



Highlights of [GAO-10-289](#), a report to congressional addressees

COMBATING TERRORISM

Planning and Documentation of U.S. Development Assistance Programs in Pakistan’s Federally Administered Tribal Areas Need to Be Improved

Why GAO Did This Study

Pakistan’s Federally Administered Tribal Areas (FATA) has been a recognized safe haven for al Qaeda leadership and a base for the Taliban to launch cross-border attacks into Afghanistan. The United States, in an effort to assist Pakistan in addressing this threat, pledged \$750 million between 2007 and 2011 to support development activities in the FATA region.

This report focuses on (1) the extent U.S. development objectives align with U.S. national security goals and Pakistan’s objectives, (2) U.S. efforts to track the pledge, (3) U.S. efforts to measure program performance in the FATA, and (4) efforts to monitor assistance in the FATA. GAO reviewed U.S. and Pakistani documents and interviewed U.S. and Pakistani officials in Washington, D.C., and Pakistan. GAO has prepared this report under the Comptroller General’s authority to conduct evaluations on his own initiative.

What GAO Recommends

GAO recommends that the USAID Administrator (1) work with the Government of Pakistan to develop joint strategic implementation plans, (2) include all FATA-related programs in its tracking report, and (3) address gaps in its performance management plan. GAO also recommends that the Secretary of State improve the collection of performance documentation and that both improve documentation of monitoring of FATA-related programs and activities. USAID and State concurred with all but one of these recommendations.

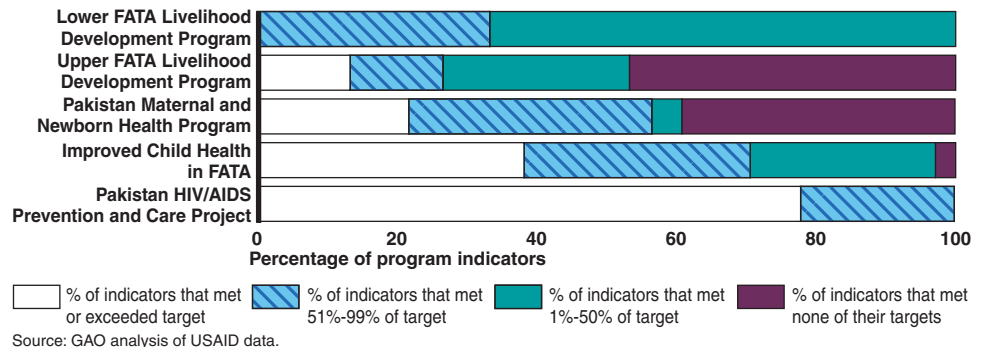
[View GAO-10-289 or key components.](#) For more information, contact Charles Michael Johnson Jr. at (202) 512-7331 or johnsoncm@gao.gov.

What GAO Found

U.S. national security goals call for development assistance to aid the Pakistani government in addressing terrorist threats emanating from the FATA. GAO found that U.S. development objectives in the FATA are generally aligned with U.S. national security goals and Pakistan’s FATA development plans. In September 2007, USAID and Pakistan signed an agreement regarding development activities in the FATA including the creation of joint strategic implementation plans for the seven FATA geographic areas. We found, however, that the U.S. and Pakistan have not yet completed such plans.

The U.S. government has implemented two efforts to track its \$750 million pledge in accordance with good management practices. State is tallying allocations of U.S. programs in Pakistan’s western frontier region (which includes the FATA), and the USAID controller in Islamabad has undertaken an effort to track most, but not all, U.S. development-related obligations and expenditures in the FATA. As of the end of fiscal year 2009, the U.S. government has reportedly allocated over \$728 million toward the pledge.

USAID and State collect reports on the performance of their FATA-specific programs. However, key elements, such as identification of evaluation efforts and a timeline for reviewing implementing partner reports required by USAID’s regulations are missing in its performance management plan for the FATA. Also, State did not collect all the required project performance documentation. Long-term development programs for which performance could be measured against annual targets generally did not achieve targets.



Although hampered by security challenges that prevent direct monitoring called for in its guidance, USAID has taken steps to apply a set of indirect monitoring procedures. This includes collecting information from implementing partners and locally employed staff, and the use of a geographic information system. While USAID officials told GAO they use these methods, GAO found that USAID did not always document the use of these monitoring procedures. GAO also found that State has several monitoring procedures, but had not fully documented their use of these procedures.