



# Integrated District Development Vision HANDBOOK



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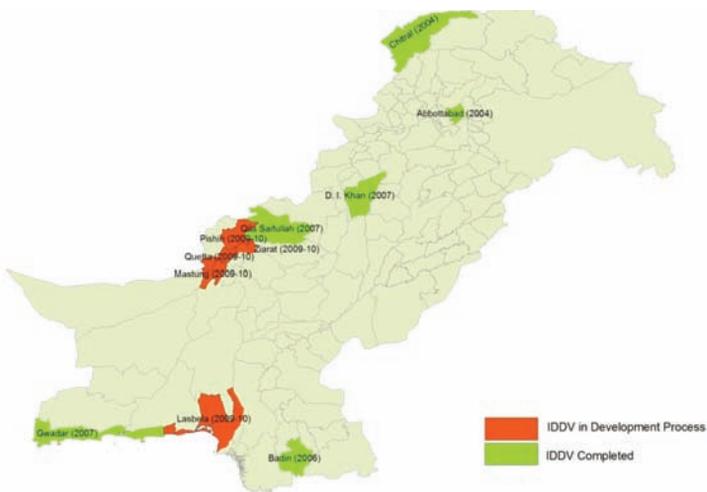
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# 1. INTRODUCTION

Pakistan has a long history of developing conservation/sustainable development strategies at national and sub-national levels. After successful completion of the Pakistan National Conservation Strategy, jointly by the Government of Pakistan and IUCN, the Government of North Western Frontier Province (NWFP) requested IUCN to assist in developing its Sarhad Province Conservation Strategy (SPCS) so that province specific issues could be addressed more holistically. Following formulation of SPCS, the local stakeholders realised that local level issues, especially at district level, require prioritisation and development planning in an integrated manner so that a long term development agenda is available to the local administration for ensuring an equitable and sustainable development.

This realisation led to IUCN's initiative of district level conservation strategies, initially in Chitral and Abbottabad Districts of NWFP. Government of Pakistan set in motion the local governance system under the Local Government Ordinance (LGO) 2001, which introduced a three-tier system of governance at the district, tehsil and union council level. Synchronising the concept of district conservation strategies with the need to develop 'crystallised vision for the integrated development of the area' provided under Section 140 (4) of LGO 2001, the sustainable development agenda for the district was realigned as Integrated District Development Vision (IDDV). Since then, IUCN has assisted six districts in developing their ID DVs and is assisting another five districts for the same, as shown on the map below. Synthesising the experience of developing ID DVs, this handbook outlines the processes and mechanisms required to develop an ID DV in a particular district. This 'how-to-do' document would be useful for elected representatives, government officials, civil society actors and experts who will be involved in the development of ID DV.



## 2. CONCEPTUAL FRAMEWORK OF IDDV

The challenge for ensuring integrated development is to sustainably improve the livelihood of local communities while protecting the environment and enabling improvements in the physical and social capital. Keeping this in view, the basic purpose of the Integrated District Development Vision is to prioritise issues at the district level and suggest sustainable options for the wellbeing of the people and ecosystems. The vision looks beyond the normal tenure of a local government and provides a longstanding impartial development agenda for the district. It calls for coordination between departments in the district as well as the province, and an integrated approach that optimally utilises human and financial resources. The vision, thus, serves as a blueprint, setting the future course of action for the respective district governments. In doing so, it provides a framework for economic progress, human capital development and environmental sustainability.

### 2.1 Why develop an IDDV?

Notwithstanding the legal requirement of developing ID DVs (under LGO 2001), there are a numbers of reasons for developing a long-term prioritised development agenda in the form of an ID DV. These include:

#### 2.1.1 District specific needs

In view of the scope and magnitude of the changes in human and ecological environments, different districts and areas within districts have different issues, needs and development requirements. Though the federal government prepares national and provincial governments prepare provincial strategies and plans, local needs and priorities can only be identified and addressed suitably at the local level. Also, development interventions in each district vary and need to be undertaken in consonance, to ensure that inevitable growth and development is pre-empted and addressed contextually. Hence, the need for inculcating development planning to a lower tier is fulfilled through ID DV.

#### 2.1.2 Ancillary tool for district level development planning

ID DV aims to make value addition in the already existing district level sectoral plans and/or initiatives, or in case of a void, the ID DV works as a fundamental planning tool for the district level plan for all relevant sectors. The issues and options highlighted in the ID DV ought to be incorporated in the annual plans of each sector in the district, to promote the concepts of sustainable development and incorporate the environmental dimension in development planning.

### 2.1.3 National and international obligations

Though operational at local level, the results of integrated sustainable development initiatives contribute at provincial, national and international levels. Global strategies and targets, such as Millennium Development Goals (MDGs) can only be achieved if adequate planning is undertaken and implemented at the local level. In a local context, sectors such as education, health, water supply, sanitation, population welfare, agriculture and livestock have been devolved for greater efficiency in addressing people's needs. The IDDV contributes towards building the requisite capacities through capitalising on the potential of resource mobilisation and developing action plans with resource mapping.

## 2.2 What does IDDV mean?

Generically, a vision fulfils several requirements of a development mission, including:

- Preparing a plan for the sustainable long-term development of the district, with a focus on:
  - ❑ Issues and strategies (short, medium and long term); and
  - ❑ Livelihood improvement and good governance;
- Providing benefits of integrated development as opposed to isolated initiatives;
- Improving interaction among three tiers of the local government (District Government, Town/Tehsil Municipal Authority and Union Administration) as well as between provincial and local governments, on functions pertaining to LGO 2001;
- Signifying a statement of commitment from the district government. As the development and implementation of the IDDV is responsibility of the district government, it plays a decisive role in shaping the future of a district and providing opportunities to the people to benefit from the ongoing change. The district government integrates the recommendation of the IDDV into the annual development planning. Likewise, the other local entities besides the district government also comprehend their responsibilities and prepare plans well in time to manage the developmental changes;
- Providing supervisory and monitoring mechanism for developmental activities of the local government, in addition to setting future targets for devolved and non-devolved sectors;
- Making available a strategy document to attract development funds, federal/provincial allocations and other discretionary funds;

- Expressing concerns and values of local communities. The vision reflects priorities identified by the people, hence, it is the people's vision for their future, of the quality of life they aspire towards and the progressive milestones they would like to achieve;
- Setting an example of democracy operating at the grassroots level. While the district government has been assigned as the prime sponsor of the proposed initiatives and interventions, the approach followed allows people to participate in making the decisions that affect their lives. The vision is shared by the locals, civil society organizations (CSOs) and all stakeholders, including local councils, district government officers, Executive District Officers (EDOs), clergy, civil society representatives, community members, academicians, media and the private sector; and
- Identifying ways to improve the lives and livelihood of communities.

