

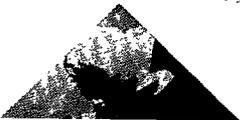
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NGOs
IN NEPAL

**CHANGE
AND
CHALLENGE**

DEC. 1990



Executive Editor
DEEPAK TAMANG
Editor
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Editor's Preface

The genesis of the working conference on "Identifying the Role of NGO's in the Changed Political Context" held between 25-27 June 1990, stemmed from the political change that took place in Nepal on 9 April 1990. It was an important political change after 30 years of absolute autocratic monarchy, held in its status quo by a monolithic Panchayat System dubbed the party less Panchayat Democracy. Indeed, except for a brief spell of 19 months during 1995/96, Nepal has not had any democratic system of government or a democratically elected government. The political change of 9 April 1990, promised a democratic system of government. Fundamental democratic principles such as human rights, freedom of the press, freedom of association, lifting the ban on political parties, democratic pluralism in parliament and secularism were to be assured and the sovereignty was to rest with the people of Nepal. The Interim government, which consisted of eleven cabinet ministers, had portfolios distributed between dominant political groups and two independent bureaucrats. Elections were promised within one year i.e. April 1991, and a New Constitution within three months.

After this political change various political, social, cultural and professional groups were in a buoyant and optimistic mood and as a result many groups started to give valuable suggestions to the government and the constitution Drafting Committee. It is with this back-drop that SEARCH, a newly formed development institution, conceived the idea of forming a Prime Mover Group from within a dozen active and genuine NGOs in Nepal to bring a significant number of NGOs to this working conference.

The Prime Mover Group had a series of

meetings to come to a consensus about the content as well as the modality of the working conference. The Group had some very interesting ideas about the future of NGOs in Nepal and it also felt that this was an opportune moment to hold this conference. The "go ahead" for the conference was given and the term "Working Conference" was coined in order to denote both the importance of this conference as well as to highlight its practical, interactive nature. The Working Conference was brought forward by one month in order to present its conclusion to the Government which had mandated a Commission to draft a New Constitution for Nepal.

The design of the working conference was constructed in a manner that would lead to pragmatic exercise in NGO policy review as well as to highlight the opportunities, limitations and gaps in the current NGO scene in Nepal. The Prime Mover Group decided to have five practical papers presented during the working conference. Erudite intellectual, and theoretical papers were to be avoided in favour of practical papers based on field experiences.

The first day's morning session was spent on the inauguration. The chief guest for the morning session was the Hon. Ganesh Man Singh, the supreme leader of the Nepali Congress as well as the leading force behind the movement for the restoration of democracy in Nepal. The Prime Minister, the Hon. Krishna Prasad Bhattarai, delivered the key note speech on the role of NGOs in Nepal. The Hon. Nilambar Acharya, Minister for Labour and Social Welfare was also present to chair the session during the inauguration. He also represented the Left Front together with Mr. Padma Ratna Tuladhar, and spoke on behalf of the Interim Government. Mr. Yog Prasad

Upadhaya, the Home Minister, was also present on this occasion.

Mr. Ganesh Man Singh, whilst inaugurating the working conference gave a "global perspective" on development trends after the end of the Second World War. He also observed that the burgeoning of multi-lateral bureaucracies in order to alleviate poverty in developing countries were not very effective. It is in this context, he hoped, that the emerging NGOs would play a positive role in development and in eradicating disease, suffering and hunger. He also remarked that in the changed political set up, there will be freedom and space for association and to reorganize in order to facilitate development activities. Human Rights as well as the fundamental rights of every citizen will be respected in the new political order.

Delivering the Keynote speech, The Prime Minister observed that his party i.e. the Nepali Congress, had been an NGO for the past four and a half decades, until it came to formal power in April 1990. The Prime Minister observed that political parties had played a laudable role in conscientising the masses and motivating the people to aspire for freedom and democracy. He assured the gathering that the current Government did not view the works of NGOs as contradictory to the Government in realising the development of Nepal, and that the past practices of harassing NGOs and banning INGOs from development work would not be repeated. He requested every NGO to work with dedication and sincerity of purpose.

Similarly, the Hon. Nilambar Acharya emphasised that NGOs are necessary in order to strengthen and preserve the Government in development oriented activities. He also assured the INGOs that there will be sufficient sensitivity and support from the new Government and the new political order for the work of NGO and INGOs in Nepal.

After this formal yet important "NGO development/communication" exercise with Government representatives as well as

political parties and international agencies working in Nepal, over a hundred delegates from various NGOs, INGOs, Government and private Sectors sat down for the next five papers and one-half day conclusion session. The order of paper presentation was designed to lead the discussion from one session to another giving continuity to debate. It began with a paper presented by Mr. Diwakar Chand, the current Member Secretary of the Social Service National Coordination Committee (SSNCC). The paper reviewed the past experience of Nepali and International NGOs, the work and foundation laid so far by the SSNCC and its major weaknesses as well as commendable achievements. This was followed by a paper from Mr. Neil Walton, Director of Action Aid/Nepal which highlighted the potentials of INGOs and their prospective roles in the future.

This paper was followed by Ms. Prabha Thacker's paper on "Opportunities Problems and Prospects in the Changed Political Context" The paper presentation(s) in each case was followed by spirited floor discussions after comments from distinguished commentators. The first day's debate produced enough spark and enthusiasm for the second days deliberation. The second day's discussions comprised of two papers as well as comments and floor debates. The papers, however, dealt with one single but important issue i.e. "Developing a Role and Identity for Nepali NGOs as well as INGOs". In the morning session Dr. Shyam Bhurtel and B. Thakur presented the paper followed by Mr. Deepak Tamang in the afternoon. The afternoon paper represented both the concluding part of the working conference as well as the views of a number of NGO activists as this paper was based on the opinions and perceptions or various active NGO workers in Nepal through formal and informal meetings prior to the working conference.

At the outset, Ms. Indira Shrestha, the Conference Coordinator, briefed the

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participants on the significance and the timing of the conference. She observed that the current political changes have provided an opportunity for the NGO sector to play diverse and barrier-breaking roles together with the Government and the International Community - echoing the familiar words that "NGOs today fashion changes rather than merely respond to changing fashions".

This working conference therefore provided an excellent opportunity and a collegial forum for genuine NGOs and NGO activists to come together and assign new roles for emerging and current NGOs for the last decade of the twentieth century. This would in turn help Nepal to face the twenty first century with confidence and new found vigor and strength.

Through these lines we would like to express our sincere thanks to all those individuals and institutions who made this working conference a reality. A few names and institutions deserve special thanks. We would like to thank those dozen or more individuals who formed the Prime Mover Group. They are Mr. Rabi Pradhan, consultant to SEARCH for this particular conference, Dr. Poonam Thapa of the Tribhuvan University and consultant to SEARCH, Dr. Tika Pokhrel, Programme Director, REDD BARNA, Mr. Santa Lal Mulmi representative of OXFAM/Nepal. Binod Shrestha, Rishi Shan and Manfred Bach, GTZ. Bijaya Lal Shrestha, SEARCH who played an indispensable role in organization and backstopping; SAP/N and

GTZ for complementing the financial contributions to this conference; to Action Aid/Nepal and CECI staff for the last minute computer and secretarial support and to the young conference assistants, Shreela, Sunila, Purnima, Rumi Shrestha(s) for their help and assistance behind the scene. We would also like to acknowledge the efforts of the five paper writers; the four chairpersons during the two days; the seven commentators as well as those individuals who actively participated in the Working Conference and gave their views and input. We would also like to acknowledge with thanks the inputs of the Core Group that shaped the Conference Communique. Thanks also to Narendra Raj Khanal for the word-processing and layout work and to Narendra Basnet, IMPACT for design, layout and cover design concept.

In the end we would like to thank USAID/Nepal, especially Mr. Kelly Krammer, Director, Mr. Mike Calavan, Programme Chief and Mr. Tim Harris, NGO Division Chief; for their support and advice as well as the grant that made this publication possible.

'NGOs in the International Perspective' was written by Rhian E. Hill; 'NGOs in the Regional Perspective' was written by Indira Shrestha; 'NGOs in Nepal' was written by Deepak Tamang.

Deepak Tamang

Summary

The main issues raised in the working conference on "Identifying roles of NGOs in the Changed Political Context" held in Kathmandu on June 25 - 26, 1990 will take the form of recommendations. They take into consideration criticisms and recommendations on several issues, namely:

- a. Past role of the SSNCC
- b. Recommendations for formation of NGO coordinating body
- c. Relationship between INGOs and NGOs
- d. Culturally appropriate development
- e. Role of Nepali NGOs in relation to government or legal framework

A. PAST ROLE OF SSNCC

It is generally acknowledged that the SSNCC was known as "Her Majesties government" and that it was not satisfactory as a coordinating body for NGOs. Many points of criticism were raised and through it was admitted that the SSNCC played a useful role in dispersing the activities of INGOs across the districts, it failed to provide effective coordination or to encourage institutional development/local capacity building initiatives. To the contrary, dependency on the centre was created and reinforced; channeling of foreign funds was cumbersome and not transparent, and hence there was no accountability.

Whereas the SSNCC should have provided linkages and solidarity to NGOs at different levels, it instead pursued a policy of "divide and rule" by allowing formal linkages only to the centre. Real grassroots and issue oriented NGOs were suppressed and/or dominated by the SSNCC and government interference and Panchayat Politicization

affected NGOs right down to the grassroots level. Not enough political space was given for the existence of indigenous/professional development oriented NGOs to carry out village level activities.

B. COORDINATING BODY

The SSNCC, therefore, hampered the work of NGOs with cumbersome, central bureaucracy. The call from the working conference was for the formation of a new coordinating body formed by democratic elections from NGOs to facilitate and support the work of NGOs.

As a starting point a "task force" represented by various relevant NGOs be constituted in order to work out the details of the coordinating/facilitating body in order to come up with specific institutional structure and content of the body. This recommendation should incorporate both national and district level coordinating components which, among others, specifies roles such as monitoring, evaluation, process documentation and other desirable parameters.

This coordinating body should also: encourage meaningful interaction between INGOs and NGOs; screen the work of INGOs and ensure the integrity of their programmes in Nepal; produce simple procedures for NGOs to follow; ensure that INGOs fit into a Nepali designed system; be outside the government structure to enable lobbying of government and education of the public without government control. Organised by the coordinating body, Nepali NGOs should have a direct role in national planning and decision making regarding NGO activities. Such a policy could be reflected by inviting NGO representatives to

formulate programmes together with the government in the country's Five Year Plans.

C. RELATIONSHIP BETWEEN INGOs AND NGOS IN NEPAL

There is a strong possibility of significant increases in partnership/funding for Nepal from International NGOs as a result of the democratization movement. There is, however, a danger that political parties may use NGOs, not for neutralist development, but as a means to pursue specific political agendas such as partisan activity should be disallowed in the NGO sector. There is similar concern about religious organizations working through NGOs to publicize dogmatic or fundamentalist/evangelical creeds. Such activity should also be disallowed in the NGO sector.

INGOs should take a more holistic and sustainable long-term approach towards nurturing and supporting NGOs. This would mean more programme and institutional support rather than simply adhoc projects, as is currently the case. It was also recommended that: INGOs work with a local NGO counterpart in every programme, or help build and groom such an NGO where one does not already exist; expatriate technical assistance should be limited to those areas where it is most needed and where comparable expertise is not locally available; INGOs should play the role of "coach" rather than of implementor as far as possible; INGOs should be able to work directly with local NGOs, but with a mechanism to inform the government through national and/or district level coordination bodies.

D. CULTURALLY APPROPRIATE DEVELOPMENT

It was put forward and debated at the conference that Nepal should develop its own

culturally appropriate/sensitive development activities and not just mimic western ways and values. Religion is a part of Nepal's cultural foundation and can guide NGO activities in principle but not with dogma and fundamentalism.

E. ROLE OF NEPALI NGOS IN RELATION TO GOVERNMENT AND LEGAL FRAMEWORK

There should be explicit provision in the constitution preserving the right for NGOs to carry out their activities regardless of policy changes at the centre which are brought about by elections. The requirement of INGOs to work with and/or develop local NGO counterparts in all programmes should be spelled out in laws governing foreign development assistance.

A clearer definition of "NGO" is needed in the legal system to facilitate their emergence and functioning, as well as to prevent abuses of the privileges granted to NGOs.

The parameters of this NGO definition should be:

- a. Voluntary
- b. Non-profit orientation
- c. Secular in both a religious and political context
- d. Objective oriented, directed at disadvantaged/poor/weak constituencies.
- e. Not aspire to formal political power
- f. Private participatory, associations or beneficiaries groups

Furthermore, the following classifications of NGOs should be covered by the legal definition:

- a. Social service
- b. Human resource development
- c. Local environmental resource utilization/preservation

- d. Information/research groups
- e. Action/activist groups
- f. Human rights groups
- g. Community/ethnic development groups
- h. Users groups
- i. Groups engaged in more than one of these activities

It is hoped that this summary and the other papers will make a contribution to the ongoing process of developing constructive relations between INGOs and NGOs and assist in defining the role of NGOs in Nepal within the changing political context, leading to the strengthening of the links between grassroots priorities and development policies.

N.G.OS IN THE INTERNATIONAL PERSPECTIVE

Opportunities are growing, throughout the developing world, for non-governmental organizations (N.G.Os) to work together with governments and intergovernmental institutions in enabling people to improve the quality of their lives. Governments in developing countries are having to become more aware of what NGOs can contribute to national development.

"From relative obscurity a decade ago, non-government organizations have suddenly found themselves catapulted into international respectability. Donor governments and multilateral institutions now routinely pay tribute to their presumed capacity to reach the poor, and to the qualities of innovation and flexibility which are supposed to characterize NGO work. Increased prominence (of NGOs) inevitably brings with it greater scrutiny, a more critical assessment of results and a need for NGOs themselves not to hide behind small is beautiful evasions, but to take strategic decisions about the optimum use and leverage of their limited resources and

influence". (Tim Brodhead. World Development Vol. 15).

This steadily increasing focus on NGOs world wide runs parallel with an international concern and disillusionment with the effectiveness of 40 years of official development assistance.

Anne Gordon Drabek asks two very poignant questions:

"Do the NGOs, as a function of their direct link with grassroots organizations, have a better insight into what kinds of programmes are needed and desired by the poor themselves ? If so, how can this comparative advantage and experience at the micro level be brought to bear on the formulation of alternative - and hopefully more successful - development strategies ?" (World Development Vol 15).

This growing focus also means that it is no longer acceptable for NGOs to work exclusively at the local level. NGOs have a new responsibility to take an active part in the development process, while not forgetting their grassroots origins and links, the basis of their greatest strength. "Small can still be beautiful, but considerations of learning, replaceability, sustainability (wider impacts) become more and more significant, particularly in the context of scarce resources" Anne Gordon Drabek (World Development Vol 15).

If NGOs are going to take an active and effective part in the development process they need to :

- a. be clear about how they view their role in the process;
- b. assist the poor in articulating their needs and not just working to meet those needs;
- c. take more responsibility for development in the Third World from setting the development priorities to implementing projects and generating more of their own funds;
- d. have a better understanding of some of

the macro policy issues which go beyond the limited local environment in which they work.

These issues and their implementation call for genuine partnership between northern and southern NGOs which could replace previous dependence mistrust and paternalism. It was suggested at the World Development/Overseas Development Institute Symposium held in London in March 1987, that "a positive North/South collaborative relationship should include: mutual respect, trust and equality; transparency or reciprocal accountability; understanding of each others' political economic cultural contexts and of institutional constraints; openness to learning from each other; and a long term commitment to working together".

One of the basic reasons for the recent focus on NGOs is that they are perceived as being able to accomplish a part of the development process that national governments are not able or willing to do. It is generally recognized, however, that NGOs have no desire to supplant or compete with governments in their development efforts. NGOs in both North and South continue to interact heavily with governments.

It is important to recognize that there are vast regional and international differences in relationships between NGOs and governments. For example: NGOs in India are supported and encouraged by their government; are registered with the government and work closely with it. NGOs in Africa frequently need to work closely with their governments and try not to antagonize the authorities. On the other hand, most NGOs from Latin America have historically functioned in opposition to government. In many recently democratized

countries NGOs see themselves as playing an important part in the strengthening of civil society.

Relationships between INGOs and governments are often dominated by financial considerations, either by the government being in charge of the channelling of funds from INGOs to National NGOs, or by government interest in having access and control over funds which are placed directly in the Hands of NGOs. The integrity, autonomy and advocacy role of NGOs can be threatened by accepting funds from outside donors. It is possible that multilateral donors could act as a buffer between governments and NGOs to avoid unnecessary political friction and to promote coherent, national development strategies. There is also the danger that present high expectations and pressures on NGOs might make them adopt the development strategies and policies of others, (especially their funders). "They then run the risk of becoming yet another system of aid managers and disbursers rather than development agents in their own right".

There is a great potential impact that NGOs can have on public policy by interacting with their governments. It is possible that the greatest influence can be achieved by NGOs remaining "detached from governments but playing an increasing role in trying to influence government development strategies - through national and regional cooperation among NGOs, through provision of research and data in a form useable by governments, and through demonstration of NGO successes". (Anne Gordan Drabek - World Development Vol. 15).

Rhian E. Hill

NGOs -the regional perspective

The role of NGOs in South Asia, as elsewhere in the world, is increasingly being recognized as playing a critical and important new role in development. Conventional development models pursued by government bodies have increasingly remained within the confines of large physical infrastructure building and capital investment, subsequently resulting in serving the economic-political interest of only a few i.e. the favoured minority. This has led to

- the concentration of economic and political power in the hands of the favoured few;
- the creation of the dependency syndrome that perpetuates itself on external finance and indiscriminate exploitation of non-renewable resources to finance large development projects and the expansion of consumption beyond what national production can sustain;
- the stifling of local activities;
- the erosion of the accountability of economic and political institutions to the people they are supposed to serve.

The economic crisis experienced by governments within the global context, together with the manifestation of negative growth in per capita income, experienced by Third World countries have forced a re-examination of development practices and policies of the governments and other major decision makers of the world.

Hence, there is growing impetus for government leaders to consider examining a larger NGO role in national development than in the past. This willingness and acceptance to facilitate NGO involvement in national development, however, has not been without "an instinctive fear of sharing power

with groups that might subsequently be more difficult to control." (David Korten, 1988)

It is often the case that state-sponsored, capital intensive development models have been unresponsive to varied local realities and conditions. Substantial resources have, therefore, been expended and have not benefitted those really in need of support. What is it that has made the efforts of NGOs in the region responsive to local needs and priorities?

