the Annual Development Plans are formulated for the next financial year (1998-99) will be undertaken from the village level to the Union Council to the District Council level and that the Annual Development Plans of the trial districts will be formulated by them and included in the next financial year.

The NGO funds for the Participatory Development Programme will be channeled in the two trial districts through the District Councils. The District Councils and the Union Councils will select the NGOs and CBOs at the district level for funding through the proposed mechanisms. The Social Welfare Officers will be responsible for monitoring the performance of the NGOs together with the District Councils and the Union Councils

For overall monitoring, the P&D will undertake supervision and coordination of the project and it will ensure that the policy implication, institutional reform issues and other implementation ideas are recorded for replication in other districts. The P&D will prepare the agenda for the Steering Committee and take the responsibility for the replication of the project.

The Planning & Development Department will collaborate with the TDMP team and find opportunities of coordinating the work undertaken by the IMPLAN project with the participatory information system in particular to investigate how the District Profiles can be updated through the District Information Center.

**Local Government & Rural Development Department:** The Director General of LG&RDD will be the focal point for the TDMP. The Local Government & Rural Development Department (LG&RD) will issue a notification that will enable the Chairmen of the Union Councils to become voting members of District Councils. Furthermore, the representatives of clusters of community organizations will be allowed to discuss, deliberate and vote on local level issues at the Union Council level. The LG&RD will investigate whether there is need for legislative change and if so will determine how the recommended modalities are to be implemented during the project period.

The Federal Government has recently announced that development funds will not be channeled through MPAs, local bodies' elections will be held and that the government is committed to strengthening these institutions. Although in the current Provincial Special Development Programme (PSDP) the government has not budgeted any funds for local development initiatives to the local Government Institutions but the Secretary LG&RD has indicated that allocations will be available in the next financial year for this purpose. The LG&RD will ensure that the local councils are allocated funds in the next financial year 1998-99 and these funds will be allocated for village level schemes that are approved jointly by the Union Councils and the reconstituted District Councils.

The LG&RD will ensure that the allocation of funds by the local councils is on the basis of approved schemes that are accorded priority on the basis of a ranking criteria and not on the basis of allocation to individual members of the councils.

The LG&RD undertakes to make its staff available for support and assistance to the local government institutions for coordinating monitoring of line agencies functions, collection and consolidation of information and assistance in the performance of the union councils functions.

The LG&RD will make the Rural Development Academy in Quetta available for the training courses and other training requirements under the project.

The LG&RD will assist in the establishment of the District Management Information Center (DMIC) in the office of the District Councils in collaboration with the BOS.



The Balochistan Local Councils Election Authority (BLCEA) will ensure that elections are held as planned after conducting the national census slated for October and that the local councils will be in place prior to the start of the TDMP.

**Education Department:** The Education Department will direct its District and field staff to attend the monitoring workshops and meetings organized by the local councils and take immediate follow-up action on the decisions undertaken in these meetings.

The Education Department will co-ordinate and integrate its information and data on the existing education facilities with the District Management Information Center at the District Level and with the Union Council and villages at lower levels. The integration of BEMIS with the Village Information Committee and the Union Councils will be examined and undertaken.

The selection criteria for the development schemes of each line department will be notified by the concerned line agency to the District Council and if necessary line agency staff will visit Union Councils for informing them about the selection criteria of different schemes.

The Education Department will not select schemes on its own but will identify the location of schools, up-gradation of education facilities on the basis of priority ranking established and approved by the District Councils.

The Education Department will ensure that all new schemes, projects and programmes in the education sector are implemented and coordinated through the District Councils and will provide technical assistance during implementation for the selection of implementation partners for local level schemes.

The Education Department will draw up a written Terms of Partnership that specify the roles, functions and cost sharing arrangements from each collaborating partner for the planning, implementation, monitoring and maintenance of a particular scheme or programme.

**Health Department:** The Health Department will direct its District and field staff to attend the monitoring workshops and meetings organized by the local councils and take immediate follow-up action on the decisions undertaken in these meetings.

The Health Department will co-ordinate and integrate its information and data on the existing health facilities with the District Management Information Center at the District Level and with the Union Council and villages at lower levels. The integration of HMIS with the Village Information Committee and the Union Councils will be examined and undertaken.

The selection criteria for the development schemes of each line department will be notified by the concerned line agency to the District Council and if necessary line agency staff will visit Union Councils for informing them about the selection criteria of different schemes.

The Health Department will not select schemes on its own but will identify the location of Basic Health Units and selection of Lady Health Workers on the basis of priority ranking established and approved by the District Councils.

The Health Department will ensure that all new schemes, projects and programmes in the health sector are implemented and coordinated through the District Councils and will provide technical assistance during implementation for the selection of implementation partners for local level schemes.

The Health Department will draw up a written Terms of Partnership that specify the roles, functions and cost sharing arrangements from each collaborating partner for the planning, implementation, monitoring and maintenance of a particular scheme or programme.

**Public Health Engineering Department:** The PHED will direct its District and field staff to attend the monitoring workshops and meetings organized by the local councils and take immediate follow-up action on the decisions undertaken in these meetings.

The PHED will co-ordinate and integrate its information and data on the existing water supply facilities with the District Management Information Center at the District Level and with the Union Council and

villages at lower levels. The integration of existing data on RWSS with the Village Information Committee and the Union Councils will be examined and undertaken.

The selection criteria for the development schemes of each line department will be notified by the concerned line agency to the District Council and if necessary line agency staff will visit Union Councils for informing them about selection criteria of different schemes.

The Public Health Engineering Department (PHED) will not select schemes on its own but will identify the location of water supply schemes, sanitation facilities and drainage schemes on the basis of priority ranking established and approved by the District Councils.

The PHED will ensure that all new schemes, projects and programmes in the water and sanitation sector are implemented and coordinated through the District Councils and will provide technical assistance during implementation for the selection of implementation partners for local level schemes.

The PHED will draw up a written Terms of Partnership that specify the roles, functions and cost sharing arrangements from each collaborating partner for the planning, implementation, monitoring and maintenance of a particular scheme or programme.

***Irrigation Department:*** The Irrigation Department will direct its District and field staff to attend the monitoring workshops and meetings organized by the local councils and take immediate follow-up action on the decisions undertaken in these meetings.

The Irrigation Department will co-ordinate and integrates its information and data on the existing water facilities with the District Management Information Center at the District Level and with the Union Council and villages at lower levels. The integration of existing data on ground water resources and water resources with the Village Information Committee and the Union Councils will be examined and undertaken

The selection criteria for the development schemes of each line department will be notified by the concerned line agency to the District Council and if necessary line agency staff will visit Union Councils for informing them about selection criteria of different schemes.

The Irrigation Department will not select schemes on its own but will identify the location of irrigation channels, karezes, tube wells, dug wells, hand pumps, etc. on the basis of priority ranking established and approved by the District Councils.

The Irrigation Department will ensure that all new schemes; projects and programmes in the sector are implemented and coordinated through the District Councils.

The Irrigation Department will draw up a written Terms of Partnership that specify the roles, functions and cost sharing arrangements from each collaborating partner for the planning, implementation, monitoring and maintenance of a particular scheme or programme.

***Agriculture Department:*** The Agriculture Department will direct its District and field staff to attend the monitoring workshops and meetings organized by the local councils and take immediate follow-up action on the decisions undertaken in these meetings.

The Agriculture Department will co-ordinate and integrate its information and data on the existing agriculture facilities, land holdings, tenancy patterns, cropping patterns with the District Management Information Center at the District Level and with the Union Council and villages at lower levels. The integration of the role of the Patwaris and the Field Assistants in the process will be examined.

The selection criteria for the development schemes of each line department will be notified by the concerned line agency to the District Council and if necessary line agency staff will visit Union Councils for informing them about selection criteria of different schemes.

The Agriculture Department will not select schemes on its own but will identify the location of demonstration plots, delivery of seed inputs and improved technological innovations, organization of field days on the basis of priority ranking established and approved by the District Councils.

The Agriculture Department will ensure that all new schemes; projects and programmes in the agriculture sector are implemented and coordinated through the District Councils.

The Agriculture Department will draw up a written Terms of Partnership that specify the roles, functions and cost sharing arrangements from each collaborating partner for the planning, implementation, monitoring and maintenance of a particular scheme or programme.

**Livestock Department:** The Livestock Department will direct its District and field staff to attend the monitoring workshops and meetings organized by the local councils and take immediate follow-up action on the decisions undertaken in these meetings.

The Livestock Department will co-ordinate and integrate its information and data on the existing agriculture facilities, land holdings, tenancy patterns, cropping patterns with the District Management Information Center at the District Level and with the Union Council and villages at lower levels. The integration of the role of the Stock Assistants in the process will be examined.

The selection criteria for the development schemes of each line department will be notified by the concerned line agency to the District Council and if necessary line agency staff will visit Union Councils for informing them about selection criteria of different schemes.

The Livestock Department will not select schemes and programmes on its own but will identify the organization of training programmes, vaccination campaigns and breed improvement programmes on the basis of priority ranking established and approved by the District Councils.

The Livestock Department will ensure that all new schemes; projects and programmes in the livestock sector are implemented and coordinated through the District Councils.

The Livestock Department will draw up a written Terms of Partnership that specify the roles, functions and cost sharing arrangements from each collaborating partner for the planning, implementation, monitoring and maintenance of a particular scheme or programme.

**Finance Department:** The Finance Department should suggest measures to strengthen the revenue base of the local councils. Only 33 of the Union Councils out of the 391 can meet their operating expenses, at present.

The Finance Department should rehabilitate the practice of disbursing the Motor Vehicle tax (85%) and property tax (50%) after deduction of collection expenses by the Excise Department to the local councils. The Finance Department will rehabilitate the funds of the local councils from the next financial year.

**Social Welfare Department:** The Social Welfare Department will work closely with the District Councils to recommend how the Community Organizations formed at the settlement and village level can be organized into umbrella organizations at the Union Council or District Level, registration mechanisms and enabling them to access external sources of funds such as under the Participatory Development Programme, Poverty Alleviation Funds and Micro-enterprise Credit funds from the World Bank, etc.

The Social Welfare Department whose Secretary has been nominated to become the Administrator of the Zakat funds will try the institutional mechanisms developed for the implementation of the TDMP for the disbursement of Zakat funds. It is believed that since the District Councils are being linked with Community Organizations through Union Councils, the proposed institutional arrangements are well placed to identify the *Mustahiqeen* for Zakat funds at the local level as this requires knowledge of local families that does not otherwise exist at the district level.

**Bureau of Statistics:** Acceptance by the Bureau of Statistics to act as the central agency that will coordinate data collection and storage and dissemination at the provincial level and consider methods through which the DMICs and the CICs can be used on a wider scale.

The Bureau of Statistics will make available its staff for training for linking into the District Management Information System that is being developed and act as the counterpart agency for the TDMP for purposes of information collection, storage, retrieval and integration and consolidation at the provincial level.

**Board of Revenue:** The Board of revenue should notify the names of the villages in the selected districts and make these available to all concerned

The Board of Revenue needs to issue instructions that the Patwaris should fully collaborate with the new project in terms of participating in the information collection system and by assisting in providing information on local resource generation capacity, etc.

### **3. DEVELOPMENT OBJECTIVE**

The proposed Trial District Management Project (TDMP) aims to help the Government of Balochistan develop a sustainable and replicable approach of development that can assist in achieving its long-term development objectives. Thus the principal development objective of the Trial District Management Project (TDMP) is to **put in place institutional arrangements and mechanisms for effective delivery of public sector services based on decentralized and participatory local level development and test whether this approach is effective and resilient and can be replicated in other districts of the province.**

The approach that is proposed uses existing institutions although the institutional arrangements are new and proposes a participatory system for the establishment of community organizations at the community and settlement level, a participatory information system, a participatory monitoring system, a participatory planning and implementation system and a participatory resource mobilization system. Each of these components of the proposed project suggest new approaches and strategies for undertaking the functions that are the pre-requisite of an efficiently managed and functioning system of local level development. Although elements of the suggested approach and strategy are available and have been tried in different programmes in Pakistan and benchmarks exist of some of the practices proposed here. However, the model in its entirety has not been tested anywhere in Pakistan and the project is being implemented on a trial basis for four years to determine whether the proposed arrangements, roles and responsibilities are implementable and how they will work in practice.

### **4. IMMEDIATE OBJECTIVES, OUTPUTS AND ACTIVITIES**

**O**bjective 1: **Provincial Policy Reform: To establish a policy framework that enables local government institutions, line agencies and local communities to undertake effective delivery of public sector services in a sustainable, decentralized, participatory and efficient manner in the province.**

#### **Success Criteria for Objective 1:**

- The establishment of review and coordination committees and regular meetings by them for substantive discussions and policy making.
- The approach and strategy of the Trial District Management Project has been tested through action research and other proposed implementation mechanisms and the necessary policy changes required have been identified through discussions with the government, and a joint plan of action has been developed through which the policy changes can be undertaken by the relevant provincial government agencies during Phase II.
- The existence of a package of policy reform that may consist of appropriate rules, regulations, procedures, notifications and legislation by the end of Phase I that assists in the effective delivery of public sector services, enhanced transparency, accountability and decentralization of existing systems.

- The formulation of operational manuals and guidelines that specify the Terms of Partnership, Standard Operating Procedures and any other required procedures for the replication of the institutional arrangements, district management information system, monitoring procedures, planning and implementation procedures in other districts by the end of Phase I.

### **Output 1.1**

Appropriate implementation and coordination mechanisms to oversee the TDMP approach and undertake necessary changes and modifications have been established.