### **2.3 Scope of an IDDV**

The vision should reflect changing realities, including rising poverty and accelerated natural resource deterioration, and should adapt this knowledge to local sustainable development goals. It needs to be based on an analysis of resources, combined with an overview of the current situation and the emerging scenario. The document should provide a sector-by-sector strategy for coherent planning and integrated interventions, so that development in the district is sustainable. The vision should also include a plan of action for implementing the strategy in the short, medium and long term, to pave the way for sustainable development.

To effectively achieve the above objectives, the IDDV development trajectory follows four principles to be used during the consultative process and implementation:

- Consulting with and involving people and communities in planning and development;
- Emphasising gender equity in policy, plans and programmes;
- Stressing on people and environment friendly development; and
- Planning and monitoring development that is integrated and sustainable.

District's priorities also include:

- Raising district development ranking in the province, by providing better quality of life for people in the district;

- Increasing opportunities for livelihood generation and poverty alleviation, for both men and women;
- Improving governance, institutional and human capacity, with an emphasis on promoting collective interest supported by strong, effective institutions staffed by competent individuals;
- Promoting effective, efficient and equitable public services that can provide quality education, health, water supply and sanitation facilities;
- Planning sustainable urban settlements with sufficient energy provision and communication infrastructure;
- Conserving and sustainably using renewable natural resources; and
- Sustainably managing all sources of water, by practicing integrated water resource management.

Other challenges to be addressed in the vision include:

- Focusing on priority issues and their solutions, with a view to long term benefits;
- Emphasising on continuity in policy making, participatory planning and monitoring;
- Encouraging environmental assessment of policies, programmes, plans and projects to avoid, mitigate and compensate for adverse environmental impacts;
- Seeking examples of best practices in other districts, for replication or scaling up in the district;
- Extending and updating district profiles. It must be remembered however, that as profiles of each district are available in public archives, a complete situational analysis of the area should be avoided for IDDV development. Instead, the process should only involve any updation of existing data;
- Compiling accurate district-level information and enhancing access to information and technology;
- Supporting public-private sector partnerships, to improve district economy; and
- Facilitating growth and participation of civil society and Community Based Organizations (CBOs) in development.

## 2.4 Guiding principles

Under the overarching principles of participation, transparency and empowerment, IDDV development should broadly be guided by the principles set by OECD-DAC<sup>1</sup> for developing national sustainable development strategies. These include:

1. People-centred – An effective IDDV requires a people centred approach, ensuring long-term benefits to the disadvantaged and marginalised groups such as women and children.
2. Consensus on long-term vision – Strategic planning frameworks are more likely to be successful when they are based on a consensus based long-term vision with a clear time-frame upon which stakeholders agree. During this time, they need to include ways of dealing with short and medium-term necessities and changes. A long-term vision needs to have commitment of polity so that an upcoming government does not view it as representation of views or policies of its predecessor.
3. Comprehensive and integrated – IDDV should seek to integrate the economic, social and environmental objectives. If integration is not possible, trade-offs need to be negotiated and common grounds agreed upon. The entitlements and possible needs of future generations must be factored in this process. Also, the IDDV should cover all relevant sectors and thematic areas of a particular district.
4. Targeted with clear budgetary priorities – The IDDV must be fully integrated in existing budget processes to ensure that identified actions have adequate financial resources and are not treated as a mere wish-list. Conversely, the formulation of budgets must be aligned with IDDV priorities. Capacity constraints will have an impact on the extent to which the intended outcomes are to be achieved; hence, the targets need to be challenging but realistic in relation to these constraints.
5. Based on comprehensive and reliable analysis – Identification of priorities must be based on comprehensive analysis of present situation, available resources and ground realities. Forecasted trends must be linked with local, national and global challenges. Local capacities for analysis and existing information should be fully used and varying perceptions among stakeholders should be reflected.
6. Incorporate monitoring, learning and improvement – Monitoring and evaluation should be based on measurable indicators and built into the IDDV to steer and

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1 OECD DAC (2001). *The DAC Guidelines: Strategies for Sustainable Development: Guidance for Development Cooperation*, Development Cooperation Committee, OECD, Paris; available on [www.sourceOECD.org](http://www.sourceOECD.org).

track progress, distil and capture lessons, and signal when a change of direction is necessary.

7. High-level government commitment and influential lead institutions – Such commitment on a long-term basis is essential if policy and institutional changes are to occur, financial resources are to be committed and implementation responsibility is to be clearly communicated and understood.
8. Building on existing processes and strategies – IDDV should not be brought in as a new planning process but should build on what already exists, thus enabling convergence and coherence with existing planning frameworks. This requires good management to ensure coordination of processes and mechanisms, and to identify and resolve potential conflicts. The roles, responsibility and relationships between different stakeholders must be clarified from the outset.
9. Effective participation – Broad participation helps to open up debate on new ideas and sources of information, exposes issues that need to be addressed, enables problems, needs and preferences to be expressed, identifies capacities required to address them, and develops a consensus on the need for action for effective implementation. Hence, other than government departments and polity, consultations with private sector, civil society, and marginalised groups is very important. This requires good communication and information-sharing mechanisms with a premium placed on transparency and accountability.
10. Link national and local levels – IDDV development should be a two way iterative process. Strategic principles, resource allocation, legislative changes and direction should be set in the national and provincial backdrop. However, detailed planning, implementation and monitoring should be undertaken at tehsil and union council level.
11. Develop and build on existing capacity – At the outset, it is important to assess institutional, human and financial capacity of all key stakeholders. Where needed, provisions should be made to develop the requisite capacities as part of the IDDV process.

