

PN-ABU-540
74225
16

NGO POLICY STUDY

**A Review of Non-Governmental Organizations
in the North-West Frontier Province with
Recommendations for Fostering their Role in Development**

(One Volume Only)

David A. Smith Prepared by: Moin A. Khalid
 Ismat Shahjehan
 20 August 1993

Organization name : Coverdale Organization, Inc.
Project name : Tribal Area Development; Technical Assistance
Project number : 391-0471
Contract number : 391-0471-C-00-1794-00

TABLE OF CONTENTS

I. BACKGROUND 1

 A. WHAT ARE NGOS AND WHY ALL THE FUSS? 3

 B. GLOBAL NGO ISSUES 4

 C. NGOS IN PAKISTAN 6

 D. NGOS IN ASIA 8

 E. NGO COORDINATING BODIES AND CAPACITY

 F. BUILDING ORGANIZATIONS 10

II. DONOR ISSUES 13

 A. THE NGO EMPHASIS 13

 B. APPROACHES TO WORKING WITH NGOS 14

 C. PERCEPTIONS 15

 D. THE PROGNOSIS FOR DONOR INTEREST IN NGOS . . . 16

III. NGOS IN THE NWFP 18

 A. BENCHMARK SURVEY 18

 B. OVERVIEW OF NGOS IN THE NWFP 18

 C. A TYPOLOGY OF NGOS 19

 D. COMMON CHARACTERISTICS OF NWFP NGOS 22

 E. NGO NEEDS AND TRENDS 24

 F. GOVERNMENT AND THE NGOS 25

IV. FOSTERING NGOS 28

 A. THE NEEDS 28

 B. PRINCIPLES FOR FOSTERING NGOS 28

 C. ENABLING ENVIRONMENT 30

 D. FUNDING, CREDIT AND NGO REGISTRATION 34

V. RECOMMENDED ACTIONS 38

 A. POLICY STATEMENT 38

 B. NGO CELL 39

 C. NGO COORDINATING BODY 43

A

ACKNOWLEDGEMENTS

The NGO Policy Study team was fortunate to work on such an interesting assignment. One of the most significant rewards was the opportunity to take a closer look at the rich and varied institutions of the North-west Frontier.

They play an important role in the life of the Province. Perhaps the most important contribution of the Policy Study, combined with the results of the Benchmark Survey, will be placing NGOs in a context where they can be more clearly understood and their resources drawn upon more systematically.

Each issue the study successfully addressed revealed several equally relevant new avenues of inquiry. Finally it was necessary simply to find a place to stop, with the hope there will be future opportunities for the GONWFP and NGOs to pursue those lines of interest that can contribute to a stronger partnership.

The first priority is completion of the Action Plan suggested by government officials when the draft NGO Policy study was presented to them on 16 August 1993. Other fertile areas for exploration are a look at the range of alternatives for NGO financial support and a supplementary survey encompassing NGO populations not covered in the Benchmark Survey.

It also is important to seek relevant lessons from past attempts to create a more equitable and open society in Pakistan. Many of them have applied genuinely innovative thinking to a complex social and economic situation. Understanding where they went awry is crucial to avoiding the same mistakes in the future.

The Team Leader wishes to thank his colleagues Ismat Shahjehan and Moin Khalid for their valuable contributions to the study. Thanks also are due to USAID for its financial support and to Coverdale/DEG for assembling the team and providing logistic support.

Most important are thanks to the people who were so generous with their time and ideas in the interview process. This is especially true of government officials at all levels whose concern for the topic was evident in their responsiveness.

David A. Smith, Team Leader
Peshawar
20 August 1993

B

PROPOSED GONWFP POLICY STATEMENT ON
NGOS

The non-governmental organizations in the NWFP have a unique contribution to make to the development of urban and rural areas alike. Participation engendered by local institutions that engage the aspirations, commitment and priorities of ordinary citizens in cities and villages is an essential accompaniment to government's development activities. Never has this been more true than in an era of shrinking resources and expanding expectations.

Therefore, it is the policy of the GONWFP actively to encourage NGOs at every level of civil and political life. Their informed participation in decisions on development resource allocation and implementation and maintenance of development schemes is essential. Government and its employees will continuously attempt to identify innovative and complementary modes of partnership with NGOs.

EXECUTIVE SUMMARY

BACKGROUND

In recognition of their increasing numbers, the Government of the NWFP asked the assistance of USAID in conducting a study of NGOs in the Province. The central objective of the Scope of Work was to advise on actions to "foster" NGOs.

The point of departure was a statement by a senior government official articulating the NGO development contribution. He said:

- NGOs can help government expand the coverage of its services by involving the community in decision-making and management;
- NGOs can help build a community better-informed and more critical about crucial issues of development;
- Stronger NGOs will deepen and strengthen leadership capacity.

DONORS

It is necessary to begin any discussion of NGOs in Pakistan --and in the Frontier--by stating that they are in their infancy compared to many other Asian countries. And for better or worse, much of the impetus for their growth is a response to donor interest.

In keeping with that interest, a recent IUCN report observed, "There can be few countries in the world where so many donors are pursuing such a small NGO community with so much money..." It probably is safe for the GONWFP to assume this will continue to be the case for some time to come.

NGOS IN THE NWFP

The real heart of the private voluntary sector in the NWFP is several thousand mostly single-community institutions--known as Community Based Organizations or CBOs. By contrast, large development organizations consistent with modern definitions of NGOs are a relatively recent phenomenon and there still is only a handful.

The base of CBOs in the Province has great potential to enhance development. Their location and composition are entirely appropriate to government development priorities. A strategy to foster NGOs should be focussed on CBOs and the utility of NGOs above the District level should be judged on their effectiveness in building institutional capacity at the grass roots.

PARTICIPATION

Most development thinkers agree, in one way or another, that it is the relationship of NGOs to "people" that sets them apart: the special ability to involve people in planning and implementation of development projects. This has come to be known as participation and it is with this participation the GONWFP wishes to augment its own development work.

There can be no participation without meaningful opportunities for decision-making. For an NGO policy focussed on communities, this means the village, the tehsil and, at most, the District levels. But there are virtually no coherent ladders of communication and decision-making through which NGO participation can make its way through the political and administrative systems of the NWFP.

PARTNERSHIP

The challenge is partnership between NGOs and government--creating new ways and salvaging old ways--to nurture participation. Just as locally-based organizations are the core of the strategy, line agency staff are government's key to implementing it, -- the essential link.

Finally, it will be line agency ideas and energies that point the way to greater scope for participation. Their commitment must be urgently sought through efforts to raise their awareness and provide them the necessary skills and bureaucratic tools.

LIMITATIONS OF NGOS IN THE NWFP

NGOs in the NWFP share several limitations that must be addressed in any effort to increase their role. They are:

- Externally-generated creation;
- Institutional and financial dependence;
- Limited capacity;
- Lack of trained personnel;
- Weak grasp of participatory theory and methodologies.

WHAT IS NEEDED

To forge creative new partnerships between government and NGOs, there must be:

- Greater value placed on NGOs by all development actors, public and private, and a greater understanding of their purposes and contributions;
- Greater opportunity for NGOs and their constituents to make themselves felt in decision-making at every level of civil and political life;
- More points of contact between government and NGOs and more NGO involvement in planning and implementation of government development activities.
- Effective networks for information sharing, learning from experience and devising strategies among NGOs and with government and donors;
- Greater access for NGOs to the range of human and institutional capacity-building resources they require.

WHERE TO BEGIN

Fostering NGOs must be an incremental process. Recommended actions are predicated on the assumption that they should not require large--and difficult-to-achieve--bureaucratic changes or allocations of funding. Three initial actions are:

- A Policy Statement setting out the value of the nongovernmental contribution to development and directing line departments to seek ways to collaborate with NGOs. It will make clear to public and employees alike the value the GONWFP places on the NGO contribution, accord them an official weight and set a positive tone within government and in the development community.
- An NGO Cell in the Office of the Chief Secretary. It will create opportunities for NGO-government collaboration and an avenue for NGO participation in decision-making. It will provide a focal point for NGO issues at the highest levels of the GONWFP, facilitate coordination across government departments and ensure that NGOs and NGO viewpoints are duly considered in government planning.
- An NGO Coordinating Body which is *wholly private*. It will establish an effective mechanism for information-sharing, learning from experience and devising strategies. It will serve as a broad-based institutional support mechanism for NGOs, a framework for defining and meeting their capacity-building needs and as the key point of contact on NGOs.

BACKGROUND

REQUEST

In recognition of their increasing numbers, the Department of Planning and Development of the Government of North West Frontier Province (GONWFP) asked the assistance of United States Agency for International Development (USAID) in conducting a study of Non-Governmental Organizations (NGOs), citing the "tremendous growth in NGO activities." (See Annex 1). The request was in three parts:

- A benchmark survey of existing NGOs in NWFP;
- Recommendations to the GONWFP for an effective NGO strategy;
- A manual on setting up an NGO.

This NGO Policy Study, prepared under the USAID contract with the Coverdale Organization, provides analysis and recommendations for an NGO strategy. It takes three assumptions as its point of departure. They reflect the thoughts of a senior GONWFP official and are an articulate expression of what NGOs can bring to development:

- By involving the community in decision-making and management, NGOs can help government expand the coverage of its services;
- Greater participation will help to build a community better-informed and more critical about crucial issues of development;
- Stronger NGOs will deepen and strengthen leadership capacity.

The Policy Study was carried out in accordance with a Scope of Work the central objective of which was to advise on actions to help the GONWFP "foster" NGOs in the North West Frontier Province. (See Annex 2). Another of the objectives of the Scope of Work was to "promote expanded discussions among NGOs/Donors/GONWFP and other interested parties.

To this end, prior to completion of the final paper, several informal discussions were held with small groups of government and NGO staff. It is hoped that the final recommendations will serve as the basis for further conversations as a Provincial NGO strategy is finalized and implemented.

METHODOLOGY

The basis for the NGO Policy Study is interviews with more than 100 government officials, donors and NGOs in the NWFP and elsewhere in Pakistan. (See Annex 3). A team of three people, one an expatriate and two Pakistani, with experience in NGO programs in Pakistan and internationally conducted the interviews over a period of more than six weeks.

The underlying aim was to identify where NGOs already are making themselves felt on the development life of the NWFP so as to use them as the basis for recommendations for future actions. While the interviews themselves were as informal as possible, interview guides were used for conversations with donors and NGOs to ensure consistency in the direction of interviews (See Annexes 4 and 5).

The basic list of interviewees focussed on known NGOs and donors and government officials involved in the initial request for the policy study and those whose departments have some responsibility for NGO activities. As the interviews progressed, new names were added, most often reflecting the team's growing realization that the real NGO "action" in the NWFP is at the grass roots.

This involved as many visits to the field as time allowed, especially to Mardan, Swabi, Kalam and Swat. To provide perspectives on other parts of Pakistan, team members also visited Islamabad, Karachi and Lahore.

Throughout the interview process, the team met periodically to discuss their findings and to check their emerging opinions against those of their fellow members. The resulting report reflects their distilled views.

WHAT ARE NGOS AND WHY ALL THE FUSS?

DEFINITIONS

The NWFP is not alone in having had the NGO phenomenon suddenly burst on its consciousness. The virtues of NGOs are increasingly celebrated around the world. The enthusiasm derives from several sources, none more important than the genuine value of their contributions. But as always, there is an element of development fashion involved.

Other approaches haven't worked very well and donor nations and institutions are feeling the financial pinch that many believe is the beginning of a permanently altered economic condition. In turning to NGOs, they are responding to new realities by "down-sizing," much as it is occurring in industry around the globe.

Non-governmental organization is a strange term. Rather than what NGOs are, it describes what they are not. Almost every institution which is not specifically governmental can be said to be an NGO. Ask a doctor for examples of NGOs and the answer probably will be private health clinics. Ask a social worker and the answer probably will be welfare or charitable organizations. Ask a teacher and the answer probably will be private schools.

The Organization for Economic Cooperation and Development (OECD) defines the sector commonly called non-governmental as organizations "established and governed by a group of private citizens for a stated philanthropic purpose, and supported by voluntary individual contributions." It goes on to draw distinctions among non-profit, voluntary¹ and non-governmental organizations, pointing out that NGO is the most inclusive term and the one most widely used.

As the basis for their uniqueness, the OECD cites a triangle of relationships enjoyed by NGOs: to beneficiaries, to contributors and to government. But their distinctive feature is their privateness, that they are established and *governed* by private citizens. Privateness is the attribute that sets NGOs apart and gives them their comparative advantages. Those generally are agreed to be:

- Programmatic flexibility;
- Capacity for risk-taking;
- Emphasis on people;
- Ability to work at the grass roots.

¹The term voluntary applied to private organizations sometimes is confused with volunteer. In the context of an organization, the term "voluntary" refers to that fact that its creation was elective or by choice, not the salary status of staff. A voluntary organization may or not have volunteer staff.

PARTICIPATION: NGOS AND PEOPLE

Most development thinkers agree, in one way or another, that it is the element of "people" that sets NGOs apart. For some, "people" are beneficiary groups. For others, they are the constituencies of NGOs, their contributors and supporters. For still others, they are a combination that, joined together, can play a persuasive advocacy role.

David Korten, whose writing on NGOs is widely quoted, speaks of "third generation strategies" in which NGOs will "seek changes in specific policies and institutions at local, national and global levels." He believes NGOs "must accept a substantial leadership role." Korten probably exaggerates NGO capacity and ignores a number of political realities, but his vision is indicative of current expectations.

The relationship to people has come to be known as participation, the ability of NGOs to involve people in planning and implementation of development projects. It has been seen that this involvement engenders a commitment that increases "sustainability," the likelihood that the benefits of a given development scheme will continue to flow over the long term.

However, participation poses awkward dilemmas because in order for beneficiaries to assume greater responsibility, they require a higher degree of decision-making power, what sometimes is called ownership. Established interests are not always eager to make the exchange of increased local autonomy for participation.

GLOBAL NGO ISSUES

Because the NGO scene in Pakistan is relatively small and relatively new, some concerns that occupy NGOs worldwide have not yet surfaced. As the NGO sector grows, it will increasingly become aware of such issues as:

- Government-NGO relations;
- The North/South partnership;
- Transparency;
- Advocacy.

GOVERNMENT-NGO RELATIONS

Fairly or unfairly, the current interest in NGOs reflects a perception that government has failed. Thirty years of development has left some parts of the developing world worse off than when it started. Disillusionment with government is not confined to the developing world, but it is more acute because expectations were more unrealistic to begin with.

At present, the Federal and Provincial governments in Pakistan are firmly in the development driver's seat and relations between governments and NGOs are relatively cordial. This is not the case in countries where NGOs cut a wider swath and command more of the resource pie. In some, government perceives NGOs as threatening their authority, diverting financial resources and distorting development priorities. Similar tensions will arise in Pakistan as the NGO community matures. What are now seen as government attempts to foster NGOs will come to be seen as efforts to control them. And government control is anathema to NGOs worthy of the name, the very antithesis of privateness.

THE NORTH-SOUTH ISSUE

Since only a few international development organizations are working in Pakistan the issue of North/South partnership between external and indigenous NGOs may never erupt in its full fury. In Pakistan, it is assumed that NGO means Pakistani-registered and controlled. In some countries, external and indigenous organizations are in competition for "business" and the external groups, which are better off financially and more highly skilled, usually carry the day. The growing literature about the North/South issues argues that the more the relationship is predicated on an assumption of mutual learning-teaching, acknowledging the edge of indigenous groups in implementation, the more positive it is.

TRANSPARENCY

A central tenet of the NGO ethic as it is evolving internationally is the compact that finances, decision-making processes, fund-raising practices and organizational strengths and weaknesses should be mutually available to the scrutiny of all parties: staff, board, donors and beneficiaries. The concept is known as "transparency." It requires a kind of accountability that is not a familiar ethic in many parts of the world and so "transparency" sometimes becomes a code-word for criticizing government.

ADVOCACY

Advocacy, which for some conjures up images of torch light processions and worse, is a particularly thorny aspect of the NGO equation. Yet it is impossible to increase the level of participation in the development process without increasing the amount and availability of information and systematically helping beneficiaries improve their ability to analyze their needs and the remedies available to them. Done effectively, this process leads inexorably to local groups becoming more demanding and more articulate in their demands for services, authority and a larger role in decision-making and resource allocation.

This is at once definition of participation and the desired end result. A growing NGO sector inevitably will take positions of advocacy in forms that are both benign and confrontational. This is especially likely in the NWFP, where local government mechanisms are incompletely evolved and village level groups often are serving as de facto surrogates for absent government mechanisms.

NGOS IN PAKISTAN

HISTORICAL OVERVIEW

It is necessary to begin any discussion of NGOs in Pakistan by stating that they are in their infancy compared to almost any Asian country. There are a number of reasons the NGO movement has grown slowly in Pakistan, not the least being the increasingly conservative and theocratic cast of public discourse over the past two decades.²

Apart from established entities like the Overseas Pakistanis Foundation, the Edhi Foundation and the Family Planning Association of Pakistan (FPAP), there are few mid-level or intermediary NGOs, especially with a so-called "development" focus, as opposed to service or charity. This category was dominated for some time by the Aga Khan Rural Support Programme (AKRSP) and the Orangi Pilot Project (OPP).

For more than a decade the Government of Pakistan (GOP) and donors have been trying to get a "handle" on the NGO population. A recent survey by the United Nations Development Programme (UNDP) identified 5000, immediately superseded by a Canadian data base of more than 9000 registered and unregistered groups nationwide, 4000 in the NWFP alone.

