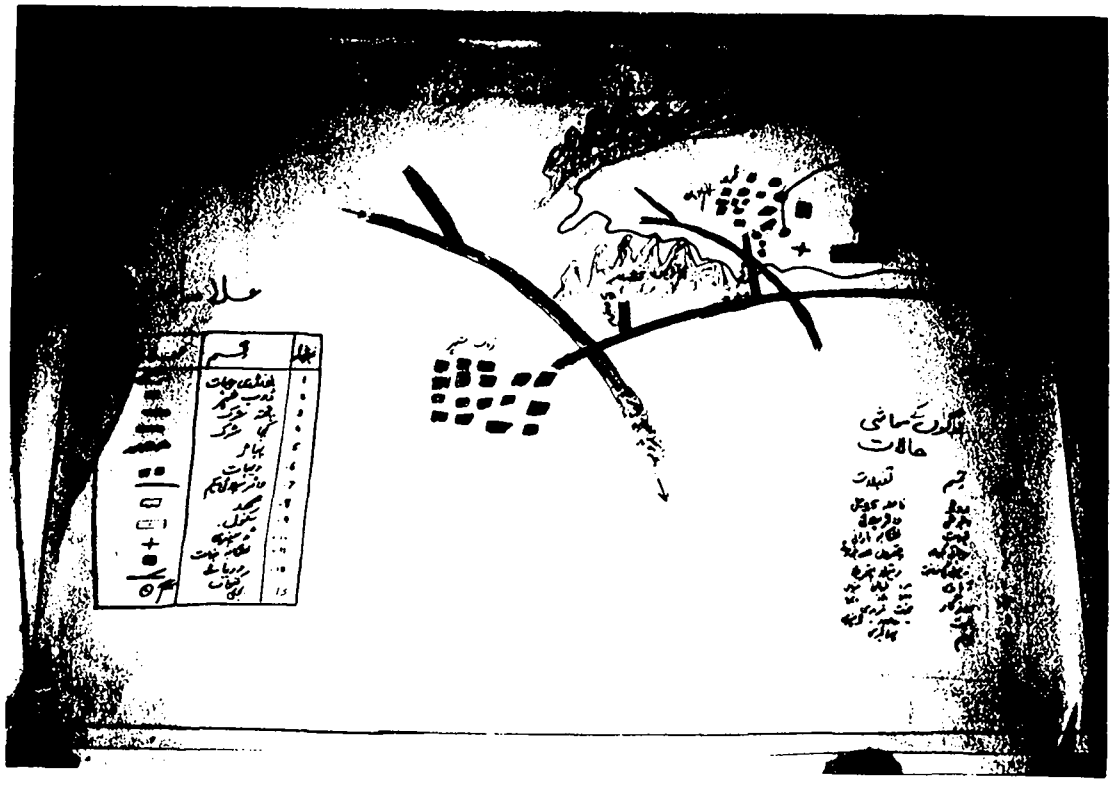
REPORT

concerning
Advisory Mission RWS&S sector Pakistan

November 15 - 29, 1992



H.A.Heijnen
December 1992
Project Adv.Pak.227

Mission executed for

DGIS/DAL/CO
Ministry of Foreign Affairs
The Netherlands

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The photograph overleaf shows a **Community Inventory** prepared in the course of a discussion on the needs for water supply and sanitation. It was one of the results of the training on participatory processes in water supply and sanitation development, held in Zhob in September 1992.

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1. Purpose of the mission

The inception phase of the Baluchistan Rural Water Supply & Sanitation Project has started at the end of July and will end in January 1994. The output of the inception phase will be an operational plan for project implementation during the period 1993 - 1995/6. The advisory mission will discuss progress of the inception phase and review the directions proposed for the first implementation phase.

Discussions have been going on between the Ministry of Local Government and Rural Development (MLG&RD) and the Royal Netherlands Embassy (RNE) in Islamabad about possible support to a Rural Water Supply and Sanitation Project for the Northern Areas. On the basis of an earlier project document a PC-1 has been drafted. The mission will advice RNE on the options for financing this project.

A visit will take place to the North Western Frontier Province to assess the potential for future support to the rural water supply and sanitation sector in that province through the Local Government and Rural Development Department (LG&RDD). Such support would be provided in the framework of the Strategic Investment Plan for water supply and sanitation (SIP) prepared by the Government of Pakistan with support from the World Bank and CIDA in 1990.

As a matter of course, contacts will be maintained with various government agencies and ESAs at federal and provincial level, as appropriate.

The mission was scheduled to be carried out by Ms. Marieke Boot, social scientist, and Mr. Han Heijnen, sanitary engineer. Following re-evaluation of the tasks to be undertaken during the mission and due to indisposition of Ms. Boot, Mr. Heijnen executed the mission on his own. The terms of reference and a work programme of the mission is attached as annex 1 and 2 respectively.

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[1] The Directorate-General for International Cooperation (DGIS) of the Netherlands Ministry of Foreign Affairs has appointed IRC International Water and Sanitation Centre (IRC) to act as advisor with the objective to assist the Royal Netherlands Embassy (RNE) to Pakistan and the Pakistan Desk (DAL/CO) of the Ministry in matters concerning the development of Netherlands supported water supply and sanitation activities in Pakistan. This report represents the views of the mission, but does not necessarily represent the views of DGIS and RNE.

2. Balochistan RWS&S Project

2.1 Introduction

The mission arrived in Quetta on Monday November 16 and remained in Balochistan till Monday November 23, 1992. Discussions were held with the Project team, with the Director General of the LG&RDD and the UNICEF WATSAN officer. A field visit of four days was undertaken to Zhob district. This trip included a passing visit to Qila Saifulla District as well.

The Balochistan RWS&S project has been agreed upon between the Governments of Pakistan and of the Netherlands on the basis of a PC-1 prepared in 1991 and passed by ECNEC in early 1992. The project aims to develop a replicable approach towards the planning and implementation of sustainable, community based improvements in water supply and sanitation in small rural communities in Balochistan. The Project will be executed by LG&RDD, UNICEF and the IWACO#AGRI-BI-CON consultants combination (on behalf of the Netherlands Government). Through the joint efforts of the Project partners, two main strategies will be applied to achieve the above goal:

* ***design and test approaches and procedures for community based WS&S development by while implementing a.o. around 2000 hand pump projects (Afridev pump) and facilitating the construction of some 10'000 latrines. Community development and awareness creation through Hygiene education are women involvement are key elements of this strategy. In time, additional technologies and community development strategies as well as privatization will be considered to reach the sustainable development goals set.***
* ***capacity building within the LG&RDD in Quetta, as well as their offices at district level, will be undertaken to ensure that LG&RDD together with its development partners (political, administrative, other sectors) will be able to replicate the WS&S implementation approaches developed under this project independently and as part of its regular mandate to the benefit of the unserved rural population in Balochistan.***

The strategies, procedures and activities to achieve these two complementary objectives will be worked during a inception phase of six months and result in the submission of an inception report jointly developed by LG&RDD, UNICEF and the consultants, that will outline the work for the next two and a half years of the project duration.

2.2 Inception Phase

The project team has started with the inception phase in the early days of August 1992. So far several exploratory field visits to Zhob and Qila Saifulla districts have been made. A participatory training and planning workshop was held at Zhob. UNICEF organized training for handpump installation and latrine construction near Zhob which was attended by the project team. The Dutch consultant IWACO serviced several short term missions on community participation and women involvement, on geo hydrology and environmental sustainability, and - during the mission - on institutional development. The reports on the first two missions were not yet available at the time of the mission.

Up to November the consultant's team consisted of two expatriate advisors and two experts attached to the project by the local consultancy partner. Out of the four long-term experts only the HE specialist has been seconded. The CD specialist and two district coordinators have not been provided. Instead of the CD specialist a temporary officer was hired (see also 2.3.1).
The Consultants are still in the process of getting the CD specialist and the two district coordinators (one of whom has to be a women). Two people seem to have been identified by the local consultancy partner, however no decision has been made yet about their secondment by the Pakistani authorities. The Project and UNICEF are pursuing the matter. The delay in staffing has probably hampered the progress of the inception phase somewhat as less exploratory field studies could be undertaken due to lack of staff.
The project document further mentions the assignment of an associate expert. The associate expert has recently been recruited and is likely to start her preparation phase in the first months of 1993. Formal acceptance of her candidacy by the Pakistani authorities is still awaited.

As per agreement the LG&RDD has provided an office for the Water and Sanitation Cell. The Consultant has furnished the office and the transfer of staff from LG&RDD to the new office started on November 22, 1992.
UNICEF has supported the project by promptly ordering 6 project vehicles. These are now reported to have arrived in the port of Karachi and need to be cleared from customs. UNICEF will be reimbursed for these vehicles and the vehicles will be transferred for exclusive use by the project.

An introductory report has been drafted in September 1992 to report on initial progress and to outline the activities foreseen during the remainder of the inception phase. The status of this document is not clear, in particular with respect to the degree of the joint formulation or definition of policies and developments by the staff of the LG&RDD, UNICEF and the consultant. Opportunities for regular consultation leading to commitment to the development process by the three partners need to be created with urgency so as to ensure wholehearted partnership in the implementation phase of the project.

2.3 Observations

On the basis of the field visit and the discussions that have taken place the following observations seem appropriate:

2.3.1. Slow start

The Project has had difficulties to start inception phase. Initially it seems to have bogged down quite a bit by all kind of preparatory and logistic arrangements. The Pakistani consultant (Agri-Bi-Con) was not able to provide all the promised staff at the time required. Out of the four staff members to be seconded by the Pakistani consultant only the hygiene education specialist (Ms. Tasleem Paracha) and a liaison officer/community development coordinator (Mr.Ismaili) were inducted in the team. Mr.Ismaili was supposed to have been a temporary consultant but was now by default hired for a longer period. His present contract seems to end at the end of 1992. The designated community development officer withdrew at the last moment and the two district coordinators could not be recruited in time either. However, recently two qualified Pakistani have been identified and are likely to be in place before the year is out. All this has however had its impact on progress in the project

inception period. The team has been fairly thin on the ground and that has also negatively influenced data collection and consolidation. Furthermore, the results of the support missions provided by IWACO were not yet available to the team at the time of he mission and that in turn will impair or delay the qualitative development of the project implementation approach. The inception report has to be available for final review by December 31,1992 so that project implementation can start in the first weeks of 1993.

2.3.2 Participatory process in developing the project approach

The project is a common effort of the LG&RDD, UNICEF and the Netherlands Government to address the issue of capacity building for WS&S through institution development and actual testing of the selected water supply and sanitation development approach. Upon evaluation of the approach in Zhob and Qila Saifulla districts, the project will gradually expand its activities initially to five and later to thirteen districts in Balochistan. The consultants,led by IWACO and supported by the Water and Sanitation Cell of LG&RDD, are expected to coordinate and execute the project. They are also responsible for liaison between the various partners at the policy level in Islamabad and Quetta, and at the implementation level in Quetta and in the various districts and union councils.
The inception phase has been included in the project because there were unclarities about the policies, approach and procedures necessary for the project. The results of the field visits and support missions would provide the data necessary to test assumptions. Thus gradually the project concept could be developed and refined. This is a process that in itself takes time and that also in view of the innovative character of the project and the partnerships concluded, requires ample discussion while inviting broad participation by all those associated with the project.