ATTRIBUTES OF NGOS IN SOUTH ASIAN REGION

- a) The beginnings of NGOs are always modest and unconventional. They thus avoid the normal elaborate pre-determination that usually goes into establishment of "A development project." They have no ideological leanings of any kind and need no costly surveys to decide what to do.
- b) They have no centrally determined initiatives and directives which kill the inherent capacity of the people to mobilize themselves.
- c) There have, of course, been traditional, altruistic, well established voluntary movements, eg, the Gandhian and Sarvodaya movements, the Christian and Rama Krishna mission.
- d) There has been a tendency to break away from the "social work tradition" in India, which had acquired an urban, middle class, academic stance. The professional ground water survey in Tilonia is a fine example of using local needs as an entry point into the community and inspiring local participation.
- e) The emphasis is on people and human

- values rather than on investment of huge physical and financial resources.
- f) Efforts are propagated more by word of mouth and trial and error than by centrally initiated action or advertisements/loud publications.
 - g) The emphasis is on sustainability and self reliance through asset creation, eg, the drug factory set up by Zafrullah Choudhary and his colleagues in Savar (GK), near Dhaka, in the early 1970s. The factory was set up to produce 24
- drugs at cost price making medicine more available to poor people. Today it produces drugs for ten million consumers throughout the country.
- h) NGOs are always issue-oriented, i.e. resources and skills are invested in support of needed institutions and policy changes, eg, Essential Drug policy in Bangladesh in 1983/84 under successful lobbying and pressure on the national government.

Current Trends Among NGOs in the Region

- a) Locally viable alternatives are being inspired by individuals such as the environmental activist Zafrullah Chowdhury. He has initiated the alternative Flood Prevention Programme in Bangladesh in favour of flood prevention by technological solutions, e.g. building high embankments or "quick fixes" as the government programmes would normally tend to agree with the donor countries by way of "aid". Rather the programme seeks a locally viable alternative to flood control, i.e. development of water resources and investments made from within the national capability and not from "foreign borrowings." Locally implementable activities such as:-
- raising the plinths of the villager's homes;
 - having boats and rafts for conveyance;
 - building safe storages for food and other articles and shelters for animals.
- This initiative demonstrates to us how health development cannot be detached from an environment which vitiates. These sustainable locally implementable projects should lead to the influencing of government policy.
- b) The impacts of state-sponsored, infrastructural development and the effects of industrialization and urbanization are beginning to be felt and people are exploring their own resources and capabilities.
- c) There is a growing cadre of young people dedicated to serve the poor and needy, focussing on strategies for action.
- d) There is a growing commitment to self-propelled development through mobilization of local skills and resources leading to economic self reliance.
- e) Concentration on Health/environment related projects is a major trend.
- f) There is a focus on locally controlled management of productive resources and policy influencing action, e.g. Baba Amte, the renowned social worker dedicated to the upliftment and rehabilitation of leprosy patients in India, now leads the "*Andolan*" (movement) against the Narmada Dam which is the largest dams to be built in Asia. It has become an important focal point for a national, anti-dam offensive.
- Baba Amte was jettisoned to the forefront of the "*Andolan*" as he had the national stature requisite for bringing the issues to decision makers. This flowed from the conviction that policy makers could never get a national consensus on a project that served the interest of the powerful few while destroying the country's valuable environmental assets and affecting the welfare of, and displacing, so many people.
- g) To work for an NGO it is not necessary that the person has paper qualifications for the assignment he/she takes up in any particular state. NGOs

give more importance to field experience than qualifications.

CONCLUSIONS

The major successful NGOs working in the South Asian region are grounded in models that are consistent with social and human realities rather than unrealistic models that are "sets of mechanically related objects" based on the Newtonian theory of scientific positivism. This latter kind of model is unrealistic because human beings do not fit into logical frameworks and patterns - they need freedom to formulate their own methods of development based on their community's needs. Development activities need to be initiated by the social energy of the people rather than by the patronage dispensing abilities of its rulers.

If real people-centered development is to take place in the whole of Asia then leaders need to demonstrate that they are accountable and responsive to the people's needs. The people need to be empowered so that they can take an active part in their own development, the development of their communities and, ultimately the development of their nations. In certain countries, such as Nepal, there are traces of

growing apathy and despair among people, the intelligentsia in particular, who see the root of the problem in the political process and the way it is influenced by the politico-economic power structure which channels resources, not for development, but for its own reinforcement. In the past, local, traditional or indigenous forms of community participation have been bypassed and detrimentally affected by official, government-sponsored activities.

Other countries, excluding Nepal, have learnt that they can take their development into their own hands and influence policy on many issues through local action, and many development "movements" e.g. the Chipko Movement - Forest Conservation based on people's power.

"Aid" in Nepal has contributed to a loss of self-reliance and community spirit and there is, therefore, a need for understanding the traditional and modern ways of organising community and group actions, at a non-governmental level. Group development, however, is a process which has to take place at a pace determined by the people involved regardless of an "outsiders felt need."

Indira Shrestha



NGOs in the Nepali Perspective

Non-Governmental Organisations (NGOs) in Nepal are gathering momentum as a result of the changed political scene. Many NGOs which are of recent origin are quasi official in nature because of the close link and support they draw from Government establishments. The Social Services National Coordination Council (SSNCC) was formed in 1975 to coordinate and foster these recent NGOs. Today this quasi-official organisation has grown in size and influence and controls and coordinates around 280 local NGOs and 59 International NGOs under its six coordinating committees.

Besides the formal NGOs registered under the SSNCC and who are able to draw national and international support, there are thousands of local indigenous NGOs operating in Nepal. These latter groups were largely overlooked during the past two decades when formulating and assisting NGO efforts, either by national or international agencies because of the political restraints present under the Panchayat System. These groups fall mainly under the following categories:

- a. Asset Creation Groups
- b. Labour Exchange Groups
- c. Credit Groups
- d. Social/Cultural Groups
- e. Integrated Community Service Groups, and
- f. Private Research and Action Research Groups.

Both the former and the latter types have been reviewed exhaustively by three studies during the past decades. These studies were published in 1984 by IDS, by PACT in 1987 and by NEW ERA in 1989. We will therefore not go into details about the merits and short comings of both these groups in

this overview in the introductory chapter. The readers will realise through the conference declaration of this current exercise, that the SSNCC supported NGOs have been ineffective despite a peak investment of NC 700 million in Fiscal Year 1989/90. The indigenous NGOs have been starved of any support due to the prevailing socio-political set up in Nepal in the past.

Hopefully, this conference will provide an earnest and objective setting as well as an assessment of both types of NGOs in order for them to play an effective complementary developmental roles.

There are also those groups that either do not come into the SSNCC groups or the indigenous groups. These are the ones funded by various international NGO or bi/multi-lateral projects. Thus, NGOs are the user groups, village development councils and associations. They are normally active during the life of a project and many fall into dormancy after technical, managerial and financial assistance is withdrawn. These were originally formed and devised to be self-reliant and sustainable after the life of the project ceases.

Besides these Nepali NGOs, there are altogether 61 INGOs currently operating in Nepal. The number may well have increased during 1990. These INGOs are of various natures and objectives but generally they are helping Nepal bridge the gap in terms of financial, technical or managerial inputs. There are 10 donor-government supported INGOs such as British Overseas Volunteer Service, (V.S.O.) Netherlands Volunteer Service, (S.N.V.) American Peace Corps and others. There are also 18 church-based INGOs such as, United Mission to Nepal, Norwegian Church Aid, Lutheran World Federation and so forth. Lastly, there are

around 33 secular INGOs such as Action Aid, CARE, OXFAM, WATER AID and others. All of these INGOs have played very significant roles in the past and they will continue to do so in the future. With the advent of multi-party democracy in Nepal, it is foreseen that International NGOs will have an even greater role to play in terms of capability development and institutional support to national NGOs.

The setting and role assigned for local NGOs until mid-June 1990 has been that of mere social welfare or charity oriented works. In the past decade, however, there has been a concerted effort from various quarters of NGOs to change this image of NGOs into more effective professional development institutions. There have been partial successes on this front with Private Research and Action Groups taking up both community development and resource management activities for progressive international agencies working in Nepal. These efforts of Private Research and Action Groups have been complemented by a few INGOs who have trained personnel of NGOs both in Nepal and abroad for capability building and sustainable institutional development.

Social Activism in NGOs is just beginning to take shape in Nepal and it is these categories of NGOs combined with specialised NGOs in community development, environment, community resources management and issue groups such as human rights and consumers forums that need to be developed and supported in Nepal.

Many of these shortcomings arose due to the fact that the monolithic Panchayat System had dogmatically stated that there was no alternative to the "genius" of the "Nepali Soil" called the Panchayat System. The SSNCC, therefore, in the "halo" of a social service coordinating organisation acted as "ombudsman" and "watchdog" body to the Panchayat System. In this scenario there was no room for truly people-oriented NGO development. Hence, when the political

change did take place after the relentless effort on the part of the Nepalese people, a good segment of the NGO sector in Nepal felt that it was the right time to come up with sensible suggestions to the Government of the day.

Even before the Working Conference, there were voices that advocated a "radical shift" in NGO policies and approaches in Nepal. The changes that were suggested were at various levels resulting from a long suppression of NGOs over the years.

THE ENABLING ENVIRONMENT

The changes required for the development of NGOs in Nepal are at many levels. The prominent one being the central coordinating body itself. Many NGO professionals with long standing experience in Nepal feel that there is a dire need for a facilitating body at the centre which will help create an "enabling environment". This central body need not be a huge bureaucracy, which in itself creates its own checks and balances, but a lean "NGO Commission" that fosters a conducive environment for NGOs to develop in Nepal. The activities of this "NGO Commission" could be that of an advisory body to the NGOs and INGOs as well as the government in matters such as NGO policies, monitoring and evaluation. The "NGO Commission" need not get involved or bogged down in these individual issues but could help create flexible structures in order to accomplish desired goals.

Similarly, having such a pro-active "NGO Commission" on its side to "look upon" the NGOs with the help of INGOs, the Government could begin to venture into activities such as Social Activism in terms of community development, organization of the poor, human rights groups, election watch dog groups, consumer forums, and specialised NGOs in the natural resources or human resource development sectors.

The International NGOs on the other

hand, could actively explore the possibilities for the building up of national NGO capacity through training, technical assistance, long term financial and programme assistance as well as building up viable NGO institutions on professional levels such as NGO boards, a clear and simple financial system, personnel policy and programme direction based on national needs and local capabilities. INGOs could also help in "technology transfer" in terms of international and regional NGO "philosophies" guiding their field and programme work outlook.

At the national and local NGO level, the changes to be affected are the "professionalising" of NGOs such that they emerge based on issues and not merely to solicit funds and assistance from the government or the INGOs as is the current practice among most "registered" and recognised NGOs. NGOs also need to go through an intense process of becoming viable and sustainable in terms of effective vehicles for development in Nepal. This calls for both integration as well as long term commitment from its personnel. The NGO option should not be seen as another option for job opportunities or a secure future. All these critical issues need to be thought through carefully.

It was because of the realisation of these lacunae together with the lack of

explicit Government policy and legislations on NGOs, that a Prime Mover Group of 6-10 NGO representatives came together under the initiative of SEARCH/SHTRII SHAKTI in order to hold a working conference. The idea behind the working conference was to bring together all the different categories of NGOs under a single forum to share their experiences and recommend to the Interim Government, as well as the Constitution Drafting Committee, the prospects and potentials of NGOs in Nepal.

The working conference was participated in by over 100 representatives from various NGOs, INGOs, bi and multi-lateral aid agencies and relevant government officials, together with representatives of dominant political parties. It was highly successful in the sense that everyone participated actively and contributed substantially to spirited discussions. A conference communique was finalised and handed over to both the relevant government personnel, the Constitution Drafting Committee and the political leaders. This publication is a continuing effort on the part of NGOs to both increase public awareness about NGOs and to lobby the government for more "political" and "institutional" space to be given to NGOs in future.

Deepak Tamang

**Working Conference
On Identifying Role of NGO's
in the Changed Political Context**

June, 1990

**Inaugural Session
Programme**

Date : June 25, 1990
Venue : Visakha Hall, Blue Star Hotel, Tripureshwor
Time : 9: 40-10: 40 a.m.

- 9:40** Welcome address by Ms. Indira Shrestha, Conference Coordinator.
- 9:50** Inauguration by Hon. Mr. Ganesh Man Singh, Supreme Leader of Nepali Congress.
- 10:00** Inaugural Address by Hon. Mr. Ganesh Man Singh.
- 10:15** Keynote address by Hon. Mr. Krishna Prasad Bhattarai, Prime Minister.
- 10:30** Address by the Chairperson, Hon. Mr. Nilamber Acharya, Minister for Labour and Social Welfare.
- 10:40** Vote of Thanks by Mr. Amrit Sunar, Executive Director of SAP-Nepal.
- 11:00** Refreshments and Closing

First Day
First Working Session (June 25, 1990)

Topic I : Review of the past experience of Nepali NGO's:
Foundation laid so far.

Topic II : Review of the Past experience of INGOs in Nepal.

Chairperson : Dr. Harkha Gurung

Paper

Presentators(s) : Mr. Diwakar Chand, and an INGO Representative

Facilitators : Dr. Poonam Thapa

: Dr. Babu Ram Bhattarai

: Mr. Shanta Lal Mulmi

SCHEDULE

11:30-12:00 - Presentation of the papers

12:30-1:30 - Lunch

1:30-2:30 - Comments by the facilitator(s)

2:00-2:30 - Floor discussion

2:30-2:45 - Chairperson's remark and conclusion of the Session.

Second Working Session (June 25, 1990)

Topic : Opportunities, Problems and Prospects in the
Changed Context.

Chairperson : Mrs. Mangala Devi Singh

Paper

Presenter : Ms. Prabha Thacker

Facilitators : Mr. Rabi Pradhan

: Dr. Tika Pokharel

SCHEDULE

2:45-3:00 - Presentation of the paper

3:00-3:15 - Comments by the facilitators

3:30-4:00 - Floor discussion

4:00-4:15 - Chairperson's remark and the conclusion of the
session.

4:15-5:00 - Tea/Coffee

- Closing of the Second Session

Review of the Past:

What was accomplished,
the foundation laid so far for Nepali NGOs *

Diwakar Chand **

I. PROLOGUE

Developing programmatic indicators to assess, evaluate and measure the level and degree of accomplishment in the social service sector is indeed a very arduous task. Empirical indexing of the degree and volume of accomplishment requires consummate 'Data-bank' and programmatic compilation of individual activities being performed by NGOs. It would definitely be very interesting at this stage to develop a strong and supportive hypothesis based upon these tools to rank, grade and quantify the scale and degree of accomplishment being achieved in a more empirical fashion. However, effort is made to take into consideration both the subjective as well as objective analytical tools to assess the level and volume of accomplishment.

II-A ACCOMPLISHMENT (SUBJECTIVE ANALYSIS):

1.0. Inherent Development of Organisational Capability within NGOs:-

- Inherent development of confidence to identify the needs and translate these needs into programmes in a planned manner.
- Maintenance of financial accountability and discipline.
- Human Resource Development.

1.1. Establishment of a separate identity of NGOs in the social service sector.

- Specific categorisation of social service oriented NGOs.
- Reflection and Revelation of the activities of NGOs under a separate heading in the National Development Plans.

1.2. Cohesion, co-ordination and institution-alisation of NGOs:

- Establishment of the SSNCC was mainly done with a view to collectively strengthen the NGO sector.
- Cohesion of NGOs not only generated a sense of security but at the same time rendered more strength. As a consequence NGOs began impersonating the role of a 'pressure-group' on various issues e.g. 'status of women', 'child abuse', protection of the rights of disabled, deaf and blind people.
- Institutionalisation of individualistic social service delivery mechanism.

1.3. Development of a provision to maintain accountability of NGOs programme activities:-

- Programmes to be initiated in the NGOs sector are speculated at the pre-formulation and formulation stages. Only those programmes deemed physically possible, socially viable and economically feasible are subject to approval.

- To maintain accountability a different mechanism has been developed to attest and prove that social service oriented programmes are cost effective and minimum financial and economic disciplines are implied to secure cost-benefit with regard to Income Generation Projects.
 - Regularisation of Evaluation Mechanism. As against the traditional practice of conducting evaluation based upon secondary sources of information (SSI) (i.e. as per the information / reports being revealed/presented by the social organisation) provision has been developed to attach greater weightage upon primary sources of information (PSI) the prevalent evaluation and monitoring technique is therefore based upon harmonious blending of SSI + PSI. Evaluation and Monitoring (E and M) is looked upon as a continuous process to maintain accountability of the programmes and projects being initiated by the NGOs. E and M is conducted at every phases of development ranging from pre-formulation to post-implementation stage.
- 1.4. Expansion and Broadening of NGOs domain:
- Along with welfare activities NGOs are now spearheading towards development activities.
 - As against the traditional confines whereby the NGOs whole hearted efforts were concentrated towards charity, altruistic and philanthropic activities the realm of NGOs has no demarcation now. Innovative sectors are being envisioned in the NGO sector today ranging from environmental programmes, energy conservation sectors, resource management, agro-based sectors, secretarial services, provisional stores, livestock farming, api-culture, seri-culture, textiles, non-formal education, and carpet weaving to trade schools etc.
- 1.5. Gradual transformation from the 'dependency syndrome' to 'self-reliance ethics'
- Any programme to be endorsed needs to have a certain degree of local level participation.
 - A participatory community development approach is given highest priority.
 - Absorption of local skills and optimum utilisation of indigenous resource oriented programmes are given greater weight.
 - NGOs are usually entrusted with the responsibility to construct develop and procure physical entities themselves. As a consequence most of the social organisations have managed to construct their own offices.
 - Total NGOs input in various sectors from the inception to date has reached approximately Rs. 1655.90 million.
 - The valuation of total physical assets of social organisations within the fold of SSNCC is approximately around and over Rs. 87 millions.
 - To provoke and even instigate NGOs to develop a "revolving fund" the inherent concept is not to amass the principal amount but to use the interest accrued from it towards programme support.
 - Development of the concept of Income Generation Programmes (IGP) to fillip sustainability and generate the concept of self-reliance.
 - Development of a mechanism to reduce dependency through 'functional non-formal educational drive', inculcation of technical training through trade schools and through regular training programmes.
 - Provision to award 'production-credit',

'micro-learning fund', 'small project grants' and 'trickle up funds' to reduce dependency and to promote self-credibility and thereby enhance self-reliability.

- Development of modality where, by and large most of the programmes and projects being supported by International Organisations are implemented in close collaboration with the local counterpart (which in this case could be NGOs or Village Development Committee and/or users committees).

II-B. ACCOMPLISHMENT (OBJECTIVE ANALYSIS)

2.0. Incrementation in the quantum of NGOs:-

- Since the inception of the SSNCC the quantum of NGOs reveals a sharp increment. From a mere group of 38 in 1977 it reached 219 in March 1990.
- After the inception of the National Democratic Movement the 'centripetal-force' even seems to be stronger than in the past. The council has witnessed a record increase of NGOs from 220 in March to 241 by June 1990. This reveals an increment of 21 NGOs within a period of three months.

2.1. Expansion in the volume of investment:-

- In all cases there has been a sharp increment in the investment outlays. Analogical illustration reveals that compared to the budget in the initial year of establishment. External assistance marked an increase by about 98 times, closely followed by the internal resource generation which increased 15 times and HMG

contribution only by 9 times.

