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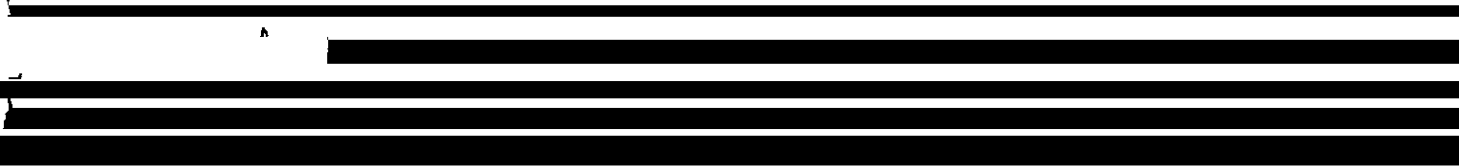




KEY FINDINGS

Introduction

The Balochistan Conservation Strategy (BCS) Project is a policy planning initiative of the Government of Balochistan (GoB), technically supported by IUCN Pakistan, with financial assistance from the Royal Netherlands Government.



- ❖ The most significant impact of this delay is on the writing of the BCS document (Component #1). No work has yet been done of the first draft BCS which was supposed to have been completed by December 1998. Although much delayed and still not completed, the Sector Sub-strategies are of reasonable quality and will provide a good base of information even beyond the BCS project. Sectoral interest groups have proved to be effective and active in the review process of the

- ❖ Amongst the other components, Environmental Training (Component #4) has been very active; Environmental Communication (Component #2), Environmental Education (Component #3) and NGOs and Gender (Component #6) have also been

Process

It is disturbing that no meeting of the Steering Committee was held between our last

meeting

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

and a new professional staff member has been hired. It is important that someone from the project--ideally the Head of IUCN-B--occupy this office at Block 6, government secretariat immediately so that a regular presence and interaction with GoB can be maintained. This office used to be occupied by the Project Director.

- ❖ The addition of a new team member, as BCS Consultant, brings a useful set of skills and ~~experience to the project. His role will be especially important in the coming months as~~

the draft BCS document is produced and then finalized.

- ❖ The EMT is extremely concerned about the chronic and continuous trend of ad hoc project management (especially as it relates to the allocation and duplication of responsibilities) and ambitious and unrealistic workplanning that has plagued this project. The EMT considers this to have been a major cause of the current delays. ||

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Key Information

Project

- **Sponsor**

The Royal Netherlands Embassy (RNE), Islamabad, Pakistan

- **Implementing Agencies**

Planning and Development (P&D) Department, Government of Punjab

Glossary

ADPB

Area Development Programme Balochistan

BCC&I

Balochistan Chamber of Commerce and Industry

BCS

Balochistan Conservation Strategy

BEPA

Balochistan Environmental Protection Agency

DCC

District Conservation Committee

#1 • INTRODUCTION

1.1 External Monitoring

1.1.1 External Monitoring - Geometric System (GCS) was

In keeping with the Mission focus, the EMT spent much of its time in individual meetings with members of the BCS Steering Committee and authors of various Sector Sub-strategies. The EMT also held individual meetings with all members of the BCS Professional Team. Since the BCS Technical Advisor had to proceed on leave in time for Christmas, the EMT held lengthy discussions with him on December 20 and 22 and he was also present during team deliberations on December 21. Finally, the EMT facilitated a half-day Self-Assessment Workshop for the BCS Team in Quetta on December 25 to conduct different brainstorming exercises on issues related to the BCS review process (see Annex V). The EMT is thankful to the BCS Team to have agreed to hold this Workshop on a designated holiday. The BCS team was given a debriefing on the Mission's tentative findings on December 29, 1998. A full itinerary of the mission is provided in Annex I while Annex II lists the individuals

documents related to BCS that were reviewed by the EMT.

This introductory chapter is followed by a review of the progress of the project in each of its

According to the PC1 for the Balochistan Conservation Strategy:

The project aims to operationalize the National Conservation Strategy (NCS) in Balochistan. BCS will be the environmental action plan and sustainable development policy for Balochistan (taking care of natural resources). This overall and cross sectoral strategic planning exercise will create linkages between economic, social and environmental sectors. It will relate to priority programme areas to be identified for Balochistan, taking into consideration fourteen

in the NCS Plan of Action and the Environmental Chapter of the 8th Five Year Plan.

The Plan of Operation (POO) defines the immediate goal of this three year project as the development of the Balochistan Conservation Strategy through a process that builds on the following three principles:

1. The development of a consultative culture

[REDACTED]

#2 ● PROGRESS AND ACHIEVEMENTS

(see Annex VII for details). His direct reporting line is to the BCS Technical Advisor with an additional reporting line to the Head of IUCN-B.

TABLE 2.1: Current BCS Staff

Professional Staff	Support Staff
<ul style="list-style-type: none">• Head, IUCN Balochistan Programme (1)• Technical Advisor (1)• Communication and Education Coordinator (1)• NGO Coordinator (1)• Consultant (1)	<ul style="list-style-type: none">• Manager Administration (1)• Manager Finance (1)• Secretaries (2)• Drivers (3)• Office boys (2)• Watchman/Cleaner (1)
	<ul style="list-style-type: none">• Sweeper (1; part-time)

The project is now fully staffed and fully equipped as far as major office equipment is concerned. Twelve support staff assist the professional team whose strength is now back to

"The key concern relates to the completion of the Sector Sub-strategies. In meeting
the authors, the EMT got the impression, and was assured, that all will be ready by

end-August. If, in fact, this is not so it would become a major cause of worry and
potential delay in the overall project."