Most of these are at the village level, often called community-based organizations (CBO). CBOs are a potentially vibrant NGO sector. Their very existence gives lie to any claim that the ethic is alien to the culture of Pakistan, in the NWFP or elsewhere.

There are very few international NGOs operating in Pakistan. Perhaps this has cost the indigenous community some worthwhile models and undoubtedly some financial support. But it has avoided the dislocations of the North-South dialogue. What NGOs exist in Pakistan are genuinely local and, on balance, this is an advantage.

²For a fuller discussion of the "underdevelopment" of Pakistani NGOs, see A Pakistan Resource Center for Non-Governmental Organizations, Ian Smillie's study for the Aga Khan Foundation.

A BURGEONING SECTOR

In the last few years, Pakistan's NGO scene has grown more complex. The Sarhad Rural Support Corporation (SRSC) was established in 1989 to replicate the work of AKRSP and in late 1992 the National Rural Support Programme (NRSP) was created for similar replications throughout the country. NGOs also have been identified by the GOP as key implementors of its Social Action Program.

For better or worse, much of the impetus for the growth of Pakistan's NGO sector is a response to donor interest. USAID has been a major force and other donors have proved equally interested. The International Union for the Conservation of Nature (IUCN) has made NGOs a centerpiece in the National Conservation Strategy. Both the International Fund for Agricultural Development (IFAD) and the Asian Development Bank (ADB) have included NGO components in recent loan projects. Likewise, The World Bank, is requiring users groups to support community infrastructure projects.

SUPPORT FOR NGOS

All this has meant a dramatic increase in funding for NGOs. In fact, a recent IUCN report observed, "There can be few countries in the world where so many donors are pursuing such a small NGO community with so much money..."

Most external donors, have established funding windows to back up their interest in the sector. Some are direct, like the Swiss Embassy's new NGO Programme Office. Others simply reflect a programming priority. In addition, recent information from responses to questionnaires for the benchmark survey indicate that about half the respondent CBOs received some funding from Provincial or Federal government sources. More or less indigenous funding sources are arising as well, often backed often by donors.

In the late 80's, USAID set the stage with the Trust for Organizations (TVO) which has an endowment the equivalent of US\$30 million. It provides both funding and technical assistance and last year made grants to Pakistani NGOs in the amount of 50 million rupees. Previously USAID was instrumental in creating The NGO Coordinating Council (NGOCC) to serve family planning NGOs.

The Pakistan Social Institution Development Programme, funded by the Canadian International Development Agency (CIDA) and administered by the Aga Khan Foundation (AKF), will make available Can\$15 million over five years for a range of

activities by Pakistani NGOs. The Delegation of the Commission of European Communities (EEC) is planning a five-year Rural Social Development Programme that will provide the equivalent of US\$25 million to five intermediary or umbrella NGOs that provide services and funding to smaller groups.

In addition, the Small Project Office (SPO), also funded by CIDA, recently has become a Pakistani NGO called Strengthening Participatory Organizations. It offers capacity-building and technical assistance, mostly to CBOs, as does The South Asia Partnership (SAP) in Lahore, which is part of a regional network.

GOVERNMENT NGO POLICY

Government NGO policy in Pakistan typically has been no policy. At the Federal level, the Economic Affairs Division (EAD) authorizes donor funding to NGOs. Since 1987, it has had occasion to approve only about 80 such contributions of all kinds from multi-year grants to AKRSP to one-time gifts of a vehicle for a specific project. Only in the loosest and most unsystematic way has this process served to focus donor NGO interest on national development priorities or sectors of particular concern.

Much the same situation pertains at the Provincial level. There are no meaningful mechanisms for harnessing the energies of NGOs to the service of the governmental development agenda or for enhancing the interaction of NGOs with line agencies or local government. The GONWFP generally is viewed as more receptive to NGOs than other Provinces, more forward-thinking. The impression probably is accurate, however inadequate GONWFP itself may consider its NGO policy.

NGOS IN ASIA

ASIAN GIANTS

By contrast to Pakistan, some of the largest, most effective NGOs in the world have emerged in other parts of South Asia, particularly Bangladesh. Organizations like the Grameen Bank and the Bangladesh Rural Advancement Committee (BRAC) are widely acknowledged to set the NGO standard.

Asia also has served as incubator for several important strains of thinking on NGOs. David Korten has experience in both Indonesia and The Philippines and the nature of organizations in those countries as well as their political circumstances have helped shape his views on the ultimate uses and potential of the sector.

In Bangladesh, where some NGOs number their employees in the thousands, NGOs are so large and so effective that they are competitors with government for donor funding. Several are providing services and meeting needs traditionally considered the inviolate province of government.

For instance, thousands of primary schools are so effective that the government itself now is funding some.

And Bangladeshi NGOs are the darlings of the donor community. NGOs can do nothing wrong and government can do nothing right, a situation the government undoubtedly finds galling. NGOs in Bangladesh are so influential they were able recently to break a cardinal NGO rule by openly supporting a political party whose positions they found more favorable to their landless beneficiaries.

Partisan political activity is the ultimate nightmare of advocacy and an aspect of NGO potential that gives many governments apoplexy, and not only in developing countries. At the same time, NGOs operate at the pleasure of government, so Bangladeshi NGOs and government function in an uneasy alliance, overseen on the one hand by the government's NGO Affairs Bureau and on the other by the Association of Development Agencies in Bangladesh (ADAB), the NGO coordinating body. Periodically, the government cracks down, usually in the form of harassment and delaying tactics, as occurred after the floods of 1992, and the NGOs respond with massive lobbying.

OTHER ASIAN MODELS

In the Philippines, there are an estimated 30,000 NGOs. They register with an entity known as the Securities and Exchange Commission. The present Government encourages their growth and development, offering incentives including import duty and income tax exemptions. In addition, outreach or NGO desks have been established in all major Government ministries engaged in economic and social development programs.

The Local Government Code in the Philippines requires NGO representation in development planning councils at the municipal, provincial and regional levels. As a part of the government's decentralization program, the NGO community has been in the forefront of promoting program and policy dialogue on resource allocation through this mechanism others.

Several other Asian governments also have embraced NGOs and pressed them into the service of the government development agenda. The State Forest Corporation of Indonesia contracted with the NGO Bina Swadaya to train government workers in community development skills. India's Ministry of Environment and Forestry

issued formal policy instructions to its State Forest Departments urging them to work with NGOs.

CO-FINANCING PROJECTS

Asia--particularly Indonesia and The Philippines--was the birthplace of what have come to be called Co-financing Programs. Also sometimes called umbrella projects, co-financing programs create a pool of donor funding which can be redistributed in small subgrants to NGOs. Often, the umbrella also has a technical assistance component.

The umbrella concept in various permutations of focus and administration is popular with major donors that do not have the capacity to administer many small grants. The Philippines is on its fourth "Co-Fi" project and The World Bank has adopted a variation on the theme in Sri Lanka.

In Pakistan, USAID skipped the umbrella phase and leapt directly to the TVO concept. It was a dramatic and innovative departure and one that, if it continues to be managed judiciously, can serve NGOs well. Two other projects in Pakistan that contain elements of the umbrella project are European Community's Rural Social Development Programme and the AKF's Social Institution Development Programme.

NGO COORDINATING BODIES AND CAPACITY-BUILDING ORGANIZATIONS

COORDINATING BODIES AND ASSOCIATIONS

Most countries have NGO associations or coordinating bodies. ADAB in Bangladesh has 650 members. The purposes of coordinating bodies usually are information and experience sharing, documentation and technical data collection and serving as a unified voice to the donor community and government. They are by definition private and frequently are membership organizations. Many refuse any form of public money in order to preserve their independence from government.

The Agency Coordinating Body for Afghan Refugees (ACBAR) in Peshawar is an association of NGOs working on Afghan programs. Apart from the limited mandate of NGOCC, there is as yet no such NGO association or coordinating body for Pakistan. This undoubtedly reflects the newness and fragility of the NGO sector. Already, there are efforts in the direction of coordination, notably from the infant NRSP, which hosts a quarterly meeting of participatory development programs in Islamabad.

In the NWFP itself, Coverdale is serving as the locus for a fledgling group of NGOs and projects that meets periodically to discuss matters of mutual concern. There also is an incipient

training network, the Association for Human Resource Development (AHRD), whose proponents hope it will serve as a sort of clearinghouse at the national level for technical assistance to NGOs by matching skills that exist in one organization with training needs in another.

Most Asian countries with complex NGO communities have multiple coordinating bodies that often are sectorally focussed. India has a number. In the Philippines, the Uplands NGO Assistance Committee (UNAC) is a kind of member-based consultancy which provides technical assistance in uplands agriculture, marketing and land tenure issues. The Asia NGO Coalition for Agrarian Rural Reforms (ANGOC) is a regional NGO whose name indicates the nature of its concerns. WALHI is an Indonesian coordinating body that focuses on environment. Bina Swadaya targets poverty in Indonesia.

CAPACITY-BUILDING ORGANIZATIONS

Wherever there is major donor funding for NGOs, donor-created capacity-building programs are not far behind. They are, among other things, a way to protect donors' investments in NGOs. Support organizations differ from coordinating bodies in that they usually are not membership entities and the emphasis on training and technical assistance is stronger. Capacity-building organizations may or may not have a funding component.

USAID created the Private Rural Initiatives Program (PRIP) in Bangladesh to provide technical support to smaller Bangladeshi NGOs and has been instrumental in creating such organizations in Nepal and Thailand, among other Asian countries.

SPO and SAP are examples in Pakistan, as is TVO on a much grander scale. It is likely that TVO will focus primarily on the larger so-called intermediary organizations. SAP and SPO work with CBOs. The NGO Resource Center (NGORC), a project of AKF, is also a support organization. NGORC provides only networking and technical assistance and does not anticipate developing a funding capacity.

Capacity-building organizations and coordinating bodies can perform some of the same functions but coordinating bodies usually are more genuinely local in origin and uniformly private in their governance. Many tend to shy away from direct funding of their members, though they sometimes play a referral or clearinghouse role.

VIGNETTES OF NGOS IN THE MWFP

AN NGO WORKING FOR OTHERS

Sarhad Rural Support Corporation

Objective:

To facilitate rural economic growth by supporting the evolution of organized rural communities capable of carrying on their socio-economic development with improved managerial abilities and financial means.

Area of Operation:

Charsadda, Kohat, Karak and Mansehra Districts

Activities:

- o Group organization at the village level
- o Grants credit and skills development mostly for agricultural resource development and management
- o Health and nutritional services

Established by Whom:

Established in November 1989 by government of MWFP, USAID and a group of 13 private persons and government officials

Target Group:

Small farmers

Registration:

Companies Ordinance

Institutional Structure:

- o 13 member Nominated Board of Directors
- o Appointed management team of about 75 paid professionals
- o Management is accountable to the Board of Directors

Budget and source of funding:

Current annual budget is US\$ 1.5 million in grants from GOP, USAID, NOVIB and GONWFP and contracts with IFAD and ADB.

Achievements against objectives:

- o Organized a total 130 men's organizations and 36 women's organizations in two districts
- o Disbursed Rs 5.0 million loans against Rs.33.0 million of organizations' savings
- o Trained total 640 individuals in different skills
- o Completed 69 physical infrastructural schemes related to agriculture
- o Transferred technology in the fields of crop and livestock production

Coordination with other NGOs:

SRSC coordinates with TVO, SPO and NRSP for the capacity building of men's and women's organizations created by SRSC

BEST AVAILABLE DOCUMENT

DONOR ISSUES

THE NGO EMPHASIS INTEREST IN NGOS

Pakistan has a wide range of donors including the international development banks like ADB and The World Bank, the multilaterals and most major bilateral donors. There also are a few international NGOs like Save the Children/UK, Action Aid and Oxfam. (See Annex 6).

Donors interviewed for the NGO Policy Study were complimentary of both the GONWFP's current interest in fostering NGOs and its historic openness to them. In general, they were positive in their assessment of the potential development impact of NGOs. However, they cautioned that nurturing NGOs is a slow process and urged that the NGO sector be allowed to mature at its own pace. They warned that neither donors themselves nor government should "expect wonders."

One of the developments with the most far-reaching potential is the attention being paid to the NGO sector by the international development banks. One seasoned observer calls "dramatic" the decision of ADB to include such a large role for NGOs--notably SRSC--in the NWFP's Barani Area Development Project.

Banks' projects are a particularly telling sign of the times because their long-term commitment to Pakistan is likely to be somewhat more stable than that of donors more subject to geopolitical changes. USAID, for instance, had a very strong impact on GONWFP policy for many years. Now its days in Pakistan are numbered and with them its influence on program direction.

It should be pointed out that many donors interviewed were unable to say much about long-term plans for Pakistan, either in terms of focus or amounts of assistance. The general economic pinch, Pakistan's declining strategic importance and the usual short term planning cycle of bilaterals account for the short time-frame. Regardless of the reasons, the uncertainty does not help the GONWFP chart its future with respect to support likely for NGOs.

RATIONALES FOR NGO FOCUS

Rationales cited by various donors for their interest in NGOs crossed the spectrum. They included:

- Sustainability: the hope that NGOs would prove less sensitive to the ebb and flow of donor funding;

- Lack of government cooperation, interest, effectiveness and efficiency at the implementation level;
- Cost-effectiveness;
- Limitations on government capacity;
- Closer contact and more accurate assessment of beneficiary needs and priorities, especially women;
- Dedication, independence, and flexibility of NGOs.

APPROACHES TO WORKING WITH NGOS

Donors' approaches to NGOs are reflective of the modalities they use for their development assistance in general. All but the international NGOs are obliged to work through government. The banks provide mainly loans. At present, donors support NGOs in one of three ways:

- Various forms of umbrella funding and technical assistance mechanisms;
- Creation of community-based entities to support project activities;
- Contractual arrangements with NGOs for implementation.

UMBRELLAS

Because it is too costly and too cumbersome, donors avoid direct funding to individual CBOs. They look for umbrella mechanisms. In a sense, SRSC and AKRSP can be viewed as umbrella mechanisms for transferring funds to the village level organizations. Even TVO is a funding umbrella of sorts.

Two major new umbrellas, the EEC's Social Development Programme and AKF's Social Institution Development Programme, are about to come on stream. A distinctive feature of both is that they are aimed at strengthening intermediary organizations that provide capacity-building to NGOs--capacity-building for capacity builders. SAP, SPO and NGOCC will be recipients.

COMMUNITY-BASED ENTITIES

Most development projects initiated in the NWFP in the last five years have a community participation component. Even those that are purely government projects like the Social Action Programme required the involvement of local groups. This has resulted in the proliferation of CBOs.

In some cases they are the *raison d'être* of the sponsor which has little incentive to integrate the group into the wider development community. In many cases, the sponsoring organizations do not themselves have a strong grasp of group formation principles and the concern is that the existence of these groups will last only as long as their external support systems.

CONTRACTS

Contractual arrangements have their enthusiasts and their detractors. Some believe that contracts, especially directly with government, compromise the independence of NGOs, though international NGOs have never been shy about them. Others believe that if NGOs are going to operate on a meaningful scale they must learn to collaborate with government and at the same time maintain their independence and institutional integrity. The experience of SRSC and its work with ADB and IFAD will be instructive in this regard.

PERCEPTIONS

CONSTRAINTS

A common constraint for donors in their work with NGOs is the lack of information about organizations, their activities, capabilities, track record and the quality of their work. They expressed the perennial concern about the number of so-called "paper" NGOs, which were ineffective or created for personal gain. They want better ways to judge NGO bona fides.

Believing it results in needless duplication, most donors lamented lack of coordination:

- Among NGOs;
- Among government departments;
- Between government and NGOs;
- Between NGOs and donors.

Some donors were candid enough to point out a lack of coordination among donors themselves, as well. Several echoed the concern of the GONWFP about the lack of organizational, financial and technical support for the ever-increasing number of NGOs--especially CBOs. They said they lacked the ability themselves to provide the necessary capacity-building and therefore could not involve NGOs in their work as extensively as they would like.

DONOR RECOMMENDATIONS

Donors' perceptions of NGO needs varied depending on the duration of their experience in Pakistan, the types of NGOs they have worked with, their own capacity to deal with NGOs, and their

policies on NGO programming. Overall donor perceptions of the needs of NGOs were similar to needs expressed by NGOs themselves and by government. Among their suggestions were:

- NGOs require a "conducive" atmosphere in which to operate, requiring a change in attitude so that government at all levels views NGOs as partners in development.
- NGO emphasis should be reflected in a policy statement by government, with particular attention to local level government employees.
- The job descriptions of government officers should be amended to reflect the NGO emphasis and officers whose annual performance reports reflect innovative work with NGOs should be duly rewarded;
- NGOs need to develop coordinating bodies and networks and linkages with government departments;
- There should be mechanisms to help NGOs incorporate their needs and priorities into government plans;
- Government should invite private sector and international agencies to be part of the NGO support system for wider exposure to new experiences and ideas.
- NGOs should be given authority and responsibility--and where necessary training--for a larger role in implementation of government-supported development schemes.
- NGOs need to enhance their organizational, managerial, and technical skills to develop and utilize local resources to solve their problems.

Donors also expressed concern about the charismatic leader syndrome in NGO leadership. They believe NGOs should develop and follow a democratic system within their organizations. Dependence on one person, group or family is detrimental to the growth of local leadership, flexibility and innovation.

THE PROGNOSIS FOR DONOR INTEREST IN NGOS

Given the fickle nature of donors and the uncertainties of Pakistan's future in the geopolitical scheme, it is difficult to attempt any sort of prediction about foreign assistance in general, much less donors attitudes toward and generosity to NGOs.