#### **Activities**

1. Establish a Provincial Institutional Reform Group for Balochistan.
2. Prepare a notification for the creation of a Steering Committee similar to the one established under the Preparatory Assistance Phase and appropriate changes in its composition and Terms of Reference.
3. Prepare a notification for the creation of a Project Management Unit similar to the one established under the Preparatory Assistance Phase and appropriate changes in its composition and Terms of Reference.
4. Prepare a notification for the creation of District Management Units similar to the ones established under the Preparatory Assistance Phase and appropriate changes in their composition and Terms of Reference.
5. Select a Project Coordinator, Assistant Project Coordinator and other staff for the Project Management Unit.
6. Recruit consultants for the implementation of the TDMP activities through advertisement in the national press, evaluation of proposals and signature of contract with the selected consultants.
7. Consultants prepare and submit work plan for the 18-month project period.
8. Hold weekly programme planning meetings, monthly review meetings, quarterly progress reports, and annual progress reports on the functioning and performance of the project.

### **Output 1.2**

A package of policy reform is prepared by the end of Phase I that may consist of appropriate rules, regulations, procedures, notifications and legislation that assists in the effective delivery of public sector services, enhanced transparency, accountability and decentralization of existing systems.

#### **Activities**

1. Identify policy issues that need modification and changes through decisions at higher levels.
2. Assist the provincial government to develop a policy framework for coordinated, integrated and decentralized decision-making at the district level through the testing of the ideas and approaches of TDMP
3. Facilitate consultative review meetings of the PIRG, Steering Committee, PMU, DMU, District Councils and COs for identifying key issues, deliberating solutions and testing modified approaches.
4. Identify appropriate mechanisms of change and lobbying support for policy reform and assisting in the process of reform at the provincial level.

### **Output 1.3**

Models for the implementation of sustainable, decentralized, participatory decision-making at the district level are identified and documented for replication in other districts by the end of Phase I.

#### **Activities**

1. Prepare guidelines and operational manuals based on the experience of TDMP and other relevant models on social mobilization, District Management Information System, Monitoring System, Planning and Implementation System and other participatory development approaches for further replication.
2. Finalize Standard Operating Procedures for the implementation of each specific activity for the implementing agencies.
3. Finalize of tested and refined Terms of Partnership that specify the collaborating arrangements between different partners for each specific activity.

4. Development of a training package based on the identification of the training and orientation needs of all implementing agencies for successful replication of the approach.

**Objective 2: Institutional Capacity Building: *An improved linkage between existing public sector and local government institutions and beneficiary communities is established and the capacity of local government and line agencies at the district and union council levels is strengthened for the management of local development activities.***

**Success Criteria for Objective 2:**

- Improved coordination will have been established among line agencies, local Councils, Community Organizations and all will have adopted the institutional arrangements and procedures specified under the TDMP for effective delivery of public sector services by the end of Phase I.
- A training programme for the line agencies, local councils, and community organizations will have been identified through a training needs assessment and the formulation of a training plan and its implementation will have been initiated.
- The capacity of the line agencies will have been improved for undertaking decentralized and participatory development through appropriate training programmes, orientation to participatory methods, technical assistance and through changes in their procedures and method of working at the local level. The line agencies will have identified transparent and accountable systems of working at the village, union council and district level.
- The District Councils in Loralai and Jhal Magsi will have identified the relevant issues necessary for effective participation of local communities, accountable and transparent procedures for working and will have initiated participatory and decentralized systems for information collection, monitoring, planning and implementation for local level public services and development initiatives.
- At least 10 Union Councils in Loralai and 6 in Jhal Magsi will have established the capacity for effective local participation, monitoring, information collection, planning, implementation and management by the end of Phase I.
- A District Management Information System and a District Management Information Center at the district level will have been established in the districts of Loralai and Jhal Magsi. The DMIS and the DMIC will have been efficiently managed with the capacity to provide reliable information on the local area and it will have contributed to improved systems of monitoring, planning, implementation and management. This model will have been tried and tested and any required changes will have been made and the successful model will have been documented by the end of Phase I.
- A Participatory Monitoring System will have been established in the districts of Loralai and Jhal Magsi. The PMS will have the capacity to monitor local services and inputs and will have contributed to the effective delivery and management of public sector services in the project area. This model will have been tried and tested and any required amendments will have been made to it, and the model will have been documented for replication by the end of Phase I.
- A decentralized Planning, Implementation and Management System for the development of village infrastructure, preparation of Annual District Development Plans for inclusion in the ADP and for implementation and management of projects on a sustainable basis will have been initiated. This model will have been tried and tested and, after any required modifications, will have been documented for further replication by the end of Phase I.

**Output 2.1**

District Councils are linked with Union Councils and with Community Based Organizations at the village level through notification, discussion and, if required, appropriate legislation.

**Activities**

1. Facilitate the participation of the Chairmen of Union Councils in District Council meetings through support for appropriate notification, relevant legislation or ordinance and for participation of community representatives in Union Council meetings.

2. Develop TOP and SOPs for the participation of District Councils, Union Councils and COs in project activities. (see technical annex 1)
3. Explain and approve the above terms in dialogues and discussions with the PSC, PMU, DMU, DCC and members of the DCs, UCs, and line agencies and at the village level.
4. Preparation of manuals elaborating the operational guidelines, TOPS and SOPs as a guide for implementing agencies.

### **Output 2.2**

The capacity of the Rural Development Academy will have been strengthened in programme design and instruction techniques for conducting training programmes in Balochistan.

#### **Activities**

1. Identify the training needs and requirements of the Balochistan Rural Development Academy and strengthen its capacity to undertake training programmes for staff of line agencies, local council members and community organizations.
2. Provide training and orientation to the line agencies, elected councils and community organizations in methodologies, and approaches for participatory and decentralized information collection and management, monitoring, planning and implementation techniques.
3. Develop a trainers' manual to speed replication of training programmes in new districts during Phase II

### **Output 2.3**

A District Management Information System is established in the districts of Jhal Magsi and Loralai. (Technical Annex 2 provides a guide for establishing this system)

#### **Activities**

1. Provide technical assistance to the Bureau of Statistics for guiding the development of a District Management Information System and integrating district outputs at the provincial level. (As the Bureau will be receiving assistance under a Netherlands financed project its strengthening under the TDMP will be only in training for the design and implementation of the DMIS.)
2. Establish a District Management Information Center in the office of the District Council.
3. Procure equipment and install in the District Council Office
4. Orient local council members and staff as well as orientation of Patwaris, field staff of other line agencies like school headmasters, Livestock Assistants, Field Assistants, etc., to the system.
5. Establish Community Information Committee in association with other CBOs, where they exist, at the settlement or village level for collection of basic location, operational and organizational data on a voluntary basis.
6. Assist in identifying the types of information that will be required at various levels jointly with the Community Organizations, Union and District Councils. To review the Bench Survey Form of the Secretary Union Council and determine which of its elements can be used and design appropriate forms.
7. Provide technical assistance to the local Councils to strengthen their capacity for data verification, compilation, entry, storage, analysis and retrieval. Training will be provided to verify, consolidate and store this information and provide it to the Union Council for effective decision-making.
8. Provide technical assistance for the District Councils for data analysis, report generation, finding out the potential for marketing these reports and assisting in developing a system for regular report production on their areas.
9. Provide technical assistance to District Councils for the development of a Geographic Information System at the district level that has the capacity to illustrate information regarding local settlements and villages, existing facilities, etc., and maps as a tool for monitoring, planning and implementation.
10. Provide technical assistance to District Councils for developing a system that coordinates and integrates the information at various levels and with various agencies in a systematic manner. Training of line department staff to work with community organizations and local government institutions for better management of local information systems and its integration.
11. Monitor & evaluate the DMIS and document the experiences and prepare operational manuals for replication.

#### **Output 2.4**

A Participatory Monitoring System is developed at the district level for the districts of Jhal Magsi and Loralai. (Technical Annex 3 describes some additional guidelines for establishing the monitoring system).

##### **Activities**

1. Design a Participatory Monitoring System that is relevant to the local conditions.
2. Orient local council and line department staffs in participatory monitoring methods and enables them to work effectively with community members. Village Education Committees, School Management Committees, Water Users Associations, Community Organizations and other local CBOs will be involved in the process, where possible.
3. Assist community organizations to monitor ongoing development schemes.
4. Assist the Union Councils to organize monthly monitoring workshops in which COs and line agencies are present, record the proceedings and disseminate them for further action.
5. Assist the District Councils to organize monitoring meetings on a quarterly basis to review the discussions in the Union Council meetings, record the proceedings and ensure follow-up action.
6. Monitoring & Evaluation of the Participatory Monitoring System and documentation of the experiences and preparation of operational manuals for replication.

#### **Output 2.5**

A Decentralized Planning, Implementation and Management System is developed for the preparation and implementation of Annual District Development Plans. (Technical Annex 4 and 5 describes some guidelines for implementers).

##### **Activities**

1. Design a Decentralized Planning, Implementation and Management System that is relevant to the local conditions.
2. Orient local council and line agency staff in the proposed planning, implementation and management system for development initiatives and projects at the village and cluster level.
3. Provide seed grants to be used in an action research modality in which the schemes and projects will be identified and implemented by communities and the entire process will be documented in detail.
4. Initiate a system of planning in which the preparation of the Annual Development Plan for the selected districts will be decentralized and the plans will be initiated at the village and settlement level and will be finalized at the district level in an Annual District Development Plan.
5. Guide line agency staff, local council members and community organizations in establishing a participatory system of scheme implementation.
6. Guide and train community organizations in the management of schemes with technical assistance from line agencies.
7. Assist District Councils to become involved in the coordination of all development funds, programmes, projects, and services carried out in the district.
8. Assist the local councils in establishing a system of regular financial and management audits in order to improve their functioning and make them more transparent, accountable and participatory.
9. Monitoring and evaluation of the decentralized planning and implementation system and documentation of the successful experiences and preparation of operational manuals for replication.

**Objective 3: Community Participation: *Participatory institutional arrangements for local level development are enhanced at the settlement or village level and linked with local government, public sector and private institutions for better monitoring of public sector services, planning, implementation and management of village level development initiatives and for local resource mobilization for sustainable human development.***

##### **Success Criteria for Objective 3:**

- There will be 50 Community Organizations supported at the village or settlement level in Loralai District and between 30 in Jhal Magsi District by the end of Phase I. There will be a representation of women in the two project districts in these Community Organizations either through direct representation in separate women's organizations or as members in joint



organizations. A majority of the households in each settlement or village will have secured membership of these organizations.

- A cadre of village level activists will have been identified and trained for continuing the task of social mobilization, coordination and acting as catalysts for village level development, resource mobilization and other village level initiatives. Approximately 160 activists will have been identified and trained in the project area.
- The Community Organizations will have been recognized as grass roots institutions of development at the village level and will have been effectively used for the purpose of information collection, monitoring public sector services, planning and implementation of village and cluster level schemes. The line agencies, development projects staff, NGOs and local council institutions will have been using these Community Organizations as one vehicle for village development in the selected district.
- Cluster level organizations will have been formed in the districts and these will have been given adequate representation in the Union Council and a system will have been established whereby they will have been given an effective voice in the local council forums.
- Terms of Partnership will have been developed for the implementation of various activities and programmes at the village level and the agreement of the Community Organizations to these TOP will have been secured and work would have been undertaken by COs, line agencies, local councils on this basis.
- The Community Organizations will have improved access different development agencies, credit and financial institutions, NGOs and private sector organizations for the delivery of services and inputs including credit, skills for village level development. Where possible, these COs will have established umbrella organizations at the district level for accessing outside sources of funds for village level development. These COs will have developed and demonstrated mechanisms for equitable distribution of resources and provide support and assistance to vulnerable groups such as the land less, widows, the poor and other mustahiqeen.

### **Output 3.1**

Community organizations supported at the settlement and/or village level in 50 settlements in the Loralai District and 30 settlements in the Jhal Magsi District. (Technical Annex 6: Tables 1 and 2 describes some guidelines for implementers for involvement of local communities and special steps for ensuring the participation of women).

#### **Activities**

1. Orientation of staff of local councils and line agencies in social mobilization techniques and procedures, social conflict resolution, participation of women, landless and the poor, etc.
2. Village dialogues to discuss the participatory concept, terms of partnership and principles and methods of institutional development at the village and settlement level.
3. Identification of settlements and villages that agree to participate in project activities.
4. Selection and Identification of Village Activists at the village and cluster level for undertaking and monitoring the task of social mobilization on an on-going basis.
5. Formation of broad-based Community Organizations (COs) at the settlement and village level that have agreed to meet regularly, collect village level information through a CIC, monitor public sector services, participate in planning and implementation of local services and infrastructure, mobilize local resources and operate and maintain new schemes.
6. Training of selected village functionaries including women in participatory methods, monitoring techniques, planning and implementation approaches gender issues, technical subjects, etc.
7. Lobby and secure policy and institutional support for the recognition of these village development institutions by all concerned agencies through workshops, policy papers, and meetings and through policy reform.
8. Preparation of manuals elaborating the operational guidelines and TOPs and SOPs as a guide for implementing agencies

### **Output 3.2**

Establishment of linkages and better communication between community members, local government institutions, line agencies, commercial organizations and NGOs for effective delivery, production and monitoring of public sector services.

#### **Activities**

1. The creation of cluster level organizations that include representatives from 3 to 10 different settlements or villages.
2. Making arrangements for the participation of the Cluster Organization Representatives (CORs) in Union Councils meetings, discussions and decision-making.
3. Arrange facilitation meetings between COs and line agencies.
4. Arrange opportunities for interaction between COs and commercial institutions, development NGOs and credit institutions.
5. Support the participation of the COs and COR in Union Council meetings through support for appropriate notification, relevant legislation or ordinance.
6. Prepare manuals elaborating the operational guidelines and TOPs and SOPs as a guide for implementing agencies.

### **Output 3.3**

Partnership between COs, local government, line agencies and private sector institutions for local level information gathering, monitoring, planning and implementation and resource mobilization at the local level.