2.2. Diversification in the trend of External Assistance:-

- International Non-Governmental Organisations (INGOs) having official affiliation with the SSNCC has reached 52.
- INGOs extending support to the NGO sector in Nepal are represented from Canada, USA, UK, France, Netherland, Holland, Germany, Italy, Switzerland, Denmark, Japan, Korea, Australia etc.
- Establishment of a guide pro-quo with the donor whereby a spirit of mutual respect between the donors and recipient party has been established.
- The custom of cutting the cost according to the cloth has been developed. The projects / programmes are primarily identified and thereby requested for support as against the past tradition of having to rely and fully depend upon whatever is presented on a 'silver platter'. The effort therefore is to correct the NGO sectoral image from a 'basket case' approach' to a 'costume-tailored' approach.

2.3. NGOs have been performing a role of both supplementary as well as complementary entities in the service delivery sector:- e.g.

- In the health sector out of 16 Eye Hospitals in Nepal, as many as 13 i.e. about 81%, are covered by NGOs.
- There are 979 health centres, health posts, Ayurvedic clinics, health clinics in Nepal out of which 234 i.e. around 24%, are covered by NGOs.

- Total number of sterilizations covered by the Government was around 45,771 in the FY 88/89 and in the same year as much as 11,264 i.e. 246%, were replenished by NGOs.
 - Similarly there are over 400 different level drinking water projects spread around 36 districts catering direct services to over 5,40,000 beneficiaries by NGOs. This accounts for over 8% of the total drinking water services in the National context.
 - In the education sector there are 19 special schools delivering services to 138 children; 90 general schools providing services to 12,399 children; 11 trade schools rendering services to 402 children. Non-formal Education Programmes have reached 11 districts.
- 2.4. Endorsing the concept of Integrated Community Development Project to maintain integrity, to avoid duplication, to make it measurable/monitorable and to enhance efficacy:-
- As much as Rs. 7,11,31,200 was invested in this programme in the F.Y. 89/90 and it was spread over 34 districts.

III. AN OBJECTIVE CRITIQUE OF THE PAST:

- 3.0. An Absence of a National Policy on NGOs:-
- The past Government never endeavoured to develop any National Policy on NGOs.

- The Grey area for NGOs was not specifically demarcated. This led towards duplication of activities ultimately leading to inefficacy in these sectors/projects.

3.1. NGOs were classified into National, Regional and local level, but while distributing the responsibility (in terms of size, number and volume of projects) it was not done in terms of their built-in coping capability.

3.2. National level NGOs, which were said to have an operational entity at the district level, in most cases had never had the role and function of their entities clearly defined.

- These entities are usually positioned in and around the district headquarters and therefore have not really been able to reach out to the grassroot level.
- These entities have not been able to develop sustainable activities and they merely tend to reveal the strength of the centre.
- These entities either have to be made functional and/or developed into and separate NGOs.

3.3. One Window Policy for NGOs has to be developed:-

- A high powered entity being adequately represented by the concerned Line Ministries to be bestowed with the authority to scrutinise, dictate, monitor, coordinate and approve NGOs projects and programmes is essential.

3.4. I believe that a large consortium Body like the existing entity (SSNCC) with adjustments should be retained, taking the following points into consideration:-

- Greater representation and presence of NGOs to be reflected in the Executive Body.
- Develop a representative form to be represented by the INGOs who shall either retain an ex-officio status and/or an Advisory status to the Executive Committee.

3.5. Specific grey area demarcation for the NGOs depending upon its formative structure, objective and specialisation e.t.c.

3.6. Diversification in the modes of registration of NGOs

- Registration should be made by the concerned entities depending upon the descriptive, nature and sector of operation.

3.7. Provision should be developed to provide access to open-market credit.

3.8. Special programmes like skill development training should be standardized so that there is no distinction and discrimination regarding training being received within the NGO and/or GO sector.

3.9. More autonomy to be delegated to the National level NGOs who have reached a stage of self-sustainability and does not have to rely fully on 'external-support oriented approach' for resources,

manpower and programme support. Even under such circumstances there has to be a reliable and efficient mechanism to monitor their activities at one level or the other.

3.10. The NGO consortium Body at the apex should basically be geared to function as a 'Resource Centre' which should have the built-in-capacity to retain NGO's information in its entirety and should have the capability to compile, produce and reproduce NGO's information. Along with this it should enhance its Research and Development component enabling the concerned entities to formulate NGOs plans and programmes.

3.11. The functional Resource Centre would require a supportive back-up system to replenish not only financial assistance but should be able to provide technical assistance in various sectors revealing NGO's prominence e.g. drinking water, different production sectors, non-formal education, special education, (if this is still expected to be incorporated with this entity) and environmental and resource management sectors.

3.12. Any forms of training to be delivered within the NGO sector should be standardised, uniformity should be maintained so that it shall be fully and formally recognised.

- At this juncture it would be appropriate to propose a national level training centre for the NGOs.

3.13. Looking at the working modality of most of the NGOs it seems that it would be doing more justice to them if a provision of delivering greater more significant packages could be done through the formation or cohesion of NGOs. The NGO

consortium concept should be strongly endorsed to enhance and strengthen NGOs capability and strength. This should be applicable to sectors like training, non-formal education and skill development.

* Retrospective analysis of the evolutionary process of NGO's activities after 1977 only has been taken into consideration while developing this premise paper.

** Mr. Diwakar Chand is the Member Secretary of the Social Services National Coordination Council (SSNCC).

Commentary and Floor Discussions

DR. BABU RAM BHATTRAI

Mr. Chand has documented the NGOs in Nepal well, What I could not find in the paper was a debatable issue- should we not now question the very concept of NGOs. My basic question is "Why have NGOs at all?" and why not the Government only. This means that Government institutions in countries like ours are not fulfilling the needs of the people. That is why we are relying on NGOs and INGOs. I think that it is of the utmost importance to discuss the role of Governmental Institutions.

In my opinion the state is a neutral dispenser of development which benefits the masses. However, in a pre-capitalist or pre-industrial society such as Nepal, the state may not be a neutral dispenser. In so much as the state is not a neutral entity, NGOs have a useful pro-people role to play. But how long will the NGOs play this role? Historically, the origins of NGOs have been linked to the metropolitan capitals, or do you consider the social organisations who went to the outside world on "civilising missions". You know very well the legacy left by those missionaries and the yoke of colonialism. In that context, NGOs have emerged after the second world war, when colonialism was dismantled and the super powers and the Western world needed to penetrate third world governments. This was the origin of modern NGOs. This angle should also be discussed and deliberated in this forum.

It is interesting to note that the SSNCC came into being in 1977 when multilaterals and donors, such as the World Bank, began propagating the poverty alleviation approach and the basic needs programme, as well as privatisation.

Historically speaking, NGOs in Nepal experienced phenomenal growth during this period, beginning with 38 in 1977 to 219 in March 1990 and increased to 240 in June 1990. This phenomenal growth of NGOs is no doubt linked to the philosophies extended by the United Nations Agencies. It should be studied properly.

Coming to the issue of the SSNCC as an apex body, I cannot be sure whether this body can play the role of coordinator/Manager of the SSNCC. At best it is a semi-governmental body. Every one knows that the SSNCC was called Her Majesty's Government. It was a parallel government. It was resented by the people and largely responsible for the downfall of the Panchayat System. Hence even if a new body is not formed it would be counter productive to give this coordinating role to the SSNCC.

I doubt that there has been any impact by NGOs in Nepal. A relationship of dependency has, however, been created between local NGO communities and the International Donors. Specialists and professionals are therefore dependant on and obligated to the donors. This may not be beneficial to Nepal in the long run.

I see the relationships of NGOs as inversely related. If the government is non-responsive then NGOs have a greater role to play. If we can find a solution whereby the government becomes responsive to the needs of the people then there will be a lesser or no role for NGOs. This role should only be necessary for a temporary period. Until a government is established to alleviate and eradicate poverty and deprivation, NGOs should wither away and therefore work towards their own negation. Only a responsive government can work for the

benefit of the people.

In short these are my few basic questions i.e. do we need NGOs, and if so for how long and what is the best way to channel them.

DR. POONAM THAPA

As an introduction to my comment I would like to record that, as a matter of Principle, I Support the idea of an umbrella body to monitor and support INGOs and NGOs in Nepal. Whether this body should be the SSNCC in a modified structure or an entirely new set-up is an issue that requires extensive debate. We should also consider the proposition whether such a body is necessary at all. I hope this conference will provide the policy makers with some enlightenment.

The reason for my support for an umbrella body is because NGO and INGOs activities are extensive and widely dispersed across Nepal and they constitute an ever growing force in national development. Without an umbrella body providing specific direction, these institutions will lose cohesion. Duplication of project efforts will become worse than is currently the case in Nepal. Common sense dictates that a central body should maintain a supervisory role over INGOs in Nepal. This will ensure that the projects are conducted in the best interests of the Nepalese.

Having said this, I would now like to give some specific comments on what Mr. Chand has said about the historic accomplishments of the SSNCC. I have divided his paper into four parts and categorised them accordingly.

(A) Regarding cohesion, coordination and institutionalization, I believe the council records did show that it was effective in dispersing INGO projects across Nepal. Furthermore, by channeling funds through the Council, a useful purpose was performed in that it did help to monitor the funds being utilized in the manner in which it was originally intended. But regarding

cohesion, my own experience in the field of population and health activities prompts me to say that the SSNCC played no role at all. I refer specifically to its failure to analyse information input, from NGO programmes. Ideally, based on such inputs and analysis the coordination body could create a unified strategy for information; extension and communication (IEC) activities, as well as training and community based development. In addition the SSNCC exhibited little capacity in coordination INGO efforts with those of bilateral projects and line agencies in term of location or programming. There has also been an extensive criticism of the SSNCC's financial dealings in its foreign dollar accounts. Mr. Chand raised the point of the accountability of NGOs to the SSNCC and this is very valid but has there been any analysis of the SSNCC it self? Who is it accountable to?

(B) The institutionalization of NGOs has always been a problem, not only to the SSNCC, but to the legal system as well. At the moment there is a broad gap between the legal frame work that defines and prescribes social service organizations and private companies. There is no legal category that permits a development oriented agency to charge fees for its services, obtain support from donors and maintain tax free status. Given these restrictions, how can NGOs ever establish themselves as durable and selfsustaining agencies? These issues should have been addressed by the SSNCC as vital to fulfilling its mandate. I would therefore propose that the following issues be discussed by this forum.

1. How can we change current laws to enhance the institutionaliza-

tion of NGOs as well as to better define their mission?

2. What should be the exact role of the SSNCC or a similar agency in setting the national agenda for NGO programmes? Conversely, can these roles be performed by different government bodies.
3. Should IEC, training and community based development strategies be standardised at the central level and by what criteria and processes?

(C) I would now like to touch upon the accountability of NGOs. NGOs are required to submit project proposals to the SSNCC, for review and approval. However, the exact criteria for project proposals still remain a mystery and have not been systematically applied. Has this clearance process actually guaranteed the integrity of projects or has it merely hindered the pace of NGOs development capacity? I would propose to this forum the following for discussions on this point:-

1. Does a central body have the authority to accept or reject an NGO activity or should it simply play a monitoring role?
2. If the power of approval should remain with a central body then what should be the criteria?
3. To what extent should a central body be responsible for monitoring the output of NGOs beyond guaranteeing their financial integrity?

(C) Regarding the broadening and expansion of NGOs, it is true that the scope and number, as well as the

activities, of NGOs have increased in the last few years. They are no longer simply social service organizations. They are increasingly involved in developing human resource and the productive base of Nepal. This phenomenon presents two vital issues:-

1. Should there be any limitation on the range of NGO activities other than operating as non-profit agencies?
2. Given the rapid expansion of NGOs and their proven success in creating effective development methodologies, should HMG consider shifting a large amount of development resources into this sector?

(E) Transform action to self-reliant status
The issue of the self-reliant ethic of indigenous NGOs is a laudable step of the SSNCC. Has this shift occurred as a result of SSNCC policy or because INGOs and NGOs themselves have developed better strategies for sustainability. In comparative studies on drinking water and irrigation there is a wide disparity where INGOs solicit either NGO participation or local participation through user groups. It ranges from 0% to 70%.

(F) About Representation and Democratisation
I would like to ask the SSNCC why they did not encourage better representation. Therefore the issues to be discussed are:

- What policies has the SSNCC implemented to encourage NGO sustainability? Have they been effective?
- Should standard criterion be established at the centre to standardise the relative

foreign and local input on projects the time period for hand over and other aspects relating to institution building?

- Ultimately, should the SSNCC or coordinating body be accountable to the

people for its financial dealings, and should it be accountable to the government and the people in its overall programme.

The Role Of INGOs In Nepal In The 1990s

Neil Walton*

1. To a great extent NGOs and INGOs in Nepal have to date been classified as Social Service organizations.
2. With anticipated flexibility in freedom of association and renewed government efforts in National Development, it is now most important that this classification be seriously re-examined and the real energies of the INGO/NGO sector be harnessed to Nepal's development.
3. Nepal has a long tradition of Social Service organizations of all complexions ranging from traditional rural groups to urban Jaycees and Lions Clubs. It is important that these groups be encouraged and their work be given more scope and support.
4. Unlike many of its neighbours however, Nepal does not have a resource of true social-action and professional "development oriented" NGOs. Now is the time to build this leg of the overall NGO sector-in Nepal, and the chance must not be missed.
5. These development oriented NGOs do not restrict their attention to the field of social services. Instead they take up the challenge of Nepal's development needs in as serious a manner as the government itself, and strive to complement the government's efforts in this. In a country with a terrain such as Nepal, the need for development bodies complementing government efforts (especially) in the rural areas can't be understated. These organizations must become intensively involved in productive as well as social activities. They must help the farmer with his production problems, encourage and stimulate families to take up new income generation/production activities, assist families to gain access to loans and to repay those loans, etc. They must also work hard with the government in creating middle town development and rural-urban market linkages. In addition they must also help to create additional internal community capacity to develop and maintain its own services e.g. education, health, etc. and build new levels of problem solving ability in the community.
6. It is therefore critically important that, as new official policies are prepared and approaches to NGO sector growth is developed, responsible officials be made aware of the diversity of the NGO sector and the potentially important role such a sector will be able to play in the nation's overall development.
7. INGOs have two major roles to play in this development:
 - 7.1 The first role is a catalytic one to assist the development of local NGOs- particularly "social action/development of local

NGOs- by providing necessary resources and strategic support. This support can take many forms ranging from a straight funding role to and NGO nurturing and building role.

7.1.1. As funders, INGOs can provide rapid support to existing social service organization for their ongoing programme (but this is best done only when local resources cannot be found) and help fledgling development-oriented NGOs to get off the ground, if these NGOs already have experienced and capable staff available.

7.1.2 To fulfill their NGO nurturing and building function, INGOs have a variety of resources at their disposal.

They are able to provide human advisory resource; training opportunities; programme development and management advice; material and financial support; information channels and resources etc..

INGO support in this area ca, for example, take the form of selecting a number of potentially viable and appropriate fledgling NGOs and providing them with a package of planned and structured support functions or with specific support where they show areas of weakness. INGOs can also act (more informally) as "resource centers" for similar young NGOs, providing them with links to funders, secretarial services, temporary office space, transport, subject specific workshops (with like minded agencies), technical advisory support, etc. Many of

the functions which ideally the SSNCC is supposed to provide to the NGOs could be provided by INGOs, leaving such a central body free to focus on necessary coordination and planning work.

7.2. The second role an INGO can play in Nepal's development is that of a direct programme implementor.

Programme implementation can be carried out in a number of ways depending on the situation of the given agency:

- a. By the agency alone - virtually all INGOs are already very much "local" agencies in themselves and therefore do not need NGO "partners" per se.
- b. With a local NGO partner- with the intention of using this partnership to strengthen the operational experience and future ability of this partner to undertake similar work independently in the future.
- c. With a partnership formed within the community itself e.g. development committees, interest /user groups, producer associations etc.
- d. In close collaboration with and complementary to government line agencies.
- e. In tripartite working agreements between the INGO, government line agencies and IRDPs.
- f. Other approaches.

Whichever approach is used,

ample evidence already exists both within Nepal and from other countries, demonstrating that INGO implementors can provide a formidable force in development, particularly in remote areas where government extension services find it difficult to reach or have not yet penetrated. They have also proved themselves very effective at reaching poorer disadvantaged communities.

8. A number of other important roles can also be played by INGOs which serve to facilitate and strengthen the work and impact of other players in the development sector. INGOs are ideally placed to test new approaches to community mobilization/participation; carry out action-research on various in-programme technical and methodological issues; feed fresh information, new models, tested materials, etc. into government line ministries, local NGOs and other bodies and help them to leap-frog some

of the problems and obstacles they are encountering. National policy-makers will also be able to make use of the experience and resources of the INGOs.

9. No matter what the role of the INGOs will be in Nepal in the 1990s, it is clear that they have a great, as yet untapped, potential which can be effectively harnessed to the development needs of the nation.
10. It is now that the government must capitalise on this potential by providing the INGOs with the flexibility and support they require and by providing political and institutional "space" for the development of both the INGO and the local NGO sector in the 1990s.

To do this, it is important that any Commission appointed to define a working policy frame work for INGOs/NGOs as true and dynamic partners in Nepal's overall development. This potential has so far- to a great extent- been locked away.

* Neil Walton is the director of Action Aid/Nepal

This paper is by necessity very brief. consequently many important aspects of INGO future work/potential in Nepal have not been covered. Further information and suggestions can be provided either by the writer or by other INGOs working in Nepal if this required at any time.

Commentary and Floor Discussions

SANTA LAL MULMI

In Nepal we can categorically divide International NGOs into two classes. One group comes under the SSNCC and the others work as direct implementors under various technical ministries, such as the United Mission to Nepal, Britain Nepal Medical Trust, Save the Children Fund U.K. etc. I do agree with Neil Walton's paper when he says that the International Agencies have played a useful role in assisting the local NGOs and also acting as direct implementors. I also perceive the limitations of International NGOs. Their first weakness is- that they are rigidly governed by the philosophy of their particular donor organisation. Second they are answerable to the individual donors in their own country and these NGOs have limited freedom in Nepal due to the fact that they can only implement programmes approved by the SSNCC. There is also very little interaction between INGOs in Nepal. This prompts me to ask a basic question - Do we really need a consortium of NGOs in Nepal or not ?

This issue has come up regularly in the recent past. However, it has not been carried forward since the SSNCC perceived this as a "threat".

With these general remarks I would like to go back to some of the issues raised in this paper. The first is "should INGOs play a catalytic role in helping local NGOs or should they also be involved in programme implementation. Does the former or the latter help the local NGOs or not ?

Secondly, have INGOs been successful so far in gearing the villagers towards self-reliance or have they created dependency on INGOs? I say this because the INGOs are having problems handing over projects or phasing out and yet maintaining sustainability. It has not been carried out

successfully so far. The other issue is how do we interact with INGOs so that they are able to assist with Nepal's development as designed by the Nepalese themselves. Are we able to minimise the expatriate staff. Another issue that I see emerging is - there is some misunderstanding between INGOs and local NGOs. This arises due to the fact that INGOs have more resources than NGOs and their staff enjoy better facilities. No doubt there are many committed staff in INGOs. The other side of the coin is, however, that local NGOs, because they are embedded in local constituencies, have more commitment towards that community. Local NGOs have no means to reward these good staff. So how do we balance these two groups.