It was hoped that this process had progressed that far that the advisory mission would have been able to advise on fairly specific propositions for the implementation of the project. The delays in the inception phase made that not really possible. There were certainly ideas but they had not been sufficiently consolidated to warrant a discussion on the nuts and bolts of a particular approach. Neither had LG&RD and UNICEF been involved to any great extent in the development of the project concept.

The Mission had proposed to hold a workshop to capitalize on the participatory process so far and engender a further exchange among project partners. It was foreseen to invite those involved or associated with the project and hold a participatory workshop to consider the preliminary outcome of the inception phase and review the main directions proposed for the first implementation phase. Unfortunately the workshop did not take place.

The time left to formulate the project approach is running out and is even more limited due to the imperative to ensure the participation of all three partners. A participatory process is needed to create understanding and commitment to the project approach and the consequences of the approach. Only then can LG&RD, UNICEF and the Netherlands Embassy fairly and squarely commit their signature to the eventual inception report that will function as the project document. It is proposed that the month of December is used to undertake an effective consultation process through regular meetings of which minutes are produced in which specific actions and targets are agreed for the next meeting. Only in that case an intensive concept development process can be executed that indeed will lead to a inception report-cum-project document by December 31.

2.3.3 Project procedures

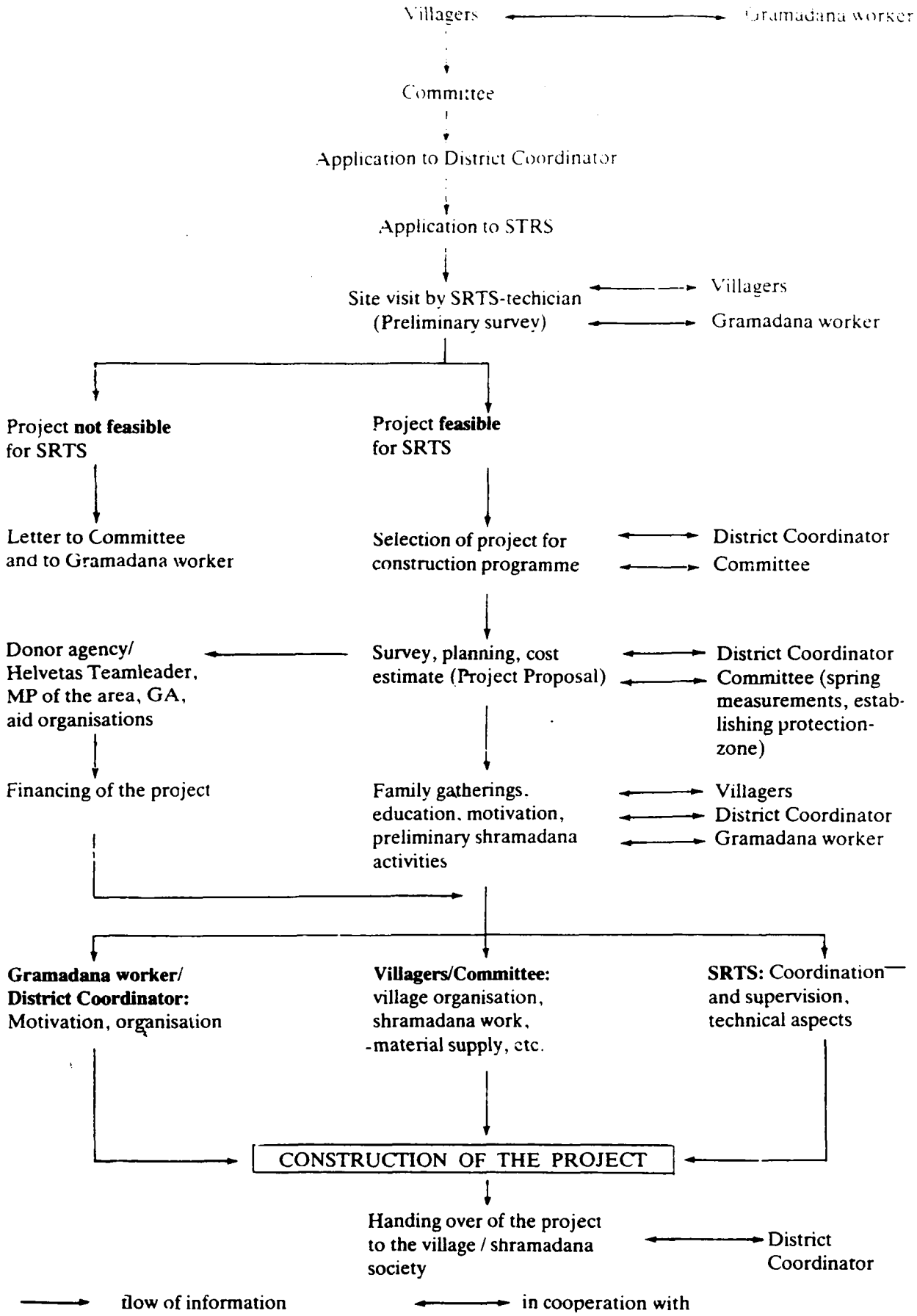
Proper guidance on the steps to be taken in the course of the decision making process for the delivery of rural water supply and sanitation is a key to increased capacities for independent and decentralized project planning and execution. Such guidance is usually provided by a set of procedures which facilitate the process from initiation of a request for assistance in RWS&S development up to the completion of the project, and the transition to the O&M stage. The procedures are supported by conditions to be met (survey form completed, community contribution negotiated, hygiene education activities agreed upon, community organization framework established, etc.), and choices to be made. Although procedures need to be applied with adequate flexibility, they provides the backbone to a project in terms of the support it offers for decentralized decision making, reporting and information exchange between various project levels. Without such procedures senior management will continue to be bothered with decisions about minor issues and a project can expand its coverage.
Well developed and understood procedures further provide clear guidance to project partners, including the community and political representatives, about their roles in project initiation, planning and execution. It guides the priority ranking and selection processes within the larger Project and allows choices between project sites and communities to be made using objective and public indicators. Thus, unwarranted interference by political forces can easier be avoided. Rather, these political energies can even be used to encourage proper project formulation and execution.
Once the inception report has cleared the way for implementation, appropriate procedures for the Project should be developed with urgency and agreed upon by all project partners and their staff.

Overleaf an example is given of a schematic representation of information flows and project progress monitoring in projects used by the Sarvodaya Rural Technical Services (SRTS) in Sri Lanka. This scheme is further supported by particular social and technical survey and evaluation forms that allowed proper decision making. Whereas the example given addresses the process for piped water supply schemes, similar schemes were also prepared for wells, hand pumps and latrine projects. Information about this process was also shared in Sinhala with communities interested in requesting support for project development.

2.3.4 Information, Education and Communication

The Project has to ensure that within the Project all staff is aware of project goals and procedures, that the public knows of the existence of the Project, that politicians, government and non-governmental staff working in other development sectors know how they can interact with the Project and - above all - that communities and individuals in those communities know how to initiate a project through the Balochistan RWS&S Project. This information has to be spread by using the public media as well as by using person-to-person interaction.
Knowing about the project and being able to use its services to get a handpump installed or a latrine completed, is however only part of the story. Creating increased understanding and awareness by both men and women about the health and hygiene issues related to water and sanitation is a key element to engender the motivation to plan, construct, maintain and use facilities. Again, this hygiene education will have to be provided through the public media as a basis for further direct effective contact between communities, men and women, and the project staff starting the hygiene education discussion in the communities.

Decision Making Flow Chart for the Construction of a Village Water Supply (VWS) for a Sarvodaya Village through SRTS



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Public information campaigns using IEC strategies[2], are indirect, take time to impact and no doubt are also hampered by the prevailing illiteracy in the rural areas of Balochistan. However, for outreach, to generate interest and demand not only in the two districts in which the Project will start its work, but also in the other eleven districts that are supposed to benefit from the Project, these campaigns are vital. Simple local videos (e.g. registration of discussions on hygiene and latrine construction in a village in Zhob district, the recording of a "Water Day" manifestation by children), wedding songs/pop songs/lullabies, modern "Moghul" folk art as in the postal issue (see below) for posters, may all offer opportunities to inform and educate people. With cleverness, patience and perseverance women and men will be reached. The Project has developed some ideas about this and with the support of other agencies, in Balochistan and Pakistan, notably UNICEF, there is good scope for the development of effective strategies.

स्वच्छ जल SAFE WATER

Direct promotion of the Project goals through hygiene education and community development through extension agents remains very important but will no doubt be hampered by inadequate manpower resources and especially *women power*. Finding ways to use NGO's, traditional birth attendants (TBAs), female doctors (mobile clinic?), teachers/women teachers, may provide greater coverage and penetration.
IEC and direct-contact hygiene activities are not going to be easy in Balochistan, but there is certainly scope (refer to visit to Zhob, Work Programme annex 2) and the Mission is confident that the Project will meet this challenge.

The allocation of financial resources for these activities within the Project seems somewhat inadequate, but with some reallocation in the budgets at the end of the inception phase funds could be made available. Collaboration with UNICEF - to provide financing and expertise - should be sought.

Refer to UNICEF's Facts for Life approach and the activities of their Project Support Communication section

