

IUCN Pakistan Programme

Conservation of the Environment



IUCN Pakistan Programme

# Capacity Building for the Environment: A Background Study for the Pakistan Environment Programme

Peter Morgan

---

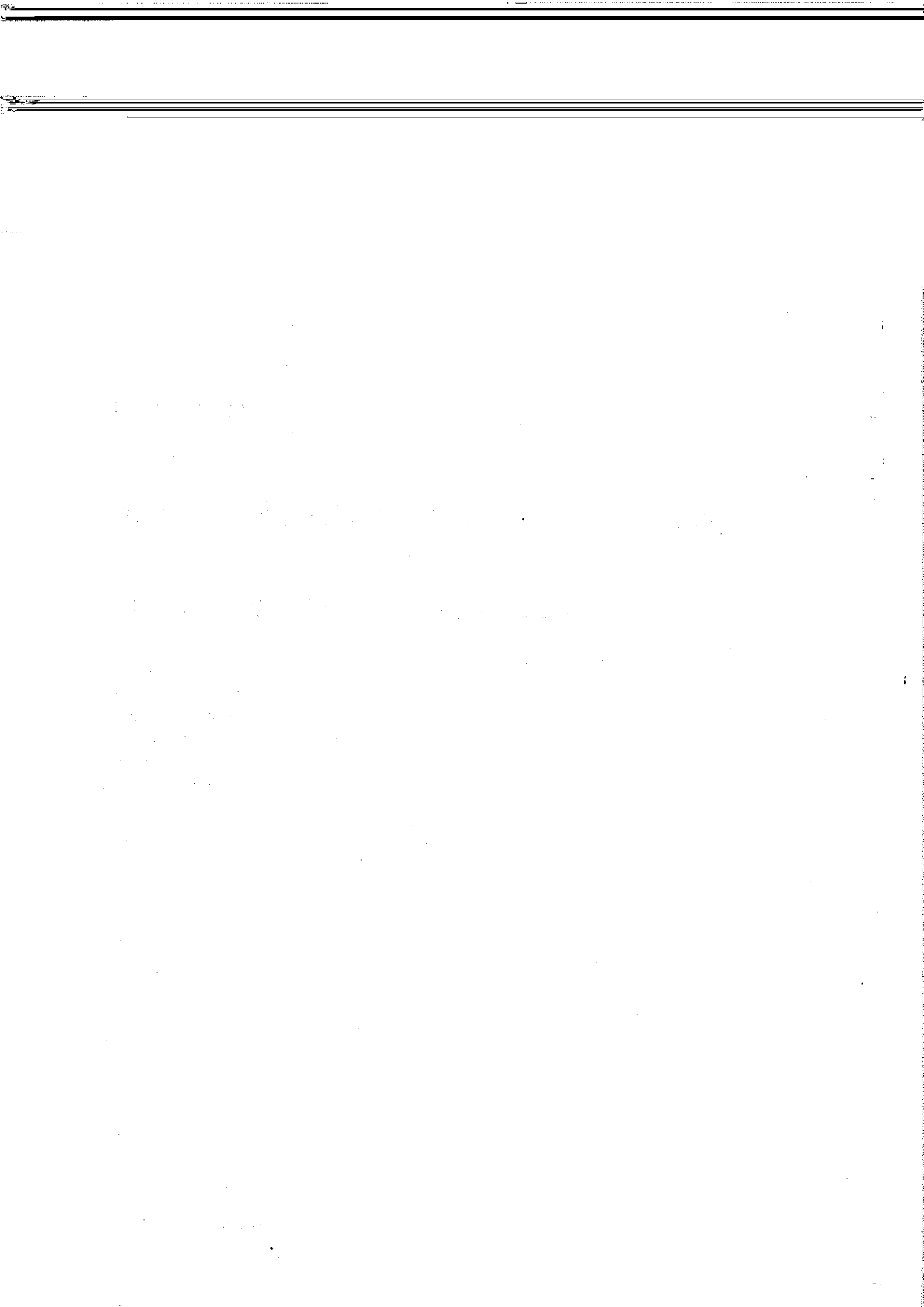
---

---

Heather Baser  
Robert Malpas  
Zafar Qureshi  
Naim Sipra

"There is no finish line"  
Nike

**IUCN**



---

# Contents

Acknowledgements	vi
Glossary	viii
Executive Summary	x
1. Introduction	1
2. Capacity Development and the Pakistan Environment Programme	3
2.1 A General Framework for Capacity Development	3
2.1.1 A Definition of Capacity Development for the Environment	3
2.1.2 A Framework for Capacity Development for the Environment	4
2.1.3 Applying the Capacity Framework to Pakistan	6
2.1.4 Recommendations	8
2.2 The PEP Context and Organizations	9
2.2.1 National Conservation Strategy Unit	10
2.2.2 Environment Section - Planning Commission	11
2.2.3 The Sustainable Development Policy Institute	12
2.2.4 Recommendations	12
2.3 The Implementation Challenges of the PEP	12
2.3.1 An Iterative, Learning-Based Approach	13
2.3.2 Judging PEP Effectiveness and Impact	13
2.3.3 Dealing with the 'Coordination' Issue	14
2.3.4 The Role of Information and Incentives in Capacity	
2.3.5 Achieving a PEP Partner Consensus	16
2.3.6 Structuring the Role of IUCNP	17
2.3.7 The Use of the Programme Approach	17
2.3.8 Recommendations	17
3. The Organization and Management of IUCNP	18
3.1 Organizational Progress Since 1992	18

---

3.4 Management Issues for IUCNP	40
---------------------------------	----

3.4.1 Organizational Values and Culture	40
---	----

3.4.3 Administration and Personnel	42
3.4.4 Organizational Learning	44
3.4.5 Organizational Communications	46
3.4.6 Strategic Planning, Thinking and Management	47
3.4.7 Performance Management	48
3.4.8 Implementing the Changes	48
3.4.9 Recommendations	49

3.5 Financial Management and Revenue Generation	50
---	----

3.5.1 Financial Management	50
----------------------------	----

3.5.2 The IUCNP Cost Centre and Staff Establishment	51
3.5.3 Expenditure Management	52
3.5.4 Revenue Management: Project Overheads, Staff Time Charges	

ANNEXURES

Annex 1: Some Pitfalls of Quantitative Evaluation Systems

~~Annex 1: Some Pitfalls of Quantitative Evaluation Systems~~

Annex 3: Terms of Reference for the Project Focal Point

~~Annex 3: Terms of Reference for the Project Focal Point~~

Annex 5: Terms of Reference for the Project Administration Unit

~~Annex 5: Terms of Reference for the Project Administration Unit~~





# Acknowledgements

us with time and insight during the month of December 1994. Many were being interviewed for the second time within two years but still responded with interest and



# Glossary

CIDA	Canadian International Development Agency
CPO	Canadian Partner Organization
E&UAD	Environment and Urban Affairs Division
EU	European Union
F&A	Finance and Administration Unit
FPC	Federal Planning Commission
GOP	Government of Pakistan
IUCN	The World Conservation Union (International Union for Conservation of Nature and Natural Resources)
IUCN-HQ	IUCN Headquarters, Gland, Switzerland
IUCNP	IUCN Pakistan Country Office
JRC	Journalists' Resource Centre (Communications Unit)
NCS	National Conservation Strategy

NWFP	North West Frontier Province
OECD	Organization for Economic Cooperation and Development
PEP	Pakistan Environment Programme
PSU	Programme Support Unit
POSA	Pakistan Provincial Office for Conservation

SDPI	Sustainable Development Policy Institute
SPCS	Sarhad Provincial Conservation Strategy
UNEP	United Nations Environment Programme







too great an involvement in large field programmes which have the potential to overwhelm its implementation capacity.

IUCNP must continue to reshape its organizational structure. A new management tier is needed to assist the Country Representative (CR) in the overall direction and management

is designed to build IUCNP's capacity to manage large programmes and strengthen its support services such as financial and personnel management. Over the course of the next few years, IUCNP should shift again to a more decentralized structure which would see the growth of the IUCNP field offices in Islamabad and Peshawar and a change in the professional focus of the organizational unit from technical to geographic. Of particular importance in both these structures are the objectives of improving IUCNP's capacity to combine greater delegation and decentralization with the need to maintain a sense of coherence within the organization. Part of the solution is to

- 
- IUCNP should be cautious about the number and type of larger projects that it implements on behalf of international donors. No additional major programmes or



management and evaluation.

- A pay revision should be considered for support staff only.
- The Finance and Administration Department should investigate the possibility of

The development of a fund raising strategy by mid-1996 would be a key part of any move to sustainability.

