

Government of North-West Frontier Province / Pakistan
Swiss Agency for Development and Co-operation (SDC)
The World Conservation Union (IUCN)

Sarhad Provincial Conservation Strategy (SPCS)

**SPCS Support Project,
Phase II "Transition to Implementation"**
(April 1995 - June 1998)

Mid-Term Review
(March 1 - 11, 1997)

Report

of the Mid-Term Review Team

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March 31, 1997

Report of the MTR-Team
Summary

Mandate of Mid-Term Review

The Mid-Term Review of the SPCS Support Project (phase II "Transition to Implementation"; April 1995 - June 1998) follows a self-evaluation process of the SPCS Support Unit and aims at assessing the achievements and relevance of the project during its ongoing phase in view of eventual adjustments of objectives and workplans for the project's remaining period and for a possible continued support of SPCS beyond June 1998.

The MTR-team focused its assessment on selected cross-cutting issues of strategic importance essentially: (1) institutional reforms and governance, (2) institutional set-up and roles of environmental institutions, (3) mechanisms for SPCS Support Project to foster implementation of SPCS, (4) capacity development, (5) gender and (6) financing sustainable development.

Context

Environment is on the people's and government's agenda in the NWFP. However, trends towards increased poverty in the light of negative macro-economic trends and continued high population growth weakened capacities of communities to improve the overall conditions for the conservation of the natural resource base in the province.

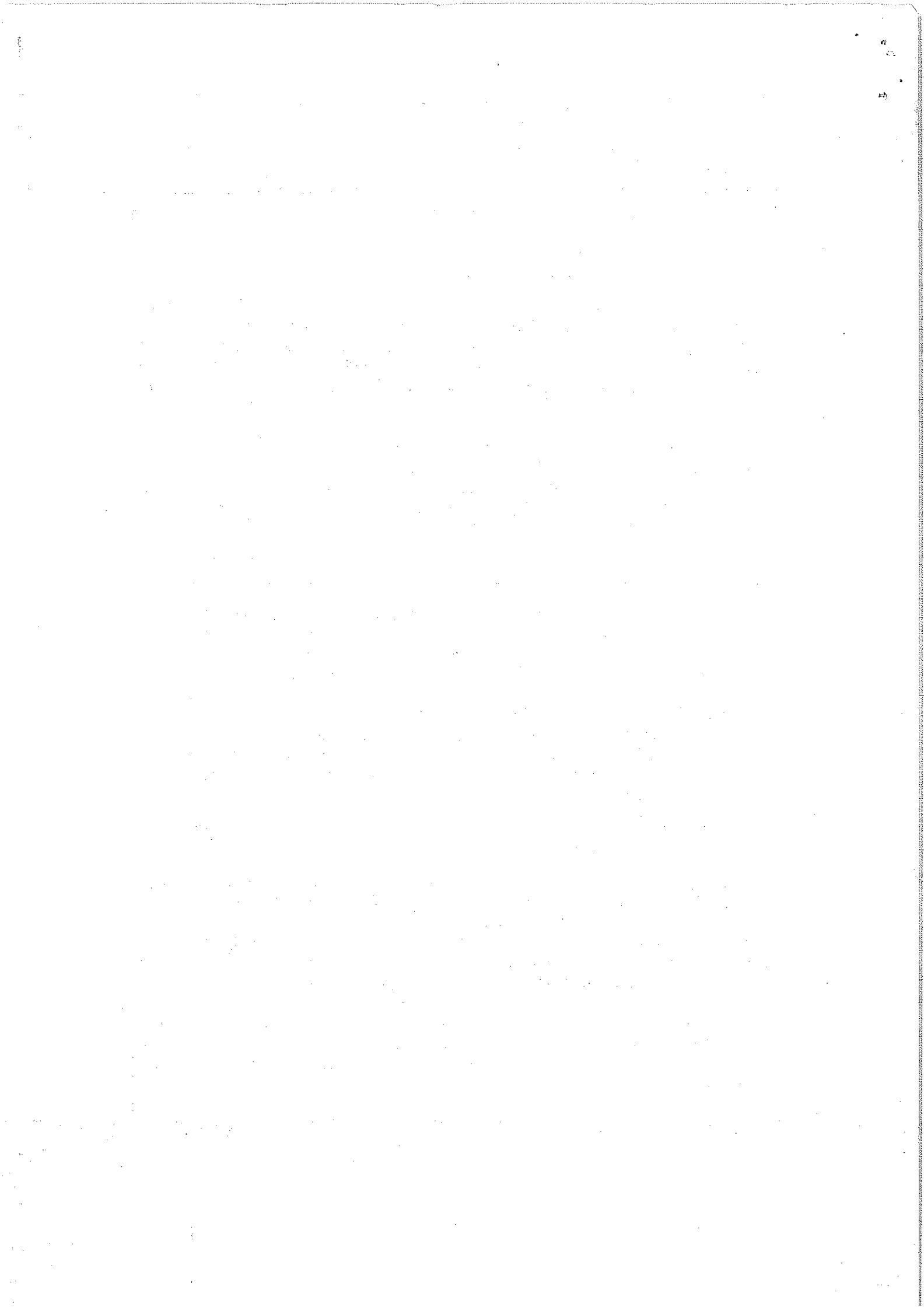
Fundamental institutional reforms are required to reverse the negative overall trends. The current resource crunch obliges the government to cut down on its development budget. On that basis, private-public partnership and community participation are receiving increased support, requiring, however, appropriate policies, legal framework as well as institutional mechanisms and capacities.

Assessment

The ongoing phase II has been underway since April 1995, a very short time period for promoting sustainable development in NWFP. There is need for sustained efforts in supporting SPCS even beyond the current phase.

Among the many significant achievements of the SPCS Support Project, a most significant one is the establishment of a climate of confidence and mutual endeavour between the government and the civil society.

The MTR endorses the results of the self-evaluation workshop of SPCS prior to this review. The corresponding information basis developed has proven highly valuable, rendering possible for the MTR to concentrate its considerations on the strategic level essentially.



Conclusions and Recommendations

Institutional reforms and governance: Decentralisation, empowerment at the local level and good governance as well as corresponding institutional reforms constitute overall concerns in the implementation of SPCS and corresponding facilitation by the Support Project.

Clarification of the ***institutional set-up*** within the environment portfolio of the government administration, most appropriately to be maintained within PE&D, would have to consider in particular (1) clarifying the responsibilities of both the Environment Section and the Environment Wing, with either merging the two or clearly distinguishing their functions and (2) closer operational linkage between the SPCS Support Unit and the Environment Wing.

A Steering Committee for the SPCS Support Project is meant to provide overall guidance to its implementation.

Mechanisms: The SPCS constitutes a long term overall policy framework for both the government and the civil society. Integration of SPCS considerations into the annual development and the five-year planning cycles constitute a priority.

The *round table processes* are considered the major mechanism to involve the civil society in developing SPCS-related policies as well as in advising in their co-ordinated implementation. They assume the strategic function of bridging and linking public and private sector.

The *Focal Points* have to assume three primary responsibilities: (1) secretariat and facilitator of the round table processes, (2) identifying opportunities for promoting SPCS implementation and (3) co-ordinating the assessment of training requirements. Formulation of projects should be dropped from the TORs for the Focal Points. Their number is to be maintained at the present level, at least for the current phase. The reconsideration of their institutional set-up, being of an experimental character, should be kept under review.

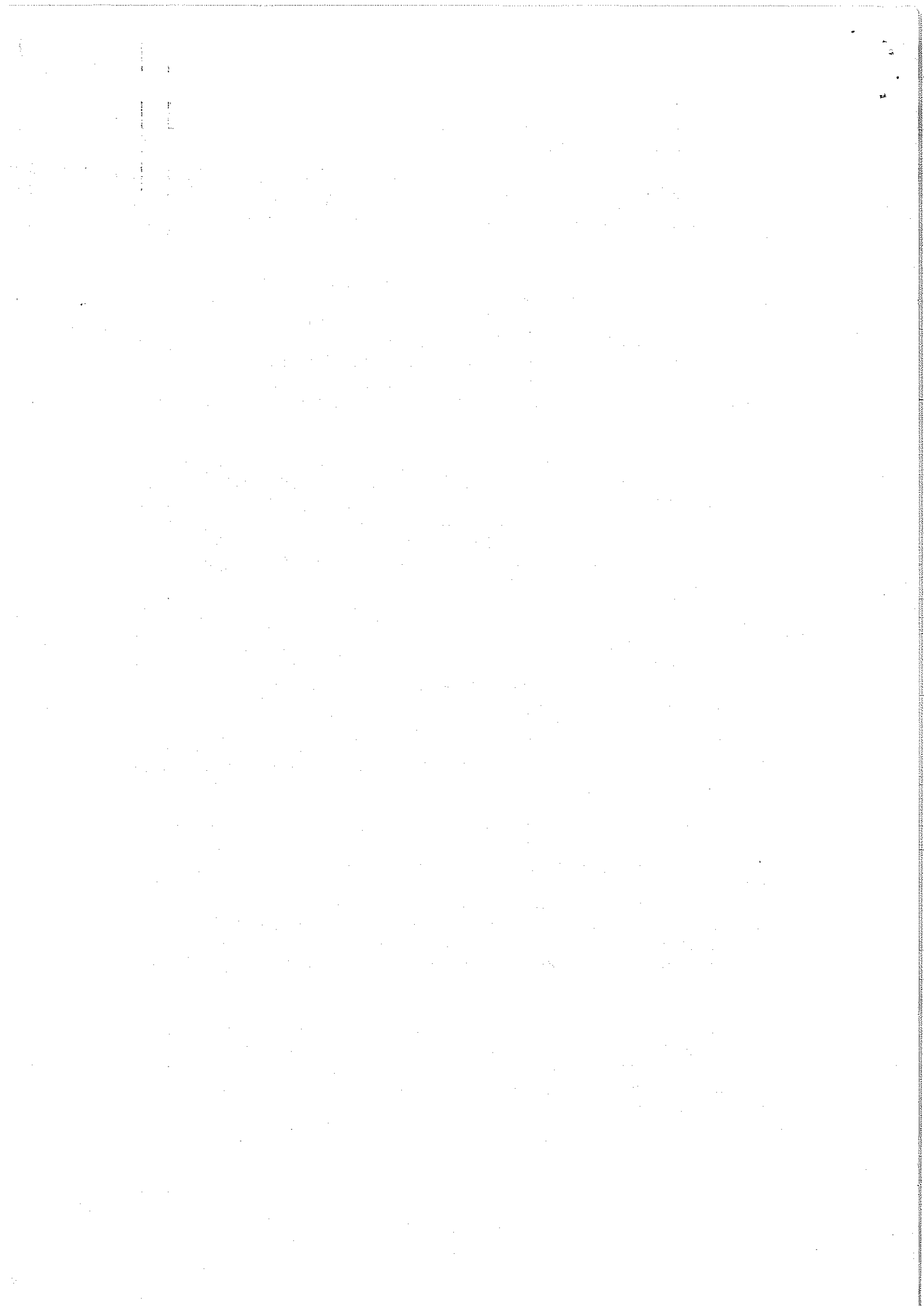
The SPCS is in vast parts to be implemented by NGOs, CBOs, and through the private sector. The SPCS is to be *integrated into* the corresponding *programming processes*.

Basic awareness and understanding among key players about the messages of SPCS are prerequisites for any meaningful implementation. ***Communication*** will have to enable strategic interventions for the achievement of behavioural change.

The *SPCS document* needs to be "repackaged" in order to address in a targeted fashion its different stakeholders and actors.

The *launching of the SPCS* is expected to provide a momentum for promoting the basic philosophy as well as the commitment required for collaborative efforts. The ceremony should demonstrate SPCS's roots in both the government and the civil society.

Development of capacity of all SPCS partners would have to focus on key issues like strategic planning, environmental management, communication and screening of projects. A concise training programme and action plan is required. On-the-job orientation and the roundtable mechanisms are equally suitable tools adding to capacity development.



There is overall need to better understand the implication of *gender* concerns with regard to sustainable development in NWFP. The shift to a gender perspective has not yet gained general understanding. Training in gender sensitisation and assessment of Women in Development/Gender initiatives currently underway are required. Respectively, an institutional home would be required within the current partners of the SPCS Support Project.

With respect to assuring *financial sustainability* for continued SPCS programmes, the SPCS Support Project should (1) assist in the establishment of the proposed *Fund for Sustainable Development*, (2) explore/assist in working out institutional arrangements for a *debt swap* concept and (3) identify promote *self financing mechanisms* encouraging the generation of resources from within the civil society for sustainable development.

The SPCS Support Project should facilitate the establishment of a *donor support group* for promoting sustainable development in the province.

Successful support to SPCS would necessitate in particular political commitment and patronage to the SPCS, sustained political and legal coverage for the involvement of the civil society in natural resource management and sustainable development and continued response and commitment by the civil society itself.

Acknowledgements

We are most grateful to the SPCS Support Unit, to its Director (Mr. Alamgir Khan Gandapur) and do all its staff, to the IUCN-Sarhad Programme Office, to its Head (Mr. Mohammad Rafiq), its Deputy Head (Mr. Gul Najm Jami) and to all its staff from which we received maximum support in our review work.

We would like to express our special gratitude to the supporting staff of the IUCN Programme Office in Peshawar, offering their open house at any time and sharing their hospitality at all moments.

We would like to thank the various senior officers of different government departments of NWFP and representatives of non-governmental organisations we have visited and which answered with a lot of patience and sincerity the many questions we were asking them.

We thank the authorities of NWFP for their general assistance and preparedness.

Finally, our appreciation goes to all having participated in the SPCS process for their courageous and innovative endeavour in view of sustainable development and sustainable livelihood in the NWFP.

The MTR-team

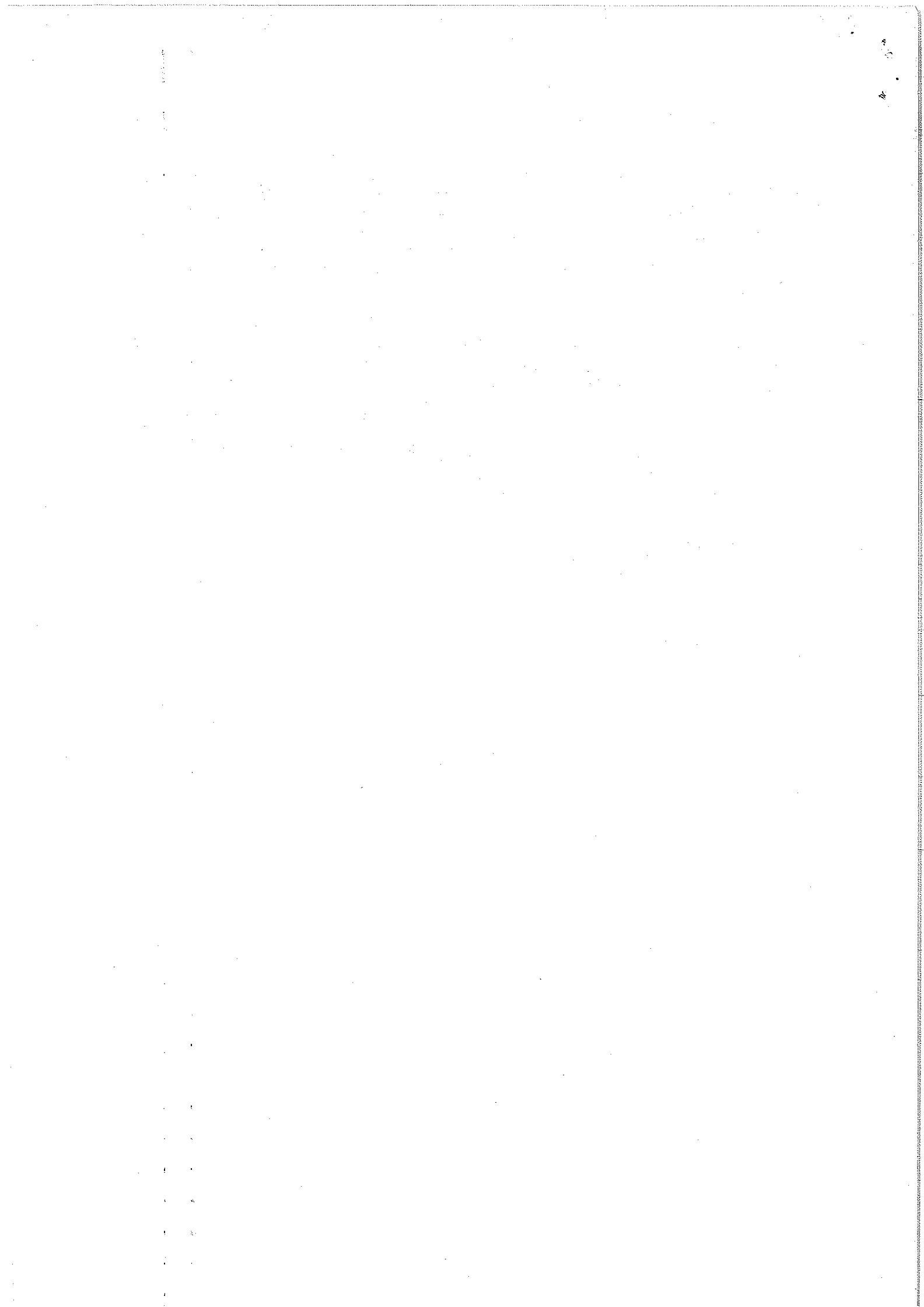


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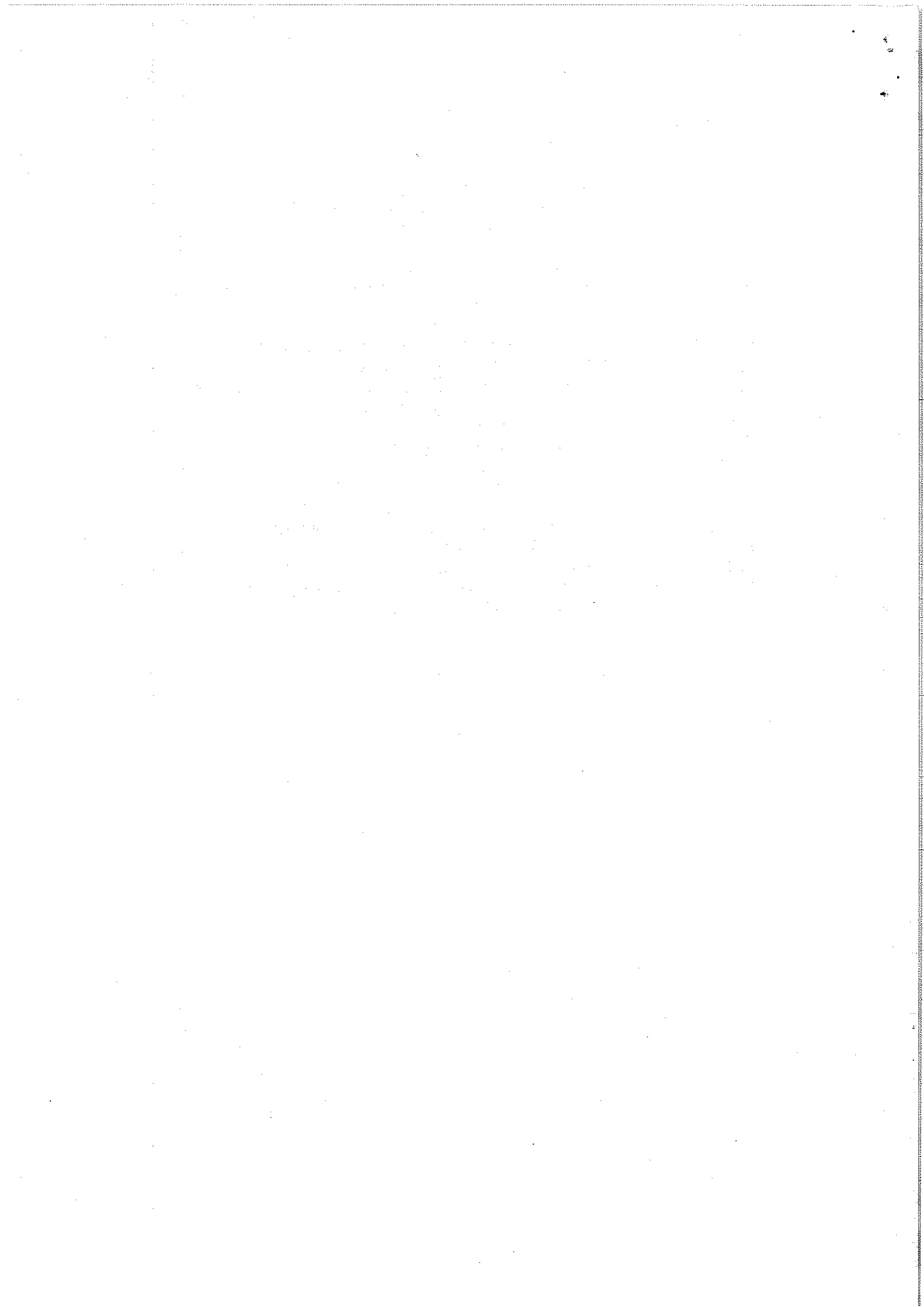
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List of Abbreviations

ACS	Additional Chief Secretary
ADB	Asian Development Bank
ADP	Annual Development Plan
CBO	Community-based Organisation
EIA	Environmental Impact Assessment
EIMC	Environmental Information and Monitoring Centre
EPA	Environmental Protection Agency
FRC	Frontier Resource Centre
GoNWFP	Government of North-West Frontier Province
IUCN	The World Conservation Union
LG&RD	Local Government and Rural Development Department
MoU	Memorandum of Understanding
MTR	Mid-term Review
NGO	Non-governmental Organisation
NWFP	North-West Frontier Province
PDCS	Peshawar District Conservation Strategy
PE&D	Planning and Environment Department
PP&H	Physical Planning and Housing Department
SDC	Swiss Development Cooperation
SNI	Sarhad NGO Ittehad
SPCS	Sarhad Provincial Conservation Strategy
TOR	Terms of Reference



1. Introduction

1.1 Mandate of MTR

The phase II of the *SPCS Support Project* ("Transition to Implementation", April 1995 - June 1998) aims both at (1) institutional strengthening and capacity building in strategy development and implementation on the level of the key partners of SPCS and at (2) the development and initiation of SPCS as a comprehensive environmental strategy for NWFP. The SPCS Support Project is being implemented under a contract between SDC and IUCN, supported by an MoU between GoNWFP and IUCN.

This *Mid-Term Review* has been planned to take place in early 1997, associating external experts to a basically internal evaluation process. In general terms, it aims at assessing the achievements and relevance of the project during the ongoing phase in view of eventual adjustments of objectives and activities of the project. (Terms of Reference: see Annex 1)

The SPCS Support Unit has carried out a *self-evaluation* workshop on January 29, 1997, assessing the progress made during the ongoing project phase, proposing the action plan for the remaining time span, developing initial thoughts on the SPCS support beyond June 1998 and proposing aspects to be considered by the MTR (cf. workshop document).

During its *briefing* of the MTR-team, the ACS GoNWFP brought the following concerns to the consideration of the MTR:

- Since the SPCS has been approved and concept papers have been elaborated in big numbers, concrete and tangible results are now expected. Problem areas requiring urgent action: river pollution (Kabul and Indus Rivers), air pollution in cities like Peshawar, encroachment of agricultural land by built infrastructure.
- "Transition to Implementation" would as well relate to launching a public debate and, through that, to creating broad public awareness.
- Linking both the political government and the administration to the civil society in implementing the SPCS gets high importance.

1.2 Focus of the MTR

In carrying out its mandate as reflected in the TORs, the MTR has

- reviewed the documentation compiled by the SPCS Support Unit so far (list of most important documents see Annex 2),
- assessed the outcome of the self-evaluation by the Support Unit with particular reference to the progress made so far by the SPCS Support Project,
- contacted representatives of key partners of SPCS and SPCS Support Unit (list of contacted institutions/persons see Annex 3) and
- visited a selected number of realisations related to SPCS,

Based on the insight and understanding gained and on an own assessment of the results achieved by the SPCS Support Project during the ongoing phase, the MTR-team has compiled jointly its conclusions and recommendations, submitted for



discussion at the debriefing meeting of March 11. The outcome of the official debriefing meeting under the chairmanship of the Secretary PE&D and the comments of the UICN-SPCS team on the draft conclusions and recommendations of the MTR are summarised in Annex 4.

