

IUCN

The World Conservation Union



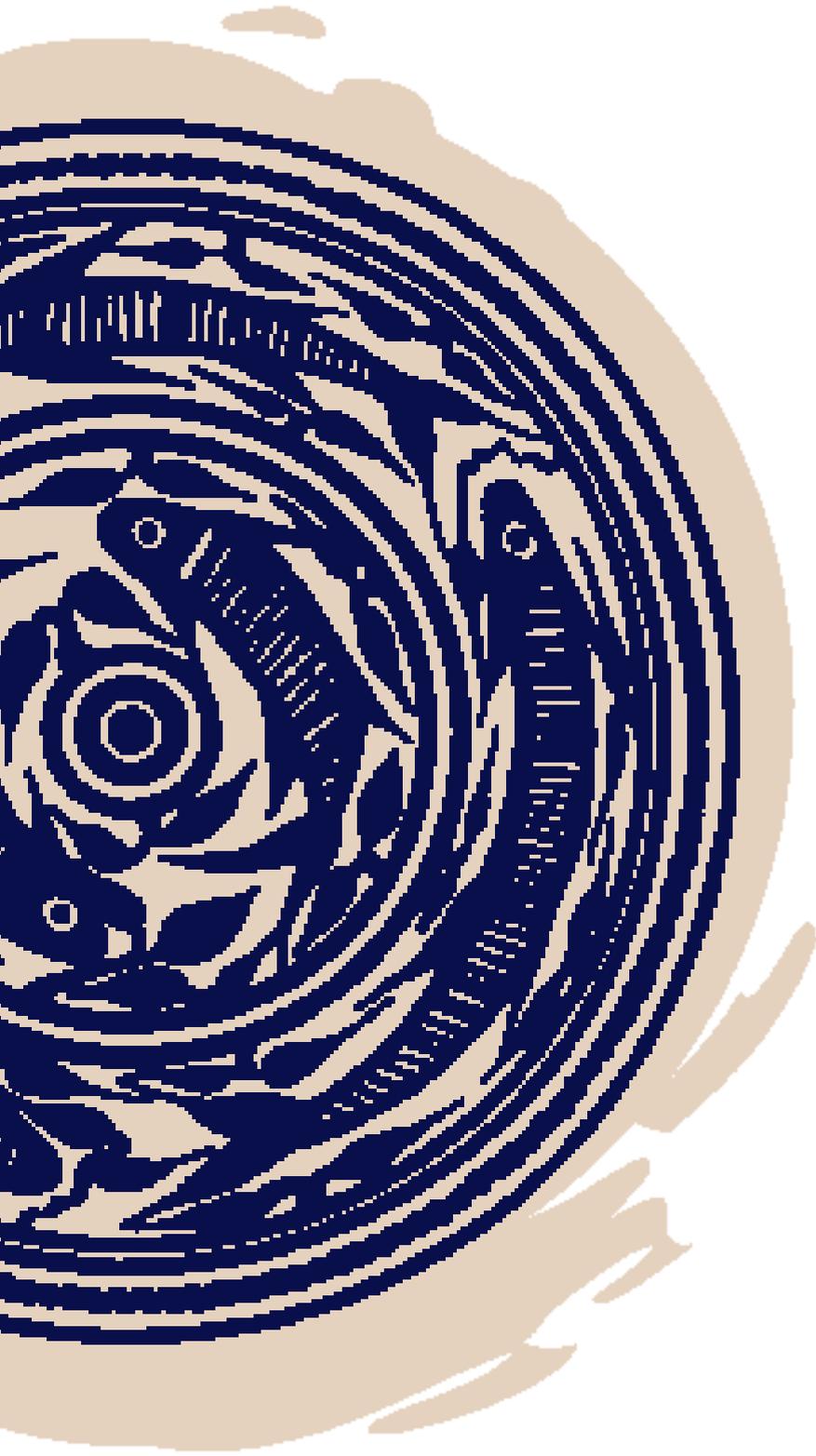
A STRATEGIC

FRAMEWORK

FOR IUCN

PAKISTAN

2002



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FOR IUCN
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IUCN
The World Conservation Union

2020



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Pakistan

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Acronyms

BAP	Biodiversity Action Plan
BCS	Balochistan Conservation Strategy
EIA	Environmental Impact Assessment
ERNP	Environmental Rehabilitation in NWFP and Punjab
HQ	Headquarters
IUCNP	IUCN Pakistan
MACP	Mountain Areas Conservancy Project
NACS	Northern Areas Conservation Strategy
NEQS	National Environmental Quality Standards
NCS	National Conservation Strategy
NWFP	North West Frontier Province
PCC	Programme Coordination Committee
PEP	Pakistan Environment Programme
PNC	Pakistan National Committee
SAARC	South Asian Association for Regional Co-operation
SAP	Social Action Programme
SDNP	Sustainable Development Networking Programme
SDPI	Sustainable Development Policy Institute
SMG	Senior Management Group
SPCS	Sarhad Provincial Conservation Strategy
RNE	Royal Netherlands Embassy