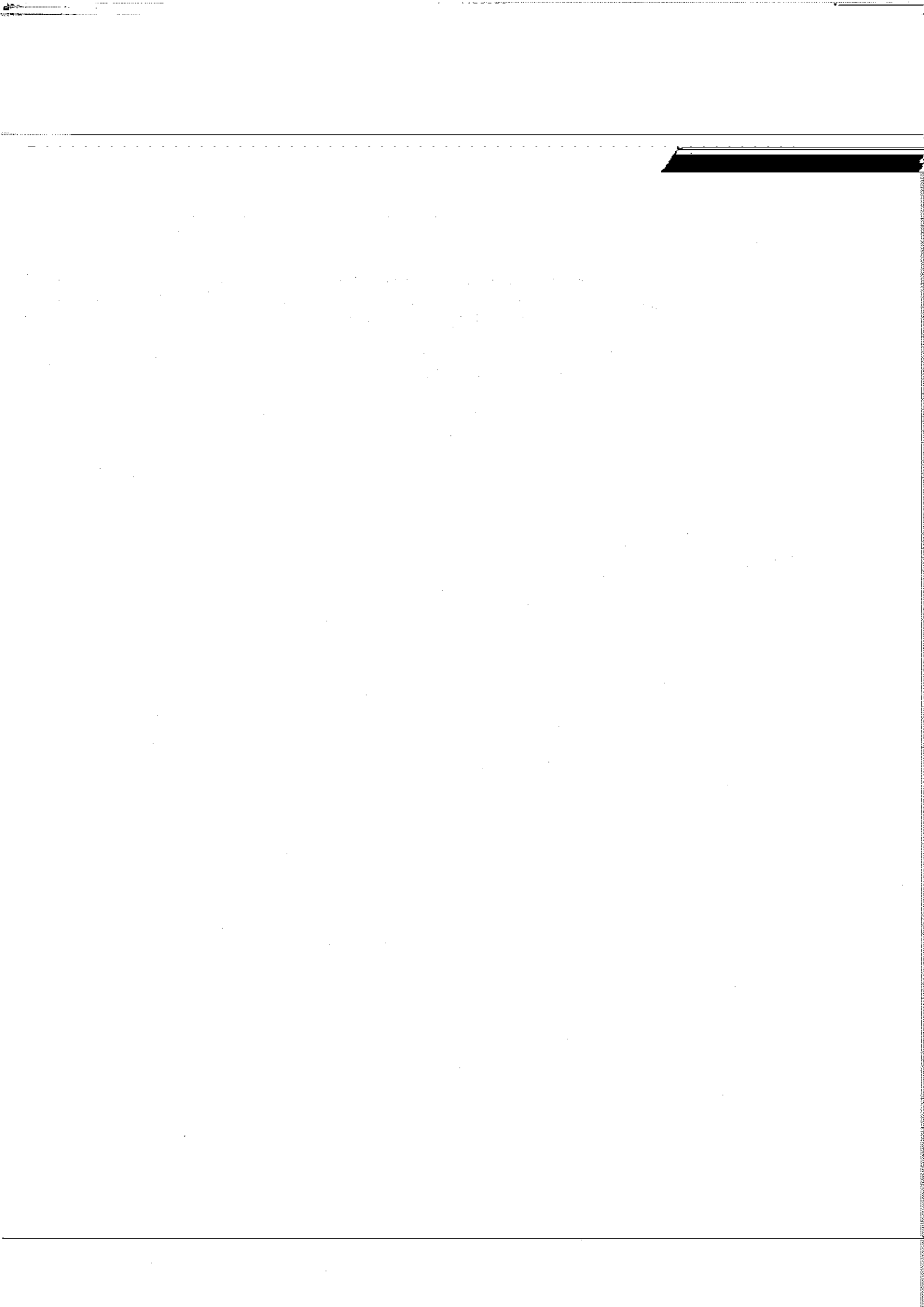
## 5.1 Recommendations

- IUCN should defer a decision on making IUCNP into a regional office for at least another two years pending the further strengthening of IUCNP's institutional capacity and the transition to a new Country Representative.

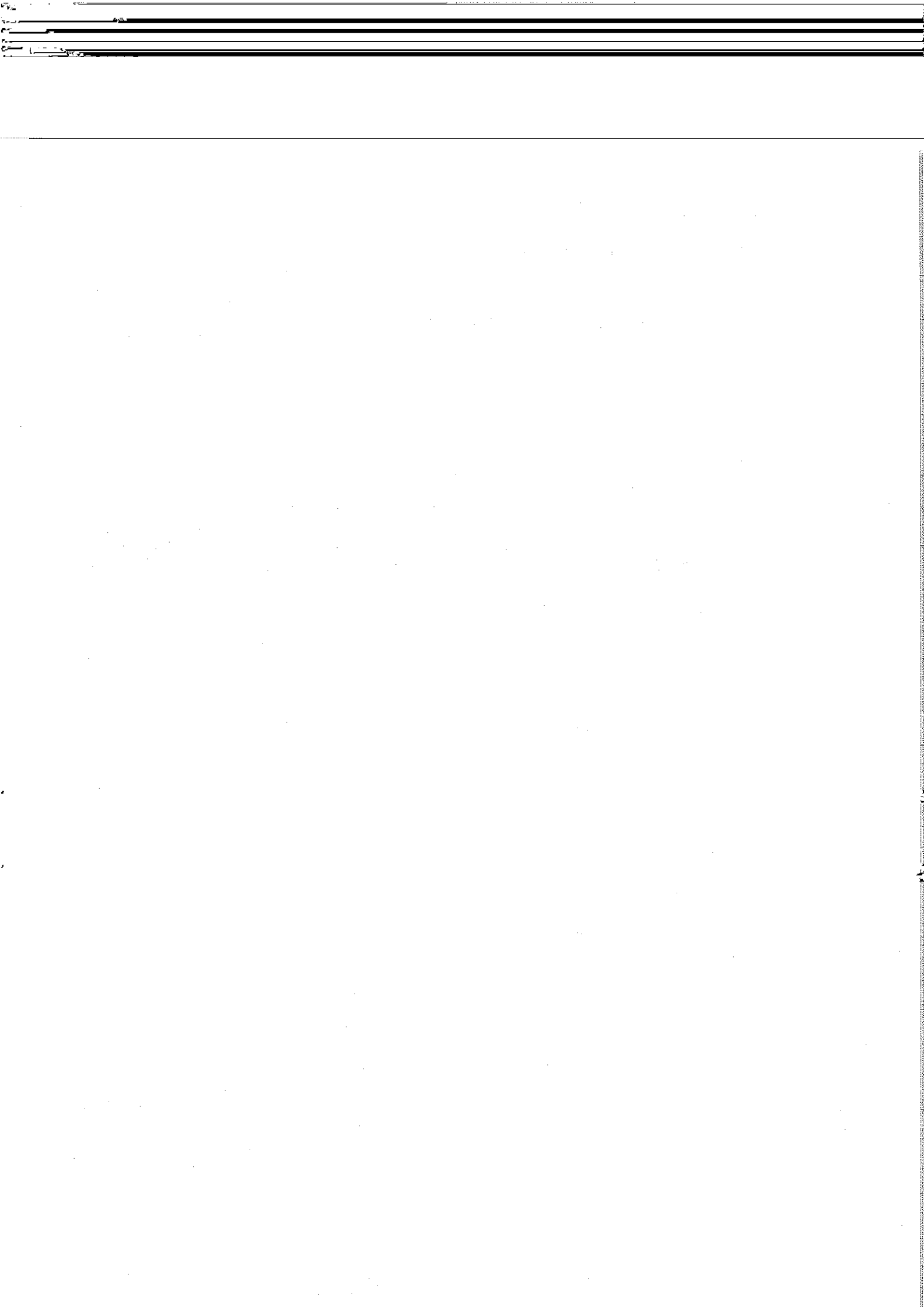
WONP should continue to make in some of the corporate

decision making at the Gland Secretariat.

WONP should continue their efforts to exchange staff technical







The field work for this report was conducted in Pakistan from 1-18 December 1994. The team<sup>1</sup> consisted of Peter Morgan (independent consultant and institutional specialist), Dr. Zafar Qureshi (Professor of Organizational Studies at Lahore University of Management Sciences (LUMS)), Wendi Backler (institutional specialist from Stothert Management Ltd. in Vancouver Canada), Dr. Robert Malpas (former Regional Director for IUCN in Eastern Africa), Heather Baser, Senior Advisor, Technical Cooperation and Capacity Development, Policy Branch in CIDA and Dr. Naim Sipra, Professor of Marketing at LUMS. The work itself consisted of meetings in Karachi, both with IUCNP staff and with outside organizations and meetings in Islamabad and Peshawar with representatives of federal and provincial governments, donors, NGOs, academic institutions and IUCNP staff.