In a first review of the TORs, the MTR has amended, for its own better understanding, the key questions to be answered and, in the basis of that, formulated **cross cutting issues**, providing an appropriate framework for the formulation of its conclusions and recommendations:

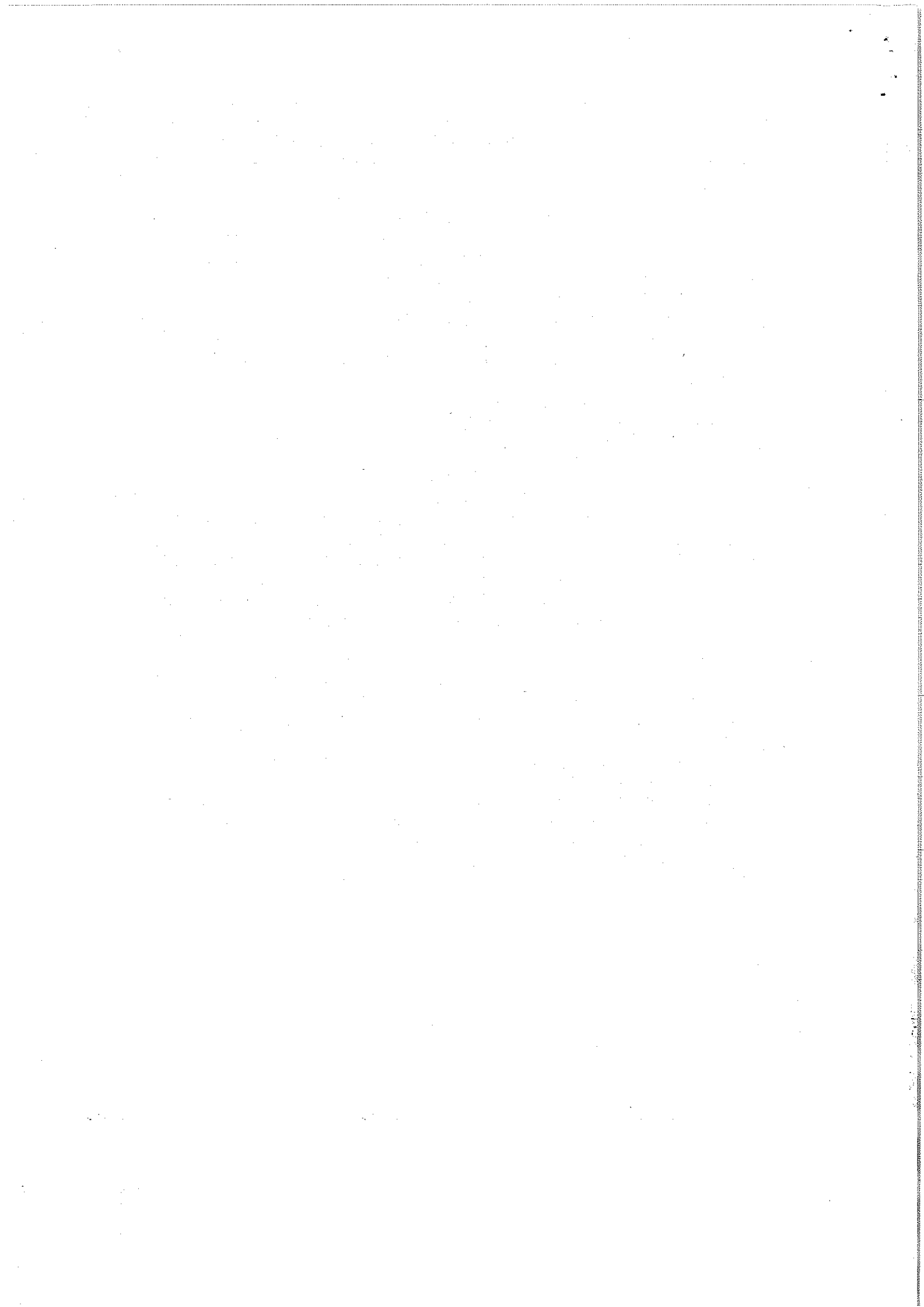
- (1) Institutional reforms and governance
- (2) Institutional set-up - roles of environmental institutions (steering, mandates and responsibilities)
- (3) Mechanisms for SPCS Support Project to foster implementation of SPCS
 1. SPCS, next generation
 2. Focal points and round tables
 3. Mechanisms to involve civil society
 4. Communication and dissemination of the messages of SPCS
- (4) Capacity development
- (5) Gender
- (6) Financing SPCS and sustainable development in NWFP

It is important to note, that the MTR-team has been selected rather than comprehensive in the focus of its work. In order to bring forward meaningful recommendations, emphasis has been put on cross cutting issues of strategic importance. The assessment of activities and progress has been dealt with in a more general way, endorsing in the same time the highly substantial self-evaluation exercise the SPCS Support Unit has carried out prior to the MTR.

The present **report** is composed of the following elements:

- overall political and economic context, relevant for the SPCS and the SPCS Support Project (chapter 2)
- assessment of the activities carried out under SPCS Support Project phase II (chapter 3)
- conclusions and recommendations; underlying assumptions of the SPCS Support Project (chapter 4)

Whereas the conclusions and recommendations constitute the joint outcome of the MTR-team, the assessment of the activities and progress, being carried out by individual members of the team and discussed by the team in rather general terms only, might reflect views not fully endorsed by all team members.



2. Context and Trends

While environmental degradation continues in the NWFP as in other provinces of the country, there appears to be greater awareness as well as more localised action by government agencies, NGOs and citizens groups today than five years ago.

Today the environment is on the people's and the government's agenda in the NWFP. Media coverage of issues and actions being undertaken to mitigate environmental degradation are indicators of this positive development.

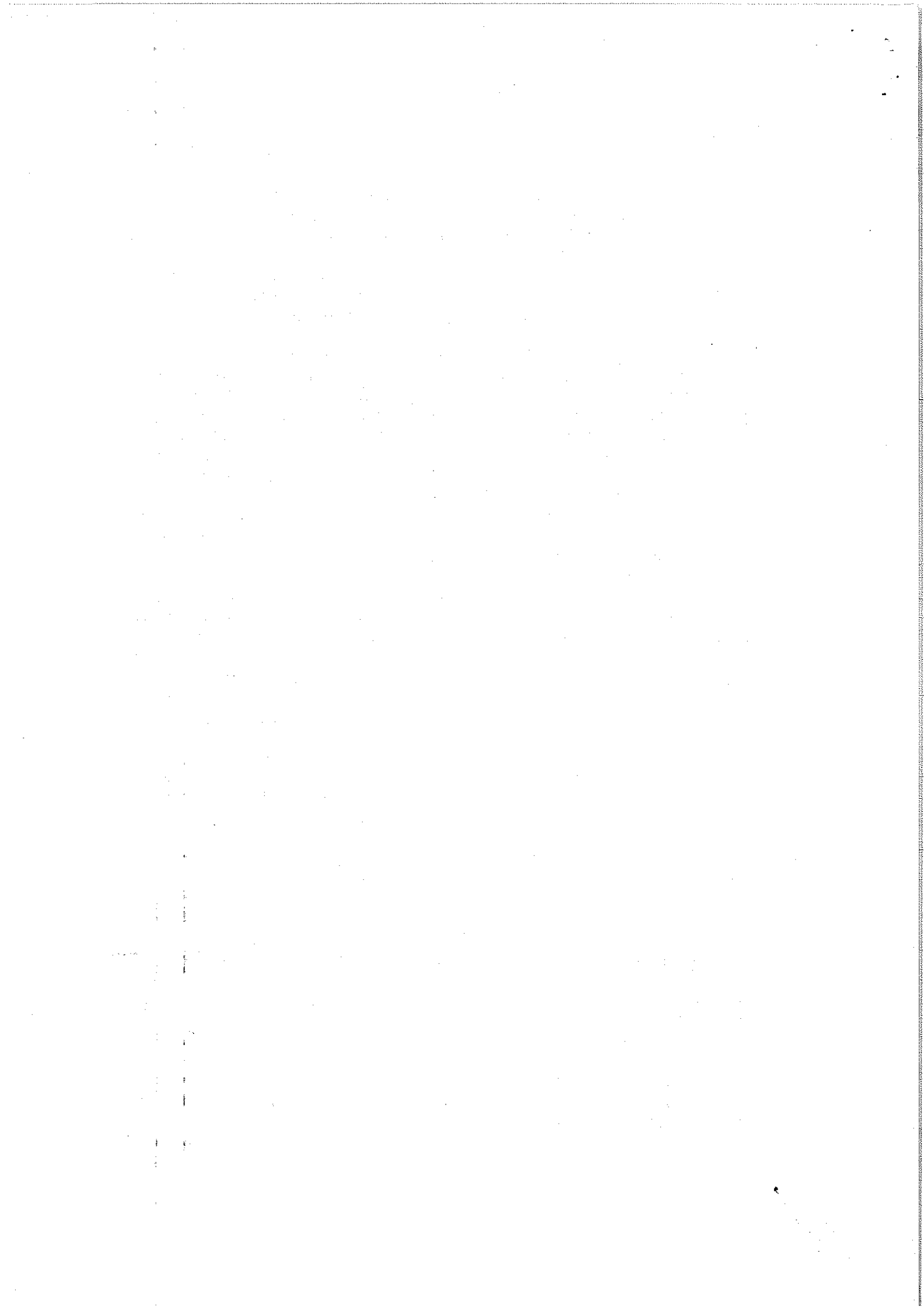
The overall macro-economic trends have implications for both poverty and the conservation of natural resources. Recent macro-economic trends point towards high population growth accompanied by a slow rate of growth of the economy especially in the commodity producing sectors; dwindling opportunities for jobs in the Middle East; a high population density coupled with rapid rural urban migration, cuts in development expenditure; and the steady erosion of purchasing power due to inflation and the increase in prices of utilities, essential services and commodities as a result of Structural Adjustment Programmes. On the basis of these trends one can say that poverty is likely to increase generally in the NWFP, with those districts in the NWFP being particularly hit which have so far been benefiting from high rates of migration to the Middle East.

Poverty is an important determinant of environmental degradation. Coupled with a host of factors such as high population growth, the continued presence of Afghan refugees, a weak institutional and regulatory framework, poverty and growing deprivation have weakened the capacity of communities to improve the overall conditions for the conservation of the natural resource base in the province. Thus, besides urban pollution, the Province is also witnessing escalating degradation of the natural resource base in the form of soil erosion, deforestation, loss of scarce farm lands, etc.

The negative overall trends in Pakistan can only be reversed through fundamental institutional reforms focusing on improved accountability, decentralisation, redefining roles of the public and the private sector and empowerment of people.

Considering the extremely low social indicators and the adverse effects of the Structural Adjustment Programme, the province has been implementing the Social Action Programme. Donors and the government are both committed to support the Social Action Programme in the future. However, the success of the Social Action Programme will depend on improving the delivery of services through fundamental institutional reforms. The pace of which, however, remains slow.

The issues of accountability and transparency in government have become popular concerns as was evident during the campaign leading to the elections of February 1997. Accountability and transparency which are linked to the issue of good governance and decentralisation, are being discussed at various levels within the government and civil society today. Elected local bodies are likely to be in place soon since the new Prime Minister gave an indication of this in his first speech after assuming office.



Initiatives are being taken in the government to transform departments so as to make them more responsive, transparent and efficient. A case in point is the institutional transformation taking place in the forestry sector.

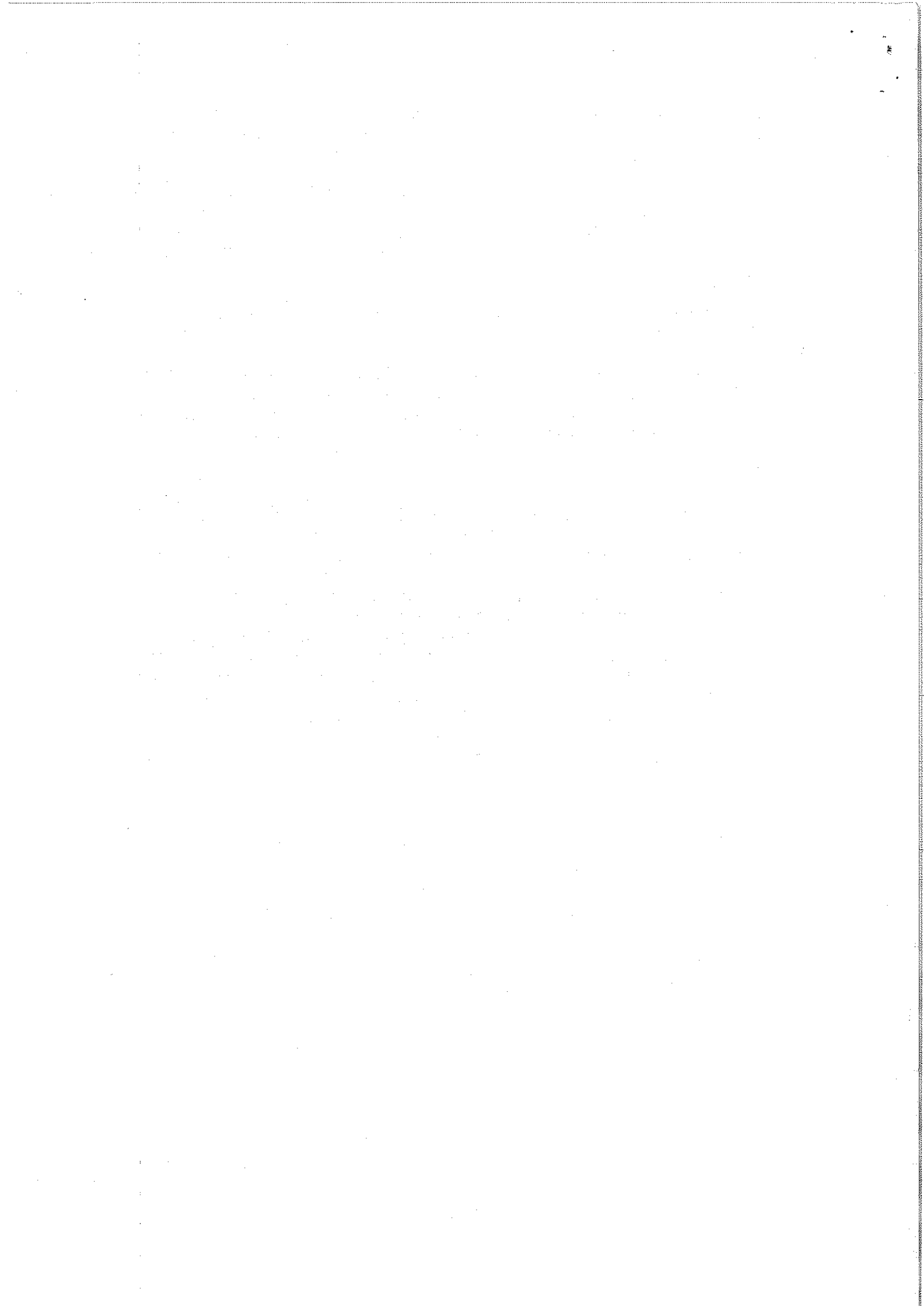
On the other hand, the current resource crunch is an important factor that is influencing government in cutting down on non-essential parts of the government as well as reducing outlays on development projects and programmes. One can therefore expect less and less money being available with the government for development in the short to medium term.

The integration of environmental concerns into the Provincial Annual Development Plan has started.

In the overall frame-work of a serious resource constraint, concepts such as private-public partnership and community participation are receiving much more support than before. However, policies, the legal framework, institutional mechanisms and capacities need to be developed so that these concepts can be put into practice.

There is much more debate in the country on issues of foreign policy and security in so far as they impinge on issues of development and conservation. This trend is likely to grow as NGOs, sections of the media, civil society and the leadership of political parties are faced with a situation where resources are scarce while the needs of the people and the imperatives of conservation are overwhelming.

Government-NGO relations have generally improved. There is more willingness than before on the part of both the government and NGOs to work together. However, it is yet to be seen what shape the NGO legislation will take. The NGO bill is presently in the Senate after having gone through a number of revisions. The NGOs have organised themselves into provincial and in some cases into issue-based coalitions. The coalitions are gradually coming to be recognised by both government and NGOs as legitimate bodies to represent the concerns and interests of NGOs and CBOs.



3. Assessment of Activities

In the framework of a self-evaluation workshop, the SPCS Support Unit has critically assessed its activities and the related progress of phase II against the objectives set and expected results formulated. Conclusions with respect to the workplan of the remaining period of phase II and for a potential continuation of the project beyond phase II have been formulated.

The MTR endorses the assessment the SPCS Support Unit carried out and acknowledges its commendable and critical efforts. In its assessment, therefore, the MTR concentrates on aspects of strategic importance essentially. The following questions have guided the MTR in this task:

- (1) What activities has the SPCS Support Project carried out during the ongoing phase?
- (2) What results have been achieved?
- (3) How do these activities and achievements relate to the objectives and results set for phase II?
- (4) What are the modifications (activities added, activities dropped) with respect to the objectives and results set? What gaps can be identified?
- (5) What priority activities remain to be done in the second part of phase II?

3.1 Strategic Planning

3.11 Introductory Remark

As currently stated, the *objective* on strategic planning and communications (cf. logical framework of the SPCS Support Project) needs to be divided into 2 separate objectives to achieve the two very distinct set of results and activities laid down in the project document of phase II.

The objective set for "Strategic Planning" relates to the improvement of the corresponding capabilities within the Environment related government agencies in NWFP only. It is, however, to be understood, that *three major objectives* are to be differentiated:

- (1) Strategic planning capabilities:
The Environment Wing, other key government departments and NGOs have got the institutional and personal capabilities required to carry out strategic planning with respect to sustainable development in NWFP.
- (2) Strategic planning process:
The strategic planning process with respect to sustainable development in NWFP is established.
- (3) Strategic planning within the framework of SPCS:
The SPCS is launched, the first generation of SPCS 1995-1998 is published and the next generation is conceived.

With respect to capacity building in strategic planning (pt. 1), the project document specifies three main target groups, that have to be kept in mind:

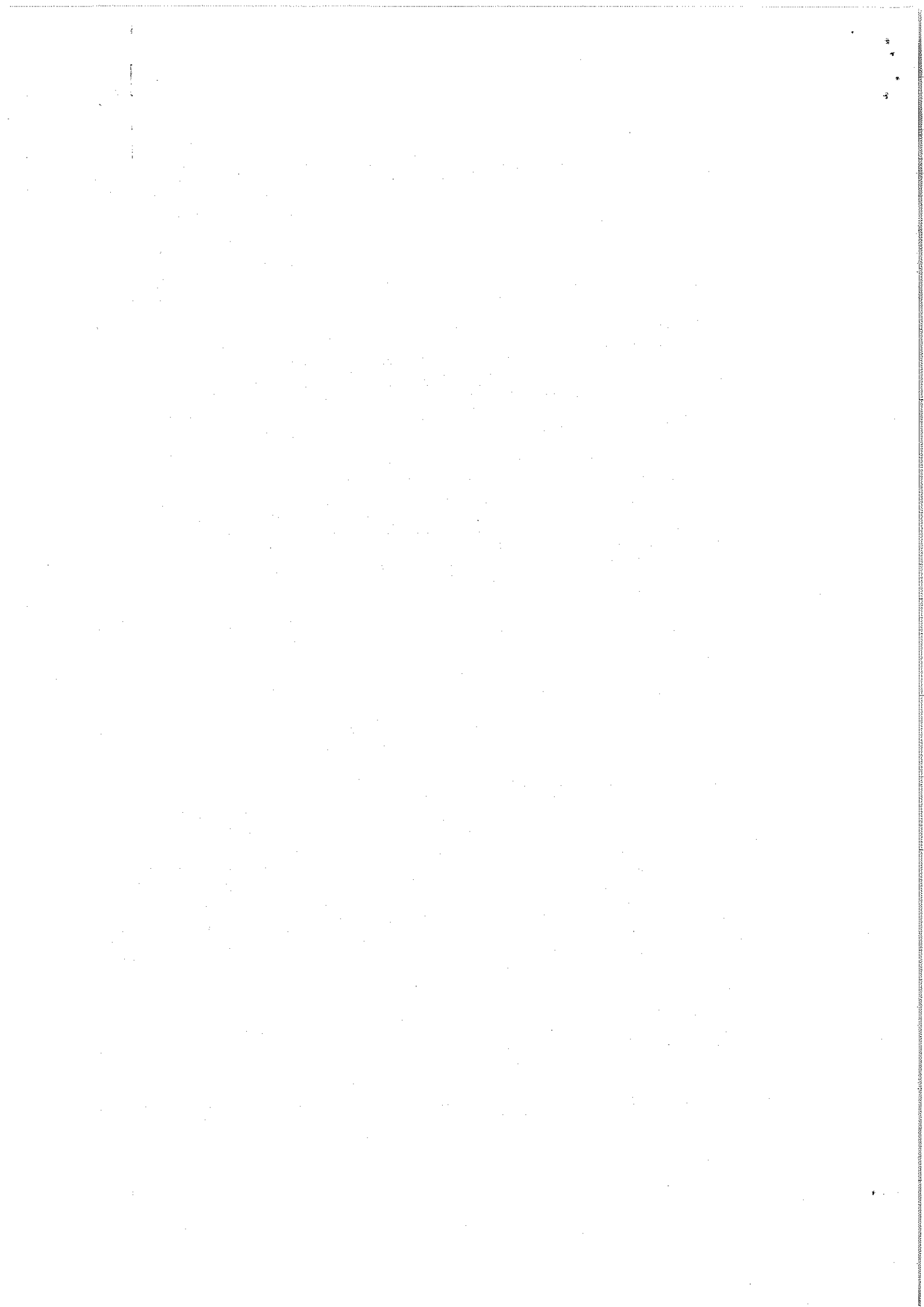
- 1st priority: Environment Section (and Environment Wing) of PE&D
- 2nd priority: Other Government agencies of NWFP
- 3rd priority: NGOs (mentioned in the Annex to the project document only)

3.12 Assessment

what has been done	what are the results	how do these relate to the objectives/results set (incl. modifications) +++ fully + partly ? not clear - not
approval of the SPCS 1995-98 by the Cabinet of NWFP publication and dissemination of the SPCS 1995-98 document	first cycle of SPCS planning completed (presumably: improved general understanding of concerned agencies and organisations on the issues of SPCS)	+++
publication of Kabul River clean-up study (TORs for an action plan to be implemented by and EPA/ADB project)	progress in view of an ADB funded EPA action plan (for implementation through the industry)	added activity + (capacity development, operational linkage to EPA)
establishment of operational linkages to key government agencies (via focal points)	improved awareness and understanding among key staff of partner agencies on SPCS	+++ (-> focal points)
training workshops held: ⇒ PC-I writing ⇒ planning workshop for EPA ⇒ Local Agenda 21 for LG&RD (see as well: "Capacity development NGOs/civil society")	incidental results (increased capabilities on individual level) (presumably improved operational relations to partner agencies addressed)	training in general: +++ with respect to workshops held: ?
training concept; training in environmental assessment and strategic planning (see as well "Capacity development government")	none so far	missing
on-the-job orientation	increased overall understanding and improved capability in strategic planning with respect to sustainable development in NWFP	+++
workshop related to "good governance"	draft good governance ordinance (presumably: improved operational relations to partner agencies)	added activity + (capacity development and operational linkage to respective agencies)
assistance in restructuring FMC and Techn. Training Centre (GTZ)	? (contribution to institutional sector reforms)	? added activity (link to institutional reform process)
re-constitution of Environmental Protection Council and Steering Committee	none so far (with the exception of the re-constitution itself)	added activity + (strategic planning process)

Besides these activities:

reorganisation of the environment portfolio within GoNWFP	AS Environment (Environment Wing) assumes full responsibility for SPCS (although operability not yet reached)	(general assumption)
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The SPCS Support Project in its current phase has focused its *activities* on the strategic planning process of SPCS 1995-98 and on the continued on-the-job orientation of the counterpart staff. Besides of these major fields of activity, the environment portfolio within PE&D has been re-organised, providing for assuming overall responsibility for the SPCS by an additional AS Environment.

Several single activities in capacity building (training workshops) and in institutional reform related issues (good governance, restructuring of FMC, local agenda 21, etc.) have been carried out. The establishment of focal points has provided for operational links to key government agencies and for corresponding steps towards the implementation of SPCS.

The *results* achieved mainly relate to the SPCS 1995-98, approved by the Cabinet in mid-1996 and (presumably) the correspondingly increased awareness and understanding of the SPCS and its general implications. The establishment of the Focal Points would have resulted in the same direction.

The results of the few, incidental training activities carried out so far might have been beneficial on a personal level of the trainees. It is to be presumed, that these activities had a positive effect on the working relations with the agencies by such training. A more concise and systematic approach to training in particular and to capacity development in general is still missing.

Through single activities in institutional reform, the operational linkages to key agencies have been strengthened, providing a firmer base for the future implementation (and further development) of SPCS.

The re-organisation of the environment portfolio within PE&D has strengthened the institutional integration of "sustainable development" within the government machinery. It has, however, not yet fully clarified responsibilities and duties with respect to planning and implementing environment and SPCS related projects.

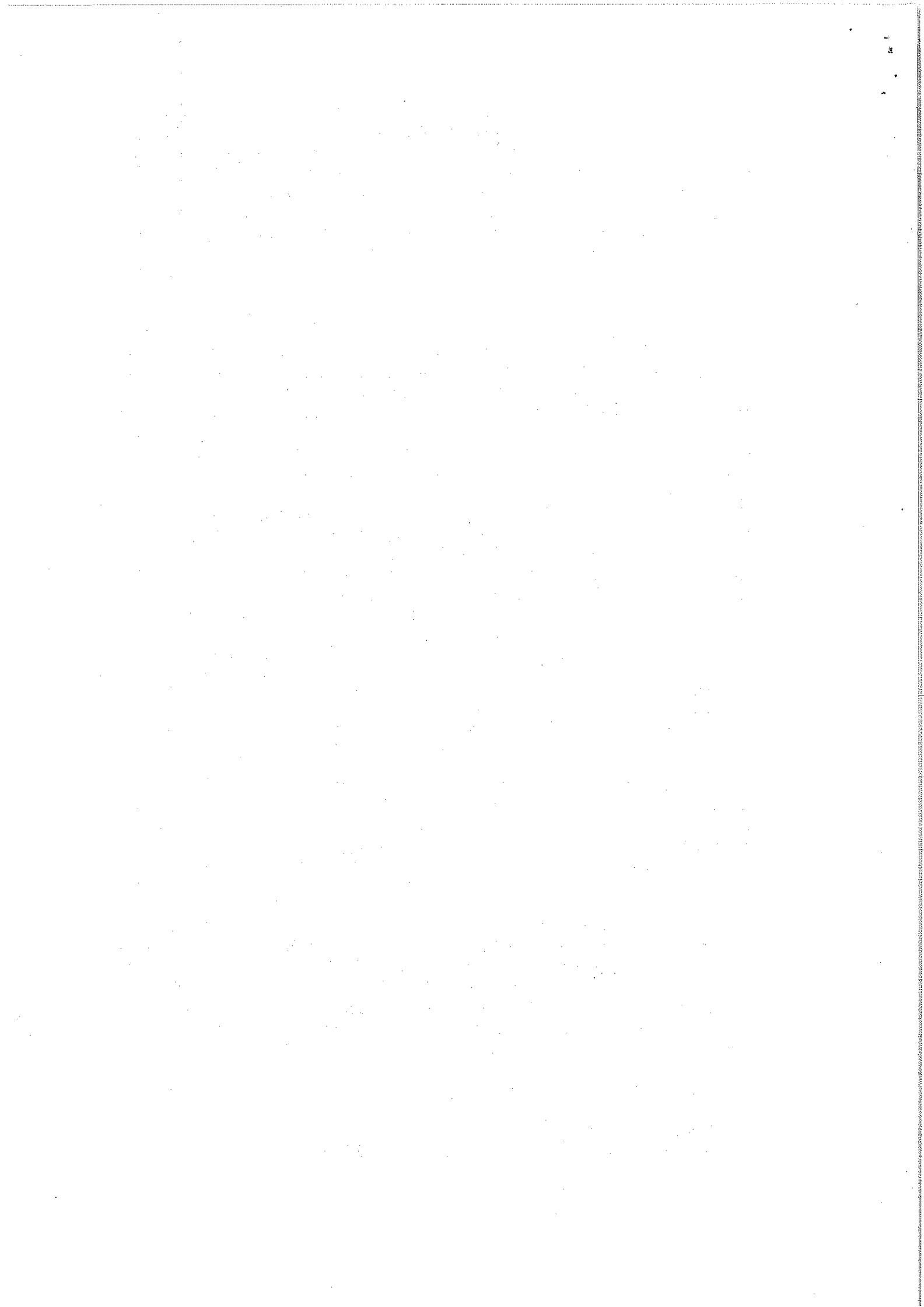
(According to the Order of PE&D of February 29, 1996, the Environment Wing is assigned the "preparation and execution of environment related development projects as well as co-ordination and implementation of the SPCS", whereas the Environment, Tourism & Forest Section "is responsible for co-ordinating, planning and development work in respect of sectors assigned to it". There is concern that the respective formulations do not guide appropriately in the operational distinction of mutual responsibilities and duties.)