Keeping these guiding principles in sight would ensure a greater level of ownership at the decision-making as well as implementation levels. At the same time, these principles would keep the vision document apolitical to avoid any turnaround in case of change in the political leadership.

## 2.5 Sectors covered

The sectors discussed in each IDDV will vary, depending on the district in question. The sectors will essentially fall under four broad categories, with specific sectors varying, according to the specific district. An indicative list of specific sectors is listed under each of the four broad categories:

1. Social sector: health, education, population, settlements and housing, culture and tradition, municipal services, water supply, sanitation, social organisation
2. Natural resources/green sector: environment, livestock, pastures, biodiversity (e.g. species, protected areas, wetlands, forests)
3. Economic sector: agriculture, industries, sustainable livelihoods, poverty reduction, energy, minerals, mining, small and medium enterprises, tourism, infrastructure, job/economic opportunities and diversification
4. Governance sector: local governments, governance structure, institutional parameters framed

Cross cutting themes will include gender, climate change and disaster risk reduction, information and communication, and vision implementation. The sectors and issues listed in the IDDV will be based on consensus developed during consultative sessions.

## 3. IDDV DEVELOPMENT PROCESS

Though not carved in stone, the step-by-step process explained in this section is based on past experience of IDDV development and provides a road map for developing IDDV in light of the guiding principles of sustainable development strategies.

### 3.1 Conception

The District Government, including the District Nazim and District Coordination Officer (DCO), is responsible for taking collective lead to initiate the idea of IDDV through a written notification. This decision strives to achieve the target of linking development policies with district needs, and ensuring that the vision is internally driven and owned.

Once the vision is conceptualised, it requires input from the Finance and Planning (F&P) Office, in the form of a brief description of the annual development outlay of the district, including the investments being made through tehsils/talukas, issues in development planning cycle, and coordination among line agencies and higher tier investments; and caveats in integrating the public sector, private sector and civil society development efforts.

On receiving input from the F&P Office, the DCO will then validate the analysis through heads of devolved and non-devolved (federal and provincial) offices. The DCO will also arrange consultations with members of parliament (federal and provincial) representing the district. A similar round of consultations with leading civil society organization and private sector players is also advised.

At the same time, the DCO is expected to share the analysis in the form of a working paper with District Nazim, for presentation to Zila Council. Realising the need for IDDV, the Zila Council recommends the formulation of IDDV and authorises the DCO to complete the needful steps.

*Timeline: the conceptualisation and requisite approvals for IDDV are expected to take a month.*

### 3.2 Constitution of IDDV Development Committee

In order to ensure that IDDV has cross-government support, effective engagement of all devolved and non-devolved offices operating in the district is most crucial, for precision as well as wider ownership. Hence, the DCO is required to constitute a multi-stakeholder IDDV Development Committee, to act as a resource for the IDDV process and extend its outreach. As IDDV covers a wide range of sectors, including

social, economic and environmental aspects, membership of the Committee should ideally be of 15-20 persons, comprising of representatives from government, civil society and private sector. Since IDDV has the same bearing on inter-tehsil development plans, it is important that all tehsils/talukas are represented on the Committee. All members should be selected on the basis of pre-defined criteria, such as their relevance to IDDV objectives and relevant experience. F&P Office should serve as a secretariat of the Committee and convene meetings at least on a quarterly basis, in addition to any need based meetings. The Committee would serve as a sounding board throughout the IDDV development process and would be a repository of knowledge on local issues.

*Timeline: this step can move concurrently with recommendation of IDDV by the Zila Council.*

### **3.3 Resource Allocation**

The F&P Office has the responsibility for identifying IDDV development timeframe and financial inputs required for its completion, particularly when funding is taken from the Annual Development Programme (ADP). These financial resources will be required to ensure satisfactory IDDV development, including consultancy fees, and logistics, editing, printing and publishing costs. The Office also highlights relevant planning and financial rules supporting the IDDV, as well as any amendments and framing of new rules required. While doing so, it maintains close liaison with the DCO, as well as members of the Zila Council's Monitoring Committee for Planning, to ensure that the process of IDDV has the requisite institutional ownership since inception. Since one of the functions of the Monitoring Committee is to suggest ways and means for efficient and transparent delivery of services, the head of Planning Committee will be entrusted the task of presenting IDDV scheme along with the requisites and guiding principles to the Zila Council, for its approval. To inculcate a high level political commitment, a special session of Zila Council is recommended, which should allow open discussion and debate amongst all members.

*Timeline: completion of resource allocation arrangements should be completed in about a month.*

### **3.4 Technical Feedback Mechanism**

To address data gaps, keeping in view the requirements and guiding principles of IDDV, a proper technical feedback mechanism must be in place, to improve the efficacy of analysis and strategies for the future. The DCO will constitute three functional committees constituting relevant officials working in the district, for eco-

nomics and finance, environment and natural resource management, and social sector. These committees will act as counterpart to the expert/author and assist in identification of data sources, lessons from past implementation, challenges from the field, issues of capacities (human and financial) and changing realities on ground. The committees will have the responsibility of ensuring that the IDDV process is comprehensive and corresponds to short, medium and long-term requirements of the district.

*Timeline: notification of functional committees can be parallel to hiring of the technical expertise.*

### **3.5 Selection of the Author**

As each district and its people are acutely aware of their own issues and priorities, the district government is better suited to prepare its own IDDV. Effort should be made to utilize in-house capacity for IDDV development. In case an external consultant is hired for the job, extensive involvement should be maintained at all stages of IDDV development, to meet expected district development targets and ensure holistic coverage of sectors included.

Since selecting and contracting technical expertise, under the ADP scheme, has to follow prescribed procedures, it may be executed right after the endorsement of IDDV by the Zila Council. The F&P Office should take lead in the process, to avoid unnecessary delays in the selection process. The IDDV Development Committee can also help in identifying expertise, under the relevant procedures.

The author hired can be a candidate from the district government, a consultancy agency or a freelance consultant. ToRs (sample attached at Annex I) should be developed and floated, to receive Expression of Interest (EoI) from prospective consultants and/or consulting firms. A few basic credits of the consultant include:

- Prior experience in IDDV development;
- Prior experience in data collection and analysis; and
- Familiarity with the local scenario, issues, devolved government and process.