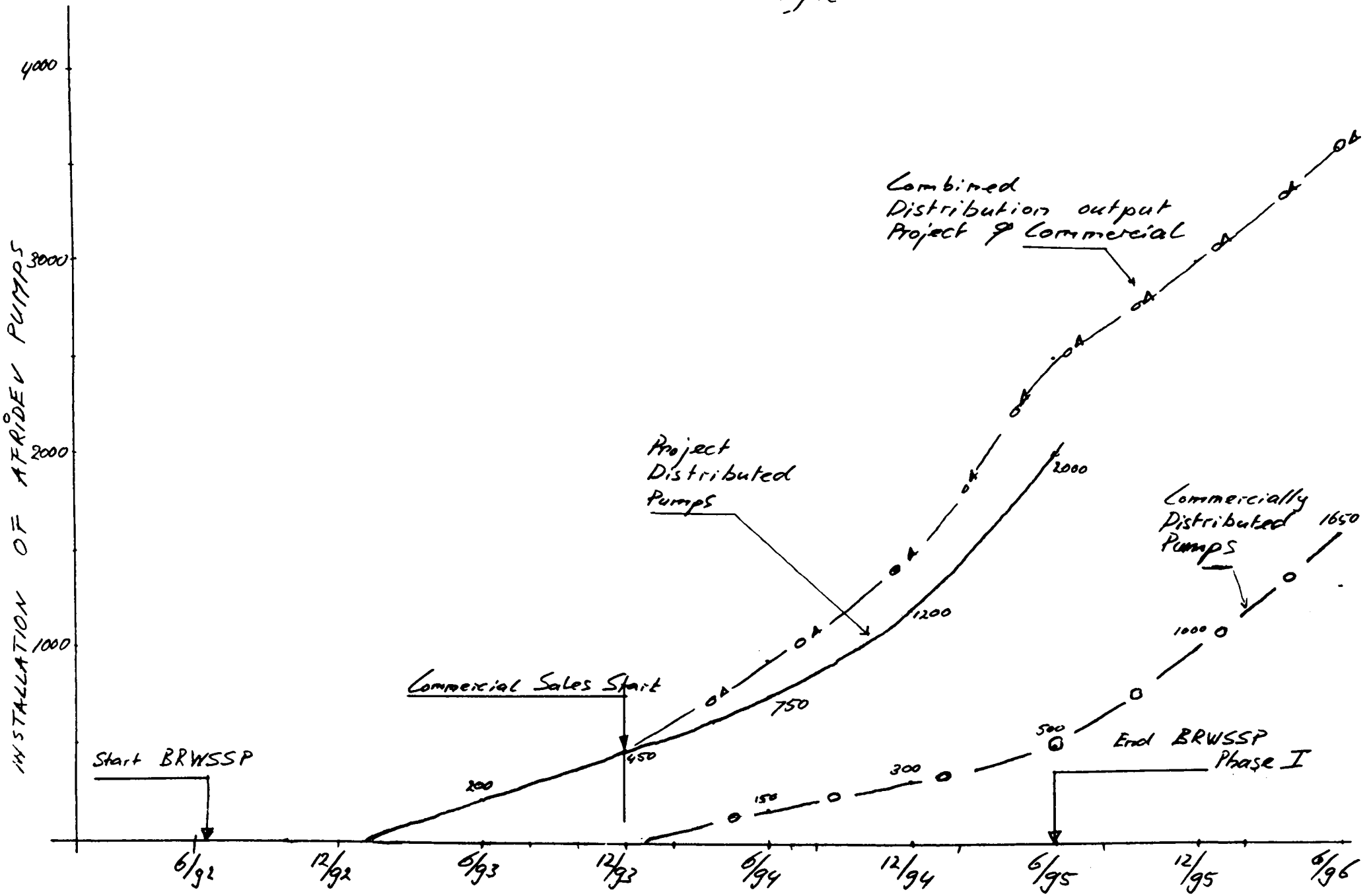
2.3.5 Physical project output versus target indicators

The physical targets of the project as listed in the PC-1 of October 1991 are 1937 water points (with hand pumps) and 9685 latrines. As mentioned in the introduction of this chapter these targets should be achieved through building capacity within the executing institution i.e. LG&RDD and by developing a replicable social, technical and management approach towards the actual installation of the facilities. The PC-1 further mentions coverage targets of 45% at the end of the project period or mid 1995. Assuming a rural population of 4.4 million in 1989 and an annual population growth rate of well over 3%, the population to be covered in 1995 would amount to around 5.4 million. Taking into account that 1.5 million rural people are already covered, around 900'000 more people have to receive access to adequate water supply if a coverage of 45% is to be achieved. Reaching that target through the provision of hand pumps through the project alone requires an average of 450 persons per hand pump. This is unrealistically high. In the circumstances prevailing in the Project area is expected to be somewhere between 300 and 350 people per hand pump could possibly be served. This will still however leave quite a bit of unmet demand. It is therefore proposed that in addition to the hand pumps provided through the Project, the capacities developed within the Project and in particular within the Water and Sanitation Cell of LG&RD to promote and facilitate the installation of hand pumps will be used to encourage the sales and distribution of Afridev type hand pumps through regular private enterprise. If that is done, a rural coverage of 45% can be reached when around 2000 Project pumps serve 325 people on average and when 1650 private hand pumps with a coverage of 100 people each are installed. Assuming that the PHED in the same period through the sister project that will cover the larger villages and peri-urban areas will provide facilities to another 100 to 200 000 then the 45% coverage is well attainable.
It is proposed to start the private section of the Project as of 1994. The diagram on the next page gives further details.

Developing a private side to the Project activity is felt imperative in view of the fact that 75% coverage is planned for the rural areas in Balochistan in 1998. Only when a major part of the water supply development can be channelled through private entrepreneurs will it be possible to achieve this level of coverage and ensure proper maintenance as original parts will be available from the bazaar in the district towns. Also, the intended spread to other districts from the original two can only be managed when part of the initiative is taken by the private sector. The government does however not lose its importance in such a set-up. But rather than remaining in the role of the provider, it gets into the position of the promoter with important tasks in quality control, certification of entrepreneurs and their products, certification of skilled private installers, and supporting the promotion of community or group initiated water supply improvements by hygiene education and the facilitation of credits.

Establishing a distribution network through the private sector is expected not only to lead to a greater coverage but would also take the pinch out of the spare parts distribution system as a well functioning commercial system would also sell the parts and if necessary service the pumps. In parts of Sindh and Punjab these systems are functional although with a different type of pump.
A condition to make the private enterprise system work is of course the availability of Afridev hand pumps. UNICEF is trying to increase the number of hand pump manufacturers in the country (see also annex 3) and it is likely that in a year or so additional production capacity will be there. Even then further efforts should be undertaken to create further

Baluchistan Rural Water and Sanitation Project



production and assembling capacity. It should also be explored whether a sensible division of parts can be made between rough and fine mechanical parts. Parts that require less accurate work could then possibly also be produced closer to the consumers. UNICEF and the UNDP/WB Programme should be approached for support in this matter. If so necessary, an hand pump production expert (e.g. Erich Baumann/SKAT/WB) could be approached for advice. Anyhow it is advisable (for UNICEF) to contact SKAT or the RWSG/Nairobi (Gunnar Schultzberg) to find out what the results were of the AFRIDEV hand pump meeting held in Kakamega in Western Kenya in mid November.

The consultancy effort will for a large part be dedicated to the development of the institutional set-up and capacity geared to raise awareness and demand en ensure reliable delivery of Project outputs. This will require time. Initially therefore quantifiable project output will be limited. The delivery and implementation of water supply and sanitation facilities will only gradually increase causing most of the physical output to take place in the second half of the project period (as indicated in the diagram on the previous page). The private share is considered a spin-off of the project which one could arguably attribute to Project efforts up to a year after the end of the Project proper.

The investment part of the Project thus comprises the following items:

INVESTMENT Costs	Units	PROJECT Unit Costs in Rs.	PROJECT Total in Rs. million	COMMUNITY Unit Costs in Rs.	COMMUNITY Total in Rs. million	TOTAL in Rs. million
Handpumps (ex project)[3]	**2,000**	**17'500**	**35**	**7'000**	**14**	**49**
Latrines (ex project)[4]	**10,000**	**400**	**4**	**1'200**	**12**	**16**
Stock of handpumps/spares [5]			**3**			**3**
Water Supply Systems[6]						
- Spring captations	**30**	**200'000**	**6**	**20'000**	**.6**	**6.6**
- Other systems	**10**	**100'000**	**1**	**10'000**	**.1**	**1.1**
Proto-typing[7]			**9**		**.9**	**9.9**
Handpumps (private)	**1,650**			**25'000**	**41.25**	**41.25**
Office / store construction[8]			**4**			
TOTAL			**62**		**68.85**	**130.85**

[3] financed through UNICEF Rs. 26.5 million and the Netherlands: Rs. 9.5 million.

[4] financed through LG&RDD

[5] financed through UNICEF

[6] financed through LG&RDD

[7] financed through the Government of the Netherlands

[8] financed through LG&RDD

On the basis of the financial allocations available, assuming a contribution by UNICEF of 33 million rupees (as mentioned in the "summary of main issues" dated March 24, 1991) and including the operational costs of the Project (see table overleaf) the total outlay of the project amounts to around 214 million rupees. The foreign component of the consultancy allocation is around 20% when calculated at Dfl. 1 equals Rs.14. The cost per capita for the water supply component only ranges from Rs.237 when 900'000 beneficiaries are assumed, to Rs. 285 when only the directly served population is counted. Both are internationally very acceptable costing figures.

BUDGET Dfl.1 = Rs. 14.00 November 30, 1992
Balochistan Rural Water Supply and Sanitation Project

	PC-1	Estimated now
DGIS	in Rs. million	
Consultancy fees		
expatriate	32.00	42.40
Pakistani	13.00	15.00
Equipment	8.00	7.49
Training	3.00	1.82
Operational Costs	7.00	8.79
Investments		14.17
LGRDD		
Establishment		
(salaries)	8.00	8.00
Investment	15.00	15.00
(Rent 0.5 million Rs.)	p.m	p.m
Community/ private		
Investment	15.00	68.85
UNICEF		
Investment	33.00	33.00
Total (in Rs. million)	134.00	214.52

2.3.6. Women involvement

Ms. Linda Reijerkerk has recently undertaken a short support mission to the Balochistan Rural Water Supply and Sanitation Project to study the issues relating to women involvement in the context of project development, community participation and hygiene education. As the document is not yet available, no comments are given under this item as it is assumed that the matter is well in hand. Upon receipt of the document any relevant comments will be shared with the Project and RNE.

With respect to the development of water points within the project, only one remark may be appropriate at this stage. Promotion, procedures and support activities should be sensitive to the importance of a water point for the social contacts between women of different compounds. Time should be there for women to collect water, exchange information, share their burden, wash clothes, grow some vegetables, wash themselves?, near the water point. The project should see to it that these traditional roles of the waterpoint are retained or even expanded upon.

2.3.7 Environmental issues

The recently published Environmental Profile of Baluchistan[9] is in use to provide the overall backdrop against which the project is to operate. Groundwater availability and related environmental issues (salinity, over abstraction, source protection) have been studied by Mr. Koos Groen during a recent support mission. The document is not yet available and so no observations can be made with respect to the findings and recommendation of this support mission. However it is learned that the mission has identified areas where ground water abstraction due to salinity is not very feasible. It would be helpful when Mr. Groen could develop preliminary maps indicating the potential for shallow or deep groundwater so as to aid Project planning and identify those areas where other solutions have to be found in the future.
As the Project is just in its startingHP LaserJet III PostScriptHPLAIIPO.PRSns other than handpumps installed on existing shallow or medium deep wells. Other options can be developed in a year or so when the Project has developed experience and gained confidence with the social and technical procedures. First the institutional strength has to be there before other activities are undertaken that are more taxing with respect to technology, community participation and management.
The proposed private sector development of the hand pump option is also from the environmental perspective a more sound option as hand pumps will not allow too much water to be drawn. When on the other hand electrical or diesel pumps would be introduced through the private sector, the risk of over-abstraction increases and this will have serious repercussion on the sustainability of the ground water source, both for quality as well as quantity. Establishing a proper hand pump sales and distribution system, to ensure greater coverage than the Project alone can achieve, may thus also be a better guarantee for the environmental sustainability of the ground water source.

2.3.8 Sanitation

The sanitation component is crucial to the achievement of health goals in the Project. Provision of sanitary facilities is also one very important element for the women. Sanitation facilities within the compound will free women from the plight of having to wait till nightfall before relieving themselves.
It is not easy to address the sanitation issues, ensure the construction of a proper latrine and guarantee its usage by women (e.g. demonstration latrines that were seen in the field had all been built next to the men's common room). The project should try to learn from the experiences of other projects to see how best women can get involved in sanitation improvement. The low-cost sanitation component of the Quetta Sewerage project may contain some lessons, as may some other NGO or UNICEF projects in Pakistan.