The activities carried out *relate* in different ways **to the objectives and results** set for phase II. Whereas the approval of SPCS 1995-98 and the finalisation of the document as well as the on-the-job orientation (mainly through the establishment of the focal points) refer directly to initial intentions of the project, a big number of single and often incidental activities undertaken relate only marginally to the objectives formulated, despite their indirectly contributing to improved relations with key partners.

The SPCS Support Project still lacks a concise (and systematic) approach (and concept) towards capacity development in strategic planning of the Environment Wing and other key government agencies. (For NGOs/CBOs and the civil society in general ref. to respective section.) On-the-job orientation constitutes the main focus of the project management. However, capacity in strategic planning (in the field of sustainable development) in particular requires to be developed in a more structured way, including substantial training activities.

Priorities: During the second half of phase II "Transition to Implementation", the SPCS Support Project shall give priority to:

- ⇒ launching and popularisation of SPCS
- ⇒ development of concept for next generation of SPCS



- ⇒ capacity building in strategic planning:
concept, training activities, continued on-the-job orientation

The PE&D shall clarify the operational responsibilities and duties of the Environment Wing and the Environment Section.

3.2 Communication

3.21 Introductory Remarks

As stated under 3.11, the *objective* on strategic planning and communications (cf. logical framework of SPCS Support Project) needs to be divided into 2 separate objectives. The objective on communications needs to be rephrased to match the needs of the SPCS project.

Communication should be seen as a crucial ingredient for the implementation of the SPCS. The mechanism most integral to achieving the objectives of both the SPCS Support Project and of the SPCS Strategy itself. Only communication that is effective, will lead to understanding, ownership and action on the part of the various stakeholders of the SPCS. This translates into investment in appropriate staff, training and capacity building along with the use of strategically planned interventions aimed at key stakeholders participating in the process of SPCS implementation.

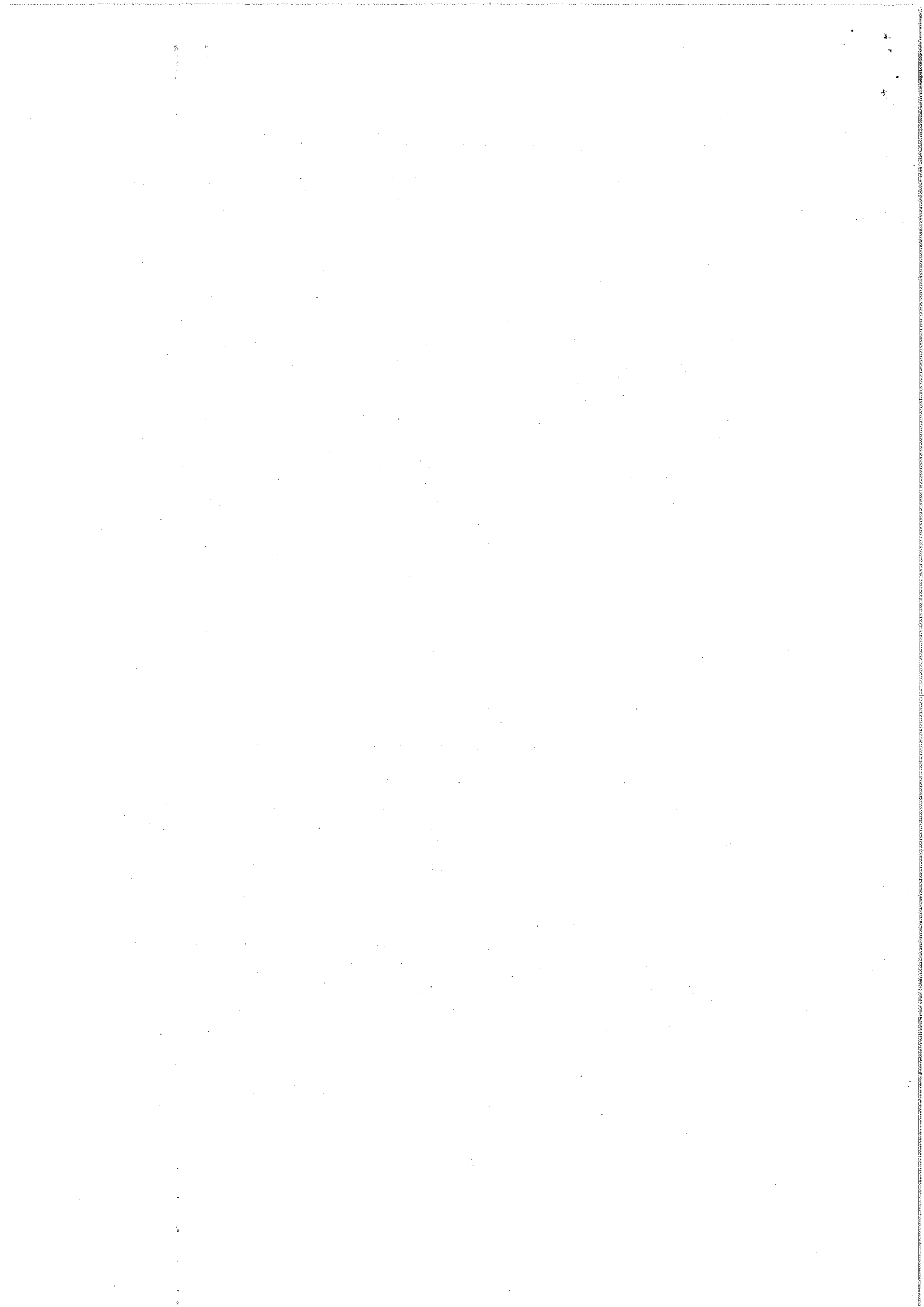
3.22 Assessment

Achievements: The Support Project has an impressive list of achievements to show for half way through the current phase. Some of these have been strategically thought out interventions, a few have been one-off, ad hoc activities. A very positive development is the spin offs from some of these activities, a demonstration of the small but growing ownership of the SPCS amongst the Support Project's partners in communication.

Among the more notable strategic achievements have been the production of the SPCS strategy document, the preparation of the SPCS Communication Strategy, the establishment of the SPCS Communication Roundtable and the media support provided to the SPCS. The high profile of the SPCS in the print media has in fact helped put sustainable development on the NWFP's provincial agenda for change.

Gaps/Weaknesses

1. In spite of the good work done to date, awareness of the SPCS, and thereby its ownership continues to be low among the key stakeholders of the SPCS both within the GoNWFP and in civil society institutions.
2. Corresponding, the lack of awareness is the key question of inadequate capacity - at the level of understanding, implementation and expertise - in communications within the PE & D, the line agencies, the focal points, the media and the NGO/private sectors.
3. The responsibility for communications work is currently centred within the person of the SPCS Communications Officer. This has led to spreading the responsibility thinly particularly in an attempt to show a large number of outputs.



There is no clarity yet on the roles and responsibilities of the various stakeholders in communications at the level of the SPCS Communications Roundtable, the government and the NGO and civil society sectors.

There is a need to distinguish between the activities that ought to be implemented directly by the SPCS Communications Officer and those that can be facilitated by him through collaboration with SPCS partner institutions.

There is also a need for differentiating between communication in support of the SPCS Support Project and communication to support the needs of the IUCN Sarhad Programme Office.

4. All information/collective knowledge on the SPCS currently resides within the SPCS strategy document, the draft SPCS popular version or within the minds of the people who put these two documents together and in some of the extensive documentation produced by staff associated with the SPCS Support Project. This knowledge base needs to be widened and disseminated further to enable better results on point 1 of this section.

Priorities: In the second half of Phase II "Transition to Implementation" attention needs to be given on a priority basis to the following activities (at the same time the MTR recognises that many of the activities under 2, 3, 4, 6 and 7 would spill over into the period after Phase II is completed, and will require continued support and attention::

1. SPCS Launch

A launch plan needs to be developed identifying the products and the activities that will be prepared for the launching ceremony of the SPCS. This should include the information material to be used for the distribution at the ceremony, the list of invitees (relevant partners of the SPCS in its development phases- from Peshawar to the district level) and details of the structure/venue of the launch ceremony.

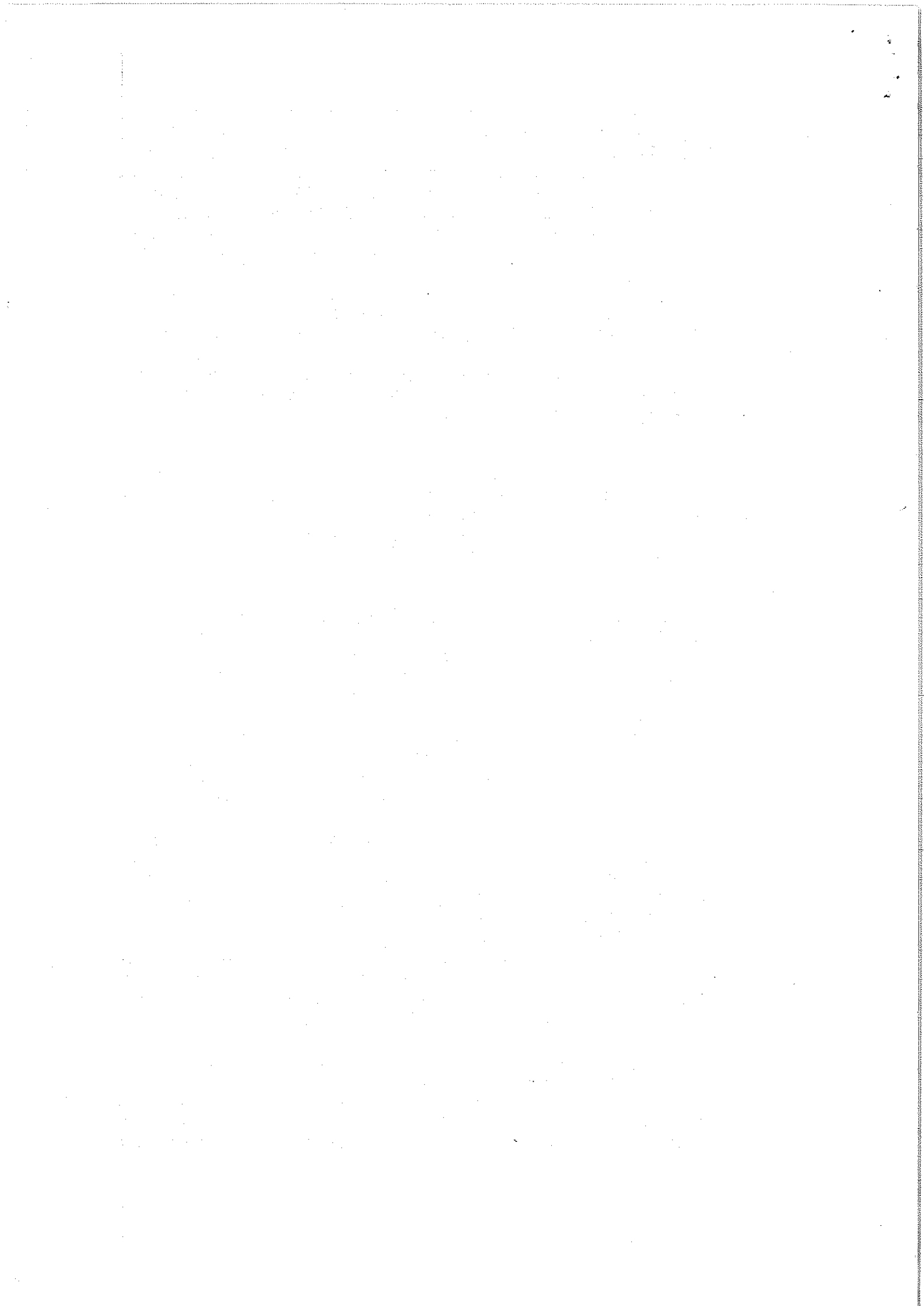
2. SPCS Strategy and Popular Version documents

Sector specific information relevant to the needs of the implementing partners of the SPCS Support Unit needs to be extracted from the main strategy document for the reproduction in easily digestible formats. Ideally this material should be prepared after the development of sector specific communication strategies that would base the creation of material on the needs of pre-identified target audiences within the sectoral areas relevant to SPCS implementation. However, this exercise can be done at a two track level within the sector specific strategies being developed in parallel to the production of information leaflets, with priority being given to the latter. Presentation of a smaller brochure on the SPCS should also be considered.

The SPCS Popular Version text and format require to be presented in a very reader friendly fashion. An Urdu version should also be considered for production and wider distribution. Both language versions should be finalised after a process of consultation with the SPCS partners.

3. Awareness of the SPCS

Some thought needs to be given to institutionalising awareness of the SPCS within the government and civil society through specific mechanisms. Regular briefings/meetings, seminars and workshops and the use of roundtables as sensitisation tools should be considered along with other forms of communication. These events should also be used as occasions for



disseminating information through discussion on issues of sustainable development.

4. Capacity building

Training in information management communication, skills and communications planning is a clear requirement expressed by many of the SPCS Support Project's partners. Some of these trainings have taken place in the recent past (the theatre workshop for development and theatre activists, the orientation workshop for radio and television producers). More of these trainings/sensitisation are required on a regular basis and should be aimed at the PE & D staff, the Focal Points and their counterparts in government departments, the NGO members of the Sarhad NGO Ittehad SNI, the media, the Forum of Environmental Journalists and other potential partners and institutions.

5. The roles and responsibilities in communication and information dissemination

Some thought also needs to be given to the workplan of the Communications Officer in terms of his functions in facilitating and implementing activities that need to be completed within the remainder of the Phase II. It would be useful for the SPCS Support Unit to identify partners with whom some of the information dissemination and capacity building functions can be shared and decentralised. This would also bring greater ownership of SPCS implementation among the partner institutions. Where such activities/responsibilities are devolved to individuals/institutions outside of the SPCS monitoring/co-ordinating the activities. The communication workplan for supporting the SPCS Support Project should be made distinct from the workplan to support the IUCN Sarhad programme Office's communication requirements.

6. The Secretariat of the Communications Roundtable

Since there was some discussion on the retention of the two roundtables under the IUCN Sarhad Programme Office's purview it is recommended that the Secretariat of the SPCS Communication Roundtable be retained under the current management. It has been the most successful of the roundtables held so far. Continuity of the current management will help to consolidate the process and identify future potential partners who could take-over the secretariat function.

7. Implementation of the SPCS Communication Strategy

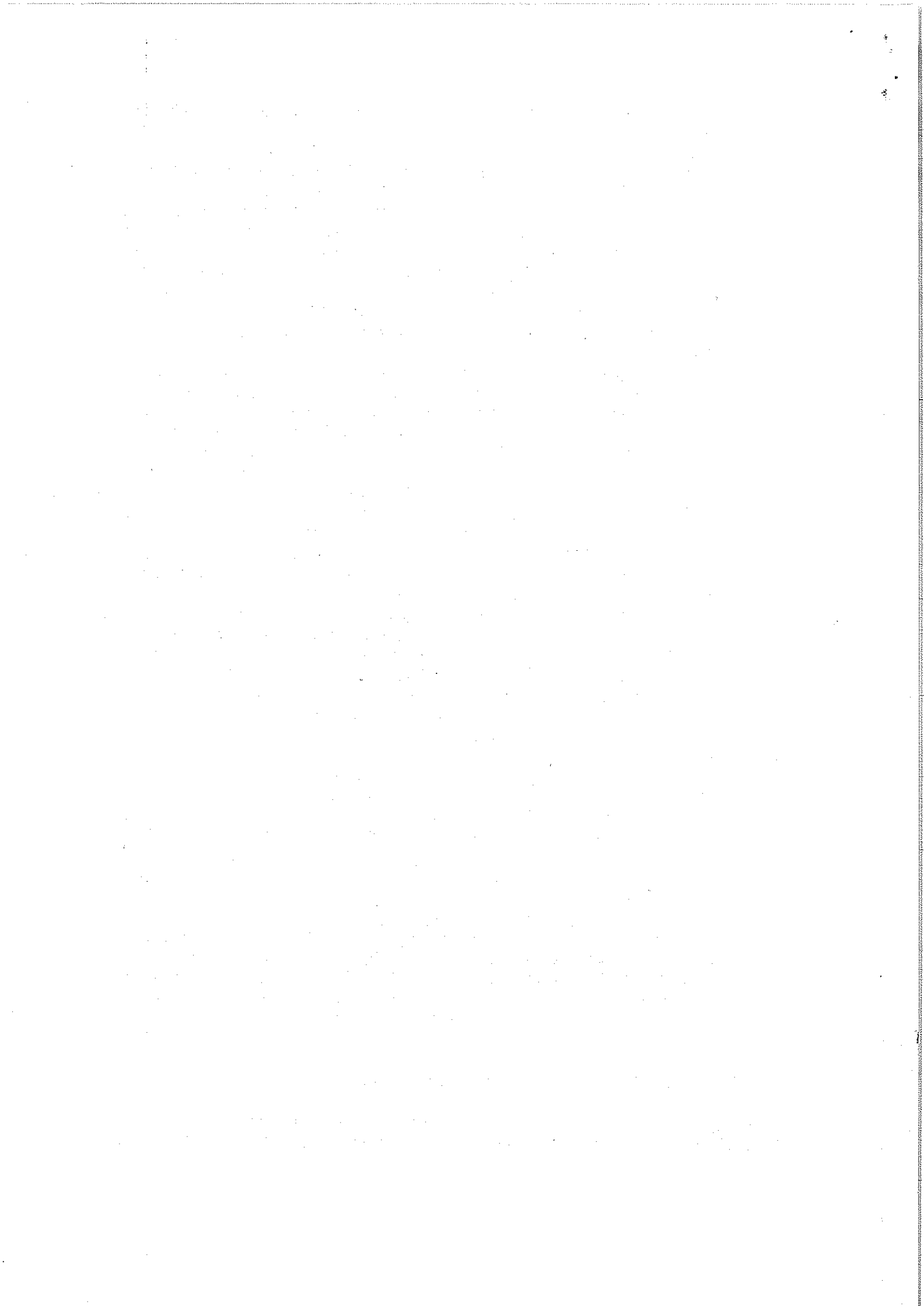
The SPCS Support Project should further explore the implementation of the SPCS Communication Strategy through the mechanism of the Communications Roundtable. It is suggested that one particular priority area of the SPCS be taken up as a special focus by the Round table and developed into a communication strategy which is then implemented by selected members identified by the roundtable.

8. The Environmental information Management Centre

Role and function clarification is required with regard to possible duplication with the Frontier Resource Centre. Since the EIMC is foreseen as a major support to the implementation of the SPCS with regard to the empowerment of government, NGO and civil sectors through information dissemination, it is important that its need is clearly established.

3.3 Capacity Development and Governance

A key objective of the SPCS Support Project is the development of institutional capacities in environmental planning and programming in NWFP agencies. The



achievements of the Support Project regarding networking, initiating and partly developing concept papers, various key sectors and themes are impressive. The understanding and awareness of key government staff concerning the process of sustainable development planning had been significantly enhanced during the elaboration and application of the SPCS and the related first cycle of planning. The theme "sustainable development" is more present on the agenda and in some planning mechanisms of GoNWFP, e.g. in the official Annual Development Plan. In contrast to these remarkable achievements, the more specific training of government of NWFP staff in environmental planning and management has been very limited. A major constraint in this regard was the unavailability and frequent transfer of the concerned staff in many cases. There is an urgent need for a more systematic, but focused and pragmatic training effort. The SPCS Support Project is preparing a training programme for the next one and a half years. An environmental expert has been recruited recently for providing training to counterpart staff in environmental planning and assessment. Linking up with external professional capacities in this regard would be essential.

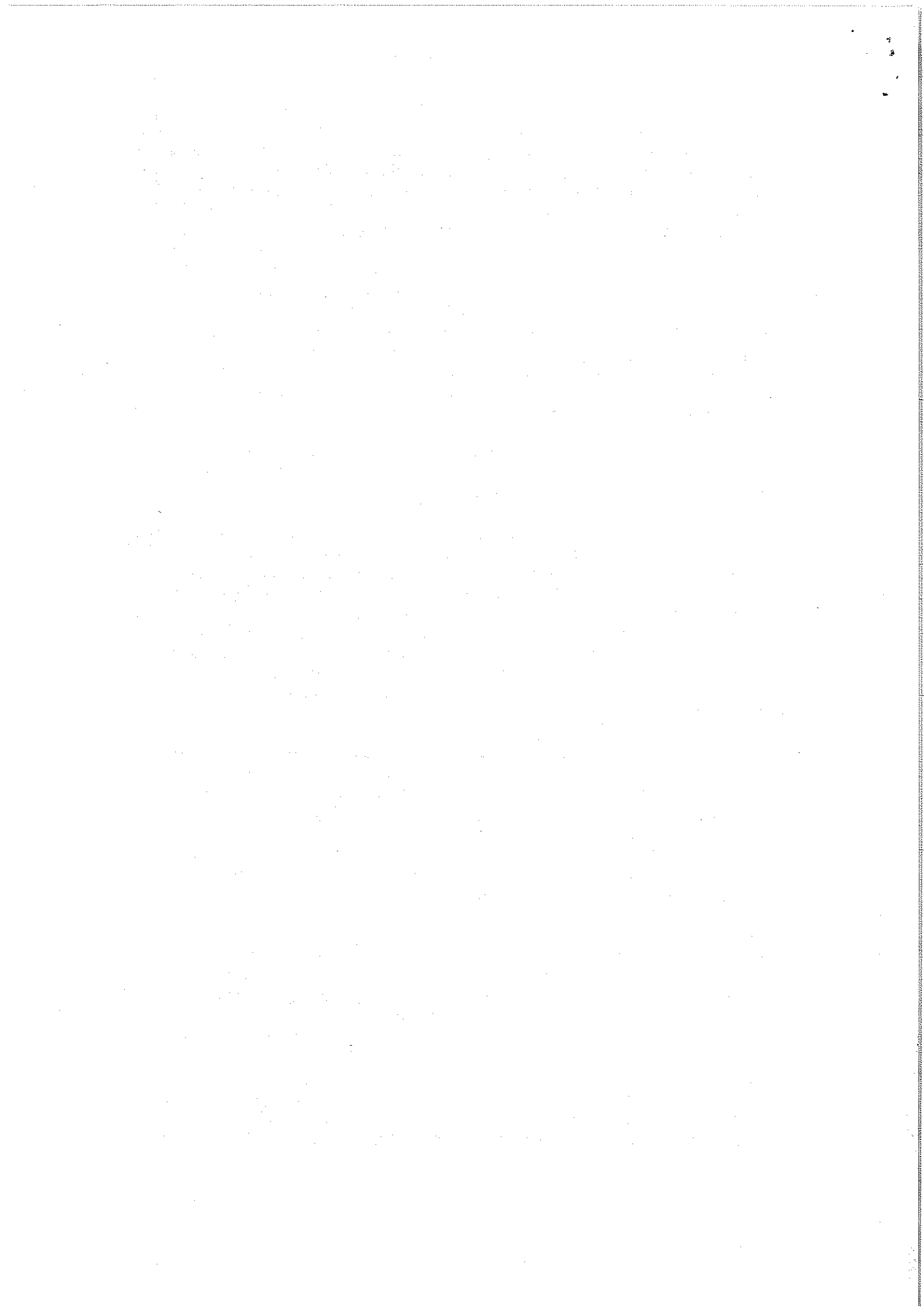
The SPCS implementation and success is still depending to a considerable extent on IUCN and few dedicated individuals in GoNWFP. The basis and commitment for SPCS has to be further expanded as quick as possible.

There is a growing consensus concerning the urgent need for decentralisation in Pakistan. Decentralisation is also the new focus of the dialogue between the government, donors and NGOs, the Local Dialogue Group. In the context of SPCS, the Chitral and Karak District Conservation Strategies are important steps in the right direction. Project managers for both strategies have been recruited, concept papers drafted and a dialogue among the stakeholders has been initiated in Chitral. SPCS should attach high priority to decentralised approaches for the implementation of SPCS and accelerate the support. Mechanisms for regular exchange and co-ordination with the SAP related District level Management Pilot Areas in Mardan and D.I. Khan should be developed.

The initiation of institutional and legal reforms in natural resources management, especially in the forest sector, are of utmost importance for an effective implementation of the SPCS. The contribution of the SPCS Support Project is most essential. The facilitation of a dialogue and the drafting of Good Governance legislation are a remarkable contribution of the SPCS unit towards an enabling framework for sustainable development in NWFP. Holistic support, facilitation and co-ordination of the different institutional and legal reform processes are getting high priority for the work of the SPCS unit and are crucial ingredients to sustainable development.