### **3.6 Consultations**

Consultations are considered to be the backbone of vision formulation. Wide representation is crucial for sector/issues' identification and prioritisation, effective implementation and customised adaptation of the IDDV. In addition to improving the vision contents, they increase wider understanding and ownership of the vision.

The process of consultations is primarily guided by the IDDV Development Committee (see Section 3.2). Consultations will largely be held at the sub-divisional and district level. While provincial headquarters are involved, representation of all the line departments of sectors needs to be ensured at the district level.

Furthermore, community involvement, local knowledge and traditional solutions must be noted and concerns must be prioritised. More specifically, the IDDV should incorporate the views of village elders, community members, elected representatives, civil society organizations, minorities and women from all sub-divisions, as well as government functionaries. In essence, the IDDV should represent the collective vision of the people of the district.

In order to undertake focused consultative process without compromising its scope, the following levels of government involvement should suffice the requirements.

### **3.6.1 Consultations at tehsil level**

LGO 2001 provides tehsils/talukas as a suitable administrative set up for public involvement and input into the IDDV. Each tehsil caters to a certain number of union councils, which should be involved in consultations. The Tehsil Nazim should take the lead in organizing tehsil level consultations, with the help of F&P Office.

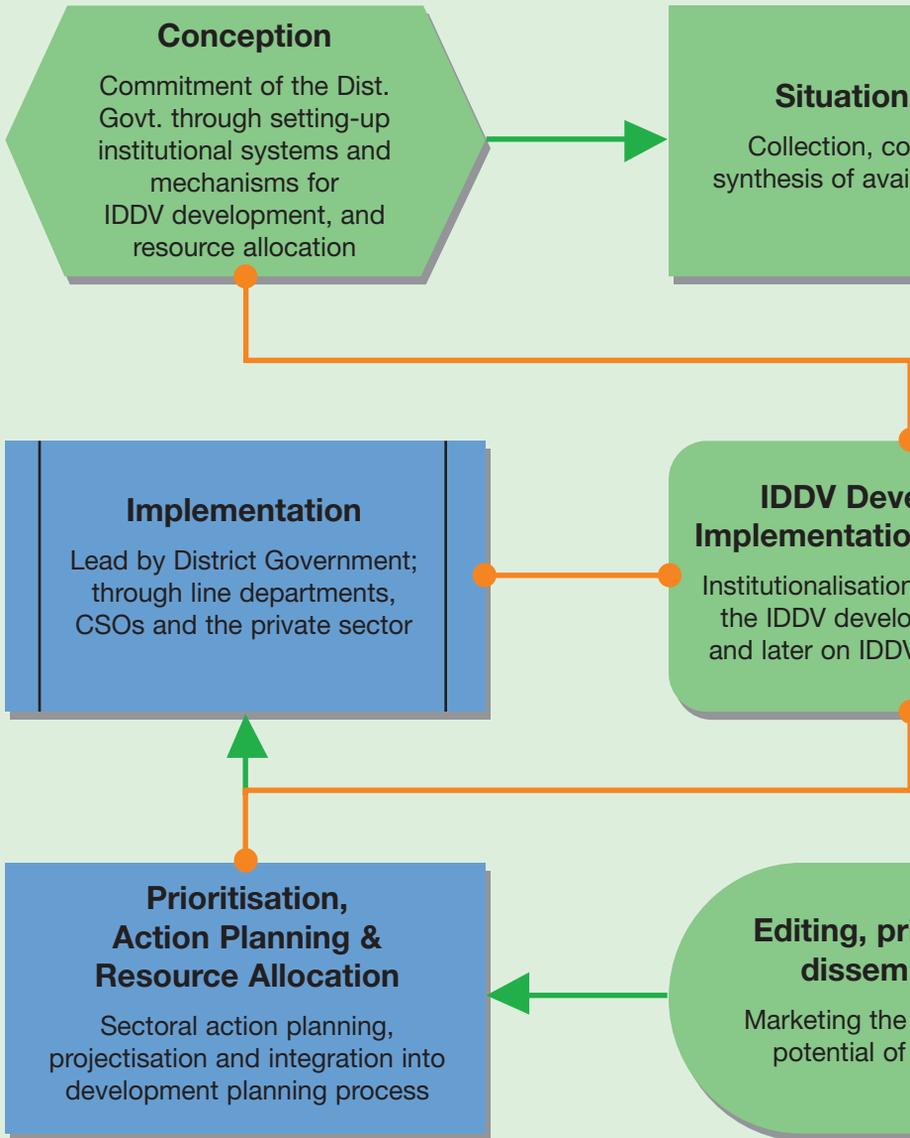
### **3.6.2 Consultations with non-devolved offices**

The IDDV is bound to have overlaps with departments currently working as autonomous bodies, such as National Highway Authority, or there are departments being administered directly by either federal or provincial governments, such as mining, irrigation, and forestry. The input of these non-devolved offices is quite important, to ensure that IDDV findings match on-going initiatives and are linked their future portfolio. The DCO is expected to take lead at this level of consultation.