To make it easier for busy readers to go through this report, we have used two approaches to synthesize and summarize the main findings. The Executive Summary at

section has a brief overview in bold type at the beginning and a summary of the

"...the ability of individuals, groups, organizations and institutions to devise and  
implement solutions to environmental issues as part of a wider effort to achieve

"... the ability to perform appropriate tasks effectively, efficiently and  
sustainably..."<sup>4</sup>

Whatever the specific definition, this report assumes that the term capacity development  
refers to a process by which a broad interconnected set of human and institutional  
behaviours develop in ways that can marshal resources to carry out public functions. The



components as set out below. Each component contains a variety of factors (e.g. the "functional" will contain "networking" and "decision making") which vary depending on

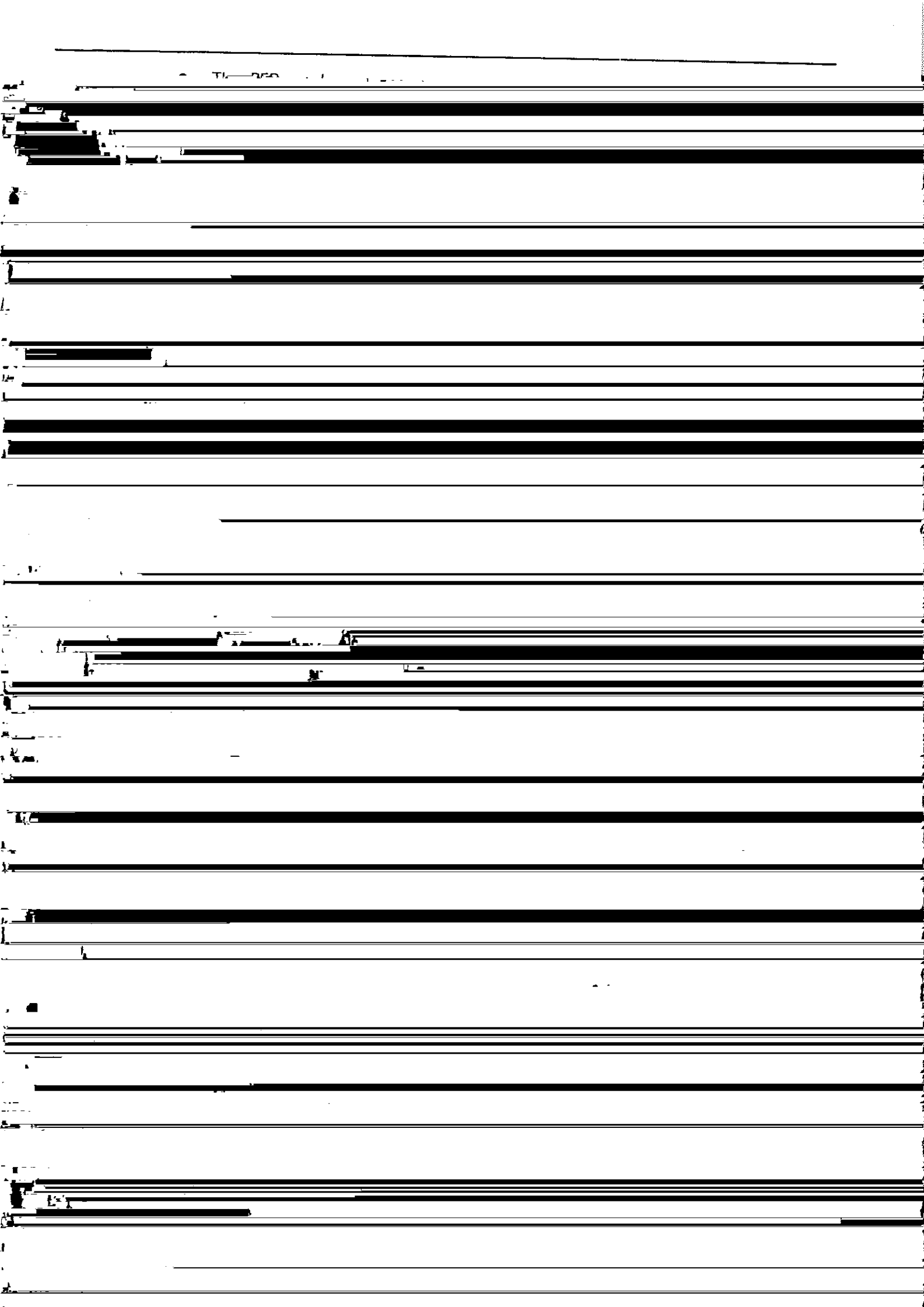
the nature of the environmental task. The interrelationships amongst the components (e.g. the influence of the political context that would enable a particular occupational sector

71

13

1000

...essentially about capacity development. While helpful in some ways, these



- Pakistan is at the early stage of institutionalizing its environmental management resources and turning them into a critical mass of people, groups, organizations and institutions that can make a significant difference. For a country of its size, need and

... compared with countries at its same level of development. Most of its

---

discussions will be useful in subsequent discussions on objectives, designing the monitoring and evaluation processes, and agreeing on indicators of programme effectiveness.

## 2.2 The PEP Context and Organizations

reduction in size from C\$ 24 million to C\$ 15 million. The PEP provides support to four institutions (IUCNP, the NCS Coordination Unit of the Environment and Urban Affairs Division, the Environment Section of the Federal Planning Commission, and the Sustainable Development Policy Institute).<sup>14</sup> As the lead institution, IUCNP has

2.2.1 National Conservation Strategy Unit

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

like most GOP departments, the NCS Unit is vulnerable to frequent transfer of staff

Efforts need to be made to minimize transfers in and out of the unit to maintain continuity, particularly during its formative years. Transfers result in significant delays in coordination given the need for new staff to build their networks of

personal contacts.

The NCS Unit today faces many of the same organizational constraints that it did two and a half years ago when it became operational<sup>18</sup>. The delays in implementing the PEP have also held up the arrival of the technical support that is critical to the unit's success.

### 2.2.3 The Sustainable Development Policy Institute

SDPI has a broad mandate to carry out public sector policy research to support NCS implementation. Despite the financial difficulties stemming from delays in the PEP approval process, SDPI appears to have already developed its ability to do high quality research and policy advocacy. A cadre of highly skilled, well trained researchers (24 of



---

These management guidelines are the following:

### 2.3.1 An Iterative, Learning-Based Approach

The PEP is facing an uncertain context and a complex series of ambiguous objectives. Virtually all of the specific goals set for the programme are likely to change under the pressure of unforeseen and unavoidable changes. The PEP partners must collaborate to detect the need for these changes, formulate appropriate responses and absorb these into the management of the programme. Such an approach will in turn require a participatory style of monitoring, effective inter-partner communication with constant

---

---

and maintain a shared understanding of the purposes of the programme. Virtually all the PEP objectives will have to be conceived and managed as action hypotheses that will

---

---

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

b

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

in the public sector, have an extremely limited experience in working in a formal

hierarchical way. The capacity for coordination is not achieved in a two or three year period. What results can reasonably be expected in the Pakistan case? And by when?

- The coordination function appears to develop best in conditions of political stability and support. Given the uncertain and rapidly changing political conditions in Pakistan, what approaches to the coordination issue could work best?
- Too great an attempt to force coordination leads to bad personal relationships, distrust, poor cooperation and performance breakdown. How should the NCS Unit set the balance between encouragement and control? What, in fact, will be the coordination 'rules of the game'?
- Different organizational strategies requiring different skills need to be used by

coordination units. What kind of skills need to be housed inside a coordination unit like the NCS?

- Organizations need both incentives and a certain amount of coercion to make serious efforts to achieve improved coordination? What is the present pattern of incentives and coercion in the environment field in Pakistan? How could they be altered to improve coordination performance?
- The capacity of donors to coordinate their own activities seems to have a positive

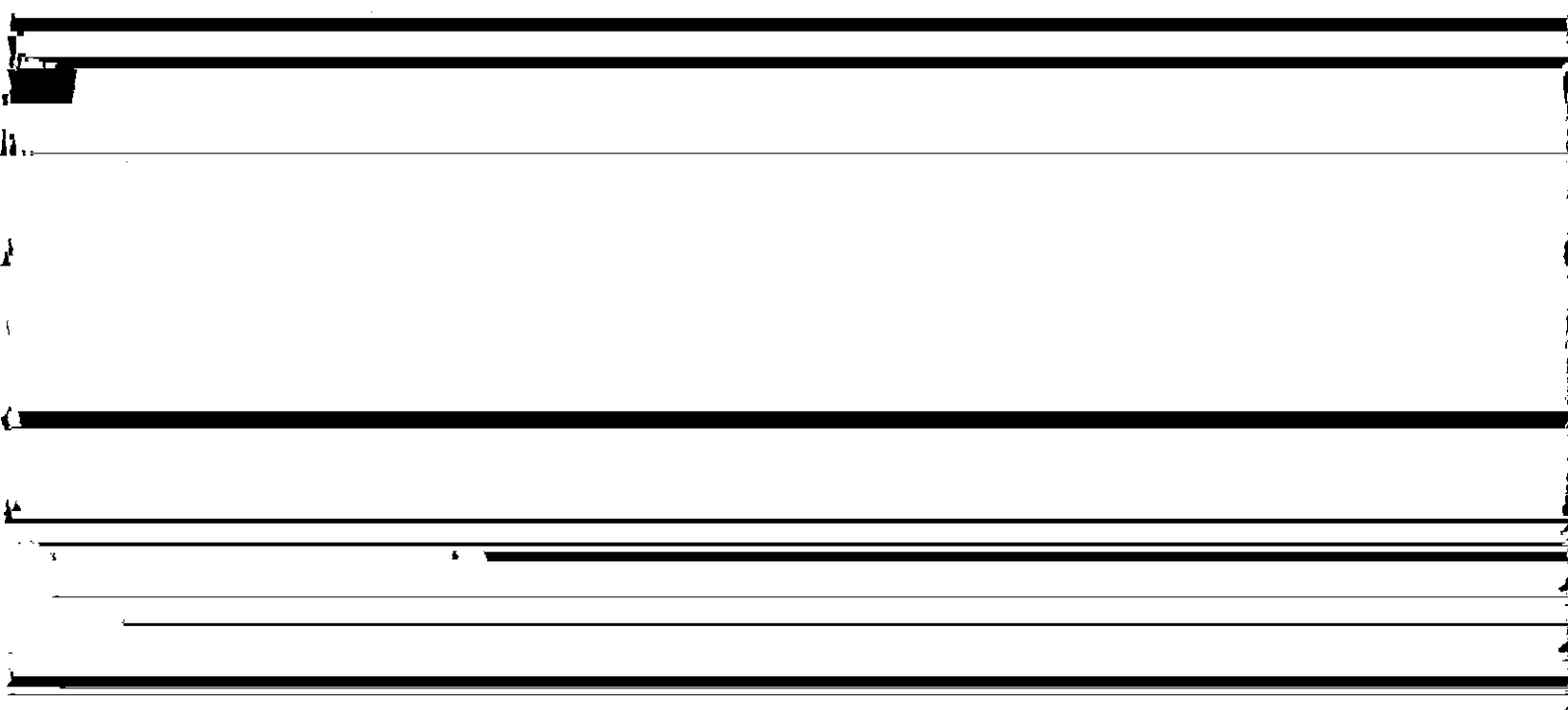
spreading awareness about the importance of using computer-based communications for fast retrieval/exchange of information.