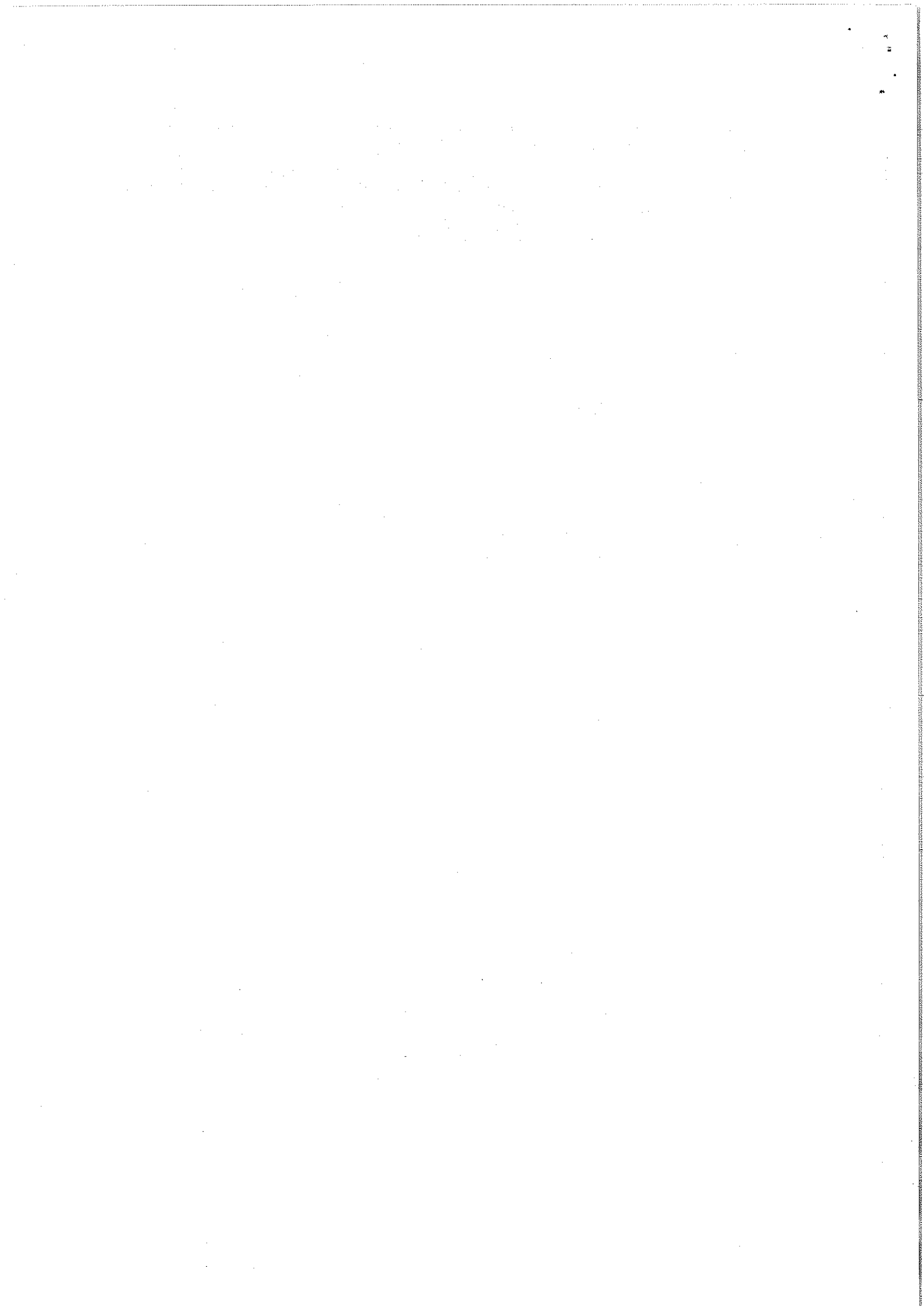
A number of additional, or unforeseen activities have been carried out. Amongst these are the preparation of concept papers on various issues and project concepts, the organisation of study and exchange trips, and the provision of informal advice to a range of partners in the environment field, both from the government and non-governmental sectors.

While these actions are considered to be useful in contributing to the generation of ideas, exposure to other similar experiences, and in promoting the SPCS agenda more generally, it is difficult for the MTR to assess the specific validity of these in the absence of specific reference to objectives, and the more general absence of a



monitoring framework within which the contribution of these undertakings to the achievement of project objectives can be assessed.

It would be useful therefore in the future, that such *ad hoc* activities only be pursued following consultation and reflection with partners on the importance of *ad hoc* opportunities in furthering project objectives.



3.4 Focal Points and Round Tables

Six focal points have been established within government departments. One of these (PP&H) is a GoNWFP employee - and thus fully integrated into the Department - while the other five are employees of the SPCS Support Unit (IUCN). The MTR has noted that the level of integration and access of the Focal Points within the respective line departments depends largely upon their personal stature and access.

Two further Focal Points - Communications and NGOs - have been established within the SPCS unit itself (transferred to the IUCN Sarhad Programme Office in January 1997).

The focal points have had three principal functions:

1. preparation and facilitation of the Round Table processes
2. preparation of project proposals in the sectors to which they are attached, for inclusion in the ADP
3. general support to the line agencies to which they are attached and other tasks on behalf of the SPCS Support Unit

Only two round tables are presently active. These are those concerning Communications and NGOs. The NGO round table has been somewhat dormant recently. The launching and facilitation of the round tables in the other sectors (PE&D; Agriculture; Education; Industries; LG&RD; Culture and Tourism; PP&H) should be pursued as a matter of priority, and additional attention and support given to the Focal Points in this respect.

The "projectization" initiatives of the Focal Points have not met with success. This is partly due to a shortage of financial resources in the GoNWFP budget, and partly, in the view of the MTR, to the separate nature of the Focal Point's position, and by virtue of association, of the SPCS agenda itself.

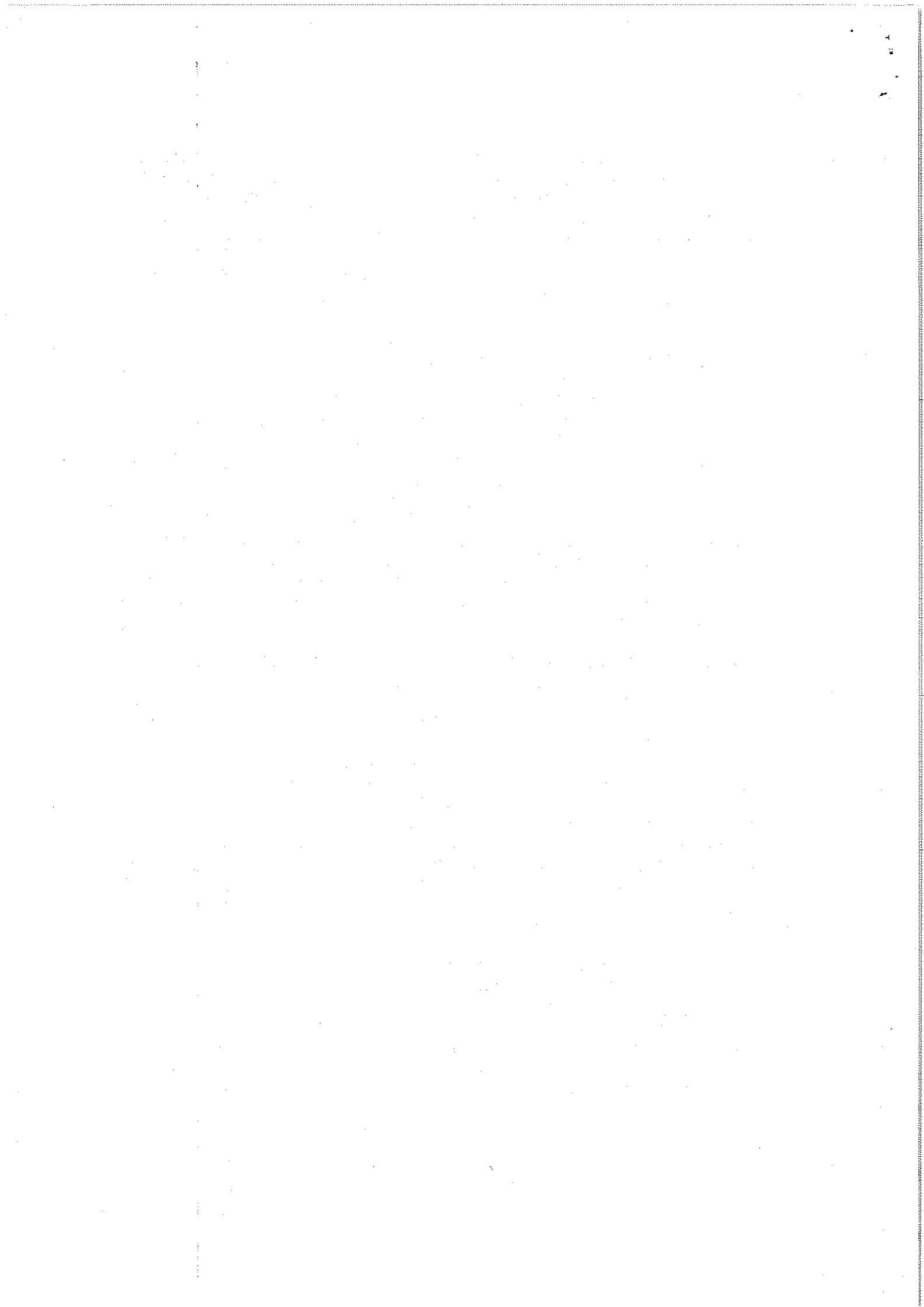
The MTR did note however that in two departments the Focal Point was more integrated and that the SPCS agenda was being assimilated more effectively into the on-going efforts of these departments. The MTR is of the view that, given the high demands being put on the Focal Points, that the "projectization of SPCS" approach be dropped in favour of an effort aimed at providing, to the line agencies, such training and other technical support as would enable them to progressively take on board SPCS objectives and approaches directly in the context of their regular programmes.

3.5 Strengthening Human Development

3.51 Strengthening Human Development within NGOs

Objective:

Government should be included as a target group in the context of strengthening human resource development in management and implementation of SPCS as well as in participatory village level planning



Achievements:

The most significant achievement has been networking that has been facilitated through the round tables and support to SNI. This has not only lead to exchange of experiences and information amongst NGOs but has also acted to bridge the gap between NGOs and the Government in the NWFP at a time when relations between NGOs and the government at the Federal level had become quite tense because of the NGO bill.

Gaps:

- i. Initially the NGO roundtable was active but of late it has not been so.
- ii. NGOs are not very clear either about SPCS or the role of the SPCS Support Project.
- iii. NGO and government line department staff capacities in the field of primary environmental care are weak. The SPCS Support Project has not developed a strategy to address this need.
- iv. There appears to be a lack of co-ordination between the SPCS Support Project and existing NGO programmes in the province.

Priorities:

- i. The SPCS Support Project is investing time and resources in strengthening the capacity of the Frontier Resource Centre (FRC). There is however a need to clarify its role especially in relation to capacity building services of other NGOs in the province.
- ii. There is a need for the SPCS Support Project to seek closer collaboration with existing NGO programmes in the NWFP with a view to working out collaborative arrangement for SPCS implementation.
- iii. Capacities of NGO and government line agencies in primary environmental care need strengthening. SPCS Support Project could facilitate this process through FRC.
- iv. Greater government - NGO collaboration needs to be promoted through the roundtable mechanisms, joint training especially in village level planning and through short- term secondment of government officials to NGOs.

3.52 Partnership with the Private Sector:**Achievements:**

The roundtable as a mechanism has drawn upon the experience of the business and environment round tables organised by IUCN and some national NGOs in different parts of the country including the NWFP since 1992.

Gaps:

- i. In the context of SPCS the industry roundtable has not been successful in engaging the private sector in consultations on the SPCS.
- ii. The focal point should not be putting in his effort and time in projectizing the SPCS.

Priorities:

- i. SPCS Support Project should through the round table process focus on influencing industrial policy with a view to bringing it in line with SPCS.
- ii. The SPCS Support Project needs to give strategic guidance and high level support to the industry roundtable, especially initially.

- iii. The experience of site-specific round tables at the level of industrial estates should be examined, and if considered feasible, adopted.

3.6 Urban Environment

what has been done	what are the results	how do these relate to the objectives/results set (incl. modifications) +++ fully + partly ? not clear - not
Strategies on (1) urban environment and sustainable cities and (2) sustainable industrial development have been integrated into SPCS	urban environment related issues are successfully integrated in the overall SPCS	+++ (overall objective)
Peshawar District Conservation Strategy included in the workplan in EPA's improvement of Urban-Industrial Environmental Protection project	EPA/GTZ taken over the lead for the PDCS no substantial results so far	+++
single activities: - initiation of passive thermal school design project in a few schools in Peshawar Division - assistance to the conceptualisation of the hospital waste management project in Peshawar - planning of the LAPIS project (collaboration with LG&RD, Education Department, NGOs)	no tangible substantial result so far (collaboration with NGOs, CBOs initiated and links to various government agencies established; presumably: demonstration of sustainable development approach)	added incidentally - (indirect: capacity development, operational linkage to diff. agencies))
proposal developed for Urban Environment profile for NWFP cities (prelude to Urban Environment Information Centre)	?	-

Besides these activities:

notification of the Urban Environment round table	round table formalised	+++
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Besides of developing urban environment and industrial development strategies and integrating them in the overall SPCS (1995 - 1998), the SPCS Support Project in its second phase has focused its **activities** related to urban environment (1) on the initiation of a Peshawar District Conservation Strategy and (2) on incidental, single pilot activities on community and municipal levels.

In addition, the urban environmental round table has been notified by the GoNWFP in late 1996.

The major **result** achieved under "urban environment" so far is the successful linking up with EPA/GTZ concerning their lead in the development of a PDCS. The notification of an urban environment round table is to be acknowledged as well.

The single activities have not produced tangible results so far. They might, however, have contributed to the further development of operational linkages to various relevant governmental and non-governmental actors.

Whereas the linking-up with EPA/GTZ concerning the PDCS as well as the notification of the urban environmental round table *relate* directly *to the objectives and results* set, the incidental initiation and implementation of single projects has been added to the work plan of SPCS (phase II).

Priorities: Since EPA and PP&H concentrate their environment-related activities mainly on the urban environmental management, this field of activity does not constitute an operational priority for the SPCS Support Project, most probably even beyond phase II. The SPCS Support Project will have to concentrate its concerns with respect to the urban environment on matters of strategic importance. The facilitation of the corresponding round table process (through its Focal Point) shall constitute the major "field of operation".

Although the single project approach might be beneficial for capacity development, the implementation of such endeavours exceeds the capacities (and the mandate) of the SPCS Support Project. It should discontinue these incidental activities. The achievements of such pilot activities, implemented by line agencies, NGOs and CBOs, can be assessed and corresponding experiences evaluated and integrated in the further development of the SPCS in the framework of the round table mechanism.

3.7 Gender

3.71 Introductory Remark

Although the SPCS refers in several parts and sub-strategies the requirement for gender sensitisation in natural resource management and sustainable development respectively, the planning framework of the SPCS Support Project's phase II does not take up gender related objectives and activities. The MTR is of the opinion, that this aspect has to be integrated into the framework of SPCS Support Project.

In the absence of specific achievements to be reviewed, the MTR concentrates its assessment on some general considerations.

3.72 Assessment

The current understanding of gender is uneven. The shift in perception, of looking at gender from a Women in Development perspective to a gender perspective, has not yet gained general understanding.

There is an overall need to better understand the implication of gender concerns with regard to sustainable development in NWFP. Training in gender sensitisation would help to improve the current understanding and awareness levels among all levels of civil society.

There is as well a need to assess the WID/Gender initiatives currently underway in the NWFP, to identify the actors implementing/initiating these activities, and to collaborate with newly emerging institutions such as the WID Network and the WID



staff within PE&D and line departments such as the Women's Development Department, for the creation of a gender policy to support SPCS implementation.

To co-ordinate these efforts, an institutional home would be required within the current partners of the SPCS Support Project.

3.8 Financial Sustainability and Implementation

Objective:

The above is a very ambitious objective for the SPCS Support Project. It needs to be reconsidered in view of the support projects facilitating role.

Achievements:

- i. Although environmental projects have been added to the provincial Annual Development Plan (ADP), they have not been financed
- ii. Preparatory work on the fund for Sustainable Development and the concept of debt swaps has been done.

Gaps:

- i. Neither donor funds nor significant government resources have been mobilised for the implementation of SPCS.

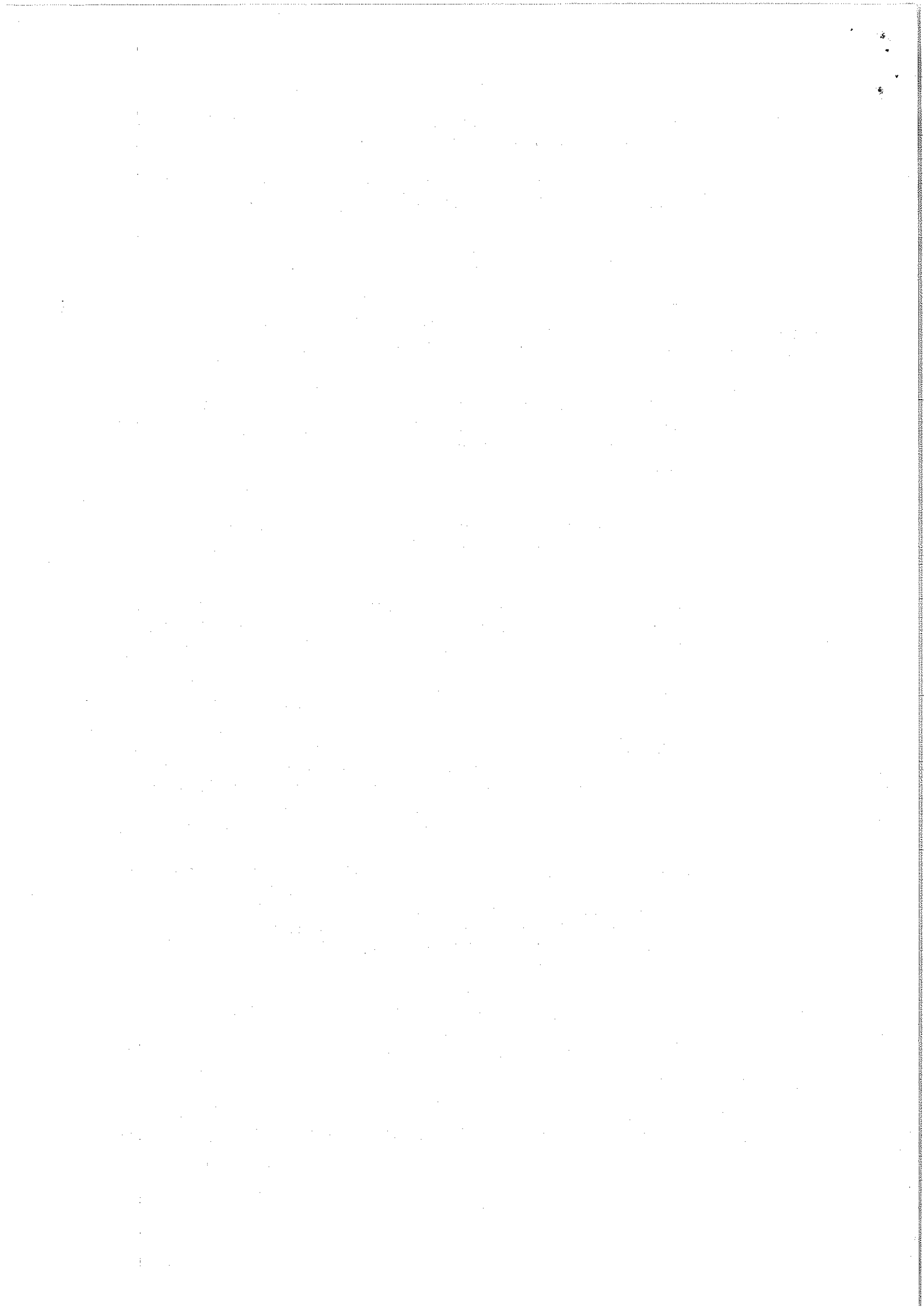
Priorities:

- i. SPCS Support Project should through efforts and strengthening the capacity of the Environment Wing/Environment Section of PE&D integrate environmental concerns in to the Provincial Annual Development Plans and the Five Year Plans of the NWFP.
- ii. SPCS Support Project should through collaboration with FRC gather information on NGO programmes and on this basis make effort to bring these NGO programmes in line with SPCS.
- iii. SPCS Support Project should assist in the establishment of the proposed Fund for Sustainable Development (FSD) by way of ensuring that its governance and management structures inspire confidence of all stake holders i.e. NGOs, Government, donors and civil society.
- iv. SPCS Support Project should explore/assist in working out institutional arrangement for the debt swap concept.
- v. SPCS Support Project should identify and promote innovative self- financing mechanisms and approaches so as to encourage the generation of resources from within the community and private sector for sustainable development.
- vi. SPCS Support Project should facilitate the establishment of a donor co-ordination group to support SPCS implementation.

3.9 Monitoring Progress towards Sustainable Development

There has been little progress on this front to date. Work on monitoring systems has been planned for 1997.

The absence of a monitoring framework makes it difficult for the MTR, and for the partners directly concerned with SPCS implementation, to assess both overall

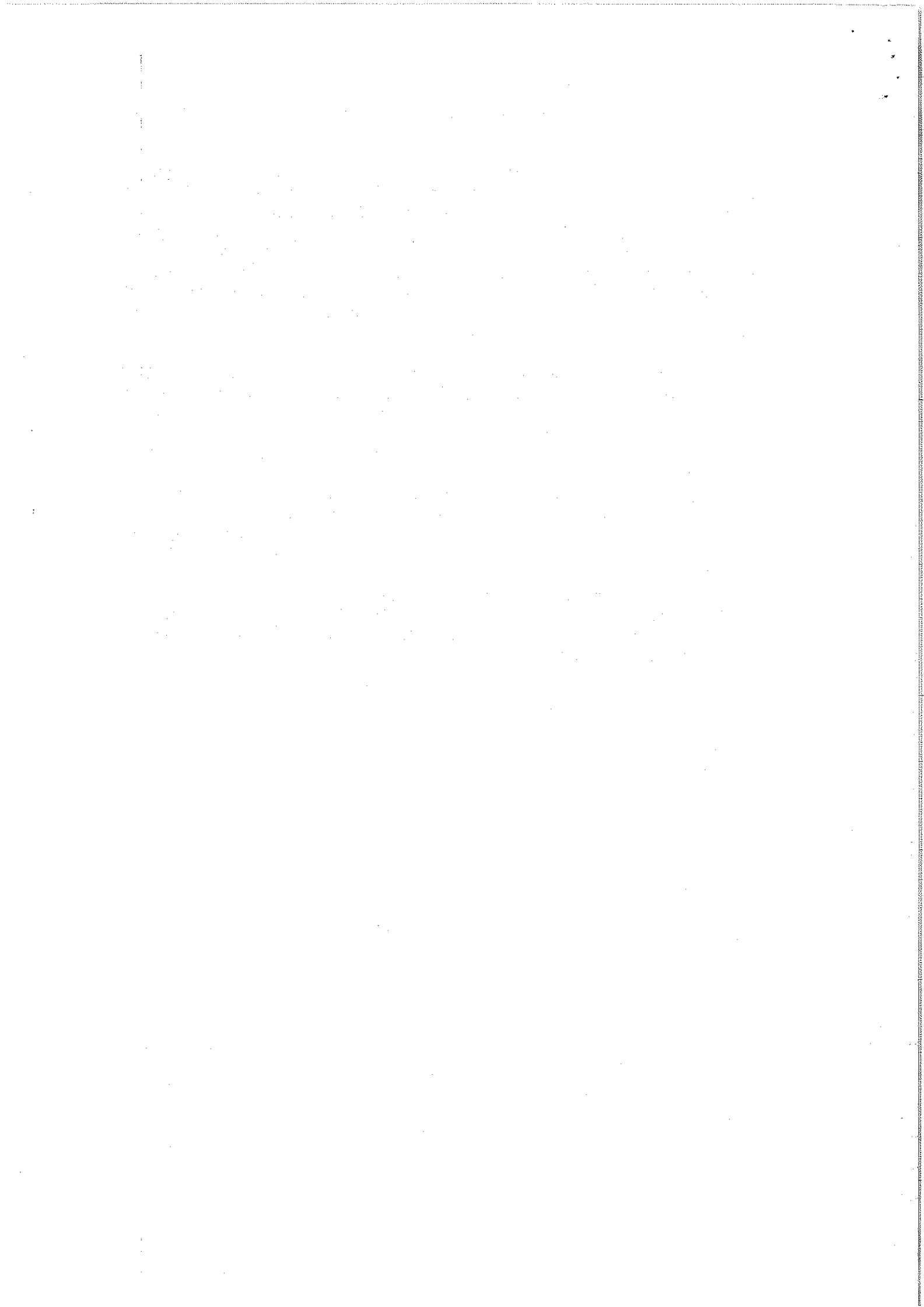


progress and the specific utility and impact of the numerous actions undertaken in a systematic way.

Informal monitoring, or assessment of progress, has taken place in the form of regular meetings and consultations involving the SPCS Support Unit staff, the Focal Points, IUCN Sarhad Programme Office staff, and the PE&D Department. While these exchanges, along with the numerous concept and reflection papers, annual and event reports, constitute elements of a monitoring system, these would need to be brought together and rationalised in the context of a logical framework in order to provide a more objective basis for assessing project impacts specifically, and the impact of the SPCS on the sustainable development agenda of NWFP more generally.

The MTR therefore recommends that, during 1997, work be initiated with a view to elaborating a monitoring system covering the following two objectives (in order of priority):

1. Establishment of workplans for all units concerned by the SPCS Support Project showing:
objectives; activities; expected results; achievements; analysis of achievements; recommendations for modifications. These should be established on a six-monthly basis, and serve as a fundamental management tool for project direction.
2. Establish an agreed framework for assessing the contribution of SPCS to the promotion of sustainable development in NWFP, and to assess the impact of SPCS on the programmes of other actors and on the physical environment in both rural and urban areas.