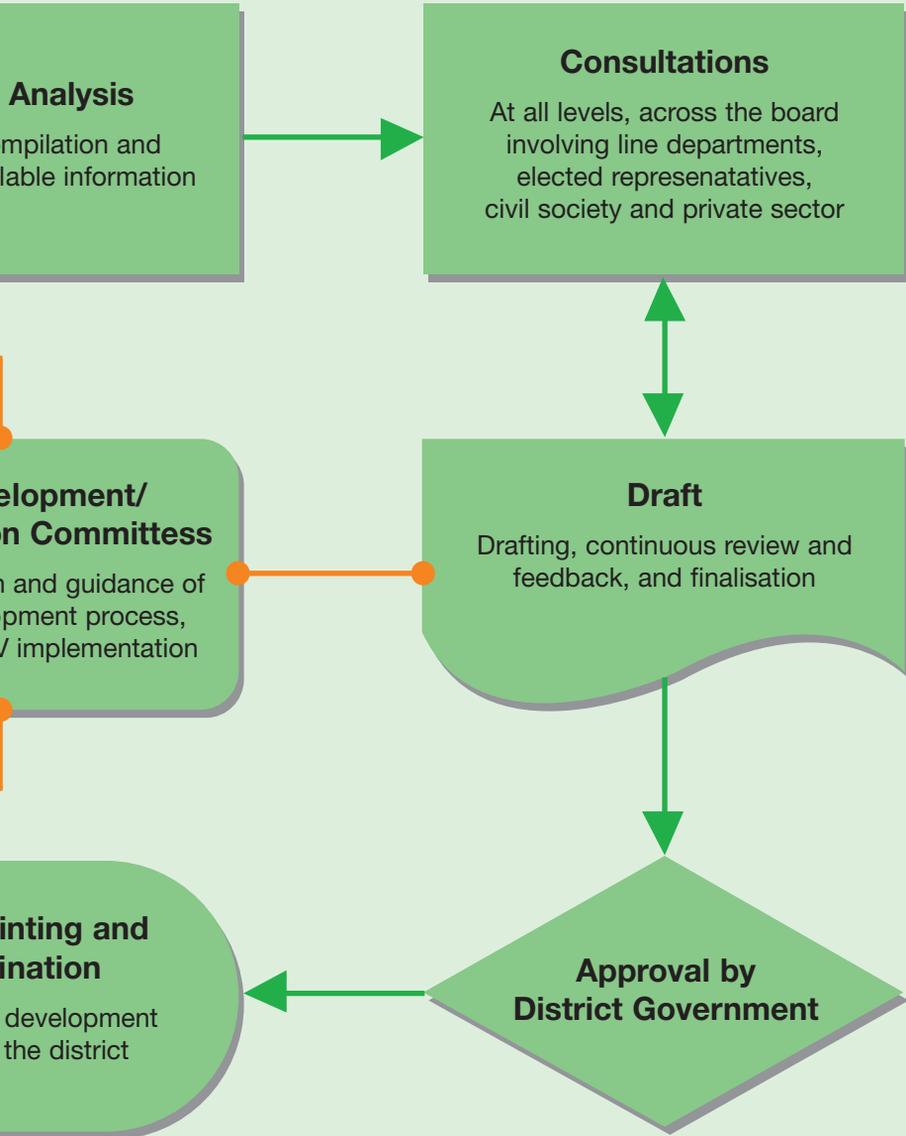
### **3.6.3 Consultations with parliamentarians**

Members of parliament (National and Provincial Assemblies as well as Senate) not only bring investments in the district, through a variety of vertical programmes, but also have greater access to policy planning and resource mobilizing decision-making processes at respective levels. Hence, involving parliamentarians and local governments will bridge the gap, avoid overlaps, and channel investments in the agreed direction. The District Nazim has to take the lead for this level of consultation.

# Integrated District Development



# Development Vision Process



### 3.6.4 Consultations with NGOs and private sector

Civil society organizations provide retrospective analysis of ground realities emerging from their local experiences and expertise in the field. Their involvement will enhance effective planning based on contextual references. The NGO and private sector members of the Stakeholder Committee should take a lead in organizing such consultations.

*Timeline: the public consultation phase should be completed in a one month period.*

## 3.7 Information Collection

The whole component is strengthened through consultations as well as previous IDDV experiences from the field, such as in Chitral, Abbottabad, Badin, Dera Ismail Khan, Gwadar and Qila Saifullah. Likewise, the IDDV will draw insights from key policy documents and studies, including the conservation strategies, as well as related reviews conducted by experts. In addition to this, secondary data collection is also vital. Consistent field validation will be required of the desk research conducted, through the feedback mechanisms put in place.

A list of recommended readings is included as part of ToRs attached as Annex II.

## 3.8 Drafting the Vision

The drafting of the IDDV can proceed once the IDDV is endorsed by the district administration, and consultations and technical team formation is complete, with all support and feedback mechanisms functional.

The contents of IDDV may vary according to specific features and requirements of each district. However, the vision document should at least follow the sample outline of IDDV document, attached as part of Annex II. Detail on these aspects sections is provided below.

### 3.8.1 State of the environment and development

**Giving overview of the district:** this may cover the district's history, physiographic features, demographics, climate, poverty trend, employment opportunities (formal and informal sector), agriculture, livestock and poultry, environment, natural resources, biodiversity (mammals, birds, reptiles, fish, parks and protected areas), forest cover and community rights, agro-forestry, horticulture, grazing land and fodder reserves, watersheds, fisheries, mineral resources, energy use, infrastructure (e.g., roads and communications), public sector services (e.g. drinking water, waste water, sanitation, solid waste management and health), education and training,

cultural heritage (architecture, arts and crafts, traditional costumes, food and beverages, games and sports, music and dance, folk songs, folklore, legendary sites, indigenous tribes), tourism, ecotourism, land use planning and zoning, social organisation, enterprise development, gender roles, governance structure, and administrative and institutional mechanism set up to cater to the development needs.

**Identifying issues and conducting needs assessment:** identification and stocktaking of core areas/ sectors specific to the district will be done during the consultation process. The document will highlight the scale and type of challenges and development constraints faced by the district, largely in the areas of social service delivery, poverty alleviation, environment and natural resource management, infrastructure development, and governance. The external factors influencing district development, e.g., climate change would also be identified and explored in detail. This step will also identify the gaps, especially the knowledge gaps, and propose how these can be addressed during the implementation. However, the scope of the guidelines only allows broad coverage of sectoral concerns; all specifics will be discussed in the sectoral plans made during the vision implementation stage.

**Assessing progress towards development in core areas:** this includes assessment of major past and present development interventions and initiatives by public sector, private sector and civil society.

**Assessing coordination mechanisms/implementation framework:** it will cover issues in current and past experience in implementation, institutional framework, district level mechanisms and processes, higher-tier mechanisms and processes, responsibility (devolved and non-devolved entities, civil society), institutional strengthening and capacity building.

### 3.8.2 Roadmap for the future

**Defining goal, objectives and principles for integrated development:** the Vision should clearly spell out the ultimate goal which IDDV would strive for, broad development objectives in social, economic and ecological terms, and underlying principles of development planning.