Unfortunately, this fear has now become reality. The EMT estimates that the project is now
more than three months behind its 1998 Workplan as evidenced by the delays experienced
in the delivery of such substantive products as the Sector Sub-strategies, the Conceptual
Framework and Table of Contents, the Synthesis of Learning from District Consultations.

This section will review the progress made towards implementing the BCS project. This will
be done through a component wise discussion of activities undertaken during the period
under review (August-December, 1998). Instead of simply listing each activity undertaken
we will comment upon the key areas of progress in each project component, highlight the
main achievements, and discuss issues not captured in the Progress Reports. Some
recommendations, are specific to individual components, are also discussed here.

2.2.1 BCS Document

The key expected output in Component #1 was the first draft BCS document. However,

TABLE 2.2: Current Status of Sector Sub-Strategies

Sector Sub-strategy	Draft Dates	Interest Group Review Dates	Current Status
CULTURE AND TOURISM	None received		<i>Author's notes only</i>
AGRICULTURE	24 November 98	11 December 98	<i>First Draft</i>
LIVESTOCK	24 November 98	5 December 98	<i>First Draft</i>
INDUSTRY	16 October 98	28 November 98	<i>First Draft</i>
URBAN ENVIRONMENT	2 December 98	12 December 98	<i>First Draft</i>
MINING	15 December 98		<i>First Draft</i>
MINERALS	16 December 98		<i>First Draft</i>
WILDLIFE	9 November 98	4 December 98	<i>First Draft</i>
FORESTRY	5 November 98 25 November 98	17 November 98 4 December 98	<i>Second Draft</i>
RANGELANDS	2 November 98 <i>not known</i>	13 November 98	<i>Second Draft</i>
WATER	4 November 98 8 December 98	19 November 98	<i>Second Draft</i>
WATER	16 October 98	6 November 98	<i>Second Draft</i>
NONGOVERNMENTAL	3 October 98	23 October 98	<i>Second Draft</i>
ENVIRONMENTAL COMMUNICATION AND EDUCATION	15 August 98 26 November 98	25 August 98 15 & 17 September 98	<i>Second Draft</i>

... that ... which was supposed to be one copy has been

Also unclear is the fate of the discussion papers on **cross-cutting themes**. The paper on Governance is much-delayed and is now expected by January 15, 1999. If it is not delivered by then, the Head of IUCN-B will undertake completing it by mid-February. The notes of the internal meeting on status of Sub-strategies (dated December 1, 1998) lists papers on environmental health and on population and poverty as expected ones. However, the SSC

team is not sure as to their fate. If these papers are not received on time...

No meeting of the **BCS Steering Committee** was held during this period (until December 29, 1998). The one Steering Committee meeting that was planned was not held and only

_____ the meetings actually took place. According to the

to be adequately covered. An event held under the BCS banner to celebrate IUCN's 50th Anniversary got good media coverage, as did other BCS events and workshops.

A short informative brochure and poster was published by the BCS under the title '*Choti Choti maar Bari Batein*'. These provide snippets of environmental awareness messages

In addition to the above, a number of people from partner institutions were sponsored to various relevant training courses in other organizations. Six participants (from P&DD, BEPA and the Departments of Industry, Agriculture, Livestock, and Forests) were sponsored to

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

According to the Head of IUCN-B, the following factors contributed to this delay:

- ❖ The major cause of the delay was that the Sector Sub-strategy authors consumed much more of the BCS Team's time than had been anticipated.
- ❖ The Project Director was unavailable for most of this period. His duties had to

workplanning. The project has consistently burdened itself with faulty planning assumptions and projections that are unworthy of an organization with such wide experience in state development. The original 1997 workplan...

The EMT found the 1998 Workplan to be "ambitious" despite the fact that the BCS Team and managers at IUCN-P had unanimously expressed full and strong confidence that all targets--particularly the target for the first draft BCS--would be achieved on time.

The EMT considers the March 1999 target for the completion of the first draft to be...

[Redacted text]

#3 ● ASSESSMENT AND RECOMMENDATIONS

3.1 Introduction

Whereas the previous chapter principally looked at project progress in the review period in each project component, this concluding chapter seeks to take a more holistic and forward-

The key task here is to assess the future plans of the project in relation to the future...

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Nov.

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or 1) training
et theatre (for
Sept.

nt for most of

signs, Nov.
this period)
ed, Dec.

pring, Dec.

The table reinforces the principal finding of the previous chapter that after having picked up momentum until around August, the project is now behind by over three months; especially on its key output--the BCS document. Another element that requires careful attention of the BCS Team is the continuing pattern of infrequent Steering Committee Meetings.¹¹

3.2 Product

The key issues related to Product relate to Sector Sub-Strategies and the BCS document.

3.2.1 Sector Sub-Strategies

During the second EMT Mission we were not allowed to review any of the written material on the Sub-strategies. However, we were assured that the team had seen initial notes and

draft of enough papers to be confident that the Sub-strategy process would be completed in time. Unfortunately, that process has taken us far more time than planned and has

caused a significant delay in the project at this critical stage. This is obviously of great concern to the EMT. Of even greater concern is the amount of time that the Sub-strategies have reportedly taken of the entire BCS Team as a result of which the team has been unable

- ❖ Second, we are happy to note that a number of them have served the purpose of capacity building of local expertise. In fact, the oft-repeated view about the lack of expertise and a "writing culture" in Balochistan has been pleasantly proven wrong. In our estimation, in many cases the substantive quality and relevance of the papers written in Balochistan seems to be superior to those written elsewhere.