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[9] ITC, Enschede, The Netherlands, 1992; Van Gils, Hein and Baig,M.Shabbir; refer to Royal Netherlands Embassy, Islamabad for copies.

2.3.9 NGO involvement

The Project is participating in the development of a NGO network in Quetta. Further NGO involvement in Project implementation is considered, but no clear partners have yet been identified. However, as is indicated in annex 2, the potential for developing the involvement of NGO type agencies seems to be quite reasonable.

2.3.10 Communication and language

Although officials are speaking English, the conversation often reverts to Urdu or Pashtoon. Dependency on a translator is great. It would be advisable that one of the expatriate advisors would develop a basic command of Urdu so as to be able to follow somewhat the conversation and subsequently ask for clarification of issues not understood or only expressed in between the lines.

3. Northern Areas

A brief meeting took place on Tuesday November 24 between MLG&RD Director and a delegation of the Royal Netherlands Embassy among others to discuss the status of the PC-1 of the rural Water Supply, Sanitation and Hygiene Education in the Northern Areas (WSS&HE/NA). A PC-1 had been drafted and sent for comments to the Local Bodies and Rural Development Department of Northern Areas. A copy of the draft PC-1 was received. During the meeting it was indicated that funding for some of the items had not yet been secured from government sources. The Netherlands Governments was requested to consider the financing of these remaining parts of the package.

On Wednesday and Saturday that same week the mission had further consultations with the Director MLG&RD to further explore the potential for these requests and to discuss some amendments to the PC-1.

Status of the PC-1 with respect to Dutch funding.

On the basis of interest expressed earlier, an amount of Rs. 114.55 million is requested from the Netherlands government. This comprises the following items:

GOVERNMENT OF THE NETHERLANDS CONTRIBUTION (PHASE-I)

Water Supply,Sanitation and Hygiene Education
Project Northern Areas

(constant prices June 30, 1992)

Sector Component	Total
1. Water Supply Schemes	65,000
2. Rehabilitation of existing WS schemes	-
3. Operation and Maintenance	-
4. Sanitation	450
5. Establishment of RWSS Cell in LB&RD	-
6. Project Monitoring, Evaluation and Backstopping	2,100
7. Health & Hygiene Education Unit	-
8. Hygiene Education	500
9. Water Control & Testing	600
10. Professional Support AKRSP and other consultants	28,000
11. Human Resources Development	6,500
12. Development of Skills and Trade	-
13. Project related research	6,000
14. Contingencies (5%)	5,400
TOTAL in Rs.1000	**114,550**
Allocation Requested in Dfl.1000	**9,030**

at Dfl.1 = Pak.Rs.14

The PC-1 indicates shortfalls in financing of some components due to the limited financing available on the part of the local authorities. The total shortfall is budgeted at just under Rs. 17 million for the period 1993-1995. The Netherlands Government has been requested to

consider coverage of this amount. Suggestions were made to finance specific non-recurrent cost items in budget items 2 (rehabilitation of older schemes), 5 (establishment fo the RWS&S unit), 6 (project monitoring) and 9 (water control and testing).

3.1 **Observations** to the PC-1 for the Northern Areas:

3.1.1 Objectives

The general objectives are:

- Sectoral: To improve the quality of life and health status of the people by the provision of water supply, sanitation and hygiene education facilities; and,

- Institutional and Financial: To enhance the sustainability of schemes by the introduction of efficient and cost effective implementation and management systems.

The institutional and financial objective relates to ensuring sustainability of drinking water supply and sanitation improvements by:

- Building upon the capacities of broad based village organizations to identify, implement and monitor project activities and to establish the required user based water supply and sanitation management roles and responsibilities for operation and maintenance.

- Strengthening the implementation capacity of LBRDD with a view to long term institutional sustainability.

- Utilizing the expertise of professional staff of the Aga Khan Rural Support Programme in technical fields and in managing community-based development programmes.

In an operational sense the project policies and procedures are characterized by emphasis on community participation and management, choice of affordable and appropriate technologies, involvement of the women, gender sensitive planning, private sector involvement, capacity building for government institutions, NGOs and grass-root groups.

The project duration is 9 years, starting with the 1993/94 Pakistani fiscal year and ending in 2000/01. Financing for the first three years is requested from the Government of the Netherlands. Funding for the remaining 6 years will in principle be provided through an IDA loan. Although this loan has not yet been approved, the responsible World Bank officer expected that the follow-up financing would indeed be provide through IDA.

3.1.2 Project Strategy

The Local Bodies and Rural Development Department will be the coordinating agency for the implementation of water supply schemes in villages with less than 2000 inhabitants. The core of the project strategy is to build a sector programme on the basis of community organizations created through the Aga Khan Rural Support Programme. Several development schemes are undertaken by these community organizations in partnership with non-governmental organizations under the umbrella of the Aga Khan Foundation. However, so far the community organizations have had little experience with drinking water supply and sanitation and thus the terms for partnership between the communities and this government

executed project will require full dialogue to establish a solution suited to each individual community within the context of the technical, social and financial project policies and procedures.

To execute the project a RWS&S unit will be established in LB&RDD. This unit will be supported by a team of consultants composed of AKRSP staff transferred to an independent consultant's group founded under the umbrella of the Aga Khan Foundation. LBRDD staff and consultants will work jointly in one team, located in project offices in Gilgit, Diamer, Baltistan, Gizer and Ghanche.

Until recently there were some reservations by the Ministry for Kashmir Affairs against the participation of the AKRSP consultancy firm. In November a letter was sent by the Ministry in which it indicated its agreement to the involvement of the AKRSP as the (capacity building) consultant to the project. This removes a last hurdle and opens the way for the finalization of the project initiation process.

3.1.3 PC-1

The text of the PC-1 has been commented upon and returned to the MLG&RD. Basically the text relates closely to the direction outlined in the June 1991 document of Mr. Teun Bastemeijer: Rural Drinking Water Supply and Sanitation and Institutional Development Project for the Northern Areas.

3.1.4 Budget estimates and Dutch financial support.

In first instance Dutch financial support was indicated to the tune of Rs. 114.550 or Dfl. 9.030.000. In the last round of discussions an additional Rs. 17 million was requested. To see whether this amount could be accomodated within the budget frame given, the cost of the investment plan was studies in detail. In particular item 1 (new water supply schemes) offered possibilities for review of the costings.

Item 1 is calculated on the basis of the construction together with the community of 164 small schemes and 180 medium sized schemes.

PIPES

The generalized estimate for these schemes assumes the utilization of G.I.Pipes. In view of cost of the material and because of transport this is not the material of choice. Rather, High Density Polyethylene (HDP) pipes are to be used. The very successfull Nepal RWS&S projects have all used HDP pipes and have achieved very considerable cost-savings while maintaining quality of construction and project reliability. HDP pipes can not always be used and so G.I. pipes will be necessary for certain sections of the pipeline, e.g. very rocky area or the make a gulley crossing. Still, experience from Nepal indicates that G.I. pipes are needed for less that 10% of the pipeline.
UNICEF/NWFP has recently started a trial with HDP pipes for gravity water supply schemes in Swat and Abbotabad district. HDP pipes of good quality can presently not be purchased in Pakistan and have to be imported. However, when demand would rise, there would be a very good chance for local manufacturers to set up shop, as was the case in Nepal in the early eighties because of the volume of the UNICEF assisted schemes.

To calculate the new costings, the need for G.I. pipe is ignored, and use is made of pricings obtained through UNICEF for HDP delivery 1991. See annex 4.1 for details.

COMMUNITY LABOUR

The estimates assume excavation of the pipeline to be paid for at the rate of an unskilled labourer. The amount set aside in the project estimate for this purpose ranges between 14 and 17% of the total cost estimate. It is likely that excavation work will be part of the community contribution to the construction of the scheme. In view of the policy of the project to develop the schemes around AKRSP inspired community development societies in which economic development activities and loans provided for such activities by individuals play a very important part it could be advantageous to actually pay the community for the excavation work at say 50% of the value and contribute the other 50% to the Village Organization Bank. This amount can then be used to provide credits that will strengthen the economic base of the community and will also allow it to pay for spare parts and labour when repair or extension of the scheme is necessary. This method would arguably reduce the longer term O&M costs to the government (item 3).
In this construction 50% of the excavation costs would be seen as community contribution. In the calculation that has been made these considerations are not followed and the amount originally indicated as costs for excavation have been retained in full in the estimate.

TECHNICIANS

Projects will be constructed in remote areas that are not so easy to reach. Supervision and facilitation of the community development process for water supply and sanitation will thus be irregular. This might have a negative impact on quality of construction and progress in the project. Also, due to lack of contact, design issues and social project problems may take a long time to surface.
It is therefore recommended to recruit and train a number of technicians who will remain in the village during the project construction period, act as foremen to the masons employed and liaise with the project in technical and social matters. As they will have received better training in WS&S technology, are aware of project procedures and have received basic training in communication and hygiene education, they will be able to ensure proper community involvement and technical project quality.
The costs of the staff has been added to the costs of the project estimates at a rate of Rs. 5000 a month.

STANDARD PROJECT COSTINGS

The amendments indicated above lead to changes in the amounts required for the construction of the new water supply schemes (annex 4.2) and reduce these by around 13 million rupees for Phase I (Netherlands funding) and 29 million for Phase II (IDA loan). An overall saving of 42 million rupees can thus be achieved by changing the type of pipe material used in these projects. Additional savings are expected when other appropriate low-cost technologies are applied in constructing for instance ferro-cement tanks instead of stone masonry tanks. However these savings will be smaller and may well be offset by physical environmental protection measures that are necessary in such a fragile hill environment (e.g. source protection by afforestation, erosion control along the pipeline through dry stone walls). On the two following pages the budgets for Phase I and for the overall project period are given.