After the recent political changes, I think NGOs should be examining the question of human rights very closely. As INGO's world expands world wide, we should ask whether such trends are healthy and developmental or are they having a "displacement" effect where religious values, cultures and development are concerned.

ANANDA K. TAMANG

The role of international NGOs has been appreciated. I suggest, however that in the context of political change, INGOs should also review their own performance. They should examine whether they were merely carrying out the wishes of their headquarters back home or really doing some good works for needy people. The only observation we can make from the experiences of Nepal is that they have been working in selective areas. There hasn't been much impact on changing the national scene in social, economic or in the field of family planning activities.

PRABHA THACKER

What is to be the role of NGOs? Some have political backing, some have religious backing, some have skill development backing. So there is a need to define what the role of NGOs is? We have non-profit oriented NGOs. Do we also include profit oriented organizations and call them NGOs? The whole concept of NGOs needs to be questioned. The SSNCC was a kind of parallel government and that led to the down fall of the Panchayat System, because they did not act as a pressure group as they should have done. The role of NGOs is going to be an important issue in years to come. There has to be a basic philosophy for NGOs to try and move away from the concept of the dependence on funds generated through INGOs. INGOs are not totally autonomous. They have to function within the particular framework and guide lines of their parent agencies. I would like to make one point about the freedom of INGOs to work at community level. There is a need to coordinate, monitor and evaluate, not only the work of local NGOs, but also INGOs. If we allow INGOs, despite all their well meaning intentions, to go into remote areas, we may lose all control of their activities.

ALOK MUKOPADHYAYA

It is true that most of the INGOs

working in the field are employing Nepalese managers, specialists and motivator. After 15-20 years of their existence here, how much of the management of these INGOs is entirely in the hands of the Nepalese? How much have they been able to build up the capabilities of Nepalese technical personnel or development workers and given responsibility to them? In terms of the functioning of INGOs we have some control in the local situation but we have no control over the management. The management is done in Boston, Washington or New York. If we look at the management committees of these INGOs, they have a specialist who worked in Nepal 20 years ago for 3 weeks, to do a study on anthropological issues. We need to be frank about these issues. I have direct experience of working with the Council. Is this same Council capable of supporting organizations which do social work in this country. There are many voluntary organizations in Nepal who are doing good work at the grassroots level. The council has never supported these organizations because of complicated rules and regulations which indigenous NGOs could not follow. How do we strengthen these organizations and enable them to join the mainstream NGO sector? We need to ask ourselves whether we are working for the development of poor people or for the development of ourselves.

Opportunities, Problems And Prospects For The Nepali NGOs In The Changed Context.

Prabha Thacker*

1.0. NGOs in the past have been looked upon mostly as social service oriented groups largely reflected through the apex body -the Social Service National Coordination Council (SSNCC) under which most local and international bodies were registered and under whose authority, programme design, implementation and channelling of donor support and funds were administered. This gave little space for other NGOs to look for a niche within which to pressure development oriented programmes which were not necessarily oriented to the SSNCC mandate. It was therefore difficult to form an NGO constituency: for NGOs that fell outside the SSNCC more or less struggled in isolated pockets often looked upon as profit oriented organizations. Government support was either grudgingly slow or not easily forthcoming.

2.0. In this complex milieu of searching for a legal niche within the overall context of formal registration, for example, NGOs were forced to run from pillar to post to seek legal consultancy for options to register themselves as legal entities. Many anomalies may have occurred in this process.

3.0. While social service oriented groups in Nepal have been a tradition, the phenomenon of NGO development is not very new, and has been influenced by the disillusionment with "economic growth" per se, as has been the case of the NGO movement in the developing countries of the

world e.g. Asia, Africa and Latin America. NGOs in Nepal and their work activities cover a large spectrum. Categorically they may be divided into (a) research and policy oriented type (b) training oriented type and (c) action research/organization type. Within these categories, they pursue sectoral or integrated approaches. Nonetheless they are all oriented to "development" within their own mandates and methods for achieving their objectives.

4.0. NGOs in Nepal also operate at different levels. Whilst some are of the "professional" category and have assumed considerable credibility and are articulate in the conduct of research studies, training and project design, most other NGOs, despite their dedicated work, remain "invisible" as structured organisations. Their contributions, which are relatively unknown, have helped build bridgeheads of co-operation and nurtured local potential. These are in need of due recognition and support.

5.0 One of the constraints that NGOs in general have faced in the past is the lack of monetary resources for institutional support and human resource development. Development funds have usually been allotted to large scale projects within the mainstream, where only a privileged few in the urban areas, or the rural rich receive the benefits of costly infrastructural development projects. Organizations that function as intermediaries through project design and

technical support such as consultancy organizations, receive a fair share of these funds. Such consultancy groups have profited in the form of both local and expatriate units vying for heavy investment projects. In this vast milieu of NGOs, a definition of the concept of what an NGO is - is of prime importance. The non-profit character of NGOs should remain the very reason for their sustainability or else organizations e.g. that consist of mostly talented proposal writers can end up obtaining a disproportionately large part of the available funds. This could lead to voluminous reports that are hardly read. Research must lead to action. Research for research's sake is a wasteful exercise, which may contribute to "academics" not "development".

6.0. For nearly three decades, the government, with the support of bi-lateral aid has undertaken large scale development exercises. Disillusionment with the impact of these macro projects on the masses, consisting mainly of the rural poor, calls for people centred development to replace the project centred approach. Conviction of the importance of small scale need-based development programmes is needed. In the changed context of Nepal to-day, it may be possible to envisage a common vision approach (amongst NGOs, government, donor agencies and International NGOs) wherein the common people are able to express their hopes and fears, participating as equals, in what they perceive as benefitting them.

7.0. Large scale capital intensive projects have fallen short of expectations. The incidence of rural poverty has increased. Wealth and power has remained in the hands of the minority. Commercial exploitation and concern for economic growth, has pushed aside moral ethics and social values for profit and gain. The heavy toll on natural resources and the alarming rate of

environmental degradation, particularly in the mountain regions substantiates this. The need is for a common vision rooted more in indigenous cultures, knowledge and skills, than in imported models of economic growth.

8.0. The prime concern with development must not be project or programme based alone but based on evolving an equitable and just society where equity and distributive justice and sustainability overrides total concern for economic growth. There is tremendous scope, given the changed political context in Nepal for NGOs to put forward a new dimension of development to government, international donors and to international NGOs. There is need for a holistic approach to the concept of development, in place of fragmented curative measures. Perhaps we shall see that it is a minority of people with unjustly earned money and power that tries to maintain a status quo over the majority of poor and powerless people.

9.0 The coalition of NGOs, or a common platform to work upon is an essential feature for sustainability in terms of financial sustainability, sustainability of vision, and for the co-ordination of NGOs efforts. This will give maximum gains in output through optimum use of resources. We need to ask - can a rigidly pre-arranged programme or project cope with the vision of social transformation. If donor driven support is withdrawn - can most NGOs sustain themselves?

NGO participation in development must not become a fashionable and accepted policy of expatriate NGO's or international government agencies. NGOs participation must arise from a felt need of their worth to deliver the needed services, goods, messages, values and attitudes.

10. There is a tendency for donor agencies and mainstream government

agencies to impose their own standards of evaluation on projects undertaken by NGOs or self-help groups. Standards based on "external" evaluations" look for criteria such as "objectivity", "rationality" and "scientific learning". NGOs, however, look for a more realistic and subjective approach wherein the actors or beneficiaries can internalize their new situation and experience. This becomes the primary source of data for evaluating programmes and projects. While externally assisted evaluation may be necessary for administrative reasons, the funding agencies themselves and their manner of operation in relation to local NGOs should also form part of external donor evaluations.

Donor agencies generally have no commitment beyond financial obligations for fixed periods of time. There is a need to involve donor agency commitment to long term collaboration.

There should be a sharing of ideas, suggestions at the programme formulation stage, and criteria on the use of allocated funds should be open for discussion.

Local NGOs should not be looked upon as an intermediary for channelling funds to beneficiaries or target groups, but as innovative catalysts of development. Institutional support and training opportunities should be provided to NGOs for human resource development to achieve their objectives.

11.0. There are prospects for NGOs to work towards a genuine strategy for social transformation. This undoubtedly will require charismatic leadership of both government agencies and NGOs. It will also require a philosophical leaning away from materialistic accumulation. In this context we will need to ask - are party affiliations and political ideologies a pre-requisite for commitment to real development? NGOs

work under different ideologies some of which may have a political bias. This needs to be discussed and clarified. We may need to clarify these issues further with development based groups and activist oriented groups that work as grassroots organizations. Is such a categorization possible? Self-evaluation exercises within NGOs and accountability need to be considered.

12.0. Given their various modes of operation, we may ask - what are the makings of a genuine rural strategy to share the common vision approach? The inevitable challenge that NGOs in Nepal face lies in questioning processes that obstruct such a social transformation to sustain the vicious circuit of "we" and "they". This would ensure that the purpose and well meaning intentions of project support are not dissipated or entangled into a vortex of "project giver" "project taker" relationship. The dangers of endorsing these practices as being "culturally acceptable" or "neutral" may create "poverty of spirit" which could undermine the very basis of NGOs. Self-evaluation once more becomes necessary.

13. Since co-ordinating the work of NGOs is important, so that they act as supporters of government rather than as parallel forces of confrontation, (yet retain the necessary ability to act as pressure groups through probing analysis, action, research etc.) there is a need to contemplate upon how this can be achieved. Such a co-ordinating effort may be centralized, through a Ministry of NGO Affairs or decentralised through sectoral government line Ministries acting as link agencies with NGOs that pursue well defined sectoral objectives or are targeted to distinct categories of beneficiaries. There may also be other ways of working this out.

* Ms Prabha Thacker is Senior Professional at ICIMOD and Member of the Board of Directors, Centre for Women and Development (CWD), Kathmandu.

Commentary and Floor Discussions

RABI PRADHAN

My questions are for all of you to think about and orient our discussions today. The issue being discussed is the "Opportunities and Problems" facing NGOs today. In order to orient ourselves I would like to ask two or three questions.

1. The first is - we talked about the changed political context today. What would be more interesting is to ask ourselves the question - What will political context be in one, two, three, five or more years.

Can we speculate? use the word speculate very specifically because that is all we are doing. We are analyzing present trends and looking into the future. We need to ask ourselves about the future that is the environment in which we will have to operate. We cannot predict what will happen but we can speculate and shape opinions.

2. If we presume we can reshape the image of NGOs, then how can it be done in the new political context given the uncertainty of the future. We all act as though this is not going to be a major problem, but I would like to propose that it certainly will be. Once we agree on a new role how do we bring it into being. We are stuck with an NGO history of 30 years or more and it is not-going to because of our own identities, activities and images in the eyes of the public, the government and the donor.
3. The next question I have is: what kind of legal, social and political

environment do we have to operate in. Since we are always going to be in some kind of a tug-a-war with these three groups we will have to work out some kind of a relationship or coordination? call that a "social dance". We have to dance with whatever partner we have in front of us. How do you work that out., We are facing these problems to-day. Some one pointed out that: the leftists have no history of working with NGOs. Now, I do not know how accurate that is, but if it is true then it is a very important factor that we have to deal with. How are we going to deal with it?

A more important issue that Prabha raised is - What is development and what is social transformation. This again requires that we deal with social and political forces in the next few years. Who is going to define what social transformation is. Probably we will have different interpretations, and different strategies. How are we as NGOs going to interact with these different forces. Certainly what you and I discuss here as development and social transformation is not going to be the definitive statement. Can we live with it ? Can we dance with it ? Can we coordinate and negotiate with it? With these questions I hope we will be able to re-orient our ideas come up with relevant suggestions and not merely point out the problems. This will also help tomorrow's sessions? am sure these questions need discussions beyond the two days as we grapple with the various forces that will affect the NGO world in Nepal.

DR. TIKA POKHREL

I only want to touch on two points. on Prabha Thacker's paper. The first point is-How do we define NGOs? There are so many research institutions and firms, cooperatives and political parties defined by the Hon. Prime minister Bhattarai. Do we include them all under the NGO umbrella? How do we divide them into various categories? What the majority understands by NGO to-day is an organization that has functional operations, which implements projects and which is development oriented. In this context, what Prabha has touched upon is important for our deliberation and we should be able to come up with certain guidelines.

My next comment is on what Prabha has called a- common vision? sometimes get confused with this concept. Common vision at what level ? And which issues ? Are we talking about strategy or are we talking about following or supporting the government policy to the nation or common vision in the action of NGOs at the grass roots.

If we are talking about common vision in the grassroots then I think, as with various individuals, communities and cultures there are so many diverse issues, that we must make a very special effort to achieve this common vision.

I would now like to present some of my own thoughts about NGOs. No doubt there were many very important points that have come up during the two sessions. What we understand so far about NGOs is rather simplistic i.e. the SSNCC and those registered under this organisation For all the obstacles and blockages to NGO development either the SSNCC, or its staff for the past political system was responsible for it. Since the overall political system lays the ground rules for all the state organs, we in various NGOs and grassroot organisations were influenced by such a policy. The past political system aspired to a disorganised

society. This was the basic principle? few state controlled NGOs were created in order to show to outsiders that Nepal had a liberal political system. In this context let us not get bogged down with the SSNCC or such artificially created NGOs.

Rather let us look ahead to the future and decide for ourselves in the changed political context what should be the role of NGOs? am very happy on one account - irrespective of political ideals every one is feeling the need for NGOs to be a complementary component of the government. It is here that I would like to differ from Dr. Jwala Raj Panday because NGOs do play a complementary role to the Government. This does not mean that NGOs will not act as pressure groups. They did in the past, they are doing it now and will continue to do so in the future. However, they will not deviate from the national policy where the progress of the action is concerned. Should we deviate from this principle then we will be going back to the same old argument and trends which we are accusing the SSNCC of creating, i.e. another parallel government to His Majesty's Government.

NGOs therefore should basically complement the efforts of the government. Now in order to do this we have to concentrate on the question of a Coordinating body. Our past heritage has been biased towards social services as indicated by the name of SSNCC. By its very definition NGOs under this umbrella have been kept apart from development? feel that NGOs have a definite role in national development and gradually we are moving towards that direction. In order to bolster these efforts we need a responsive coordinating body that fosters financial and policy accountability, coordinates and supports the local NGOs to reach their various developmental goals and facilitate the work of the INGOs in Nepal.

Now if this Coordinating body is kept within a certain Governmental body such as

the Ministry of Labour and Social Welfare, we have to examine whether this will not kill the very essence of NGO i.e. Non-Governmental. Now if this happens, then are we not contradicting ourselves by aspiring for such a body. This does not mean that we should not have any links with the government at all. There should be a strong link with the Government so that there is a natural and easy communication flow both ways.

I see the current problems as one of lack of communication between political parties, government and NGOs. Such an autonomous body will be able to lobby the governmental and clear any misunderstandings. It will also be in a position to respond to the needs of the individual NGO and carry out certain advocacy vis-a-vis the government. This therefore requires a strong link with the government and this forum should be able to come up with suggestions.

This morning we discussed the role of International agencies and whether INGOs should be allowed to implement projects directly or not. Surely if we take into consideration national sentiments and nationalism then INGOs should not go for direct implementation because that nation will have its own limitations and shortcomings. In order to minimise such tendencies we should not allow the INGO to work directly with the people. But on the other hand we have our own limitations? say this based on my experience. I have now been working with an International agency for the last three-and-a-half years. I have learned more about NGOs in this short period than in my 12 years of research in the University. My experience tells me that there may be at least 1,000 NGOs both formally registered and in the informal sector. However, they exhibit a number of limitations and these NGOs are very disorganised. If today we are to tell these NGOs- "look here is some financial support why don't you implement your

programmes", then in many cases they will not be able to do so. Whilst implementing our (Redd Barna's) project in east Palpa, we looked for such NGOs. We were unfortunately not successful. Had we found capable NGOs, we would have worked through them to reach our objectives. Many of us would have worked through them to reach our objectives. Many of the INGO's basic objectives is to strengthen local NGOs. However, despite this goodwill and policy, INGOs are, at times, compelled to work directly with the people as a result of the lack of capability on the part of local NGOs to implement various programmes. This limitation and compulsion cannot be removed in a day. It takes time. This can be done through INGOs themselves who will play an NGO nurturing role. If I take the case of Redd Barna then we are the user group and helping them to play the role of local NGOs. In other instances there are *Dhikuris* and traditional groups which could be nurtured to play these development oriented NGO roles. The current NGO scenario is one of diverse groups that are being organised and exist randomly. It is true that in terms of resources, the International NGOs have plenty. However, if we are to give these resources to the NGO community currently, especially at the grassroots level, then there could be considerable chaos and confusion not to speak of misutilisation of such resources. Hence, NGO development will take time and we need to have a Coordinating body that supports these groups, helps to articulate their aspirations and forms policies and programmes in keeping with certain standards. This practical side of the NGO scene must not be overlooked when we are clamouring to remove international NGOs from the Implementation scene.

DR. JWALA RAJ PANDAY

I agree that when we define NGO we mean those NGOs which are activist groups,

pressure groups, social welfare groups etc. However, I feel that we are undermining the social welfare concept. Is social welfare not development? Economic growth without social impact is meaningless. When you feed the hungry, cloth the naked, give water to the thirsty and medicines to the sick- is this not development? What do you mean by development then- manufacturing machines, factories, houses and industries whilst forgetting our traditional charitable concept. Development without human values and human rights- do you call that development? Is not the fulfillment of basic human needs and therefore the upliftment of humanity - development ? This may be one of the reasons why there is a gap in the definition of an NGO when Prabha Thacker used three categories namely: Research /Training / Activist groups.

In my opinion, Social welfare oriented NGOs should find the top spot in the least developed countries such as Nepal. I am not saying that you should not include the others but that priority should go to the Social Welfare NGOs. Only then will we be able to meet the basic needs of the 60% or more of our poor population.

Another stark contrast I see when comparing INGOs with NGOs, is that INGOs have come here for social upliftment of the poor. Their services include opening of hospitals, schools, drinking water, and other simple works. Look at the origin of these organisations in the west. They are mostly philanthropic, charity and church organisations. Elderly men and women contribute in order that these organisations may help the poor and feed the hungry. When outside donors come to us inspired by social welfare motives we brush aside this concept and call for so call development oriented NGOs.

This is the main reason that millionaires in Nepal are not coming forward and giving to local NGOs. The statistics of our own funds through donation are next to nil. I am sure many Nepalis will contribute,

especially the rich, if we are able to convince them that such funds are not only going to research and seminars but to the poor, the orphans, the hungry and the homeless. Another issues on which I would like to disagree with Prabha Thacker is this - She said that we must change our attitude, traditional thinking and psychology. What do we mean by this? Are we now trying to look at our society through the lens of the western world? Certainly this will be our greatest mistake. We must also keep our ethos in mind, see where the mistakes are and try to rectify them. Look at the western world which we all think of as being developed. Look at their miseries - families have broken, dozens of diseases have afflicted them, women are linking with men without getting married. Even married couples do not produce children. In Germany and France the Government is giving incentive money in order to induce these couples to produce children. So do you call this development ? Do you want to follow this model?