- ❖ Third, and most importantly, the papers are very much 'sector background papers' rather than 'sector sub-strategies' and the BCS should consider re-classifying them as such. This is not a criticism of their quality but an observation of their content.

Groups (since they are too sectoral) and structured around the BCS themes. There are at least three compelling reasons to do so. First, workshops on Sub-strategy Implementation will distract attention from 'BCS' implementation. Second, they will reinforce a sectoral focus which is the antithesis of the BCS philosophy. Third, and importantly, the Sub-strategies in their current form are "strategic" not "implementable" documents. The BCS Team

3.3 Process

The key recommendations related to **Process** issues concern the BCS Steering Committee, the Review Process and stakeholder understanding of the BCS idea and philosophy.

3.3.1 BCS Steering Committee

The EMT has been highlighting the need for more active (and conceptual, as opposed to

comments received have all been principally sectoral-focussed. It is now all the more important, therefore, to hold a joint meeting of all authors and other selected experts to explore these linkages. The BCS Team informs us that such a meeting will be held immediately after Eid. A mechanism for getting feedback from government agencies and the Steering Committee also needs to be formalized.

- ❖ First, consultative processes can sometimes lead to the toning down of substance because of the desire to keep everyone happy. In at least some cases this has contributed to the "**lowest common denominator effect**" in the Sub-strategy review process. In an effort to incorporate everyone's interests, controversial issues are dropped and the focus and priority is lost. While

misunderstanding amongst key stakeholders of what the BCS is about" (Second EMT Report, page 21). This problem continues to persist and is becoming more acute as the completion of the project approaches. There are multiple views of what the BCS is even amongst key stakeholders: many of whom still view it as an "awareness" or "field" project. It is more

In this regards the EMT would reiterate its recommendation (also made by the Second Internal Review) to prepare a generic presentation on the BCS which should be used

Finally, the addition of a new team member, as BCS Consultant, brings a useful set of skills

totally unrealistic, the 1998 workplan was considered ambitious by the EMT and has proved to be so in the last four months. The EMT also considers the 1999 Workplan to be highly ambitious. Specific comments on the 1999 workplan are presented in the next section.

Symptom as well as contributor to the management problems is the fact that despite repeated recommendations from the EMT and the Internal Review team, a formal system of

Annexes

Annex I:



December 22 1998. Wednesday

Quetta

ALR present at all meetings.

NOTE

ALR present at meeting.

1100 - 1230

Meeting with Mr. Iqbal A. Kidwai, author of Governance Paper and former Project Director BCS.

December 28, 1998 Monday

Quetta

1100 - 1300

Monitoring mission debriefing by EMT (ALR, FDT, NG, HS and Mr. Mohammad Rafiq from IUCN-P also present).

1300 - 1330

Sharing of experience from the Sarhad Provincial Conservation Strategy by Mr. Mohammad Rafiq (ALR, FDT, NG, and HS also present)

1430 - 1515

Meeting with co-author of Water Sector Sub-strategy Mr. Jalal-ud-Din Qureshi, (ALR also present).

January 6, 1999

Wednesday

Islamabad

1500 - 1600

De-briefing for Mr. Wim Van der Kevie, and Mr. Ron Havinga Development Section, Royal Netherlands Embassy.