Nevertheless, it probably is safe for the GONWFP to assume continued donor interest in NGOs. Shrinking development assistance budgets combined with the obvious NGO successes will

continue to make them a significant emphasis. While there is some truth to the criticism that the NGOs are a fad, they have been a long-running one. BRAC in Bangladesh is 20 years old.

In the NWFP it is likely that large organizations like SRSC will remain solvent and that new ones like it are likely to receive a favorable hearing. It probably will be relatively easy for the GONWFP itself to secure funds for its efforts to foster NGOs and to secure donor fundings for an NGO coordinating body outside of government.

Performance will tell the tale for the continued interest of the international lending institutions. In this respect, SRSC has a heavy responsibility. If its cooperation with ADB and IFAD goes well, there will be more experiments with loans to finance NGO involvement in project implementation. If things go badly, the banks and the GONWFP, which has to repay the loans, will think twice in the future.

CBOs--especially the implanted variety--are likely to have a harder time. Only the strongest are likely to survive. Those that become clients of organizations like SPO and SAP, will do well. Others that have enjoyed support from donors may find the going difficult when their sponsor funding declines or ends. The logical source of future support for many groups is closer involvement with government development programs in their communities.

NGOS IN THE NWFP

BENCHMARK SURVEY

The benchmark survey currently being carried out by Coverdale/DEG with USAID support responds not only to the request of the GONWFP but of the Interagency group that meets under the aegis of Coverdale. The group was instrumental in setting the Terms of Reference for the survey and for designing the questionnaire used in conducting it.

The survey was initiated in April 1993. The results will be used as the basis of a directory of NGOs in the NWFP and of an easily updatable computer data base. The data will reflect a survey population consisting of organizations--mostly CBOs -- registered with the Department of Social Welfare, augmented by the data bases of SAP, SPO and TVO as well as donor-funded projects with participatory components and selected government line agencies.

About 900 questionnaires in Urdu and English were sent to CBOs, to which about 200 responses have been received to date. Fifty-five were returned undeliverable. In addition, 55 questionnaires were sent to donor-funded projects and NGOs, to which there have been 27 responses. About 22 questionnaires were sent to line agencies and 11 responses received. Some 25 NGOs and projects were visited for personal follow-up interviews.

OVERVIEW OF NGOS IN THE NWFP

Like the rest of Pakistan, NGOs are not new to the NWFP. It can be argued persuasively that there is an ancient NGO tradition in Pukhtoon villages that includes the mosque and the jirga, among other institutions. (See Annex 7). Certainly traditional village governance in the NWFP has strong elements of dialogue and consensus that are hallmarks of the participatory process.

Critics point out that the jirga excludes significant segments of the community, including artisans and tenants, and in fact it has been found that some youth welfare societies are a reaction to established structures. Members are as old as 45, youthful only by comparison to the elders who dominate traditional institutions.

The real heart of the private voluntary sector in the NWFP is several thousand single-community institutions. Large development organizations consistent with modern definitions of NGOs are a relatively recent phenomenon and there still is only a handful. In addition to AKRSP and SRSC, which remain the largest by far, there are perhaps three or four others: Pak-Community Development Programme, Khewendo Kor, Women Development

Association (WDA). The vast majority are small village-level groups.

The NWFP's NGOs are registered under five different Pakistani laws. (See Annex 8). They are the Societies Registration Act of 1860, the Trust Act of 1882, The Cooperative Societies Act of 1925, the Voluntary Social Welfare Agencies and Control Ordinance of 1961 and the Companies Ordinance of 1984 (See Annex 9).

NGOs in the NWFP include users' groups, social welfare associations, cooperatives, societies and men's and women's organizations. It is difficult to estimate the total number. Many are unregistered and since the registrations have not been updated in some cases, it is difficult to tell how many that are registered still are active.

In addition to 897 agencies registered with the Social Welfare Department, 7195 are registered under the Cooperatives Act and 2557 under the Societies Act. There are 10 organizations registered under the Companies Ordinance. (See Annex 9).

Some of these groups have been in existence for years and were organized spontaneously--true voluntary organizations--in recognition of a need, usually of a charitable nature. Others have been organized by NGOs and projects like AKRSP, SRSC, the Chitral Area Development Project, the Kalam Integrated Development Project, the Malakand Social Forestry Project and many others. SRSC alone has organized 166 village organizations in two Districts within the last three years.

Another NGO phenomenon has emerged recently in the NWFP. That is conversions of donor-funded projects to NGOs. Khewendo Kor is an offshoot of a German-funded energy project and focusses on women. Pak-Community Development Programme (Pak-CDP) was spawned by the Austrian Relief Committee's sanitation programs in Afghan refugee camps.

Some conversions have the stated purpose of ensuring sustainability at the cessation of donor support. The US has led the way with these and while in fairness it must be said that USAID had been interested for some time in NGOs as a long-term strategy, the termination of its assistance to Pakistan has greatly accelerated the timetable for conversion of several large poppy alleviation projects into multi-community NGOs in Gadoon-Amazai, Khala Dhaka and Kurram Agency.

A TYPOLOGY OF NGOS

There are almost as many ways to categorize NGOs as there are NGOs. It is difficult to place them strictly in one or the other category as they play a variety of roles that often overlap. For the purpose of the Policy Study a typology of "Working for Whom?" is used:

- NGOs working for themselves;
- NGOs working for others.

ORGANIZATIONS WORKING FOR THEMSELVES

These organizations exist to serve their members. Examples are:

- Users' Groups;
- Men's and Women's Organizations;
- Societies and Associations.

Most are small and community based, local in their impact and limited in their human and material resources. Their missions are frequently associated with self-reliance and empowerment of disadvantaged groups. Sometimes they have been formed around a single cause or issue such as health but they generally are not narrowly-focussed. Often their achievements are limited by lack of information, expertise and resources.

Users' Groups generally are created to receive and manage services from projects and government agencies. As such, they almost always are implanted from outside. They generally comprise individuals with similar interests belonging to the same socio-economic strata, e.g. farmers, water consumers. They demonstrate some potential for survival as long as their shared interest remains important to them.

Similar in some respects, Men's and Women's Organizations also often have been established by a project to provide institutional structure for program strategy. The focus tends to be broader than users' groups in composition to represent a cross-section of the community. The organizations tend to be dependent on the continuous support of sponsoring entities. Few appear to have developed the institutional maturity to function independently.

Societies and Associations usually are established voluntarily to address socio-economic issues like poverty, drugs, economic disadvantage, illiteracy, health. A few are working for the destitute, beggars and or rehabilitation of the handicapped. Other associations are involved in intellectual activities such as research, poetry, drama, publishing books, arranging public cultural programs or gatherings of writers.

Some associations are village-based and others have a larger constituency. They have their own constitutions and may or may not be registered. They usually depend on the subscription of their members or donations for support. Because they have emerged organically in response to a perceived need, these groups have a particularly good record of sustainability. Examples are the Malakand Adabi Saqafati Tolana, the Social Welfare Society Luqmankhel in Kurram Agency, Mrastial in Charsadda and the Shewa Educated Social Workers Association in Swabi.

The range of cooperative societies is very wide. The large numbers represent past official development policies. Some continue to be very active and effective; others are less so. Their uneven record makes them controversial. Some of the problems experienced by cooperatives would serve as valuable lessons for devising more effective NGO policies.

Far and away the largest number of cooperatives are registered for some agricultural purpose. Others are Credit Societies, Union Council Service and Farm Service Societies, Development Societies, Industrial Societies, Housing Societies and Consumer Stores. Examples are The Bara Momand Cooperative Development Society, Sarhad Cooperative Union and the Sugar Cane Sale Association.

ORGANIZATIONS WORKING FOR OTHERS

These organizations exist to serve others and include:

- Charity and Relief Organizations;
- Service Delivery Organizations;
- Development Catalyst Organizations.

Most Charity and Relief Organizations are traditional and urban-based. Some are religiously-oriented and focus on distribution of charity and occasional disaster relief. Others focus on provision of services to special groups such as the physically or mentally handicapped or missing people. These organizations usually rely on donations from supporters and financial assistance from government and donors.

At the village level a number of formal and informal groups are involved in the support of widows and orphans. By and large the organizations do not have paid staff and rely on a voluntary leadership. Examples are Anjuman e Kaka Khel wa Mutaqdin in Nowshera, Anjuman e Khidmat e Makhloq e Alam in Peshawar and the Akhtar Ali Welfare Trust.

The purpose of most Service Delivery Organizations is to provide specific services in health, education, sanitation, environment and education. Some function as a type of professional organization, as well, by articulating the interests

of their constituencies and focussing attention on solutions. These organizations vary greatly in size and funding. Some are supported by subscription or membership fees, some with fairly generous government subsidies and some by external donor funding.

Some service delivery organizations are the Environmental Protection Foundation, Business Information and Training Services, the Dost Welfare Foundation, All Pakistan Women's Association, the Network for Enterprising Women, Fatmid Foundation and the Paediatric Association.

In recent years Development Catalyst Organizations have emerged. These groups operate on multi-community or Provincial levels and conform most closely to the popular view of NGOs. They have a longer term development perspective and generally work through multi-community grass root developmental programs, often through CBOs they create. Most of these organizations are urban-based and managed by professionals for whom their work is a full time activity.

Ideally, the intervention of such organizations in a specific area is short term, leaving behind sustainable and viable local structures with the capacity to undertake development activity independently. Some examples in the NWFP are SRSC, Sangi Development Foundation, Women Development Association (WDA) and AKRSP.

COMMON CHARACTERISTICS OF NWFP NGOS

A strategy to nurture the voluntary sector must address these characteristics of the NGO population:

- External implantation;
- Institutional and financial dependence;
- Limited capacity.

EXTERNALLY IMPLANTED

Many development-focussed NGOs in the NWFP share the artificial, externally-driven nature of their origins. This can be said without necessarily diminishing their potential. They can be effective for whatever purpose they were created, and for additional purposes, but they lack the greater institutional depth with more organic roots.

The costs are covered by the sponsoring organization during the life of the project. At the cessation of project support they have few linkages on which to rely for institutional or financial support. Such CBOs do not reflect traditional norms and tend to cut across established class and economic distinctions. There is little appreciation of local culture and/or skills in adapting new organizations so they gain momentum from resonance with more

familiar structures. Few of this group are designed to take into account the complex class issues or the fragmented and contentious nature of many communities in the NWFP.

INSTITUTIONAL AND FINANCIAL DEPENDENCE

Having derived their impetus externally, few of the NWFP's NGOs could survive their sponsors' disappearance either financially or institutionally. Their points of reference tend to be whatever entity created them. One astute observer of the NWFP development scene said that the Province "has thousands of NGOs with no destination." This is a matter of particular concern for two reasons:

- The organizations are relatively inaccessible to efforts to involve them in government development programs;
- Their ability to survive without their sponsoring organizations is questionable.

In this respect, the Village Organizations initiated by SRSC, which is a duly-registered NGO, are the same as the CBOs initiated by the Mardan Integrated Rural Development Project, which is a donor-funded project.

INSTITUTIONAL CAPACITY

While the sheer number of NGOs in the NWFP, especially at the village level, is staggering, they are limited in their experience and outlook. Both the facts that the development NGO community is, overall, so new and that it has been isolated from the Asian mainstream exacerbate the problem. Even the few NGOs that operate above the village level, though they usually define their missions at least in part as strengthening grass roots capacity, range in age from three years to six months. They are themselves in need of capacity-building. Two key needs are:

- Trained personnel;
- Weak grasp of participatory theory and methodologies.

PERSONNEL

It is hardly surprising that so few people in the NWFP are experienced in NGO theory and practice. As recently as three years ago, when SRSC began work in the NWFP, the secondment of experienced Social Organizers from AKRSP were required to provide adequate methodological depth.

Fortunately, the situation is changing. Several organizations that have advertised for NGO personnel in the last year indicate that the numbers and quality of responses has increased dramatically. Nonetheless, for some time to come, systematic efforts to build human capital must be a basic element of an NGO strategy in the NWFP.

PARTICIPATORY METHODOLOGIES

A logical accompaniment of the dearth of skilled manpower is a profound lack of grounding in the principles of group formation and community organizing. There is little grasp of proven techniques for helping groups identify their needs or organize to meet them. Since groups are the basis of participatory approaches, this lack of elementary knowledge is especially troubling. The problem is as great for expatriate practitioners as for Pakistanis.

Group formation techniques are not magic. Variations have been known for centuries to effective leaders. Like other methodologies, there are a set of principles around which to rationalize planning and action. A cardinal rule of any approach to group formation is that it is a slow and painstaking process. Its progress is best measured in years, not weeks and months contemplated by the fearless Frontier NGO Constabulary.

NGO NEEDS AND TRENDS

The NGOs interviewed for the Policy Study share several needs, including NGO networks and programmatic and management skills. They believed stronger networks of NGOs would help them in problem-solving, information sharing, collective advocacy and in building their institutional capacity.

It is not uniformly true that the NWFP is behind the times in its understanding of group formation. A senior official in the Project management Unit for Local Government sanitation projects was typical on his work with users' group. He said: "We must have the courage to listen to them; they have been dealing with these problems for years." Unfortunately, he is the exception in his grasp of what has been conventional participation wisdom for decades in other parts of the world.

NGOs hope networks will facilitate their interaction with government institutions in their villages and at the District level. They also hope networks can increase their access to literature and information on development, especially the experience of NGOs in other developing countries.

NGOs believe skill deficits have resulted in the replication of existing models rather than developing strategies responsive to the needs of target populations in the NWFP. Particular skill needs cited were project design, financial and program

management, organizational development, group formation and social organization, training design and training techniques.

A few groups indicated a need for funding, but more often they indicated lack of fund-raising skills, including proposal development, and strategic planning for fund-raising. Even the few larger NGOs cited these problems.

Generally, organizations appear to have weak capacity in group formation, especially in understanding its principles, assessing potential group viability and measuring maturity. Sponsoring groups press their client CBOs to conform to pre-conceived organizational models or targets. This unduly diminishes emphasis on the process of effective community development, a criticism of SRSC in the evaluation of its first two years. Evaluation criteria often are quantitative and not designed to evaluate the process of development or qualitative change.

There is a tendency not to define target populations clearly. Sponsors do not plan phasing out and transfer of responsibilities with CBOs or articulate when or how they will hand over leadership. Many NGOs, especially CBOs, relate to the sponsoring agent and do not become part of independent networks of NGOs or of government development mechanisms.

The conversion phenomenon, presents some unique opportunities for development learning about NGOs. USAID's Gadoon, Khala Dhaka and Kurram NGOs almost double the number of large, multi-community development catalyst organizations. Not only are they externally imposed, they are larger than the typical implanted CBO. How well they survive, both financially and in terms of development, will chart the course for attempts at other such project-to-NGO conversions.

Redeploying expertise from Afghan programs on the Pak-CDP model may suggest one way to meet the need for human resources for NGO programs in the NWFP although the CDP program was unusual in having so many Pakistani staff. Most Afghan NGOs and projects are staffed by Afghans who can be expected ultimately to leave the country. In any case, Pak-CDP provides a valuable source of expertise in the NWFP for direct implementation but more importantly as a resource to other NGOs.

GOVERNMENT AND THE NGOS

THE CONWFP'S EXPECTATIONS OF NGOS

All in all, hopes of dramatic NGO development breakthroughs in the NWFP or fears NGOs will replace government are somewhat premature. Nobody really yet knows quite what they are. This creates a situation in which, for the time being, they can be anything anyone wants them to be.

For many donors, alas, NGOs are a new idea that frees them from difficult, sluggish governments. Then they heap on such requirements of reporting and accountability that the NGOs become as sluggish as government. Government believes it has discovered how to do more with less. Beneficiaries believe they will at last be given anything they ask for. NGOs, all too aware of their own inexperience, puff up their institutional feathers to give the illusion of more than meets the eye.

Like most governments throughout the world, the CONWFP is being forced to come to grips with its limitations. Influenced by theories of big, nurturing centralized government fashionable in the 50's and 60's, Pakistan's government, along with other newly-independent nations, set itself the task of providing a daunting range of services. In the best of times, resources could not keep pace with demand. And these are not the best of times.

NGOs are seen by donors and government alike as a way to engender community "participation" in implementation and management of social and physical development programs. By this is meant contributions of money and labor for development schemes and, more importantly, commitment over time to their operation and maintenance--O and M in official parlance.

In the view of the average civil servant, it is fair to say, participation is a matter of more--and cheaper--shoulders to the wheel. He does not trouble himself unduly with the idea that participation is as much a political as a physical term, that the quid pro quo of participation is greater levels of involvement in decision-making.

Government sees other values in a stronger voluntary sector. NGOs meet the requirements of donors on which it is heavily dependent. Leadership and greater understanding of development issues already have been mentioned. Senior civil servants sufficiently above the fray to consider themselves personally unthreatened, hope, over time, that the habits and skills of participation will generalize to a demand for more responsive government.

NGOS AS SURROGATE GOVERNMENT

It very quickly becomes apparent in discussing NGOs in the NWFP that they are ascribed attributes that cross deeply into territory usually reserved for the lowest tier of government. One experienced observer of the Pakistan scene says bluntly that NGOs--especially CBOs--are surrogates for accountable and responsive local government.

Pakistan is not alone among developing countries in having incompletely evolved government systems. Local government, which in any case stops at the Union Council, generally is acknowledged to be especially flawed. It derives substantially from a colonial model deliberately designed to frustrate local autonomy and so lacks authority, responsibility and accountability.

LACK OF INTERFACE WITH GOVERNMENT

Participation depends on meaningful opportunities for involvement in the decision-making process and points at which they can exert pressure to alter the allocation of resources. For the CBOs that will form the backbone of the relationship between the GONWFP and NGOs, this means the village, the tehsil and, at most, the District. Yet there are virtually no coherent ladders of communication and decision-making through which CBO participation can make itself felt in the system.