**Providing strategic recommendation and validation:** individual sectors will be discussed separately and grouped in thematic areas. For each sector, issues affecting them and proposed strategy for improvement in short and medium term will be proposed. Cross-sectoral interventions would also be recommended along with processes and mechanisms for ensuring harmony and synergy of the efforts.

### **Devising an implementation mechanism and ensuring efficient utilisation of scarce resources:**

a sustainable development action plan will be developed, with an implementation framework for the district and a timeframe for achievement of development goals approved by the Zila Council. An easy to reference table will be prepared to map out an action plan for implementation of the strategy. It will list the initiatives to be undertaken. These interventions will be divided into short, medium and long term categories. They will be listed sector wise, along with the organizations and agencies that are expected to play a role in its implementation.

**Defining implementation mechanisms:** with well defined roles and responsibilities for key stakeholders; capacity enhancement (system, skills and resources); and processes for ensuring continued stakeholder participation and coordination.

### **3.8.3 Identification of investment opportunities**

**Mapping of district's potential for resource mobilisation:** a resource mobilisation exercise will be conducted to derive funds from potential sources – local (district level, town level) and additional revenue options (local fund, donors, provincial and federal resources). Other options for resource mobilisation may be derived from redirection of existing resources, diversification of local economy and livelihood options for local people, environment and natural resource management, public-private and public-community partnership, and mainstreaming of marginalised and disadvantaged groups in the sustainable development paradigm.

### **3.8.4 Monitoring and tracking**

This will be done by establishing a monitoring and evaluation mechanism and defining a framework of indicators to monitor outcome, process for course correction, and mechanism for reviewing and updating the IDDV. Required data, frequency of assessment and reporting systems will also be defined. The objective will be to translate assessments into future targets.

*Timeline: given the nature of the exercise, the vision drafting should be completed within 3 to 4 months.*

## **3.9 Potential Constraints**

Certain barriers and opportunities that may emerge during the process of vision development will include:

- Identification and inclusion of all the sectors in the document;
- Complete sector representation during consultations;

- Identification and addressing of all the development issues of the district;
- Success in adaptability of the vision;
- Ensuring data availability and validity;
- Resource generation;
- Overcoming tier barriers in the devolution structure;
- Managing cross sectoral cooperation in the governance system;
- Legal/policy framework inclusion; and
- Adapting lessons learnt and successes of previous ID DVs.

### 3.10 Refinement of ID DV

In light of feedback received during the public consultations, the author is required to refine the ID DV. It should be taken as a collective exercise, wherein the ID DV Development Committee, functional committees, and non-devolved offices contribute to filling the information gaps identified in the consultative process.

The F&P Office will assume the role of custodian to the ID DV refinement process and will also provide information to the author on a timely basis.

*Timeline: this step can take 4-6 weeks, depending on the complexities of the refinement process.*

### 3.11 Approval of ID DV

In addition to providing the mandate for ID DV formulation, the Zila Council is also mandated for its approval after the draft is finalised. A special session of the Zila Council should be convened to debate on and approve the ID DV. The Zila Nazim should present the ID DV with the support of members of the Monitoring Committee for Planning. The Tehsil Nazimeen should also be invited to this special session to get their respective planning and investments in sync with the ID DV.

*Timeline: approval and endorsement of ID DV should be completed before preparation of the next fiscal year ADP, so that its implementation is linked with the district planning and budgeting cycle.*

### 3.12 Translation

While the document can be prepared in English, for convenience of official use at a district level, translation (of a friendly/popular version) in Urdu and/or the local lan-

guage would ensure better understanding of the document by the local stakeholders for whom the IDDV is being prepared.

### **3.13 Dissemination**

The vision document should be shared with all the stakeholders involved in its development, as well as those in the provincial and federal government and other sectoral departments.

### **3.14 Expected Duration**

Typically, the whole process of developing an IDDV takes around 10 months.

### **3.15 Review and Updation**

Though long term in nature, IDDV is a 'living' document. As the objective is to meet the developmental needs in the district, the nature of the vision has to be dynamic, to be able to easily absorb evolving situations and priorities, and remain relevant. The concerns addressed in the vision should be valid for the next ten years, so the review process should take place once every decade.

## 4. VISION IMPLEMENTATION

### 4.1 Stages

Once the IDDV is approved by the District Government, its implementation becomes a joint responsibility of the District Government, line departments, civil society and the private sector. The process includes the following broad stages:

- Establishment of a 15-20 member IDDV Implementation Committee and notification by the District Government;
- Capacity assessment and its enhancement for the District Government in all the relevant sectors as identified in the IDDV;
- Prioritisation and action planning of the relevant IDDV recommendations by the line agencies;
- Financing the initiatives identified in IDDV;
- Implementation by the relevant sectors; and
- Monitoring of the progress towards sustainability through establishment of a monitoring and evaluation system, that includes environmental indicators.

### 4.2 Prioritisation Process

When development funds are available to a district in a devolved system, prioritisation of district issues becomes important so that the most pressing issues are funded first. For this, it is important that all the sector representatives and other government officials meet together in a brainstorming session, to decide on fair priorities (short, medium and long term), based on sectoral issues. A district level action plan with the required interventions can be the result of such an exercise.

### 4.3 Financing the Vision Implementation

Implementation of ID DVs would largely depend upon availability of financial resources committed for operationalising the recommendations of ID DVs. Primarily, there are three forms of financial resources which may be available to the district governments:

#### 4.3.1 District level development funds

The district governments have been authorised to generate revenue at local level. Tehsils have been assigned more buoyant and potent taxes, such as the urban development property tax. Tehsils are also assigned the transfer of property tax and entertainment tax. Different options of revenue generation at local level are listed in Table 1. Through these options districts can raise the required resources at least to

some extent, reducing their dependence on provincial allocations. The real need would be to align the budget expenditure priorities in the districts with those identified in ID DVs.