It is also the case that many of the PEP objectives - especially with respect to the public sector organizations - will not easily be achieved if the pattern of incentives that acts upon individuals and institutions in public sector institutions is biased against action<sup>29</sup>. If good performance goes unrewarded and bad performance is unpunished, it is hard to

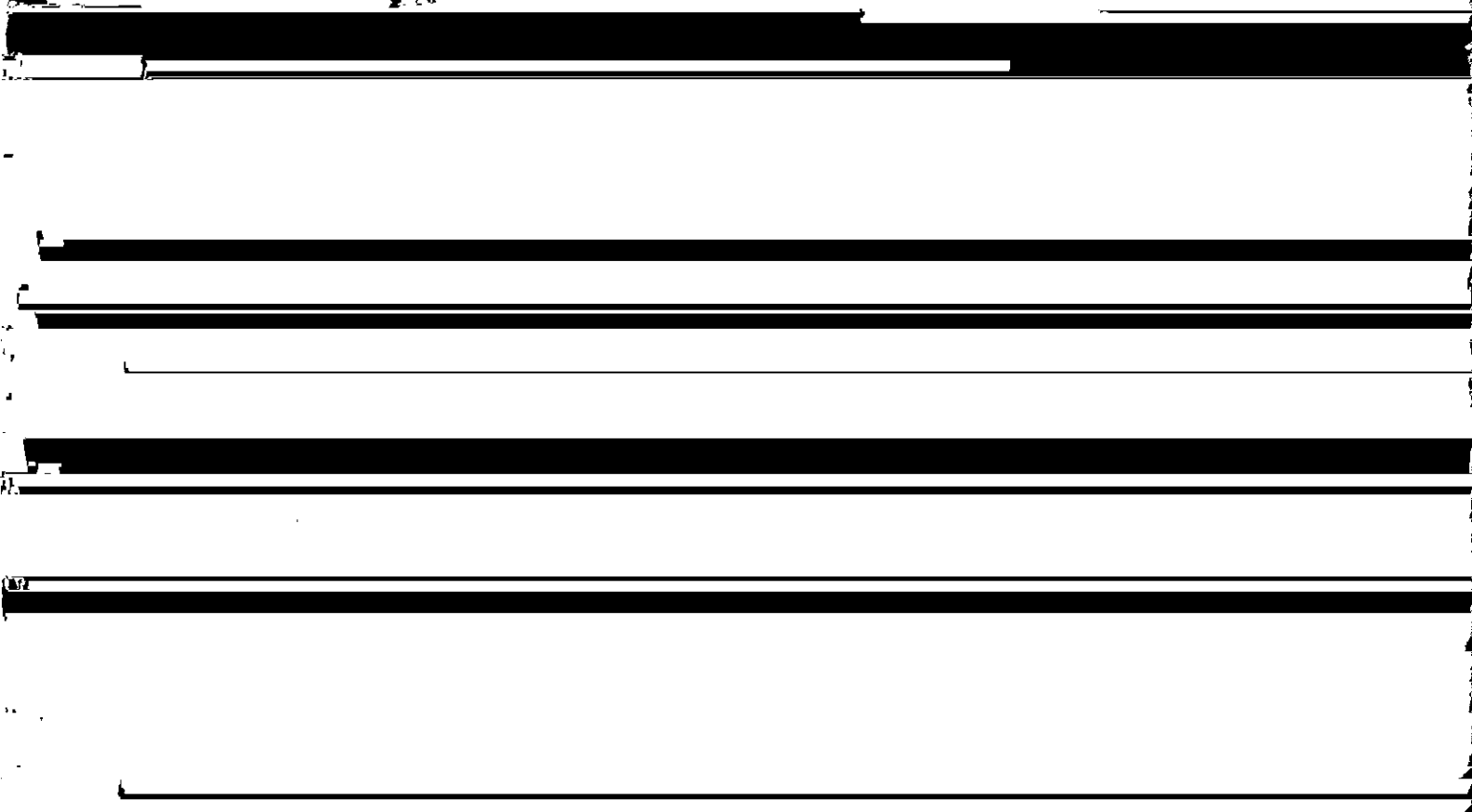
---

### 2.3.6 Structuring the Role of IUCNP

The PEP partners need to give particular attention to the role of IUCNP for two reasons. First, IUCNP has the accountability to CIDA for programme management. The idea that



IUCNP would exert some sort of management supervision over the PEP activities of government agencies is a novel one in Pakistan and one that will need careful explanation







enthusiast led organization. Initial stakeholder expectations were low. 'Founder' staff

1.

4.

11.

2011

(11)

0



when discussing the mandate of IUCNP:

- What conditions in the Pakistani context influence the choice of a mandate or direction?
- What is meant by the terms 'facilitation', 'networking' and 'project implementation' in the Pakistani context and how are these activities programmed into a mandate?
- Does IUCNP's role flow from its responsibilities as a country office of IUCN or should

2.2.3 Networking and Facilitation as a Programme Objective<sup>10</sup>

The debate about the role of IUCNP also involves a judgement on the degree of emphasis

on networking and facilitation as a programme objective. This issue has been

that field project involvement creates the legitimacy which reinforces effective networking and policy advocacy;

- A pure networking model for an organization like IUCN makes the most sense from

comparative advantage and organizational capacity<sup>41</sup>, if it begins to compete with its own members for donor projects and finally, if it accepts projects whose direction and style of management are driven by donor requirements, it may put at risk its overall focus

with the donor community as well as with members and project partners, and this either

This indigenous organization perspective has two implications for the role and mandate

of IUCNP. First, its non-political stance and its range of connections allows IUCNP to act as intermediary organization<sup>43</sup> in Pakistan, as opposed to a grass roots organization such as the Aga Khan Rural Support Organization Pakistan (AKRSOP) a classic grassroots

- 
- A willingness to work with all types of partners in Pakistan including Government at all levels. Its relationship with the GOP may be unique in IUCN;
  - A synthesis or a hybrid of networking and field implementation projects;
  - A wish to balance its significant operational and financial autonomy with its support
- 

20,

Associate Director staff and leadership but with the use of expatriate personnel for

specialized tasks;

- A strategy that is membership influenced rather than driven.

In general, this report supports the direction of the Pakistan country model. It is important

---

---

continually prune and focus if it is to create the critical mass necessary to make a real difference."<sup>45</sup> This advice remains as true in 1995 as it was in 1992.

- IUCNP must, therefore, do two things on a continuous basis: First, it must maintain a clear sense of its comparative advantages and competencies, i.e. those key skills and contributions that it can provide better than other organizations in the field.<sup>46</sup>

The programming and organizational strategy then will need to be framed to both develop and maintain these skills. Second, IUCNP must retain a resolute sense of

financial and project management structures and systems, and on lessons learnt from the other large projects currently coming on stream.

Although not an immediate priority, we suggest that IUCNP carry out an evaluation of its



---

14. IUCNP should consider conducting a programme evaluation in late 1996 or early 1997.

### 3.3 The Organizational Structuring of IUCNP

IUCNP has been criticized for its organizational structure, which is perceived as being too complex and too bureaucratic.