VIGNETTES OF NGOs IN THE NWFP

AN URBAN SOCIAL WELFARE SOCIETY

Sajjad Welfare Society

Objective:

To improve livelihoods through acquiring due share of resources and services

Area of Operation:

Khattak Colony, Kohat Road, Peshawar

Activities:

- o Getting access to government departments and MPAs for civic amenities
- o Action against criminals
- o Saving through organizing arrangements for community gatherings on certain occasions
- o Supervising mohallah schemes implemented by the government and others
- o Arrangement of recreational activities

Established by Whom:

Established by 8 young college students residing in project area

Registration:

The society is not registered because members see no benefits

Institutional Structure:

- o 20 member General Body and a loosely structured Action Group of 8 members.
- o General Body comprised of one person per household
- o Action Group reports to the General Body.
- o Most decisions are made in the General Body

Budget and source of funding:

Monthly budget is Rs 600 to 700. Every member contributes Rs. 20 per month. Other sources are medical camps and meena bazaars.

Achievements against objectives:

- o Held dialogues with MPAs and Peshawar Development Authority to express felt needs
- o Contacted MPAs for street pavement
- o Repaired street lights in Colony
- o Supervised street pavement of the Colony. The scheme was implemented by a contractor appointed by C&W Department
- o Covered 7 main holes
- o Paid cash to 3 destitute persons
- o Collected zakat and distributed to deserving persons
- o Held two medical camps
- o Made arrangements for 3 ceremonies
- o Held one meena bazaar

Coordination with other NGOs:

Do not coordinate with any other voluntary agency but have a contact with Hamdard Islahi Committee, Mohallah Sarbanan, Lahori Gate, Peshawar City for advice on different matters.

FOSTERING NGOS

THE NEEDS

A viable policy to foster NGOs and their contribution to the development of the NWFP will address the common needs of government, donors and the NGOs. They are:

- Greater involvement in government planning and priority-setting;
- Greater coordination within government of activities concerning NGOs;
- Effective mechanisms through which NGOs and their members can influence development decisions and resource allocation;
- Accessible points of contact among NGOs, donors and government;
- NGO networks with special attention to those at the District level and below
- Linkage of NWFP organizations with the growing national NGO community;
- Accessible capacity-building resources tailored to the needs and absorptive capacity of young institutions;
- A range of options for building the human resource capital of the voluntary sector;
- The capacity for the NGO community to reflect on needs and issues of concern and to design and implement appropriate solutions;
- More responsive collaborative linkages between NGOs and line agencies.

PRINCIPLES FOR FOSTERING NGOS

In seeking to increase the role of NGOs in the NWFP, the GONWFP should observe a few fundamental principles:

- The NGOs with greatest development potential are CBOs;
- NGOs resist easy categorization or formalization;

- The unique value of NGOs derives from their privateness.

THE POTENTIAL OF CBOS

The NGO base of small single-community CBOs have great potential to enhance the development of the NWFP. Their location and composition are entirely appropriate to the development priorities of the GONWFP. It is on these grass roots institutions that a strategy to foster NGOs should be focussed.

Policy toward NGOs should aim at building village level organizations and coalitions of village groups. The utility of NGOs above the District level should be judged on the basis of their effectiveness in enhancing the capacity of CBOs.

CATEGORIZATION AND FORMALIZATION

The great value of NGOs is their spontaneity and flexibility. Policy decisions taken by the GONWFP in favor of NGOs and the concrete steps to create a more hospitable climate should reflect the organizations themselves. That is to say they should be economical, low key and facilitate experimentation and innovation.

The single most constructive action the GONWFP can take in fostering NGOs is to allow them breathing space to settle down and to absorb the shock of so much recent attention. The GONWFP should adopt an essentially Darwinian attitude toward NGOs over the next few years.

Those that survive can make a valuable contribution. Where they do not emerge as major players, they should not be forced. Elaborate structures to nurture a young and fragile NGO sector will compound the initial problem of implantation by imposing one artificial mechanism onto another.

PRIVATENESS

Privateness is the defining characteristic of NGOs. The essence of participation is the contract of trust between the organization and its constituency. Thus, just as the GONWFP encourages the flexibility that gives NGOs a comparative advantage, it should seek to acknowledge and encourage the privateness that undergirds their ability to elicit participation.

OUT OF THE MOUTHS OF BABES

Filling in for his supervisor, who was on leave, a rather junior official in the Islamabad office of a European donor made the most important recommendation of all on privateness and the Government strategy for NGOs:

Government, he said, is government. And NGOs are NGOs. They should not try to be each other.

Actions that deliberately or inadvertently blur the distinction between NGOs and government or confuse government priorities with those of NGOs will, in the long run, defeat the government's own aims. The goal of the NGO-government relationship should be one of partnership in which each brings its unique contribution to the joint endeavor. Government will gain little by trying to control NGOs.

The obvious implication of privateness is that governance is the foundation of the NGO. The commitment, the knowledge, experience and the integrity of the governing body is paramount. It is of even greater importance than for staff, since the governing body sets the tone. Needless to say there is no room for government involvement in selection of membership or in the deliberations of NGO governing bodies.

ENABLING ENVIRONMENT

In Nairobi in the mid-80's, AKF sponsored a large and rather splendid development conference. The theme was "The Enabling Environment." This is an apt description of the atmosphere desirable for NGOs in the NWFP. Fertile ground is needed most, so that those NGOs that are relevant can flourish.

Attaining it of necessity will be a gradual process requiring the involvement of government, NGOs and most importantly, people-the frequently-overlooked objects of development. The aim is to create a synergy of NGO and government activity that increases development momentum, its quality, its scale and its permanence. An enabling environment for NGOs will be one in which there is:

- Greater value placed on NGOs by all development actors, public and private, and a greater understanding of their purposes and contributions;
- Greater opportunity for NGOs and their constituents to make themselves felt in decision-making at every level of civil and political life;
- More points of contact between government and NGOs and more NGO involvement in planning and implementation of government development activities;
- Effective networks for information sharing, learning from experience and devising strategies among NGOs and with government and donors;
- Greater access for NWFP NGOs to the range of human and institutional capacity-building resources they require.

GREATER VALUE

Since they are a relatively new phenomenon in the NWFP, NGOs still are misunderstood and undervalued both in official circles and by ordinary citizens. Even NGOs themselves often are unclear of their place in the larger development scheme. As a result, they are less effective than they might be.

As NGOs mature and are taken more seriously, they will be accorded greater value. This, in turn will create a mind-set in both NGOs and government that encourages effective formal and informal linkages among government, NGOs and their constituents.

DECISION-MAKING

Participation requires that people believe the investment of their time and energy and sometimes money will result in increased control over their lives. It requires points at which they can take decisions that change things.

The current atmosphere in the NWFP is not conducive to popular decision-making. Government is highly centralized. Where there is some delegation of decision-making to a flawed and incompletely-evolved local government, it immediately becomes the property of elected officials. On the administrative side, the system of contracts and commissions inhibits shared decision-making.

In fairness to persons and institutions engaged in nurturing NGOs, it must be stated that participation cannot occur without the opportunity for decision-making. The greatest challenge in creating an enabling environment for NGOs will be increasing the opportunity for meaningful decision-making. It will require efforts at every level to help everyone from MNAs to the members of village CEOs understand the benefits of a more open decision-making apparatus.

Though they do not add up to a whole, there are fragments--the structure of representative elections, village project committees, the Union and Districts Councils, Social Welfare Coordinating Committees, the District Development Advisory Committees--which are the point of departure.

Many represent earlier attempts to de-centralize and are seen as having been failures, or at least disappointments. At worst they are lessons of what to avoid in the future. At best they are disused or abused mechanisms that can be salvaged or adapted as vehicles for participation.

There are dozens of concrete examples of successful community participation, usually with a CBO or an NGO as the engine, occurring in a form comprehensible and acceptable to the

community, government and the other components of the complex socio-political structure of the NWFP. For instance, an NGO in Swabi manages several schools. An NGO in a *mohallah* in Peshawar supervises the contractor who paves their road, insisting on work of a high quality. Another NGO "black-balls" a contractor whose work was shoddy. These examples will point the way.

Effective NGOs will rock the boat and in doing so create the kind of disequilibrium that established interests abhor. Conflict inevitably will result as the perquisites of elected officials and line agencies are threatened. In fact, the degree of conflict will be a good indicator of organizational effectiveness. Resistance to a strengthening NGO sector will put the greatest pressure on the most effective institutions and leaders.

One of the most difficult challenges will be striking a balance between encouraging genuine NGO participation while confining conflict to levels that do not produce reactions so strong they stifle NGOs.

The state of local government in Pakistan is an old and vexing problem. Healthy NGOs will exert pressure to improve it. That hope is the unspoken premise of much pressure--from donors, NGOs and government itself--to create and nurture NGOs. That this is so should be openly acknowledged by GONWFP, however contentious a proposition that is. Remaining mute merely confuses the issue. It does not make it go away.

POINTS OF CONTACT

An environment that makes full use of NGOs will have a large variety of formal and informal points of contact and linkage between government and the voluntary sector. NGOs and government must share information and understand what each is doing and planning. By the same token, it is important that they have a clear understanding of the constraints under which each operates.

At present, NGOs and government have very few points of contact. There is no focal point for coordinating NCO activities at the Department level which means there is none for line agencies. There is no single governmental policy on NGOs or even a definition of what NGOs are or how they can serve the government development interests.

Closer collaboration between government and NGOs will require more and easier points of contact. Inevitably this will mean creation of some mechanisms or at least refinement or revitalization of some, like Social Welfare Committees, that now exist. It also will require a bureaucratic atmosphere that is positive to NGOs.

Whatever their flaws, the line agencies will be the essential link in forging creative partnerships between NGOs and government. The employees of the line agencies are a formidable instrument in the government's efforts foster NGOs. The scale of their coverage of the Province and their accumulated knowledge and expertise cannot be duplicated. It will, finally, be their ideas and their energies and ideas that point the way to a larger role for NGOs.

Since they can as easily block NGOs as encourage them and since their cooperation can be costly to them, both financially and in terms of influence, commitment of line agency staff must be sought patiently and constructively by raising their levels of awareness and understanding and providing them with the skills and the bureaucratic tools to achieve what is being asked of them.

NETWORKS

NGOs need their own networks. At present, they are as isolated from each other as they are from government and the other decision-making structures in the Province. There is very little cross-fertilization, even among like-minded organizations.

Networks and coordinating bodies perform a variety of functions, perhaps the most important of which is to provide the NGO community with its point of reference. They serve as the arena in which NGOs can comfortably express their needs and weaknesses and evolve their identities.

It is likely that networks will be the source of much of the relevant capacity-building for NGOs and for maintaining the range of essential linkages: with government, with other NGOs in the Province and elsewhere in Pakistan and the region.

The existence of a coordinating body at the Provincial level need not and should not preclude other networks which are sectoral in nature or which link voluntary organizations at various levels in the Districts. While these smaller networks may have fewer facilities and less technology than a Provincial level group, they provide ready access and a sense of belonging that will prove essential to the growth of young and uncertain organizations.

CAPACITY-BUILDING

NGOs in the NWFP need much greater access to training, technical assistance and other kinds of capacity-building resources. Networks will be a direct source of both direct capacity-building services and of information about its availability. The task is to establish mechanisms to identify suitable training and technical assistance where it is available, create it where it is not and adapt experience from elsewhere to the needs of the NWFP.

Because relatively little is available in Pakistan, local capacity-building resources will be costly, particularly since it will require linkages that imply travel, exchanges and other such mechanisms for sharing experience. The role of the GONWFP in facilitating increased capacity of NGOs is largely one of acknowledging the necessity and being supportive of their efforts to identify financial support.

Where it is appropriate, government and NGOs should share their energy and capacity-building resources so that civil servants and NGO staff can learn together and from each other. When NGOs need to understand more about the workings of government, government should be receptive, and vice versa.

FUNDING, CREDIT AND NGO REGISTRATION

Several issues that might have been expected to be part of an accounting of ways to create an enabling environment for NGOs are not included here. Funding, credit and NGO registration are the major ones. The omissions are deliberate and based on the concept of "first things first."

Creating a funding or credit mechanism for NGOs or reorganizing the registration system are large tasks that would occupy time and resources for minimal returns in relation to the investment. They also could divert attention from activities which could have quicker and larger benefits. Any or all may become desirable or even necessary to advance NGO involvement in development at some point in the future. But they are not high priorities immediately.

FUNDING

For the time being, NGOs should be left to their own devices with respect to funding. There appears to be adequate funding available from donors. In any case, there is little evidence to indicate that those CBOs that have generous funding are any more viable or effective than those that do not. In fact, the evidence may be to the contrary.

For most NGOs interviewed, what appears to be required is not so much funds but skills and, in the case of donors that have created CBOs, greater commitment to ensuring the long-term sustainability of their client organizations and their linkage to established systems. Various mechanisms for building those skills have been addressed as needs for NGOs in the NWFP.

Requiring of an organization at least minimal skills or the imagination and energy to approach a SPO or a SAP for help will enforce market-driven selection of which organizations have potential viability.

Rather than create an NGO funding mechanism, the GONWFP would do better to spend the next two to five years exploring ways to provide grass roots groups with greater access to and control over public resources allocated to development. Finally, it is greater control over these funds that will lead to a larger role in decision-making. At best, donor funds are a stop-gap, a subsidy for start-up and to make decisions with respect to accountability.

In the long-term if CBOs are not making decisions about government allocation of resources and government priorities, little has been gained. Only government, finally, has the financial and human resources to reinforce the involvement of NGOs in development.

Only at some point in the future, when it is clear the limits of NGO involvement in the allocation of public resources has been reached and where a persuasive argument can be made, should an extra-governmental funding mechanism be entertained. Then, there may be reasons to consider a model like the recently-created Education Foundation. The two basic purposes would be to attract money not available to government and to spend it in innovative ways that are, for whatever reasons of bureaucracy, impossible for government.

CREDIT

There is considerable though inconclusive evidence to indicate that lack of access to credit poses a serious constraint, not only on NGOs, but on development in the NWFP generally. Credit is very difficult to come by, and not only for the very poor. Archaic systems and the requirement of collateral are two of the basic problems.

Some NGOs, like the Grameen Bank, have made credit their sole activity. SRSC was encouraged to expand its credit activities in the October 1992 Strategic Planning Assessment. It is likely that as the NGO sector grows, there will be increasing private sources of small credit or that an institution will be created by the NGO community for the purpose. This would be all to the good. At present, NGOs are not well enough evolved to manage credit adequately or use it effectively.

The most important contribution the GONWFP can make now with respect to credit is to bend its efforts to making existing sources, especially the Agricultural Development Bank of Pakistan (ADBP), more effective and more responsive to the low - income clients of NGOs.

NGO REGISTRATION

As the NGORC registration study points out, Pakistan's NGO registration laws dating from 1860 to 1984 are a history of the "evolution of NGOs in the subcontinent." At this point, an elaborate exercise in rationalizing them does not seem the most efficient way to achieve government's objectives with respect to NGOs.

Government and most donors almost certainly will require registration of any organization where there is a relationship of funding. The fact of registration does not make the organization any more or less honest or effective, but having registered,

Those who deal with NGOs want an unimpeachable, impartial base of information: which NGOs are honest, which are effective and where they are. The wish is almost touching in its naivete. Only the foolhardy would attempt to make such judgments, and some have. Their pathway is littered with failed coordinating bodies and ineffectual government NGO bureaus.

the organization will be accountable to the rules under which it registered.

Unquestionably, if the GONWFP is going to work more effectively with NGOs it needs ways to derive information about them, assess the quality and relevance of their work, ensure their basic integrity and harness their energies to activities consistent with development priorities. Registration is not the vehicle through which to address these issues.

Registration is essentially a legal requirement. By registering, NGOs establish their legal existence. Most useful information about NGOs and their effectiveness will come from experience and from an environment where there are more points of contact for sharing it, greater mutual respect and, above all, the flow of communication and information--among government departments, between government and NGOs and among NGOs.

For identifying the types of organizations it wishes to work with, government should consider establishing criteria or a system of accreditation that address basic institutional questions as well as areas of technical expertise, which will vary according to whether the program in question is environment, sanitation or literacy. General criteria include:

- Management capacity;
- Previous experience;
- Accounting depth;
- Governance structure;
- Staff expertise;
- Funding sources.

The NGORC registration study took as a premise that it would recommend some rationalization of Pakistan's NGO registration laws, but in the end it did not. NGORC's conclusions are recommended to the GONWFP: the range of available registration laws provide a useful "menu" of choices for the different needs of different organizations.

In any case, one man's registration is another man's control. What seem to be perfectly reasonable concerns about registration and fiscal accountability can mask the desire to control NGOs or be used for that purpose in spite of more benign origins. If the GONWFP truly wants to encourage a dynamic NGO sector, it must choose coordination and accountability mechanisms carefully. The participation that leads to the kinds of positive contributions the GONWFP seeks is incompatible with excessive control.