I agree that we must develop. We must learn and interact with the outside world, but this does not mean we should slavishly borrow everything from outside. Our own values and beliefs we must never forfeit or compromised, our religion we must not forget. These are our roots, our foundation and our depth of wisdom. Without these we cannot progress.

HARIHAR ACHARAYA

My perception of the NGO role is that even when we are carrying out social works, we are in effect strengthening local capacity building. When this happens, the local NGOs become stronger which eventually leads to sustainability and therefore development. Furthermore, I would like to add a few thoughts about the Coordination body. In the changed political context this body should be democratic. In a democratic society it means that people will have the freedom to organise themselves.

They will agree on a common cause. So I think NGOs are organisations just like other political organisations, political parties or other professional groups such as women's groups or international organisations. They have their own freedom and they do not have to be coordinated by a "super-body" at the apex. They do not have to have the Council. In my opinion, NGOs should have the freedom and the liberty to organise themselves under their own goals. Should NGOs themselves think that they need a coordinating body at the centre, then these NGOs should get together and form that organisation. Hence, let us not address ourselves to such matters or suggest a national body just as during the Panchayat System. In the Panchayat System, that type of body was necessary but it should not be necessary in a democratic system.

With respect to INGOs, despite their good works even in the remote inaccessible areas, and our sincere appreciation, I would like to suggest that there should be a coordination or screening body that is autonomous to the Government which should coordinate their work.

DR. MIGRENDRA RAJ PANDAY

Let us look at the framework in which we live. We are one of the least developed countries, only second or third from the bottom of the table. Infant mortality is very high, poverty figures are officially 40% and the lack of development of women cannot be imagined. Unofficial poverty figures may be even higher than 60%. How do we alleviate their poverty?

This is a great challenge and a task that the government cannot solve by waving a magic wand. It is here that NGOs can play a very positive role. Take the Tamang community as an example. This community is very backward, among others. Men drink and play cards and women work the whole day. Even pregnant women work until they are 8 months pregnant, many abort as a

result of hard work. How do we help them? It is here that NGOs must come up with pilot projects for the government to emulate and follow later.

These communities lack education, essential amenities and are poor. How do we respond to their needs and aspirations? For this we need a very powerful commitment from our hearts. Only when there is such commitment will a cadre of social workers emerge to address their needs. In the changed context there should be no constraints on NGOs to work with the poor.

Although, I am speaking on behalf of social service NGOs, I would like to ask - What is our collective objective?

I think our objective (i.e. local/national NGOs) is to help facilitate the objectives of international NGOs who want to reach the poor. This is a difficult task. It needs partnership and coordination between INGOs and NGOs and we must have high moral values.

Besides, I feel research organisations are also very important and necessary. Social service is not the only aim, it could be development and lobby groups etc. There should also be income generating activities so that these NGOs can become self-reliant.

Research should lead to behavioral / attitudinal changes. How do we bring about attitudinal changes in the men and women of the backward groups that we mentioned earlier? Research should lead to better understanding of these communities and have practical application in order to improve their lives.

HARI BHAKTA KHOJU

I would like to comment on the issue of Complementing the efforts of the Government which has been raised. I feel that this word "Complement" may create some confusion and friction in the future. We are having difficulties because the SSNCC "complemented" the works of the government. The SSNCC was not

acceptable to NGOs. Now there may be a Congress government in some districts and Communist in others. These parties may tell the NGOs to complement their work based on political expediency and political philosophy. Can NGOs cope and live with that situation ?

I feel we need to think a great deal before we define roles for NGOs in the future. The issue raised by Dr. Tika Pokhrel concerns the capability of local NGOs to carry out development work. I agree that this aspect is weak, but we must not overlook the potential of the people. Before India became independent, the colonial rulers of the Raj said the same things about Indians. In Africa too similar arguments were put forward saying that the blacks were not capable of running the country. This reasoning is wrong. We must first assess the current capacity of the local people and their NGOs and use this as the foundation to build a stronger NGO community. Such an approach will help the people to come out of the dependency syndrome we talked about in the morning session.

Lastly, I would like to differ from Dr. Jwala Raj Panday that our aim should be gradual reformation and not radical transformation. In the current political context I feel that there should be major shifts and radical changes in NGO approaches if we are to make any break throughs. Old wine in new bottles will not make any impact.

A NEPALI NGO REPRESENTATIVE

I feel that there should be a central body to coordinate the works of local NGOs, National NGOs and INGOs. If there is none then it will be very difficult for NGOs such as ours who are working at the grassroots level. This is especially true when dealing with procedural matters with the Government. The coordinating body should

not have the same bureaucratic system as the SSNCC. That "set-up" must be changed. My suggestion is that such a body should facilitate NGO works expeditiously and with simple procedures.

The new political set up will allow NGOs to function freely and I am confident that this will be the case. In the past however, when we wanted to initiate some programmes from the people's level, it was not possible. So we must come forward and take advantage of this new opportunity.

We have also asked whether we need INGOs or not, question their mode of operation and how to coordinate them. As a member of a grassroots NGO let me mention that the INGOs have a vital function. There are many types of INGOs working in different styles. Some are financing local NGOs while others are working directly with the people such as Action Aid and Redd Barna. They are playing a very useful part in transferring know-how and resources and bridging the gap where technical manpower is not found locally or nationally. They guide local NGOs and help them to realise their full potential.

Finally, I would like to mention that local NGOs are more committed and in a better position to help the people through self-less service than, say the research institutions, who have their own ideological or political motives.

JOHN LAIN (WATER AID)

This afternoon's discussion is a chance for me to highlight an opportunity that I see in the present situation and that is Unity. To my understanding under the old political system, the system was divide and rule. When applied to the NGO sector, the NGOs were divided; there were NGOs that came under the Council and those who did not. Even within the first category they were divided. There were Nepali NGOs and there were International NGOs. These divisions seem to me to have encouraged difficulties

between us, misunderstandings and certainly some of the weaknesses of NGOs as a corporate group. I see a very exciting opportunity in the new political situation and that is unity for among NGOs. I have felt some distrust towards international NGOs as a group this afternoon. We heard some phrases of neo-colonialism, of imposing ideas, of creating dependency, I would suggest that in the vast majority of INGOs these are slightly mistaken ideas. Please remember that the International NGOs have chosen to come here and chosen to work within the system in Nepal. If I could be presumptuous to speak on-behalf of other INGOs, we have no intention to impose our view points or wishes on to the system. We have no prerogatives to determine the system that applies in your country. We believe that the Nepali people should determine the operating conditions and we should fit into those conditions. If we don't want to fit in with them we don't have work in Nepal. So, I would strongly suggest that the INGOs who do wish to fit in with the NGO system should be welcomed and incorporated into the group. I would like to make that appeal for the sake of unity. May I end by saying that with the opportunity comes the responsibility. I believe that we have to face the responsibilities and there is a very exciting phase opening up for us and a great opportunity for us to work better together, to understand each other and to break down barriers. With that there comes the major responsibility to be patient with others and share a very exciting future in the NGO sector.

HUTARAM BAIDYA

Mrs. Thacker has referred to "self-evaluation". I think she is telling all of us to evaluate ourselves". This is even more relevant for INGOs. I would like to request them to see how much they have invested and what has been the impact. In doing so I

would like to suggest that INGOs not only look at the cost - benefit factor but also the cost effectiveness of their input. Through charity have these INGOs made the community self-reliant or more dependant on external aid ? My ten years of experience in NGO activities tells me that we do not need all the millions of rupees that external aid has given to the government as reflected in our annual budget. This amount creates "surplus" which goes towards charity. This charity has taught us to be beggars. My biggest objection is towards INGOs that give too much aid to the community. If we can teach the people and train them on technical and practical matters, the community will become self-reliant. Skills must be developed and this must be done through both internal and external sources. It can be done with the skills of the local people themselves.

KRISHAN SOB

Let me begin by saying that around 70% of the NGOs are working perhaps in the Kathmandu valley, the remaining 30% in the district headquarters. It is the international NGOs that have worked in the remote areas. This should have been done by local NGOs. I hope that things will change in the future but we will also appreciate the works of INGOs in these difficult terrains. Again if we look at the staff of the INGOs around 90% of the staff are Nepalis. Now do you think that these Nepalis will work against the interests of Nepal?

There are two types of INGOs i.e. implementing agencies and funding agencies. It would be better if we can monitor how these INGOs carry out their work, understand what standards and criteria they have set for themselves and learn from their good example rather than making such sweeping statements as - "INGOs should not be allowed to work directly with the people".

I would also like to say that we have been deliberating a lot on the role of a

coordinating body. I get the feeling that we are saying NGOs should not be coordinated. The SSNCC may have had its short comings but to scrap it all together and have no coordinating body would be pushing the NGO movement backwards by a few years.

A WOMEN PARTICIPANT

I feel that, for grassroot NGOs, it is very important to have the support of the Coordinating body. In this case, we have an NGO consisting mainly of women. We went through a lot of problems either in the office of the Chief District Officer or the SSNCC before finally being accepted and registered. Then we had problems of getting funds. It again took a great deal of running around before the South Asia Partnership was linked to our local NGO. They now have provided two instalments of grants amounting to NC 1,00,000 and we are producing soap. Although we would need more support, what I am suggesting is that a coordinating body would be helpful and play a linking role with the donor agencies and the local NGOs.

MRS MANGALA DEVI SINGH CHAIRPERSON

Thank you to all the commentators. I am very happy to have this opportunity to

say a few words in front of this scholarly gathering. We, unlike you all, have been fighting in the streets for our democratic rights for the last 30 years. With the Interim Government now ruling the country, it is our good fortune that we are able to come together like this and deliberate openly. The message that I would like to leave with you to-day is this- In my opinion it is not enough to discuss the roles and activities of NGO inside this room. We should take our messages and actions to the streets, to the villages and households and tell the people about their rights and duties. I am confident that this is upper-most in your minds. I am aware that there are many committed and dedicated people in the NGO world and they have been carrying out commendable and admirable work even in remote areas. However, in the last thirty years NGOs have been restricted and could not develop their full potential. I do not want to elaborate on the work of the "Coordination Council" except to say that good NGO work may not have been possible under the "guided" framework of the "Coordination Council".

In the changed political context I trust that you will all be able to work like Mother Theresa. Caring for the sick and the underprivileged, the downtrodden including women.

Second Day
Third Working Session (June 26, 1990)

Topic : Developing a role and identity for Nepali NGOs
Chairperson : Dr. T. N. Uprety
Paper
Presentators : Dr. Shyam Bhurtel and Mr. S. B. Thakur
Facilitators : Mr. Narendra Gurung
: Dr. Som Pudasaini

SCHEDULE

10:00-10:15 - Presentation of the paper
10:15-10:30 - Comments by the facilitators
10:30-11:30 - Floor discussion
11:30-11:45 - Chairperson's remark and conclusion of the session
12:00-12:30 - Closing of the Third Session
12:30 - Lunch

Fourth Working Session (June 26, 1990)

Topic : Developing a role and identity for Nepali NGOs.
Chairperson : Hon. Padma Ratna Tuladhar
Paper
Presentator : Mr. Deepak Tamang

SCHEDULE

1:30-2.00 - Presentation of the paper
2:00-3.30 - Open discussion
3.30-4.00 - Chairperson's remark and the conclusion of the Fourth Session
4:00-4.30 - Briefing on preparaion of conference comminique

Developing A Role And Identity For Nepali NGOs

Dr. Shyam Bhurtel*
Mr. S.B. Thakur*

Nepal's most difficult problem is underdevelopment. The challenge is to pull itself out from this problem. However, the records show that persistent poverty, increasing demographic pressure, declining resources, inability to invest in technology, compounding external debt and the patronage system, will compound the problem further.

An omnipresent government and "Command System Approach" to resource management in Nepal as elsewhere in third world countries has failed to bring about people centred development. For the people centred development approach needs to strengthen institutional and social capacity, supportive local control, accountability, initiative and self-reliance. It furthermore, needs a democratic environment in which the authority to make decisions on local resource management be vested upon local leadership. Development in other words should be viewed as one of developing human and institutional will and capacity in service of the people.

This idea demands a vision that may go beyond the concept of decentralisation. It is necessary to have independent but inter-linked organizations to assist people to define and promote their individual as well as collective interests within the "guiding framework" of national policy.

Preceding arguments assume that:

- a). Governments cannot bring about desired economic developments in all sectors,
- b). Government's policies are constrained by the nature of the regime and the philosophy that they are based upon as well as resources under their control, and the existing traditions within a given society.

Thus a significant responsibility for identifying local needs, and mobilising resources for development activities naturally falls within the premise of the Non-Governmental Organizations (NGOs). This is where the NGOs work as catalysts, or as change agents and find their role as well as a reason to come into existence.

HOW WOULD ONE DEFINE NGOS IN NEPAL

Social Scientists have made very little attempt to define NGOs. Generally, Voluntary Organizations (VOS) with non-profit characters are considered as NGOs. But their working scope may range from professional organizations and research institutions to others such as community child care centres.

Proliferation and popularity of NGOs, economists argue, is partly caused by their tax-break status and partly because their ability to deliver public goods more effectively at lower costs. Political Scientists see the NGOs as having central importance in democracies, for the NGOs can bring together small groups to exert social pressure, minimise social diversity and maintain balance of power between the

state and people provide leadership a self-mobilising, self-directing human energy outside the reach of government.

Despite a long history of NGOs and welfare institutions in Nepal, no clear definition of NGOs exists in Nepal to-day. The *Sangh Samstha Ain 2033* (Law of associations and organizations) broadly includes almost all VOS as *Samstha* (organization) or any voluntary institutions aiming at physical, economic and intellectual development of people, the *Ain* (law) defines as *Samstha*. The *Ain* however, is explicit as to the organizational structure, working procedure and account keeping of such organizations. In addition, it clearly states what the organization (s) should or should not do.

In short, this *Ain* :

- a. classifies the types of existing Sansthas,
- b. puts forward a mechanism for controlling their activities which may directly or indirectly question the government's actions, and
- c. manages them for the interest of the regime.

The *Samajik Sewa Ain* (1977) and its amendment defines social organizations as those "which have been established with the main objectives of general welfare of the public and declared by the council by notification published (sic), from time to time in Nepal Gazette as falling under the purview of the Committee".

The above mentioned acts evidently fail to define the NGOs in broad as well as specific terms. The *Ain* gives the government and the council power to define NGOs in whatever manner or purpose they like. The council act is also more oriented towards the control of the NGOs, their organization and activities rather than promoting them in purely social welfare and economic development ideals.

As no standard definition of NGOs - other than their being VOS and welfare oriented institutions - is currently available in Nepal, this gathering needs to make an attempt in this regard.

The points to be considered in this discussions are:

- a. What qualifies and characterizes an NGO and why?
- b. What should be their objectives and organizational structures?
- c. Who should handle them and why?
- d. Where do NGOs fit in the changed political context.

WHAT COULD BE THE NEW ROLE, ACTIVITY AND RESPONSIBILITY OF NGOs IN NEPAL

As stated earlier, NGOs are an integral part of democracy. They should be promoted, protected and sustained. Borrowing from the successful examples of some of the NGOs in India, Bangladesh, Indonesia and Sri Lanka, the Nepalese NGOs in the future should assert a new role, becoming acute and taking responsibility in the following ways:

- a. Leave a great deal of social welfare responsibility to the government;
- b. Asset a more dynamic supplementary role in community development particularly in the field of rural economic development;
- c. Work as spokesperson for the poor and the powerless when the state attempts to trample some of their rights;
- d. Administer and manage local level resources and projects;

- e. Provide support and project execution for donor agencies directly; and
- f. Initiate and innovate development and some social welfare projects at the local level.

- h. Lastly, create competent NGOs with qualified personnel.

WHAT SHOULD BE THE GOALS AND VISIONS OF NGOS IN NEPAL: 1990S

HOW COULD NGOS "EDUCATE" THE POLITICAL LEADERS ON NGO AFFAIRS AND PERTINENT NATIONAL ISSUES?

The division between social and political elite in Nepal is blurred. At the local level, political elites play both roles. Therefore, it is important first to distinguish between the political and NGO activities. Only then can the process of educating politicians about the NGOs start. To begin with, the government needs to issue a white paper concerning its policies on the NGO sector as a whole.

The NGOs then can do the following to foster development education:

- a. Organise seminars, workshops and provide expert consultation on NGOs;
- b. Open a dialogue through mass media;
- c. Organise Opposition against political intervention or penetration;
- d. Select workers on the basis of their commitments to NGO philosophy;
- e. Pressure/lobby at national legislative bodies and promote national campaigns;
- f. Support and seek support of political leaders on common issues such as environment, welfare, community development etc.
- g. Step in quickly in those common areas of concern where the government has lagged behind;

The Nepalese NGOs are performing three roles at the present time: i.e.- relief and welfare, small scale self-reliant local development and partly sustainable system development. They should continue to do so. Nevertheless, they should focus more on the self-reliant local development and sustainable system development areas.

There is always a danger that the assistance of NGOs can increase the dependency of an individual or community upon outside assistance, thus killing local initiative. Therefore, it needs catalytic agents, and the donor agencies need to know the limit and worth of assistance.

The 1990s will be the time for strengthening democracy in the country through rapid economic development and social equality. Problems ranging from small scale local development such as irrigation, drinking water, agricultural system to broad global, regional and national issues like environment and population will gain more importance.

These will put the Nepalese NGOs in a difficult position. For their sectoral interests may conflict with broader issues. Therefore, a clear demarcation between the sectoral and broader issues may be necessary.

In general the following points can be considered the goals of the Nepalese NGOs:

- a. To effectively address the question of development, seek autonomy and a working mandate from the government;
- b. Effectively carry development to the poor and disadvantaged not as a free-lunch but on the basis of a well monitored partnership;
- c. Seek, as well as pressure the government, to promote people's

- participation in local resource mobilization, planning, project formulation, implementation, monitoring and evaluation;
- d. Assert an independent identity of the NGOs from political elites;
- e. Educate and train the NGOs from project formulation to lobbying at the corridors of power;
- f. Lastly, to assist individuals as well as the government to evolve Nepal into a less vulnerable and a competitive nation.
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Commentary and Floor Discussions

DR. T.N. UPRETY
Chairperson
Opportunities and Problems

Let me take this session forward by recapitulating what we have tacitly agreed to or have come to a consensus about in yesterday's sessions.