... and complexity. Specifically, this means putting in place a new management tier

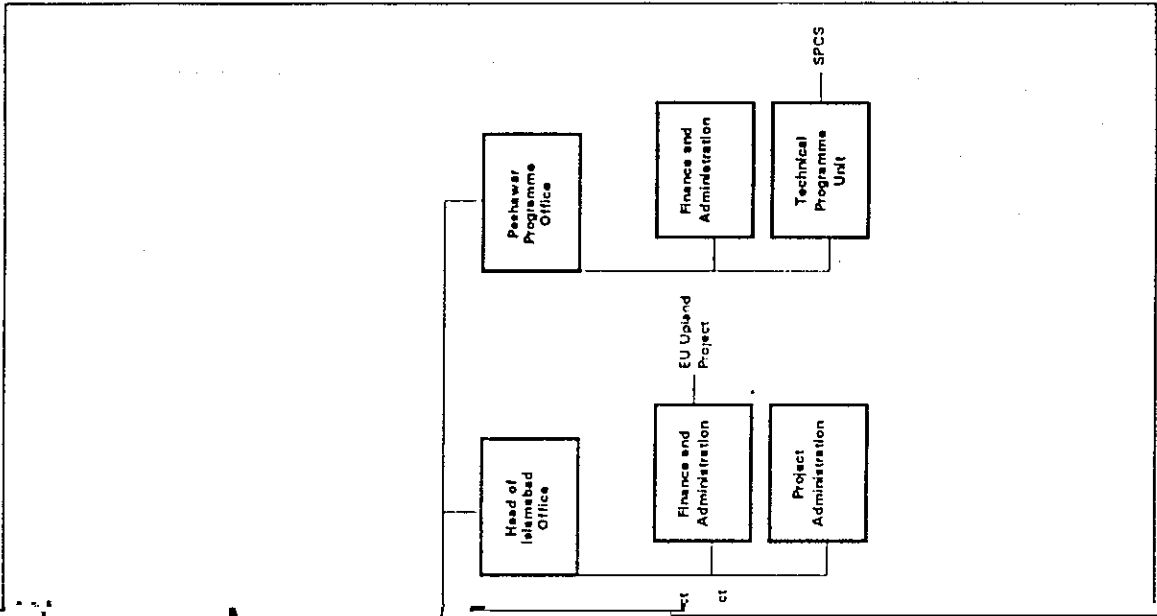
gradually reorganizing reporting lines and organisational groupings, building its capacity for programme implementation, and redesigning the committee system to encourage greater collaboration within IUCNP.

- create as little disruption as possible
- be achieved relatively cheaply
- help improve the financial and personnel management of IUCNP

- clarify the status of project-programme-core staff
- address the Karachi-Islamabad office relationship

We believe that IUCNP must try to achieve these objectives in stages. As will be seen

later in this report, the appointment of a successor to the present CR is unlikely to occur until 1996. IUCNP is also not now in a position to pay additional senior management staff. The recruitment of project management staff will take some months to accomplish.



The Awareness Group should comprise the existing Strategic Support Unit based in

located in Karachi;

The old Field Projects Department should be reorganized into a Natural Resources Group comprising the Forest Unit, Coastal Ecosystems Unit and the proposed Biodiversity Unit;

The Awareness and NGO Group should comprise the Journalists' Resource Centre, MOC's Gender Cell, ICM's and the Education Unit, all based in Karachi.

CTURE

Peshawar  
Programme Office

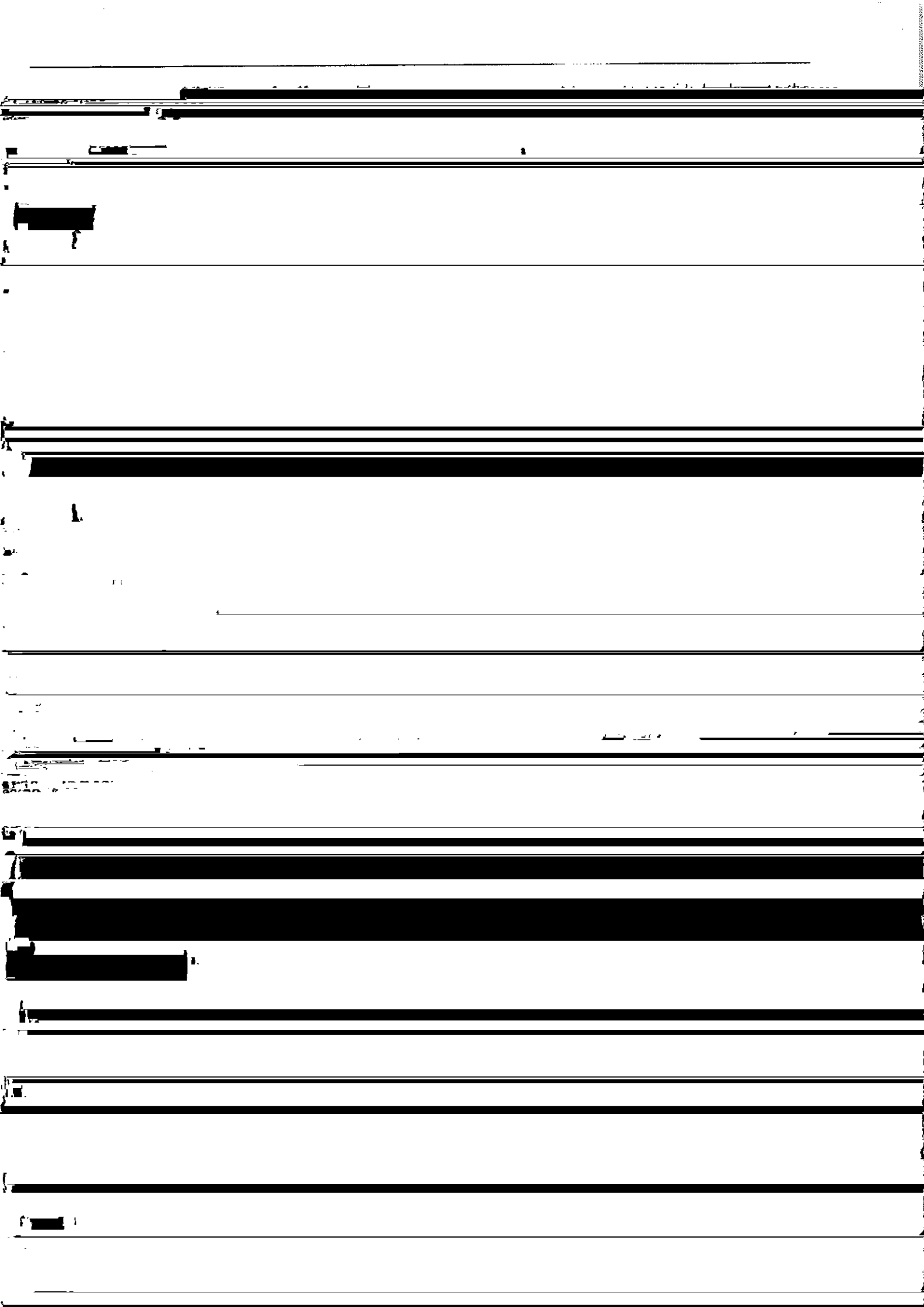
Finance and  
Administration

Technical  
Programme Unit

SPCS  
Project









---

### 3.3.5 Delegation and Coherence

UICNP continues to struggle with the classic dilemma of all complex organizations: namely

to combine the need to divide the work of the organization into manageable

specialized packages (specialization and focus) with the need to coordinate and integrate  
the work into a coherent purpose and impact. From 1985-1992, UICNP addressed this

particular subject area - for example, a project in its formative stages or a policy issue

1988



### 3.4 Management Issues for IUCNP

In addition to the formal structuring of IUCNP, a number of changes and improvements

governmental sector, work implicitly on the assumption that the founder-leader will be in

can perform well in the short or medium term and then suddenly decline after a change

practices and putting in place a more effective approach to a change in top leadership i.e

up to twelve months to locate and hire from the start of a search. This process should therefore begin by the summer of 1995;

- Should an outside candidate be selected, they should be integrated into the IUCNP structure sometime in the period March-June 1996. The successor should also spend at least three months in IUCN Gland possibly during the summer of 1996. The actual handover might take place sometime in early 1997.

### 3.4.3 Administration and Personnel

Administration issues that did the 1002

management functions are vital for its effectiveness and sustainability and which cannot

be justified under the tight financial circumstances currently prevailing in IUCNP. It is vital that the Finance & Administration functions within IUCNP do not expand beyond the finances available to support them. This can only be determined by a needs assessment as well as by accurate financial projections of the costs of these functions and of the

the programme and in general, engage the loyalty and attention of new staff from the outset of their work.

Early in 1993, IUCNP carried out a pay review which set the present staff salary levels<sup>54</sup>. We do not recommend any dramatic revisions in these scales except for ~~graduated increases to cover inflation~~<sup>55</sup>. One exception to this salary policy should be



modification, some could be useful to IUCNP given its advanced state of organizational development and the sophistication of its staff.