#### **Activities**

1. Arrange facilitation meetings and workshops for monitoring of village level services and schemes in which all concerned parties participate and take follow-up action.
2. Formulate the TOPs for the implementation of village level schemes that give the roles and responsibilities of each collaborating partner during construction, operation and maintenance and routine repairs.
3. Arrange for financing of schemes through creating links with credit institutions, donor agencies, social welfare, local resource generation, etc.
4. Train COs in the formulation of Annual Village Development Plans and their phasing for inclusion in the Annual District Development Plans at the district level.
5. Train community members in local resource mobilization techniques.
6. Prepare of manuals elaborating the operational guidelines and TOPs and SOPs as a guide for implementing agencies.
7. Monitor and evaluate the activities and document the experiences for future replication.

## **5. INPUTS**

### **5.1 Government Inputs**

The Government inputs are in kind contribution in terms of services of various line agencies and departments. The Government of Balochistan will make available the services of a National Project Director who will be the Secretary of Planning and Development Department. In addition, the Department will designate one senior official as Project Coordinator for the duration of the project. The Project Coordinator will report to the National Project Director and will be assisted by a Project Advisor and a team of consultants in order to coordinate all matters related to the implementation of the project, monitoring, learning lessons from its experience and developing lessons for the further replication of the project in other districts. At the provincial level the Bureau of Statistics will assign a systems analyst to the TDMP for coordinating the aspects of the project at the provincial level and for providing support to the maintenance and support to the information system at the end of the project period. In addition, the utilization of government facilities is considered to be the contribution of the Government in kind. The estimated cost of these inputs is **Rs. 500,000**.

### **5.2 UNDP Inputs**

UNDP-funded inputs for the project are listed below and included in the budget for the UNDP contribution. The national executing agency will utilize support services of the UNDP country office for the mobilization of project inputs on all budget lines that identify Government as the implementing agency and for the related accounting, disbursements and financial reporting.

The signed project document will constitute the Resident Representative's authority to expend project funds on behalf of the executing agency provided that specific instructions (terms of reference, specifications, etc.) have been received from the executing agency and that these instructions are in accordance with the project document and any subsequent revisions.

UNDP will directly access the budget lines designating Government as Implementing Agency for 1) duty travel for monitoring missions by UNDP programme officers and concerned Government officials, 2) auditing and 3) sundries and charge these lines as actual expenses are incurred by the UNDP.

The project implementation will be guided by the principles and procedures for national execution described in the Project Cycle Operations Manual (PCOM).

UN Office of Project Services (UNOPS) will provide project implementation support for budget line 11.01 (International Advisor -- \$90,000). On the basis of a standard Implementing Agency Letter of Agreement.

### **5.2.1 Project Personnel**

UNDP-funded project personnel will comprise the following:

- International Advisor: This project advisor will be hired for a period of six p/m to evaluate project implementation policy. UNDP contribution is **US\$ 90,000**.
- Administrative Support: One Financial/Administrative Assistant for 18 p/m, two secretaries each one for 18 p/m, and five driver for 18 p/m will be responsible to provide the needed administrative support to the project. UNDP contribution is **US\$ 58,500**.
- National Professionals: These professionals will include a Project Advisor for 18 p/m who will be responsible for ensuring high quality advisory and implementation support to achieve the objectives and outputs of the project; an Assistant Project Coordinator for 18 p/m to provide support to the Project Coordinator; two District Project Advisor each one for 18 p/m to implement district level project activities; a Training Specialist for 18 p/m; a MIS Specialist for 18 p/m; a GIS Specialist for 6 p/m and three Computer Programmers each one for 18 p/m. UNDP contribution is **US\$ 198,000**.
- Local Travel: The project entails extensive travel of the project team within the two districts. UNDP contribution is **US\$60,000**

### **5.2.2 Sub-Contracting for Technical Expertise**

This will entail the preparation of a GIS for the selected districts and assistance with map production and specific aspects of the District Management Information System that will need to be contracted out on the basis of the recommendations of the GIS Specialist and Information System Specialists. Resource persons may also be hired for the development of other specific tasks. A specific fund will be allocated to invite experienced resource persons for specific policy analysis of the work being undertaken. These resource persons will be primarily local experts who have worked directly with community participation issues, decentralized systems of management and worked on specific policy and research issues. In addition, short-term consultants may be required for the preparation of the operational manuals and guidelines in collaboration with project staff. A sub-contract will be provided to CIET to expand their ongoing SCS analysis in the selected districts. In SCS methodology the contact with the community at the grass root level viz. village / local council level and sharing their views about the various social services delivery issues generate a very useful data. The interaction between the community leaders, NGO activist, local notable and the public at large provide a niche for community mobilization and having community voice in the identifying, assessing, prioritization their needs and planning process. The work done through SCS in focused districts and different selected areas would provide a jumping board for our project besides being cost effective. The community mobilization and involvement of concerned line agencies are some of the areas that would turn out to be an effective linkage not only with the UN sister organization UNICEF but also with NGOs and government line agencies. UNDP contribution is **US\$289,000**

### **5.2.3 Training**

A tentative training programme has been developed as an integral part of the TDMP. The main objective of the training programme is to ensure that the major stakeholders in the institutional reform process are able to conduct the interventions successfully at the end of the project period. The main participants in the training courses, on the job-training, study tours and regional visits will be selected members of the line department staff of the provincial government at the provincial and district level, MPAs and MNAs, the members of the District Council, Town Committees, members of the Union Council, Female members of the Union Council, Community representatives, local political leaders, village activists, patwaris, etc. The Training Specialist in coordination with the line agencies, local council staff and community organizations, will develop a comprehensive training programme.

Training courses will be designed in the area of social mobilization, community participation approaches and techniques, governance and decentralization, information systems development, monitoring

techniques, participatory planning and implementation approaches, etc. Most of these training courses will be held at the Rural Development Academy in Quetta or at the District level in Loralai and Jhal Magsi. On the job training will be provided on social mobilization, conflict resolution, participation of women, gender issues, development of terms of partnership, etc. In-Country study tours will be organized to BRSP, NRSP, AKRSP, SRSC and the Orangi Pilot Project. Regional visits are planned to Nepal for a field study of the Participatory Development Programme and to one or more regional countries to study their experience with and system of local government and decentralization. Table 1, Annex IV gives an illustrative list of the types of training that will be imparted.

The TDMP team will prepare a detailed training plan and will finalize it during the inception phase of the project. However, a tentative budget for the training plan has been developed keeping in mind the number of participants for each types of training. This is indicated in Table 2, Annex IV.

UNDP contribution is **US\$207,000**

#### **5.2.4 Equipment**

A list of the equipment required is given in Annex V. The equipment and vehicles required for the project will be directly purchased by UNDP. As such, all import taxes, iqra surcharge, sales tax, etc., have been deducted in estimating the costs of the equipment. All the equipment will remain in the ownership of UNDP at the end of the project. UNDP contribution is **US\$210,400**

#### **5.2.5 Miscellaneous**

Rent for office building, cost of utilities like gas and electricity, communication charges, stationery & office supplies and contingencies are the other UNDP inputs to the project. UNDP contribution is **US\$ 92,000.**

#### **5.2.6 Seed Grants**

Seed grants will be provided to community organizations that present a list of priorities and contribute in the capital and operating cost of schemes. The total amount of seed grant budgeted for the first eighteen months of the project period is given in the detailed budget. These grants will be extended for village level schemes and cluster level schemes identified by the community in accordance with a ranking criteria and will be given only as seed grant to communities who are willing to contribute to the cost of a particular village level scheme. UNDP contribution **US\$100,000.**

### **5.3 Phasing of the Project**

Phase I of the TDMP will be initiated with the signing of the agreement between the Government of Balochistan and UNDP. The Work Plan is given in Annex 1. Phase 1 will essentially entail testing and refinement of the approach proposed in the TDMP. At the end of this first phase the outputs listed in section 4 will be completed, and the success criteria given therein will be reviewed. Phase II will entail the replication of the project in other districts in the province in case the first phase is assessed to be successful as evidenced from the completion of the success criteria outlined for Phase I. The project will only move into its second phase of replication once the approach has been demonstrated to be effective in improving the delivery of public sector services.

## **6. RISKS**

### **6.1 Lack of Political Will and Commitment**

One of the principal risks for the project is the lack of political will and commitment on the part of the provincial government and the political representatives. Political interference has been identified as one of the principal problems in the implementation of effective public sector services for the people in the past. Although the Federal Government has announced that the development funds that were distributed at the discretion of the MPAs would not be re-instituted and these were a principal tool for political interference it is expected that political interference will decrease. However, for the success of the TDMP it is imperative to obtain a political commitment at the highest level to ensure that there will be no political interference, at least in the selected districts of Jhal Magsi and Loralai.

### **6.2 Prior Selection of Districts**

The essence of TDMP is employing the participatory approach. The TDMP will simply outline its development objectives and its strategy for partnership and leave it to the people to choose their participation in it. This is the approach that will be followed in determining which of the Union Councils and villages the TDMP will cover in the selected districts. However, the prior selection of districts does not

make it possible to follow this approach at the district level. It would have been best to offer the option of participating in TDMP to all 26 districts of Balochistan and let two be chosen on the basis of ranking criteria that would have been established for the purpose. However, since Loralai and Jhal Magsi have been chosen by the Government of Balochistan, the approach that will be followed is to present the project concept and methodology to these districts. In case, the elected District Councils in Loralai and Jhal Magsi do not agree to the Terms of Partnership of TDMP, it is suggested that the Government of Balochistan offer to implement the project in other districts that accept the stipulated terms.

### **6.3 Social Structures**

The feudal structure of society in Jhal Magsi, which is dictated by the fact, that one family owns more than half the land, in Jhal Magsi District presents particular problems. The feudal hold of the family is very strong and Community Organizations may not be encouraged under the current system. However, the best way to counter this is to make investments in human capital and livestock that the people own. Second, the seasonal migration in Jhal Magsi at times of drought presents another problem. Third, the lack of physical infrastructure and the hot temperatures in summer in Jhal Magsi may prove particularly problematic. In Loralai, one of the principal problems is expected to be internecine conflicts, tribal feuds and friction on account of political affiliations.

### **6.4 Local Bodies Election**

It is expected that the process of local body elections will be initiated in Balochistan by mid 1998 and that the process will be completed within two to three months of initiation. As such, local councils are expected to be in place by the time that the project starts its activities. However, in case these councils are not in place, TDMP will initiate its activities and begin with the task of social mobilization and will link them with the LG&RD Department at the Union Council level for the purposes of development of the Information System, representatives of cluster organizations at the union council level begin the process of scheme monitoring, and the Administrator of these councils, i.e. the Deputy commissioner in each district will oversee the exercise and will initiate the process of planning and implementation through the District Coordination Committees at the district level.

### **6.5 Participation of Line Departments**

One of the weakest links of the programme is the link between the line agencies and the local councils. This link is weak because the line departments will not feel accountable to the local councils or community organizations and will report to their own administrative departments. However, as suggested earlier in this report there are several mechanisms that have been proposed to strengthen this link. These are: administrative measures whereby the Secretary of each line department issues instructions to its staff; peer pressure in monitoring workshops that the line departments will be expected to attend; Community Organizations that will be organized as users of the services; and, incentives that will reward the line agencies by making their work easier if they go through these channels. In order to further strengthen this link it is proposed that District Commissioners with a development orientation and interest should be especially selected for the two districts and be retained there for at least 18-month project period.

## **7. PRIOR OBLIGATIONS AND PREREQUISITES**

### **7.1 Prior Obligations and Prerequisites**

Prior obligations and prerequisites for the project is the establishment of the review and coordination mechanisms identified for the TDMP. Namely the Provincial Institutional Reform Group, the amendment of the Provincial Steering Committee, Project Management Unit and the District Management Unit established during the preparatory phase of the TDMP.

The major obligations and prerequisites for GOP/GOB shall be as under:

1. The present professional and supporting field staff posted in the project area will become part of the Government inputs to the project. The government will issue a formal notification to designate this staff as full time project staff.
2. The additional staff, if any, and other agreed government facilities will be made available without any delay enabling the project to meet its objective within the given time frame.
3. The needed budget to cover the government matching input to the project will be committed as detailed and agreed upon in the project document.
4. All items imported on the project will be exempted from import duties and taxes.

5. The GOB would ensure that after termination of the project the technical support of line agencies to Cos/Vos continue at the same level without any reduction in the trained staff, budget and backup support.

The project document will be signed by UNDP and UNDP assistance to the project will be provided, subject to UNDP receiving satisfaction that the prerequisites listed above have been fulfilled or are likely to be fulfilled. When anticipated fulfillment of one or more prerequisites fails to materialize, UNDP may, at its discretion, either suspend or terminate its assistance.

## **8. PROJECT REVIEWS, REPORTING, MONITORING AND EVALUATION**

### **8.1 Overview**

NDP will assist in the development of a monitoring, research and evaluation system for project activities and in analyzing the lessons learnt from the experience for modification, replication in other districts of the province. A team of monitoring experts will be based at the provincial and district levels for monitoring the results of the TDMP. Quarterly and Annual Reports will be produced by the team and special research studies will be undertaken on an on-going basis. The project team will assist in feeding this information and the research results to the DMU, PMU, PSC and PIRG for modifications, policy changes and replication in other districts of the province. The Schedule of Reviews, Reporting & Evaluation has been placed at Annex II.

### **8.2 Project Reviews**

A weekly meeting will be held at the Project Office in the two districts to discuss the progress and review the results of the study and the approach being followed. At the District Management Unit a monthly meeting will be held to review progress.

At the provincial level the Steering Committee that has been established to oversee the initial planning and project design of the Trial District Management Project will be responsible for overall implementation and supervision of the TDMP. The PMU will receive quarterly reports on the progress and will submit these to the Steering Committee that will meet on a six monthly basis to review the overall progress and draw upon principal policy implications. At the District Level, the District Management Units will report on the progress of the project activities to the PMU. The Provincial Institutional Reform Group, once it is constituted, will review progress on an annual basis to undertake policy reform and any other statutory decisions required for the effective functioning of the programme and for decisions on replication of the project.