GOVERNMENT OF PAKISTAN CONTRIBUTION (PHASE-I) (Shaded)
GOVERNMENT OF THE NETHERLANDS CONTRIBUTION (PHASE-I)
Water Supply,Sanitation and Hygiene Education
Project Northern Areas

(constant prices June 30, 1992) proposed Netherlands funding

Sector Component	1993/94	1994/95	1995/96	Total	
Water Supply Schemes	15,500	19,000	22,397	56,897	
Rehabilitation of existing WS schemes	1,677	2,680	2,680	7,037	
Operation and Maintenance		536	972	1,508	
Sanitation	100	150	200	450	
Establishment	2,900	800	300	4,000	
of RWSS Cell in LB&RD	3,300	1,516	2,192	7,008	
Project Monitoring,	1,570	1,300	815	3,685	
Evaluation and Backstopping	2,040	1,200	1,500	4,740	
Health & Hygiene Education Unit				0	
Hygiene Education	170	170	160	500	
Water Control & Testing	450	250	50	750	
Professional Support	5,500	5,500	5,500	16,500	(A)
AKRSP and other consultants	6,300	2,600	2,200	11,100	(AA)
Human Resources Development	2,500	2,000	2,000	6,500	
Development of Skills and Trade				0	
	** ****				
Project related research	2,000	2,000	2,000	6,000	
Contingencies (5%)	1,950	1,850	1,900	5,700	
	250	150	250	650	
TOTAL	46,207	41,702	45,116	133,025	
				133,025	
Contribution the Netherlands in %, and Rs.1000			90	119,119	
Contribution Pakistan in %, and Rs.1000			10	13,906	

(A) Consultancy fees AKRSP only
(AA) Community mobilization, transport (AKRSP)

GOVERNMENT OF PAKISTAN CONTRIBUTION (Shaded)

Water Supply,Sanitation and Hygiene Education
Project Northern Areas

(constant prices June 30, 1992) proposed Netherlands funding proposed IDA loan

Sector Component	1993/94	1994/95	1995/96	1996/97	1997/98	1998/994	1999/00	2000/01	Total
Water Supply Schemes	15,500	19,000	22,397	30,000	45,000	45,000	50,000	50,383	277,280
Rehabilitation of existing WS schemes	1,677	2,680	2,680	1,422	2,079	1,477			12,015
Operation and Maintenance		536	972	1,400	2,202	3,078	4,100	5,195	17,483
Sanitation	100	150	200	154	156	134	136	136	1,166
Establishment	2,900	800	300						4,000
of RWSS Cell in LB&RD	3,300	1,516	2,192	2,686	2,900	3,135	3,393	3,678	22,800
Project Monitoring,	1,570	1,300	815	4,500	4,500	4,500	4,500	4,500	26,185
Evaluation and Backstopping	2,040	1,200	1,500	1,500	1,500	1,500	1,500	1,500	12,240
Health & Hygiene Education Unit				5,600	2,090	2,090	2,090	2,090	13,960
Hygiene Education	170	170	160	198	154	209	154	154	1,369
Water Control & Testing	450	250	50	1,050	50	600			2,450
Professional Support	5,500	5,500	5,500						16,500
AKRSP and other consultants	6,300	2,600	2,200	360	360	360	360	360	12,900
Human Resources Development	2,500	2,000	2,000	305	305	250	250	240	7,850
Development of Skills and Trade				210	150	205	150	150	865
	** ****								
Project related research	2,000	2,000	2,000						6,000
Contingencies (5%)	1,950	1,850	1,900	2,200	2,750	2,750	2,900	2,900	19,200
	250	150	250	280	330	385	450	520	2,615
TOTAL	46,207	41,702	45,116	51,865	64,526	65,673	69,983	71,806	456,878

The savings that have been achieved with respect to the construction of new water systems have been used to absorb the cost of the rehabilitation of existing schemes. The experience of Nepal shows that many schemes slated for rehabilitation require extensive overhaul and reconstruction of sections of the schemes that may have suffered from landslides, poor source captation etc. Repair and expansion further add to the workload. To ensure that the rehabilitation schemes are properly being put on their feet again, requires in nearly all cases that the same technical and social strategies are being followed as are expected to be developed in the course of the Project for new water supply projects. This means however that rehabilitation should not just be a matter of the government or project agency, but that rehabilitation schemes are being surveyed, ranked and selected as new projects are, on the basis of the willingness and capacity of the community to participate and contribute to the rehabilitation.
Investment costs for the establishment of the RWSS cell in LB&RD as well as for the M&E unit are further proposed to be paid by the Netherlands financing.

The total budget required for three years is 133 million rupees. Out of this amount 119 million is proposed for Netherlands funding whereas the remaining 14 million will be financed by the Government of Pakistan. As the economic and health situation in the Northern Areas is quite precarious, it is recommended that the Netherlands Government considers the financing of this project with priority.

It is further recommended to explore whether UNICEF can be brought into the Project to ensure coordination of activities in the Northern Areas, to ensure adequate learning from experience and utilize UNICEF's expertise in programme support communication and logistics.

4. Exploratory Mission to NWFP

Thursday November 26, 1992

4.1 Local Government and Rural Development Department

Peshawar, North West Frontier Province

Mr. Naveed Akram Cheema, Director General
Mr. Mohammad Fahim, Programme Officer

Following the preparation of the Strategic Investment Plan, the Government of the Netherlands expressed an interest in supporting the development of rural water supply and sanitation activities in NFWP. A mission was fielded in April 1990 to formulate a project. The findings with which the mission returned mentioned doubts about the institutional arrangements and the capacity of P&D and LG&RD to plan and execute RWS&S projects. At the time there was also no clear understanding between P&D, LG&RD and PHED about the roles of the various partners on sector development.
The mission then decided to abort the formulation process and postpone formulation to a time when project environment conditions would have improved. In the middle of 1992 a request was received by RNE to start the discussions again.

Against this background, discussions were held at LG&RDD Peshawar to explore the state of affairs with respect to the interest and potential for Netherlands support to the activities identified under the SIP. Mr. Munir Ahmed, deputy director at the Federal Ministry of LG&RD, accompanied the mission.

In the last two years the situation has changed considerably. The P&D is being strengthened with Netherlands support and the PHED project supported by GTZ and KfW has taken off. In the context of the last project village development organizations are to be set up by LG&RD. To guide this process a Directorate General for Community Participation will be established. The PC-1 relating to the establishment of this Directorate General will be submitted by December 31, 1992. Mr.Fahim indicated that the collaboration between PHED and LG&RD in this project had so far been very good.
The LG&RD had strengthened itself considerably by establishing some 120 extra posts. Whereas these posts were initially linked to a PC-1 and thus temporary, the expectation was that these posts would be absorbed into the regular structure as of 1993.
It was confirmed that the Government of NWFP considered improvements in water supply and sanitation very important as reflected in the priority this was given in the annual development plan (ADP) and in the Social Action Plan.

In the last three years substantial work was done with UNICEF in the provision of handpumps, improvement of sanitation and in a pilot project on gravity water supply (in Swat and Abottabad). The staff that was initially employed above strength to assist in the implementation of the UNICEF assisted programme has gradually been taken over by LGRDD. In the PC-1 that was approved for this project also listed women development workers to be employed. So far it has been impossible to recruit women who are willing and capable to work from the district level. The solution that has been found to overcome this problem is proposed to be the establishment of community liaison unit in which 5-6 ladies will be inducted. These women workers can then undertake fieldwork as a team. This is considered a more practical solution that might also bring more clout to the issue of women in development and of hygiene education at district and project level. Permission for this new approach is expected from P&D soon.

Mr.Fahim indicated that sanitation and hygiene education continue to be weak points in the execution of the UNICEF assisted programmes. Hopefully through this new liaison unit a more substantial impact could be achieved.

UNICEF intends to supply 1650 handpumps in 1993/1994 period. These supplies will be stored in a provincial warehouse and distributed from there as and when the need arises in particular districts.

In conclusion it can be said that the situation has considerably improved over two years ago. The LG&RDD has more manpower and an increased capacity to undertake rural water supply and sanitation activities, not in the least through the support it has received from UNICEF in the last few years. The potential for support is there.
All the same, Netherlands support will have to focus on further capacity building and institutional development within LG&RDD in Peshawar and at the district level. Especially the interventions necessary to create a better chance for developments in sanitation through community participation, women involvement and hygiene education will need to be included clearly in any future project design. To support awareness building a well designed and sustained Information, Education and Communication component needs to be part and parcel of the overall support package that might be offered for financing to the Netherlands Government. Preferably, UNICEF will be a partner to the project. Any project design should be made in close liaison with UNICEF and might be partially be organized through UNICEF in such a way that it contributes to the GOP UNICEF Masterplan of Operations 1992-1996.

The Director General instructed Mr.Fahim to formulate a proposal for support to LG&RDD in RWS&S and submit that for discussion by the NWFP Government. The proposal should indicate requirements, in particular including those relating to capacity building and further institutional strengthening of LG&RDD. Subsequently, a formal request could be sent to the Royal Netherlands Embassy to request aid. It was indicated that this process was likely to take a few months.
Such a request would then trigger the preparation of a formulation mission to further define the contents of the support package.

4.2 UNICEF Peshawar

Mr. Rajen Kumar Sharma, Project Officer WES

Mr.Sharma was briefed on the purpose of our visit and the discussions that were held that morning at LG&RDD. He confirmed the statements of Mr.Fahim with respect to the UNICEF programme and reiterated the need for more effective promotion of sanitation. The ensuing discussions focused on community participation, hygiene education and women involvement.
The lack of trained staff, or even community level volunteer workers, bothered Mr.Sharma. He felt that more people, and in particular women, needed to be associated with the promotional efforts to really develop clout and change the water supply and sanitation situation for the better.

Information, Education and Communication was considered very important. The Facts for Life messages (already partially translated in Urdu) could be used to create awareness, but these would probably need to be further tailored to the situation in NWFP (and Balochistan). Also the fact that only few rural people are literate hampers their effective

spread. Adult education efforts (or women education) may try to zoom in on developing early readers that contain texts that relate to their own situation with respect to health, hygiene, water and sanitation, etc. (refer to UNICEF-Mauretania).

Another approach to broaden the impact of WSS&S programmes in the rural areas could be the organization of a group of 10-20 men around for instance the U.C. secretary which resolve to improve the actual hygiene situation in the villages through actual improvements to the sanitary environment in their home and through promotion of similar activities in the homesteads around them. Basic hygiene education messages could also be passed on by members of such groups. After a while such men could act as organizers of new groups. A way to stimulate effective development in improving one's health environment is given in the example below from Western Kenya:

The Community Based Health Care Programme of St.Mary's Hospital in Mumias has been engaged in community mobilization for health since 1983. The programme started with the training of traditional birth attendants (TBAs) and has trained 70 TBAs in safe, community resources based delivery practices and post natal care. In 1987 the CBHC Programme changed its approach and started to tackle community health concerns through the training of community health workers (CHWs).

Trainers of Trainers (T.O.T.'s) convene a group of some 30-60 prospective CHWs and in a participatory fashion start an awareness raising process aimed at a gradual inventarization of (environmental) health related problems of the participants. Over a period of several months discussions on and training in health issues combined with the inventarization of environmental health in the homes of the participants themselves lead to evaluation of problems and subsequent action. Visits to each other's homestead and reporting on the conditions met, not only contributes to greater understanding but through the process of social interaction, also encourages the completion of sanitary improvements. The programme focuses on the improvement of the environmental health conditions at the homes of the CHWs first.
To encourage actual improvements to take place, meetings are held at the homes of group members and the opportunity is used to inspect the improvements brought about. This "peer" comparison has been very effective in ensuring that members actually built latrines, install dish racks, dig waste disposal pits, etc, and actually use them.
Once they have improved their own homestead and have completed their CHW training course of around one year, the CHW's will start promoting similar improvements elsewhere in the community as part of their health care advocacy work.
The programme has been quite successful in recruiting and training CHW's. In the period 1986 to 1989 some 1300 CHW's have been trained, with over 800 completing their course in 1989 alone. Local authorities have been involved from the beginning. As a result several chiefs, sub-chiefs and village elders have completed the training and are promoting the activities of the programme.

In terms of sanitary improvements the training and promotion has encouraged the construction of a large number of latrines and protected springs. These activities have been undertaken by the communities themselves with only some technical support by the CBHC Programme, but no financial contributions whatsoever.

Operational facilities and staffing of the Programme are very modest. The initial two TOT's assigned to the programme have been trained as Trainers of Facilitators at AMREF/Nairobi, and fourteen CHW's have now been trained in Mumias to become TOT's. With this staff, a jeep and some bicycles that Programme is expanding its activities.