Specifically, we would suggest the following as either techniques to use or conditions to put in place that could improve IUCNP's learning skills.<sup>58</sup>

- The organizational capacity to learn needs to be developed openly and explicitly. Rhetorical calls for better learning will produce few tangible results. IUCNP needs to

discuss the topic explicitly as a group in its regular staff meetings and come up with specific approaches. A staff member might be given the job in advance of preparing

- 
- IUCNP's approach to partnership needs to be seen as an alliance for mutual learning. This applies to organizational relationships with government, other NGOs, IUCN members and donors. IUCNP's willingness to learn from other IUCN programmes (e.g. the financial and project management systems in East Africa) is an example.

Many organizations, both in Canada and Pakistan, support the idea of being a 'learning organization' in principle but have little comprehension of the level of commitment that

is required. Most are not content to devote the bulk of their

- Improved systems for circulating documentation to ensure that information of general interest is circulated rapidly throughout the building. Brown bag lunches can provide informal opportunities for discussion of some of IUCNP's technical activities, and a

- Staff need to be more aware of the critical importance of communication in an organization like IUCNP that carries out complex, cross-functional tasks.

Communication and listening need to be stressed as values. Staff need to be rewarded for carrying them out in their daily work.

#### 3.4.6 Strategic Planning, Thinking and Management

The 1993 Management Review Report of IUCNP

approach to the strategic planning of its programme. Up to that point, this function had been largely carried out by the CR as part of her overall leadership responsibilities and the



One exception may be those recommendations dealing with financial management. These are now of sufficient complexity and importance that IUCNP may wish to make special arrangements for dealing with them such as bringing in outside help - in particular by

to oversee their design and implementation.

IUCNP should set the sequencing of issues to be considered. While we do not suggest that a strictly linear sequential approach be taken, we would suggest that the four key issues be taken up in roughly the following order:

- 
34. IUCNP should work to develop both its 'hard' and its 'soft' communication systems over the medium term as it prepares to shift to a more decentralized approach to its work.



new programme due to the availability of donor funding. The activity then becomes an

19 24 000 000

00 0 000

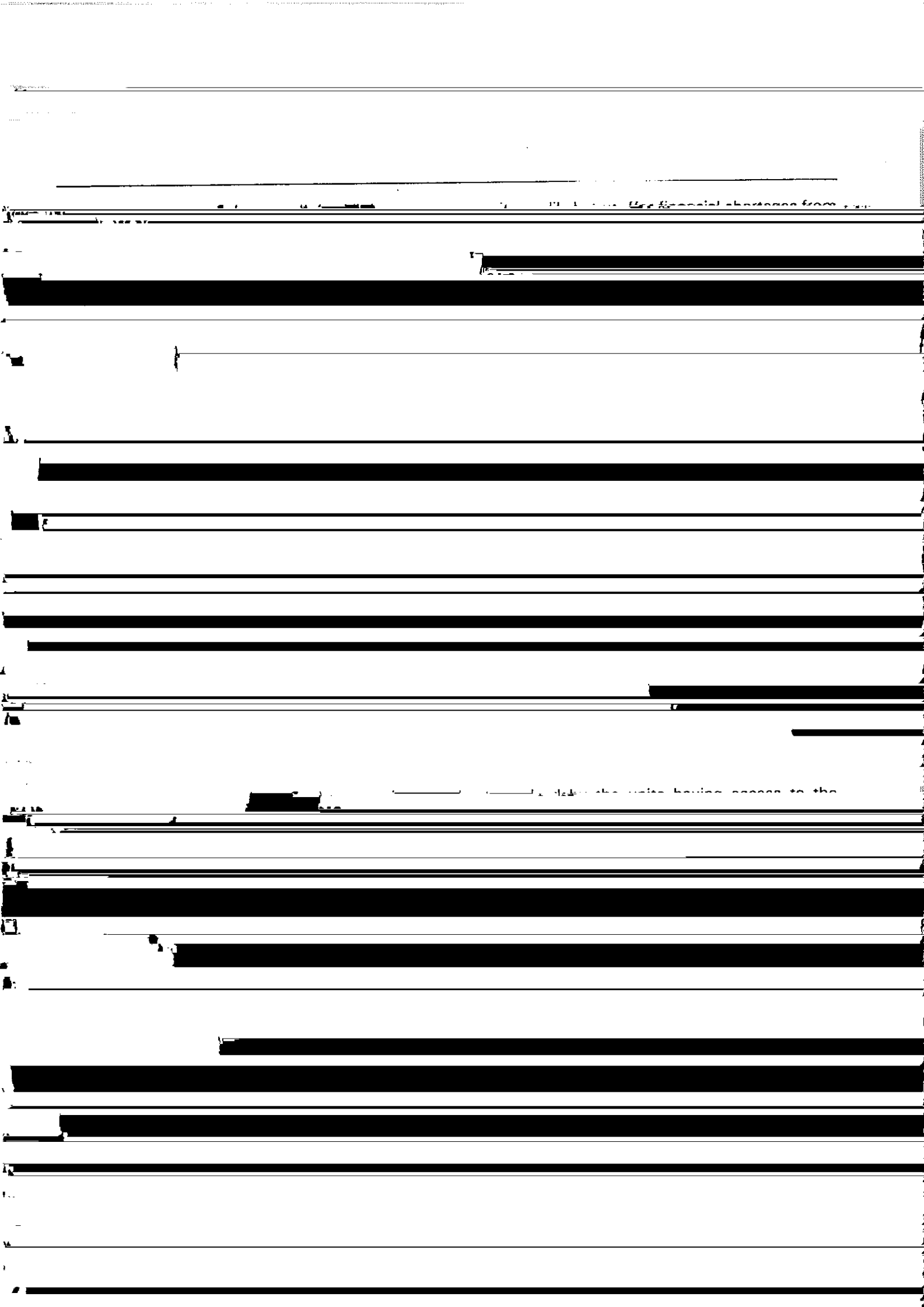


Such activities can be costed in the core/essential budget of the organization (see

above) and recouped in staff time charges on non-essential project activities. A system which ensures that a realistic cost is levied for services provided is also likely to ensure the long-term financial sustainability of the organization, which in turn will ensure IUCNP's capacity to continue delivering its non-revenue generating services to members and partners.

IUCNP can bring in revenues through two mechanisms: management overheads on

projects and staff time charges on projects and programme activities. Management



### 3.5.5 Achieving Financial Sustainability: The Annual Operations Plan

The ABC List and consolidated Cost Centre Budget will provide much-needed financial transparency within IUCNP. Because of the small size of IUCNP's operations and its dependence on a relatively small and unpredictable donor funding base, the financial

forecasting capacity will inevitably be limited. But the two techniques can provide a basis to plan the future development of the organization. Decisions about future growth - the establishment of new staff positions, or the launching of new programme areas - can begin to be made based on firm financial data.

Based on this financial forecasting capacity, IUCNP should begin production of an *Annual Operations Plan* (see section 3.4.6) to form a bridge between the IUCNP Programme on the one hand and IUCNP's operational activities on the other. The Operations Plan should provide a framework for IUCNP's actions for the year based on the financial and other resources available. The Operations Plan should be a rolling document and should sketch out the IUCNP activities planned for the next few years. It should enable the staff of IUCNP to have a better understanding of the expected outputs for their individual unit for the year, those of IUCNP as a whole plus qualitative projection of IUCNP's programme in the years ahead. As the size and complexity of IUCNP increases, this shared vision of the organization will be vital to maintaining cohesiveness.

### 3.5.6 Revenue Generation

The above sections have suggested ways in which IUCNP can develop its financial management systems both by clarifying operating costs and by setting realistic charges

venture with other Pakistani NGOs such as the Aga Khan Foundation is also a possibility<sup>62</sup>. Fund raising in Pakistan are other possibilities<sup>63</sup>.

It is important to think through such ideas with caution. Establishing a separate company owned by IUCNP may be of potential interest for the long-term but it can also be burden

Short Term

IUCNP has a good record of cost control over the years and will take its own

1995;

- IUCNP must continue to impress on its donor partners the negative impact of their apparent inability to achieve agreed target dates with regard to programme

project activities should address IUCNP Programme priorities rather than the IUCNP programme adapting to encompass the donor projects. Fundamental to this effort will be IUCNP's own efforts to set and enforce its own programme priorities (see section 3.4.6 above);

- As discussed earlier, IUCNP will have to be very selective in the type and number of large projects that it implements on behalf of donors. Such activities can lead to excessive donor monitoring, laborious reporting, compliance with many new

position. Lengthy donor approval procedures - particularly those relating to project extensions - remain one of the most difficult issues for IUCNP to contend with;

- We have underlined the need for IUCNP to be compensated for all project expenditures on behalf of donors. IUCNP needs to be insistent that its expenditures

47. IUCNP should begin to investigate other revenue possibilities such as establishing a

commercial subsidiary or doing fund raising in Pakistan or abroad.

48. IUCNP should discuss issues to do with its programming, organizational development and financial sustainability with the donor community in an effort to make these

in 1995 and beyond. Most of IUCNP's stakeholders especially IUCN-HQ and its donor partners can assist IUCNP in this regard.