We agreed that there should be a coordinating body that should be responsive to local NGOs vis-a-vis their needs and aspirations; NGOs should be guided by a non-profit motive and help the communities in the remote and backward areas of our country; INGOs should work within the national framework and also wherever possible work with a national NGO. When this is not possible the INGOs should work with in the national framework and also wherever possible work with a national NGO. When this is not possible the INGOs should be allowed to work directly with the people and nurture local NGOs. The apex body, should be representative of NGOs in Nepal. Hence a procedure has to be developed in order to arrive at this acceptable apex body. This body should be accountable to the people. This is achieved through this body being accountable to the national legislature. In many countries the legislatures do have special committees to look at the reports and the aspirations of the NGOs. In the United States there are special committees within the Congress or the Senate that can investigate into the affairs of any NGOs to confirm whether they are working in principle to their objectives and for the good of the nation or not. We also suggest that, may be, Nepal's parliament could have such a committee. We also discussed the less well defined areas of NGOs in the future. People in this forum suggested that, in the future, there could be

two types of NGOs at the grassroot level or even at the national level, one socially motivated and the other politically motivated. We need to dovetail the interests and motivations of these diverse groups.

MR. NARENDRA GURUNG

This paper has clearly defined the roles of NGOs as complementary to national policies. It also mentions that NGOs can work as catalysts after identifying local needs. Both Dr. Bhurtel and Mr. Thakur have tried to define the role of NGOs from economic and political angles. We also find that they have tried to define NGOs as a medium that can act as a countervailing power between the state and the people.

These writers suggest that NGOs are motivated organisations that carry forward their ideals through self-reliance and capacity building. The paper however is not clear on the aspect of how NGOs can take the help of INGOs in developing managerial and technical capabilities.

This paper can be improved if we take into consideration productivity, stability and equitability when arriving at sustainability. Sustainability needs to be reached via various ladders and it cannot be achieved through a quantum jump.

There is also a need to define sustainability. To my mind sustainability is the ability to meet the needs of the present generation without jeopardising the needs of future generations.

I also believe that sustainability can only be achieved through effective linking of local public and private organisations to the supportive national development system. The NGO as a catalytic agent must be an empowering agent to the powerless. Take

the prestigious Kulekhani Hydel Development Project for example; around 500 houses were dislocated or destroyed. Did these people receive just compensation and was there anyone who fought for their needs when implementing this project in the "national interest". In cases such as these NGOs should come forward to defend the cause of the poor people. Issues such as air pollution in Chovar by Himal Cement. There is a generally held belief that local NGOs are close to the needs and wants of the local people, I think it is high time that these NGOs do not limit their activities to mobilizing the ubiquitous people's participation only but work towards their empowerment as well.

This must be done in a participatory manner.

The activities of NGOs should not be a stop gap for the symptoms of the problems but work against the causes of the problem itself. Lastly, I would like to suggest that NGOs work towards social justice and social equity when we talk of self-reliance and sustainability.

DR. SOM PUDASAINI,

The paper has pointed out that NGOs can play a balancing act between the state and the people. The authors also bring out the role of NGOs focused on self-reliant and sustainable development systems. In order to achieve this I feel that NGOs should focus on local needs identification and local resource mobilisation. Finally, the authors touch upon the "blurr" in the definition between the social and political roles of NGOs. This is a very pertinent but complex question. It is very difficult to segregate the political, social, cultural and economic roles of NGOs. This question also leads on to another issue and that is -there is currently no clear definition of NGOs and this gathering should therefore devote some time and deliberation to this important issue.

The authors are also posing a few questions such as "what is the role of government" and "what is the role of NGOs", which then lead on to the discussion which we have been having in the past sessions, i.e. the Coordinating body.

Having these issues in mind let me put forward my own thoughts. We live in a society where government decides on the ground rules of that country or that society, whether we like it or not. The government therefore decides on the direction of that country and its national objectives. In our country that direction is defined by the development plans. If we examine carefully these development plans they say the country is striving to achieve the basic needs of the people, debatable as this may be. Currently these needs have been identified as food, shelter, clothes, housing, education and security. This then should lead towards gradual improvements in the quality of life of the people. That is our ultimate objective and in order to achieve this both the government and the NGOs must perform their role. In doing so we have to take into consideration who can do which task most cost effectively. As pointed out by the Prime Minister yesterday in the inaugural address, naturally the Government, as the lead formulator of the development plans, takes a more predominant role, however, this effort has to be either complemented or supplemented by NGOs based on the comparative advantages of what one can do best and most cost effectively.

In order to do this, I feel that we must have a clear national plan with clear attainable objectives. Based on this premise we can then divide the areas and roles for NGOs and Governments to play their respective parts. I feel that NGOs have been playing a vital role. However, in the absence of clear national objective, their efforts have not come to fruition. In terms of specific activities, NGOs should focus on innovative approaches as pilot projects and lay

emphasis on what has been described as a "participatory approach". This means involving the people at all stages of planning, resources mobilisation, management, execution and maintenance of projects so that they become sustainable. I would also like to raise the advocacy role of NGOs. Where the government finds certain topics too sensitive to handle, NGOs can help educate the people, sensitize them, mobilise and shape opinions.

NGOs should also help raise funds or seek grants and funding from external sources in order to complement local resources. On the question of identity, I feel NGOs should create their own distinguished features. Some of these distinguishing features are to be flexible, able to respond to a need expeditiously, be cost effective, innovative, participatory and democratic, high quality with greater accountability and responsibility. Summing up-NGO operations should be high performance with good quality in a reasonably short time frame.

ANIL CHITRAKAR

I would like to introduce three new concepts here on NGOs while the organisers draft the policy paper on the final day. The first is the question of partnership. When we speak of cooperation and relationship between local-national-international NGOs we are in effect striving for long term partnership. The policy on NGOs should create a favourable climate for this partnership.

This partnership can facilitate achieving our end goals. I would also like to mention that the "environment" created for this partnership must be better than the one created by the previous government. The previous government was keen to promote partnership between beer producers in Nepal with the Beer producers in other parts of the world. This government must do more in terms of creating partnership to promote

literacy, better health, safe water, and poverty alleviation. The second concept that I would like to bring is Networking. This should facilitate a number of NGOs working in a particular area to pool their resources and to minimise overhead costs. Thirdly, I would like to suggest that the Apex Body should be a clearing house rather than a controlling body. This should be an institution that supports the NGOs and not create bureaucratic blockages.

SANTA LAL MULMI

I would like to complement some of the points already raised. One of the roles still missing in the NGO scene in Nepal is the role of NGOs as pressure groups. NGOs can play a vital role in this aspect. Second, I am inclined to support those activities which help local indigenous NGOs rather than national NGOs. I say this because, at the national level, there are too many bureaucratic delays, high resource allocations and too many hurdles on the way.

DINESH DHUNGEL

Yesterday we discussed quite exhaustively international and national NGOs and came to certain conclusions that, because of the limitations of national and local NGOs, the International NGOs had to implement their projects directly. To-day the discussions have shifted to the other end of the spectrum and we are advocating for national and local NGOs to play a pressure group role. Now looking at these two arguments, I feel that we must first strengthen National and local NGOs in order for them to develop to a capable stature. If this does not happen then the whole NGO scene in Nepal will be dominated by either the INGOs or the national NGOs with International affiliations such as Jaycees, Leos, Lions, Reyukai etc.

HUTARAM BAIDYA

I see society in the form of a triangle. Without going into the complexities of all the angles I would like to examine one angle and that is those 60% living below the poverty line. Having done this let us ask whether whatever technology that we are importing and imparting is suitable or not for these people for long term development.

This examination will naturally clear up a lot of issues on the type of NGOs that should emerge and be supported, about the training needs on what technology to apply and the level and kind of investment.

BASU DEV NEUPANE

I pick up from the ongoing discussions and comments and would like to add that it is very easy to talk about "institutional development" in theory. But in practice we know that developing local NGOs is a very difficult task. The difficulty was there during the Panchayat regime, I am sure it will not be easy even within the changed political climate.

When talking about NGOs I tend to think in three categories:

- Local level traditional groups i.e. *Dhikurs, Ghuthis* etc.;
- Village Development Committees formed by INGOs; and
- Council - recognised (so called) NGOs.

The first category is rooted to the community but having no support from the formal sector such as the SSNCC. The second represents village elite groups formed by INGOs and having a vested interest and lastly, the so called SSNCC NGOs mainly formed in order to get funding from the international agencies.

The development undertaken by the last group became what I have called "ceremonial development". I would therefore request that if we can discuss how

to bring about people based, sustainable development, including strengthening institutions in the above categories.

GOVINDA CHITRAKAR

Yesterday it was a monolithic one party system, today it is multi-party and tomorrow it could be another one. This reflects the changing needs of changing times. No matter which system comes it takes a long time to percolate down to the people. We have been talking about sustainability rather lightly. How can we make the poor villagers economically self-reliant so that they contribute their voluntary time to development activities. Villagers with their multiple chores have very little time for other activities. I feel, that without the economic strength to run their households, there can be no effective NGO work with the villagers. Hence, activities that uplift their economic standing will help long term NGO interventions at the grassroot level.

Participatory approaches have been strongly put forward here. I too support this approach. However, participatory approach should not be limited to project implementation but also involve the villagers in the planning, inception, designing, needs assessment and implementation otherwise we will only be playing with words and fall into the "semantic trap".

AMRIT SUNWAR

I would like to mention that it is priority to give importance to two very vital components in the NGO world and these are:

- a. Confidence building measures,
- b. Equal partnership

It is important that we give due consideration to institutional development

training and "education" of NGOs which would lead to their confidence building enhancement. This has also been pointed out by some of our friends. In the Panchayat context, the vision of NGOs was different to what we are discussing to-day. The Panchayat system talked of NGOs in terms of voluntary orientation. I have personal experience of this nation. In this context, however, personal and professional competence and accountability were not taken into consideration when defining self-reliant development as we are defining it today. That is why we need to give better training and education to our local NGOs so that development of both institutions and programmes becomes sustainable.

On equal partnership, I would like to emphasize that partnership is not only referring to donor and recipient relationships. It has a much broader spectrum and meaning, and I feel this concept should encompass partnership not only with donors but also with Government and other NGOs. This in turn means that we have to reinforce my first argument for training and educating NGOs and the public.

PRAKASH CHANDRA JOSHI

I am a little confused. I have read recently that to be confused is to ponder over something important. I am the Director of EAST Consult, a profit making business organisation. We have been in existence for the last 17 years. I feel strongly that a few people can set a good example and that will lead to the greater good of society. We started a very small programme called *Sulav Sauchalaya* (double vault pit latrine) and a banner is hanging to the left of Bir Hospital. I would like to cite a bit of history about this harmless little banner. When I hung this banner I had taken permission from the Kathmandu Nagar Panchayat. I was confident that this technology would be able to find good usage in Nepal. Currently there are around 1400 such pit latrines. Twice this

banner was torn apart and thrown away and on the third occasion the *Anchaladhis* (Zonal Commissioner) called me and said "How did you summon the courage to hang this banner?" I replied saying that I am only helping out in his works to keep the city clean. I also told him that I had the permission from the Town Panchayat. He was very angry with me and said that this was not in the jurisdiction of the Town Panchayat. He told me that the city looked awful with such advertisements. I was naturally offended and started arguing with him saying that I have seen advertisements of beers, cigarettes and junk food and this seems to be acceptable to the *Anchaladhis*. I was told to shut up or else I would be jailed.

Being a business organisation my confusion is whether we are on NGO or not? I say this because we are also setting aside some earnings in order to carry out small scale community development programmes. We have now preconceived notions or formula for this project in Gorkha. The community wanted a boarding school there. We said this is beyond our means and tried out some fund raising strategies. We have now raised NRs. 90,000 from *Deausi* Songs during Dashian festivals and the three villages around have pledged another NRs 200,000 towards this goal. Finally we were able to raise NRs. 200,000 and the school is in place and there are a number of students now studying there. We have done this without going to INGOs for grants. There are a number of business organisations that feel that we too have a social corporate responsibility, that there are ways of mobilising internal resources and that this type of Corporately responsible bodies should also be counted in the NGO world and discussed.

BINOD SHRESTHA

In the paper there is a mention of "people centred" development I would visualise this as concentric circles with

people being in the centre and activities around them. Besides we also have institutional development. This is perceived as a necessary component whilst we are in the process of implementing development projects. My experience in the past with large IRDPs is that we begin to focus on the institutional development of line agencies and the people are forgotten. I would prefer that we give priority to the institution of the people in their communities.

Sustainable development is being discussed intensely these days both by bilateral donors and INGOs. What is sustainability ? To my mind if a given community was given a windfall of money through donation - it would be very difficult to inculcate a sense of participation, self-reliance and sustainable development. We came to some consensus saying that "cold money" has to be converted to "hot money" in order to reach our goals. "Hot money" by definition was meant to be a compensation for the work put in by the recipients.

KRISHNA GHIMIRE

I have heard to-day whilst trying to define roles for NGOs that we should allocate "soft-ware" roles such as community development and training/education to NGOs and "hard ware" roles to the government especially in terms of infrastructural development. I would like to disagree to some extent with this view because there are a number of NGOs that

have developed their expertise in the "hard ware" sector as well.

T. N. UPRETY (CHAIRMEN)

Let me sum up some of the points that have come before us, this morning. This morning's speakers were unanimous in stating that development has to be people centred. The government has its own dominant role to play and we are not in competition with the government but will mostly complement and at times supplement its efforts in model testing and innovative approach shaping. With regards to the formation of the apex body, there were not many concrete suggestions this morning and I hope that in the afternoon there will be more suggestions. We agreed that the formation of the apex body has to be democratic. This apex body has to be a clearing house and facilitating body and not create blockages in the name of control. We have also said that INGOs and NGOs should work in cooperation to reach the goals that we have set ourselves. NGOs, have to work as bridges with the government, the people and various institutions and projects. There was repeated caution from various speakers on the question of politicisation of NGOs and infiltration by politically motivated groups and individuals. We have repeated this fear many times but nobody so far has come up with any suggestions as how to keep the NGOs depoliticised. I leave this for the afternoon speakers to grapple with.

Identifying Role And Identity For Nepali NGOs

Deepak Tamang*

1.0. INTRODUCTION

Non-government Organisations (NGOs) referred to here are those organisations and institutions that are involved in development outside of the government mechanism. These NGOs throughout the world have been shifting their focus for decades, from a Social Welfare approach to a more community development approach. The community development approach has also gone through a radical shift towards what, in the late eighties, is being termed as the "Sustainable Development" approach.

1.1 Long gone are the days of the purely Social Welfare and Technocratic project by project approach to NGO's ways of complementing the national, regional or international development order. In the words of *David Krotten* "NGOs today fashion changes and not merely respond to changing fashions". Hence, a whole new generation of NGOs have come to the forefront to inform and emphasize that change, development, incremental improvement, self confidence, self reliance and long-term sustainability can be brought about through concentrated efforts and structural changes of policies which keep the poor within the status quo. The new generation of NGOs, therefore, believes that unless the inequality and injustices at local, national or international level are

removed there can be no real changes for sustainable development.

1.2 These premises lead this new generation of NGOs to work towards "empowerment processes" that will eventually usher in an era of more equitable and more egalitarian world economic, social, cultural and political order. Human rights, child abuse, equality of treatment towards women, anti-apartheid, attitudes that lead to self-colonization and neo-colonialisation of the aid system have, therefore, come under microscopic examination at the table of the new generation of NGOs.

1.3. "Processes" rather than "assistance" has gained ascendancy in the new thinking of NGOs. The "process" is manifested in a number of ways. Take the example of community health. Even in some far flung corners of Nepal's inaccessible districts there are NGOs working towards the better health of the people.

This is being achieved, not through an overt emphasis on "professionally" trained doctors and nurses which many times leads to the dictatorship of the professionals, but through a process of reflection, group actions, empowerment, building-up of self-confidence and a collective voice to demand responsiveness from the government delivery system which generally is apathetic to put it mildly.

These latter type of NGOs are contributing towards, what I would label, self-reliant and sustainable development.

- 1.4. In brief, it could be said that NGOs today are not just the "naive" social/relief organisations of the 1950s, but a powerful force that contributes significantly towards shaping national opinions and international policies. In these aspects NGOs are "dangerous" material for some of the more authoritarian regimes, and this is starkly evident in the Latin American scene. In South Asia, however, this has never spilled over as confrontation between two contending parties but has remained on the level of an ambivalent "love-hate" relationship between the latter type of NGOs and Government bodies.

2.0. NGOS IN NEPAL

- 2.1. NGOs in Nepal, to some extent and especially the personnel of these NGOs that have been in close contact with the "philosophies" of International NGOs, are aware of the moods, mores, trends and thinking of the latter type NGOs that has been mentioned above. Some of the more progressive bilateral "projects" in Nepal have also advocated this approach with emphasis on the efficacy of "the counter-vailing powers" of the beneficiaries/poor. With "glasnost" (openness) now pervading this country it should be possible for development "machineries" in Nepal to work more closely with latter schools of thought.
- 2.2. With this background in mind, and taking a clue from the historical people's movement during the recent Movement for the Restoration of

Democracy in Nepal, I am encouraged to put down the following thoughts for open discussion in this forum:

2.2.1. NGO'S SUPER GOAL

NGOs should complement and shape long term sustainable national development needs together with the Government of the day; public enterprise sector, private enterprise sector; mixed public/private sector. ((This can be done through NGO's strengths as grassroot institutions embedded in the people it serves; through a process of "action research" "institutional machinery" and the "learning by doing" approach which is fed into the development machinery.

2.2.2. IMMEDIATE GOAL

Focus on poverty eradication approach through total development (economic, social, cultural, political and rural development and production oriented programmes, such as community development micro-enterprises; environment and effective utilization of natural and human resources.) These should have a "learning edge" and replicable potential nationally.

2.2.3. THROUGH THE MEDIUM OF:

- a. Networking (being able to listen, learn/unlearn from others).
- b. Lobbying (including acting as pressure group/advocacy group / public interest group).
- c. Development education (creating awareness, conscientising, disseminating information locally / nationally).
- d. Programme development in the natural resources sector.
- e. Programme development in social services sector.

- f. Programme development in social services sector.
- g. Micro economic development.
- h. Promotion of a dignified human quality of life materially, spiritually, culturally, ethnically, politically, socially and economically.
- i. Action Research/Pure Research (having local/national impact and creating awareness).

3.0. THE ENABLING ENVIRONMENT FOR NGOS TO FOSTER IN NEPAL

3.1. Government Attitude

The national Government must be able to realise the existence of genuine grass roots, people embedded NGOs as well as issue embedded NGOs as co-partners in the development of the country. This, therefore, requires magnanimity and nurturing from the Government. The voices of Nepali NGOs/grassroot development workers must be heard. It must be considered from the reality of an NGO based consultative / coordinating, supporting national body that gets its strength from the group it supports. Such a body, therefore, has to emerge from the General Assembly of national NGOs electing their representatives to the Management Board. The past mistake of trying to coordinate/control from a technocratic angle of efficiency, productivity, streamlining and sectoral neatness must not be repeated. The Government should lend its ears to such a body but remain outside the day to day affairs of NGOs. Development pluralism calls for such an approach.

3.2. NGO Position

- 3.2.1 The NGOs themselves should now be able to come together under an issue based rationale. These include a number of issues that complement

national development in its fullest sense, i.e. Total national development as opposed to mere economic development.