UNDP rules specify that the project should be reviewed on an annual basis in a joint meeting between the Government of Balochistan, UNDP and the executing agency. The Project Adviser through the PMU will be required to submit a Programme Performance Evaluation report three weeks in advance of the meeting to all the concerned members. UNDP, in consultation with the Government of Balochistan may request additional reviews that may be required for effective programme implementation, course corrections, monitoring, problem solving and replication of the ideas in other districts.

### **8.3 Monitoring & Reporting**

The TDMP will have a monitoring team at the provincial and district levels. This team will work in close coordination with the Planning & Development Department and submit regular reports as detailed in this project document. The members of the monitoring team will be assisted at the district level by the Social Organizers, Union Councils and District Council members and by short-term consultants who may be hired for specific research studies. The data will be collected on a regular basis on the progress of the work. A set of prescribed proformas, designed by the team besides physical monitoring, will be circulated to the concerned project implementing authorities. The project personnel will in turn be required to furnish the required data / information promptly by a due date notified to them. The special reports so compiled will be fed into the project on an on-going basis to make course corrections. The monthly review meetings will be held on the last working day of each month. A quarterly progress report, based on the quarterly activities, will be produced by the last working day of the quarter and the same will be circulated to all concerned. The special policy analysis reports will be produced and circulated on needs basis. The quarterly, six monthly and annual project reviews will be carried out by the PMU, Steering Committee and PIRG respectively. At district level the quarterly review will be carried out by the DMU and the copy reports will be forwarded to the PMU within a week. The monitoring reports will cover both qualitative and quantitative issues. The monitoring indicators for the project activities will be identified at the outset and

agreed between the parties concerned. A schedule of Review, Reporting and Evaluation is placed at Annex II.

#### 8.4 Evaluation

The project will be reviewed firstly at the end of Decmber 1998. Finally an independent evaluation will be made at the end of 1<sup>st</sup> Phase in December 1999. The evaluation will mainly be focused on the efficacy of project design and implementation strategy respectively. The evaluation criteria will be based on the success indicators, as spelled out in the project document. UNDP and the Government of Balochistan will determine the terms of reference for the final evaluation. The evaluation will also focus on the efficacy of the project's institutional arrangements, its impact on the delivery of public sector service delivery, the monitoring of schemes, the impact of the decentralized participatory system on decision-making and monitoring of schemes.

An yearly audit will also be conducted to meet the NEX requirements. The focus of the audit will include performance and evaluation of the activities of the project.

#### 9. LEGAL CONTEXT

his Project Document shall be the instrument (therein referred to as a Plan of Operation) envisaged in article 1, paragraph 2, of the agreement between the Government of the Islamic Republic of Pakistan and the United nations Development Programme concerning assistance under the Special Fund Sector of the United Nations Development Programme, signed by the parties on 25th February 1960.

The following types of revisions may be made to this project document with the signature of the UNDP resident representative only, provided he or she is assured that the other signatories of the project document have no objections to the proposed changes:

- a) Revisions in or addition of, any of the annexes of the project document;
- b) Revisions which do not involve significant changes in the immediate objectives, outputs or activities of a project, but are caused by the rearrangement of inputs already agreed to or by cost increases due to inflation; and
- c) Mandatory annual revisions, which rephrase the delivery of agreed, project inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility.

The document setting out the additional conditions governing UNDP assistance to the Project is incorporated in the Project Document as Annex III.

#### 10. BUDGETS

entative budget estimates have been drawn up for all the phases of the TDMP. However, it is estimated that an amount of US\$ 1,304,100 will be required for the first phase comprising eighteen months. The budget details are given in the following pages. This amount includes an amount of US\$ 12,000 to cover physical and price contingencies. The Government of Balochistan will be contributing the services of a full-time Project Coordinator for the project as well as the time of its staff in the various line agencies for supervising the project and undertaking policy analysis and reform for future replication. The Government of Pakistan will be foregoing the revenue from the tax exemption of the equipment being purchased under the project. In addition, the staff of the line departments and the community organizations will be contributing their time, inputs and resources for the effective implementation of the project. These inputs have not been costed but will represent a significant contribution to the novel concepts under the TDMP.

##### 10.1 Consolidated Budget (UNOPS Budget)

##### 10.2 Output Budgets

Outputs	Personnel	Sub-contracts	Training	Equipment	Misc
Output 1.1 Appropriate implementation and coordination mechanisms to oversee the TDMP approach and undertake necessary changes and modifications have been established.	Assistant Project Coordinator 18 p/m US\$ 10,800 National Experts 54p/m US\$ 102,600 Administrative personne 72 p/m US \$ 58,500 Computer			Jeeps 2 US\$40,000 Motor cycles 3 US \$ 4,500 Computers 5 US \$ 11,668 Printers 2 US\$ 3,000 Computer Accessories US\$ 1,000	Trav O & Utilit Corr Cha US\$ Stat Supj US\$ Offic 18,0

	Programmer 18 p/m US\$ 8,166			Software US\$ 1,000 Fax machine 1 US\$ 467 Photocopier 1 US\$ 3,334 Binding Machine US\$ 734 Office Furniture & Fixtures US\$ 5,000 Audio Visuals US\$ 2,500 Airconditioner 2 US\$2,800	Con US\$
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Outputs	Personnel	Subcontracts	Training	Equipment	Misc
Output 1.2 A package of policy reform is prepared by the end of Phase I that may consist of appropriate rules, regulations, procedures, notifications and legislation that assists in the effective delivery of public sector services, enhanced transparency, accountability and decentralization of existing systems.	International Adviser 6 p/m US\$ 90,000	Technical expertise US \$ 8,000 Monitoring, Research and Reports US \$10,000 SCS Analysis US\$ 100,000	In-country Study Tours US\$ 7,500 Regional Visits US\$ 20,000		
Output 1.3 Models for the implementation of sustainable, decentralized, participatory decision-making at the district level are identified and documented for replication in other districts by the end of Phase 1.		Monitoring Research & Reports US\$ 10,000 Technical Expertise US\$ 8,000			O&M

Outputs	Personnel	Sub-contracts	Training	Equipment	Misc
Output 2.1 District Councils are linked with Union Councils and with Community Based Organizations at the village level through notification, discussion and, if required, appropriate legislation.		Social Mobilization US\$ 50,000	On-the-job training US\$ 10,000		Trave
Output 2.2	Training	Technical	On-the-job	Audio-visual	Trave



The capacity of the Rural Development Academy will have been strengthened in programme design and instruction techniques for conducting training programmes in Balochistan.	Specialist 9 p/m US\$ 11,250	expertise US\$ 8,000	training US\$ 5,000 Training for Trainers US\$ 21,000 Study Tours US \$ 15,000 Regional visits US\$ 6,000	US\$ 2,500 Binding Machine US\$ 734 Fax Machine US\$ 466 Photocopier US\$ 3,333	O&M Com Char 5,000 Utiliti
Output 2.3 A District Management Information System is established in the districts of Jhal Magsi and Loralai. Outputs	MIS Specialist 18p/m US\$ 27,000 GIS Specialist 1 p/m US\$ 1,800 Computer Programmers 18 p/m US\$ 8,166 Personnel	Subcontracts	Training Courses US\$ 14,000 On-the-job Training US\$ 5,000 Training	Jeeps 2 US\$ 40,000 Motor cycles US\$ 4,500 Computers 10 US\$ 23,332 Printers 4 US\$ 6,000 ComputerAccessories US\$ 1,500 Software US\$ 1,500 Equipment Binding Machine US\$ 732 Fax Machine US\$ 467 Photocopier US \$ 3,333 Office Furniture US\$ 8,000	O& M US Misc
Output 2.4 A Participatory Monitoring System is developed at the district level for the districts of Jhal Magsi and Loralai.	Training Specislist 9 p/m US\$ 11,250 GIS Specialist 2 p/m US\$ 3,600 Computer Progreammers 18 p/m US\$ 8,166	Research, Monitoring & Reports US\$ 8,000 Technical Expertise US\$ 6,000	District Level Training US\$ 5000 Training Courses US\$ 10,000		Com charg US\$ Conti US\$
Output 2.5 A Decentralized Planning, Implementation and Management System is developed for the preparation and implementation of Annual District Development Plans.		Technical Expertise US\$ 6,000	On-the-Job Training US\$2,500 District Level Training US\$3,000		Stati Supp US\$ Conti US\$

Outputs	Personnel	Sub-contracts	Training	Equipment	Mis
Output 3.1	GIS Specialist 1 w/p	Social	District Level		Tra

Community organizations supported at the settlement and/or village level in 50 settlements in the Loralai District and 30 settlements in the Jhal Magsi District. (Technical Annex 6: Tables 1 and 2 describes some guidelines for implementers for involvement of local communities and special steps for ensuring the participation of women).	US \$1,800	Mobilization US\$ 50,000 District Profile US\$ 10,000	Training US\$ 2,500 Fellowships US\$ 15,000		O&C US Se US Uti
Output 3.2 Establishment of linkages and better communication between community members, local government institutions, line agencies, commercial organizations and NGOs for effective delivery, production and monitoring of public sector services.	GIS Specialist 1 w/p US\$ 1,800	District Profile US\$ 10,000	Regional Visits US\$ 5,500 Fellowships US\$ 30,000		Tr Co US O&C Co ch US
Output 3.3 Partnership between COs, local government, line agencies and private sector institutions for local level information Outputs gathering, monitoring, planning and implementation and resource mobilization at the local level.	GIS Specialist 1 p/m US\$ 1,800 Personnel	Subcontract	In-country Study Tours US\$15,000 Fellowships US\$ 15,000 Training	Equipment	Tr Co ch US Mi St su US
Others		NEX Audit US\$ 10,000			
<b>Total</b>	<b>US\$ 346,500</b>	<b>US\$ 289,000</b>	<b>US\$ 207,000</b>	<b>US\$ 174,400</b>	<b>US</b>

## 11. APPENDICES

# APPENDICES

### 11.1 TECHNICAL ANNEXES

#### Technical Annex 1: Project Logical Framework

**Technical Annex 2: Institutional Strengthening**

**Table 1 Institutional Strengthening: Capacity Building of District Councils**

<b>Component 1: Institutional Strengthening of District Councils</b>		
<b>Task</b>	<b>Strategy</b>	<b>Steps &amp; Procedures</b>
Initiation of discussion with District Councils for participation in the TDMP. (See Output 2.3)	The initial selection of districts was undertaken by the Government of Balochistan and consists of the districts of Jhal Magsi and Loralai where the project will be implemented.	<ol style="list-style-type: none"> <li>1. A meeting between DMU and District Council members to discuss the concept and approach of the project and present the TOP to the members of the District Councils that specifies the pre-conditions for participation in TDMP and the type of assistance that TDMP will provide to the Union Councils. A sample TOPs is given in Table 2.</li> <li>2. Upon acceptance of the TOP by the District Council members, TDMP will provide technical assistance, training and equipment to the District Councils for the implementation and testing of the concepts of social mobilization, a District Management Information System, Participatory Monitoring, Decentralized Planning and Implementation and Local Resource Mobilization. The strategy and procedures for each are described in relevant technical annexes.</li> <li>3. The TDMP staff will be attached to the District Councils and if space permits will sit in the District Council office. However, if such space not available, nearby office premises will be hired to house the staff.</li> <li>4. There will be periodic review meetings between District Councils, DMUs, DDCs to discuss the implementation arrangements, recommend changes, if required, problem resolution and coordination for the implementation of other programmes and projects through the District Councils. Matters that cannot be resolved at the district level will be referred to the PMU and PIRG at the provincial level.</li> </ol>
Replication of TDMP in other districts:	TDMP plans replication to other districts of Balochistan after an initial period of testing. All of the districts in Balochistan can be invited to participate in the programme provided they meet certain initial conditions. These conditions that embody the principles of a sustainable approach are given below. TDMP will provide training, technical assistance and limited support for convening monitoring workshops to the districts that decide to participate in project activities;	<ol style="list-style-type: none"> <li>1. An Initial orientation and introduction session will be organized to familiarize the District Councils and DDCs of the approach and concepts of TDMP. The same steps as stated above will be followed for replication. However, in addition the following steps are proposed.</li> <li>2. The selected District Councils will hold village dialogues to identify village activists who will undertake the task of social organization for each village or group of settlements. The District Councils can directly hire staff from their own resources or seek volunteer assistance from the union councils to hold initial village dialogues.</li> <li>3. The village activist will collaborate with the Union Councils, TDMP staff for undertaking the implementation of the different component of TDMP.</li> <li>4. The District Councils will hire staff for the development of the DMIC from their own resources or secure voluntary assistance for this purpose. TDMP will provide training to this staff and initial assistance in setting up the DMIS.</li> <li>5. The District Council members and staff will make themselves available for orientation and training sessions as and when required.</li> </ol>

**Table 2: Terms of Partnership between District Councils & TDMP**

<ul style="list-style-type: none"> <li>• The District Councils agree to invite Chairmen of Union Councils as voting members of the District Councils.</li> </ul>
The District Councils agree to follow the procedures and the methodology of TDMP with reference to

coordination, monitoring, planning, implementation and information collection.
The District Councils are able to identify at least 10 Union Councils within their districts that are willing to abide by the terms and conditions specified for the participation of Union Councils.
The District Councils are able to demonstrate that the Union Councils selected will identify village activists for the formation of Community Organizations at the village and settlement level.
The District Councils establish a District Management Information System and collect information on local settlements and villages using the procedure specified in the TDMP using the Union Councils and Community Information Committees.
The District Councils initiate the monitoring process for existing schemes through the participation of the selected Union Councils, Community Organizations and Line Departments.