ANNEX II: **Individuals Interviewed During** **External Monitoring Mission**

Members of BCS Steering Committee

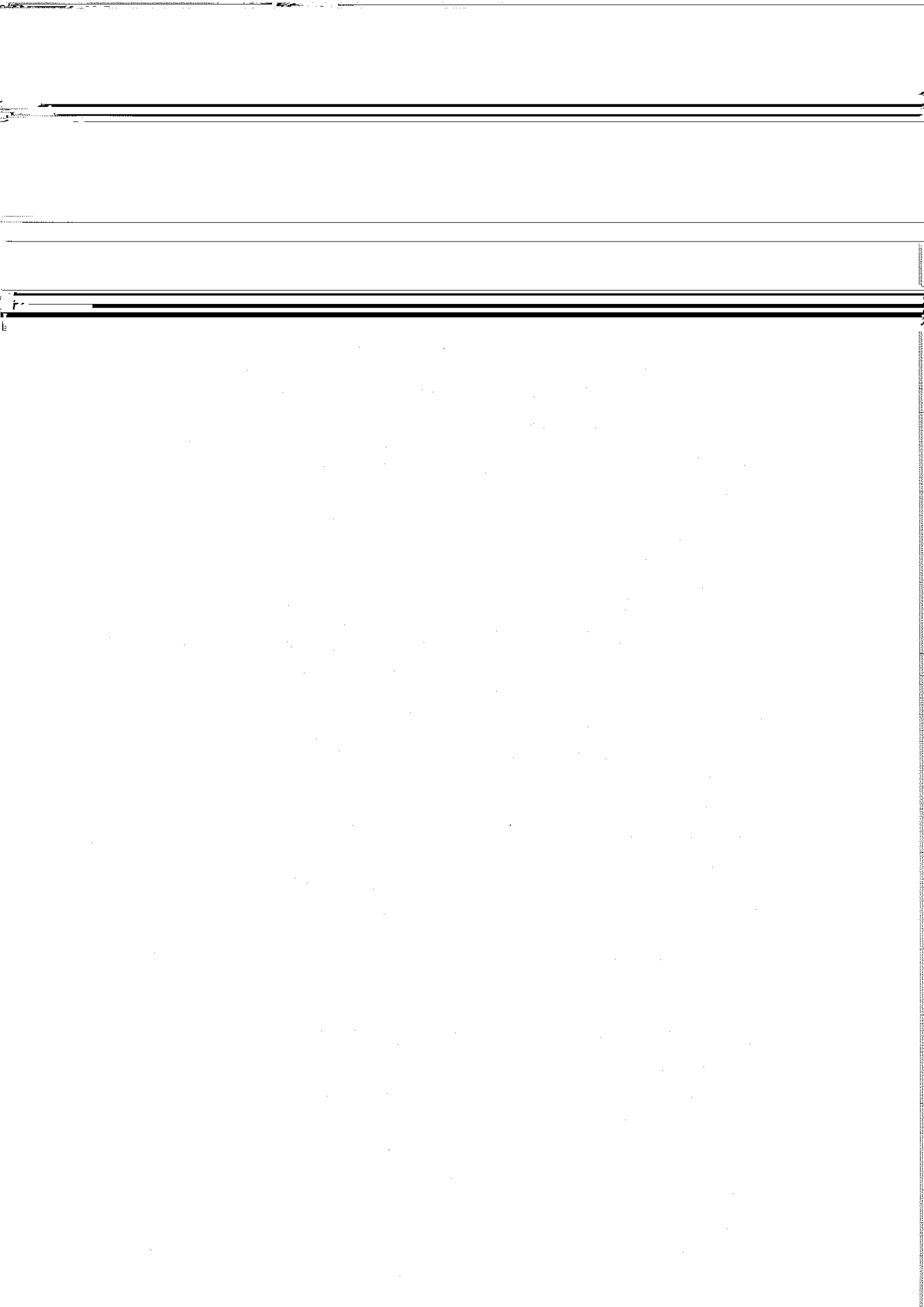
Maj. (Retd.) Nadir Ali	ACS(Dev.), P & D Dept., GoB (Chairman)
Mr. Zafar Iqbal Qadir	Secretary, Agriculture Dept., GoB
Mr. Mohammad Ayub Baloch	Secretary, Information and Culture Dept., GoB
Prof. Syed Javed Iqbal	Chief Executive, BRSP

Mr. Kamal Hasan Siddiqui

BCC&I representative

Commissioned Authors

Dr. Faqir Mohammad	Livestock and Rangelands
Mr. M. Ayub Baloch and Dr. Fazal Dad Kakar	Cultural Heritage and Tourism
Mr. Arif Masood Ansari Mr. Muehtan Ahmed	Agriculture



ANNEX III: **Documents Reviewed**

• Project Planning and Review Documents

- Proposed BCS Workplan for 1999.
- Agenda and supporting documents for BCS Steering Committee Meeting to be held on December 30, 1998.
- Notes on internal review on the status of Sector Sub-strategies and progress on BCS Document (December 1998).
- Draft Conceptual Framework and Table of Contents for the BCS document (December 1998).
- Reports on individual District Consultations (December 1998).
- Sector Sub-strategies Review Strategy (undated).
- List of BCS events held during August-December, 1998.

• Documents related to the Sector-Sub-strategy Process

- Draft sub-strategies:
 - Culture and tourism (author's notes)
 - Industry (first draft)
 - Minerals (first draft)
 - Mining (first draft)
 - Urban Environment (first draft)
 - Agriculture (first draft)
 - Livestock (first draft)
 - Wildlife (first draft)
 - Forestry (second draft)
 - Rangelands (second draft)
 - Nongovernmental Organizations (second draft)
 - Coastal and Fisheries (second draft)
 - Water Resources (second draft)
 - Environmental Education and Communication (second draft)

• **Workshop Reports, etc.**

- Report on Strategic Environmental Assessment Training Workshop, December 1998 (partly funded by NORAD; by IUCN-P EAS Unit).*

Report on Strategic Environmental Assessment Training Workshop, November 1998 (Organized by

- Report on Environmental Impact Assessment Training Workshop, October 1998 (partly funded by NORAD; by IUCN-P EAS Unit).*

Report on Environmental Education Workshop for Trainers, September 1998 (partly funded by

ANNEX IV: **A *LogFrame*-Based Analysis of Work Plan Changes**

The matrices on the following pages are designed to present a *LogFrame*-based analysis of the various target and activity changes in BCS Work Plans, over the duration of the project.

For ease of comparative evaluation, the matrices are based on the heads defined in the original Logical Framework Analysis (LFA) for the project. These are presented in the first column (titled

Component #1: BCS Document

Work Plan 1998

Work Plan 1999

- | | | |
|--|------------------------|--------------------------|
| 1.1 To recruit a Project Director and establish the BCS Support Unit. | By Feb. 97 | |
| 1.2 To establish contacts with key Government line | By Mid March 97 | On going activity |

projects, especially BNRMP.