- 3.2.2 An NGO should be able to generate most of its income to sustain its activities which, of course, should be clearly mooted out in its charter of association. Organisational expenses, naturally, will have to be kept lean, and expenses incurred more on issues and programmes. The question of sustainability has to be thought over seriously and donor sustained NGOs should gradually be worked out to find themselves capable of being sustainable. Even fund raising in Nepal should be attempted. This can be done if credible NGOs can come to the people and raise funds based on topical/relevant issues. The fund raising during and the aftermath of the Movement of Restoration of Democracy is an inspiring example.

- 3.2.3 NGOs must not hide its activities couched in development and diplomatic jargon and language. If an NGO emerges, based on issues of empowering a disadvantaged community, then it should spell this out clearly. Instead of saying "target/beneficiaries" it should say for example- this NGO is constituted for the promotion, preservation and upliftment of, say, the *CHEPANGS*.

- 3.2.4 Any NGO working for change or alternative value system, is, in effect, working towards a "political cause". This *POLITIC* must be *POLITIC* for the disadvantaged, suppressed, powerless, neglected and backward groups. Poverty per se is a vague and confusing term/theme and should be carefully examined from various perspectives.

In this scenario total development can be complemented by NGOs, even though the economic development policies may remain largely in the domain of the technical ministries of the government.

- 3.2.5 Participatory NGO organisations must be able to come together and create a niche or "political space" to operate towards total national development.

3.3. On International INGOs

- 3.3.1 INGOs should be able to look upon NGOs as equals and co-partners. This may initially mean sacrificing some "efficiency" on the part of INGOs. The Educative process and nurturing fledgling national/local NGOs could be one of the INGOs objectives. This could be INGOs' long term commitment.
- 3.3.2 The decade of the 90s should be a period in which INGOs help create an environment for national/local NGOs to take up the task of "hands on development" for INGOs.
- 3.3.3 Project/activity funding by INGOs to national/local NGOs should give way to human resources development programmatic planning, plan formulation, institutional and programme funding based on mutual trust, respect and constituency nurturing for mutual benefit to each other.
- 3.3.4 INGOs should be the conduit for getting information on international experiences and trends in NGO.
- 3.3.5 As the absorptive/performance capacity of NGOs gathers strength, INGOs must be able to invest more

capital into the rural areas in order to help the nation achieve a take-off point in total national development.

- 3.3.6 INGOs as collective bodies/force must be able to lobby with the government to create more "political space" for NGO activities in Nepal.

4.0. CHARACTERISTICS AND IDENTITY FOR NEPALI NGOS

It is inappropriate, and perhaps blasé, for an individual to identify and characterise NGOs individually. It is equally inappropriate to borrow terminology and jargon from alien institutions to define NGOs in Nepal. In the forthcoming days and during this working conference a lot of good and viable suggestions will come forward for us to ruminate, chew and digest. One component I would hasten to add would be that NGOs should be formed on the basis of pertinent/relevant issues and should be embedded in a constituency-be it rural/urban/professional groups or individuals.

5.0. SUMMARY

Summing up, I would like to emphasize that NGOs are a theme of expediency for the total national development of Nepal. The new generation of NGOs are based on concepts such as self-reliance, empowerment and sustainability. They complement total national development and are partners in development as equals with all other entities. The Government in power must recognise them as useful constituencies for sustainable national development and create the SPACE and ENABLING ENVIRONMENTS in which they can realise their full potential. The NGOs themselves should EMERGE based on pertinent/relevant issues and should be embedded in a constituency. International NGOs on the other hand should take a long

term vision in nurturing national/local development together with national local
NGOs and work towards programme NGOs.

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Commentary and Floor Discussions

DR. POONAM THAPA

I am a teacher in the university and I have done a lot of applied research for both NGOs and INGOs. I pay my taxes and I do not consider myself and NGO. I feel that we should now get into the nuts and bolts and start drawing up recommendations as we have discussed exhaustively. There is a need for the Government to form an NGO act. This act should define the role, responsibility and authority of the apex body. Then we must be able to correctly identify the NGOs and they should be secular, non-profit, non-party oriented, the surplus from its professional operations would go towards institutional building and strengthening, sustainability and professionalism. NGOs should be special service organisations, such as charitable institutions, human resource development, environment development groups including the community, those that provide formal education and training, institutions for information processing such as research and action research institutions, those groups who help small enterprises through training credits and market linkages.

People sometimes suspect NGOs of being money making rackets. In order to dispel such doubts, NGOs must have a board that is both autonomous and respected. The NGOs should be able to invite external auditors to verify their accounts. These NGOs must be willing to be monitored by an external umbrella agency. All these could be incorporated in the article of association of the NGOs. Who forms the apex body? In order to have a strong coordinating body I feel that one member should be from the line ministry relevant to NGO affairs. The others can be drawn from local district and national NGOs. Other members can be drawn from

the International NGOs. A body therefore is formed in this manner. This could be a limited number of, say 7-8 people. In terms of the sections within that body, it should be broken down into specific activities and sectors such as action projects, information for development, training etc. There should be clear guidelines to these sections such that their activities are pro-poor and pro-weak/vulnerable. The membership on the board should be rotated and everyone should be able to send in their representatives. The body should register all NGOs I have mentioned and seek out INGO partners to work together with them. Where an NGO does not exist the INGOs should help create this partner.

Who pays for this central body's running cost? In my opinion when NGOs register then they should be charged a reasonable amount of fees, and this should go towards their sustenance. It will also give this body some autonomy and accountability to the NGOs it purports to support and serve. Registration fees alone may not be enough to run this institution

and we need matching funds whether from the Government, as in the case of the University, or elsewhere. also there should be a sub-committee within Nepal's legislature which can investigate the activities and financial proprietary of both the apex and the local NGOs.

HARI BHAKTA KHOJU

I believe that there should be a coordinating body which supports local NGOs. Moreover it should be an advisory body such as the National Planning Commission which does not get bogged down with details but enhances NGO operations. NGOs must be able to build up

public trust and confidence in them because, I feel, the majority of NGOs are here for genuine work and not to fulfil their own vested interest or to compromise national integrity or interest.

GOVINDA CHITRAKAR

I would like to thank Deepak for writing a very detailed yet simple and stimulating paper. We could even take this paper and turn it into a working paper. I would like to add that if we can develop strategies of how to go about achieving the goals stated in this paper it would be all the more appropriate. We are weak in strategising and achieving our goals. This paper has touched upon a very sensitive topic and called it the "Politics of Improvement". This in future could turn into a very controversial topic and we have to be careful about how we expand and employ this ideology, for the local people could misunderstand this as party politics.

I would like to disagree with Poonam Thapa on her prescription of the structure of the coordinating body. Rather than go into the details of the apex body we should be able to define its basic tenets and then recommend to the government what type of apex body is required in Nepal.

JOHN LAIN

I would like to ask a further question on what Deepak has suggested about a General Assembly which then selects its own management board. This is a very exciting idea and I would like to make two small points about it. INGOs would very much like to be included within the General Assembly I would be very displeased if INGOs were excluded from this scene. Secondly, if you elect your own Board it is a pressure group in relation to the Government and has a very good function. There is a problem here however, I do not think that a democratically elected body can also carry

out its own monitoring, coordinating, approving and evaluating functions. I would like to therefore suggest, although this is also not totally satisfactory, such coordinating functions be decentralised from the central board and be carried out at the district level. It is at the district level that people have a clear picture of what is happening in that particular district and better prepared to respond to the needs of NGOs there. I would like to make a plea that there should be a coordinating and monitoring body at the district level and that it is distinct in function(s) from the central representative body.

SANTA LAL MULMI

As we progress with the discussion there are a few contentious arguments that have come up. Some people have come forward with strong arguments regarding Service and Charity. We talk about charity and welfare all the time; we did this in the last 30 years. But if we look around ourselves there are more and more people that are joining the ranks of the destitute. I feel that charity and the Service motto alone will not work. We have to help them to help themselves.

We also discussed NGOs and politics. I believe we cannot keep politics apart from development and therefore from NGOs. There may be many different approaches and ideologies but rural development is indeed politics in action. Regarding secularism I feel that if we follow the Hindu philosophy, which I too follow, it does not only say give alms to the poor but it also says live and share with the poor and alleviate their position as equals.

DR. MIGRENDRA RAJ PANDAY

I have attended many Conferences but they have all been in the medical field. This is my first NGO conference. I like the paper just presented by Deepak Tamang as I feel

this is a practical paper. I too run an NGO, first confined to health but now also community development. This NGO is called the Migrendra Medical Trust. The paper just read out has brought forward all that I have been saying for the last few years. These ideas are all valid. I started and worked in this NGO before the formation of the SSNCC. when it began it began with the ideals that to *serve is divine*. It started with the first stage i.e. social welfare. After this many ideas came to my mind. We in MMT began to realise that it is not enough to confine ourselves to charity alone. We therefore began some economic programmes which would help the community to become economically strong. We began distributing spinning wheels. Looking back with hindsight, I can see that is perhaps the best programme we have carried out through MMT. It helped the community not only economically but also to improve their health, nutrition and literacy status. Women who 10-12 years ago had suffered malnutrition and T.B. as a result of extreme hard labour carrying wood and selling it in the Kathmandu bazaars now have another means to earn their livelihood sitting at home, spinning wool and feeding it to the carpet industries. This programme had another spin-off too. A decade ago the area around Sundarijal was completely denuded of forest cover. Now the people have protected that area, since they could afford to do so, as a alternative means to earn their livelihood was presented before them. They do not even require forest guards to police the forest. This I think fits in with the second generation NGOs that the paper talked about. To achieve this we did not need a project, nor a proposal or external aid. We had to treat the community as dignified human beings and to provide them with some motivation. We also realised through **this learning by doing approach** we had to win the confidence of the community. Not only to command them to do this or that but also to ask for their opinion and to make

them partners in the decision making process.

Just as we discussed in this session, I feel that we are now trying the third generation approach in the community. We are asking a few basic questions such as "Why is the community poor" and "How can there be a more equitable form of development". Without this just and equitable form of development we feel that by initiating projects alone there can be no real development. The fruits of development will be cornered by a few privileged segments. This does not help to fulfil our objectives. We have to think and devise ways and means to reach the most backward and vulnerable groups. The backward groups have been exploited and suppressed so badly in our areas that it is very difficult to revive their spirit. We have to revive their morale and spirit so that they can be proud of themselves and their own achievements. Secondly, there is a group which has the vested interest to keep the poor in their status quo. These are the people who see the backward groups as their "vote banks". We therefore have to create awareness in order to liberate the backward groups from the clutches of various tiers of vested interests.

There are tremendous challenges ahead for NGOs. We should cooperate closely and wherever there are success stories we should support them and do away with polemics and jealousies in the NGO scene. Finally, in the Nepal context we must work with the all three generations approach that we have been discussing to-day.

KRISHNA SOB

I feel that the discussions in this session as a result of the paper are very good. There is still a lack of ideas and proposals especially when we have to suggest easy means for NGO operations in the changed political context and what should or should not be the role of the SSNCC. In the context of the changed

political context, there are tremendous expectations in terms of development delivery from the Government to the people. In this atmosphere, NGOs should reshape and reorient their modus operandi to meet the challenging days ahead. We should also recommend to the Government various laws and initiatives that could be taken for or on behalf of the NGOs. In terms of politics and religion I would like to suggest that man is born with politics as defined by Plato. Where NGOs can refrain from politics is in the sphere of power politics. Religion is a very emotional issue. Fundamental religious creed should not be a part of NGOs, religion has its own place.

DR. INCHLEY

Look at this issue of "Dharma" from another perspective. I feel that a person who has a greater view of God has a better and greater view of fellow man. It is people with that kind of motivation who are the innovators and workers in NGOs and INGOs, I would, therefore, like to challenge you with that thought. There is a difference between the motivation derived from this belief to help other fellowmen and the actual service one does. The work can be secular whereas your motivation to serve can arise from religious belief. We, therefore, as a Christian organisation do secular serving work in Nepal and our work is secular in character. This needs to be understood clearly in order to understand the motivation of some of the INGOs that are working in Nepal.

MR. KHOJU

I would like to put forward my request that the coordinating body and its basic character should be outlined and a guideline prepared by NGOs present in this forum through a sub-committee. I would also like to suggest that we need to clearly identify and categorise the various NGOs to be

coordinated. This could be done in terms of their activity, character, specialisation, geographic location and their status in either national, district or local NGOs. The work of the coordinating body should be that of a facilitating agency that would match the INGOs with NGOs and help them in training and capacity building. It should also possess an information and documentation centre for the NGOs to make use of. This will lessen administrative bureaucracy as well as control in the name of monitoring and evaluation. I would also like to see some relevant government representatives in the Coordinating committee. Other members should be chosen by NGO election who will send their representatives to this body. I also feel that various volunteer agencies should also come under this coordinating body in order to have a uniform volunteer programme in Nepal.

Sensitive issues such as religion have been discussed extensively here. I do not want to go over it again. I strongly feel that the Hindu Dharma Sewa Samittee should be changed to simply Dharma Sewa Samittee. This will therefore give just dispensation to all religions. If our Hindu Dharma is made of gold nothing can change this substance. On the other hand if it is made of brass we cannot change it to gold by simply shouting in this forum. Religious secularism must be ensured in fairness to all religion.

MICHAEL LUHAN

I wanted to add one thought during this session based on my experience working in Central America as a reporter. This has to do with the kinds of NGOs and international NGOs with their own narrow vested interests. We should consider labour organisations with keen interest and some introspection, because this is the field which is easily penetrated by vested interest from outside. This is done by either setting up labour organisations or labour training organisations. These are not training

missions at all but are really ideological indoctrination centres. They can be communist or in the other direction, fermenting labour organisations that are subservient to management. This is one area; another area is those NGOs set up to distribute commercial products. The way it works is very simple. You set up an NGO in Family Planning for example, and have an outside funder come and give products and financing in order to distribute these products. In fact this is not a developmental activity at all but just a ploy to distribute the national product of a particular country in the third world. Nepal's Government has to screen very carefully the activities of such organisations and look at this arena of activity as well. It is an important function of a coordinating body to screen and analyze the end use and the end product of an outside agency who wants to give finances and put in technical assistance into the country.

CHINNYA KAZI TULADHAR

In order to facilitate health, NGO growth in Nepal, there has to be a strong convention among NGO managers which ensures that each NGO has a well written constitution of its own. Having framed this constitution the NGOs should follow this in order to reach its goals.

PRAKASH CHANDRA JOSHI

I would like to congratulate Deepak Tamang for putting before us a very comprehensive paper. I would like to pick up one point from this paper. (Point H. from Section 2.2.3 i.e. "through the medium of". It says "Promotion of a dignified human quality of life, materially, spiritually, culturally, ethnically, socially, politically".

This suggests to me that even the political parties can play or promote NGO roles. I raise this question because of the

recent roles played by political parties in Nepal. The role of the political parties was not only to form the government. I am also moved by the statement in this paper that. "Total national development is more than mere economic development". Our chairman for this session, Mr. Padma Ratna Tuladhar, has devoted a major portion of his life towards creating a more just and equitable society through his left party. I also agree with the Prime Minister who stated yesterday that political parties also play the role of NGOs before they take up formal governmental powers.

DEEPAK TAMANG

Basically I have two points to make as a rejoinder to my paper and the spirited floor discussions that we have had during this session. I am a rather lazy person and do not carry out my prayers and pujas regularly, But I can claim to have a religious bent of mind, Most of us here, I suppose, have a religious bent of mind. If we look at history, we find that when religion takes on a fanatical, fundamental tone than all the troubles begin. When religion becomes a dogma then wars are fought in the name of religion, a country is divided, neighbours are attacked and we have all the miseries that we can find in this world. What I would like to put forward in this forum is this: Religious precepts and principles can guide NGO work but dogmas and fundamentalism should not find a place in this sector. Secondly, I would like to disagree with those speakers who said that NGO discussions should not be carried out in Kathmandu and outside the elected parliament. Ideas are powerful tools to shape and temper policies and such policy discussions should take place, be it in Kathmandu or the villages, outside the mandate of election and formal parliamentary discussions.

MR. PADMA RATNA TULADHAR CHAIRMEN'S COMMENTS

Ladies and Gentlemen, taking into consideration the serious time constraints we have here and the interest and curiosity on the subject of NGOs and especially NGOs and the Marxist/Leninist ideology, I would like to put in brief some of the thoughts that cross my mind.

I am happy to be here and fortunate to be part of these discussions especially when it comes at a time when the country is passing through political changes. It is very timely that this Conference should take place attempting to identify the role of NGOs. My own conviction is that the people of Nepal should be able to bring about political changes in all sectors of our society, be it social, economic, religious or others. This Conference discusses all of the above and I am very pleased with such processes. Once you have come to some conclusion, you should take this conclusion to the masses because this topic is too important to be left to the academic and this conference table alone. As some speakers have suggested earlier, this is the concern of suppressed people in the past, NGO activity is for the service of the innumerable people in the country side and as such they should have the privilege to know what are the latest trends and thinking in the NGO world. I am also confident that you will be able to voice your concerns to some of the dominant political power centres existing in the country. I would also like to suggest that the conclusions should reach the Interim Government currently in power.

In the present context, this conference should provide an excellent opportunity to the political leaders to improve their understanding of the roles and potentials of NGOs. The political leaders were not in a position to be briefed during the last 30 years because they were busy trying to dislodge the unpopular Panchayat System or to gain political freedom. Hence there is a

lacuna, especially where NGO potentials and activities are concerned. This conference should be able to inform the leadership on the potentials and prospects of NGOs; on various sectoral activities that can be nurtured and strengthened; on the roles of INGOs; where they come from; their various motives; their mode of operations and their impacts, both positive and negative.

Having put so much effort into this conference as well as in your professional lives through the NGO world, you should now bring the conclusion of these discussions to the attention of both the current political leadership and the common public.

I do not need to elaborate further on these points. You have all said and agreed that this session paper which has been presented here is of recommendations. This was an opportunity for me as well to familiarise with NGO activities. When in Parliament during the previous government, as a member of the Marxist/Leninist group, I had interactions with NGOs in the rural areas and I felt that they were doing a good job where the government service had not. The supplements to Deepak's paper, which came as comments from the floor, are extremely good and you have now put forward comprehensive views which the paper had not clarified. I am greatly inspired by your discussions. In my personal capacity I will take these messages to the Nepali Congress, the United Left Front and the Government.

There were a number of speakers who said that there should be a special act in order to facilitate NGOs to serve the people. I think this is a very useful suggestion which the political leaders and workers should take up. I am aware that, in the past, NGOs and INGOs have faced obstacles preventing them from serving the people. People trained abroad did not find the freedom and the space to work in the rural areas through NGOs.

Genuine NGOs with non-profit motives, too, had no freedom to work for the

benefit of the people or the country. Their goodwill and potential was wasted. If this environment persists then you will realise very soon that there have been no real political changes in the country. I would like to reiterate that, together with political leaders and political workers, who now have the political freedom and the freedom to carry out their developmental activities. I agree with the intentions and opinions that you have all expressed here in this forum and I will pursue this matter at all political levels within and outside the government.