49. IUCNP should discuss issues to do with its programming, organizational development and financial sustainability with the donor community in an effort to make these partnerships more supportive of IUCNP's own institutional development.

#### 4. IUCNP and Institutional Development

The needs of the NCS call for the strengthening and development of many of the Pakistani institutions that play a role in environmental management and protection. While

assessments<sup>68</sup>. Such an approach to ID requires careful analysis of the institutional context, an understanding of the constraints and opportunities to ID, eliciting the support

an iterative, learning approach which involves ongoing monitoring and feedback. The point



funding specifically allocated for building IUCNP's ID capacity, although there may be some allowances for this made through the CPO contract. Few staff within the organization have either formal training or extensive field experience in institutional development.

To get an outside perspective on IUCNP's ID activities, we interviewed a small but representative sample of IUCNP's stakeholders, including donors, NGOs and several government officials. Most had mixed views on IUCNP's involvement in ID activities and

some did not see IUCNP as an implementor of ID, although several indicated the potential existed. For the most part, IUCNP was perceived as being a facilitator rather than a

ACTIVITY	EXAMPLE
6. Meetings/Workshops Can be used to address a variety of ID dimensions, including technical, normative and political. Often a means of facilitating the learning dimension of ID.	
8. Joint Studies and Research	NGO Unit - Organizational Assessments

of the project, ID objectives and strategies for all participating organizations including itself. Such objectives would define, for each organization, how they would like to be strengthened as a result of working together and what activities they would like to see take place to facilitate this

Parameters could be developed to help IUCNP decide what specific ID approach is most likely to be effective in a given situation. This will vary depending on (1) the type of institution being developed, (2) the strengths, weaknesses, opportunities and constraints of the specific institution, (3) the larger institutional context in which the institution is functioning, and (4) the nature of the specific project or activity being undertaken with IUCNP. Such a workshop could be followed up by periodic reviews of ID activities. Case studies of IUCNP's ID activities, done either by IUCNP staff or outside contractors or researchers, could be done as a means to enhance corporate learning with respect to ID.

#### 4.4.8 The Role of an ID Specialist

The ID Specialist could be a full-time position for IUCNP or a part-time position for additional staff.

member with expertise in ID. In the short and medium term, an ID Specialist could potentially fulfil a number of functions, including providing ID support for the public sector ID component of PEP and supporting other units in their efforts to incorporate ID activities into their programmes and projects.

The other function which an ID specialist could perform is to help other units take a more

ID in Pakistan. It would likely lead to commitments from IUCNP in terms of time, money and resources that would be difficult to meet.

#### 4.4.10 Structuring and Organizing for ID

The ID Specialist should be based in Islamabad as part of the PEP team. We estimate that 50 to 75 percent of the ID Specialist's time could be devoted to supporting the ID activities of the PEP. The remainder of his or her time would be spent providing support to other units in IUCNP. This will require close liaison with the Programme Support Unit



capacity for policy advocacy and improving IUCN's impact at the field level. In short, to

- The various actors and sub-networks within IUCN - the Headquarters in Gland, the regional and country offices, the membership organizations and the Commissions - act as strategic partners and are bound together by mutual interdependence, real [redacted] common goals and values and the socialization of [redacted]







- What would be the respective authority and accountability of members and the field office staff in areas such as programme design and implementation? What should be their organizational relationship? What would the nature of the process be?

'membership-driven' actually mean in operation?

- How would members actually take decisions to express their preferences? Is there a need to constitute a formal national committee?

Are the processes and systems...

which Pakistan should belong and will be conducting their own review of the issue for eventual discussion with IUCN-HQ and the IUCN Council;

- The 1992 Management Review of IUCNP did not favour IUCNP's taking on regional

recommendation. Those in IUCN, both at Headquarters and in the membership that advocate the extension of IUCNP activities into neighbouring regions are not in a

Regionalization thus has the potential to be the kind of creeping overextension that

directions and the results of its annual review with IUCN-HQ on a more regular basis. There needs to be a common vision and a more collective and consensual approach to decision making in certain key areas in the 'new' IUCNP<sup>78</sup>. IUCNP has a



# Annexures





## Annex 1: Some Pitfalls of Quantitative Evaluation Systems

Quantitative indicator evaluation systems generally encounter the following difficulties:

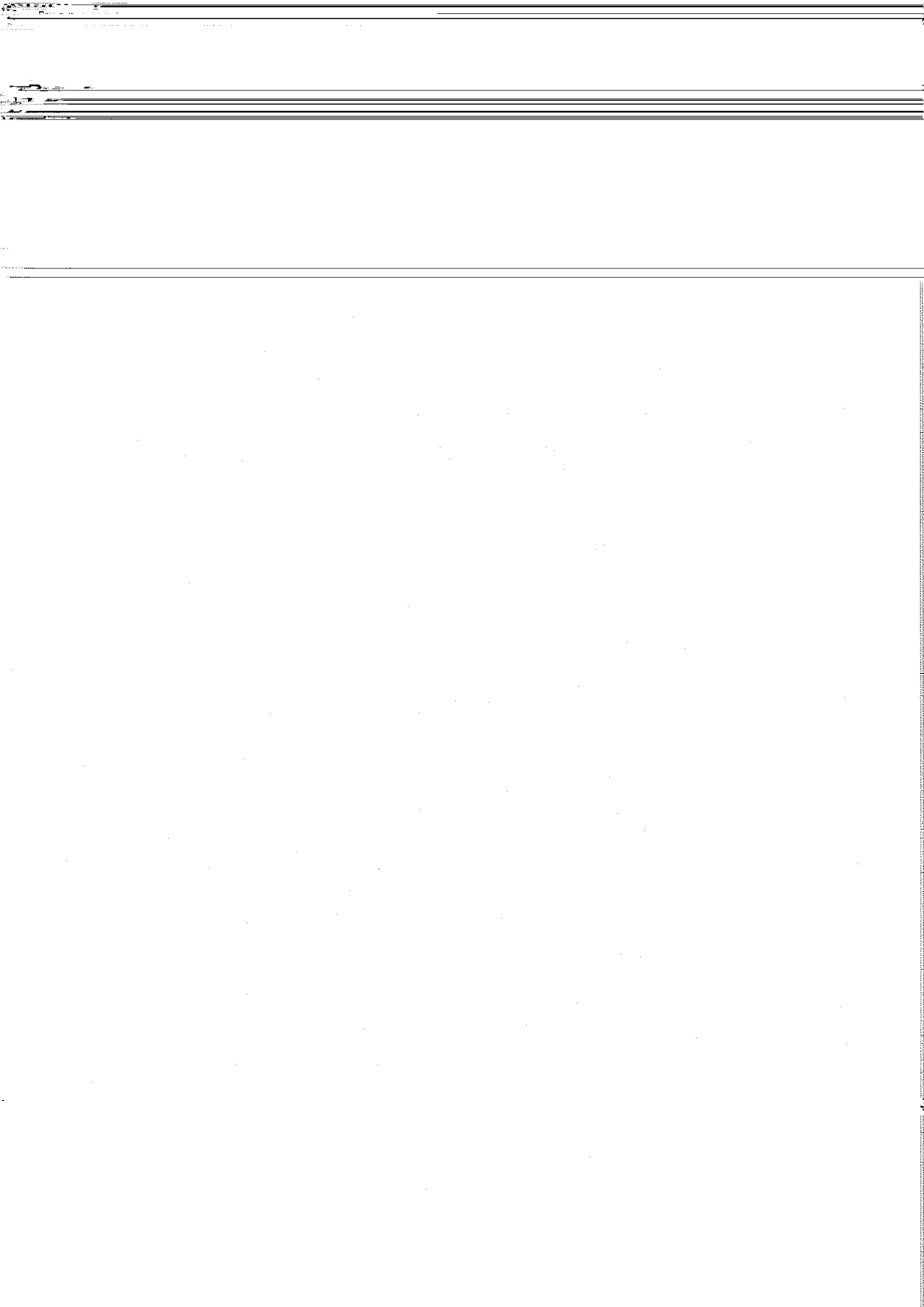
... that are crucial to overall programme

effectiveness;

- Collecting and manipulating the necessary data can be an expensive activity for which specific budgetary provision must be made, particularly for an organization such as IUCNP which has no additional financial and staff resources to support data collection;
- The capacity of officials, in Pakistan or Canada, to 'predict' the relevance of any measurable indicator is extremely limited. Both sides need to be ready to constantly adjust the indicators of effectiveness as the programme progresses. Shortage of resources, lack of patience and bureaucratic inertia acts to limit the necessary flexibility. Measurable indicators 'predicted' in advance take on a life of their own in

- Different groups with differing agendas push for different indicators of success and