- | | | | |
|--|------------------------------|--|---|
| 1.3 To identify public priorities for the BCS by organizing public consultations at district and provincial levels. | From Feb. 97 onward. | 3 meetings March-May, 98 | |
| 1.4 To organize sectoral, thematic and inter-sectoral workshops around key natural | From March 97 onwards | Changed to the development of sectoral sub-strategies through consultation. | Interest groups involved in BCS review during April and May 99 and in stakeholder workshops in July, Aug. and Sept. 99 |

Component #2: Communications and Awareness

Original LFA Defined Activities	Original Target	Work Plan, 1998	Work Plan, 1999
2.1 To recruit a Communications Coordinator.	By Jan. 97		
2.2 To assess the communications needs of the BCS and identify target audiences.	Between Jan to April 97	Not mentioned	
2.3 To prepare PR material and provide media coverage for the BCS.	Between March to Aug. 97	Brochure in simpler language more focussed on BCS process; Inputs to IUCN publication	Activity expanded to include periodic inputs into IUCN-P publications; production of one-page information leaflets in English, Urdu, Balochi, Pushto, Brahvi and Sindhi (Feb-Apr 99); and the production and publishing of BCS summaries in Urdu, English and local languages.
2.4 To establish a Communications Roundtable and develop a BCS Communications Strategy.	April to Sep. 97	Communication Strategy de-linked from Roundtable; Communication sub-strategy to be drafted Feb. to Oct. 98	Roundtable idea replaced by Interest groups; Interest Group and Sub-strategy activity same as in Component 1.

Component #3: Environmental Education

3.1 To recruit an Education
Coordinator.

By Dec. 96

3.2 To assess the current status
of formal and informal
education, and the extent to
which environmental concerns
are reflected.

Dec. 96 to
Jan. 97

Merged under 3.3 below

Orientation workshop April 99.

Component #4: Environmental Training

Original LFA Defined Activities	Original Target	Work Plan, 1998	Work Plan, 1999
4.1 To develop environmental	July to Sep.	Approach changed from	One training course on EIA or

including one on the application of EIA/IEE.

existing courses

4.2 To organize and facilitate

July to Sep.

Training planned March and

Changed to facilitate and

Component #6: Nongovernmental Organizations

Original LFA Defined Activities	Original Target	Work Plan, 1998	Work Plan, 1999
6.1 To recruit an NGO Coordinator.	Jan, 1997		
6.2 To recruit a coordinator	Jan - April	Dhaka-2 survey to be decided	

Component #7: Environmental Legislation

Original LFA Defined
Activities

Original
Target

Work Plan, 1998

Work Plan, 1999

7.1 To carry out a review of

July - July

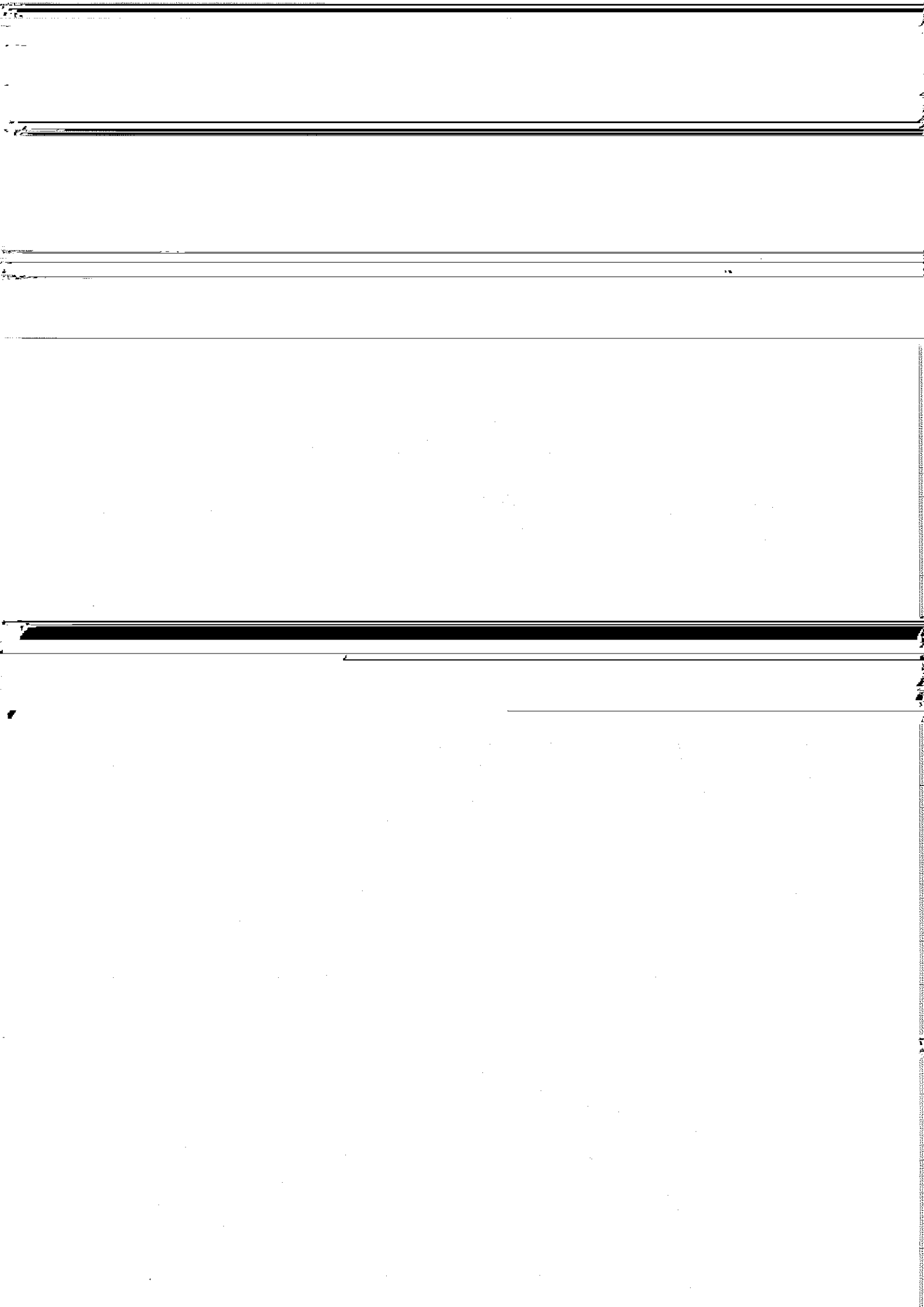
Identify and collect legislation

None

1

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ANNEX V:

(Self-Assessment Workshop)

The EMT conducted a Self-Assessment Workshop on December 25, 1999 for team participants.