The approach of the Mumias based CBHC Programme shows that a community initiated approach towards environmental health improvements can have a lot of potential. And when the right strategy towards capacity building and enablement of community level facilitators is chosen, adequate coverage can still be achieved over time. Arguably this approach will also contribute in a large measure to the quality of subsequent community based management.

Note that the lady nurse who initiated this programme was certainly a strong leader with management capacities, knowledge and charisma. Part of her strength she however gained from the encouragement and occasional physical support from the Hospital staff.

5. Debriefing and liaison

To ensure adequate information exchange and engender further collaboration between the key agencies active in the sector in Pakistan it has been common practice to liaise closely with UNICEF and the UNDP/WB Programme about the activities MLG&RD and the Netherlands Government are undertaking together.

A debriefing took place at the Royal Netherlands Embassy to Ms.Barbara Brouwer (Monday afternoon) and to Mr. Plantinga(Tuesday morning and Friday evening respectively). The debriefing took place as recorded in the previous pages. Later on Tuesday a meeting was called at MLG&RD to discuss progress of the Balochistan RWS&S Project and receive a brief on the latest with respect to the PC-1 of the Northern Areas. The preparation for a short trip to Peshawar (NWFP) was also concluded. Detailed information on these activities can be found in the previous pages.

Tuesday afternoon a debriefing was held at UNICEF. The minutes of that meeting as prepared by Mr. Heckman of IWACO are attached as annex 3.

5.1 UNDP/WORLD BANK PROGRAMME

Mr. K.M.Minatullah
UNDP/WB programme coordinator for Pakistan

Following my deliberations in Quetta, I paid a visit to Minatullah to brief him about progress on this project. Qazi Asmat who usually handles the Balochistan project activities was in Quetta at the time. Mr.Herrie Heckman of IWACO also attended the meeting.

Mr. Minatullah briefed me about the Social Action Plan (see annex 5). This plan aims to redress the imbalances that have occurred between rich and poor, urban and rural. Through education, in particular of girls, through greater opportunities for women, through credit schemes and infrastructural development it will a.o. try to offer a better future to rural folk and those living in the *katcchi abadi's*. UNDP/WB, UNICEF, Netherlands Embassy and some others have formed a committee to address the water and sanitation issues of the SAP. This committee is however still in its infancy and the guidelines that the committee is supposed to prepare have not even reached the word processing stage.
It was confirmed that IDA had in principle agreed to finance the Northern areas WSSS&HE project after the Dutch financing for this project would have ended in 1995. Minatullah was confident that there would be no further hitches in realizing this commitment.

Mr. Siddique Khan
Chief Technical Advisor, Federal Support Unit, MLG&RD

Mr. Siddique is the CTA of the UNDP/WB supported capacity building programme that has so far sent 2 senior MLG&RD staff for the Management for Sustainability Course, and one for a briefing. He was very positive about the support received from IRC.

He could not indicate whether there would be more senior staff sent for training in the near future, although he acknowledged that some further 10 - 12 senior managers would benefit from a Management for Sustainability Course. It would be very helpful if such a course could be held in the region, and preferably in Sri Lanka or Nepal.

Mr. Siddique received a copy of the summary of the WHO/IRC Operation and Maintenance Training Module set a few days earlier by way of his M&E colleague. His response was very positive and he would discuss the matter with the secretary MLG&RD Commander A.A. Naseem, with the UNDP/WB Pakistan coordinator (Minatullah), with IDA, UNICEF and GTZ and see how they could undertake a similar activity as planned for Namibia. He emphasized that all the plans they had been making in the past few years in the context of the Strategic Investment Plan gave a high priority to O&M development but so far hardly anything had been done. Basically because they had not known how to handle the issue. He was keen to hear about the results of the trial runs and hoped that the first revisions could be incorporated in the modules so that they could be tested in Pakistan for instance in the second half of the year. We agreed to consider the matter further when I would return next spring.

The FSU also has a female staff member to take care of women affairs and hygiene education. I did not have the opportunity to meet with her. Some promotional material on IRC publication and training activities in these fields will be sent to her for reference.

TERMS OF REFERENCE

Annex 1

Advisory Mission RWS&S sector Pakistan
November 16 - 30, 1992

Background

Under contract no: 756192*PK/91/023 (dated 11 May 1992, reference 191018), DGIS has contracted IRC to act as advisor to the Pakistan desk and to the Royal Netherlands Embassy in matters concerning the development of water supply and sanitation activities in Pakistan. The terms of reference of the contract focus in particular on the activities undertaken in the context of the Balochistan Rural Water Supply & Sanitation Project. However, they further include regular review of sector developments in Pakistan, maintaining contacts with sector partners, advice on policy developments in Pakistan and advice on projects under preparation in other provinces. With respect to the latter discussions have been going on about support to RWS&S development activities in the Northern Areas. An revised project document has been prepared recently

IRC provides multi-disciplinary inputs as required with two experts in a direct advisory role to the desk: one sanitary engineer with expertise in institutional development, human resources development, and project planning and management; and a social scientist with expertise in community management aspects, hygiene education and gender issues. If so required additional specific expertise can be requested from within IRC's staff resources.

Purpose of the mission

The inception phase of the Baluchistan Rural Water Supply & Sanitation Project has started at the end of July and will end in January 1993. The output of the inception phase will be an operational plan for project implementation during the period 1993 - 1995/6. The advisory mission will be fielded to discuss the progress of the inception phase and to review the directions proposed for the first implementation phase.

In 1991 discussions have been going on between LGRDD and RNE about possible support to a Rural Water Supply and Sanitation Project for the Northern Areas. The Project document prepared at that time has been updated to reflect present realities. On the basis of the current project document, the mission will provide advice to RNE on the feasibility of fielding a formulation mission to further detail this project.

Contacts will be maintained with various Pakistani government agencies and ESAs active in the water and sanitation sector as and when so required for purposes of information exchange and sector coordination.

Staffing of the mission

The mission will be carried out by Ms. Marieke Boot, social scientist, and Mr. Han Heijnen, sanitary engineer and team leader.

Terms of Reference

1. Balochistan RWS&S Project

The mission will

1.1 review the progress achieved during the inception phase considering in particular key elements of the project like community based approaches, institutional strengthening, technology choice, women involvement, hygiene education, communication strategies, financing arrangements, operation and maintenance, human resources development, water resources management and environmental considerations;

1.2 consider the conclusions and recommendations resulting from the experience gained during the inception period and review how these are reflected in the preliminary proposals for the first implementation period;

1.3 consider in particular how a sensible balance is struck between the need for capacity building within LGRDD, the district and union councils, and the communities on the one hand and the physical need to start investment in water supply and sanitation facilities on the other;

1.4 review information, monitoring and documentation requirements at all levels within the Project and the government administration and suggest ways how these needs can be serviced.

2. Northern Areas

The mission will

2.1 study the present project document for the Northern Areas and in consultation with LGRDD, World Bank, the Aga Khan Foundation and other project supporters establish its feasibility;

2.2 advise the RNE about the next steps to take indicating conditions for Netherlands support and considering the sector context in Pakistan.

3. North Western Frontier Province

The mission will

3.1 have preliminary discussions with federal and provincial authorities regarding SIP related developments in NWFP.

4. Federal level

The mission will

4.1 review with LGRDD and UNDP/UNICEF the progress made in capacity building for LGRDD through the Water Supply & Sanitation Sector Unit based at LGRDD/Islamabad;

4.2 consider in this context training and information activities that are undertaken or needed to strengthen the performance of LGRDD in general and specifically with respect to the Balochistan RWS&S Project;

4.3 review and discuss sector developments and needs with sector partners as appropriate;

4.4 liaise with sector partners to update them on progress in Balochistan as well as with respect to the project proposal for the Northern Areas.

Schedule of activities

The mission will begin its work in Quetta on Monday November 16 arriving with PK 324 at 10.35 from Karachi. Following discussions with the project team, LGRDD, UNICEF, P&D on Monday and Tuesday, field visits are foreseen as of Wednesday November 18 through 20. Saturday November 19 and Sunday November 20 will be used for consolidation of findings and for a one-day workshop. Project partners and other interested parties will be invited to the workshop to consider the preliminary outcome of the inception phase and review the main directions proposed for the first implementation phase.
On November 21 a transfer to Islamabad is scheduled. Discussions with LGRDD at the federal level, with the RNE, World Bank and UNICEF will take place. To review the status of the project proposal for the Northern Areas discussions with representatives of the Aga Khan Foundation will be necessary. Provide weather conditions allow, a visit to the Northern Areas may be useful. The mission will end with a debriefing in Islamabad at LGRDD and RNE on November 29 or 30.

Work Programme

Annex 2

Advisory Mission RWS&S sector Pakistan
November 15 - 29, 1992

Monday November 16

11.00	arrival in Quetta	
14.00	discussions with Balochistan RWS&S poject team	Mr. Huizinga Mr. Lindeijer Mr. Ismaili Ms. Paracha

Tuesday November 17

09.00	discussions with project leader Mr.Huizinga and projectdirector/ institutional development expert Mr.Heckman finalization arrangements field visit Zhob	
10.00	meeting with Mr. Akbar Babar, UNICEF WES Officer, Quetta	
13.00	meeting at LG&RD with	Captain Tareen, Director General Mr.Hamayoum, Director Water and Sanitation Cell Mr.Faroukhi,Director Planning
14.30	brief discussion with Mr.Marchand and Mr.Ferguson of the sisterproject on WS&S executed for the larger villages and towns in association with the Public Health Engineering Department	
15.15	storming session about inception report	

Wednesday November 18

08.00	study at project office	
12.30	transfer to Zhob by plane	Mr.Ismaili Mr.Lindeijer Mr.Heckman
14.00	reception in Zhob by	Additional Director and senior staff of LG&RD Town Council Chairman and councillors
17.00	visit to Zhob Bazaar	
19.00	the search for a traditional bridal dress brought us to the house of the facilitators of an earlier project field visit to Zhob. Delicious tea.	

Thursday November 19

09.00 meeting with development officer at LG&RD offices discussion on activities and project procedures LG&RD/ potential and needs in WS&S

10.00 meeting with district council chairman and councillors

10.30 visit to offices LG&RD Zhob district

10.45 courtesy call to acting political agent

11.15 field visit to Shirani Union Council

two handpumps 1.5 year old, 20 - 25 m deep, functioning well, several times repaired with spares from Zhob town; capacity to maintain was present, there was strong leadership, however no proper spares available which means that "local solutions" have to be found for the repair. Community representatives made it clear they were capable and prepared to install the handpump themselves when provided with one. It seemed that they would also have the capacity to buy a complete handpump set if so available on the market!
two latrines were constructed as well; however one could not be used by women as it was situated inside the man's common room outside the main compound. It was used.
The other latrine was said to be meant for the women, but had not recently been used. "I can not be expected to ask the women whether they are using the latrine" said the husband when questioned. The men were not using the latrine but were still defecating in the surrounding fields.
An ex-Zhob district councillor in whose house we had a light meal, indicated that he had organized some 500 community development volunteers in Zhob district whom he could put at the disposal of the project. Asked whether these volunteers could also be used for hygiene education and to involve women in the process of improving the water and sanitation situation, he indicated with some hesitation that would certainly be possible. This would however require awareness creation and some training among his volunteers.
The afternoon was concluded with a display of the marksmanship of the local men. Several guns, including a Kalashnikov, were fired with chilling precision. The levies (local militia) accompanying the mission did not attempt to improve on this display of skills.