4. Conclusions and Recommendations

The following conclusions and recommendations concern aspects of strategic importance for the SPCS support. They will have to be translated into principles, guiding the operational planning of the Support Project. The MTR is of the opinion, that this translation is to remain within the responsibilities of the management of the support project itself. It has, therefore, kept its considerations on a rather general level, providing guidance first and foremost on the strategic level.

4.1 General Conclusions and Recommendations¹

The MTR notes that the Phase II "Transition to Implementation" project has been underway since April 1995. In the context of such a complex and ambitious undertaking as promoting sustainable development in NWFP, this is a very short time period. This is particularly true insofar as sustainable development extends earlier conservation dominated concepts to include social and economic development in the context of perennial resource availability.

The MTR reaffirms the need for long term, sustained efforts in supporting the implementation and further development of the SPCS in general and for continued support and commitment from the GoNWFP in particular.

The MTR further notes that the overall process, beginning with the elaboration of the Pakistan NCS and the subsequent definition of the Sarhad Provincial Conservation Strategy has undoubtedly had a broad impact on the development initiatives of government, donors and civil society. The process is incremental and to a significant degree non-linear.

The MTR has recognised the significant achievements of the SPCS "Transition to Implementation" project. Perhaps the most significant among these is the establishment of a climate of confidence and mutual endeavour between government and the civil society, in which the process of SPCS elaboration played an important part.

The self-evaluation of the project conducted in January 1997 is remarkable both for the impressive record of accomplishments that it documents, as well as for the frank, and self-critical manner in which these achievements were assessed.

The excellent information bases developed during the MTR preparation process has proven highly valuable for the MTR mission.

4.11 Institutional Reforms and Governance

1.1 Institutional reforms and governance are essential for promoting sustainable development in NWFP.

¹ These conclusions and recommendations have entirely been submitted in the form of an Aide Mémoire for discussion to all relevant partners, prior to the official debriefing of the mission on March 1, 1997.



In 1997/98, the Support Unit, in collaboration with its partners, should facilitate the implementation of the SPCS by focusing in particular on

- the decentralisation process;
- enhanced participation and empowerment at the local level;
- ongoing institutional reform processes (priority sectors: forestry, agriculture);
- good governance and legislation;
- engaging the civil society;

by way namely of

- district level strategy development;
- round tables;
- capacity building;
- technical support and awareness raising.

4.12 Institutional Set-up - Roles of Environmental Institutions (steering, mandates and responsibilities)

2.1 Lack of clarity in the institutional set-up and steering of SPCS require clarification at three levels: government administration, civil society and institutions bridging the two.

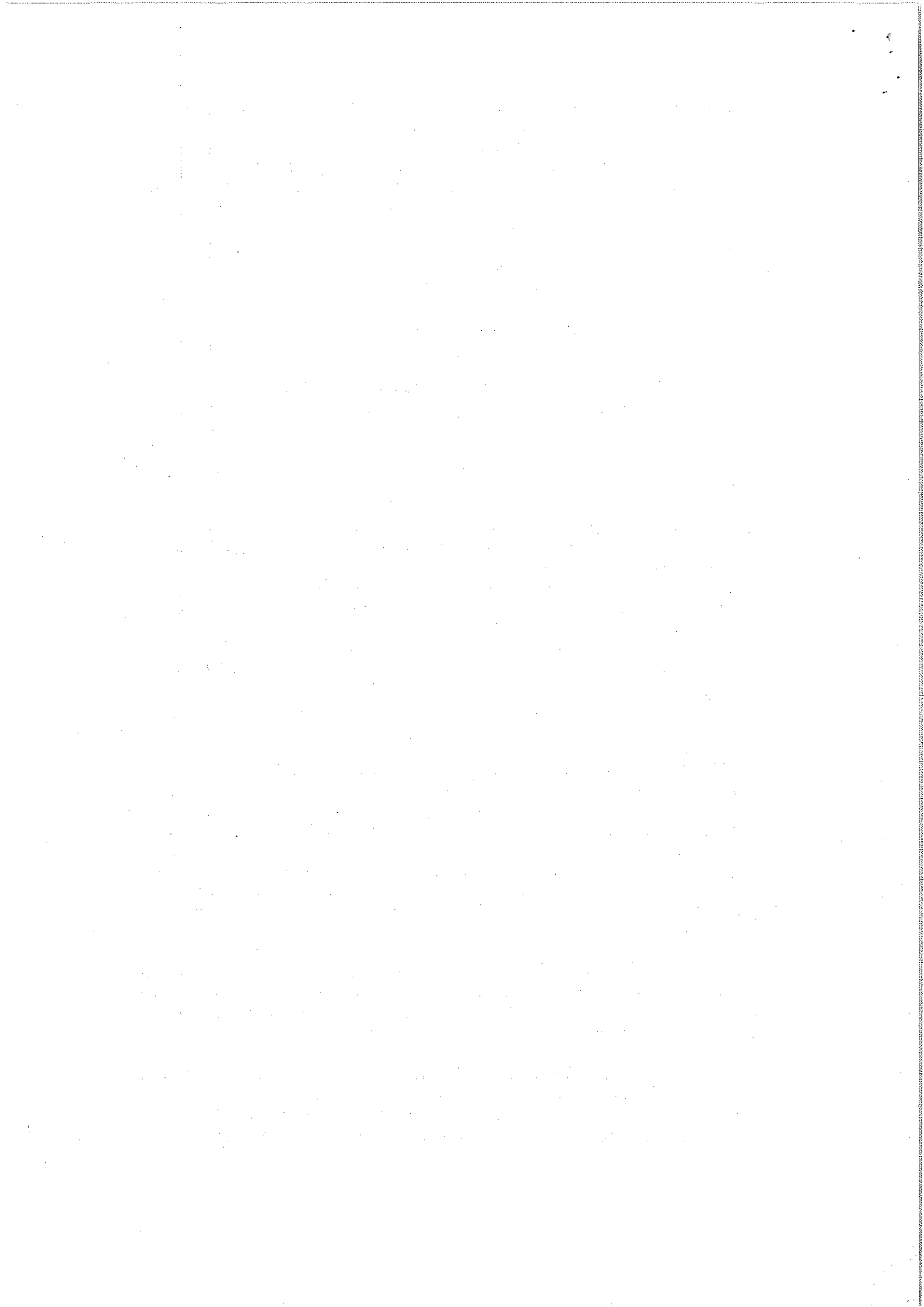
2.2 (A) Whereas the environment portfolio of the government administration is most appropriately to be maintained within PE&D, institutional reorganisation within the PE&D would have to consider

- (1) clarifying the responsibilities of both the Environment Section and the Environment Wing, with a view to either merging the two or clearly distinguishing their functions;
- (2) closer operational linkage between the SPCS Support Unit and the Environment Wing, notably in order to strengthen the capacity of the Environment Wing to play its role in the context of the implementation of the SPCS;
- (3) further clarification of the role of EPA and its relationship to the Environment Wing and the Environment Section.

2.3 (B) The establishment of a Steering Committee for the SPCS Support Project is proposed to provide overall guidance to its implementation. It is recommended that it be composed of representatives of the key partners of the SPCS Support Project: AS Environment PE&D, DG EPA, representatives from IUCN, SDC, NGOs (SNI, WID network). Periodic supervision and monitoring of activities according to workplans and budgets, and guidance with respect to decision making of strategic importance constitute the core of the mandate of the Steering Committee. The Director of the SPCS Support Unit would act as a secretariat to the Steering Committee.

2.4 With respect to the implementation of the SPCS, it should be stressed that this is the role of line departments, NGOs and CBOs. The Environment Wing should assume the overall responsibility for co-ordination mechanisms and facilitating communication within GoNWFP.

2.5 The Focal Points being employed by the SPCS Support Unit are considered a experimental arrangement to be kept under review. The internalisation of the Focal Points within the respective line departments of the GoNWFP requires due attention in order to render the roles and functions of the Focal Points sustainable.



2.6 The funding provided through the SPCS Support Project is meant for the following fields:

- raising general awareness and understanding on the SPCS and sustainable development;
- building and developing capacities with respect to networking, strategic planning, environmental assessment, environmental management and institutional reforms among the concerned institutions within the GoNWFP and the respective institutions of the civil society;
- foster effective roundtable mechanisms;
- operate efficient monitoring and planning systems.

4.13 Mechanisms for SPCS Support Project to foster implementation of SPCS

1. SPCS, next generation

3.1 The MTR considers SPCS as a long term overall policy framework for both the government and the civil society.

The present SPCS provides a broad and consolidated policy framework suitable for the next phase of SPCS implementation and, therefore, does not need reformulation in its entirety in the short term. Integration of SPCS considerations into the next 5 year plan should be a priority for the SPCS support activities.

2. Focal Points and Round Tables

3.21 The round table processes are considered as most crucial for the implementation and further development of SPCS. In particular, the round tables assume the strategic function of bridging and linking public and private sector institutions and initiatives. High level support and coverage as well as concerted efforts are therefore required, in particular in the initiation of specific round tables.

3.22 The role and responsibilities of the Focal Points require reconsideration. They would have to assume the following primary responsibilities within the respective line departments:

- secretariat and facilitator of the round table processes
- identifying opportunities for promoting SPCS implementation
- co-ordinating the assessment of training requirements

3.23 The number of Focal Points (inclusive of Forestry Department) is to be maintained at the present level, at least until the end of the current phase of the SPCS Support Project. The reconsideration of the institutional set-up of the Focal Points should be kept under review (cf Pt. 2.5 above).

3.24 The Focal Points assume a particular responsibility in servicing line departments' needs in training, planning, monitoring and implementing environment (and SPCS) related projects. The tasks with respect to formulation of projects ("projectisation") should be dropped from the TORs for the Focal Points.

3. *Mechanisms to Involve Civil Society*

3.31. The SPCS is basically to be implemented in a decentralised way, through line, district and local level agencies, NGOs, CBOs and through the private sector. The latter sector is to be understood broadly, to include groups such as non-formal associations of small forest owners/users, small and medium size enterprises, associations of citizens, etc.. The SPCS will have, therefore, to be integrated into the programming processes of corresponding institutions and organisations like large NGOs. For this, the SPCS Support Unit should seek closer collaboration with NGOs working at the district and local levels.

3.32 The round tables discussed under pt. 3.21 above are considered the major mechanism to involve the civil society in developing SPCS-related policies and strategies as well as in advising in their co-ordinated implementation.

3.33 The Frontier Resource Centre (FRC) has been initiated in the course of developing the SPCS. There is, however, need to clarify its role with respect to (1) the Environmental Information and Management Centre proposed and its role and functions, and (2) the services the FRC is supposed to provide especially in relation to capacity building needs of other NGOs in the province.

4. *Communication and Dissemination of the Messages of SPCS*

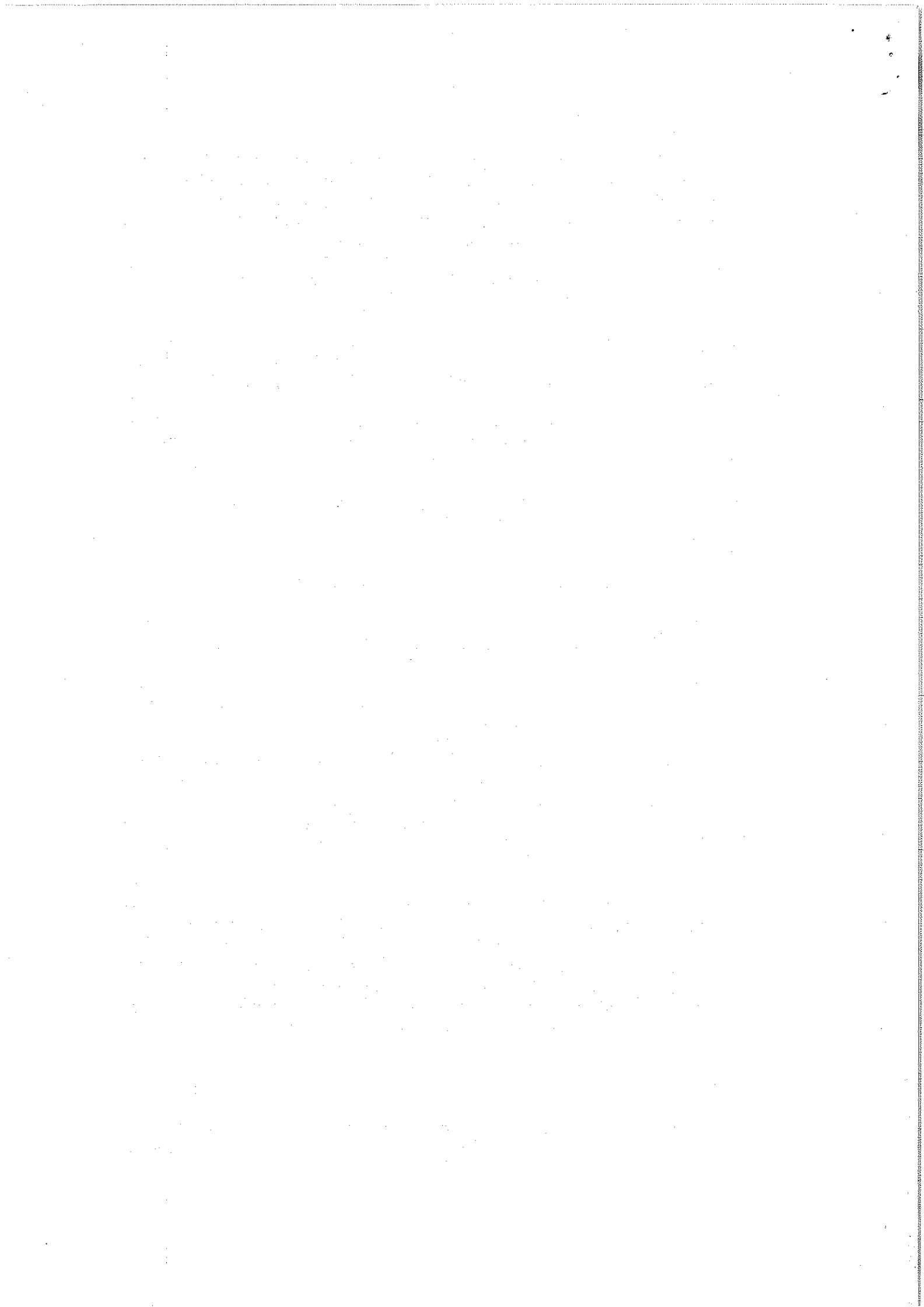
3.41 Communication is considered a key factor for SPCS development and its implementation. The basic awareness and understanding among key players about the messages of the SPCS are indispensable prerequisites for any meaningful implementation. Communication, therefore, requires the development of capacity among all relevant actors and stakeholders to enable strategic interventions for the achievement of behavioural change.

3.42 The main SPCS document is an impressive, very comprehensive document of 250 pages. It is, however, too heavy to be used as practical reference for decision makers and implementation staff. The SPCS document needs to be "repackaged" in order to address in a targeted fashion its different stakeholders and actors. A revised draft of the popular version of the SPCS as well as a brochure version should be circulated after consultation with the main partners.

3.43 The launching of SPCS is considered a unique event in the overall SPCS process. Since the cabinet has formally approved the SPCS, the launch is expected to provide a momentum for promoting the basic philosophy as well as the commitment required for a collaborative effort in translating the policies formulated into sustained actions at all levels of society in the NWFP. The launch ceremony should include representatives of all stakeholders and actors in order to demonstrate its roots in both government and civil society.

4.14 *Capacity Development*

4.1 In order to make the mechanisms supporting the implementation of the SPCS - the focal points and the round tables, the institutions of civil society, the



communication messages to generate increased awareness - work better, greater investment would be needed in developing the capacity of the SPCS's partners at the provincial, district and local levels. Specifically, capacity development would focus on the training needs of PE&D and other line departments, NGOs, media, educational institutions, etc..

4.2 The MTR concludes that a clearly focused and concise training programme, supported by an action plan, will need to be developed in the following areas:

- strategic planning
- environmental management and sustainable development approaches
- communication
- screening projects
- enabling leadership development in sustainable development
- blending the macro level agenda of the SPCS with the livelihood concerns of society.

4.3 There is also a need to explore the value of associating the formal education sector viz. the Department of Environmental Management at Peshawar University and in-service training mechanisms such as provincial National Institutions of Public Administration in the delivery of training support.

4.4 The MTR further concludes that the roundtable mechanisms and the skills gained through on-the-job processes need to be acknowledged as tools that add to capacity development.

4.15 Gender

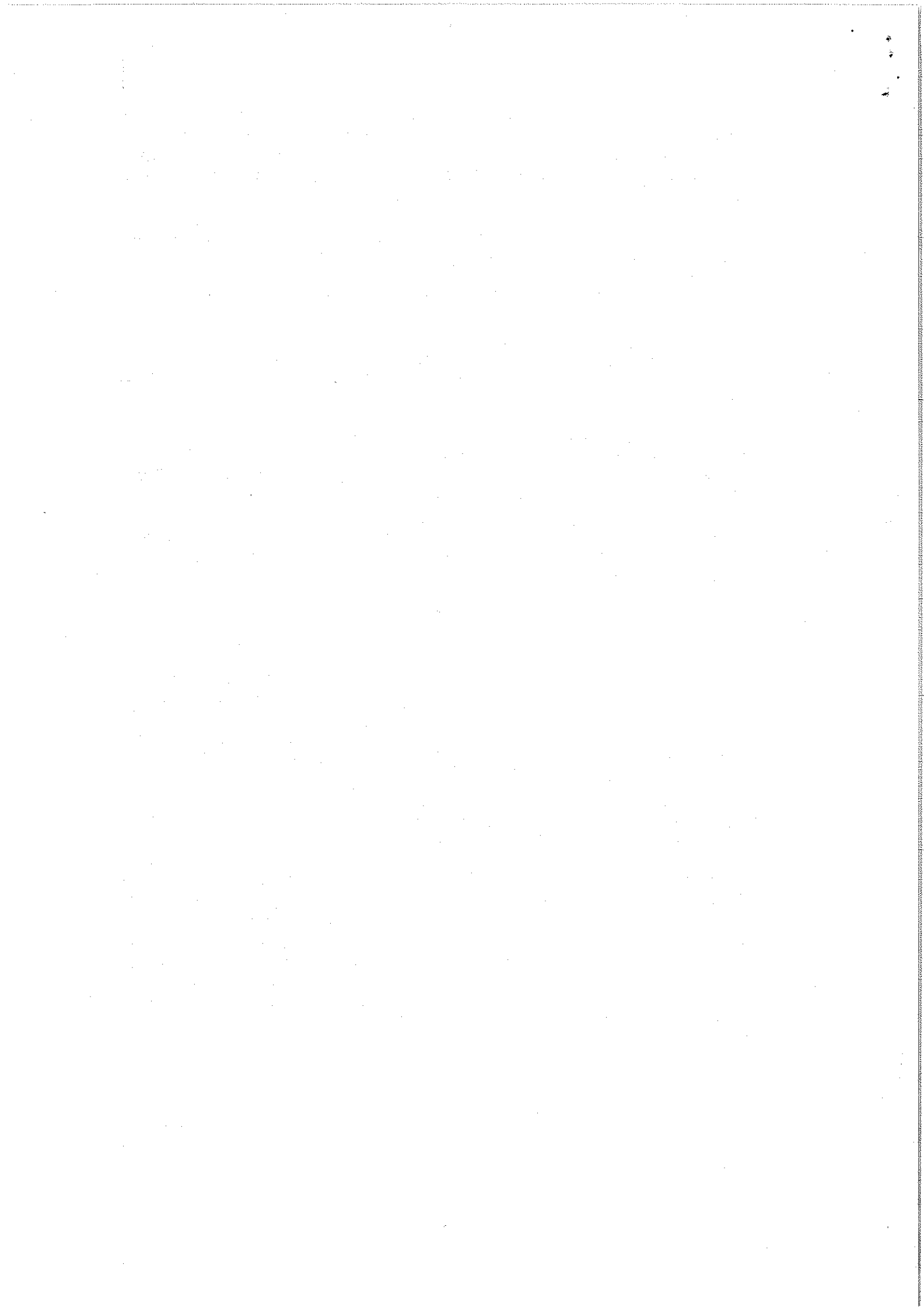
5.1 It is the MTR's conclusion that there is an overall need to better understand the implication of gender concerns with regard to sustainable development in NWFP.

5.2 There is currently an uneven understanding of gender. The shift in understanding from looking at gender from a Women in Development perspective only to a gender perspective has not yet gained general understanding.

5.3 Training in gender sensitisation would help to improve the current understanding and awareness levels among all levels of civil society.

5.4 There is a need to assess the WID/Gender initiatives currently underway in the NWFP, to identify the actors implementing/initiating these activities, and to collaborate with newly emerging institutions such as the WID Network and the WID staff within PE&D and line departments such as the Women Development Department for the creation of a gender policy to support SPCS implementation.

5.5 To co-ordinate this effort, the MTR concludes that an institutional home would be required within the current partners of the SPCS Support Project.



4.16 *Financing SPCS and Sustainable Development in NWFP*

6.1 The SPCS Support Project should through efforts and strengthening capacity of the Environment Wing/Section of PE&D integrate environmental concerns into the Provincial Annual Development Plans and the 5-year Plan.

6.2 The SPCS Support Project should through FRC gather information on NGO programmes and on the basis of this, work out joint plans for strengthening these programmes towards SPCS implementation.

6.3 The SPCS Support Project should assist in the establishment of the proposed Fund for Sustainable Development by way of ensuring that its governance and management structures inspire confidence of all stakeholders, NGOs, Government, donors and civil society.

6.4 The SPCS Support Project should explore/assist in working out the institutional arrangements for a debt swap concept.

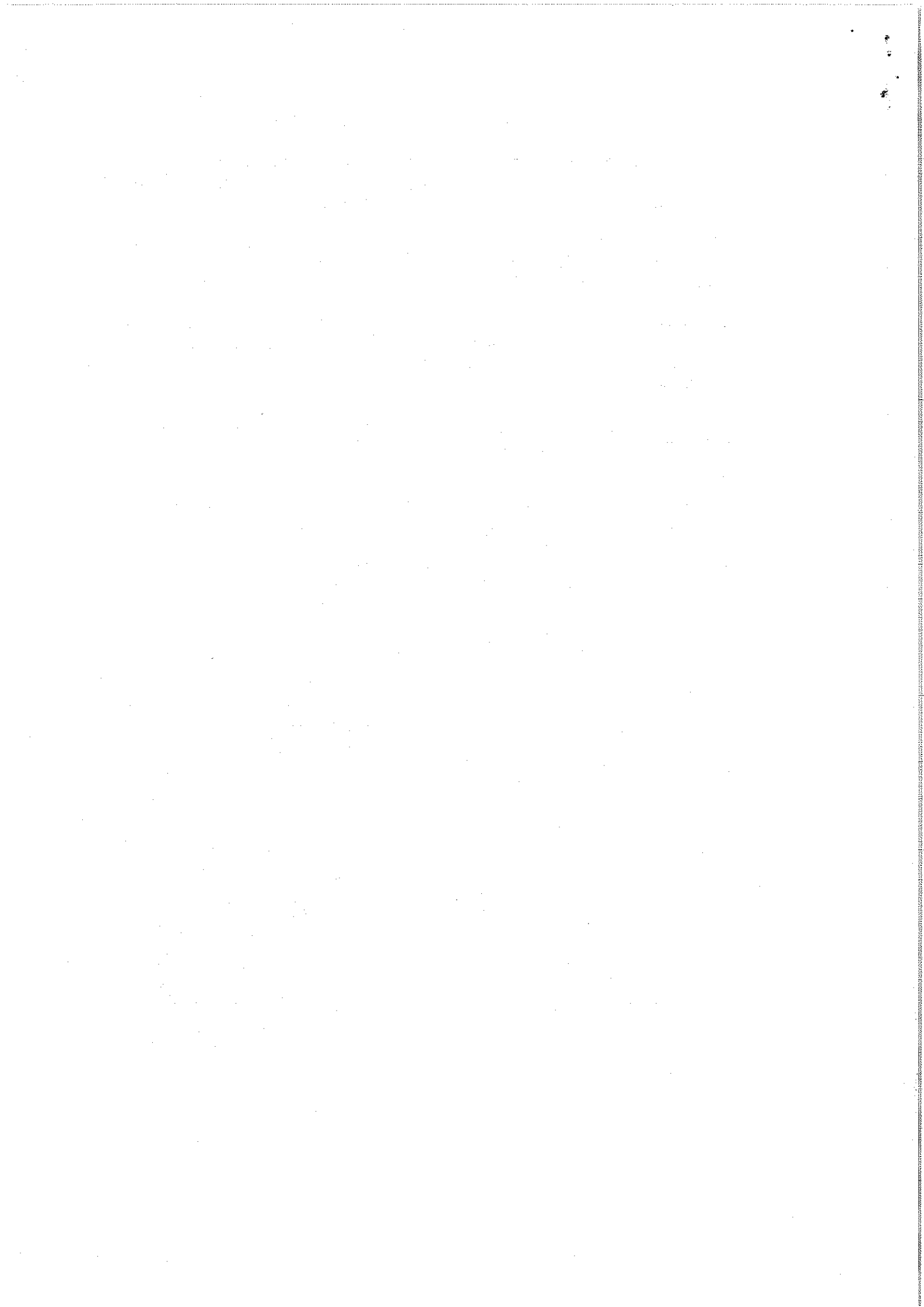
6.5 The SPCS Support Project should identify and promote innovative self financing mechanisms and approaches so as to encourage the generation of resources from within the community/private sector for sustainable development.

6.6 The SPCS Support Project should facilitate the establishment of a donor support group for promoting sustainable development in the province.