TABLE A5.2: Indicators of Success for Sub-strategy Review Process

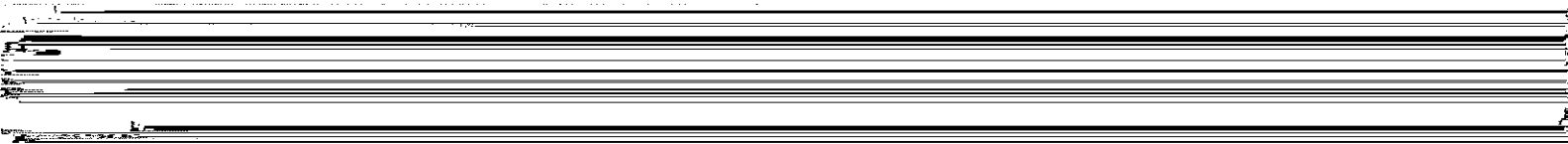
- People have started talking about institutional issues •
- Moving from "departmental" to "sectoral" thinking •
- Multi-sectoral thinking is beginning to develop •
 - A "vision" has begun to emerge •
- BCS has developed a reputation as organisers of good consultations •

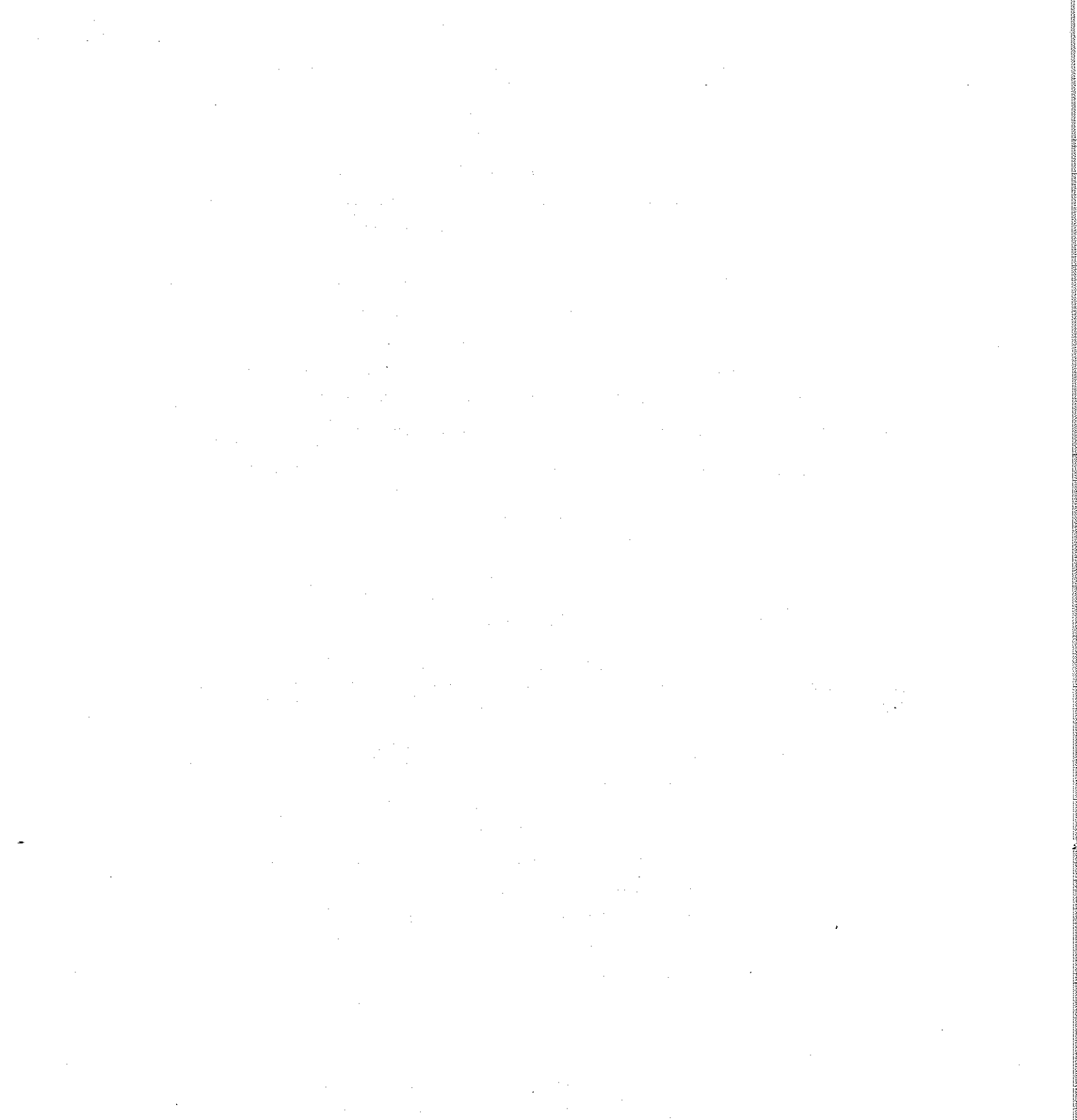
Table A5.3 lists the BCS Team's views on the criteria that might be used to define a "good consultative meeting" (whatever its purpose, but especially a review). Although this discussion was