Districts may also set up special funds, such as District Sustainable Development Fund, to which donors, federal and provincial government, and multinational

**Table 1: Revenue generation at the local government level<sup>2</sup>**

Zila Councils	Tehsil and Town Councils	Union Administration
<ul style="list-style-type: none"> <li>● Education tax</li> <li>● Health tax</li> <li>● Tax on vehicles other than motor vehicles</li> <li>● Local rate on land assessable for land revenue</li> <li>● Fees in respect of schools colleges and health facilities established or maintained by the district government</li> <li>● Fees for licenses granted by the district government</li> <li>● Fees for specific services rendered by a district government</li> <li>● Collection of charges for recovery of tax on behalf of the government as prescribed</li> <li>● Toll on new roads, bridges within the limit of the district other than provincial highways and roads</li> </ul>	<ul style="list-style-type: none"> <li>● Local tax on services</li> <li>● Tax on transfer of immovable property</li> <li>● Property tax on annual rental value of building and lands</li> <li>● Fee on advertisement, other than on radio, television and billboards</li> <li>● Fee for fairs, agricultural shows, cattle fairs, industrial exhibitions, tournaments and other public events</li> <li>● Fee for approval of building plans and erection and re-erection of buildings</li> <li>● Fee for licenses or permits and penalties or fines for violation of the licensing rules</li> <li>● Charges for execution and maintenance of work of public utility like lighting of public places, drainage, conservancy and water supply</li> <li>● Fee on cinemas, theatrical shows and tickets thereof and other entertainment</li> <li>● Collection charges for recovery of any tax on behalf of the government, District government, Union administration or any statutory authority as prescribed</li> </ul>	<ul style="list-style-type: none"> <li>● Fee for licensing of professions and vocations</li> <li>● Fee on sale of animals in cattle markets</li> <li>● Market fees</li> <li>● Fees for certification of births, marriages and deaths</li> <li>● Charges for specific services rendered by the union council</li> <li>● Rate of the remuneration of village and neighbourhood guards</li> <li>● Rate of the execution or maintenance of any work of public utility like lighting of public places, drainage, conservancy and water supply</li> </ul>

Source: ADB, DFID and WB 2004.

2 IUCN Pakistan and Pakistan Institute of Development Economics (2009). *Fiscal Decentralization and Environmental Fiscal Reform in Abbottabad*. Karachi: IUCN Pakistan.

companies may contribute. These funds can help in bridging the resource gap for special sustainable development initiatives.

### **4.3.2 Provincial development funds**

Provinces, either from their own resources or from federal allocations, have to provide the required funds for local level development. This arrangement has been in the system in one form or the other. At present, a seven-member Provincial Finance Commission (PFC) makes recommendations for a formula-based distribution of financial resources to the local governments, taking into account a number of factors, including population, development (or 'backwardness'), revenue generation capacity and expenditure requirements. These transfers are meant to provide baseline levels for essential services and encourage spending in priority areas.

In this regard, ID DVs can help in district-wise resource allocation that matches its needs and capacities. The vision can provide sufficient and reliable data to negotiate with the province for improvements in determinants (used to work out share of each district) and decide on the size of equalisation grants, by presenting a tehsil specific picture. Likewise, a well-structured, articulated and measurable district development framework can help mobilise performance based grants, thus adding to the fiscal space of the district to design special projects for the welfare of the local population.

There are also vertical programmes, with specific purpose to meet international commitments, national obligations, provincial and federal functions, and to address the problems of neglected areas. To ensure that development funds are allocated for sectors that meet ground realities, districts have to position themselves in a way that enhances the utility of vertical programmes. For this, ID DV can serve as a powerful tool to guide the vertical programmes and ensure that perceived and strategic development priorities of districts are met through coordinated efforts.

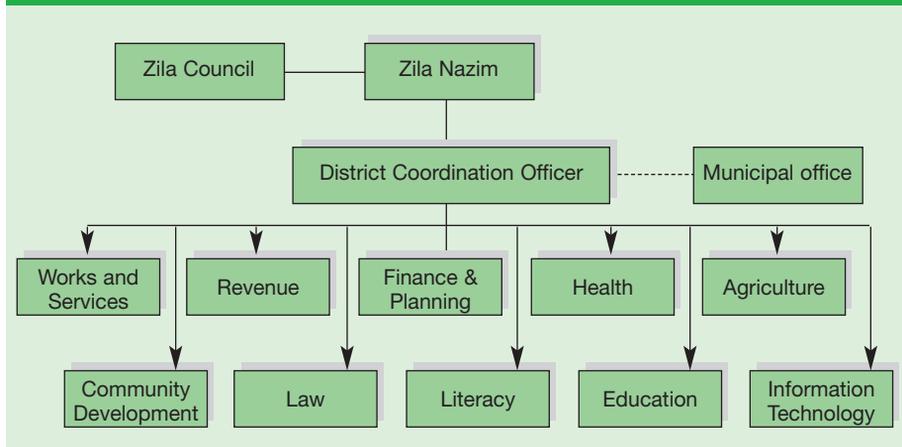
### **4.3.3 Federal grants**

At times, the federal government gives special grants to the districts to address issues of prime importance on priority basis. These grants can be accessed by preparing PC-1 by EDO of the concerned sector/department and submitting to the provincial Planning and Development Department. These kinds of grants provide special opportunities for taking forward the prioritised agenda established through ID DV process.

## **4.4 Institutional Mechanisms**

Currently, a number of line departments have been devolved at the district level, enabling the District Government to deliver in sectors relevant to that particular

**Figure 1: District level service delivery structure<sup>3</sup>**



district. The current organizational structure in a district is given in Figure 1. Following the guiding principles, ID DVs would propose the required institutional mechanisms but would not require additional institutions for implementation of ID DV recommendations. Instead, the existing service delivery structures would need to be realigned with ID DV recommendations. Additional capacities, if required, can be built to deliver more effectively.

However, ID DV Implementation Committee is the only institutional mechanism which would need to be put in place to monitor and steer the implementation of ID DV recommendations. The Committee, to be notified by the District Government, will have the following mandate:

- Ensure effective coordination among various stakeholders for ID DV implementation;
- Make proposals for alignment of annual development planning with ID DV recommendations;
- Propose new initiatives to operationalise ID DV recommendations;
- Periodically monitor the progress towards ID DV recommendations;
- Make recommendations to the District Government for effective ID DV implementation; and
- Advocate ID DV as a prioritised agenda for district level sustainable development at policy and decision making forms.