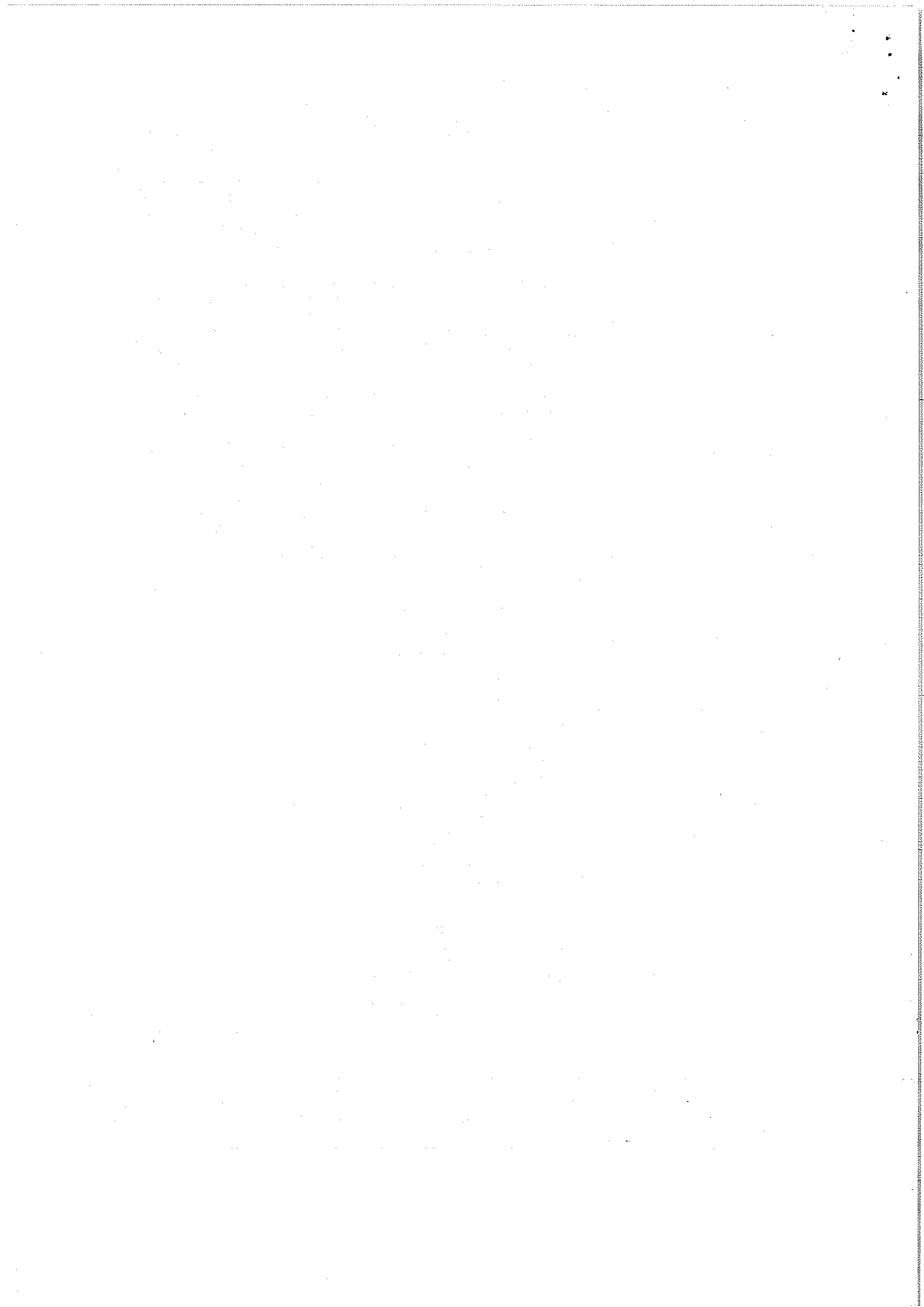
4.2 *Priorities for Workplan of SPCS Support Project*

The table below summarises the recommendations made by the MTR in the assessment of achievements and progress of the SPCS Support Project's phase II (cf. chapter 3) in view of the elaboration of the workplan for the remaining part of the ongoing phase. It is understood that the priorities recommended would as well be valid for a continued support to SPCS beyond the current phase ending in June 1998.

Areas of activity	General priorities	Specific priority actions
Strategic planning; strategic planning capabilities	<ul style="list-style-type: none"> • capacity development in strategic planning • clarification of operational responsibilities within PE&D 	<ul style="list-style-type: none"> ⇒ logical framework: sub-divide area of activity (1) "Strategic Planning and Communication" into two ⇒ launching and popularisation of SPCS (see "Communication") ⇒ development of concept for next generation of SPCS ⇒ capacity building in strategic planning: concise and systematic concept, training activities, continued on-the-job orientation ⇒ PE&D: to clarify the operational responsibilities and duties (functions) of the Environment Wing and the Environment Section



Communication	<ul style="list-style-type: none"> • institutionalisation of SPCS awareness: specific communication mechanisms to be identified • training in information management communication skills and communications planning, on a regular basis • explore scope of implementing the SPCS communication strategy through the mechanism of the communications roundtable: the round table to take up a special focus • distinguish activities to be implemented directly by SPCS Communication Officer and those to be facilitated by him through collaboration with partner institutions 	<ul style="list-style-type: none"> ⇒ logical framework: sub-divide area of activity (1) "Strategic Planning and Communication" into two ⇒ SPCS launch: formulate products and preparatory activities for ceremony ⇒ SPCS strategy document: extract sector specific information for reproduction in easily digestible formats ⇒ SPCS popular version: to be prepared in both Urdu and English ⇒ the secretariat of the communication roundtable to be retained under current management ⇒ clarification of role and function of the EIMC and avoid duplication with FRC. ⇒ prepare separate workplans: to support communication for SPCS Support Project and communication for IUCN Sarhad Programme Office.
Capacity Development and Governance	<ul style="list-style-type: none"> • systematic, focused and pragmatic training efforts • attach high priority to decentralised approaches for the implementation of SPCS and accelerate the support (-> District strategies) • continued support/facilitation of institutional and legal reform processes • ad hoc activities only pursued following consultation with partners on their importance 	<ul style="list-style-type: none"> ⇒ preparation of a training programme for the next 18 months (linking up with external professional capacities) ⇒ development of mechanism for exchange and co-ordination with SAP and their District level Management Pilot Areas (Mardan, D.I. Khan)
Focal Points and Round Tables	<ul style="list-style-type: none"> • Focal Points to provide support to line departments for better integration of SPCS objectives and approaches; no projectisation • Round Tables: launching and facilitation of RT in remaining sectors to be pursued as a matter of priority 	
Strengthening Human Development NGOs	<ul style="list-style-type: none"> • clarify role and functions of FRC • collaborative arrangements for SPCS implementation with existing NGO programmes • capacity development efforts in Primary Environmental Care • greater government-NGO collaboration (round table mechanism, joint training, short-term secondment of government officials to NGOs) 	
Strengthening Human Development Private Sector	<ul style="list-style-type: none"> • influence industrial policy through round table mechanism 	<ul style="list-style-type: none"> ⇒ examination of site-specific round tables at the level of industrial estates
Urban Environment	<ul style="list-style-type: none"> • urban environment no priority area for project's operations • concentrate on facilitation of round table process 	<ul style="list-style-type: none"> • facilitation of initiation of urban environment round table • discontinuation/hand-over implementation of projects



Financial Sustainability and Implementation	Objective to be reconsidered in view of the support projects facilitating role	⇒ Integrate environmental concerns in to the Provincial ADP and the Five Year Plans of the NWFP. ⇒ through collaboration with FRC make efforts to bring relevant NGO programmes in line with SPCS. ⇒ assist in the establishment of the proposed Fund for Sustainable Development (FSD) . ⇒ explore/assist in working out institutional arrangement for the debt swap concept. ⇒ identify and promote innovative self-financing mechanisms. ⇒ facilitate the establishment of a donor co-ordination group to support SPCS implementation.
Monitoring Progress towards Sustainable Development	<ul style="list-style-type: none"> • rationalisation of current informal monitoring in the context of logical framework 	⇒ during 1997: <ul style="list-style-type: none"> • establishment of workplans for all units concerned for assessing project operations • establishment of agreed framework for assessing impact of SPCS

4.3 Assumptions

Efficient and effective operations of the SPCS Support Project depend on prerequisites with respect to (1) the overall political and socio-economic framework and context and to (2) the specific commitments by the partners:

4.31 Political and socio-economic context

The following prerequisites touch on aspects that are indispensable to the efforts related to fostering sustainable development in the province in general:

1. There is political commitment and patronage as well as continued bureaucratic support to the SPCS, its implementation and its further development.
2. There is sustained political and legal coverage for the involvement of the civil society, of communities and its organisations as well as of the private sector in natural resource management and sustainable development respectively.
3. There is continued response and commitment by the civil society to the need for managing the natural resources more sustainably in particular and to sustainable development in general.

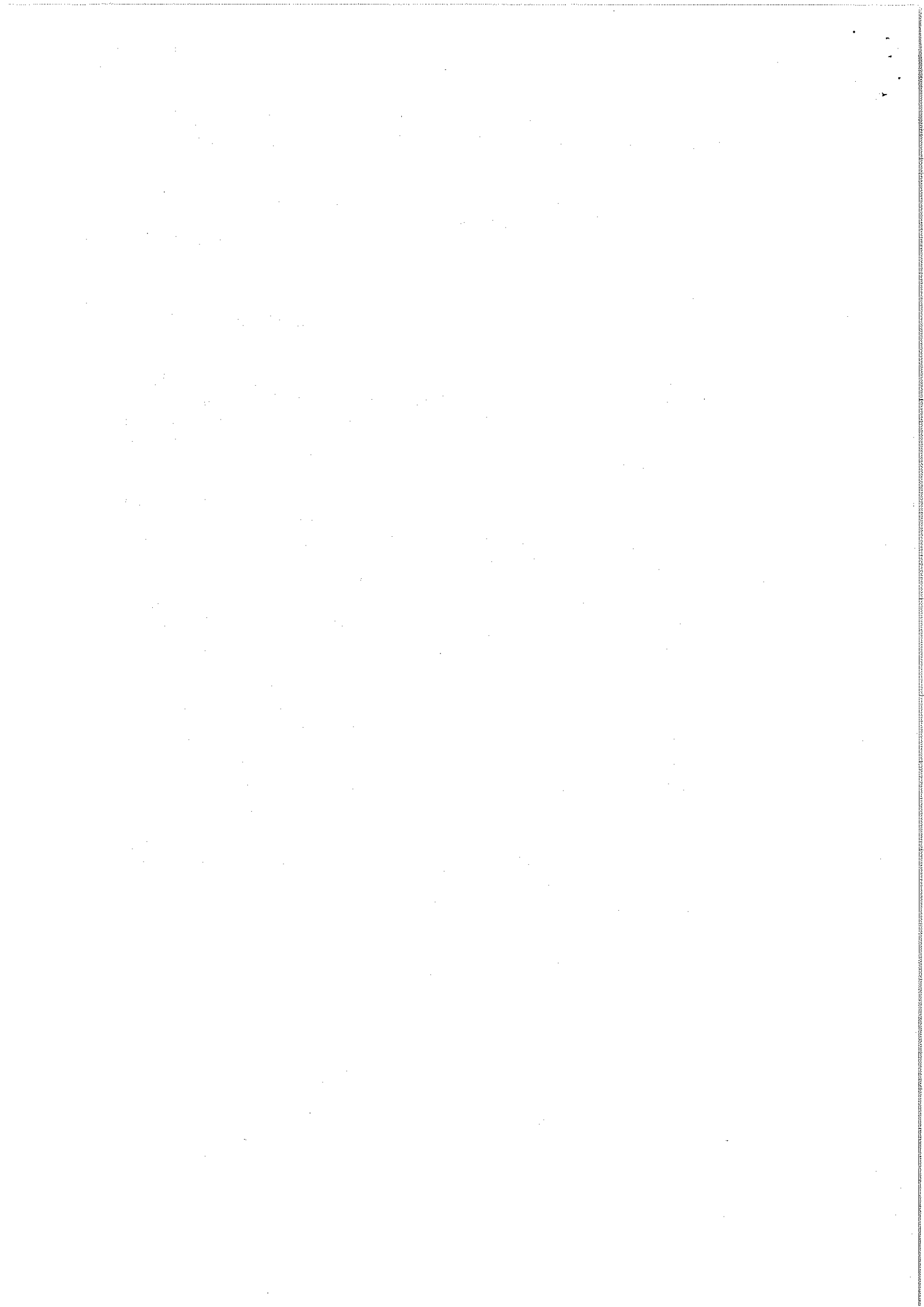
4.32 Operational level of SPCS Support Project

The following prerequisites concern the SPCS Support Project's efficient and effective operations within the framework of objectives, results and activities set up:

4. The functions of the different environment related agencies within the GoNWFP in general and the PE&D in particular are clarified and a

corresponding structural set-up is put in place. The PE&D continues to assume the overall responsibility for SPCS as a major policy framework for GoNWFP.

5. The line departments and their institutional set-ups initiate and bring in positive institutional changes and legislative reforms so that their institutional frameworks correspond to requirements of participatory and sustainable development.
6. There are sustained efforts in supporting the implementation and further development of the SPCS and corresponding commitments beyond the current phase II.
7. The GoNWFP staffs the counterpart positions appropriately, without interruptions and with due concern for continuity and stability. The resources to the counterpart staff in the PE&D Department would be provided by the GoNWFP, either as co-financing with SDC-IUCN or as a parallel financing through a separate PC-1.
8. The donor support in sustainable development related endeavours and corresponding institutional development and capacity building within both the government structure and the civil society is provided on a continuous basis and in a co-ordinated way.
9. Appropriate mechanisms enable sustainable financing of SPCS related projects without creating additional liabilities to the finances of the public sector.
10. The SPCS (1995-98) as an overall framework for both the public and the private sectors in NWFP in view of achieving sustainable development in the province is formally launched.
11. The NWFP Environment Protection Act is enacted, providing an overall enabling framework for sustainable development in the province.
12. The capacity and expertise of both the public and private sectors with respect to planning and implementation of projects related to SPCS and to sustainable development is steadily increasing in order to enhance increased and broadened ownership of SPCS and its message by all relevant actors in the province.



Government of North-West Frontier Province / Pakistan
Swiss Development Co-operation
The World Conservation Union (IUCN)

Sarhad Provincial Conservation Strategy (SPCS)

**SPCS Support Project,
Phase II "Transition to Implementation"**
(April 1995 - June 1998)

Mid-Term Review
(March 1 - 11, 1997)

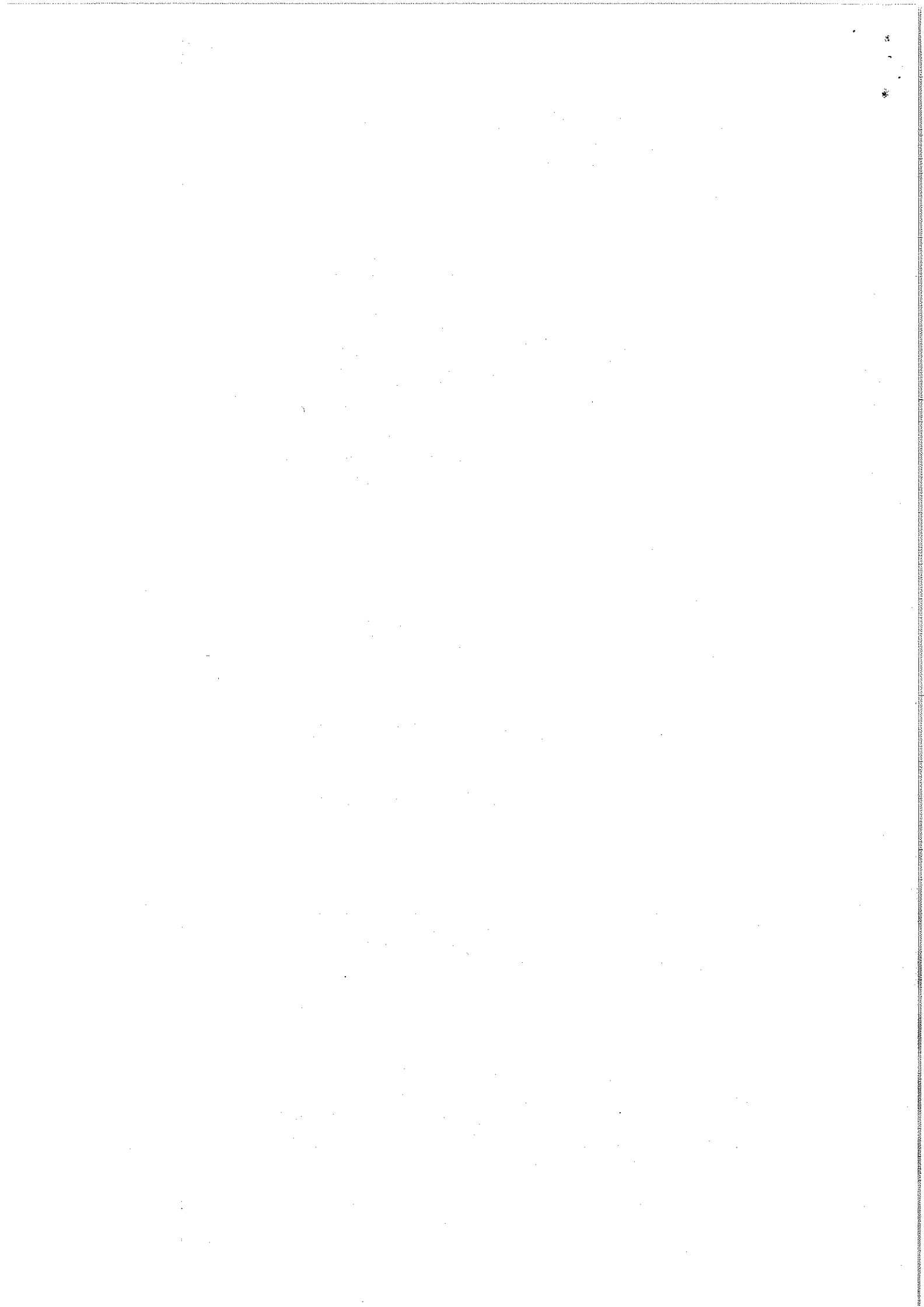
Report

of the Mid-Term Review Team

Draft version for internal circulation
March 13 1997

ANNEXES

- Annex 1** Terms of Reference
- Annex 2** List of documents consulted by the MTR
- Annex 3** List of institutions/persons contacted by the MTR
- Annex 4** Conclusions of debriefing meeting (March 11, 1997)
and related discussions



Sarhad Provincial Conservation Strategy (SPCS):

**SPCS Support Project (SDC-IUCN)
Phase 2, "Transition to Implementation"**

Terms of Reference
for the
Mid Term Review (MTR), March 1 - 11, 1997
February 26, 1997

1. Introduction

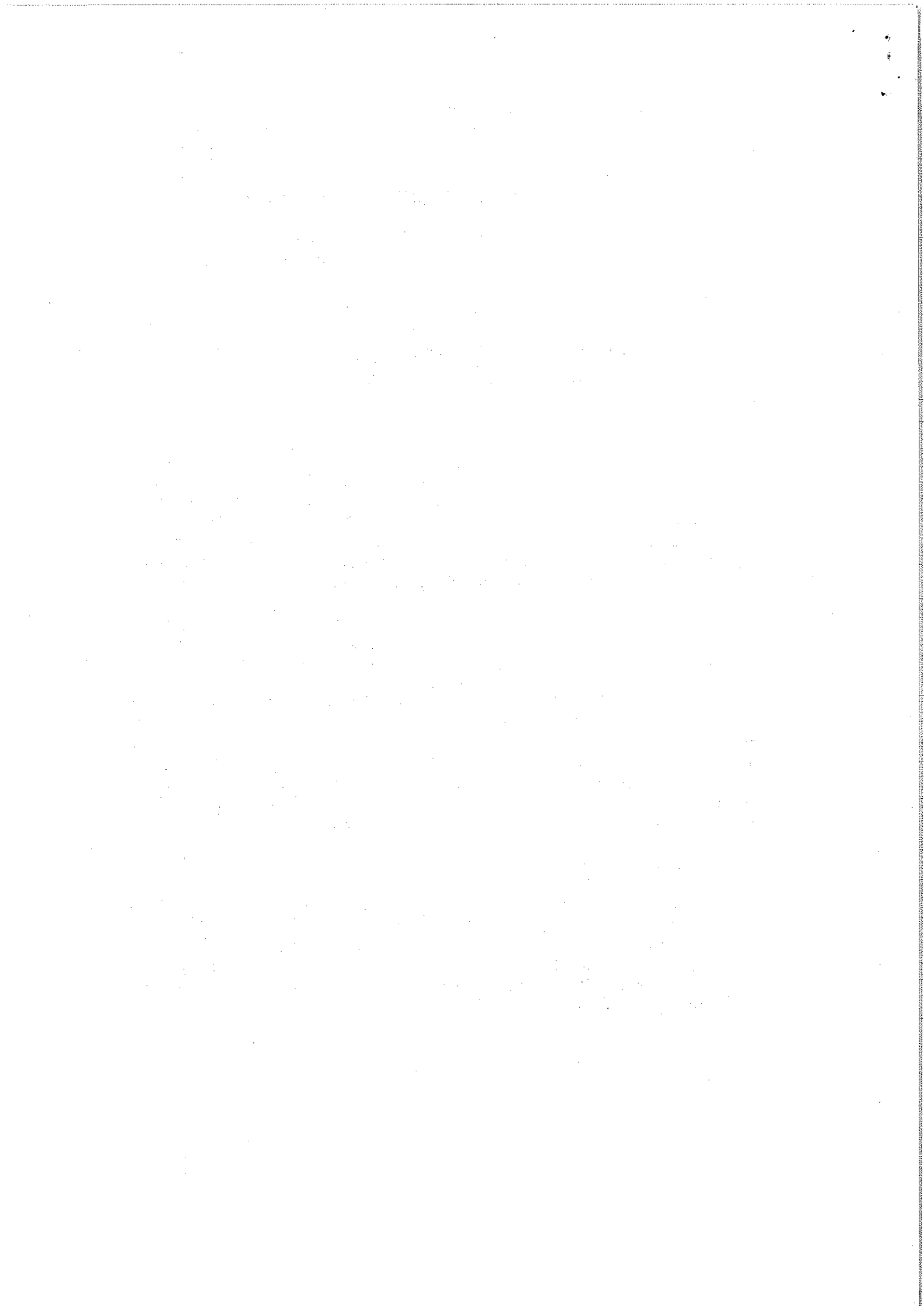
The Sarhad Provincial Conservation Strategy (SPCS) is a pioneering effort of the North West Frontier Province (NWFP)/Pakistan in developing a broad-based sustainable development strategy at the provincial level, rooted in both the government and civil society. The SPCS support project consists of technical and professional assistance from the World Conservation Union (IUCN) with financial and conceptual support from the Swiss Agency for Development and Cooperation (SDC).

A recent presentation of SPCS at the OECD in Rome showed that the SPCS is in line with the latest conclusions and trends concerning Sustainable Development Strategies. However, the SPCS, as other projects and activities in Pakistan, is facing an unprecedented level of budget cuts due to the general financial crisis. Innovative approaches as well as institutional review and re-orientation are urgently needed for coping with this formidable challenge.

The overall goal of the SPCS is "to secure the economic, social and ecological well-being of the people of NWFP through conservation and sustainable development of the Province's natural resources". The second phase of the SPCS Support Project ("SPCS II") primarily aims at facilitating the transit to implementation of SPCS.

The support project aims at

- (1) institutional strengthening and capacity building at the level of the Environment Section of the Planning, Environment and Development Department (PE&D), Line Departments of GoNWFP as well as within the civil society (NGOs, Private Entrepreneurs, etc.) and
- (2) development and initiation of implementation of a comprehensive sustainable development strategy for NWFP.



In a self-evaluation workshop on January 29, various partners and stakeholders of SPCS discussed the status, lessons and perspectives of the SPCS Support Project. The report of this workshop is a very valuable input into the Mid Term Review.

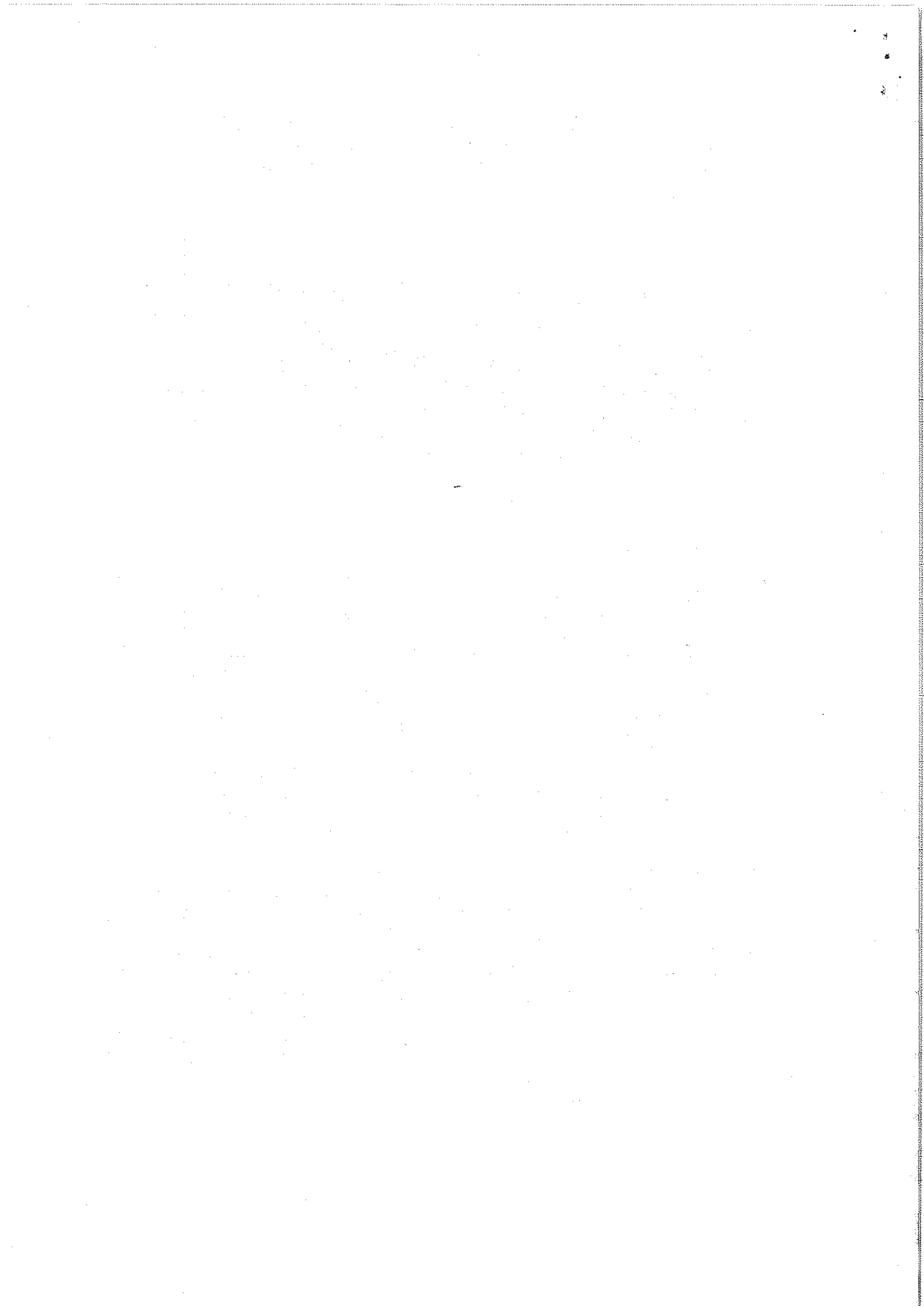
2. Objectives of the Mid Term Review (MTR)

The main objectives of the MTR are

- (1) to assess the achievements of the SPCS Support Project in relation to its stated objectives (phase II, see Annex II);
- (2) to review the importance and relevance of the SPCS as well as of the support project in contributing to sustainable development including especially institutional development and reforms in general, and of the support project to the related capacity development and networking in NWFP in particular, and to assess the progress made and effects reached so far,
- (3) to compile and assess the lessons learnt, to draw conclusions and to formulate recommendations regarding adjustments of objectives, activities and management approaches of the ongoing project phase, as well as in view of continued SPCS support beyond Phase II.