- Preparing executive summaries in advance of meetings •
- Keep meetings short •
- Reducing number of meetings •
- Ensuring that all sides of the argument are aired and discussed •

- Send written material appropriately in advance •
- 'Over-diversity' in participation can backfire •
- Where possible invitations to meetings can come from relevant government departments •
- Logistics can be improved even further •
- Use meetings to create a better understanding of the BCS philosophy •
- People from outside Quetta can be involved more in the review process •
- Summaries / matrices highlighting key issues, trends, recommendations and cross-cutting themes can be used to structure more productive discussions •

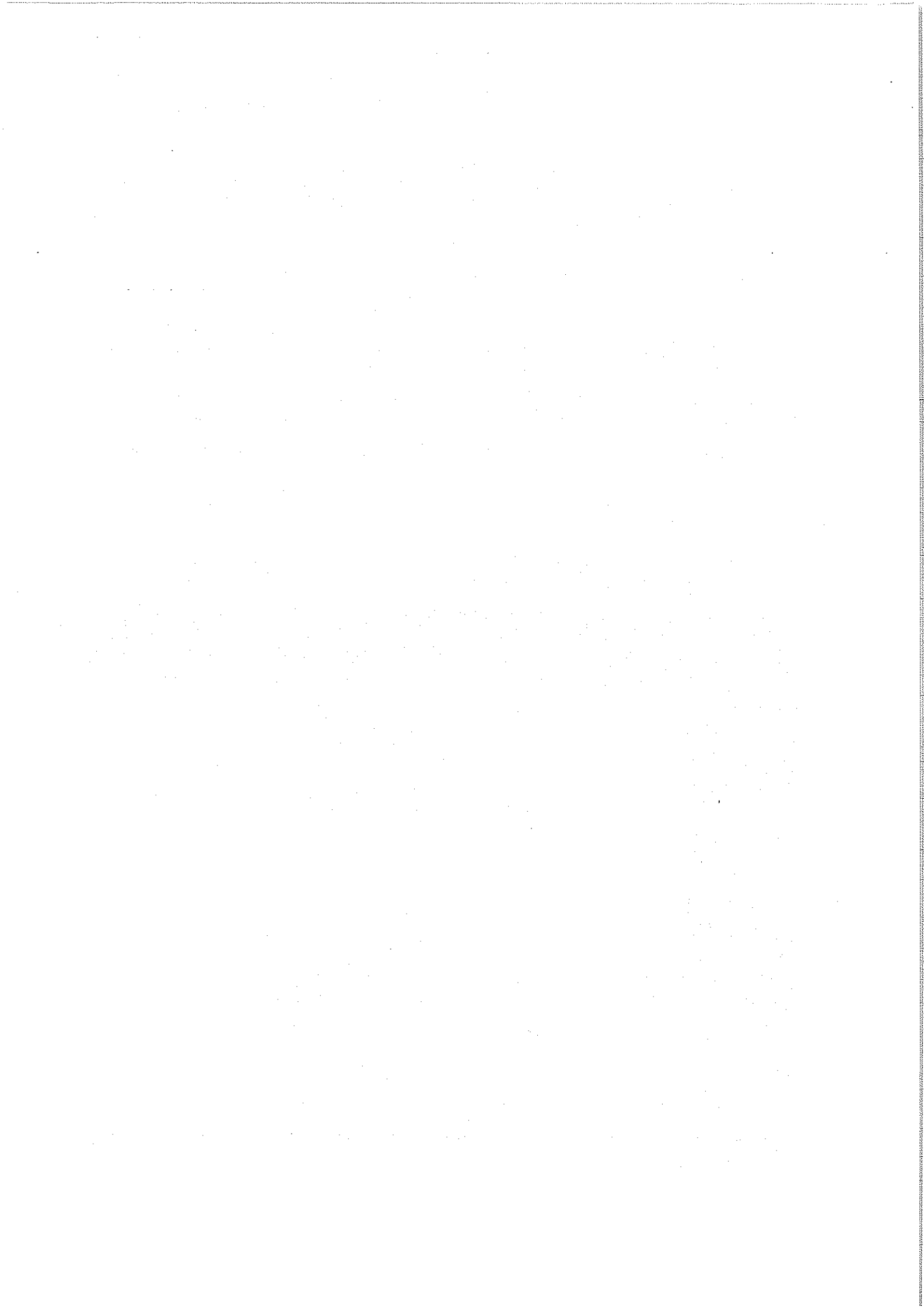
Also linked directly to the discussions of Mission-2 was brainstorming on the design of a review





ANNEX VI: **Focussing on the BCS Document**

During the first PMT Mission a debriefing exercise was conducted with the BCS Team on the



ANNEX VII:
BCS Team -
Roles and Responsibilities

ANNEX VII: BCS Team - Roles and Responsibilities (August 2000) has been changed to be placed in the

staff structure of the BCS Project.