**Table 3: Institutional Strengthening: Capacity Building of Union Councils**

**Component 1: Institutional Strengthening of Union Councils**

Strategy	Steps & Procedures	Specific Inputs (Responsible)
The selection of Union Councils will be undertaken through a process of self-selection whereby the Union Councils that agree to abide with the methodology proposed will be invited to participate in project activities. Union Councils electing to participate in later stages of the project will also be allowed to participate.	<ol style="list-style-type: none"> <li>The District Councils in collaboration with TDMP will simply invite the Union Councils to an initial meetings where the terms and conditions for the participation of the Union Councils will be specified. A sample TOPs is given in TA 1: Table 4.</li> <li>Upon acceptance of the TOP by the Union Council members, TDMP will provide technical assistance and training to the Union Councils for the implementation and testing of the concepts of social mobilization, a District Management Information System, Participatory Monitoring, Decentralized Planning and Implementation and Local Resource Mobilization. The strategy and procedures for each are described in relevant technical annexes.</li> <li>The TDMP Social Organizers and other staff will be periodically attached to the Union Councils on a rotational basis for providing technical assistance, training and orientation in social mobilization, conduct management and financial audits and assist in the facilitation of meetings and workshops with community and cluster organization.</li> </ol>	<ol style="list-style-type: none"> <li>Convening of Meeting (District TDMP). Terms of Partnership (TDMP) Participation in meetings (members).</li> <li>Technical assistance (TDMP)</li> <li>Training and Technical Assistance (SOs)</li> </ol>

**Table 4: Terms of Partnership between District Councils & Union Councils**

<ul style="list-style-type: none"> <li>The Union Councils agree to invite representatives of cluster organizations and community organization as voting members in their meetings and discussions.</li> </ul>
The Union Councils agree to follow the procedures and the methodology of TDMP with reference to coordination, monitoring, planning, implementation and information collection.
The Union Councils are able to identify at least 15 - 20 villages or

settlements within their jurisdiction that are willing to abide by the terms and conditions specified for the participation of Union Councils.

The Union Councils are able to demonstrate that the villages and settlements selected will identify village activists for the formation of Community Organizations at the village and settlement level.

The Union Councils establish a data back on the selected villages in their areas and collect information on local settlements and villages using the procedure specified in the TDMP using the Union Councils and Community Information Committees.

The Union Councils initiate the monitoring process for existing schemes through the participation of the selected Union Councils, Community Organizations and Line Departments.

### Technical Annex 3: Development of District Management Information System

em		
	Steps & Procedures	Specific Inputs (Responsibility)
information d to be linked cision-makers at vel for planning toring of existing more effective	<ol style="list-style-type: none"> <li>1. Identification of 3 or 4 members of the CIC through the Community organization.</li> <li>2. Training and Orientation of these members on data collection in prescribed forms.</li> <li>3. Collection of local level data and submission of this to the Secretary Union Council.</li> </ol>	<ol style="list-style-type: none"> <li>1. Identification of members (COs). Record of names (TDMP SOs).</li> <li>2. Training and prescribed forms (TDMP).</li> <li>3. Data collection (CICs)</li> </ol>
village level UCs for planning and ion using urce.	<ol style="list-style-type: none"> <li>1. To train the Secretary Union Council in verifying the data and cross check it with existing sources of information available to him.</li> <li>2. To store the information in a systematic manner for monitoring, planning ad implementation at the village level.</li> <li>3. To consolidate the data of the Union Council and send it to the DMIC through the Development Officer of LG&amp;RD at the Tehsil level.</li> </ol>	<ol style="list-style-type: none"> <li>1. Training (TDMP) Verification of data (Secretary UC).</li> <li>2. System of data management and storage (TDMP). Data storage (SUC).</li> <li>3. Data consolidation and transmission (SUC). Data verification (DO)</li> </ol>
IC information the district level decision-making ).	<ol style="list-style-type: none"> <li>1. To establish a system of data management at the district level and store all the village levels information in this database and uses it for effective monitoring and planning.</li> <li>2. To train the Chief of the District Council in the management and update of this system.</li> <li>3. To train the members of the District Councils and Union Councils in the use of this data.</li> </ol>	<ol style="list-style-type: none"> <li>1. Establishment of DMIS and DMIC (TDMP).</li> <li>2. Training (TDMP) Management (Chief Officer).</li> <li>3. Training (TDMP). Use (District Councils).</li> </ol>
ordination and f the existing	To put in place a mechanism for information sharing and use by other agencies and training in the use of the DMIS.	Mechanisms (District Councils). Training (TDMP).
rdination and	To co ordinate with the BOS, REMIS, HMIS and IMDI AN	Coordination (all line agencies

of the existing	in sharing the information and developing mechanisms for updating and verifying each other's systems without duplication of effort. Monitoring & Evaluation of the DMIS and documentation of the successful experiences and preparation of operational manuals for replication	BOS & TDMP).
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#### Technical Annex 4: Development of Participatory Monitoring System

Participatory Monitoring System		
Task	Strategy	Steps & Procedures
Monitor existing public sector services and feed-back into decision-making, planning and implementation forums for follow-up action	The current information collection systems are oriented towards planning and implementation rather than improvement of existing services. A participatory approach is required for monitoring which is inexpensive, is able to feed into decision-making, and enhances accountability and performance of all line agencies. Since resources are limited for an agency to monitor programmes from the district level, there is need for a monitoring system at the Union Council and village level.	<ol style="list-style-type: none"> <li>1. Organizing community organizations and training village representatives in the monitoring of existing schemes.</li> <li>2. Providing opportunities to line agencies to strengthen the contact with line agencies with community organizations foster a spirit of trust and partnership between them. Village Education Committees, Water Users Associations, Com Organizations and other local CBOs will be involved in the process, where possible.</li> <li>3. Assistance to the Union Councils in organizing regular monitoring workshops at the union council level in which and line agencies are present. Training the Secretary of the Union Council for recording proceedings and disseminating them for further action.</li> <li>4. Assistance to the District Councils in organizing monitoring meetings on a quarterly basis to review the discussions in Union Council meetings and to ensure follow-up action. Training the Chief Officer of the District Councils to record proceedings and their circulation to all concerned for follow-up action.</li> <li>5. Orientation and training of local government and line department staff to enable them to work effectively with community members.</li> <li>6. Review of progress in monthly meetings that will be held at the union council level to which the line agency staff, union council members, village organization members and other concerned agencies will be invited.</li> <li>7. Meetings with District Coordination Committees, District Councils, Union Councils and the Community Organizations monitor the progress on the process and recommend any changes or modifications to the proposed system, if required.</li> <li>8. Monitoring &amp; Evaluation of the Participatory Monitoring System and documentation of the successful experiences and preparation of operational manuals for replication.</li> </ol>

#### Technical Annex 5 Developing a Decentralized Planning System

	Strategy	Steps and Procedures	Specific Inputs (Responsibilities)
Development of a decentralized Planning, for the formulation of Annual Development Plans or inclusion in the District Development Plan for the identification of village	There is a need to decentralize the system of planning to the district level and to develop a mechanism that involves communities for an adequate reflection of their priorities and for	<ol style="list-style-type: none"> <li>1. Development of a ranking criteria for the identification and planning of new schemes.</li> <li>2. Assistance to each Community Organization for the identification of a list of village level priorities in that it will specify the type of scheme, how it was identified, number of beneficiaries, participation of women, the amount of community contribution, etc..</li> </ol>	TDMP with District & Union Council members. (Social Organizers & TDMP.) Technical Assistance (TDMP). Listing (Union Councils). Technical Assistance (TDMP). Establishment of an approval mechanism (District Councils).

<p>schemes.</p>	<p>establishing a system of partnership in planning for the local level.</p>	<ol style="list-style-type: none"> <li>3. Assistance to the Union Council for the preparation of a short-listing of schemes on the basis of a ranking criteria of schemes and comparing it with the information on the village with the Union Council collected through the District Management Information System (DMIS).</li> <li>4. Assistance to the District Councils for the establishment of a system of approval of the short listed schemes and the final selection of schemes on the basis of the ranking criteria developed for the purpose.</li> <li>5. The initiation of a system of planning in which the preparation of the Annual Development Plan for the selected districts will be decentralized and the plans will be initiated at the village and settlement level and will be finalized at the district level in an Annual District development Plan.</li> <li>6. Convening of workshops at the District Council and Union Council level where the approval of schemes will be discussed in a transparent and open manner. The line agency staff will also be invited to these workshops and play an active role in providing technical guidance and information regarding other aspects of the identified schemes. These workshops will be held on six monthly basis and will be organized by the District Councils with support from TDMP.</li> </ol>	<p>System of Planning (District C Union Councils and COs) Tech assistance (TDMP). Convening of workshops (Disti Council) Assistance (TDMP). Effective coordination (All ager New system for allocation of fu (Finance Department). Identification of schemes (COs Formulation of TOPS (TDMP v agencies and local councils).</p>
		<p>Assistance to the District Councils for effective coordination of all development funds, programmes. Projects, services and inputs that will be coordinated through the District Councils. Developing the capacity of the District Councils for allocating their development funds under a new system that distributes finances on the basis of the ranking of schemes rather than through simply dividing the money equally among the members. Identification of schemes and specifying the financing sources of each and discussing these with the COs.. Formulation of the TOPs for the implementation of village level schemes that give the roles and responsibilities of each collaborating partner during construction, operation and maintenance and routine repairs. Provision of Seed Grant for the implementation of village level schemes and services as an incentive to galvanize support for the approaches of TDMP. Arrangement of financing of schemes through creating links with credit institutions, donor agencies, social welfare, local resource generation, etc. Training of COs in the formulation of Annual Village Development Plans and their phasing for inclusion in the Annual District Development Plans at the district level. Monitoring &amp; Evaluation of the decentralized planning and implementation system and documentation of the successful experiences and preparation of operational manuals for replication.</p>	<p>Grant provision (TDMP) Linkages (TDMP and line ager and elected councils.) Formulation of ADP (COs UCs District Councils). Technical assistance (TDMP). Monitoring &amp; Evaluation (TDM</p>

**Technical Annex 6 Developing a Decentralized System of Scheme Implementation**

**Decentralized Planning & Implementation System**

Task	Strategy	Steps & Procedures	Specific Inputs (Responsibility)
Development of a decentralized implementation and management System for village level infrastructure.	To put in place a system through that local level schemes can be implemented and managed with the participation of the beneficiary communities.	<ol style="list-style-type: none"> <li>1. The DPA will assist the Union Councils and the line agencies conduct a series of village level dialogues with villagers in which they discuss with the Community Organization the capacity of the villagers to implement the selected schemes. The line agency will conduct a feasibility of the project in collaboration with the Community Organization. The CO will nominate members who will prepare the feasibility jointly with the line department staff.</li> <li>2. Once the feasibility is prepared and properly costed it will be presented to the CO members. The contribution expected from each of the participating partners would be clearly stated and presented to the CO members. The CO representatives and the implementing agency will sign on a Terms of Partnership. In this agreement it will be determined jointly as to the best method of scheme implementation. The management responsibility after construction will also be clearly specified in the TOP.</li> <li>3. The CO will closely monitor the project implementation with technical assistance from the line agency concerned. Payments to the contractors (whether it is the CO, line agency or a third party) will be approved jointly by the line agency, CO members.</li> <li>4. The CO will be responsible for the management and overseeing of the scheme and it will be monitored in accordance with the procedure described in the preceding section on scheme monitoring.</li> </ol>	<p>Organize Village Dialogues (TDMP). Participate in dialogues (Line agencies, villagers and Union Council members)</p> <p>Prepare feasibility Reports (line agencies and COs). Finalize TOP (TDMP, line agencies and COs). Present TOPs (TDMP, line agency).</p> <p>Monitoring of scheme implementation (COs and Line agencies).</p> <p>Scheme Management (COs and Line agencies).</p>

**Technical Annex 7: Community Participation**  
**Table 1: Capacity Building at the Village Level**

**Community Participation: Capacity Building at the Village Level**

Strategy	Steps & Procedures	Specific Inputs (Responsibility)
The selection of villages or settlements will be undertaken through a process of village level dialogues in which the terms of partnership are explained to them in village. Those villages and settlements that agree to accept the TOP will be invited to participate in project activities. Settlements and villages electing to participate in later stages of the project will also be allowed to participate.	<ol style="list-style-type: none"> <li>1. The Social Organizers of TDMP in collaboration with the Union Council members will visit different settlements and villages and hold dialogues with village communities where the terms and conditions for participation will be specified.</li> <li>2. The formation of a Community Organization in which a majority of the households at the village level or settlement are represented and in which women are represented or have an effective voice. These COs will be imparted training.</li> <li>3. The selection of a village activist who will take responsibility for the social mobilization aspects under the guidance of TDMP staff</li> <li>4. The formation of a Community Information Committee that provides the specified information to the Union Council Secretary. These CICs will be trained in data collection and verification.</li> <li>5. The selection of representatives who will undertake the monitoring of existing public services and report on these at the cluster or Union Council meetings. TDMP will assist Union Councils in the organization of workshops and training.</li> <li>6. Regular meetings of the Community Organization on issues of importance to the settlement or village level and reporting on these meetings to the Secretary Union Council through a Village Activist or cluster level</li> </ol>	<ol style="list-style-type: none"> <li>1. Conducting (SOs) Par villagers).</li> <li>2. Community formation community (TDMP).</li> <li>3. Selection Training (</li> <li>4. CIC (COs)</li> <li>5. Selection monitoring members workshops</li> <li>6. Meetings (Cos) Rec</li> <li>7. Identificati priorities (</li> <li>8. Assistance</li> </ol>



	<p>representatives (CORs). TDMP will provide registers and training.</p> <ol style="list-style-type: none"> <li>7. Regular meetings among the members to identify village level development needs and priorities.</li> <li>8. Coordination with all development programmes and projects to use these organizations for village level development.</li> <li>9. The training of community members in local resource mobilization techniques.</li> <li>10. Assistance to the community organizations to form an umbrella organization at the Union Council and District Council level for securing external sources of funding. The Union Council will be equipped to provide support in proposal development and in identifying fund raising opportunities as well as in helping the local level organizations organize fund raising opportunities for village level development activities. Community Organizations will prepare lists of Mustahiqeen for the disbursement of Zakat funds.</li> <li>11. Preparation of manuals elaborating the operational guidelines and TOPs and SOPs as a guide for implementing agencies.</li> <li>12. Monitoring &amp; Evaluation of the activities and documentation of the successful experiences for future replication.</li> </ol>	<p>(TDMP and Department 9. TDMP. 10. TDMP, DM</p>
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**Table 2: Capacity Building at the Village Level**

**Community Participation: Capacity Building at the Village Level**

Strategy	Steps & Procedures	Specific Inputs (Responsibility)
<p>The participation of women will be encouraged through Community Organizations that will be asked to ensure the participation of village women in the different activities through consultations with women or through the formation of women's organizations through which the Community Organization or outside agencies can ascertain the views of women on the functioning of existing schemes, articulate their development priorities and ensure their participation in village level development. The women members of the Union and District Councils will be involved in establishing contact with women at the village and community level and the modalities for collaboration with women will be further refined. There are few women in the line departments. However, those that exist will be oriented in community participation approaches. In addition, front line field staff of line departments, local councils and community members will be orientated in gender</p>	<ol style="list-style-type: none"> <li>1. The female members of Union Councils will work closely with the Female Social Organizers in organizing community groups. The participation of local NGOs and CBOs will also be sought in the process.</li> <li>2. The TDMP will provide support for the organization of women's groups and suggest other appropriate institutional options for women's participation in discussion with women at the grass-roots level, line department and local councils. Female Social Organizers will be hired under the TDMP to assist in the process.</li> <li>3. TDMP will organize training and orientation session for elected representatives of local government, line department staff to assist the members of the local government in understanding gender issues, approaches to participation of women and strategies to involve them in different programme components.</li> </ol>	<ol style="list-style-type: none"> <li>1. Organizing and NGOs)</li> <li>2. Training and women (TDI</li> </ol>

### **Technical Annex 8: TOR for PIRG, PSC, PMU & DMU**

#### **Provincial Institutional Reforms Group**

A Provincial Institutional Reforms Group (PIRG) which will be a bi-partisan group composed of provincial ministers and members of the provincial assembly in Balochistan. The PIRG will be given policy level briefings whenever required.