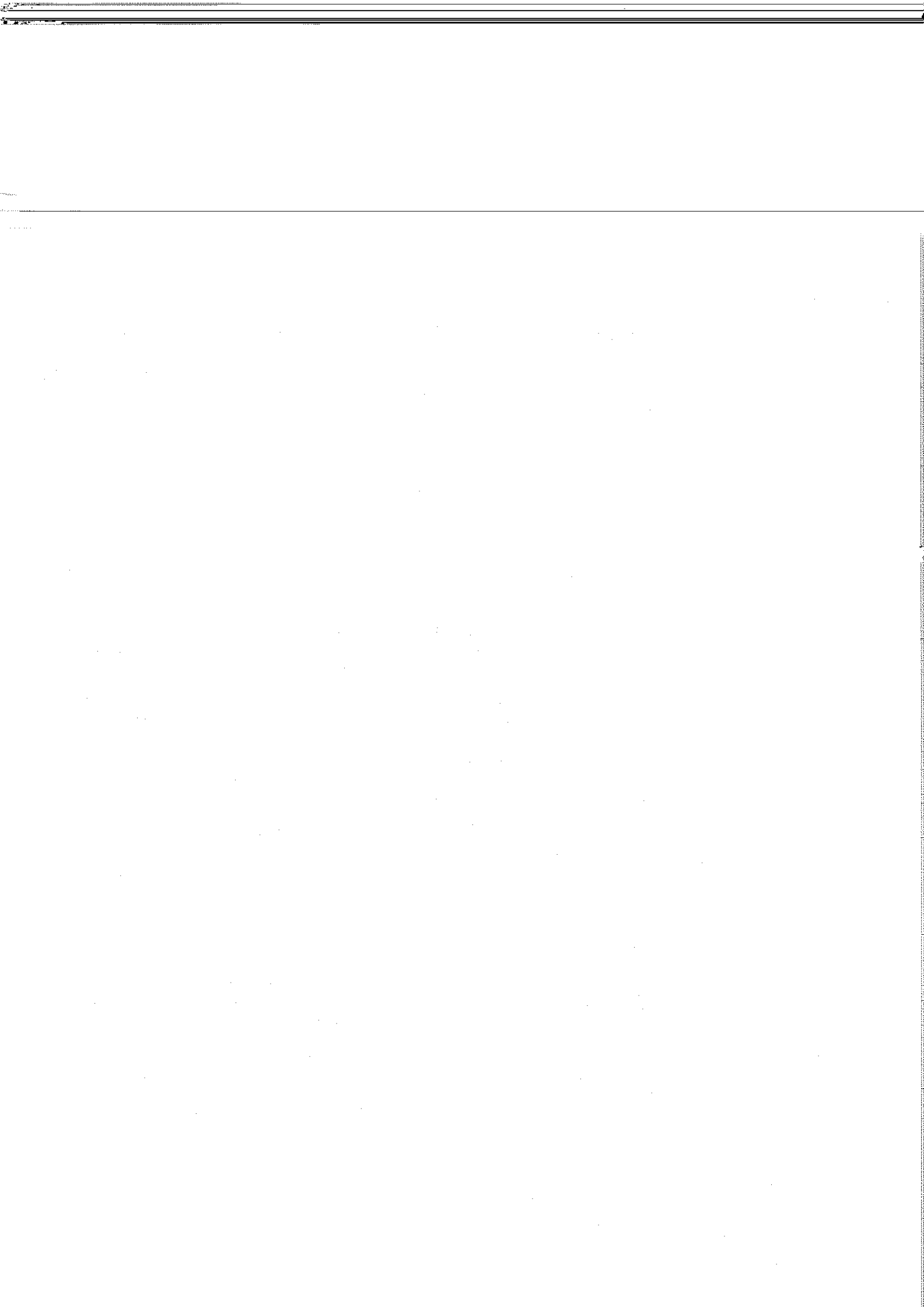




---

## Annex 3: Terms of Reference for the Project Focal Point

- Coordinating the technical design of the project activity, in collaboration with other relevant technical staff and with support from PSU;
- In collaboration with the Project Administration Unit in Islamabad or the



---

## Annex 4: Terms of Reference for the Programme Support Unit

- Facilitating overall coordination of the IUCN Pakistan Country Programme, in
- [REDACTED]

- Guided by PCC, coordinating the rolling forward of the triennial IUCNP Programme,
- [REDACTED]

---

# Annex 5: Terms of Reference for the Project Administration Unit

The Project Administration Unit in Islamabad will carry out the following functions in collaboration with, and in support of, the respective Project Focal Point in IUCNP and the

- 
- 
- Liaising with donors and partner organizations in project negotiations and in drawing up and finalizing project agreements;
  - In collaboration with IUCNP technical staff, drawing up contracts and terms of reference for project contract staff, and coordinating recruitment;
  - Coordinating personnel support for project contract staff, including organizing insurance, salary payments, recruitment allowances, leave benefits, etc;

- 
- 
- Providing assistance to technical units in developing and operating project tracking systems designed to ensure that projects produce outputs according to defined schedules, including donor and partner financial and activity reporting;
- 
-



# Annex 6: Terms of Reference for the Head, Administration Unit, Karachi

Reporting to the Director of Finance & Administration, the Head, Administration Unit

head office as well as for overseeing administrative functions in the Islamabad and Peshawar Offices and on IUCNP's major field projects. The HAU will coordinate the work of the Karachi Office Administration Unit, Islamabad Office Administration Unit, Peshawar Office Administration Unit, and the Islamabad Office Administration Unit.

establish an indexed register of suppliers and should ensure wherever possible that at least three quotations are obtained for each order;

- In collaboration with the Finance Unit, maintaining the inventory of capital assets for the Karachi Office, and ensuring that newly-acquired items are placed on the inventory as and when acquired;
- Supervising the Karachi Office's supplies and stores system, to ensure that adequate office supplies and other materials are available, that accurate and up-to-date stock

records are maintained, and costs allocated appropriately;

- Overseeing insurance policies for office buildings and contents (fire, theft, all risks as appropriate), vehicles, third party liability insurance, cash insurance, etc;

- 
- In collaboration with the Projects Administration Unit in Islamabad, establishing administrative systems and procedures for use on IUCNP field project activities.

---

# Annex 7: Terms of Reference for the Programme Coordination Committee

- Overseeing the development of IUCNP's Policy Statement, in accordance with inputs from the membership and other constituencies. The Policy Statement will be the cornerstone of the triennial IUCN Pakistan Programme Document;

- Overseeing the IUCN Pakistan Country Programme, including the production of the IUCNP Programme Document. PCC should ensure that the Programme provides an integrated and coordinated response to the general principles established by the IUCN Global Programme and Strategic Plan;

---

the membership, by providing opportunities for the review of the Programme at members meetings and other occasions;

- Supporting the CR in determining IUCNP's stance towards environmental policy or advocacy issues in Pakistan;

Appendix 9: Terms of Reference for the

Project Review Group

---

# Annex 9: Terms of Reference for the Management Committee

- Overseeing the financial management of the IUCNP Cost Centre, including the development of annual budgets for the Cost Centre and its component Sub-cost Centres, and the management of revenues from project and programme activities

overseeing adjustment of activities/expenditures to ensure a balanced budget;

Overseeing the development and rolling forward of the rolling Annual Operations

# Annex 10: Proposed Budget Line Items for the IUCNP Cost Centre

BUDGET LINE	DESCRIPTION
1. <u>Personnel Costs</u> Salary	For confidentiality, personnel costs should be maintained in a separate

BUDGET LINE	DESCRIPTION
5. <u>Contingency (5 percent)</u>	
6. <u>Service Overheads</u>	The Finance & Admin. Service



# Annex 11: Dimensions of Institutional Development

Normative	Changing societal goals, principles, norms, procedures and relationships (i.e. "rules of the game") which control individual and group behaviour.
Technical	Strengthening the capabilities of people or groups, in terms of technical and managerial skills and cognitive understandings, so they are able to function in the manner intended.
Economic	Ensuring the requisite financial and material resources are available to produce and distribute the intended goods and/or services.
Motivational	Fostering and sanctioning individual and group behaviour required to support the desired institutional changes.

4. Design and implement specific ID activities, within the larger strategy developed from Forum (1992), suggests that a logical progression of activities for addressing

- Strengthen the technical dimension (i.e. basic technical and human skills), as this forms the building block for further progress. Training efforts can involve a wide range of stakeholders and are seen as welcome and non-threatening activities.

...including as appropriate

---

# Bibliography

Agarwal, A., and Phillips, A., Review of IUCN's Programme, 1988-1990, report prepared for IUCN, November 1990.

~~Agarwal, A., and Phillips, A., Review of IUCN's Programme, 1988-1990, report prepared for IUCN, November 1990.~~

Nature, undated.

~~Agarwal, A., and Phillips, A., Review of IUCN's Programme, 1988-1990, report prepared for IUCN, November 1990.~~

McDowell, David, Restructuring: A Time To Choose, memo to all IUCN staff dated September 26, 1994 and Some Thoughts from the Director General on Realizing the

Metcalf, L., The Logic of Public Management, European Institute of Public Administration, Maastricht Holland, 1988.

McDowell, David, Restructuring: A Time To Choose, Maastricht and Programme Design, submitted to CIDA



Founded in 1948, The World Conservation Union brings together States, government

partnership: over 865 members in all, spread across 133 countries.