VIGNETTES OF NGOS IN THE MWFP

AN NGO WORKING FOR ITSELF

Shewa Educated Social Workers Association

Objective:

To struggle on non-political party basis for the solution of the collective problems faced by the common people of Shewa region without any discrimination based on caste, religion, class

Area of Operation:

Town Committee Nawan Kely Sawabi

Established by whom and working for whom:

Established by a group of social activists in September 1986

Registration:

Registered as voluntary social welfare agency with Social Welfare Department in April 1990

Activities:

- o Organizing educated social activists into groups
- o Organizing task force of volunteers
- o Acquiring public amenities, skills and any possible services and facilities
- o Supporting students, destitute, widows and patients
- o Maintaining community infrastructure

Institutional Structure:

- o General Body of 192 members
- o 15 member Central Committee elected by secret ballot
- o 5 member Cabinet (management team) elected yearly
- o 3 member Finance Committee, 3 member appointed Accountability Committee and Task Forces for specific activities: crime control, education, health, zakat
- o Cabinet, Finance and Accountability Committees report to the Central Committee
- o Central Committee reports to General Body

Budget and source of funds:

The annual budget is Rs. 35000. Sources of funds are subscriptions, donations by private persons, Library fee and fines, seasonal contracts, e.g. ice cream sale, tandoor, sale of skins received on Eid. Very recently receiving funds from GTZ-IRDP Mardan for organizing groups.

Achievements against objectives (1991-92):

- o Organized 18 voluntary agencies (e.g. Itihad, Islah) in two Union Councils of Town Committee Nawan Kely.
- o Organized Task Force
- o Established a libraries and a free tuition center with the help of Shewa Teacher's Society
- o Had dialogues with different funding agencies
- o Constructed and extended 3 schools and a BHU
- o Provided funds to 66 patients for treatment and one widow for income generation
- o Arranged free medical camp
- o Provided treatment to drug addicts in Shewa
- o Provided school uniform to 87 students

Coordination with other NGOs:

Students Welfare Society Khyber Medical College, Shewa Teacher's Association, Islahi Jirga Shewa and Weakh Zalmai

Relationship with government:

Number of volunteers and their function:

No payment is made to the workers/activists working for the cause self-development. 100% workers are volunteers involved in problem identification, planning, action and follow-up.

RECOMMENDED ACTIONS

Three broad actions are recommended to the GONWFP to help create an enabling environment for NGOs. They are:

- An official policy statement setting out the value of the nongovernmental contribution to development and directing line departments to seek ways to collaborate with NGOs;
- A small NGO Cell in the Office of the Additional Chief Secretary;
- Establishment of a wholly private NGO Coordinating Body

These three actions--each of which has broad ramifications--will begin the process of engendering a positive atmosphere for NGOs which will grow over time. The reasons for a gradual approach are rooted in financial and political reality.

The economic future of Pakistan is cloudy, as are the intentions of donors beyond a year or two hence. Likewise Pakistan is at a political crossroads. There is neither the financial nor the political scope for more sweeping action. In any case the real changes required are changes of attitude and expectation which occur incrementally.

A policy statement will make clear to the public and employees alike the value the GONWFP places on the NGO contribution. It will accord them an official weight and set a positive tone within government and in the development community.

An NGO Cell will create opportunities for NGO-government collaboration and an avenue for NGO participation in decision-making. It will provide a focal point for NGO issues at the highest levels of the GONWFP, facilitate coordination across government departments and ensure that NGOs and NGO viewpoints are duly considered in Provincial government planning.

An NGO Coordinating Body will establish an effective mechanism for information-sharing, learning from experience and devising strategies among NGOs. It will serve as a broad-based institutional support mechanism for NGOs, a framework for defining and meeting their capacity-building needs and as the key point of contact with government.

POLICY STATEMENT

The policy statement is the foundation for all other efforts to foster NGOs. It will define the agenda for NGOs and government alike. A statement like the following is recommended:

The non-governmental organizations in the North West Frontier Province have a unique contribution to make to the development of urban and rural areas alike. Participation engendered by local institutions that engage the aspirations, commitment and priorities of ordinary citizens in cities and villages is an essential accompaniment to government's development activities. Never has this been more true than in an era of shrinking resources and expanding expectations.

Therefore, it is the policy of the Government North West Frontier Province actively to encourage NGOs at every level of civil and political life. Their informed participation in decisions on development resource allocation and implementation and maintenance of development schemes is essential. Government and its employees will continuously attempt to identify innovative and complementary modes of partnership with NGOs.

NGO CELL

FUNCTIONS OF THE CELL

The NGO Cell will provide a locus for NGO-related activity within government and coordinate NGO involvement in the work of various departments, helping to create new pathways for NGO contributions to the government development effort. It will meet the needs of NGOs by providing more accessible points of contact between government and NGOs and improving collaborative linkages. Some basic functions will include:

- Implementing government's NGO policy;
- Devise and implement an NGO action plan;
- Coordination of planning to take account of NGO issues and concerns;
- Identifying and operationalizing mechanisms that increase the NGO role in decision-making and allocation of development resources;
- Design and implementation of initiatives to raise awareness and skills of government personnel in fostering NGOs.

- Providing a government point of contact on NGO matters, particularly for donors;
- Liaison with NGOs and the NGO Coordinating Body.

ACTION PLAN

The first step in creating the NGO Cell should be appointment of a small Task Force to refine the proposed NGO policy statement and guide the work of the Cell. The Task Force, which can accomplish its work quickly, should consist of three or four knowledgeable government and NGO officials.

Membership is crucial for two reasons. First, the plan must provide the kind of detail available only to persons with an intimate knowledge of government organization and of the interrelationship of government and the private sector. Second, in order to have impact, it requires the credibility of having been put together by persons whose perceptions cannot be challenged.

At a minimum, the Action Plan should:

- Outline specific steps to enlarge government-NGO collaboration, pinpointing departments to be involved and officials within those departments whose actions are necessary;
- Identify necessary resources as well as official policy changes or facilitating directives required;
- Propose one or two well-designed pilot projects the implementation of which will explore and refine new mechanisms for NGO-GONWFP collaboration.

GOVERNMENT-NGO POLICY

Devising and applying government's NGO policy is an ongoing task which is the defining element of the work of the NGO Cell. Because it will have knowledge of the needs and limitations of both government and the NGO community, the Cell will be able to devise directives and procedures that provide greater scope for NGO-government collaboration.

An example is the overarching policy statement recommended above. On a more routine basis, the Cell might issue a directive requiring an NGO Officer to be identified from among existing staff in each department or NGO Desks created, as the Philippine government has done. These officers, as well possibly as counterparts in the Districts, would have responsibility for identifying opportunities to broaden the NGO role.

They could meet periodically to identify needs, discuss progress and coordinate efforts among government departments.

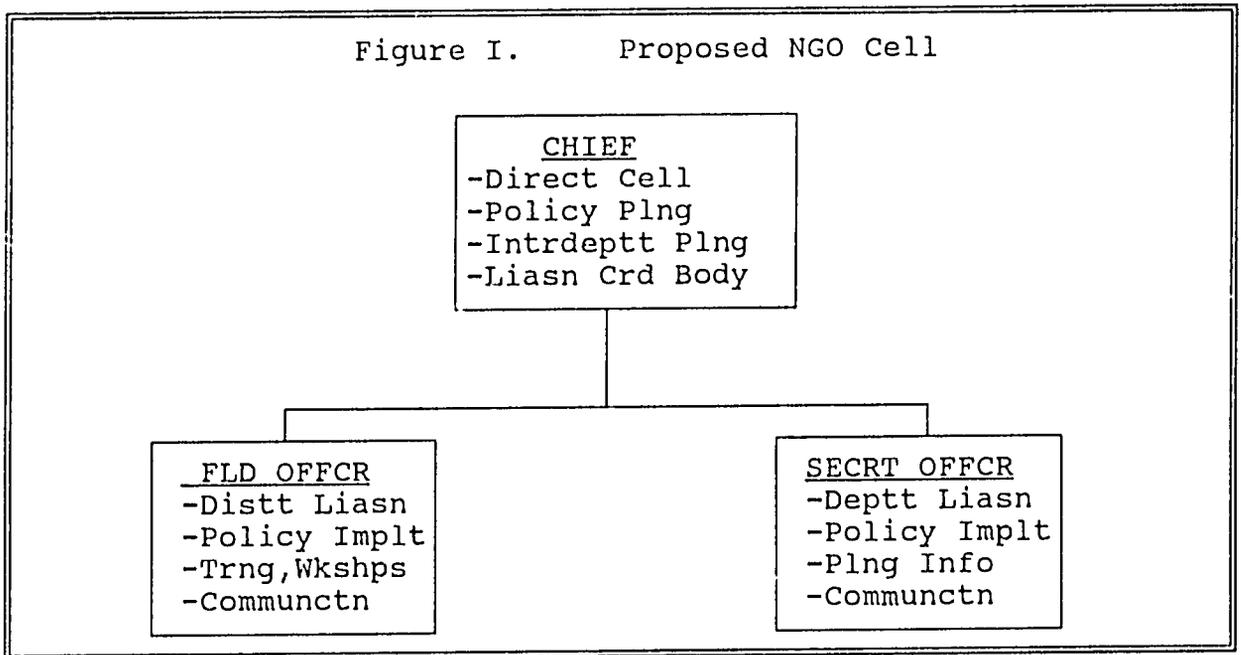
They might see the need, for instance, of computerizing the registration records of the Department of Social Welfare and recommend funds for the purpose.

RESPONSIBILITIES AND STAFFING

It is expected the Cell will have three professional staff persons. The Chief will be responsible for overall direction. One officer will implement the Cell's activities in the field and the other will be responsible for headquarters implementation. (See Figure I.)

The Cell will have three basic responsibilities:

- Encouraging a climate of cooperation between NGOs and government;
- Increasing the number and quality of points of contact between NGOs and government;
- Enlarging the planning and decision-making roles of NGOs.



MORE EFFECTIVE NGO PARTICIPATION

Various initiatives that encourage staff awareness and understanding, especially at the District levels, underscore the importance of NGO involvement and create open lines of communication within government and with NGOs, will be an essential part of the Cell's work.

In light of the constraints of existing systems, informal mechanisms will be as important as formal mechanisms. The Cell's work will be dynamic and evolving, almost opportunistic, seeking examples of effective NGO participation in development activities or of government-NGO collaboration and ways to widen and institutionalize their implications.

Where, for instance, an NGO has effectively supervised a contractor installing a government-financed scheme and as a result has secured work of a high quality, the Cell should take note. Such events should be explored to determine whether their elements can be adapted and integrated into formal procedures.

Those occasions where new models serve both the interests of NGOs and line agencies, or of local government bodies, should be especially encouraged because they will be easier to integrate into the system.

The fulcrum on which greater NGO participation rests is the greater ability to influence development decisions. Practically speaking, this occurs when choices are made about projects, the amounts and sources of funding and who will carry them out. Greater participation for NGOs means greater access to the point where these decisions are made. Thus, the Cell will focus its attention on ways to give NGOs and their constituents greater entree and greater weight in the deliberations--greater development purchasing power.

Whatever will put greater influence on resource allocation into the hands of NGO members will enhance their level of participation. The task of finding new ways of participation requires constant experimentation--rethinking current approaches, being alert to new ideas from happenstance occurrence, seeking new methods and rejecting unworkable old ones, borrowing from other countries and other experiences in Pakistan.

The Coordinating Body will be especially useful in helping the NGO Cell design and mount programs and initiatives to

The task of finding new ways of participation requires constant experimentation--rethinking current approaches, being alert to new ideas from happenstance occurrence, seeking new methods and rejecting unworkable old ones, borrowing from other countries and other experiences in Pakistan. Some ideas:

- o Strengthen District Welfare Councils
 - o NGO Desks in government departments
 - o Revamping Social Welfare Department grants
 - o More NGO development "purchasing power."
 - o Mandate Union Council grants for NGOs
 - o NGO review of Union Council decisions
 - o NGO Advisory Council to MPAs (MHAs)
 - o Revitalize village Project Committees
 - o NGO Foundation like Education Foundations
 - o Pilot NGO projects
 - o Small credit fund for NGO enterprise
 - o NGO fund to buy technical assistance
 - o Information-sharing workshops for CBOs
 - o NGO officers in line agencies offices
-

familiarize government personnel with NGO issues. Government staff will respond to the NGO emphasis if they understand it is valued by their seniors. In this, the policy statement is the first step.

Staff who are successful in encouraging formal and informal collaboration between government and NGOs should be rewarded symbolically and tangibly. The Cell could arrange for the Chief Minister to sign letters of commendation to individuals appointed District NGO Officers. This would have the not-undesirable effect not only of encouraging the junior person but of sensitizing the Minister. Perhaps some sort of monetary bonus also could be arranged.

COORDINATION AND PLANNING

Coordination of planning across disciplines is a second very important function of the Cell. It will ensure, on the one hand, that departments at all levels take into account the needs and concerns of NGOs and, on the other, that their work derives full benefit from the efficiencies inherent in closer collaboration.

The planning function is one of the strongest arguments for an NGO Cell that occupies a cross-cutting position in the government. By sitting at the confluence of concerns it can integrate planning more effectively. Sectoral interests such as health and sanitation, whose work overlaps, administrative units like Social Welfare and Local Government that have operational responsibilities for NGO concerns, and the specialized NGO-related bodies like the Social Action Program and the National Conservation Strategy all can be considered.

The NGO Cell also will provide a badly needed point of access within government for NGOs and donors alike. The lack of a single, convenient source of information on NGO issues, activities and government policies concerning them has been a serious impediment to government's own efforts to encourage coherent NGO activities, more so for donors and NGOs.

The Cell will serve donors by providing better and more complete information for planning NGO programs that, with or without direct government involvement, are in keeping with government development priorities. Likewise it will help NGOs identify activities that are reflective of priorities and serve as a clearinghouse for information about financial support reserved for NGOs and available through the government.

Finally, the NGO Cell will be the chief point of liaison between the Coordinating Body and the government. Together the two organizations will be able to devise joint programs where appropriate, solve problems and devise strategies that meet the needs of a diverse and independent voluntary sector and a

Provincial government committed to engaging fully the NGO contribution to development.

NGO COORDINATING BODY

FUNCTIONS OF THE COORDINATING BODY

The Coordinating Body will serve as the formal link between government and NGOs at the Provincial level. Together they will work to build the level and quality of collaboration among NGOs, line agencies and local government. In the process, NGOs will become better integrated into the development activities of the GONWFP and more responsive to them.

A Coordinating Body is crucial in providing a support system that is more organic to the NWFP and more permanent than donor-supported projects. It will provide a network and linkages among NGOs and will be the major capacity-building resource.

The Coordinating Body will play a pivotal role in NGO capacity-building by providing a forum for needs assessment, a mechanism for meeting them, a clearing-house for information and linkages and a permanent point of reference for NGOs in the Province. Among other services, it will provide:

- Assistance in fund-raising and fund-raising strategies;
- Identification of training and technical assistance resources;
- Technical assistance in proposal writing;
- Training in community organizing and group formation;
- Advice and technical assistance on NGO registration;
- Program design assistance;
- Liaison to line agencies;
- Board development assistance;
- Organizational development assistance;
- Management and accounting assistance;
- Personnel administration training;
- A forum for devising NGO standards and ethics.

CONSTITUTION AND CHARACTER

The Coordinating Body will be an NGO, private and entirely separate from government, with its own governing body. Thus, the GONWFP will have no direct involvement in its creation or operation. Nonetheless, the government's good offices in commending the Coordinating Body to donors will be invaluable in securing financial support.

Especially because so much of the voluntary sector is externally-implanted, the Coordinating Body cannot be created from outside, even with the best or most generous intentions. It is important that it emerge organically from the fledgling NGO community at a pace appropriate to its own evolution.

Though there is every reason to believe that momentum will build quickly over the next year, there is not yet a critical mass of NGOs to carry a full-fledged organization forward. In the meantime, the Coverdale Organization is playing a valuable role by providing a home for the loosely-based Interagency group, whose few NGOs members will serve as the likely nucleus of a Coordinating Body.

Notwithstanding the large and complex task envisioned for the Coordinating Body, it should begin modestly and grow slowly and carefully so that it reflects the still-unformed community it will serve. Rigidity of structure and program should be avoided, especially in the early years, to enable the organization to adapt to emerging needs.

Most of the NGO capacity-building organizations in Pakistan have had long gestation periods, either by design or because of external events. TVO was several years in the creation and SPO began a number of years ago as a project of the Canadian government. NGORC also has evolved deliberately with a judiciously-focussed offering of services and a clientele only now broadening beyond urban Sind Province. The NWFP Coordinating Body should follow this example.

It is strongly recommended that the NGO Coordinating Body should not serve as a funding mechanism. The view of NGORC, that it is difficult to combine the funding and technical assistance mechanisms, has been borne out by the experience of NGO associations and coordinating bodies around the world.

GUIDELINES FOR THE COORDINATING BODY

Two guidelines should be observed in establishing the Coordinating Body:

- The institutional center of gravity should be biased toward small, rural-based NGOs and physical accessibility to the Districts;
- Already-existing technical, institutional and capacity-building resources for NGOs should be integrated closely into the structure.

It is important that the Coordinating Body's services be relevant and accessible to small, rural-based NGOs because they are the nucleus of the NGO universe in the NWFP and the organizations most relevant to the government's own development strategy. Every decision that is made about creation of the Coordinating Body should be tested against its validity for a small, rural clientele.

Such considerations should be reflected in the composition of the governing structure and how it is selected, the location and type of physical facilities, the number and home base of staff and even the language in which business is conducted. Three or four regional centers instead of one large Peshawar office may be more appropriate. Training and capacity-building services should be relevant to CBOs. It may be determined, for instance, that accounting training should focus on small one-time grants, or whatever type are most often available to CBOs.

The second important principle is that the institutional support resources already operating in Pakistan should be woven tightly into the structure and operating plan of the Coordinating Body. At the moment, the obvious institutions are TVO, SPO, SAP and NGORC. But in addition, the Coordinating Body should establish strong linkages with organizations like NGOCC, the Sustainable Development Policy Institute (SDPI), Pakistan Academy of Rural Development (PARAD) as well as with Pakistani-based consulting firms.