3. Key Questions

- a) What are the main achievements, effects and constraints of the SPCS Support Project? What are the changes during implementation as compared to the agreed project document of Phase II?
- b) How strong is the interest, commitment (political, bureaucratic) and capacity of the project partners (GoNWFP, IUCN, the NGOs and the Private Sector) to implement the SPCS, and to contribute to the success of the project? In what ways are the new mechanisms effective with respect to the objectives of the project?
- c) What are the main lessons learnt during implementation? What are the main changes concerning the assumptions and general institutional environment so far? What further changes are expected? How should the SPCS react to the extreme shortage of counterpart funds which is affecting most projects in Pakistan in 1997?
- d) What are the main conclusions and recommendations for adjustments during SPCS II, as well as for a possible continuation of the SPCS support beyond Phase II?
- e) What is the status and experience concerning the approach of 'round tables', 'focal points' and the pilot 'district level strategies'? How relevant and potentially useful are these mechanisms in the promotion of sustainable development approaches under SPCS? How should these be pursued now and in future?
- f) What is the status and what are the experiences concerning (1) capacity development in the NGO and private sectors, (2) sector specific policies and strategies and (3) monitoring progress in sustainable development ?
- g) How effective was the project in facilitating, identifying and addressing gender and environment issues - through the NWFP government structure and in civil society? How strong is the interest, capacity of project partners for implementing the gender and environment components of the SPCS?



- h) In general, how effective was the SPCS Support Project in promoting sustainable development in NWFP through government structures and civil society?

4. Scope of Work

The team will review the status and lessons of implementation as well as the results of the SPCS Self Evaluation Workshop in January 1997 and the internal IUCN-SPCS review of the focal points experience. It will draw the conclusions and recommendations for the remaining time of SPCS support phase II and the proposed continuation beyond Phase II with special emphasis on

- institutional development and reforms, capacity building and networking in government and civil society (particularly NGOs, private entrepreneurs),
- the strategy development process,
- initiation, implementation and networking of activities in the field,
- communication and awareness.

5. Output of the mission

The mission will summarise its findings, conclusions and recommendations in a brief Aide-Memoire (max. 10 - 15 pages) including an executive summary of max. 1 - 2 pages and an Annex.

6. Programme (tentative)

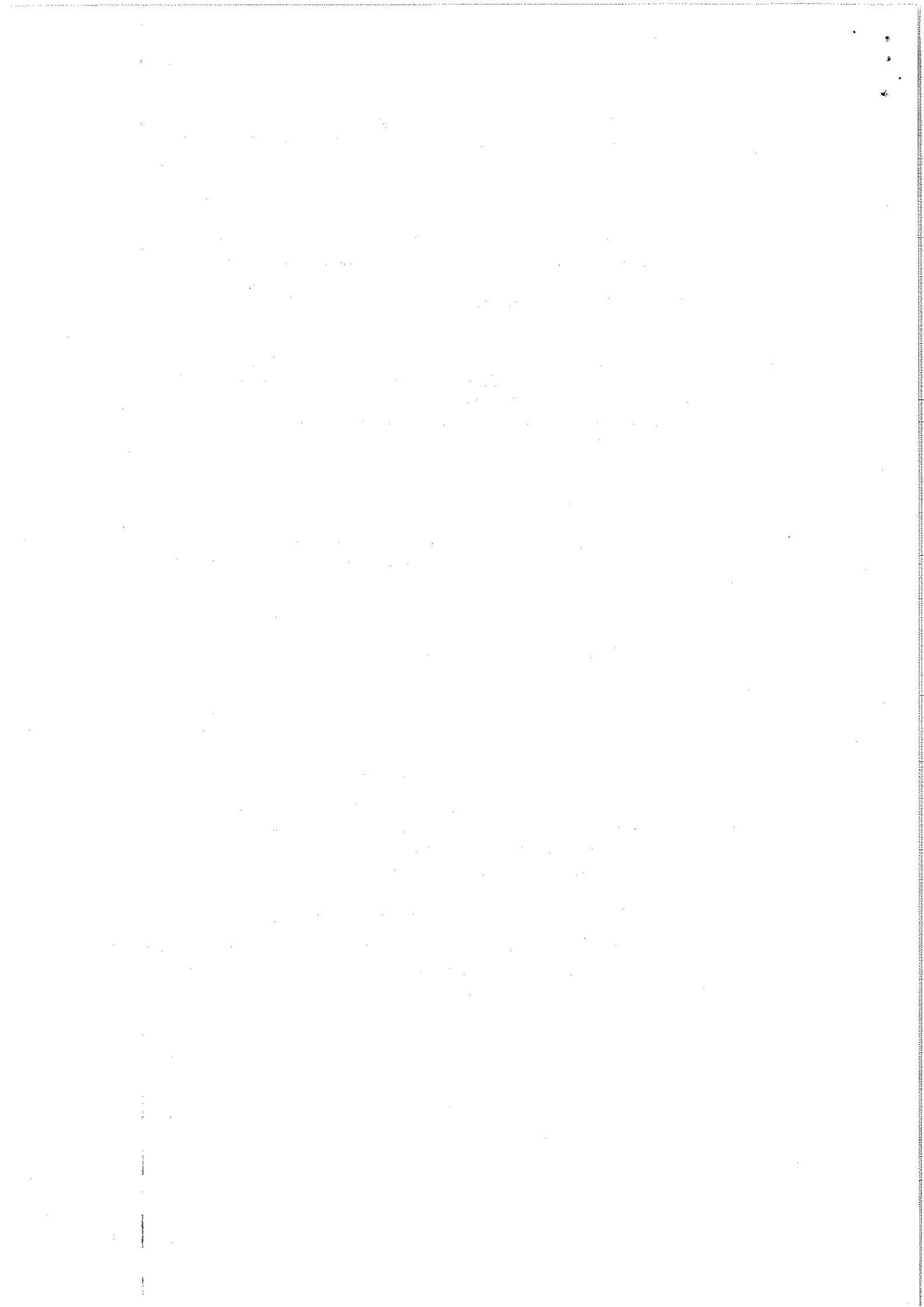
See Annex I.

7. Composition of the Team

The mission team will consist of

- Mr. Gerolf Weigel, SDC Representative, Islamabad (MTR Team Leader)
- Mr. Manuel Flury, SDC Consultant (Environment / Sustainable Development), Berne
- Mr. Peter Hilaire, Head Asia Working Group Secretariat, IUCN Headquarters, Gland
- Mr. Omar Asghar Khan, Chief Executive, SUNGI (NGO)
- Mr. Himayatullah Khan, Additional Secretary (Env.), PE&D [part time]
- Ms. Saneeya Hussain, IUCN (Communication and Gender aspects) [part time]

It is important that Resource Persons of the SPCS Unit, SPCS partners (Government and Civil Society) are available tentative programme of the MTR (see Annex I).



8. Project Documentation

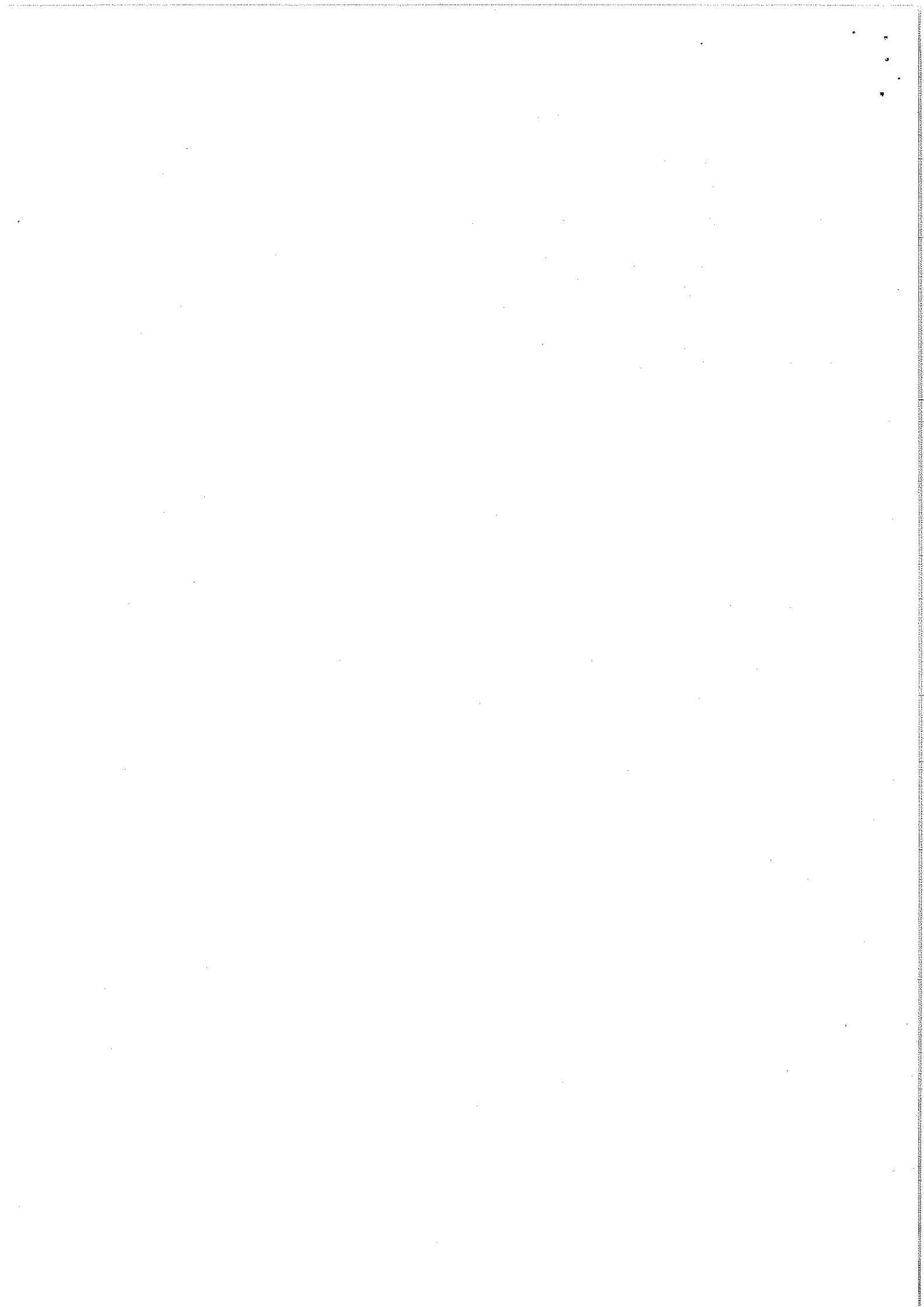
See Annex III.

ANNEXES *(not included)*

ANNEX I: Tentative programme of the SPCS Phase II MTR (as of 25.2.97)

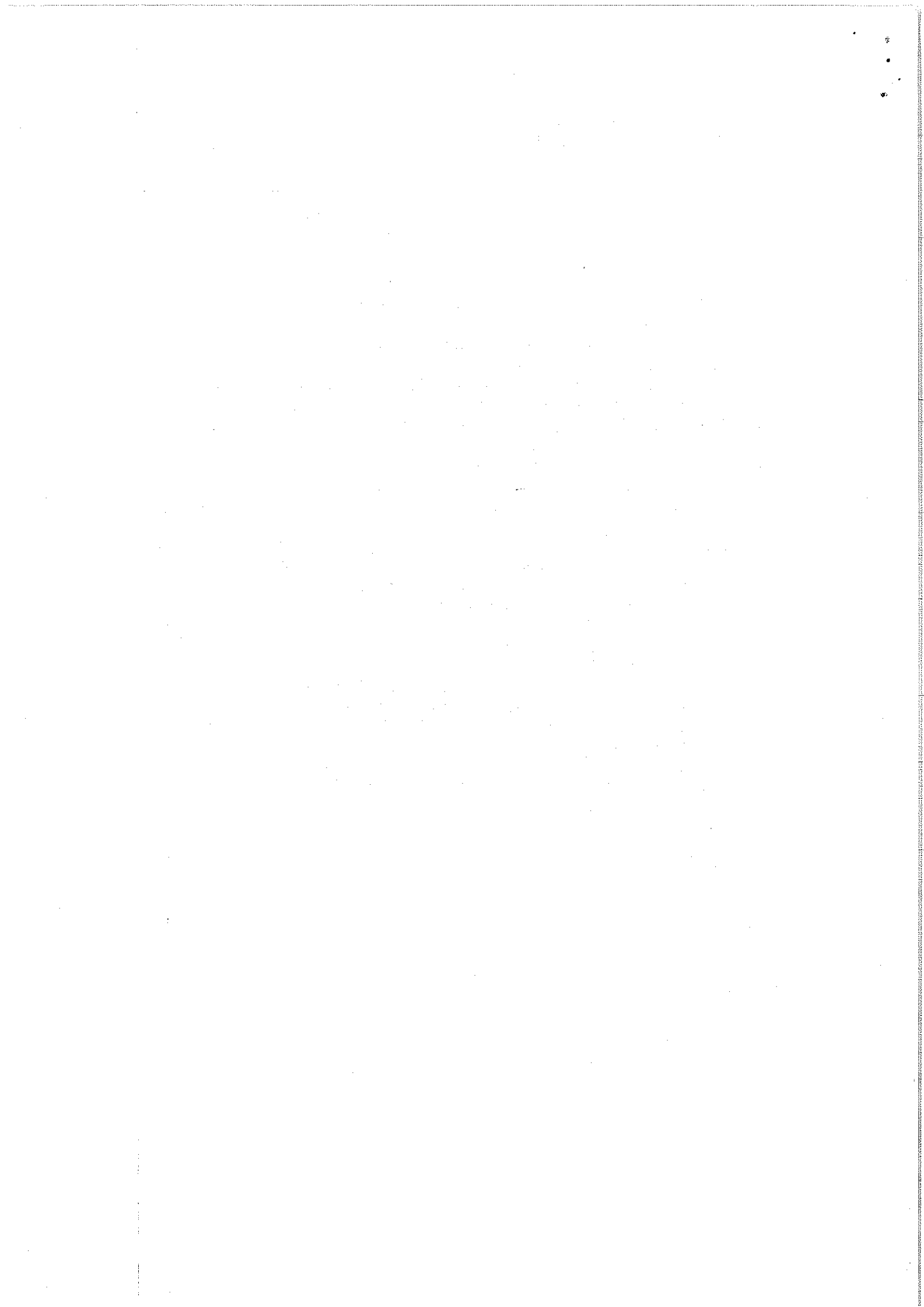
ANNEX II: Project Document (Chapter 2-6)

ANNEX III: List of documents for the consideration of MTR mission



List of Documents Consulted by the MTR-team

- SPCS Support Project: Project document phase II (April 1995 - June 1998)
- SPCS Annual Reports 1994 and 1995
- Sarhad Provincial Conservation Strategy (SPCS)
- SPCS Popular Version (draft)
- SPCS - a case of capacity development in environment (Huizenga/Rafiq)
- MoU between IUCN and GoNWFP
- Self Evaluation Report, February 1997, with annexes, namely:
 - some thoughts on future of SPCS
- IUCN Sarhad Programme Proposal, August 1996
- Fund for Sustainable Development in NWFP (draft)
- Decision Paper: redistribution of responsibilities in IUCN Peshawar, January 1997
- Reorganisation of the environment portfolio in NWFP, January 1996
- Working paper for the meeting with the Chief Secretary NWFP on Feb. 12, 1997
- Urban Environment Management Strategy (draft)
- PC-1 (draft) Strengthening the Environment Wing
- PC-1 (draft) Transition to Implementation
- Good Governance report and draft legislation
- Concept Paper SPCS Transition to Implementation
- Concept Paper Establishment of Fund for Sustainable Development in NWFP
- Concept Paper Chitral District Conservation Strategy
- Notifications regarding re-organisation of the PE&D and the creation of the Environment Wing
- Brief by Environment Wing regarding mid-term review of SPCS-II
- Briefing documents compiled by the SPCS Support Unit and the IUCN Programme Office



List of Institutions/Persons contacted by the MTR-team

Government of NWFP

- Assistant Chief Secretary (Briefing Meeting)

Planning and Environment Department

- Secretary (Debriefing Meeting)
- Chief Economist
- Coordinator Social Action Programme
- Institutional Strengthening Project GoNWFP

Environment Wing

- Chief Planning Officer

Environmental Protection Agency

- Project Manager and
- Advisor, Urban-Industrial Environment Protection Project Peshawar)

Agriculture Department

- Chief Planning Officer

Physical Planning & Housing Department

- Secretary,
- Deputy Director Planning

Local Government and Rural Development Department

- Secretary
- Chairman Local Council Board

Education Department

- Secretary

Culture and Tourism Department

- Secretary

Forestry Department

- Secretary

Industries Department

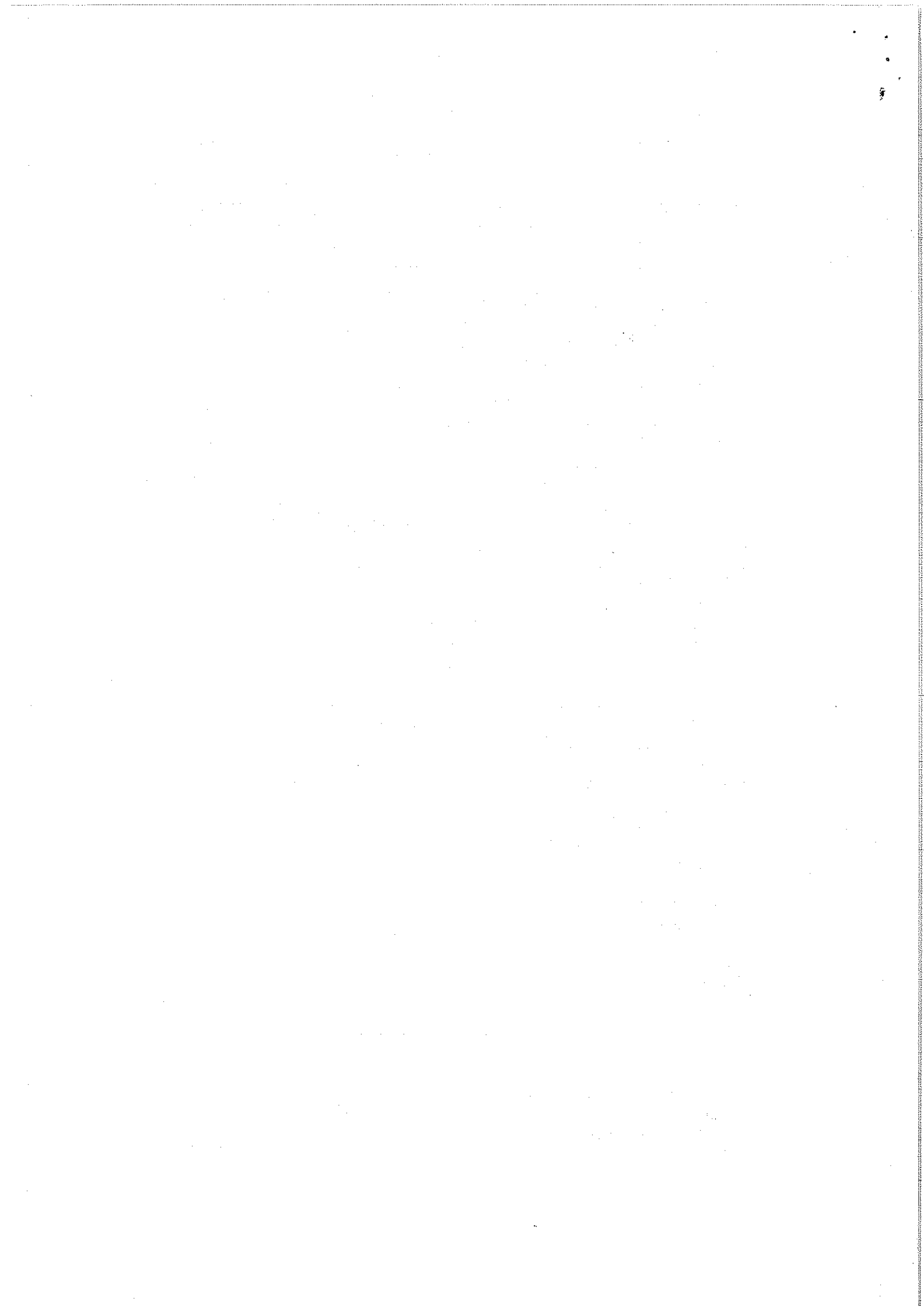
- Assistant Secretary

Civil Society

Forum of Environmental Journalists

Human Resources Management and Development Centre

- Sarhad NGOs Ittehad
- Coordinator



Strengthening Participatory Organisation SPO

- Director GAD & Resource Mobilisation

World Wide Fund for Nature

Frontier Resource Centre

Sarhad Rural Support Corporation

- Chief Executive Officer)
- Khwendo Kor
- Director

Communications Round Table

IUCN

IUCN Pakistan

- Aban M. Kabraji, Head IUCN Pakistan

IUCN Sarhad Programme Office, Peshawar

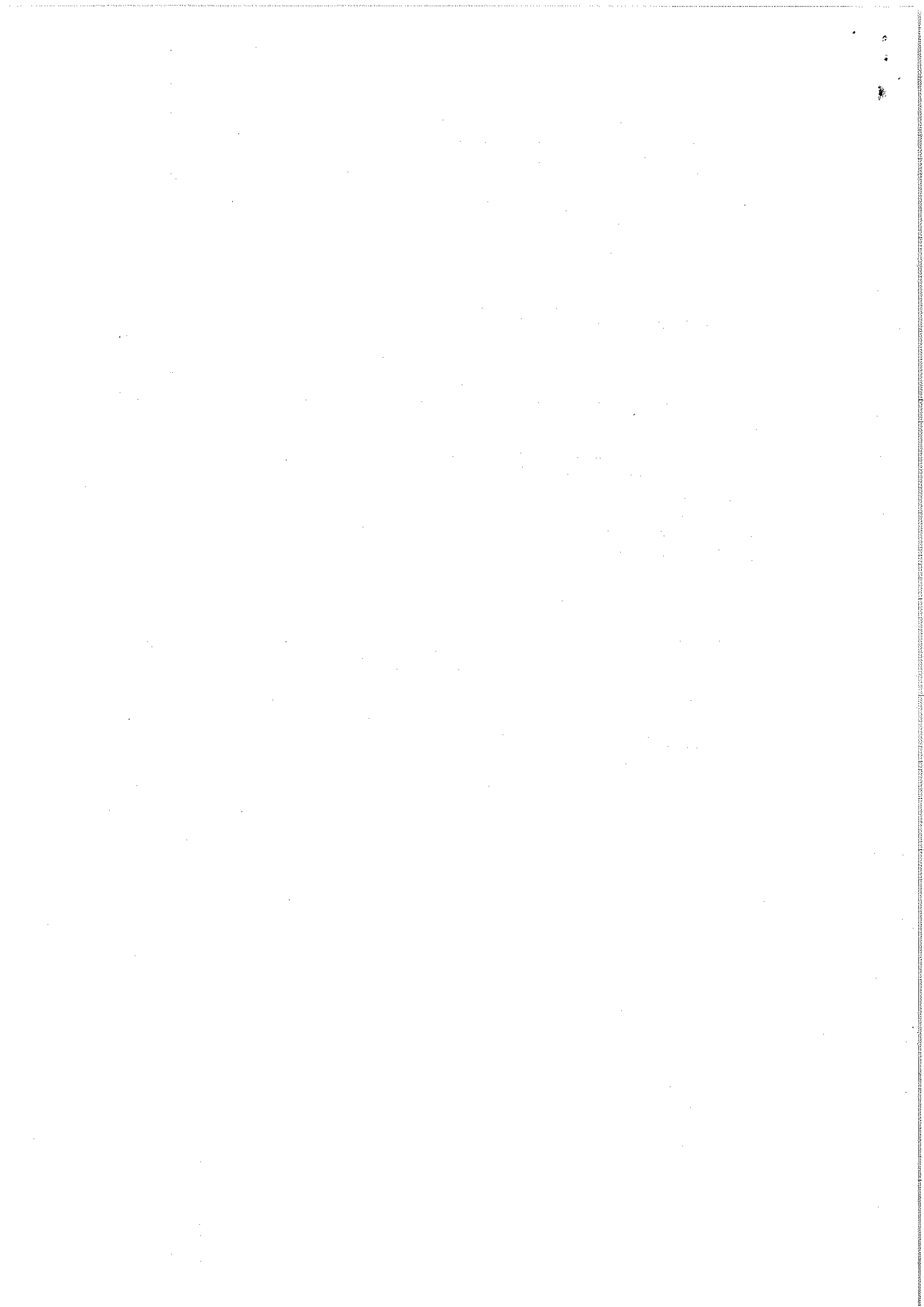
- Director
- Deputy-Director
- Programme Staff

SPCS Support Unit

- Director
- Focal Points

Visits

- Passive Thermal School Design Project
- Cultural Heritage Trail and Balishar Fort, Peshawar
- Pesticide Store on Jamrud Road
- Urban Waste Disposal in Peshawar



Debriefing Discussions

In addition to the official debriefing meeting, chaired by the Secretary PE&D on March 11, 1997, comments to the draft conclusions and recommendations submitted have been brought to the attention of the MTR-team.