19.30 tea with the acting political agent

20.30 tea at the Civil Officer's Club

Friday November 20

08.30 looking for levies to accompany the team to the field

09.15 setting out to Babar Union Council

in this area no pumps were installed. Potential for handpumps was good with quite some shallow wells being around that could be upgraded to a safe water point. Opportunities exist for spring captation. People were fairly poor, living in stone dwellings with a roof of sticks and straw, covered with soil. Surplus agricultural produce and wool was the main source of income. Wool was sold washed or unwashed, but was further not spun into yarn. Women and girls were properly shy but not as invisible as in the Shirani area. Given time they would seem to be approachable for hygiene education activities. The union council secretary and the chairman were very active during the whole field trip and pointed out a variety of possible support opportunities. Several meetings were organized around a cup of tea in the open, as well as in the men's common room.
Upon leaving the area, the Sardar, the local traditional "chief", stopped us and asked why we had not first come to pay our regards to him. With some well placed remarks, Mr.Ismaili, was able to mollify the Sardar, but it all the same seems to indicate that it is necessary to respect the earlier power structures even if they may not be so influential as they used to be.

19.30 Visit to the lady principal of the Zhob ladies college. Her sister, a doctor in the Zhob hospital, who had also participated in the participatory planning seminar held earlier, was also present. The visit was intended to explore the potential for collaboration with the teachers and students of the ladies college in respect of hygiene

education promotion. The response was in principle positive but a more definite answer would be given after consultation with the teaching staff. The option of providing hygiene education messages to women through the hospital was briefly discussed.

Saturday November 21

09.00 Meeting with the Zhob town council chairman and his councillors. The meeting was requested to explain the difficulties of the town with respect to water supply and sanitation.

The Zhob town council operates on a budget of around 40 lakh rupees. It collects around 32 lakh through customs charges at the barrier at the entrances of the town and receives an additional 2 lakh from the federal government. It runs a continuous deficit of around 6 lakh rupees. A land tax of Rs.1 per 100 sq.ft is supposed to be levied. For Zhob this levy would generate 14 lakh rupees. This money can not be recovered according to the town council chairman as there is no effective collection mechanism.

The town council consists of 25 elected members and two women chosen by these elected members to sit on the town council. The women do not attend the council meetings however and do not seem to have any effective influence. They may be involved in matters that very specifically relate to women. All this is a common practice throughout Pakistan. Also the Union Councils have women representatives elected by the elected members of that council. These are not effective either.

Water taxes used to amount to Rs.1 a year per house. These were not collected at the time. The charge has recently been raised to Rs.350 per year. It is not clear who has to collect the revenue: PHED or the town council. For electricity or telephone there is no difficulty collecting the charges as people are simply disconnected. For water this is very difficult as there are no stop cocks near the house connection that can be disconnected. Further, it appears from observation in the town that people have completed their own connection without intervention by the PHED. It is not clear whether connection standards exist or are applied. The initial connection charge is Rs.500.

Increased IEC activities and gentle enforcement (through social control) may be the only way to change the situation. It would certainly also help if the council members would pay for water themselves!

The town council had requested the meeting with the project team to explore whether the project would be able to do something about the WS&S situation. The project would not directly be able to do so but would refer the matter to the urban oriented programmes of PHED and UNICEF in Quetta.

Accompanied by several council members we visited one ward nearby with three latrines. Two of the three latrines were used properly and by all. The third one was used by the adults, but very obviously not by the children who were still defecating along side the perimeter wall of the compound. All latrines were constructed privately, with septic tanks attached, and were of reasonable design and construction quality. Alongside the outside wall of the two houses were the two used latrines had been built, a proper drainage had been built as well. However, the discharge of the drainage channel was only partially possible as it led to a blocked section at the end of the same street. Drainage was in general a problem in the town environment.

A handpump site was visited in the Zhob Government Secondary College. This school provided pre-engineering and pre-medical education to boys between the ages of 14 and 18. The handpump was installed to provide relief when the town water supply could not cope with the demand in the dry summer periods. The handpump had been supplied by UNICEF.

In a discussion with the principal and some of his staff, it was suggested that the project could work together with the School to organize an annual "water day" and to organize field trips for students. The School in turn could possibly provide students for field stages or to assist in general data collection work. The principal was quite interested to discuss these matters further.

On the way out of Zhob, some 10 miles South, Wim Lindeijer decided to visit a community where UNICEF had installed a handpump an a latrine last August. The handpump was there and functioning. However the water was tasting foul! In the meantime two more UNICEF handpumps had been obtained through LG&RD Zhob and had been installed. Three more were requested. The three handpumps now installed were placed at intervals of 100 meter on the side of a gulley. The two

handpumps installed later were giving good water. The community was certainly large and growing but whether it needed 3 handpumps, with 3 being requested and a small PHED built water tank on the North side of the village is doubtful. The procedure used in the provision of the handpumps to this community should be checked to see whether it contains any lessons for procedure development for the Balochistan RWS&S Project.
A latrine had also been constructed in August. It was located next to the men's common room and had so far only been used once to accommodate a visiting Government minister.

On route to Quetta a brief stop was made at the residence of the political agent for Qila Saifulla. Qila Saifulla is a new district and offices are still being constructed. Apart from the political agent not many civil servants have been posted here. Neither does the village/town that Qila Saifulla is, look very impressive. In case the Balochistan RWS&S Project wants to establish a presence here, it can probably not be avoided to build a small office/store. Or the Project has to establish itself at Muslim Bagh, but that is 15 miles to the South again.

Sunday November 22

08.30	debriefing about field visit and further brainstorming about inception report with Huizinga and Heckman
13.30	arrival of Mr.Hamayoum, director Water and Sanitation Cell, LG&RD, and some of his staff to prepare transfer of his staff to the project office.
13.30	reconciliation of various documents and preparation of a statement of resources and expected output as a basis for the inception report. (Heijnen/Heckman)
18.30	Dinner with the complete project team

Monday November 23

08.30	wrap up meeting with Mr. Huizinga
11.30	transfer to Islamabad (accompanied by Mr.Heckman)
14.30	debriefing with Ms. Brouwer/Royal Netherlands Embassy

Tuesday November 24

09.15	debriefing with Mr. Plantinga/Royal Netherlands Embassy
11.00	meeting with Ministry of Local Government and Rural Development Mr. Iqbal, director (rural) Mr. Munir, deputy director Mr. Ansari,deputy director Mr. Plantinga Mr. Heckman to discuss progress in Balochistan RWS&S, the status of the PC-1 for the Northern Areas and a visit to NWFP
13.00	debriefing on Balochistan RWS&S at UNICEF Mr. Guhr Mr. Mujica Mr. Afzal Mr. Plantinga Mr. Heckman

14.30	debriefing on Balochistan RWS&S at the World Bank	Mr. Minnatullah Mr. Heckman

Wednesday November 25

10.00	meeting at MLG&RD with Mr. Iqbal, director, to discuss the PC-1 for WS&S development project for the Northern Areas and to further specify the assistance requested from the Netherlands Government for this project.	
12.00	meeting with Mr. Munir and Mr. Ansari to make the arrangements for a visit to LG&RDD Peshawar	
14.30	discussion with Mr.Afzal of UNICEF to get additional information on UNICEF inputs in Northern Areas and NWFP.	

Thursday November 26

06.00	departure for Peshawar	
08.45	meeting with LG&RDD Peshawar	Mr. N.A.Cheema, Director General Mr. Fahim, Programme Officer Mr. Munir
10.30	UNICEF/Peshawar	Mr. R.K.Sharma, Project Officer WES
13.00	return to Islamabad	

Friday November 27

09.00	report writing
17.30	debriefing on Northern Areas and NWFP to Mr. Plantinga

Saturday November 27

09.30	meeting with Mr. Ahmad Iqbal, Director (Rural) MLG&RD to brief him about my comments on the PC-1 for the Northern Areas. Left copies of various calculations relating to the PC-1 as well as a note on the visit to Peshawar.
12.00	meeting with Mr. Siddique Khan, Chief Technical Advisor, Federal Support Unit at the MLG&RD
16.30	departure for Karachi

Sunday November 28

08.05	departure for Amsterdam

UNICEF Annex 3

Present: Mr. PIM PLANTINGA - Royal Netherlands Embassy ISLAMABAD;
UNICEF ISLAMABAD:
Mr. INGO GUHR, Mr. FERNANDO MUJICA, Mr. RAJA SHER AFZAL ;
Mr. HAN HEIJNEN - Advisor to the Royal Netherlands Embassy;
Mr. HERRIE HECKMAN - BRWSSP/IWACO.
Date: 24 November 1992,
Subject: Balochistan Rural Water Supply and Sanitation Project

1. The meeting was called to learn from the results of the mission HEIJNEN and to review the modalities of cooperation in the framework of the Balochistan Rural Water Supply and Sanitation Project (BRWSSP) between the LGRDD, UNICEF and the Consultants team.

2. As time was very limited, the meeting concentrated as suggested by Mr. PLANTINGA on the modalities of cooperation.

3. Mr. GUHR stressed that reporting should be done as a joint effort to ensure commitment of all parties concerned and he regretted that this approach has not been followed with the Introductory Report as such. Mr. HECKMAN informed the meeting that the writing of the Inception Report will be inter-active and based on regular progress meetings of the parties in Quetta (i.e. the LGRDD, UNICEF Quetta, and the Consultants team). Mr. PLANTINGA emphasized the desirability of all parties contributing to the document. The Inception report is due by the end of december.

4. The meeting agreed that the Inception Report should clearly define the role of the various involved parties (i.e. project, LGRDD, UNICEF and the Royal Netherlands Embassy).

5. The meeting briefly reviewed the problems of the project cars ordered through the good services of UNICEF. UNICEF procedures foresee an immediate transfer to the GOP while Dutch policy insists on transfer after completion of the project. The project is requested to propose a solution. Mr. GUHR thinks that flexibility is required in this respect and requests mr. AFZAL to consult with mr. BABAR (UNICEF QUETTA).

6. Mr. GUHR stresses that the physical targets should not dominate the project approach to such an extent that community participation at village level is omitted. However, this concern need not to be necessary; the project will actively engage the population at village level and the professional background of the CTA who is a Community Development specialist, is an assurance in this respect. Mr. PLANTINGA notes that the project should put the accent on working methods. Mr. HEIJNEN remarks that the limitations with respect to the size of the consultancy input in relation to the two main objectives of the project, i.e. institutional development and physical implementation of handpumps and latrines, are contradictory to these remarks. A balanced and sufficient Consultancy input would favour the project's capacity to achieve the institutional development objective required for future independent delivery of water supply and sanitation projects by LGRDD. The meeting underlines this statement but is unable to present clear cut solutions.

7. Mr. HEIJNEN notes that the project will require a relative large number of handpumps during the coming 3 years. UNICEF is engaged in further stimulating local production capacity of handpumps. Requirements and future allocation will be discussed with UNICEF.