For technical assistance, the Coordinating Body could consider letting a contract to a Pakistani consulting firm to develop training modules in areas relevant to the body's constituents or to provide direct technical assistance. An even more innovative experiment would be to create a pool of funds on which NGOs could draw to purchase technical assistance of their choosing or from an approved list. This would develop organization autonomy for the NGO community at the same time as it strengthened local technical resources.

The immediate reason for establishing close linkages with other capacity-building resources is that it is economical; the NWFP Coordinating Body will be able to draw on their facilities and avoid duplicating what already exists. A less apparent and even more important reason is that relationships in the larger Pakistani NGO community will give strength and depth to the local body and create an awareness of and a vested interest in the viability and sustainability of NGOs in the NWFP.

This will be especially worthwhile to the NWFP Coordinating Body in the early days when the local network of organizations is thin. It also will have benefits for the rest of the NGO community in Pakistan by building its own linkages and

strengthening the type and relevance of NGOs services available locally.

MEMBERSHIP

It is to be hoped that the Coordinating Body and other NGO networks in the NWFP will define their memberships inclusively. There is a regrettable tendency among NGOs to make arbitrary and largely irrelevant distinctions that differentiate between, for instance, "charitable" and "development" NGO or cultural and service organizations.

Especially in villages, where there are so few institutional vehicles, distinctions are limiting. In any case, judging on the basis of the long-term effectiveness, is likely that the "charitable" or "welfare" organization that is an expression of a genuinely felt need will have greater sustainability and long term development utility.

Narrow definitions overlook the fact that the fundamental value of the voluntary sector is the institutional ballast it lends to the life of a community, the sense of ownership. From this point of view, the fact of the institution and the influence it exerts on public life and particularly decision-making are at least as important as programmatic focus.

Organizations like the Environmental Protection Foundation, the Dost Welfare Foundation and the Paediatric Association could make worthwhile contributions to the work of the Coordinating Body. Among networks in the NWFP, the Coordinating Body should consider linkages with the NWFP branch of NGOCC and the Sarhad Cooperative Union, among others. The divisional coordinating bodies for welfare organizations are an essential District-level linkage.

ANNEXES

INDEX OF ANNEXES

Annex 1	GONWFP Request for an NGO Study
Annex 2	NGO Policy Study Scope of Work
Annex 3	List of Contacts
Annex 4	NGO Interview Guide
Annex 5	Donor Interview Guide
Annex 6	Profiles of Some Major Donors
Annex 7	Decision-making Fora in the NWFP
Annex 8	Registration Laws for NGOs
Annex 9	More Information on Registration
Annex 10	References
Annex 11	Glossary of Acronyms
Annex 12	Donor Addresses

ANNEX 1

GONWFP REQUEST FOR AN NGO
STUDY

To:

Mr. Tariq Durrani
Advisor Rural Dev. USAID,
Peshawar

Subject: STUDY OF NGOS in N.W.F.P.

As you are aware, Govt of NWFP is planning an increased emphasis in involving Non-Governmental Organizational (NGOs) in the Development efforts so as to ensure sustained development. Almost all new projects have some component relating to NGOs. Consequently there is a tremendous growth in NGO activities in NWFP. All Govt. Dept. are creating their own Village Organizations/NGOs for their specific use, then there are also established NGOs like AKRSP & SRSC. Provincial Govt. is also in the process of establishing a Directorate for NGOs and Local Govt. & rural Dev. Department.

P&D Deptt. thinks that it is the need of the hour to carry out a study on NGOs in NWFP. The study should inter alia result in the following outputs:

1. A bench mark survey of existing NGOs in NWFP.
2. An instructional manual on how to set up an NGO explaining the rules and regulations on the subject both in Urdu and in English.
3. Recommendation to the Govt. of NWFP on a strategy to effectively handle and utilize the NGOs in the future development of the Province.

Keeping the urgency of the matter in view it is suggested that the study should be completed within three months.

USAID has rendered invaluable assistance to P&D Deptt. in its effort to develop "appropriate strategy". Your assistance is requested for preparation TOR, selection of consultant and funding for the proposed study. P&D Deptt. will appreciate an early response from your end.

ADNAN BASHIR
Chief (Agri:)

ANNEX 2

NGO POLICY STUDY SCOPE OF WORK

SCOPE OF WORK
NGO Policy Development for
COVERDALE ORGANIZATION, INC.

USAID CONTRACT NUMBER: 391-0471-C-00-1794-00

BACKGROUND

With growing NGO activity within the Northwest Frontier Province, and throughout Pakistan, GONWFP desires to develop policies and practices to foster and nurture NGOs within the province and their contribution to development the province.

The purpose of the assignment is to assist GONWFP in developing policies related to NGOs within Northwest Frontier Province.

USAID has been and is supporting the development NGOs in NWFP. This effort is consistent with USAID's ongoing support of NGO development.

OBJECTIVES

The specific objectives of this assignment are:

To design and conduct a study of the policy related questions pertaining to NGO's in the Northwest Frontier Province.

To develop a set of policy recommendations designed to foster development NGO's within NWFP, for presentation to the GONWFP for consideration and possible adoption.

To promote, expanded discussions among NGO/Donors/GONWFP and other interested parties.

SCOPE

The study shall at a minimum, examine:

- A. Concerns and needs of NGOs, within NWFP
- B. Concerns and needs of GONWFP; Line agencies; Political Interests /and Senior GONWFP management with respect to NGO's
- C. Concerns, needs and experience of donor agencies, both national and international
- D. Concerns and needs of projects which are considering the formation of NGO's

- E. The experience of newly formed NGO's in NWFP, and, as appropriate elsewhere in Pakistan.
- F. The relationship of NGOs and local governmental units.
- G. Other relevant factors identified by the consultant, GONWFP, USAID and Coverdale staff.

The recommendations developed shall be relevant to the social, political and cultural conditions of GONWFP, Pakistan, and the Northwest Frontier Province.

RECOMMENDATIONS

Recommendations developed shall:

- A. Include broad policy statements or directions
- B. Specific actions or provisions which GONWFP can take to foster development NGO's. These should include but not limited to:
 - 1. Registration of NGO
 - 2. Regulation
 - 3. Relations with Line Agencies
 - 4. Relations with Local Government Units
 - 5. Financial support of or to NGO's

TASKS AND RESPONSIBILITIES

The consultant team will:

- A. Design the appropriate study, which will include, at a minimum;
 - A. A review of existing GONWFP and GOP polices and regulations pertaining to NGOs.
 - 1. A survey of polices and regulations in other provinces within Pakistan;
 - 2. A survey of a different types of NGOs within NWFP and, as appropriate, elsewhere in Pakistan.
 - 3. A survey of relevant government officials within the NWFP.
 - 4. A survey of donor agencies providing support to our working with NGOS in NWFP or elsewhere in Pakistan.
 - 5. A brief survey of review of policies in effect in other countries South and Southeast Area.

- B. Interview key individuals within Pakistan working with or supporting NGOs focusing on the role of NGOs in development within the province, eg Trust for Voluntary Organization.
- C. Prepare a written report of the study and written policy recommendations for the presentations to the GONWFP.
- D. Present and discuss the findings in an appropriate workshop or other forum.

CONDITIONS

This assignment will build on and utilize information being acquired in a related assignment to develop a comprehensive data base of NGOs and community participation programs, activities and projects with NWFP. The initial results of the study will provide information for use in this assignment.

OUTPUTS

The specific outputs of this assignment will be:

- I. A written report of the study undertaken.
- II. A set of written policy recommendations and related actions for GONWFP.
- III. A workshop to review and discuss the study and recommendations.

SUPPORT

Administrative and logistical support for this assignment will be provided by Coverdale organization, Inc.

TRAVEL

The completion of the assignment will require travel within the Northwest Frontier Province and elsewhere within Pakistan. Travel arrangements and expenses will be authorized consistent with Coverdale and USAID regulations and requirements.

TEAM

The two person team shall be composed of one expatriate and one Pakistani consultant. The team must have the following qualifications:

QUALIFICATION

I. Familiarity and experience with or in:

B. NWFP and GONWFP;

C. NGO involved with development generally within NWFP and Pakistan specifically;

D. Policies and the relationship between governments and NGOs in other countries, particularly in South and Southeast Asia;

E. Political, social, cultural and economic environment of the Northwest Frontier Province.

II. Experience in conducting policy analysis and developing recommendations.

F. LEVEL OF EFFORT: A two person team is required for this assignment as follows:

- A. Expatriate: 36 working days excluding travel;
- B. Pakistani consultant: 36 days

PERIOD OF PERFORMANCE: This assignment shall begin on or about June 15 and be completed by August 5, 1993.

Concurrence:

Tariq Durrani; COTR
USAID

Date:

ANNEX 3
LIST OF CONTACTS

LIST OF CONTACTS

Haseeb-ur-Rehman	Senior Programme Associate	Coverdale/ DEG
Henry A. Schumacher	Chief, Technical Support and Planning Unit	USAID/ Pakistan
Tariq Durrani	Acting Chief, Rural Development Division	USAID/ Pakistan
Arnold Radi	Chief, Agriculture and Rural Development	USAID/ Pakistan
Javed Iqbal	Chief, Special Development Unit	GONWFP
Suleman Ghani	Director General, Special Development Unit	GONWFP
Adnan Bashir	Chief Economist, Department of Planning & Development	Dir GONWFP
Muhammad Idris	Placement and Human Resource Development Advisor	NWFP Agriculture University
Major Tariq Mahmood	Programme Coordinator	Gadoon-Amazai Rural Area Support Programme
C. Ralph McKim	Director	Strengthening Participatory Organizations
Rehana Hashmi	Regional Director, NWFP	Strengthening Participatory Organizations
Anis Dani	Director	Trust for Voluntary Organizations
Thijs Verheul	Consultant	Commission of the European Community
Peter Schmidt	Senior Project Engineer	Asian Development Bank

Javed Majid	CEO	Sarhad Rural Support
Brian Baldwin	Programme Officer	IFAD
G.Mohammed Tahseen	Director	South Asia Partnership
Mohammed Rafique	Chief, Environment, Department of Planning, and Development	GONWFP
Salim Khan	Secretary, Planning and Development	GONWFP
Farzana Tariq	Assistant Chief, Women's Coordination Cell, Department of Planning and Development	GONWFP
Syed Muhammad Javed	Deputy Secretary, Services and General Administration Department	GONWFP
Khalid Aziz	Additional Chief Secretary	GONWFP
G.M. Khattak	Director, Programme	Support to Provincial Conservation Strategy,
Maryam Bibi	Programme Coordinator	Khewendo Kor Women and Environmental Development Programme
Javaid Hassan	Chief Coordinator	Business, Information and Training Services
Sameea Sajjad	Member, Executive Committee	Network for Enterprising Women
Mohammad Iqbal	Deputy Director, Fruit and Vegetable Development Board	GONWFP

Bushra Gohar	HRD Specialist	Pak-German Fuel Saving Technologies Project
Farooq Azam Khan	Director General, Project Management Unit	GONWFP
Muhammad Tariq	Director, Planning and Development, Project Management Unit	GONWFP
M. Hashim Raza	Director, Social Welfare	GONWFP
Thomas McCartan	Economic Adviser, Strengthening of PE and D Project	GONWFP
Abdul Wadood	Chief Engineer, Sarhad Hydel Development Organization	GONWFP
Dieter Schulken- Grossman	Chief Engineer, Sarhad Hydel Development Organization	GONWFP
Ikramullah Jan	Deputy Secretary, Local Council Board	GONWFP
Tariq Hussain	Managing Director	Enterprise and Development Consulting Limited
Abdullah	Director	Pakistan Academy for Rural Development
Abdul Hai	Chief, Social Action Programme	GONWFP
Judy Schumacher	Monitoring and Evaluation Officer	USAID/ Pakistan
Tariq Banuri	Executive Director	Sustainable Development Policy Institute

Najma Siddiqui	General Manager	National Rural Support Programme
Munir Ahmad Chaudhary	Section Officer, NGO, Economic Affairs Division	GOP
Zakir Hussain	Project Director	GTZ Integrated Rural Development Programme Mardan
Klaus V. Berger	Team Leader	GTZ Integrated Rural Development Programme Mardan
Nazir Gul	Project Director	Pak-Swiss Agricultural Light Engineering Program
J. Palle Otzen	Chief Technical Advisor	Pak-Swiss Agricultural Light Engineering Program
Farhat Khan	Coordinator	Women Development Association, Mardan
Laiq Zaman	President, Central Committee	Shewa Educated Social Workers Association, Swabi
Michel Taymans	Chief Technical Advisor	Swabi Irrigated Agriculture Project

Shah Abdur Razzaq	Project Director	Swabi Irrigated Agriculture Project
Kamran Ali Qureshi	District Commissioner	Mardan
Syed Tariq	Regional Programme Officer, Charsadda	Sarhad Rural Support Corporation
Ajmal Malik	Coordinator	Swiss NGO Programme Officer
Mark R. McKenna	Assistant Representative	The Asia Foundation
Rinus Zijsveld	Senior Project Officer	Asian Development Bank
Michael Scott	Field Director	Save the Children/UK
Qamar Muttaqi	Business Manager	GTZ
Tariq Qureshi	Programme Officer	CIDA
Tahseen Syed	Senior Programme Officer	The World Bank
Peter Mollema	Second Secretary	Royal Netherlands Embassy
John Townsend	First Secretary	Australian High Commission
Richard Edwards	Country Director	Action Aid
Samina Kamal	Senior Programme Officer	UNDP
Abdul Rashid Rao	Programme Coordinator	IUCN
Douglas I. Grube	Chief of Party	Coverdale/DEG
Hakim Feerasta	Chief Executive Officer	Aga Khan Foundation/ Pakistan

Hasan Zaidi	Monitoring and Evaluation Officer	Aga Khan Foundation/ Pakistan
Asif Ali Zaidi	Programme Officer, Institutional Development	Aga Khan Foundation/ Pakistan
Tony Drexler	NGO Management Specialist	The Asia Foundation
Leila Salim	Programme Officer, Health	Aga Khan Foundation/ Pakistan
Erhad Foellmi	Technical Advisor, Village Development Programme	Kalam Integrated Development Project
Shamshei Khan Kalami	Development Officer, Programme	Kalam Integrated Development Project
Mark Treacy	Team Leader	Kalam Integrated Development Project
Faitul Bari	Project Coordinator	Kalam Integrated Development Project
Titus Bekkering	Chief Technical Adviser	Social Forestry Project, Malakand District
Mumtaz Khan	Project Director/Conservator of Forests	Social Forestry Project, Malakand/Dir
Pieter van Blom	Chief Technical Advisor	PATA Integrated Agricultural Development Project

Arjumand Khan	Administrator & Divisional Director District Council	Local Government, Rural Development Division, Swat
Jaffar Khan	President	Village Organization Aryana Kas, Kalam
Jamil Amjad	District Commissioner	Charsadda
Dr. Mohammad Ali Khan	Founding Member	Marastial Organization Duaba, Charsadda
Abdul Qayum Khan	Assistant Professor	Department of Public Administ- ration, University of Peshawar
Hazrat Hussain	Advocate	District Courts, Swat
Sher Nawaz Khattak	Advocate	District Courts, Swat
Saddiqua Salehuddin	Director	NGO Resource Centre Foundation/ Pakistan
Ashiq Ahmad	Conservation Director	World Wildlife Fund/ Peshawar
Mohammad Tahir	Managing Director	Education (Employees) Foundation
Shaukat Usman	Managing Director	Frontier Education Foundation
Mamo Desta	Chief, Sub-Office	World Food Programme/

		Peshawar
Dur M. Fazil	Assistant Programme Manager	Save the Children/US
Abdul Ahad Khan	Resident Programme Officer	UNICEF
Mohammad Sartaj	Deputy Director, Local Government	GONWFP
Jeremy Colin	Director	Pak-Community Development Programme
Masood-ur-Rahman Masood	Secretary, Education	GONWFP
Hifz-ur-Rehman	Additional Secretary, Education	GONWFP
Abdul Ahad Khan	Resident Programme Officer	UNICEF
Dawood N. Ghaznavi	Director	World Wildlife Fund\Pakistan
Surayya Jabeen	Director General, Field Operations	Family Planning Association of Pakistan
Noor Elahi	Senior Director	Family Planning Association of Pakistan
Arbab Arif	Chief, Strengthening of PE and D Project	GONWFP
Dost Mahammad	Sub-registrar,	GONWFP
Mohammad Nawaz	Divisional Registrar, Cooperative Department	GONWFP
Saeed-u-Din Siddiqui	Deputy Director Department of Social Welfare	GONWFP
Mohammad Siddiq	Deputy Registrar, Joint Stock Companies	GONWFP

Falz e Akram Bacha	Deputy Registrar, Cooperative Department	GONWFP
Attaullah Khan	Director, Industries Department	GONWFP
Mohammad Sajjad	President	Sajjad Social Welfare Society, Peshawar

ANNEX 4
NGO INTERVIEW GUIDE

Question guide for NGOs and Projects
For CSCs with adaptations

Date _____

Name of Organization/Project _____

Name of respondent _____

- o Is organization registered under Pakistani law? What department? and why selected this Department?

- o What is the purpose?

- o When established? By whom? Why? What needs led to creation? What role did beneficiaries play in creation?

- o How governed? To what entities accountable? What role do beneficiaries play in governance? Is organization accountable to beneficiaries?

- o What accomplishments are hoped for in the next year?

- o What are constraints to achieving plans for next year?

Financial?

Donor Issues?

Staffing Levels?

Staff Capacity?

Technical?