1. The PIRG will meet at least once a year to undertake policy level decisions in support of the policy frame work recommended by the Project..
2. The PIRG will identify any legislative changes or amendments and recommend them to the Provincial Assembly in Balochistan.
3. The PIRG will assimilate the lessons learnt from the Trial District Management Project experience for replication in other districts of the province.
4. The PIRG will co-ordinate with the Institutional Reforms Group at the national level for lobbying support, federal level changes and for experience sharing with other provinces.

#### **Provincial Steering Committee**

A Provincial Steering Committee (PSC) will be constituted at the provincial level under the Chairmanship of the ACS (Development). The PSC will comprise of provincial Secretaries who are heads of line departments in Balochistan, one or two persons from local academic institutions, the NGO community, prominent community members, representatives from the donor community, etc. The Steering Committee will meet once every six months to under take the following tasks

1. To monitor the progress made during implementation of the TDMP;
2. To provide support to project activities;
3. To assimilate lessons learnt from the experience for course corrections and modifications in project design;
4. To make decisions regarding the replication of the project in other districts and submit policy level decisions to the Provincial Institutional Reforms Group.

#### **Project Management Unit**

A Project Management Unit will be established at the provincial level for overall implementation and mangement of the Trial District Management Project. The Project Management Unit will be led by the Planning & Development Department (P&DD). The PMU will be supported by the TDMP through support and personnel which will enable it to undertake its functions effectively.

The PMU will be responsible for ensuring support of the line agencies and local government institutions at the provincial level to the project team;

1. The PMU will be responsible for coordination at the provincial level and for sharing the results and the experience of the TDMP with all line agencies, local government institutions and donor agencies at the provincial level.
2. The PMU will also act as the secretariat for the Steering Committee and will organize its meetings, record its minutes and inform its members of development on a quarterly basis.

#### **District Management Unit**

District Management Units will be established in the selected districts of Loralai and Jhal Magsi. The District Management Units will be led by the Deputy Commissioner and will be composed of the Assistant Commissioners, Chairman District Council, Chief Officer District Council, Assistant Director, LGRD, Development Officer LGRD, Divisional Director Development and District Project Advisor. The District Management Units will closely monitor and facilitate project implementation.

The District Management Unit will monitor the activities of the proposed project, identify policy issues and lessons for replication.

## **Technical Annex 9 Terms of Partnership for Replication**

**Table I: Terms of Partnership for Replication  
Between District Councils and TDMP**

- The District Councils agree to invite the Chairmen of the Union Councils to participate in their meetings as voting members.
- The District Councils agree to follow the procedures and the methodology of TDMP with reference to coordination, monitoring, planning, implementation and information collection.
- The District Councils are able to identify at least 5 to 10 Union Councils within their districts that are willing to abide by the terms and conditions specified for the participation of Union Councils.
- The District Councils are able to demonstrate that the Union Councils selected will identify village activists for the formation of Community Organizations at the village and settlement level
- The District Councils establish a District Management Information System and collect information on local settlements and villages using the procedure specified in the TDMP using the Union Councils and Community Information Committees.
- The District Councils initiate the monitoring process for existing schemes through the participation of the selected Union Councils, Community Organizations and Line Departments.

## **Technical Annex 10**

### **Terms of Partnership for Collaboration between the Union Councils and Community Organizations**

The formation of a Community Organization in which a majority of the households at the village level or settlements are represented and in which women are represented or have an effective voice. TDMP will provide methodology and training.

The formation of a Community Information Committee which provides the specified information to the Union Council Secretary. TDMP will provide forms and training.

The selection of representatives who will undertake the monitoring of existing public services and report on these at the cluster or Union Council meetings. TDMP will assist in the organization of workshops and training.

The selection of a village activist who will take responsibility for the social activities of the village under the guidance of TDMP staff.

Regular meetings of the Community Organization on issues of importance to the settlement or village level and reporting on these meetings to the Secretary Union Council. TDMP will provide registers and training.

#### **Technical Annex 11**

### **Scheme Selection Criteria**

- The scheme will be a village level or cluster level (3 or 4 villages) scheme.
- There will be no existing facility nearby which can be used.
- Existence of Community Organizations which has fulfilled the above requirements of the Terms of Partnership between CO and UCs.
- Identification of the number of beneficiaries which will be attested to by the Union Council or the Line Department.
- Specification of the contribution which the Community Organization is willing to undertake and source and type of contribution.
- Determination of the technical feasibility of the scheme by the implementing agency.
- Commitment to undertake the operations and maintenance of the scheme as well as responsibility for repair with clear indication of how this will be undertaken, an assessment of the ability of the community to manage and supervise the scheme and specify the maintenance and supervision procedures for the scheme.

**Technical Annex 12: Organizational Arrangements**

**11.2 Administrative Annexes**

**Annex I: Consolidated Project Budget for NEX & Implementing Agent – UNOPS**

**Annex II: Workplan**

# **WORKPLAN & SCHEDULE OF REVIEW, REPORTING AND EVALUATION**

**Annex III: Supplemental Provisions to the Project Document: The Legal Context**

**ANNEX III: Supplemental Provisions to the Project Document: The Legal Context  
GENERAL RESPONSIBILITIES OF THE GOVERNMENT, UNDP AND THE EXECUTING AGENCY**

1. All phases and aspects of UNDP assistance to this project shall be governed by and carried out in accordance with the relevant and applicable resolutions and decisions of the competent UN organs and in accordance with UNDP's policies and procedures for such projects, and subject to the requirements of the UNDP Monitoring, Evaluation and Reporting System.
2. The Government shall remain responsible for this UNDP-assisted development project and the realization of its objectives as described in this Project Document.
3. Assistance under this Project Document being provided for the benefit of the Government and the people of (the particular country or territory), the Government shall bear all risks of operations in respect of this project.
4. The Government shall provide to the project the national counterpart personnel, training facilities, land, buildings, equipment and other required services and facilities. It shall designate the Government Co-operating Agency named in the cover page of this document (hereinafter referred to as the "Co-operating Agency"), which shall be directly responsible for the implementation of the Government contribution to the project.
5. The UNDP undertakes to complement and supplement the Government participation and will provide through the Executing Agency the required expert services, training, equipment and other services within the funds available to the project.
6. Upon commencement of the project the Executing Agency shall assume primary responsibility for project execution and shall have the status of an independent contractor for this purpose. However, that primary responsibility shall be exercised in consultation with UNDP and in agreement with the Co-operating Agency. Arrangements to this effect shall be stipulated in the Project Document as well as for the transfer of this responsibility to the Government or to an entity designated by the Government during the execution of the project.
7. Part of the Government's participation may take the form of a cash contribution to UNDP. In such cases, the Executing Agency will provide the related services and facilities and will account annually to the UNDP and to the Government for the expenditure incurred.

#### **Participation of the Government**

8. The Government shall provide to the project the services, equipment and facilities in the quantities and at the time specified in the Project Document. Budgetary provision - either in kind or in case - for the Government's participation so specified shall be set forth in the Project Budgets.
9. The Co-operating Agency shall, as appropriate and in consultation with the Executing Agency, and UNDP assign a Project Coordinator for the project on a full-time basis. He shall carry out such responsibilities in the project as are assigned to him by the Co-operating Agency.
10. The estimated cost of items included in the Government contribution, as detailed in the Project Budget, shall be based on the best information available at the time of drafting the project proposal. It is understood that price fluctuations during the period of execution of the project may necessitate an adjustment of said contribution in monetary terms; the latter shall at all times be determined by the value of the services, equipment and facilities required for the proper execution of the project.
11. Within the given number of work-months of personnel services described in the Project Document, minor adjustments of individual assignments of project personnel provided by the Government may be made by the Government in consultation with the Executing Agency, if this is found to be in the best interest of the project. UNDP shall be so informed in all instances where such minor adjustments involve financial implications.
12. The Government shall continue to pay the local salaries and appropriate allowances of national counterpart personnel during the period of their absence from the project while on UNDP fellowships.
13. The Government shall defray any customs duties and other charges related to the clearance of project equipment, its transportation, handling storage and installation and maintenance, insurance, and replacement if necessary, after delivery to the project site.
14. The Government shall make available to the project - subject to existing security provisions - any published and unpublished reports, maps, records and other data which are considered necessary to the implementation of the project.
15. Patent rights, copyright rights and other similar rights to any discoveries or work resulting from UNDP assistance in respect of this project shall belong to the UNDP. Unless otherwise agreed by

the Parties in each case, however, the Government shall have the right to use any such discoveries or work within the country free of royalty and any change of similar nature.

16. The Government shall assist all project personnel in finding suitable housing accommodation at reasonable rents.

17. The services and facilities specified in the Project Document which are to be provided to the project by the Government by means of a contribution in cash shall be set forth in the Project Budget. Payment of this amount shall be made to the UNDP in accordance with the Schedule of Payments by the Government.

18. Payment of the above-mentioned contribution to the UNDP on or before the dates specified in the Schedule of Payments by the Government is a prerequisite to commencement or continuation of project operations.

#### **Participation of the UNDP and the Executing Agency**

19. The UNDP shall provide to the project through the Executing Agency the services, equipment and facilities described in the Project Document. Budgetary provision for the UNDP contribution as specified shall be set forth in the Project Budget.

20. The executing Agency shall consult with the Government and UNDP on the candidature of the Project Coordinator who, under the direction of the Executing Agency, will be responsible in the country for the Executing Agency's participation in the project. The Project Coordinator shall supervise the experts and other agency personnel assigned to the project, and the on-the-job-training of national counterpart personnel. He shall be responsible for the management and efficient utilization of all UNDP-financed inputs, including equipment provided to the project.

21. The Executing Agency, in consultation with the Government and UNDP, shall assign international staff and other personnel to the project as specified in the Project Document, select candidates for fellowships and determine standards for the training of national counterpart personnel.

22. Fellowships shall be administered in accordance with the fellowships regulations of the Executing Agency.

23. The Executing Agency may, in agreement with the Government and UNDP, execute part or all of the project by subcontract. The selection of subcontractors shall be made, after consultation with the Government and UNDP, in accordance with the Executing Agency's procedures.

24. All material, equipment and supplies which are purchased from UNDP resources will be used exclusively for the execution of the project, and will remain the property of the UNDP in whose name it will be held by the Executing Agency. Equipment supplied by the UNDP shall be marked with the insignia of the UNDP and of the Executing Agency.

25. Arrangements may be made, if necessary, for a temporary transfer of custody of equipment to local authorities during the life of the project, without prejudice to the final transfer.

26. Prior to completion of UNDP assistance to the project, the Government, the UNDP and the Executing Agency shall consult as to the disposition of all project equipment provided by the UNDP. Title to such equipment shall normally be transferred to the Government, or to an entity nominated by the Government, when it is required for continued operation of the project or for activities following directly therefrom. The UNDP may, however, at its discretion, retain title to part or all of such equipment.

27. At an agreed time after the completion of UNDP assistance to the project, the Government and the UNDP, and if necessary the Executing Agency, shall review the activities continuing from or consequent upon the project with a view to evaluating its results.

28. UNDP may release information relating to any investment oriented project to potential investors, unless and until the Government has requested the UNDP in writing to restrict the release of information relating to such project.

#### **Rights, facilities, privileges and immunities**

29. In accordance with the Agreement concluded by the United Nations (UNDP) and the Government concerning the provision of assistance by UNDP, the personnel of UNDP and other United Nations organizations associated with the project shall be accorded rights, facilities, privileges and immunities specified in said Agreement.

30. The Government shall grant UN Volunteers, if such services are requested by the Government, the same rights, facilities, privileges and immunities as are granted to the personnel of UNDP.