3 National Reconstruction Bureau, 2007.

# ANNEX: I

## Draft Terms of Reference for Developing an IDDV

### Introduction and Background

*This section should provide the background information about the district and under what circumstances, the exercise of developing IDDV is being undertaken.*

### Scope of Work

The main objective of this consultancy is to prepare an Integrated District Development Vision (IDDDVs) for the district. The requested consultancy shall be carried out in close liaison with the District Government so that IDDDV is fully owned. The key elements of the proposed assignment will be:

- Review of the available literature and relevant documents related to the select districts. An indicative list of relevant documents, though not exhaustive, is given below. The consultants may review any other document/literature which they may feel relevant.
  - ❑ Provincial Conservation/Sustainable Development Strategies
  - ❑ National Environmental Policy
  - ❑ Pakistan Environmental Protection Act, 1997
  - ❑ District Census Report of the district
  - ❑ National and Provincial Poverty Reduction Strategy Papers (PRSPs)
  - ❑ Millennium Development Goals
  - ❑ Local Government Ordinance (BLGO) 2001
  - ❑ Integrated District Development Visions of other districts
- Assessment of the overall governance system of the district, indicating the division of responsibilities between different tiers of the government at local, provincial and federal levels (if applicable), their role in preparation, approval, and implementation of policies, the resources generation systems/ taxes etc. at district level based on various sectors and disbursement.
- Identification of issues, responses so far and gaps in addressing these issues through an extensive consultative process. The stakeholders for consultations

would range from district's elected representative, districts and provincial government functionaries, opinion leaders, community elders, youth groups, women representatives, academia, media and the private sector representatives.

- Assessment of all the thematic areas of the district, ranging from education to environment, land use to energy, minerals to markets, job opportunities to industries, and prioritizing these in light of the stakeholder consultations. There would be a special focus on sustainable use of natural and physical resources and issues associated with their use.
- Exploring options to address these issues and make recommendations to be implemented by district stakeholders. These recommendations can be short, medium and long term to help district governments integrating these in their annual development process.
- Assessment of the existing socio-economic, political, governance systems, natural and physical environments and issues and problems associated with these sectors and possible recommendations and their solutions.
- Assessment of the coordination mechanisms/institutional frameworks and division of responsibilities of different tiers of the administrative units at the district, provincial and federal levels and issues associated with them and possible solutions.
- Assessment of the resource generation at the district level (taxes and other sources of revenue generation) and issues associated with them and their sustainable use and disbursement; and coming up with recommendations on new sustainable resources/instruments or mechanisms of revenue generation at local level.
- Validation of findings and strategic recommendations through a post-draft consultative process.
- Development of IDDV, based on the above-mentioned information, reflections, discussions and consultant's own knowledge about the development mechanisms and processes. The draft IDDV document would be the key deliverable of the assignment.

## Approach

The IDDV development would broadly be guided by the principles set by OECD-DAC for developing national sustainable development strategies from a district perspective, which have been explained in the IDDV Handbook<sup>4</sup>.

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4 IUCN Pakistan (2008). *The Integrated District Development Vision Handbook*. Karachi: IUCN Pakistan.

The approach for developing ID DVs for the district calls for consolidating the views, ideas, concerns, apprehensions, suggestions and recommendations through extensive consultations at all levels. It is also required to incorporate the important aspect of sustainable development in all the sectoral or general consultations at all levels.

The stakeholder consultations are an integral part of the ID DV development. This will include stakeholder identification, meetings with the institutional stakeholders and carrying out public consultations with the relevant stakeholders. The process provides valuable inputs from the stakeholders at all levels. Special attention will be given to the district governments, provincial and federal line departments, media, academia and CSOs. The consultant will ensure that all stakeholders are represented in the consultative process. The consultant will be required to keep record of each and every consultation, mentioning the dates and places and by photographing the events.

### Proposed Outline of ID DV

The consultant is required to develop ID DV of the district by following the structure given below; though it may vary from district to district.

1. Introduction
  - 1.1 Background
  - 1.2 Process
  - 1.3 District Vision
2. Local Governments for Good Governance
3. Social Development
  - 3.1 Education
  - 3.2 Water Supply and Sanitation
  - 3.3 Health
  - 3.4 Gender and Development
  - 3.5 Settlements and Housing
  - 3.6 Sustainable Livelihoods and Poverty Reduction
  - 3.7 Culture and Built Heritage
4. Natural Resource Base
  - 4.1 Land Use
  - 4.2 Water
  - 4.3 Agriculture
  - 4.4 Livestock and Rangelands
  - 4.5 Forests
  - 4.6 Biodiversity and Protected Areas
5. Diversifying Economy
  - 5.1 Minerals and Mining
  - 5.2 Small and Medium Enterprises
  - 5.3 Sustainable Tourism
  - 5.4 Roads and Energy
6. Climate Change and Disaster Risk Reduction
7. Information and Communication
8. Implementing the Vision
  - 8.1 Institutional Arrangements
  - 8.2 Financial Resources
  - 8.3 Monitoring and Evaluation
9. Annexes
  - 9.1 Map of the District
  - 9.1 References

## Administrative Arrangements

Under the overall management responsibility of DCO, the consultant will work closely with the District Development Officer (Finance & Planning) for all operational matters regarding this assignment.

## Financial proposal

The financial proposal for the IDDV development consultancy should include the consultancy fee, inclusive of travel, boarding and lodging. The consultant would him/herself be responsible to any kind of insurance (if required). The District Government would be happy to facilitate the logistics; if required.

## Schedule

The duration of the assignment for each district will be of ten months. Following would be the schedule for key milestones of the assignment:

Milestones	Months									
	1	2	3	4	5	6	7	8	9	10
● Scoping, review of literature and consultations	■									
● Submission of the draft IDDV				■						
● Review of the draft and consultations on the draft						■				
● Submission of the final draft of IDDV after incorporation of comments								■		
● Editing and finalisation of IDDV									■	

The editing and publishing of ID DVs will be undertaken by the District Government itself. However, the consultant would make him/herself available to respond to the queries by the editor.





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