In matters pertaining to the very sensitive issues which have been raised here, I feel that it is better to air them here than suppress them within ourselves. On issues such as Secularism, I feel that individuals should pursue their faith according to their conscience. The Hindu Religion will remain as it is even under secular Nepal. I believe that secularism, does not oppose religion. Take an NGO that is secular in character; I believe that this NGO will have its own aims and objectives based on non-discrimination of religious sects be it Hindu or Buddhist. This also links up to my earlier statement that NGOs should also find the freedom which the political groups are now experiencing. NGOs that are secular in character will serve the nation without discrimination. On the other hand, NGOs such as Paropakar or others with a religious bent of objectives will also have the leeway to serve the nation.

To-day some one from the floor asked me a personal question. She wanted to know how the Left Front or the Marxist/Leninist viewed the NGO scene. On NGO and Secularism, I, as a member of the Left Front, can say that we in the Left Front know very little about the NGOs. We do not know their problems, their potentials or their prospects. We do not know where the INGOs come from, what their motives are and how they finance their projects. I am pretty sure that the other dominant party, the

Nepali Congress, knows precious little too. We would like to see secularism in Nepal.

In terms of ideological principles, I would like to state that within Marxist groups there are divided opinions. One group now says that there is no communism in the Soviet Union any more. Others claim that there is communism in the Soviet Union. The former groups while articulating their claims, now say that the state has given up the production and distribution function. Private organisations have taken up these functions based on personal profit. Hence, there is no Communism in the Soviet Union and the more powerful and dominant groups or individuals will exploit the less dominant or weaker ones. The latter refutes this school of thought saying that in the major social service public sector the state is still the ultimate controller and hence Socialism/communism exists. This argument helps to clarify the points raised this afternoon. Do Marxists believe in privatisation? Within the Communists in Nepal, and I speak for the seven left groups in the Left Front, we believe that both private sectors and NGOs have a complementary role to play. This is because the economic and social structures are not yet ready to change into the new society that the Left has envisaged. Because of these factors, even the Left feels that the government must recognise the importance of NGOs and the role they can play in complementing the efforts of the government. With regards to religion, in one way the communists are anti-religion. Because of this it is possible that the Left Front will oppose any overt religious overtones in NGO works. Having said this, let me qualify this statement. The left Front currently feels that we must support secularism. This we feel must be supported from the premise that religion is based on one's personal faith and therefore it is an individual affair. The state has nothing to do with one's religious faith and it should not impose any faith. In this context individuals

should have the right to worship and to profess their own religion based on faith and conscience. Institutions also must have the freedom to follow their own faith and profess religious belief under secularism. This is not a politics of either contradiction or conflict in the Left Front's values. It is a matter of understanding and compromising between various political groups within the interim government. Currently, the interim coalition government consists of two poles of power that are miles apart in ideology, yet they have come together to reach goals and certain objectives. The alignment was mooted during the movement for the restoration of democracy in Nepal, it is currently ongoing in the Interim Government and it should continue until democracy takes firm roots in Nepal after the elections.

Based on this pragmatism, the Left Front also feels that NGOs are necessary in order to make the country economically viable, socially and culturally vibrant and to overcome backwardness in the remote villages of Nepal. This means that the Government must give NGOs certain freedom to carry out programmes and not interfere unduly in petty administrative or managerial matters. When it comes to the interest of the masses, then the government has a responsibility to ensure that NGOs do not contravene these agreements or laws and will show flexibility and compromise with the Government in power.

Lastly, I would like to emphasize what I touched upon earlier. I have said that with political change there should also be social changes. This can only ensure that the political changes that we have secured can be preserved and strengthened. If we realise this responsibility, then surely there is a great opportunity and role for NGOs to contribute positively to social change based on democratic principles. If you realise this opportunity then I feel that NGOs can contribute immensely where political parties cannot. Let me give you some examples:- take the case of moral values. The biggest

damage that the Panchayat system did in its 30 year period was the erosion in moral values. This erosion in moral values took its toll in the civil services, various departments, ministries and projects and in the commercial and private sectors. This is our biggest problem and our biggest challenge currently. To mend and repair this service for the people of the country, all these sectors have for the sake of monetary profit, sold their moral values. This problem and this challenge can be taken up not only by the leaders of various political parties but also by various concerned citizens, intellectuals, social workers, laymen and NGOs. Looking at the enormity of the challenges, I have said in various forums that our country needs not only statesmen and political leaders but *Mahatmas* such as Buddha or Gandhi in order to repair the moral erosion that has taken place in our society. As this cannot be solved individually, NGOs should be the medium through which this moral repair can take place. Such NGO work will be the salvation of Nepal.

Another example I would like to give is of a more practical nature where NGOs can play the role of pressure groups or conscience keepers. Take the quality of water in Dharan or Kathmandu. The official technical authority of the government has certified that the water here is "NOT POTABLE". Yet we drink this day in and day out. NGOs can create awareness through consumer forums and pressurise the Government agencies to be more competent and deliver better services to the people. Similarly, better macro planning and efficient utilisation of resources could lead to better rural drinking water systems which in turn will save time and ensure the better health of the people.

A more political example is that of Human Rights violations. We have now a changed political scenario and with it certain fundamental rights in the political arena, but in other sectors there have been no changes. In this environment the majority of the

people see no changes at all in their lives. NGOs can help ensure that human rights and more equitable democratic changes be ushered into other sectors as well. I say this with the Jail conditions and the laws in mind. About 75% of the prisoners in my mind are those that have been falsely implicated by the Panchas. The Panchas murdered people and implicated simple villagers as political foes. The accused was forcibly tortured and made to give a statement admitting that he committed murder. This landed him in Jail for 20 years as a murderer. NGOs with a Human Rights mandate should be able to help such cases and prevent distortion of laws in future through information dissemination and lobbying.

Taking up the question of deforestation as an example, I feel that even the political workers can play the role of NGOs. This must be done through non-partisan interests where the political mobilization of the masses could be achieved through political

awareness of the problem. However, if the political workers are not sincere, even in purely natural problems such as deforestation and environment, and start to set up NGOs in order to further their own partisan interests, then this will become a very severe problem. When such partisan politics enter NGOs then in my mind they become an organ of the party and cease to be NGOs. There are of course, some NGOs that serve more as watchdogs of political abuses, such as Amnesty International on human rights, Asia Watch on human rights, and certain election monitoring or those that help a country to frame a democratic constitution. I feel that we can also support and promote national NGOs that work on the above lines and objectives. This will help democratic institutions to be strong and fair through such NGOs' neutral politics.

In this manner I feel that there is a vast field and scope for NGOs to play their diverse roles in Nepal meaningfully.

Third Day
Finalization of the Comminique
(June 27, 1990)

SCHEDULE

- | | |
|-------|----------------------------------|
| 9:30 | - Tea/Coffee |
| 9:45 | - Discussion among facilitators |
| 10:45 | - Preparation of the proceedings |
| 12:00 | - Submission of the Final Draft, |
| | - Communique of the conference. |

Conclusions Of The Working Conference On

Identifying Roles Of NGOs In The Changed Political Context

June 25-26 1990, Kathmandu

A. REVIEW OF THE PAST EXPERIENCES OF NGOS IN NEPAL

1. Real grass roots and issue-oriented NGOs were suppressed and/or dominated by the SSNCC.
2. No political space was given for the existence of indigenous/professional development oriented NGOs to carry out village-level activities.
3. While SSNCC played a useful role in dispersing the activities of international NGOs across districts, it failed to provide effective coordination or to encourage institutional development/local capacity building initiatives.
4. To the contrary, dependency on the centre was created and reinforced; channeling of foreign funds was cumbersome and not transparent, and hence there was no accountability.
5. Whereas SSNCC should have provided linkages and solidarity to NGOs at different levels, it instead pursued a policy of "divide and rule" by allowing formal linkages only to the centre.
6. Government interference and Panchayat politicization affected NGOs right down to the grassroots level.

B. PERCEIVED CHANGES IN THE NEW POLITICAL CONTEXT

1. National NGOs are already experiencing a "take-off" as a result of the new freedom to organize.
2. There is a strong possibility of significant increases in partnership/funding for Nepal from international NGOs (INGOs) as a result of the democratization movement.
3. However, there is a danger that political parties may use NGOs not for neutralist development, but as a means to pursue specific political agendas; such partisan activity should be disallowed in the NGO sector.
4. There is a similar concern about religious organizations working through NGOs to publicize dogmatic or fundamentalist/evangelical creeds; such activity should be disallowed in the NGO sector.
5. NGOs may have a free hand to work directly with communities, without repressive interference from the centre.
6. There is a necessity for constitutional guarantee to enable NGOs to carry out their activities regardless of electoral and policy changes in the central Government.

7. A built-in mechanism in NGO policy guidelines/documents of the Government is needed to channel relevant information about NGO activities to the central government for coordination with national development objectives, i.e. to preserve a "one-window policy" for this sector.
8. Conversely, NGO participation is required in the policy and decision-making process of the government to ensure the same end.

C. Developing a Role and Identity for NGOs vis. INGOs:

1. INGOs should take a more holistic and sustainable long-term approach toward nurturing and supporting NGOs. This would mean more programme and institutional support rather than simply adhoc projects, as is currently the case.
2. INGOs must work with a local NGO counterpart in every programme, or help build and groom such an NGO where one does not already exist.
3. Expatriate technical assistance should be limited to those areas where it is most needed, and where comparable expertise is not locally available.
4. INGOs should play the role of a "coach" rather than an implementer as far as it is possible.
5. While the government or a national NGO body should continue to "screen" INGOs to ensure the integrity of there programmes in Nepal, bureaucratization should be lessened in order to facilitate development goals.
6. INGOs should be able to work directly

with local NGOs, but with a mechanism to inform the government through national and/or district level coordination bodies.

vis. Local NGOs:

7. Nepali NGOs should have a direct role in national planning and decision-making regarding NGO activities. Such a policy could be reflected by inviting NGO representatives to formulate programmes together with the Government in the country's Five Year plans.
8. To provide this input and enhance NGO coordination, there should be a central body constituted of elected NGO representative.

D. RECOMMENDATIONS TO THE HMG GOVERNMENT

vis. Legal Framework:

1. There should be an explicit provision in the constitution preserving the right for NGOs to carry out there activities regardless of policy changes at the centre which are brought about by elections.
2. The requirement of INGOs to work with and/or develop local NGO counterparts in all programmes should be spelled out in laws governing foreign development assistance.
3. National laws should set standards of job security and legal rights for Nepali employees working in INGOs and donor agencies, as well as joint Nepali/Expatriate review boards to formulate and implement Personnel Policy.
4. A clearer definition of "NGO" is

needed in the legal system to facilitate their emergence and functioning, as well as the prevent abuses of the privileges granted to NGOs.

The parameters of this NGO definition should be:

- a. voluntary
 - b. non-profit orientation
 - c. secular in both a religious and political context
 - d. objective oriented, directed at disadvantaged/poor/ weak constituencies
 - e. not aspire to formal political power
 - f. private, participatory, equity-based
 - g. user groups, associations of beneficiaries groups
5. Furthermore, the following classifications of NGO should be covered by the legal definition:
- a. social service
 - b. human resource development
 - c. local environmental resource utilization/preservation
 - d. information/research groups
 - e. action/activist groups
 - f. human rights groups
 - g. community/ethnic development groups
 - h. user groups
 - i. groups engaged in more than one of these activities
6. A useful starting point for defining "NGO" in broad terms could be that offered by Integrated Development Systems (IDS) in an extensive study on indigenous development efforts in Nepal that was carried out in 1985:
- "(NGO) is defined as organized effort, on a collective basis outside the

government, in the promotion of political, economic and social interest leading toward self-reliance and an improved life situation for its members."

(Non-governmental Institutions and Processes for Development in Nepal, IDS, 1985).

vis: NGO Roles

7. In the future, activities of INGOs and NGOs should continue to complement and supplement those of HMG in promoting social services and national development.
8. However, INGOs/NGOs can in some cases provide services on a more effective and cost-efficient basis, particularly in remote areas, and this should be recognized by the national planning process in allocating investment of resources.
9. HMG should release a "white paper" to examine and clarify the exact role of NGOs within the new national development context.

vis. National Coordination Body

10. As a starting point A TASK FORCE represented by relevant various NGOs be constituted in order to work out the details of the coordinating/facilitating body in order to come up with specific institutional structure and content of the body. This recommendation should incorporate both national and district level coordinating components which, among other, specifies roles such as monitoring, evaluation, process documentation and other desirable parameters.

Working Conference On Identifying Role Of NGOs In The Changed Political Context

(June 25 - 26, 1990, Kathmandu)

Name of Participant	Organization
1. Mr. Harihar Acharya	World Bank
2. Mr. Kishori Acharya	Women Dev. Club
3. Mr. Matin Adam	Rural Community Dev.
4. Mr. Huta Ram Baidya	RUTDES
5. Mr. Biren P. Bangdel	K-Bird
6. Mr. Hari Banstola	CECI
7. Dr. Shyam Bhurtel	CNAS
8. Mr. Man Bahadur Bishwokarma	Nepal Rastriya Samaj Kalyan Sangh
9. Mr. Ramesh Bista	DDP
10. Mr. Amrit Rantna Bajracharya	National Planning Commission
11. Mr. S.H. Butterfield	Arun III Project
12. Mr. Diwakar Chand	SSNCC
13. Mr. Anil Chitrakar	IUCN
14. Mr. Govinda Chitrakar	Freedom from Hunger
15. Ms. Isabel Crowley	UNICEF
16. Mr. Dinesh dhungel	Non-Formal Education Centre
17. Mr. Ratna Dhungel	HANDS
18. Mr. Philip Donzier	CECI
19. Mr. Michael Emblem	USC-Canada
20. Mr. Surendra Gautam	Int. Nepal Fellowship
21. Mr. Krishna Ghimire	Care-Nepal
22. Mr. Micheal Gill	Asia Foundation
23. Dr. Harkha Gurung	New Era
24. Mr. Narendra Gurung	East-Consult
25. Mr. Jill Carr Harris	South-South Solidarity
26. Mr. Jim Harris	USAID
27. Dr. Bill Hawes	Nepal Fellowship
28. Mr. Raymond Jannssens	UNICEF
29. Mr. Prakash C. Joshi	East Consult
30. Mr. S. Kafle	YACC
31. Mr. Lex Kassenbery	Care-Nepal
32. Mr. Badri N. Kayastha	No-Frills
33. Mr. Ms. Shanta Khadki	UNICEF
34. Mr. Babu Ram Khanal	JYC
35. Mr. Hari Bahadur Khoju	RUCODES

- | | | |
|-----|----------------------------|---------------------------------------|
| 36. | Mr. Chapa;a Koirala | WSSC |
| 37. | Mr. Prakash Koirala | Save the Children Fund (UK) |
| 38. | Mr. Ms. Julians Kramer | Redd Berna |
| 39. | Dr. Valerie M. Lactkey | Int Nepal Fellowship |
| 40. | Mr. M.S. Lama | Action Aid |
| 41. | Mr. Shridhar Lamichane | Action Aid |
| 42. | Mr. Jon Lane | Water Aid |
| 43. | Mr. Tone Lavvtel | Redd Berna |
| 44. | Mr. Keith Leslie | Save the Children (USA) |
| 45. | Ms. Kalpana Limbu | SAP/Nepal |
| 46. | Mr. Michael Luhan | Reporter |
| 47. | Mr. John Mackenzie | British Council |
| 48. | Mr. Dhruva Maharjan | SPACE |
| 49. | Ms. Monica Manadhar | CCO |
| 50. | Ms. Sharda Manadhar | National Planning Commission |
| 51. | Mr. Edgar Metzler | UMN |
| 52. | Mr. A Mukhopadhy | South-South Solidarity |
| 53. | Mr. Shanta Lal Mulmi | OXFAM |
| 54. | Mr. Basudev Neupane | SAP/Nepal |
| 55. | Mr. Roger Niegel | K-Bird |
| 56. | Dr. Druga Prashad Ojha | DDP |
| 57. | Mr. P.R. Onta | East Consult |
| 58. | Dr. Jwala Raj Pandey | Sanatan Dharma Sewa Sammittee |
| 59. | Dr. Mrigendra Raj Panday | Mrigendra Medical trust |
| 60. | Dr. Tika Pokherel | Redd Berna |
| 61. | Mr. Rabi Pradhan | Tinau Kastha Karyalaya |
| 62. | Dr. Som Pudasaini | Family Planning Association |
| 63. | Mr. Babu Ram | Small Business Promotion Project |
| 64. | Mr. H.R. Regmi | Ministry of Local Deve. |
| 65. | Ms. Lucia Regole | UNDP |
| 66. | Mr. Nigel Roberts | World Bank |
| 67. | Ms Teneke Roholl | SNV Nepal |
| 68. | Mr. Datta Tray Roy | UNICEF |
| 69. | Mr. Bhubneshwori Satyal | UCEP-Nepal |
| 70. | Dr. D.D. Shakya | Business & Professional Women
Club |
| 71. | Mr. Tika Ram Sharma | Sewa Shram |
| 72. | Dr. Ava Shrestha | TU |
| 73. | Mr. Bijaya Lal Shrestha | SEARCH |
| 74. | Mr. Binod Krishan Shrestha | Gorkha Dev. Project |
| 75. | Mr. Birendra Man Shrestha | SSNCC |
| 76. | Mr. Dwarika Man Shrestha | Arun III Project |
| 77. | Mr. Indira Shrestha | SHTRII SHAAKTI |
| 78. | Ms. Kusum Shrestha | Nepal Law Society |
| 79. | Mr. Rajendra B. Shrestha | CEDA |
| 80. | Mr. S.P. Shrestha | CCO |
| 81. | Mr. Sri Ram Shrestha | USC-Canada |
| 82. | Mr. Dwarika Man Singh | YACC |

83.	Ms. Kanta Singh	IDS
84.	Ms. Mangala Devi Singh	Nepal Women Association
85.	Ms. Manjuri Sing	Redd Berna
86.	Ms Meera S. Singh	Ministry of Labour & Social Welfare
87.	Mr. P. L. Singh	Nepal Congress
88.	Ms. Lesley Dela Cout Smith	VSO
89.	Mr. Krishan Sob	Save the Children (USA)
90.	Mr. Kedar Subedi	Bimarsha
91.	Mr. Amrit Sunwar	SAP/Nepal
92.	Mr. Uma Strumann	Small Business Promotion Project
93.	Mr. A.K. Tamang	IDS
94.	Mr. Deepak Tamang	SEARCH
95.	Mr. Narendra Tamang	VSO
96.	Mr. Ms. Prabha Thacker	ICIMOD
97.	Mr. S.B. Thakur	CNAS, TU
98.	Mr. Burub Shumshere Thapa	GAA
99.	Ms Mona Thapa	Nepali Congress
100.	Dr. Poonam Thapa	TU
101.	Mr. Nirmal Man Tuladhar	CNAS
102.	Mr. Padma Ratna Tuladhar	United Left Front
103.	Dr. T.N. Uprety	CWCP
104.	Dr. David Waler	PACT
105.	Mr. G.K. Wardell	UMN
106.	Mr. Ramesh Yadav	Community Welfare & Development Society
107.	Mr. S.P. Yadav	JNJ
108.	Ms. Hisila Yami	IOE
109.	Mr. H. K. Yonjon	East Consult