31. The Executing Agency's contractors and their personnel (except nationals of the host country employed locally) shall:

- (a) Be immune from legal process in respect of all acts performed by them in their official capacity in the execution of the project;
- (b) Be immune from national service obligations;
- (c) Be immune together with their spouses and relatives dependent on them from immigration restrictions;
- (d) Be accorded the privileges of bringing into the country reasonable amounts of foreign currency for the purposes of the project or for personal use of such personnel, and of withdrawing any such amounts brought into the country, or in accordance with the relevant foreign exchange regulations, such amounts as may be earned therein by such personnel in the execution of the project;
- (e) Be accorded together with their spouses and relatives dependent on them the same repatriation facilities in the event of international crises as diplomatic envoys.

32. All personnel of the Executing Agency's contractors shall enjoy inviolability for all papers and documents relating to the project.

33. The Government shall either exempt from or bear the cost of any taxes, duties, fees or levies which it may impose on any firm or organization which may be retained by the Executing Agency and on the personnel of any such firm or organization, except for nationals of the host country employed locally, in respect of:

- (a) The salaries or wages earned by such personnel in the execution of the project;
- (b) Any equipment, materials and supplies brought into the country for the purposes of the project or which, after having been brought into the country, may be subsequently withdrawn therefrom;
- (c) Any substantial quantities of equipment, materials and supplies obtained locally for the execution of the project, such as, for example, petrol and spare parts for the operation and maintenance of equipment mentioned under (b) above, with the provision that the types and approximate quantities to be exempted and relevant procedures to be followed shall be agreed upon with the Government and, as appropriate, recorded in the Project Document; and
- (d) As in the case of concessions currently granted to UNDP and Executing Agency's personnel, any property brought, including one privately owned automobile per employee, by the firm or organization or its personnel for their personal use or consumption or which after having been brought into the country, may subsequently be withdrawn therefrom upon departure of such personnel.

34. The Government shall ensure: (a) prompt clearance of experts and other persons performing services in respect of this project and (b) the prompt release from customs of: (i) equipment, materials and supplies required in connection with this project and (ii) property belonging to and intended for the personal use or consumption of the personnel of the UNDP, its Executing Agencies, or other persons performing services on their behalf in respect of this project, except for locally recruited personnel.

35. The privileges and immunities referred to in the paragraphs above, to which such firm or organization and its personnel may be entitled, may be waived by the Executing Agency where, in its opinion or in the opinion of the UNDP, the immunity would impede the course of justice and can be waived without prejudice to the successful completion of the project or to the interest of the UNDP or the Executing Agency.

36. The Executing Agency shall provide the Government through the Resident Representative with the list of personnel to whom the privileges and immunities enumerated above shall apply.

37. Nothing in this Project Document or Annex shall be constructed to limit the rights, facilities, privileges or immunities conferred in any other instrument upon any person, natural or juridical, referred to hereunder.

#### **SUSPENSION OR TERMINATION OF ASSISTANCE**

38. (a) The UNDP may, by written notice to the Government and to the Executing Agency concerned, suspend its assistance to any project if in the judgement of the UNDP any circumstance arises which interferes with or threatens to interfere with the successful completion of the project or the accomplishment of its purposes. The UNDP may, in the

same or a subsequent written notice, indicate the conditions under which it is prepared to resume its assistance to the project. Any such suspension shall continue until such time as such conditions are accepted by the Government and as the UNDP shall give written notice to the Government and the Executing Agency that it is prepared to resume its assistance.

(b) If any situation referred to in subparagraph (a) above shall continue for a period of fourteen days after notice thereof and of suspension shall have been given by the UNDP to the Government and the Executing Agency, then at any time thereafter during the continuance thereof, the UNDP may by written notice to the Government and the Executing Agency terminate the project.

(c) The provisions of this paragraph shall be without prejudice to any other rights or remedies the UNDP may have in the circumstances, whether under general principles of law or otherwise.

#### Annex: IV Training Programme

### Summary of Indicative Training Plan

Description	Number of Participants	Number of Training Courses	Course Duration
<b>Training</b>	150	5	5 to 7 days
1. On the Job Training	200	5	5 to 7 days
2. Training Courses at RDA	350	14	5 to 7 days
3. District Level Training			
<b>Foreign Training</b>	2	2	90 days
1. Fellowships	10	2	14 days
2. Training of Trainers			
<b>Study Tours</b>	50	5	10 days
1. In-country Visits	15	3	14 days
2. Regional Visits			

#### ANNEX V: Equipment Requirement

### Details of Project Equipment

S.No.	Detail of Equipment	Quetta	Jhal Magsi	Loralai	Total
1.	Jeeps 4x4	2	1	1	4
2.	Motorcycles	2	2	2	6
3.	Computers	5	5	5	15
4.	Printers	2	2	2	6
5.	Computer Accessories	4	3	3	10
6.	Software	1	-	-	1
7.	Fax machine	1	1	1	3
8.	Photocopier	1	1	1	3
9.	Binding Machine	1	1	1	3
10.	Office furniture and fixtures	1	1	1	3
11.	Audio-visuals (sets)	-	1	1	2
12.	Airconditioners (4)	2	1	1	4

#### Annex VI Schedule of Review, Reporting & Evaluation

#### ANNEX VII. Job Descriptions

### Project Management Unit

National Project Director



Duty Station Quetta

Duration Part Time

Background

The National Project Director will be the focal point for responsibility and accountability for the Trial District Management Project in the Planning & Development Department. The NPD will be a staff member of the P&DD at the Secretary level. He will be principally responsible for the implementation, review and replication of the BTDMP and will provide inputs as and when required.

Duties and Responsibilities

1. He will be principal person in the provincial government who will be responsible for overseeing all aspects of the TDMP.
2. He will ensure that all inputs from the Government of Balochistan are committed to the project are available to the project.
3. He will approve the candidates for project experts and consultant positions.
4. He will supervise the work of Project Coordinator.
5. He will ensure that the Project Coordinator is empowered to implement the project and will assist him in resolving any implementation issues.
6. He will approve certain payments of project funds according to the procedures in the Project Cycle Operations Manual.
7. He will represent the project at meetings of the parties to the project agreement.
8. He will provide assistance in the coordination of project activities that involve other agencies of government.
9. As member of the Project Steering Committee he will perform any task assigned by the PSC in connection with the project.

#### **10. Project Coordinator**

Duty Station: Quetta

Duration: 24 months

Background

The Project Coordinator (PC) will be an officer of the Planning & Development Department of the Government of Balochistan. He will be assigned to the project on a full-time basis. He will have the responsibility for the operational management of the BTDMP. He will report to the NPD and will be the chief representative of the National Project Director (NPD) and will provide inputs during project review meetings evaluations and discussions. The PC will provide necessary support to the NPD in the preparation of review and evaluation reports.

Duties and Responsibilities

1. The PC will work under the direct supervision of the National Project Director and keep him informed of the progress and the main findings of the BTDMP.
2. The PC will ensure coordination and provide support in the mobilization and utilization of programme personnel, sub-contracts, training equipment and other inputs related to the TDMP including coordination with the Rural Development Academy for the organization of training courses.
3. The Project Coordinator will be responsible for supervising all Project personnel and recruitment of support staff in consultation with UNDP.
4. The Project Coordinator will ensure that the meetings of the Steering Committee, Project Management Unit and the District Management Units are conducted regularly as planned.
5. The Project Coordinator will ensure that all quarterly and annual monitoring reports and special policy reports are produced by the BTDMP staff on time and that these are circulated to the concerned agencies.
6. The Project Coordinator will act as the Secretary of the Steering Committee and will be responsible for organizing their meetings and ensuring that all relevant documents and minutes are recorded and circulated to the members on time.
7. He will work closely with Project Advisor and District Project Advisers in assisting the local councils with financial procedures and audits for the funds that flow through them. He will develop training programmes for local council and community members in collaboration with the TC.
8. Any other task that the NPD assigns him.

#### **9. Assistant Project Coordinator**

Duty Station: Quetta

Duration: 18 months

Background

The Assistant Project Coordinator (APC) will work under the Project Coordinator in the performance of all his functions and will undertake any other work that the Project Coordinator assigns him. He will be hired on the approval of the NPD but his position will be financed on a full-time basis by the UNDP. He will report to the Project Coordinator. He will be required to spend part of his time in the field visiting the selected districts.

Duties and Responsibilities

1. The Assistant Project Coordinator will assist the PC in ensuring coordination and providing support in the mobilization and utilization of programme personnel, sub-contracts, training equipment and other inputs related to the BTDMF including coordination with the Rural Development Academy for the organization of training courses.
2. The Assistant Project Coordinator will assist the Project Coordinator in coordinating with the National Project Director and keeping him informed of progress and the main findings of the BTDMF.
3. The Assistant Project Coordinator will assist the Project Coordinator and the National Project Director in ensuring that the meetings of the Steering Committee, Project Management Unit and the District Management Units are conducted regularly as planned.
4. The Assistant Project Coordinator will assist the Project Coordinator in ensuring that all quarterly and annual monitoring reports and special policy reports are produced by the BTDMF staff on time and that these are circulated to the concerned agencies.
5. The Assistant Project Coordinator will assist the Project Coordinator in providing support to the BTDMF team in coordinating and collaborating with government agencies at all levels.
6. He will undertake any other work that the PC assigns him.

Qualifications.

He will have at least five years work experience in a similar position of responsibility and have at least a Masters degree in Economics or other social sciences. He will be fluent in English and Urdu and will know at least one of the local languages. Knowledge of additional local skills will be an asset. He should be well versed with computers and should be able to handle the latest word processing and data processing programmes.

**Finance / Administrative Assistant**

Duty Station: Quetta

Duration: 24 months

Background

A Project Accountant will be recruited for the PMU of BTDMF. He will report directly to the Project Coordinator and will be assigned to the project on a full-time basis.

Duties and Responsibilities

Under the supervision of Project Coordinator, he will perform following duties:

1. Conduct administrative support functions in relation to staff, office premises, furniture and equipment, vehicle and transport in accordance with the UNDP guidelines
2. Develop and operate proper accounting systems consistent with the UNDP programmes and practices,
3. Develop procedures for disbursement of salaries, per diems, travel claims, operating expenses, leave record, etc.
4. Develop an annual budget for project activities and monitor the project accounts and expenses.
5. Review the invoices of the consultants on a monthly basis and ensure timely payments. He will guide the consultants on the preparation of all the required records and the adoption of required procedures for the TDMP.
6. Maintain all files relating to administration and finance.
7. Maintain service agreements for security, equipment and vehicle.
8. Undertake any other work required by the PC/PA for the purposes of the project from time to time.

Qualifications

The candidate should hold at least a Bachelor's degree in commerce or accounts or finance / ACMA. The candidate should have between 5 to 10 years of similar work experience. The candidate should have a good understanding of financial management and account keeping. The candidate should have excellent

conceptual and analytical skills and be fluent in English, Urdu and at least one of the local languages. He should be skilled in the use of computers, book keeping and record maintenance. Good knowledge of local languages, Urdu and English.

### **Trial District Management Project**

#### **Project Advisor**

Duty Station: Quetta

Duration: 18 months

#### Background

In accordance with the agreement with the Government of Balochistan to support the TDMP, UNDP will recruit a full time Project Advisor (PA) to assist the Project Coordinator to manage and implement the project in an effective and efficient manner. The PA will be responsible for ensuring high quality advisory and implementation support to achieve the objectives and outputs of the project. The PA will work under the supervision of the Project Coordinator for meeting the objectives of the project. The PA will work half of his/her time monthly in the districts.

#### Duties and Responsibilities

1. The Project Advisor will assist the Project Coordinator in the operational management of the project. Based on a consultative process with all concerned, the PA will provide support in developing the conceptual and methodological framework for the implementation of project activities. This approach will be in accordance with the project document, the inception report, work plan and the overall objectives of the project.
2. The PA will work closely with the PC in lobbying and building support for the project and in identifying policy level issues on which they need the decision of the various review committees established under BTDMMP.
3. The PA will be responsible for the preparation of the work plans and ensure that each district office prepares its work plans in accordance with project objectives and monitor its implementation in accordance with the planned guidelines.
4. The PA will ensure the effective use of all advisory support to achieve the stated outputs and objectives of BTDMMP. The PA will ensure that the DMUs, the District Councils, Union Councils, line agencies, private sector organizations and Community Organizations work together for the achievement of the objectives of the project.
5. The PA will be responsible jointly with the District Project Advisors for explaining the terms of partnership to the District Councils, Union Councils and Community Organizations and lobbying support with line agencies, DMUs, NGOs, private sector organizations, etc.
6. The PA will be responsible for ensuring the participation of women in project activities and towards this end he will design and assist in the implementation of special strategies for women in case the initial strategies for the inclusion of women are not working effectively.
7. The PA will be responsible for ensuring effective social mobilization of the participating communities and that the Social Organizers properly brief the communities in the process. The PA will participate in these village meetings at least 10 days in each month.
8. The PA will be responsible for providing key inputs and supervision in the development of the District Management Information System in collaboration with the Management Information Systems Specialist (MISS), Bureau of Statistics, BEMIS, HMIS, IMPLAN, etc. He will supervise the work of the MISS and identify the requirements for a GIS specialist and determine the terms and conditions of his deployment, in consultation with the PMU and BOS.
9. The PA will be responsible for ensuring that the district project staff assist the local councils in organizing the monitoring workshops and that all concerned agencies are represented in these forums and that follow up action is undertaken.
10. The PA will be responsible for formulating and implementing training plans with the assistance of the Training Specialist at the start of each year in a consultative process through a training needs assessment at the provincial and district level.
11. The PA will work jointly with the District Councils and Union Councils in managing the seed grants programme and lay down the procedure for the provision of seed grant. However, the PA will ensure that this is in accordance with the basic objective and purpose of the TDMP.
12. The PA with the assistance of DPAs will prepare the quarterly and annual reports on the basis of formats approved by the PMU and that these reports are prepared on a timely basis.