Local Level Obstacles?

Institutional Support Systems?

Government Cooperation? Interference? Obstruction?
Recommendation?

- o If you had the power to make two things happen to help your organization, what would they be?

- o Plans to become NGO? Why not? Problems?

- o What are your present relations with other NGOs?
Future?

- o What are present relations with government? Future?

- o What are relations with local government structures?
Recommendations?

- o What is the need by beneficiaries for credit? What are
the sources? Is adequate? What is the role of NGO?
Recommendations.

- o Do you now have or do you contemplate independent
sources of income? What is your future fund raising
strategy?

- o How do you perceive the NGO? What role can it play in
development?

ANNEX 5
DONOR INTERVIEW GUIDE

INTERVIEW GUIDE
DONORS

DATE _____

1. Name of Donor Agency/International NGO
2. Address:
3. Name and Designation of Interviewee:
4. Specific Development Sector:
5. Mission Statement:
6. Rationale for Work with NGOs:
7. How Long Have You Been Working in Pakistan:
8. National Level: Provincial: Other:
9. Operational Strategy (How you Channelize Support):
10. Your Definition of NGOs:
11. What kind of NGOs are you working with?
12. Your Assessment on NGOs in Pakistan (NWFP):
(Role, Strengths, Weaknesses, Constraints)
13. What government actions or policies would serve to strengthen NGO effectiveness?
14. Total annual spending in Pakistan.
15. Present level of support to NGOs in Pakistan? NWFP?
16. Plans for future support to NGOs in Pakistan? NWFP?
17. Your plans to strengthen NGO movement in Pakistan?
18. Information about other international NGOs/Donors?
19. What single message would you like to be able to communicate to GONWFP?

ANNEX 6

PROFILES OF SOME MAJORS DONORS IN PAKISTAN

PROFILES OF SOME MAJOR DONORS IN PAKISTAN

INTERNATIONAL FINANCIAL INSTITUTIONS

THE WORLD BANK

The World Bank is composed of IBRD and its affiliates like IDA, and mainly works with its 152 member governments. It raises funds by borrowing in the international capital market and lends to developing countries with strong emphasis on economic policies. Bank financed projects aim at raising incomes, reducing poverty, and protecting natural resources. The expected lending through IBRD during 1990 was US\$ 15 Billion, and that of IDA US\$ 15.7 Billion.

In spite of the wide difference in the perspective and approach to development between the bank and NGOs, the bank shares the view that NGOs, can contribute to national development and that opportunities are growing for NGOs to work together with the government and its agencies. NGO involvement and Bank-financed projects has risen sharply. The bank is now helping government to learn about NGOs and consider policies to foster NGOs.

The member governments receive loans and credit from the bank and pass on funds to public or private implementing agencies including NGOs. The bank also channels funds to NGOs by hiring them as consultants, through other NGOs, external institutions, other donors, and directly.

ASIAN DEVELOPMENT BANK (ADB)

The general operational strategy of ADB for Pakistan emphasizes improving economic efficiency, strengthening domestic capital markets, privatizing government entities and providing for basic human necessities by reducing poverty and developing human resources.

Cumulative bank lending to Pakistan for 1993-1992 was US\$ 7035 million for 147 loans in various sectors with focus on agriculture, agro-industry, energy, transport and communications.

The objectives of bank's cooperation with NGOs are to assist effectively the poor and disadvantaged groups of the population in meeting their basic needs and to support improved natural resource management and conservation activities. The bank will endeavor to cooperate with NGOs in bank-financed loans and technical assistance projects mobilizing the special expertise and experience of NGOs, especially concentrating on developmental and environmental activities. Prior concurrence of governments for cooperation with NGOs will be a prime prerequisite.

ADB forms of cooperation with NGOs:

- i) NGOs as source of information;
- ii) NGOs as consultants or contractor to assist project; executing agencies;
- iii) NGOs executing or cooperating agencies;
- iv) NGOs as co-financiers.

MULTILATERAL DONORS

UNITED NATION'S DEVELOPMENT PROGRAMME (UNDP)

UNDP/Pakistan has commenced a participatory process under Asia-Pacific 2000 for donors and governments to work with NGOs in improving the environment of poor urban areas. It will involve donors, governments and NGOs in intensive national level consultations to determine their future roles, priority issues, project selection criteria and selection of national project selection committee.

The five year UNDP programme will address major policy questions including local urban environmental issues with well directed policy support measures building on the recent government initiatives, investment in creating NGO forums for collective decision-making and linkages with other UNDP programmes.

UNITED NATIONS CHILDREN FUND (UNICEF)

UNICEF's mandate is to strengthen government institutions in their programmes to benefit children. UNICEF has no budget to work directly with NGOs in Pakistan. However, the water and sanitation section in UNICEF/Peshawar has recently started some collaboration with two small CEOs. This does not reflect a larger UNICEF policy to work with NGOs as such.

THE WORLD FOOD PROGRAMME (WFP)

WFP was established in 1963 as the food aid organization of the UN system. The purpose is to provide food aid to support economic and social development projects and to meet emergency needs. In Pakistan WFP works directly with the government. The WFP/Peshawar office does not work with Pakistani NGOs but only with Afghan feeding programmes.

THE INTERNATIONAL UNION FOR CONSERVATION OF NATURE AND NATURAL RESOURCES (IUCN)

IUCN is the world's largest and most experienced alliance of active conservation authorities, agencies, and interest groups. It was founded in 1948, and now works in 120 countries. Its mission is to provide knowledge and leadership for the sustainable use of the planet's natural resources.

IUCN has provided technical assistance to Pakistan in the preparation of a major policy document known as the National Conservation strategy of Pakistan (NCS). Financial assistance for NCS came from CIDA/UNDP. The budget was US\$ 1.1 million.

The NCS indicates 14 core areas for priority implementation. Some 68 specific programmes have been identified in these areas. In all these efforts, community-based management of resources is the linchpin of the movement towards sustainable development. The report calls on government, NGOs and donors to foster and nurture local participatory organizations for the management of common resources. The NCS suggests increasing the government allocation for natural resource management from 4% of national investment to 8% by the year 2000.

BILATERAL DONORS

CANADIAN INTERNATIONAL DEVELOPMENT AGENCY (CIDA)

CIDA was created in 1968 to promote and support development projects globally. It is the agency responsible for implementing Canada's official development assistance (ODA) policies and administering most of the ODA budget. CIDA's budget for 1988 was over Can\$ 2.6 billion.

CIDA works in more than 100 countries. CIDA has provided over Can\$ 1.3 billion in bilateral aid to Pakistan, heavily oriented towards energy, transport and agricultural infrastructure in addition to a line of credit for commodities. Since the 1980's, the programme orientation has been increasingly toward institutional strengthening.

CIDA assists Pakistani NGOs through the SAP NGO Support Programme, Small Projects Office (SPO), AKRSP and the Canadian Fund for Local Initiatives. CIDA has contributed Can\$ 9.12 million for 1986/87-1990/91 under the above-mentioned programmes. For 1990/91 the amount was CD. 70 million, about 65 percent less than the previous year.

DUTCH BILATERAL DEVELOPMENT COOPERATION PROGRAMME

The central goal of the Dutch-Pakistan cooperation programme is structural poverty alleviation, which focusses on three basic strategies:

- i) Improving productive capacity
- ii) Providing for basic needs
- iii) Promoting the participation of the poor in the political decision-making process.

The general policy for 1992-95 gives increasing emphasis to innovation in women in development and environment and to reducing

the share of import support. Balochistan and NWFP will remain the concentration areas with the possibility of supporting federal-level initiatives and industrial development projects outside the two Provinces and the Northern Areas. The sectoral concentration in the next few years will be:

Rural development	40 percent
Small scale industrial activities	25 percent
Social sectors	15 percent
Institutional development	10 percent
Environmental projects	10 percent

Wherever possible, there will be cooperation with other donors via multilateral projects or co-financing. The role of NGOs in the Dutch-Pakistan cooperation is still a modest one, However with stress on institutional development there are allocations of approximately US\$ 500,000 through Small Embassy Projects, local women, and environmental funds to support NGO activities, particularly for the NWFP.

AUSTRALIAN INTERNATIONAL DEVELOPMENT ASSISTANCE BUREAU (AIDAB)

AIDAB is an autonomous organization within the Department of Foreign Affairs and Trade. Its primary responsibility is to provide advice to the Australian government on international development issues, planing and implementing Australia's programme of international development cooperation.

The principal objective of the programme is to improve the social and economic advancement of people in developing countries. It also complements Australia's strategic, economic and foreign policy interests and long-term economic opportunities for Australia.

Most of country programmes are provided on a government-to-government basis. In 1992-93 Australia will spend an estimated total of A\$ 1348 million on development cooperation activities. Under global programmes AIDAB supports Australian NGOs, the World Bank and UN agencies. Under the AIDAB-NGO cooperation programme funds have been allocated for programmes benefiting communities in developing countries and to strengthen the links between Australia and indigenous Third World organizations at people to people and community level.

SWISS DEVELOPMENT COOPERATION (SDC) (Swiss NGO Support Programme)

The main purpose of the Support Programme is to contribute and strengthen civil society through support to NGOs and to enhance quality, effectiveness and impact of the Pak-Swiss cooperation programme.

SDC's areas of sectoral interest are:

- i) sustainable land use;
- ii) housing/community management;
- iii) small and micro- enterprise promotion;
- iv) human rights;
- v) gender balance;
- vi) environment;
- vii) human resource and institutional building.

SDC is implementing a number of bilateral development programmes through Intercooperation. Under new plans, Intercooperation will concentrate more on fields like agriculture and forestry and phase out social sector programmes. However, NGOs will be supported by a newly formed Swiss-NGO programme.

INTERNATIONAL NGOS

THE ASIA FOUNDATION

Formed in 1954, the Asia Foundation (AF) is a private grant making organization to promote U.S.-Asian understanding and cooperation, and strengthen democratic process and institutions. Today the Foundation makes 1500 grants a year to government agencies and NGOs in 31 Asian and Pacific Island nations. Governed by a board of leading American citizens, the AF is funded by contributions from public and private sectors in U.S. and Asia.

For Pakistan the support was US\$ 1,202,110 as under:

- i) Democratic pluralism (NGOCC, NGO staff training and community-based family planning projects
- ii) Representative government
- iii) Legal system and the administration of justice
- iv) Media, information, and communication
- v) Miscellaneous

ACTION AID

Action Aid exists to help children, families and communities in the poorest countries to overcome poverty and secure improvements in the quality of their lives. It is an international NGO working with communities in Africa, Asia and Latin America to design, fund and manage integrated development programmes.

The overall programme purpose is the sustained reduction of poverty and hardships amongst the poorer members of the communities through an integrated and participatory approach supported by its distinctive community-based sponsorship schemes. These have a special concern for children, but aim to enable whole

families and communities to rise out of poverty by alleviating many of the root causes.

Action Aid began its activities in Pakistan in January 1992 under an agreement with the Economic Affairs Division of the GOP to manage programme directly anywhere in Pakistan utilizing sponsorship as a funding source. Action Aid's first programme in Pakistan is within the Union Council areas of Kalinger, Lalugali and Bir in Haripur district, NWFP.

SAVE THE CHILDREN FUND/UK (SCF)

SCF/UK is the Britain's largest international voluntary agency working for the rights and welfare of children in the UK and over 50 of the world least developed countries. For its finances it depends on support from the general public in the UK, the corporate sector, a network of over 800 branches, and the UK government.

SCF's Pakistan programme consists of a number of related projects in different sectors with emphasis on health, education and income generation. A country strategy paper is being developed to provide a framework for future development of the Pakistan programme.

Current SCF projects for Pakistan include:

- i) Tharparker rural development project;
- ii) Family health project;
- iii) NGO support.

The total global spending of SCF in 1990 was Pounds 41.9 million, out of which Pounds 0.937 million were spent in Pakistan including support to Afghan refugees.

OXFAM/UK

Oxfam is a British charitable organization working since 1942 for the relief of the poverty and suffering. It works in partnership with poor people to overcome poverty and to achieve social and economic development.

During 1987/1988 Oxfam raised Pounds 52.3 millions and spent Pounds 37.7 million on overseas aid programmes. In Pakistan Oxfam has a programme to support community development, welfare and emergency relief. It works with Pakistani organizations which share Oxfam's commitment to overcome poverty.

ANNEX 7

DECISION-MAKING FORA IN THE NWFP

(taken from Association Building
for the Socio-economic Development
in Kurram Agency. USAID)

Existing Decision Making Fora

In Kurram Agency there do exist Fora for decision making and working together. These institutions have a long history at their background. These are:

- o **Sarkari Jirga:** A group composed of nominated Maliks appointed and paid by political authority, regular employees of Agency administration, having the authority to decide conflicts and disputes (mostly criminal) between individuals /khails/tribes. The parties involved in a conflict/dispute also pay machalga¹ to the members of jirga.
- o **Jirga:** A group of affluent hereditary tribal chiefs having the authority to decide village/tribal affairs and to decide disputes and conflicts between individuals/ khails. Machalga is paid to every Jirga, while members of jirga are paid individually for the services in some cases of decisions on disputes between individuals/khails.
- o **Welfare society:** A group of selected enlightened individuals (mostly educated) which is providing social services to village people on free aid basis.
- o **Religious organization :** Different groups of Shia and Sunni sects organized by religious parties for religious revival through religious preaching and distribution of free aid to poor.

Fora for working together for village resource development and maintenance are:

- o **Rapakee :** A group of paid local villagers having the responsibility to regulate water distribution, to manage communal land and forest of a village. Rapakee are appointed by a jirga of land owners of the village.
- o **Shalgun :** A group of paid local villagers having the same responsibility as that of Rapakee but have a larger area of influence. Shalgun is appointed by a Jirga of tribal chiefs/land owners of village/villages.
- o **Pagara/Balandra :** A group of local villagers working together free of cost for the resources development and maintenance of an individual or communal on the call of a family head or village/khail jirga.

¹ Security to follow the decision of Jirga. Arms and cash is used for this purpose. If the decision of the Jirga is not accepted by any party, the arms and cash is equally distributed among the members of Jirga.

The fora explained above have very limited capacity to undertake genuine development initiatives. Structurally, these are meant for specific activities in day to day life. Formation of these groups is temporary and transitional in varying the nature and intensity of disputes and conflicts. For example the main decision making forum - the Jirga:

Jirga is a traditional institution and historically has a very dominant role in the evolution of Pukhtoon tribal society and in subversion of development process . However, the Jirga plays a positive role in the timely settlement of disputes and conflicts. In addition, it has a role in the maintenance and to some level development of resources. But at this stage of history, Jirga is not a proper forum for decision making on issues of development because it is:

- o mostly involved in settlement of criminal cases.
- o Common people have less access to jirga.
- o Common people do not trust jirga voluntarily.
- o Jirga is paid for the services.
- o have no role in acquiring services of various agencies.
- o Jirga members are not part of the issue, whenever, make decisions.
- o Have no role in the development or dissemination of art, science and technology.
- o Common people have no influence on jirga.
- o People have to depend on few affluent individuals.
- o There is no permanent coordination between village jirgas.
- o People do not own jirga and have less interest in decisions.

As Jirga is nominated, selected or hereditary having no harmony of interest among its members, therefore, activities being carried out through jirga will not be genuine and people oriented. Moreover, Jirga being a non-participatory forum will have less interaction with management and management will have unlimited power.

A Recommended Forum

In answering the question of poverty alleviation and methodology of working with common people, there is a need for people's participatory forum because:

- o Individuals have limited force to exert for bringing a healthy change.
- o Formal and informal institutions are controlled by influential people (mostly maliks).
- o people are playing limited role in decision making.
- o There is no proper forum through which people can solve their own issues.
- o People have no voice of their own against exploitation.
- o There is no collective action against social injustice.
- o people have no leadership of their own but are part of the structure offered by basically self-oriented affluent leaders.

Common people have time and want to do something for their very existence but there is no proper forum for such activities.

There is a need of core group formation at the hamlet/village level as cadre (permanent establishment forming nucleus for expansion at need). The recommended forum for people's participation in the decision making process is:

- o A small group of common people which can move more quickly in responding to changing circumstances and new information.
- o Focus on a limited area of social life where they can attain a high degree of consensus among the members.
- o Appeal to norms and standard which go beyond the prevailing laws, for which there is support from the members.

The members will have a personal reference and commitment which will sustain them in the process.

ALL ABOVE MENTIONED ASSUMPTIONS PROVIDE A RATIONALE TO THE FORMATION OF A CORE GROUP WHICH CAN BE FORMED AMONG PEOPLE IN THE POPULATION AS A PERMANENT INSTITUTION AND SHALL BE CALLED "ULASI GUND" (ASSOCIATION OF PEOPLE).

WHAT IS ULASI GUND?

Homogeneous group of people among population of a village will form an association "Ulasi Gund" for the socio-economic development through their own participation in the decision making process to transform power-relations for more equality and freedom.

5.2. POTENTIAL FOR INITIATIVE

The democratic periods of the history of Pakistan have also brought about positive results giving birth to association among people in Kurram. There are societies working successfully in a specific administrative structure. They provided to some extent a mean of sharing concerns. Except for these welfare societies, there is no other platform available to people to share their common understandings to some extent. Following grounds provide potential to build participatory forum:

1. The social welfare societies provide a base to build on a participatory forum. These societies can be evolved on broad basis. The societies are:
 - a. Social Welfare Society, Luqmankhel
 - b. Social Welfare Society, Sultan Kaley
 - c. Social Welfare Society, Kunj Alizai
 - d. Young Welfare Society, Alizai
 - e. Idarai-Taleem-u-Tarbiat Kurram
 - f. Burki Committee
 - g. Alamdar Federation
2. Another contributing factor is that there is no political party to provide a platform for social mobilization on socio-economic development issues.
3. There is no platform available to people at the village level to share common understandings of the socio-economic situations and events

ANNEX 8

Registration Laws for NGOs in Pakistan

(taken from NGO Registration Study
of the NGO Resource Center)

INTRODUCTION

1.1 What is an NGO?

There is no legal definition of the term "NGO" in Pakistani law. However, an NGO is normally considered to be a non-governmental organization which works for the welfare, benefit and/or development of society or certain sections of society. It is usually constituted by a body of volunteers.