In the further discussion of the overall framework of the SPCS support project, these considerations will have to be taken up again.

1. Official Debriefing

The following has been stressed during the discussion chaired by the Secretary PE&D, based on the draft conclusions and recommendations of the MTR:

Institutional set-up

There is an urgent need to clarify the functions of the different environment-related agencies within PE&D (Environment Wing, Environment Section, Environmental Protection Agency). Only after that, appropriate decisions on appropriately structuring the environmental portfolio can be taken in a meaningful manner.

The SPCS is to be implemented by line departments as far as the government administration is concerned. The PE&D assumes staff functions only. Whereas the Environment Wing, therefore, has got no function with respect to the implementation of the SPCS, appraisal and monitoring are functions to be assumed by PE&D and the Environment Wing in particular.

The EPA assuming at present both regulatory and implementing functions would require corresponding clarification of its role.

Cross-sectoral projects, that are again implemented by line departments, require coordination among the different agencies involved. In this respect, a project management unit is assuming the corresponding responsibilities.

Mechanisms involving the civil society

Participatory approaches require an incremental approach. With respect to the cultural characteristics of the population of NWFP, corresponding capacities will have to be built first.

Capacity development

Projects promoting sustainable development are inherently cross-sectoral. The departments in most cases lack the required design capabilities. These capabilities



have to be developed, a task eventually to be taken up by the SPCS support project and IUCN, under donor support.

The capacities within the individual departments have to be built, "the people have to be retrained."

A basic assumption of corresponding capacity development efforts is staff continuity, itself a prerequisite for sustainable development. Moreover, a new focus on "project design" would imply the involvement of the private sector, through creating an enabling environment.

Financial sustainability

Projects carried out may not result in liabilities to the government in the post-project phase. Self-financing, therefore, becomes an issue of major importance.

2. Comments of the IUCN-SPCS Team on the Summary of Conclusions and Recommendations of MTR Mission

(excerpt of Document submitted by IUCN on March 11, 1997)

The SPCS support project appreciates the MTR-team for the close interaction with project staff at the time of the review. It has been a very valuable and rewarding interaction. Its draft conclusions and recommendations were discussed and reviewed internally in the IUCN-SPCS Unit in order to understand their implications for future re-orientation of the support project. The impressions are presented below:

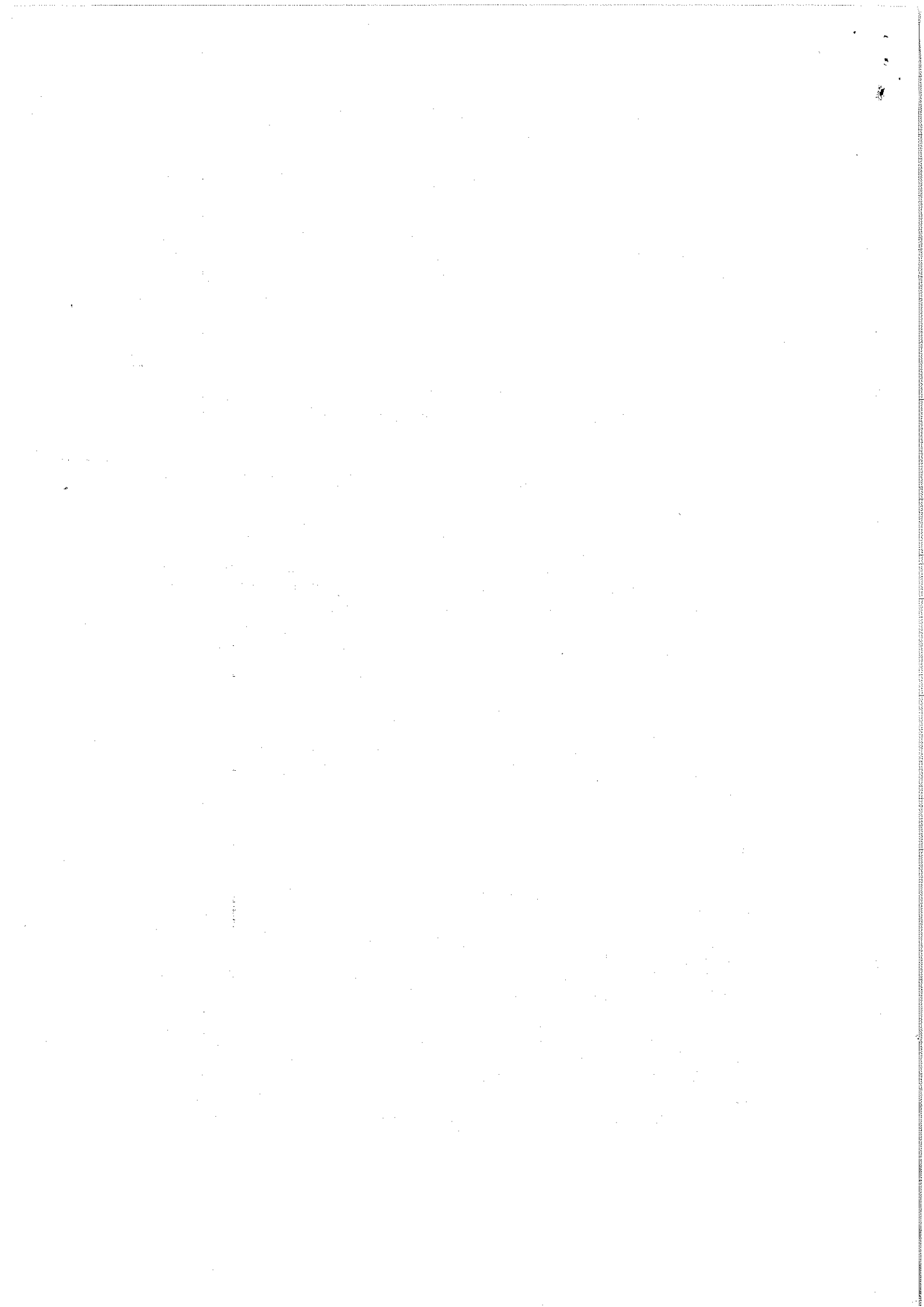
1. Institutional Reforms and Governance

The role of the support project in "capacity building" and "technical support" to the partners needs to be clearly defined and spelled out so as to minimise future ambiguities.

2. Institutional Set-up

The conclusions and recommendations omit to mention that the success of the support project is not a factor of IUCN-SDC input alone, and that it also greatly depends on strong and properly resourced counterparts, notably the Environment Wing and Environment Section. The absence of such a mention will take the pressure off the government for adequately resourcing the counterparts, and will unduly raise the expectations from the IUCN-Support Unit.

The report has rightly recommended the establishment of closer operational linkages between the Environment Wing and the support project. However, it needs to be recognised that the responsibility for the SPCS implementation in GoNWFP, in fact, lies with all its different departments. Therefore, the SDC-IUCN support project also needs to establish and maintain effective linkages with these departments.



In order to ensure proper representation of key stakeholders, it is important that they are duly represented in the review and advisory group to be established for the support project. Accordingly, instead of Steering Committee it may be called Project Advisory and Review Group and that it may include representatives from all key line departments besides representation from the Forum of Environmental Journalists and the Sarhad Chamber of Commerce and Industry. Following the format of the Round Tables, it is proposed that there should be no fixed chairmanship in this group and it should rotate among the members. This is important for creating greater sense of ownership among all the stakeholders. The forum should not be called "Steering Committee" because it may be confused with the SPCS Steering Committee.

Comment of MTR-team:

The functions (transparency in planning, co-ordination) the Steering Committee proposed would have to assume could as well be organised in

- (1) a co-ordinating committee, combined with*
- (2) the reactivated Executive Committee of the Environmental Protection Council.*

The internalisation of the Focal Points by the GoNWFP besides being uncertain may not necessarily be the most appropriate arrangement for their continuation. Other options may have to be considered. This may best be done based on an evaluation of the Focal Points experience later in 1997. The MTR may wish to recommend such an evaluation.

Mechanisms for SPCS support project to foster implementation of SPCS

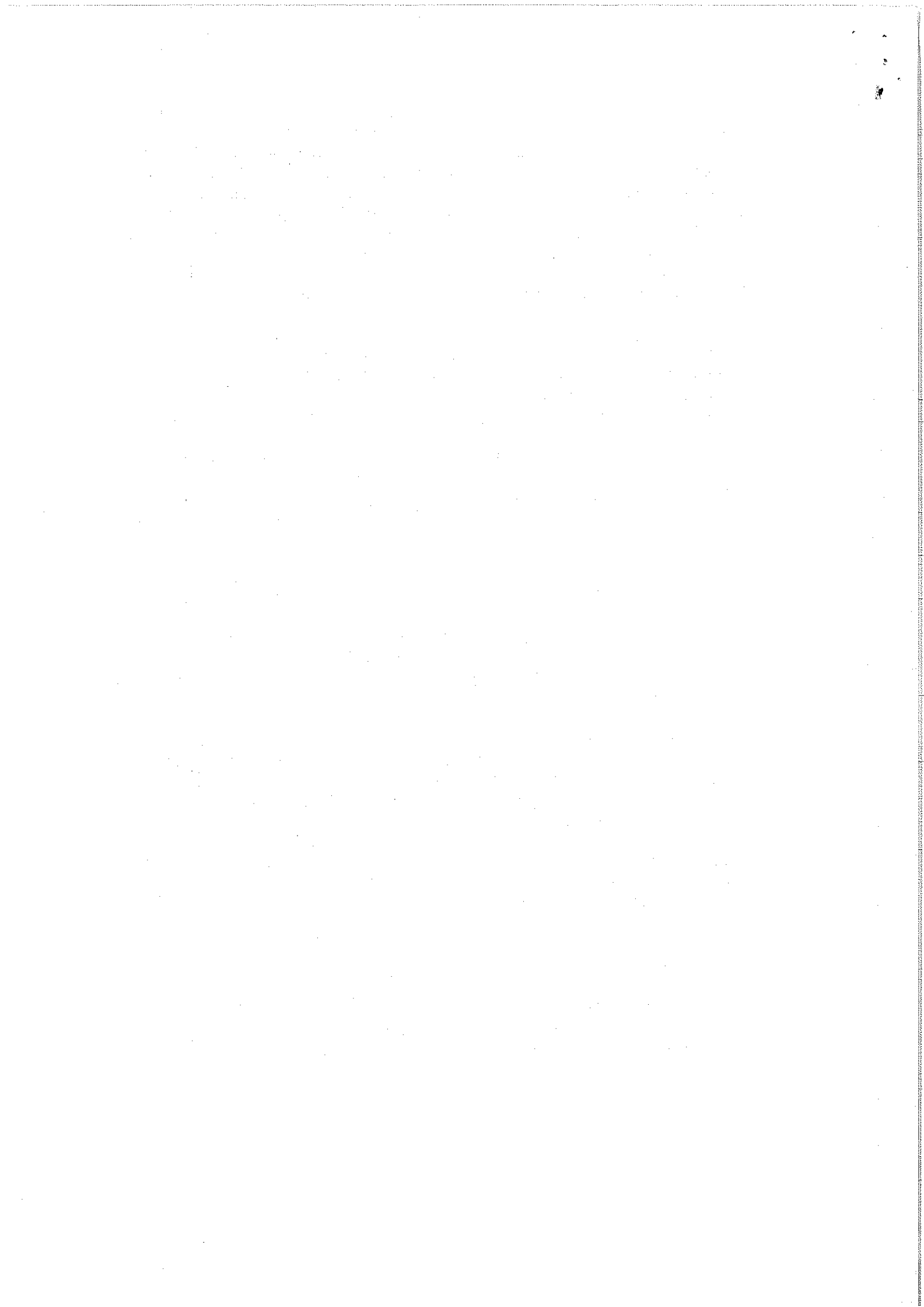
The role of Focal Points in "servicing" line departments needs in training, planning, monitoring, and implementing environment (and SPCS) related projects needs clarification, prioritisation and focusing so as to avoid ambiguity and set realistic goals for them.

Support project's outreach to the NGOs and private sector needs further boost as well as investment of human and financial resources in view of the important role of these key partners in SPCS implementation. Therefore, the mechanisms to involve civil society have to be appropriately institutionalised and scaled-up. For this purpose, a certain re-direction of efforts and resources will be needed.

EIMC has not been conceptualised yet. Potential overlap in functions with FRC can be addressed in developing the concept of EIMC and should not constrain support of FRC, that is a joint undertaking of all major NGOs in NWFP.

Capacity development

The significance of skills gained through on-the-job processes has been acknowledged. Its continuation also needs to be recommended in view of its value and importance in capacity building.



Gender

Contribution of the support project to training in gender sensitisation would require additional human and financial resources. This would necessitate either a certain re-direction of our existing efforts and funds or the provision of more resources.

Financing

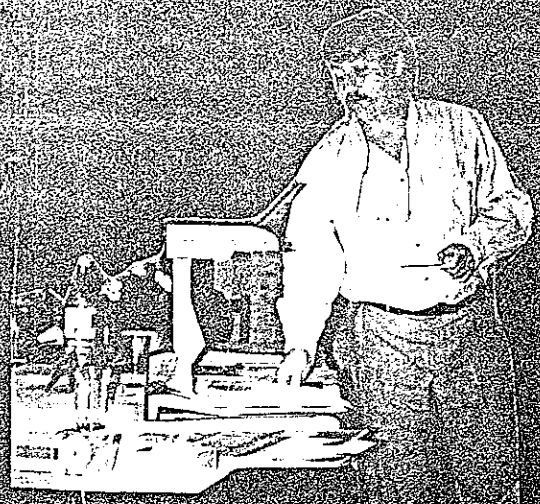
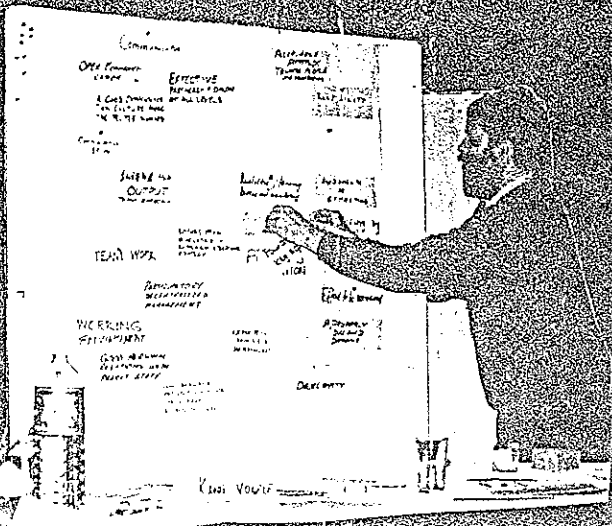
The support project could advocate that the governance and management structures of Fund for Sustainable Development inspire confidence of stakeholders. The project, however, cannot "ensure" it, because it is beyond its control.

Identification and promotion of innovative self-financing mechanisms could be best accomplished by the Round Tables rather than the support project. The support project, however, will contribute to the processes.

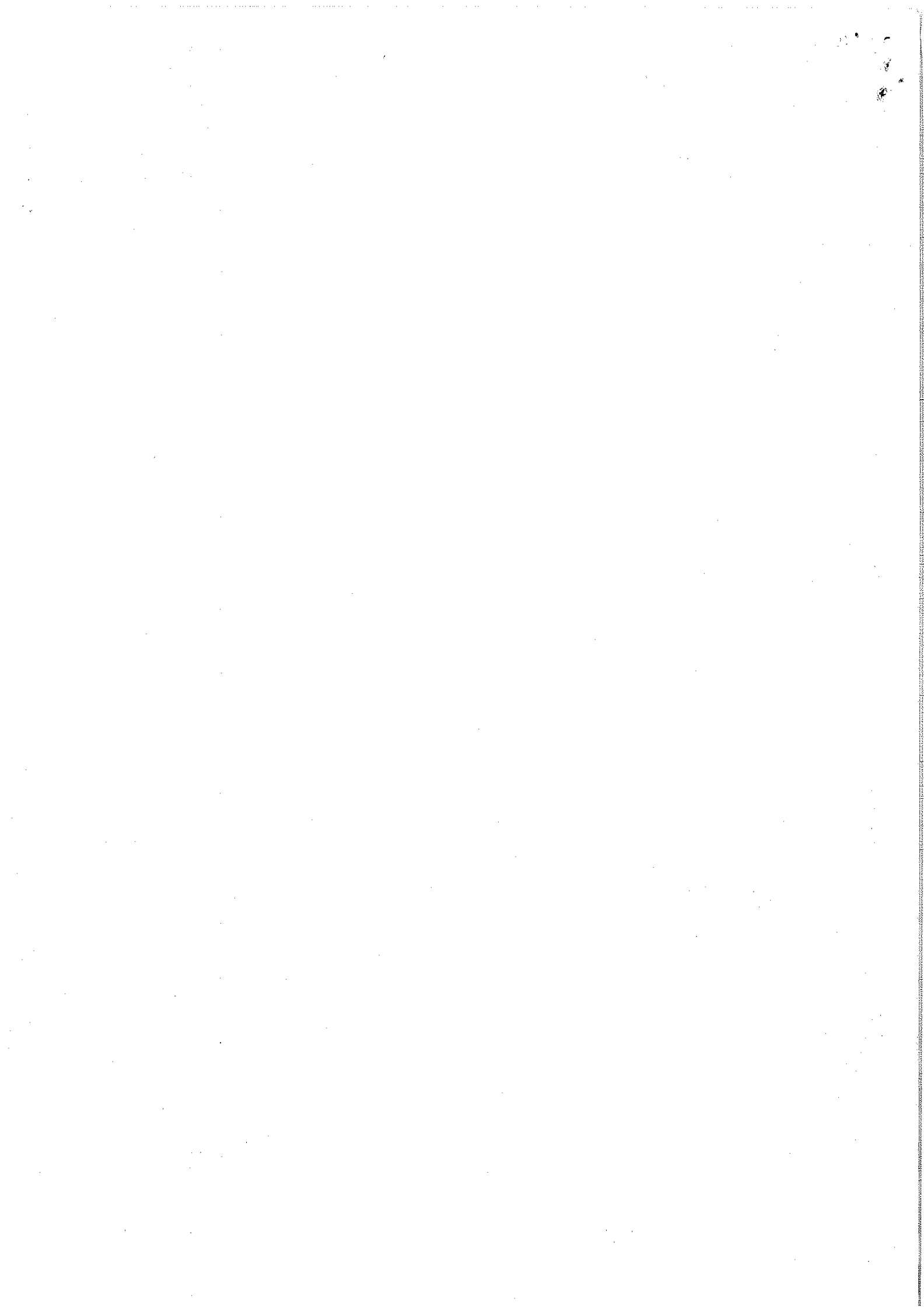
Follow-up

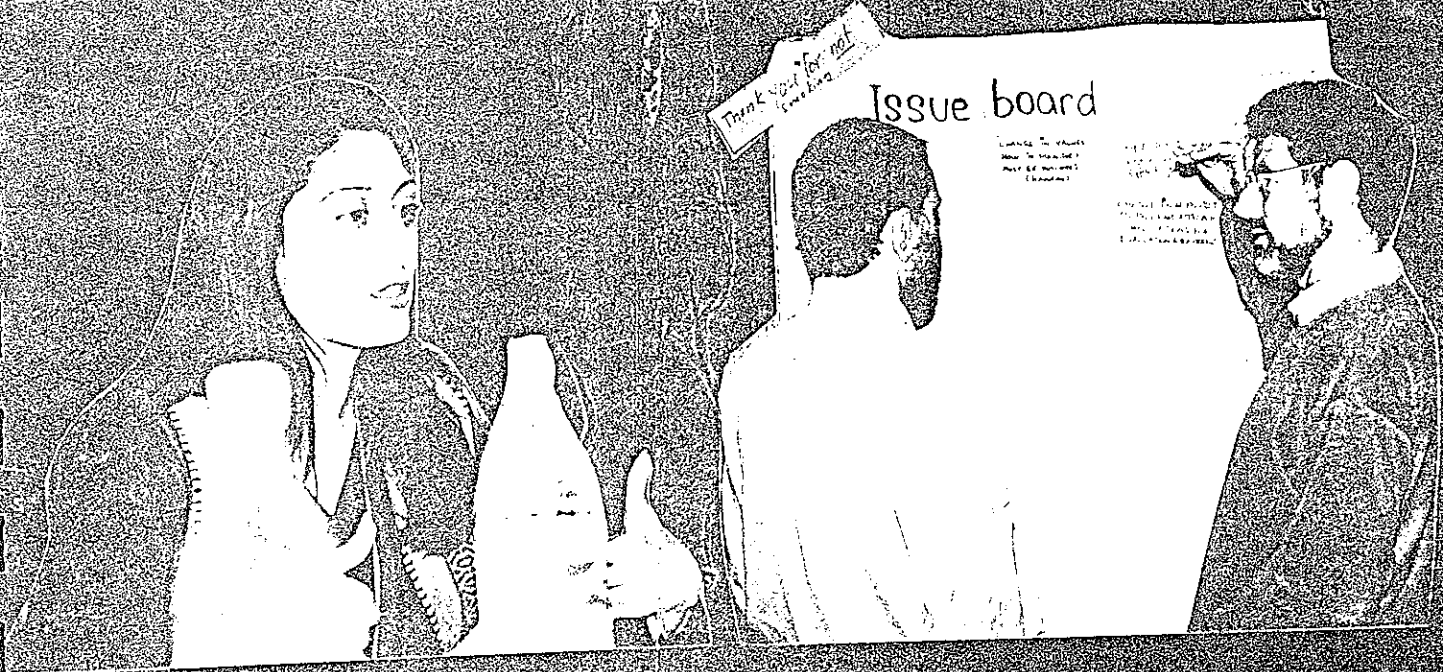
The recommendations are silent about the follow-up of the project after the end of phase II, although it is implied in the other very positive recommendations. An explicit recommendation on the need for a follow-up would lend greater confidence to the partners and would inspire them to provide for such a follow-up in their future plans.



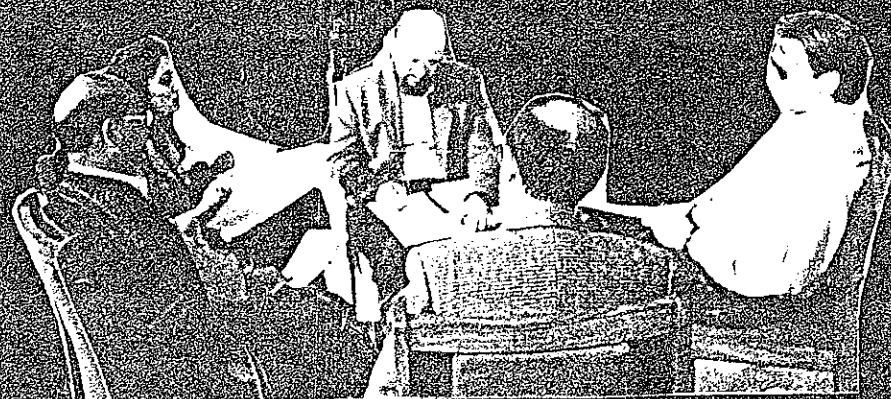
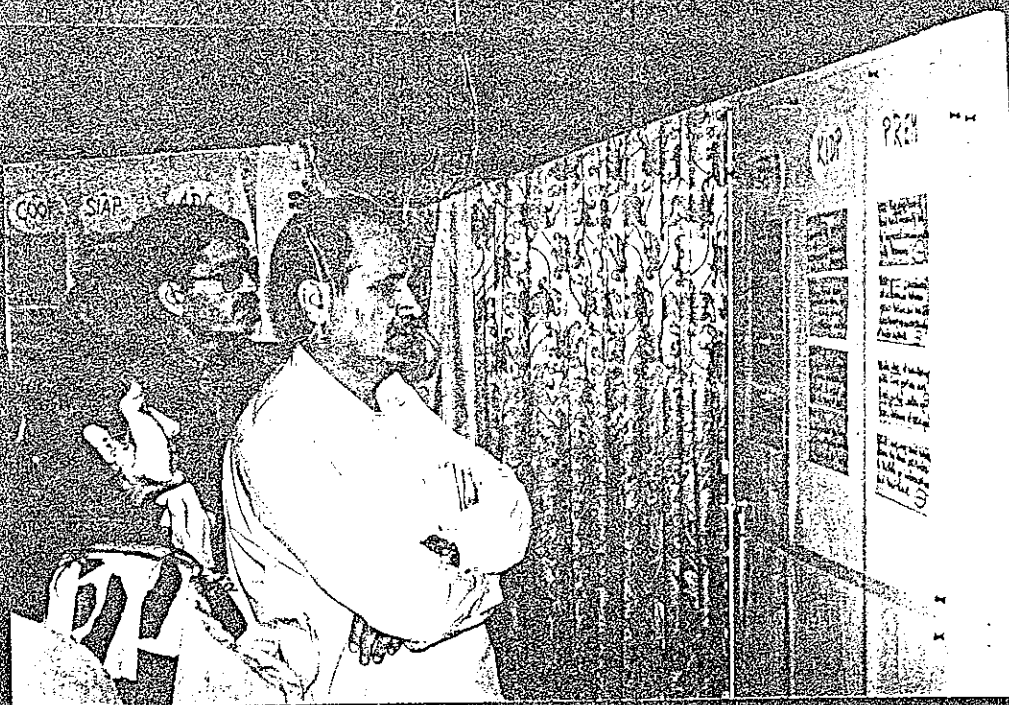


picture by
Patricia Sohier
and Claire Euler









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