13. The PA will be responsible for identifying special policy issues for research and analysis for drawing lessons for replication and sustainability of the systems that have been put in place.
14. The PA will be responsible for identifying those aspects of the project that are problematic and work in close coordination with the PMU to find solutions to these problems.
15. The PA will ensure the gradual transfer of the responsibilities that the project staff is undertaking to ensure the sustainability of project activities and a proper exit strategy for each of the main activities. He will ensure that an exit strategy is prepared for each component of the project by his team and that this is developed into a sustainable project strategy that can be continued at the end of the 1st Phase period.
16. The PA will play a lead role in ensuring that all project activities and its outputs are shared with and coordinated with all the concerned agencies. He will ensure that there is ownership for the project activities at different levels.
17. The PA will work closely with the PMU to develop a strategy for replication in other districts with suitable modifications on the basis of the suggestions in the Project Document. He will develop Operational Manuals and Guidelines, Standard Operating Procedures and Terms of Partnership for the replication of the project.
18. Any other work that he may be assigned by the PMU.

#### Qualifications

The candidate should hold at least a Master's degree preferably in MPA , or social sciences, development studies or rural development. The candidate should have between 15 to 20 years of similar work experience. The candidate should have a good understanding of community participation, local government, participatory development programmes, and project implementation and monitoring. The candidate should have excellent communication skills and be fluent in English, Urdu and at least one of the local languages. He/She should have excellent writing skills and be well conversant with the use of computers. A good positive attitude and a love for the outdoors will be especially preferred.

#### **Training Specialist**

Duty Station: Quetta

Duration: 16 months

#### Background

A Training Specialist will be recruited for the BTDM. He/She will report directly to the Project Coordinator will be assigned to the project on a full-term basis. He will be required to work in close coordination with his/her other colleagues at the provincial and district level as well as with all the line agencies, union councils and community organizations for the development and implementation of the training needs of the selected districts. He/She will be required to spend 50 to 75% of his time in the project districts.

#### Duties and Responsibilities

1. The TS will work closely with the Project Coordinator and the Project Team to develop a training plan for effective and timely implementation of project activities. He will ascertain local training needs and develop an annual training plan.
2. The TS will be responsible for the regular identification and implementation of training programmes in coordination and collaboration with the District Project Advisers, local council members, line departments and Community Organizations. He will ensure coordination and implementation of all training programmes. He will ensure that the basic objectives of the project should be enhanced by the training programmes.
3. He/She will organize and coordinate all arrangements for training courses at the Academy for rural development and at the district and local level, on the job-training, study tours and regional visits in consultation with the PC.
4. He/She will identify different target groups for training programme and make special arrangements for the training needs of women. The TC will develop a special strategy for ensuring that the programme is accessible to the women in the project area and will work on these issues with the female members of the Union Council and Female Social Organizers.
5. He/She will conduct on-the- job training with the assistance of project staff, local council members, line department staff, community organizations and outside resource persons, if required.
6. He/She will organize orientation workshops involving village activists, village representatives, line agency staff, local council staff and Community Organizations.

7. He/She will undertake the evaluation of the training programmes on a regular basis and submit reports at the end of each training activity and make recommendation for future training plans based on this experience.
8. He/She will work closely with the District Advisers and Social Organizers to train and orient Community Organizations, local council members, women of the project area and line agencies in techniques and principles for undertaking training needs assessment and investigating local resources for conducting and undertaking these trainings on a sustainable basis. He will recommend a proper strategy for undertaking these training on a sustainable basis in the future.
9. He/She will prepare Operational Manuals and Trainers/participants Manuals/guidelines for replication of the training programme in other districts as and when required.
10. He/She will work closely with the District Project Advisers and Social Organizers to train and orient Community Organizations, local council members, women of the project area and line agencies in techniques and principles of monitoring existing public sector services, etc.
11. He/She will work closely with the District Project Advisers and Social Organizers to train and orient Community Organizations, local council members, women of the project area and line agencies in techniques and principles for undertaking monitoring and investigating local resources for conducting and undertaking the monitoring function on a sustainable basis. He will recommend a sustainable strategy for monitoring at the end of the project period.
12. He/She will undertake any other work required by the PA or for the purposes of the project.

#### Qualifications

The candidate should hold at least a Master's degree in social sciences with good skills in communication and have between 10 to 15 years of similar work experience. The candidate should have a good understanding of coordinating and organizing training programmes. The candidate should have excellent communication skills and be fluent in English, Urdu. He/She should be skilled in facilitation and Organizational techniques. S/he will also be responsible for coordinating and managing training programmes.

#### **Management Information System Specialist**

Duty Station: Quetta

Duration: 18 months

#### Background

A Management Information System Specialist (MISS) will be recruited for the TDMP. He will report directly to the Project Coordinator and will be assigned to the project on full term basis. He/She will be required to work in close coordination with his other colleagues at the provincial and district level as well as with all the line agencies, union councils and community organizations for the development of the information systems in the selected districts. He/She will be required to spend at least 75% of his time in the project districts.

#### Duties and Responsibilities

1. The MISS will work closely with the PC, PA, DPAs and the District Councils for the development of the District Management Information Centers to develop an information system for effective and timely supply of information for monitoring, planning and implementation of village and cluster level activities.
2. He/She will make an annual work plan for which outside expertise will be recruited as required.
3. He/She will develop information collection tools in collaboration with the CIC, the Secretary Union Council, local patwaris and tehsildars, local councils and line agency staff and examine current instruments for data collection like the Bench Survey Form and line agency instruments.
4. He/She will work closely with the District Advisers and the Secretary Union Council to form and train the Community Information Committees in the collection of information at the village level explaining the techniques, purpose and objective of the system.
5. He/She will train and supervise the Secretary Union Council, Chief Officer of the District Council, Development Officers of the LG&RDD and interested local council members, line agency staff and community members in the verification, consolidation and integration of this data for the development of an effective District Management Information System.
6. The MISS will develop a special strategy for ensuring that the information system records the information regarding women and is accessible to them and will work on these issues with the female members of the Union Council and Female Social Organizers.

7. He/She will design a user friendly data base package for the two DMICs. He will introduce and establish standard procedures in the collection, verification, consolidation, entry and storage of data in both DMICs. He will be responsible for the training of the computer operators in the DMIC for the operation of this system and for the training of the members of the District Councils in the use of this system.
8. He/She will design reports based on the DMIS data customized to meet the needs of the project and district administrators, public representatives and community representatives.
9. He/She will work closely with the line agencies, local council staff and Community Organizations in trying to integrate the existing systems of information collection of line agencies with the participatory systems of monitoring and information collection and develop effective linkages between the two.
10. He/She will work with the GIS Specialist to link GIS maps with the database in the districts. Train the provincial and district level project staff in the use of the GIS maps.
11. He/She will train the Systems Analyst and other staff in the Bureau of Statistics in providing technical support to the DMICs after the project period.
12. He/She will develop strategies for the marketing of the DMIS information and advise the District Councils on making the DMIC sustainable.
13. He/She will be responsible for the development of a sustainable strategy for information collection at the end of the project period. He will undertake the preparation of Operational manuals and guidelines, TOPs and SOPs for the replication of the DMIS in other districts as and when required.
14. He/She will undertake any other work required by the PC for the purposes of the project.

Qualifications

The candidate should hold at least a Master's degree in MIS /Computer Science/Operation Research and other related information field. The candidate should have at least 10 years of similar work experience. The candidate should have a good understanding of participatory information systems, their design and development. The candidate should have excellent conceptual and analytical and writing skills and be fluent in English, Urdu and at least one of the local languages. GIS knowledge would be preferable.

**Geographic Information System Specialist**

Duty Station: Quetta

Duration: 6 months

GIS Specialist will:

1. Determine the scope and size of the GIS facility based on the participatory assessment of the needs for the use of GIS maps to achieve the overall project objectives.
2. Prepare the digital base maps of the two districts after determining the coordinates of settlements through the Geographical Positioning System (GPS).
3. Design the base maps at a scale of 1:10,000 and should show layers showing physiography, political boundaries (from district up to the rural/urban council ward), settlements, roads, drainage, phypsography, and land cover.
4. Link the maps with the DMIS data to show the location of population, public facilities at the settlement level, land use, etc.
5. Set-up the system at the DMICs and the provincial office and train the computer operators in the customized production of already prepared maps for various users.
6. Suggest ways for the fruitful use of the GIS maps for better planning and monitoring and to create awareness among the communities and, therefore, increase their participation in the district development management activities.
7. Arrange workshops in both the districts to demonstrate the use of the GIS maps and explore, in participatory manner, ways for their further improvement.
8. Maintain the GIS system at their own office and update the maps at regular intervals of six months. The updated maps will then be provided to the DMICs.
9. Train the local council staff and project staff in managing the GIS facility.

Qualifications and Experience

Candidate must have at least 5 years "hands on" practical experience in the use of a recognized GIS software package, preferably PC based ARC/INFO and/or ARCVIEW Version 2 or 3. Must have a demonstrated ability to use GIS in a project environment (for data entry, analysis and output) and apply GPS equipment in field data collection, including the integration of field data into a GIS database. Must

have some formal background in geography and cartographic abilities for the design, output and interpretation of various maps. Should have training skills and the ability to effectively transfer technical knowledge to non-technical end users. Experience in local level planning and/or development projects is desirable. Quality and precision in all work will be expected. The candidate must be able to write concise and precise reports, and interpret the policy implications of his/her work in the context of overall project goals. The successful candidate will be comfortable working in a team and will be expected to contribute to multi-disciplinary discussions and problem solving exercises.

### **District Project Advisors/Managers**

Duty Station: Jhal Magsi and Loralai

Duration: 18 months (Loralai) , 16 months (Jhal Magsi)

#### Background

Two District Project Advisers (DPA) will be recruited for the TDMP. They will report directly to the PC and will be assigned to the project on a full-time basis. They will work under the supervision of the DMU. They will be required to work in close coordination with their other colleagues at the provincial and district level as well as with all the line agencies, union councils and community organizations for the development and implementation of project activities in the selected districts. They will be required to spend 50% of their time in village visits in the project districts.

#### Duties and Responsibilities

1. The District Project Advisor has the responsibility for the operational management of the project at the district level. Based on a consultative process with all concerned, the DPA will provide support and assistance to the PC in developing the conceptual and methodological framework for the implementation of project activities at the district.
2. The DPA will work closely with the DC in lobbying and building support for the project and in identifying policy level issues on which the decision of the various review committees established under TDMP is required.
3. The DPA will assist the PA in the preparation of the work plans and will prepare the district work plans in accordance with project objectives and implements them in accordance with the planned guidelines.
4. The DPA will be responsible for managing the project office and manage the effective use of all advisory support to achieve the stated outputs and objectives of TDMP. The DPA will ensure that the DMUs, the District Councils, Union Councils, line agencies, private sector organizations and Community Organizations work together for the achievement of the objectives of the project.
5. The DPA will be responsible for explaining the terms of partnership to the District Councils, Union Councils and Community Organizations and lobbying support with line agencies, DMUs, NGOs, private sector organizations, etc.
6. The DPA will be responsible for ensuring the participation of women in project activities and towards this end he will design and assist in the implementation of special strategies for women in case the initial strategies for the inclusion of women are not working effectively.
7. The DPA will be responsible for ensuring that the district project staff undertake the social mobilization of the participating communities and that the Social Organizers properly brief the communities in the process. The DPA will participate in these village meetings at least 10 days in each month.
8. The DPA will be responsible for providing key inputs and supervision in the development of the District Management Information System in collaboration with the Community Information Committees, Secretary Union Council, Chief of the District Council, Management Information Systems Specialist, Bureau of Statistics, BEMIS, HMIS, IMPLAN, etc.
9. The DPA will assist the local councils in organizing the monitoring workshops and that all concerned agencies are represented in these forums and that follow up action is undertaken.
10. The DPA will work jointly with the District Councils and Union Councils in managing the seed grants programme and lay down the procedure for the provision of seed grant. However, the DPA will ensure that this is in accordance with the basic objective and purpose of the TDMP.
11. The DPA will be responsible for collaborating with the Training Coordinator to formulate a training plan at the start of each year which has been prepared in a consultative process through a training needs assessment in his district land will implement the plan together with the TC.
12. The DPA will be responsible for preparing the quarterly and annual reports on the basis of formats approved by the PMU and ensure that these reports are prepared on a timely basis. In

addition, the DPA will be responsible for identifying special policy issues for research and analysis for drawing lessons for replication and sustainability of the systems which have been put in place.

13. The DPA will be responsible for identifying those aspects of the project which are problematic and work in close coordination with the DMU to find implementable solutions to these problems.
14. The DPA will also play a lead role in ensuring that all project activities and their outputs are shared with and coordinated with all the concerned agencies at the district level.
15. The DPA will assist the PA in the gradual transfer of the responsibilities which the project staff is undertaking to ensure the sustainability of project activities and a proper exit strategy for each of the main activities. He will ensure that an exist strategy is prepared for each component of the project and that this is developed into a sustainable project strategy which can be continued at the end of the four year project period.
16. The DPA will work closely with the DMU to recommend a strategy for replication in other districts with suitable modifications on the basis of the field experience with the project. The DPA will assist the PA in the preparation of the Operational Manuals and Guidelines, TOPS and SOPs.
17. The DPA will conduct a Monthly Review Meeting in the District Office to which all project staff of the district will come and share their experiences of the month. The District Council Members will be invited to participate in these sessions.
18. Any other work that he may be assigned by the PMU.

#### Qualifications

The candidate should hold at least a Master's degree in social sciences, development studies or rural development. The candidate should have at least 15 years of similar work experience. The candidate should have a good understanding of community participation, local government and participatory development programmes. The candidate should have excellent analytical and communication skills and be fluent in English, Urdu and Sindhi or Baluchi for Jhal Magsi and Pushto for Loralai. He/She should have excellent writing skills and be well conversant with the use of computers. A good positive attitude and a love for the outdoors will be especially preferred.

#### **Annex VIII: Profile of the Selected District Councils**

#### **ANNEX IX: ORGANIZATIONAL CHARTS OF THE EXISTING ORGANIZATIONS**

Annex II: Workplan