The first of these relates to the departure of Mr. Iqbal A. Kidwai, the BCS Project Director. A

The second relates to the addition of a new member to the BCS Team. **Mr. Hamid Sarfraz joined the BCS Team as a consultant** as of December 8, 1998. Mr. Sarfraz brings with him a diverse set of useful skills and experience. He is a lecturer at the University of Balochistan with a background in

... District Profiles for the IMDI AN

ANNEX VIII: **BCS Team's Use of Time**

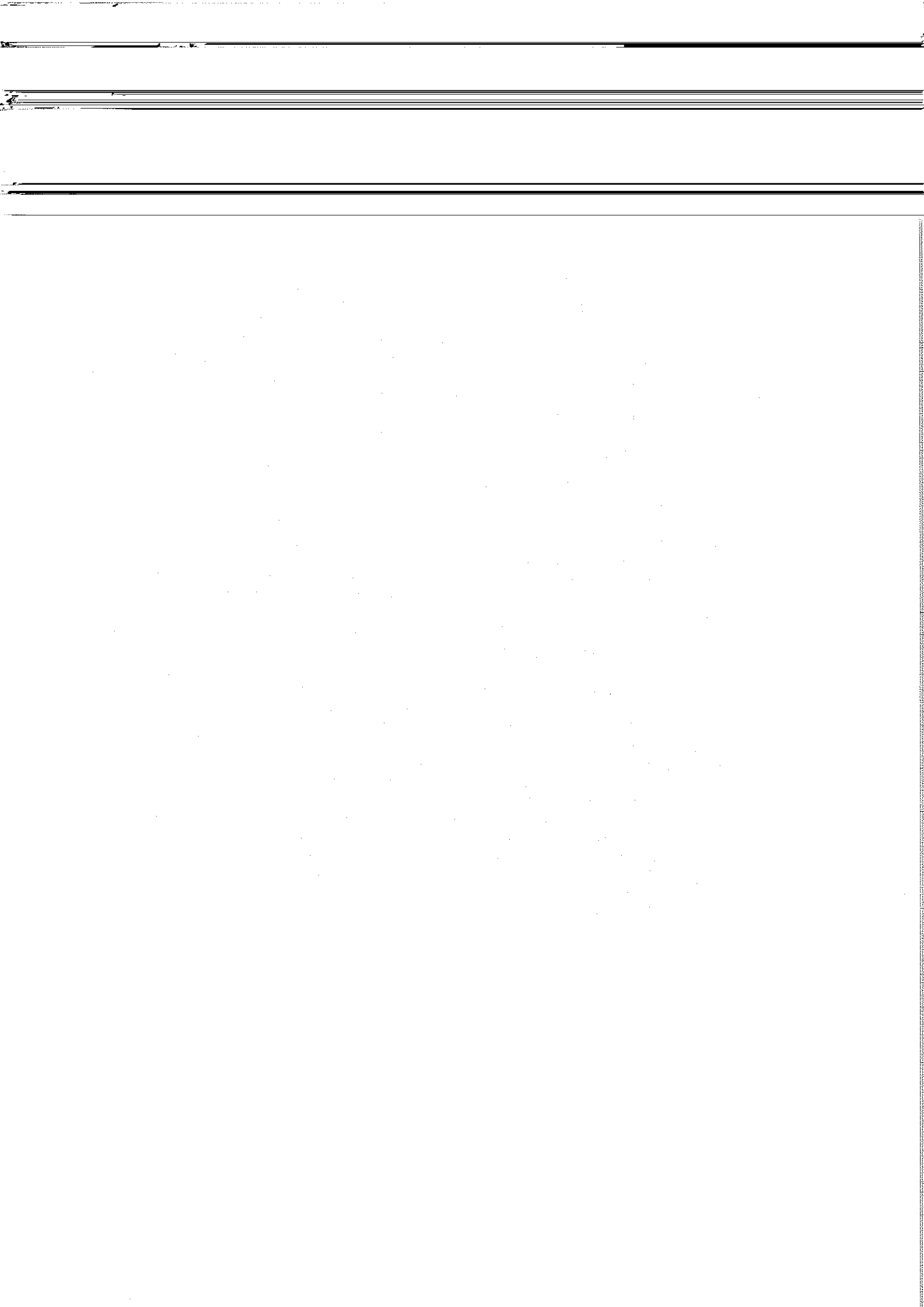
During individual interviews, each BCS Team member was asked to list the major heads of activity that consumed their time during the period between the second and third External Monitoring

The table necessarily presents a rough picture since the numbers are broad estimates and were allocated by rapid recollection rather than systematic time accounting. Moreover, it should be noted that the time for the heads were generated by the respondent (as opposed to a standard

Having already noted that the numbers listed in these tables are very rough (and spontaneous) estimates and should be interpreted in that light, they do point to some important points.

Table A8.1 does provide a useful picture of the activities that each team member considered to be

Table A8.1 does provide a useful picture of the activities that each team member considered to be



ANNEX IX: **Monitoring Protocol for Fourth EMT Mission**

• Period of Monitoring for Fourth Mission

- ❖ From January 1999 to date of fourth mission.

• Key focus for next mission (in addition to progress on other issues)

- ❖ The BCS document. This will be the primary focus of the Fourth EMT Mission.
- ❖ The review process adopted for the BCS document.
- ❖ Future 'implementability' of the BCS.
- ❖ Role of Steering Committee, with a special emphasis on ownership in the implementation phase.
- ❖ Status of BCS Discussion Papers on cross-cutting themes and status of Sector Sub-strategies.
- ❖ Level of understanding of BCS amongst key stakeholders, especially in government.
- ❖ Design of Implementation Workshops and other future activities (if RNE approves extension).

• Meetings