NORTHERN AREAS
Amended Standard Investment Costs in Pak. Rupees 1000

	Village Size			
	Small	Medium	Large	
total number PC-1				
Gilgit and Gizer	94	60	13	
Skardu and Ghanche	35	64	24	
Diamir	35	56	6	
Total number	164	180	43	
Total Costs	63,370	144,018	69,892	277,280
Donor contribution	49,758	117,018	57,981	224,757
Community contribution	13,612	27,000	11,911	52,523
original budget estimate (in rupees 1000)				319,461
(savings of 42 million rupees)				
total number for Dutch assistance				
Gilgit and Gizer	28	14	0	
Skardu and Ghanche	14	23	0	
Diamir	10	9	0	
Total number	52	46	0	
Total Costs	20,093	36,805	0	56,897
Donor contribution	15,777	29,905	0	45,681
Community contribution	4,316	6,900	0	11,216
original budget estimate (in rupees 1000)				69,992
(savings of 13 million rupees)				

TABLE 1 : COST OF WATER SUPPLY SCHEME - LARGE VILLAGE

COST COMPONENT	QUANTITY	UNITS	RATE	VALUE	
Cement Concrete Structure					
Spring capping					
. wooden cover	5.06	CFT	100.00	506.25	
. Stone masonry work	132.00	CFT	18.00	2,376.00	
Sedimentation and Filteration Tanks					
. Stone masonry work and Fencing & Filter media	20,000.00	Gallons	10.00	200,000.00	
Storage tank	32,000.00	Gallons	8.00	256,000.00	
Distribution Network					
Pipe Network					HDP
. Galvanized iron Pipe 1/2" dia	15,000.00	RFT	9.78	146,700.00	
. Galvanized iron Pipe 1" dia	14,000.00	RFT	18.39	257,460.00	
. Galvanized iron Pipe 2" dia	4,000.00	RFT	37.34	149,360.00	
. Galvanized iron Pipe 3" dia	4,000.00	RFT	61.52	246,080.00	
TOTAL	37,000.00	RFT		799,600.00	364 000
Transportation and handling Charges	8.00%			63,968.00	29 120
Fittings and accessories	12.00%			95,952.00	9.000 (25%)
Total Cost of pipes and accessories				959,520.00	48 4120
Plumbing					
. Unskilled	185.00	Days	60.00	11,100.00	
. Semi skilled	185.00	Days	120.00	22,200.00	
. Skilled	75.00	Days	200.00	15,000.00	
. Total				48,300.00	
Excavation					
. unskilled labour	222,000.00	CFT	1.25	277,500.00	
Standpost	50.00	Nos	1,200.00	60,000.00	+ 1328 802
Supervision and Monitoring	5.00% of the Cost			90,210.11	66 440
Total				1,894,412.36	1395 242

(- 499 170)

Annex 4.2

TABLE 2 : COST OF WATER SUPPLY SCHEME - MEDIUM VILLAGE

COST COMPONENT	QUANTITY	UNITS	RATE	VALUE	
Cement Concrete Structure					
Spring capping					
. Wooden cover	5.06	CFT	100.00	506.25	
. Stone masonry work	132.00	CFT	18.00	2,376.00	
Sedimentation and Filteration Tanks					
. Stone masonry work and Fencing & Filter media	8,000.00	Gallons	10.00	80,000.00	
Storage tank	12,000.00	Gallons	8.00	96,000.00	
Distribution Network					
Pipe Network					HDP
. Galvanized Iron Pipe 1/2" dia	8,000.00	RFT	9.78	78,240.00	
. Galvanized Iron Pipe 1" dia	8,000.00	RFT	18.39	147,120.00	
. Galvanized Iron Pipe 2" dia	2,000.00	RFT	37.34	74,680.00	
. Galvanized Iron Pipe 3" dia	2,000.00	RFT	61.52	123,040.00	
TOTAL	20,000.00	RFT		423,080.00	190 000
Transportation and handling Charges	8.00%			33,846.40	15 200
Fittings and accessories	12.00%		50 764	~~27,281.64~~	47 500
Total Cost of pipes and accessories			507 646	~~484,208.04~~	252 700
Plumbing					
. Unskilled	100.00	Days	60.00	6,000.00	
. Semi skilled	100.00	Days	120.00	12,000.00	
. Skilled	40.00	Days	200.00	8,000.00	
. Total				26,000.00	
Excavation					
. unskilled labour	120,000.00	CFT	1.25	150,000.00	
Standpost	16.00	Nos	1,200.00	19,200.00	626 782
Supervision and Monitoring	5.00% of the Cost			42,914.51	31 339
Total				901,204.80	1658 121

(- 243 083)

Annex 4.2

TABLE 3 - COST OF WATER SUPPLY SCHEME - SMALL VILLAGE

COST COMPONENT	QUANTITY	UNITS	RATE	VALUE	
Cement Concrete Structure					
Spring capping					
. Wooden cover	5.06	CFT	100.00	506.25	
. Stone masonry work	132.00	CFT	18.00	2,376.00	
Sedimentation and Filteration Tanks					
. Stone masonry work and Fencing & Filter media	3,000.00	Gallons	10.00	30,000.00	
Storage tank	4,000.00	Gallons	8.00	32,000.00	
Distribution Network					
Pipe Network					
. Galvanized Iron Pipe 1/2" dia	4,300.00	RFT	9.78	42,054.00	HDP
. Galvanized Iron Pipe 1" dia	4,700.00	RFT	18.39	86,433.00	
. Galvanized Iron Pipe 2" dia	1,000.00	RFT	37.34	37,340.00	
. Galvanized Iron Pipe 3" dia	1,000.00	RFT	61.52	61,520.00	
TOTAL	11,000.00	RFT		227,347.00	100 500
Transportation and handling Charges	8.00%			18,187.76	8 040
Fittings and accessories	12.00%			27,281.64	25 125
Total Cost of pipes and accessories				272,816.40	133 665
Plumbing					
. Unskilled	55.00	Days	60.00	3,300.00	
. Semi skilled	55.00	Days	120.00	6,600.00	
. Skilled	20.00	Days	200.00	4,000.00	
. Total				13,900.00	
Excavation					
. unskilled labour	66,000.00	CFT	1.25	82,500.00	
Standpost	5.00	Nos	1,200.00	6,000.00	500 947
Supervision and Monitoring	5.00% of the Cost			22,004.93	15047
Total				462,103.58	315 994

(-146 109)

Annex 5

RELEVANT SECTIONS OF THE

EXECUTIVE SUMMARY

OF THE
SOCIAL ACTION PROGRAMME 1992-1995

1. Pakistan was the fifth fastest growing economy in the world during the eighties. However, in terms of human development indicators developed by the UNDP, the country ranked 120th. Three major reasons have been identified for the slow-moving social indicators. First, resources allocated to social sectors have been too low. Secondly, the rapidly growing population overcrowds the available social services. Thirdly, there are serious implementation constraints on the efficient and productive use of the resources that *are* made available.

2. Pakistan's Social Action Programme (SAP) is a response to this grave imbalance. The SAP addresses the needs of primary education, nutrition, primary health, population welfare, rural water supply and sanitation. It is intended to improve the coverage, quality and effectiveness of service delivery in these sectors. A federal SAP Committee which included the concerned Ministries, provinces and Non-Governmental Organisation (NGO) representatives was set up in August 1991 to prepare the SAP. Similarly, representative committees were set up in each of the provinces.

5. The first year of the SAP would focus on resolving implementation issues so as to set the stage for investment in the subsequent years. In addition, completion of ongoing projects and rehabilitation of existing facilities would be the priorities.

8. The SAP aims at narrowing down the rate of population growth from the existing 3.75 per cent to 2.5 per cent by the end of the decade, which implies a great leap in the demographic transition.

9. In health, the programme focuses on promotional, preventive and rural services. Traditional Birth Attendant (TBA) coverage will be expanded. A new cadre of Community Health Workers (CHWs) will be created to act as a bridge between the community and health units. Community Health Workers will begin serving in two districts per province, and the programme will then be expanded gradually to allow learning from experience. The long term goal will be to integrate all vertical programmes so as to streamline and strengthen the primary health care services.

11. In water supply and sanitation, the SAP concentrates on the grossly neglected rural areas. It aims to increase the coverage of rural water supply from 44 per cent to 61 per cent of the rural population and the coverage of sanitation from 12 to 26 per cent by 1994-95. For the first time, the allocations for rural water supply will exceed the allocations for urban water supply. Communities are being invited to participate at all stages, including contributions to operations and maintenance.

13. Several priority actions are being pursued to improve implementation and delivery of social services. The basic approach to better implementation is to streamline the channels for planning, preparation, execution and supervision of new and existing facilities in the social sectors. The present provincial set ups in the social sectors are not delivering due to

over-centralisation, lack of community involvement and weak linkages with Non-Governmental Organisations (NGOs). The structure needs to be revamped to devolve primary responsibility and administrative powers to the district offices, involving the local councils specially for monitoring effectiveness of social sector units, including primary schools, BHUs, rural water supply and sanitation schemes. If the operational responsibility is passed down to the district level, it will also be easier to associate NGOs with Government programmes.

14. Consequently, a decentralised approach is being suggested for primary education, health, water supply and sanitation. It is proposed that the exercise of planning, preparation, execution and supervision of new and existing facilities in the social sectors and the political participation at the district level could be through District Development Committees (DDCs). The precise composition of the DDCs, their *modus operandi* and the devolution of social sector implementation to the district level would vary from province to province. Decentralisation for water supply and sanitation will involve district Development Committees in the identification of sites and sets up a definite timetable for the award of contracts and the handing over of operation and maintenance to the local groups. In addition, the Government will establish an incentives system to reward better implementation. Accordingly, additional funds will be provided to districts which are more successful in implementation, while funds may be cut for those districts unable to carry out the needed institutional changes and implement their programmes.

16. The regulations and incentives for recruitment to attract suitable staff, especially women, in sufficient numbers to provide basic health and education services in rural areas are being revised.

17. With a view to encouraging private sector investments and involvement in social sectors, education and health foundations are being set up in all provinces. The principle of assisting these foundations is that the government will match funds raised by the foundations for activities in these fields. Financial support to these foundations will be provided through the proceeds of privatization of industries and banks. One-third of these proceeds is proposed to be earmarked to support activities in basic health and education, particularly in the rural areas and for women. If the foundations are unable to carry out their programmes as expected, the provinces will divert the funds to their existing programmes. Also during the coming months, the regulatory framework for private sector involvement in health and education will be reviewed, and changes consistent with the Government's overall liberalisation policy for the economy will be put in place.

18. All sectors in the SAP have NGOs involved in delivering services. One new area where NGOs will be directly involved is the proposed girls school-feeding programme. Guidelines are being examined for active involvement of NGOs in the SAP process at provincial and local levels. In NWFP and Baluchistan, community-based programmes following the pattern of Agha Khan Rural Support Programme (AKRSP) have been started. Pilot projects are being proposed in Islamabad, Punjab, Sindh and AJK. These will be administered by a non-profit, private limited company.

19. To conclude: the agenda laid out in the SAP is ambitious but necessary to make up for past neglect. It will require the consensus-building process started in August 1991 to be sustained and the momentum created during the current year (1992) to be maintained.