Some NGOs have paid employees who are usually responsible for its administrative functioning. It is usually a non-profit organization, which means that its members are not entitled to any profits from the earnings or income that it generates. In some cases, for examples cooperatives, the members derive financial benefits from the profits.

NGOs function according to their own constitution, memorandum, articles, rules or bye-laws provided that these conform to the law of the land. If they are registered under any Act or Ordinance they are expected to observe the provisions of that particular ACT/Ordinance.

1.2 Registration of NGOs

An NGO in Pakistan does not have to register itself to perform charitable, welfare or developmental activities. However, there are some specific types of activities that can only be carried out if the NGO is registered under a particular Act/law. There are certain important advantages an NGO may gain upon registration which it would otherwise not have. Ideally, the registration process is supposed to lead to the development of systematic thinking and functioning among NGOs.

Thinking about registration should force the group seeking to register its NGO to clarify its ideas about what it wants to achieve and how it plans to achieve it (objectives, activities, functioning).

Registration should assist in the maintenance of discipline and order among members; if an NGO makes rules for running the organization but does not register the organization, these rules have no legal force, but once an NGO is registered, these rules are legally enforceable.

Since various registration laws require defined procedures relating to the policy and administrative functioning of the registered NGO, the NGO is likely to become organized and Registered NGOs obtain legal status at the official level and among donors and other organization, so that members are able to represent the organization, the NGO can open a bank account in the name of the organization, sign contracts in the name of the organization and offer personal indemnity to its members against the liabilities of the organizations.

A registered NGO can qualify for financial assistance from certain government agencies and local, national and international donors.

Others benefits that are believed to flow from registration are guidance and help from relevant registration authorities, contracts, funds and support from the relevant departments, tax exemptions on certain incomes, training opportunities, technical assistance, and concession when obtaining vehicles, equipment, and commodities. However, these benefits are not uniformly spread across all types of registration, nor are all NGOs able to claim them.

1.3 Options for Registration

There are five acts/ordinances in Pakistan under which an NGO can register itself. These are:

- voluntary Social Welfare Agencies Registration and Control Ordinance, 1961 (for registration as a Social Welfare Agency)
- The Societies Registration Act, 1860 (for registration as a Society)
- The Cooperative Societies Act, 1925 (for registration as a Cooperative Society)
- The Companies Ordinance, 1984 (for registration as a Non-profit Company)
- The Trust Act, 1882 (through a formal declaration of Trust)

A historical review of the various Acts and Ordinances presents an interesting picture of their evolution and original purpose:

The Societies Act, 1860 (the oldest under review) was created largely to regulate professional, scientific and fine arts activities and later began to register charitable and social organizations as well. The Trust Act, 1882 (with a component for public Trusts) provides legal cover for private acts of public charity and allowed the creators of the trust tremendous flexibility in how to operate. The Cooperatives Act, 1925, (not considered strictly an NGO phenomenon by many) reflected the egalitarian and participative spirit of the cooperative movement propagated by the British in the Indian Subcontinent. The Social Welfare Registration and Control Ordinance, 1961, is based on the concept of providing welfare services to those in need. The Non-profit Joint Stock Companies Act, 1984, is similar to the Act governing Profit making Joint Stock Companies. The difference is that it is limited by guarantee where profits are not distributed to individuals shareholders, but otherwise operates as any other company. In this sense, it is closest to the emerging professional NGOs with development objectives.

There are a number of factors which an NGO must consider before it decides which form of registration is most suitable for it. An NGO will have to see if the objectives and activities it intends to pursue fall within the ambit of the form of registration it is considering.

Many of the forms of registration have some minimum requirement with regard to members. Some also lay down further rules or qualifications for membership. The NGO will have to see if it can fulfill the requirements with regard to membership before it considers a particular form of registration. Some forms of registration also require that there be a minimum number of persons for managing the affairs of the organization. Once again, the NGO will have to see if it can meet these conditions.

Every form of registration has different procedures and requirements for registration. The NGO will have to make sure it can fulfill the requirements before making a decision. Most forms of registration have some basic rules for the functioning of the organization. The NGO should examine these to see if it can work according to them.

Under most forms of registration, the NGO has some basic obligations with regard to the registration or other relevant authority. The NGO should consider if it is able and willing to fulfill these obligations before it registers.

Each type of registration offers some benefits. The NGO has to be sure that these benefits are valuable to it, and whether there is balance between the benefits to be derived and the obligation and accountability due to the registration authorities.

The trend of seeking registration as NGOs has much to do with current trends in the development sector. Increasingly, government and international donor agencies pressurize NGOs to seek registration (either under one particular law, or one of the five assistance they offer. Many donors also make technical assistance (for example training, equipment) and consultancies conditional upon registration.

Many non-registered NGOs have functioned well and achieved commendable goals, but often they are called upon to explain and prove their legal status.

1.4 Why choose a particular law for registration?

Many NGOs apply for registration under a particular law because one of their members know of it, either through previous experience (like being involved in the registration of another NGO), or because they know of the particular registration office and/or law. Many others do so on the advice of friends, another NGO or lawyer. Sometimes an NGO may end up applying for registration under one law, when another one may have been more suitable .

It is, therefore, important that an NGO seeking registration first review the five available laws and then choose the most suitable for its needs.

1.5 Types of NGOs admissible under each law

The types of NGOs that can apply for registration under each law have been defined in detail (see guidelines on each individual law at pages....to...). A summary is presented here::

Voluntary Social Welfare Agencies Registration and Control Ordinance, 1961

Agencies involved in social welfare, social work, social education and related training.

Societies Registration Act, 1860

Charitable and professional bodies and those for the promotion of science, knowledge, philosophy, religion, literature, arts and education. Can include other areas of work as long as the broad thrust is within the definitions provided.

The Cooperative Societies Act, 1925

Bodies formed with the objectives of obtaining/producing/selling goods and services for members, obtaining/disposing property and labor of members, providing other services for members and dividing profit equally among members.

The companies ordinance, 1984

Associations formed to promote commerce, art, science, religion, social services, charity etc, where any income is applied in promoting the association's promotion of objectives and not divided among members.

The Trust Act, 1882

Public Charitable Trusts can be in any area and benefit any group as long as there is some property (land, money etc) which has been pledged for this purpose.

ANNEX 9

MORE INFORMATION ON NGO REGISTRATION

MORE INFORMATION ON NGO REGISTRATION

In the period of 1958 to 1993, 897 agencies registered with the Social Welfare Department under the Voluntary Social Welfare Agencies Registration and Control Ordinance of 1961. According to the registration authority, only 15 percent are still active. Most Districts have a Coordinating Council of Social Welfare organizations which is registered as a separate entity.

Social welfare agencies generally rely for support on subscription of their members, donations from private persons, small government grants, especially from the Social Welfare Department and Provincial and Federal Councils of Social Welfare. They are very recently receiving support from SPO and TVO.

In some areas it was observed that Social Welfare organizations were being funded by Union Councils for women's women programmes, usually cottage industry or adult literacy projects. Contributions usually amounted to about two percent of the Council allocation to social welfare.

The registration records of the Cooperatives Department, available from 1926, show that there are 7195 single and multi-purpose cooperatives. Round about 3000 were reported active by the Department. About 90 percent are agricultural cooperatives. The Department facilitates them in organization, training, audit, supervision, planning and development. The Frontier Cooperative Bank has provided financial support, but many loans have gone unpaid.

There are 2357 societies registered with the Industries Department under the Societies Registration Act of 1860. According to the Provincial registration authorities, only 200 societies submitted annual meeting reports in the year 1992.

The Industries Department does not provide assistance to organizations it registers. The registration office estimates that 60 percent of the registered societies are religious schools (Dar-ul-Uloms). Societies also are involved in activities related to arts, culture, literature, education, science and technology, drug control and a very few in rural development.

There are 10 associations registered with the Registrar of Joint Stock Companies of the Corporate Law Authority as non-profitable companies under the Companies Ordinance of 1984. Two others--the Gadoon and Kurram Development Corporations--are in the registration process. Among those already registered, four are dealing with rural development activities, one with religious preaching and the others with various aspects of trade and industry.

Many NGOs registered under other laws also are registered under the Trust Act of 1882 and the Charitable Endowment Act of 1890 for legal protection of organizational liabilities. Since trust registrations are private documents, a list could not be obtained.

ANNEX 10
REFERENCES

REFERENCES

- Dawn. 19 July 1993. "Pakistan has Least Developed Political System in the Third World."
- Delegation of the Commission of European Communities. Aide Memoire, European Community Social Development Programme. EEC Project Preparation Mission. Islamabad. March 1993.
- Development Economics Group/Louis Berger International, Inc., Towards Sustainable Development Benefits: A Community-based Regional Planning and Development Strategy, Report of a Reorientation Study for the Tribal Areas Development Project (TADP) and the North West Frontier Area Development Project (NWFADP). Peshawar. January 1992.
- Haseeb-ur-Rehman. NGO Networks and Support Organizations: A Strategy Paper for SPO's NGO Support Programme. SPO Occasional Paper No. 1, Working Draft. October 1991.
- Korten, David C. Getting to the 21st Century. Kumarian Press, Inc., Hartford. 1990.
- Korten, Frances F. "NGOs and the Forestry Sector, An Overview." PURC News and Views. Volume 6, Nos. 3-4. Manila. December 1992.
- M. Idris. Draft Report NGOs/Participatory Development Activities, Data Base and Directory Project. Coverdale/DEG. Peshawar. July 1993.
- NRMP NEWS, Volume 1, No. 4. October-December 1992. Manila.
- Organisation for Economic Cooperation and Development. Voluntary AID for Development: The Role of Non-Governmental Organizations. Paris. 1988.
- Sahib Haq and Ismat Shahjehan. From Traditional Development to Genuine Development: Association Building for the Socio-economic Development in Kurram Agency. United States Agency for International Development. Peshawar, Pakistan. May 1993.
- Simi Kamal. NGO Registration Study, Volume 1, Policy Research Report. NGO Resource Center. Aga Khan Foundation. 1991.
- Smillie, Ian. Report: NGOs and Pakistan's National Conservation Strategy. The World Conservation Union. Karachi. 1992.
- Smillie Ian, Dulan De Silva, Najma Siddiqui and Allan Thompson. A Strategic Planning Assessment. Sarhad Rural Support Corporation, Peshawar, Pakistan. October 1992.
- Smillie, Ian. A Pakistan Resource Center for Non-Governmental Organizations. Aga Khan Foundation/Canada. 1988.

United Nations Development Programme. NGOs Working for Others: A Contribution to Human Development. Islamabad. 1991.

Uphoff, Norman. Local Institutions and Participation for Sustainable Development. Gatekeeper Series no. 31. International Institute for Environment and Development (IIED).

USAID/Philippines. Co-Fi IV Project Paper, THIRD DRAFT. Manila. June 1992.

ANNEX 11

GLOSSARY OF ACRONYMS

GLOSSARY OF ACRONYMS

ADAB	Association of Development Agencies in Bangladesh
ADB	Asian Development Bank
ADBP	Agricultural Development Bank of Pakistan
AHRD	Association for Human Resource Development
AKF	Aga Khan Foundation
AKRSP	Aga Khan Rural Support Programme
ANGOC	Asia NGO Coalition for Agrarian Rural Reforms
BRAC	Bangladesh Rural Advancement Committee
CBO	Community-based Organization
CIDA	Canadian International Development Agency
DEG	Development Economics Group
EAD	Economic Affairs Division
EEC	European Economic Commission
FPAP	Family Planning Association of Pakistan
GONWFP	Government of the North-west Frontier
GOP	Government of Pakistan
IFAD	International Fund For Agricultural Development
IRDP	Integrated Rural Development Programme
IUCN	International Union for the Conservation of Nature
MNA	Member of the National Assembly
MPA	Member of the Provincial Assembly
NGO	Non-governmental Organization
NGOCC	NGO Coordinating Committee
NGORC	NGO Resource Center
NRSP	National Rural Support Programme
NWFP	North-west Frontier
OECD	Organisation for Economic Cooperation and Development
OPP	Orangi Pilot Project
Pak-CDP	Pakistan Community Development Programme
PARD	Pakistan Academy of Rural Development
PRIP	Private Rural Initiatives Program
PSIDP	Pakistan Social Institution Development Programme
SAP	South Asia Partnership
SDPI	Sustainable Development Policy Institute
SESWA	Shewa Educated Social Workers' Associations
SPO	Strengthening Participatory Organizations
SRSC	Sarhad Rural Support Corporation
TVO	Trust for Voluntary Organizations
UNAC	Uplands NGO Assistance Committee
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Education Fund
USAID	US Agency for International Development
WDA	Women Development Association

ANNEX 12
ADDRESSES OF SELECTED DONORS

ADDRESSES OF SELECTED DONORS

1. SWISS NGO PROGRAMME OFFICE (Inter Cooperation)
15-16 Mohammadi Plaza, 1-C Blue Area
Nazimudin Road
Islamabad.

Mr. Ajmal Malik, Coordinator
Phone: 814633, Fax: 822519

2. THE ASIA FOUNDATION
38, Khayaban-e-Iqbal, F-7/3
Islamabad

Mr. Mark Reade McKenna, Asst. Representative
Mr. Hammad Akbar
Phone: 820508, 828736, Fax: 820507

3. ASIAN DEVELOPMENT BANK
151, Margalla Road, F-6/3
Islamabad

Mr. Rinus Zijsvelt, Senior Project Officer
Mr. Hasan Tayyab, Project Implementation Officer
Phone: 818791-4, Fax: 823324

4. SAVE THE CHILDREN FUND (UK)
House 1-C, Kohsar Road, F-7/2
Islamabad

Mr. Michael Scott, Field Director
Phone: 814136, Fax: 820387.

5. GTZ PROJECT ADMINISTRATION SERVICES
1-E Ali Plaza, Jinnah Avenue
Islamabad

Mr. Qamar Muttaqi, Business Manager
Phone: 218740, 218741, Fax: 218739

6. CIDA PROGRAMME SUPPORT UNIT
House 18, Bazar Road G-6/4
Islamabad

Mr. Tariq Qurashi, General Manager
Mr. Arshad Mahmood, Administrative Officer

Phone: 214727, Fax: 214726

7. The WORLD BANK, Multi-donor Support Unit for
Social Action Programme (SAP)
20-A, Shahrah-e-Jamhuriat Ramna 5(G-5/1)
Islamabad

Ms. Tahseen Sayed, Sr. Programme Officer

Phone: 619781-6, Fax: 824807.

8. THE ROYAL NETHERLANDS EMBASSY
2nd Floor, PIA Building, Blue area
Islamabad

Mr. Peter Mollema, Second Secretary

Phone: 214336-7, Fax: 822630

9. AUSTRALIAN INTERNATIONAL DEVELOPMENT ASSISTANCE BUREAU (AIDAB)
High Commission of Australia
2-Diplomatic Enclave, Quaid-e-Azam University Road
Islamabad

Mr. John Townsend, First Secretary

Phone: 214902, Fax: 214763

10. ACTION AID
House-28, Street-2, F-8/3
Islamabad

Mr. Richard Edwards, Country Director

Ms. Humera Malik, Programme Analyst

Phone: 858126, Fax: 851821

11. UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)
2-Diplomatic Enclave
Islamabad

Ms. Samina Kamal, Programme Officer

Phone: 822070-9, Fax: 822796, 213959

12. INTERNATIONAL UNION FOR THE CONSERVATION OF NATURE (IUCN)
22, Bazar Road, G-6/4
Islamabad

Mr. Abdul Latif Rao, Programme Coordinator

Phone: 213274, 216909, 216874

13. WORLD WIDE FUND FOR NATURE (WWF)
Department of Environmental Studies
University of Peshawar
Peshawar

Mr. Ashiq Ahmad, Conservation Director
Phone: 841593, Fax: 841594
17. WORLD FOOD PROGRAMME
House-2, Hospital Road
Peshawar

Mr. Mamo Desta, Chief Sub-office
Phone: 275262
18. SAVE THE CHILDREN/ USA
Peshawar Programme Office
2-School Road, University Town
Peshawar

Mr. Dur M. Fazil
Assistant Programme Manager
Phone: 42462 - 41543
19. UNITED NATIONS CHILDREN'S FUND
60-A Defence Colony
Peshawar

Mr. Abdul Ahad Khan, Resident Programme Officer
Mr. Rajen Sharma, Project Officer
Phone: 278524
20. WORLD WIDE FUND FOR NATURE
Ferozepur Road
Lahore

Mr. Dawood N. Ghaznavi, Director
Phone: 856177 - 852810, Fax: 370429
21. FAMILY PLANNING ASSOCIATION OF PAKISTAN
3-A, Temple Road
Lahore

Begum Surayya Jabeen, Director General
Noor Ilahi Arain, Sr. Director
Phone: 6361433 - 212799, Fax: 6368692
22. SOUTH ASIA PARTNERSHIP (PAKISTAN)
72-B, New Muslim Town
Lahore

Mr. Mohammad Tahseen, Executive Director
Phone: 5866390, Fax: 5831980