Introduction

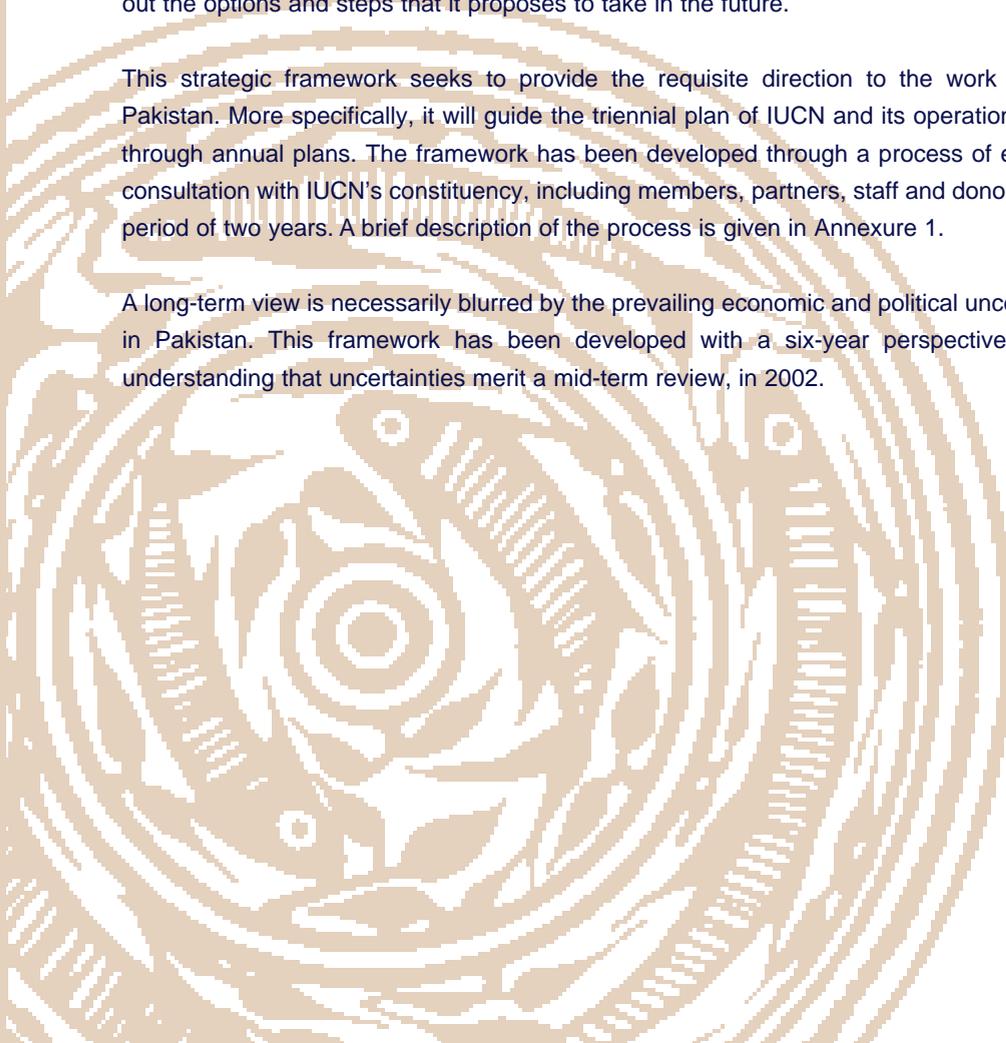
Fifteen years ago, in 1985, IUCN-The World Conservation Union set up its office in Pakistan, essentially to help the Government of Pakistan develop a National Conservation Strategy (NCS). In the process of NCS development and approval by the Cabinet in 1992, the demand for IUCN's services increased. While the government asked IUCN to continue its support to further the NCS agenda, the NGO community appreciated the environmental leadership provided by IUCN. Consequently, 1992 proved to be a watershed year in IUCN Pakistan's history: the organisation took several new staff and projects on board.

In 1993, IUCN produced *The Way Ahead: IUCN Programme in Pakistan* as a measure of its current and future thinking. The purpose was to focus the organisation's work on key priorities of the NCS that would be relevant to its mission, experience and expertise. This programme was implemented over the period 1994-96.

Both external and internal changes have shaped IUCNP's decisions. New programmes and projects have been undertaken, some new initiatives have faced setbacks and existing initiatives have set new directions. IUCN's constituency in Pakistan has increased expectations from the Union. It is time for IUCNP to reassess its long-term priorities and spell out the options and steps that it proposes to take in the future.

This strategic framework seeks to provide the requisite direction to the work of IUCN Pakistan. More specifically, it will guide the triennial plan of IUCN and its operationalisation through annual plans. The framework has been developed through a process of extensive consultation with IUCN's constituency, including members, partners, staff and donors over a period of two years. A brief description of the process is given in Annexure 1.

A long-term view is necessarily blurred by the prevailing economic and political uncertainties in Pakistan. This framework has been developed with a six-year perspective and an understanding that uncertainties merit a mid-term review, in 2002.





1

Background

1.1 External Trends

The arena for sustainable development work is changing fast, partly characterised by the changing role of the State. International policies and attitudes as well as a considerable amount of local action, is increasingly determined by multilateral agreements, for example the Convention on Biological Diversity, the Convention on Climate Change, the Convention on Combating Desertification and various trade agreements. Globalisation of markets and information is enforcing greater regional co-operation accompanied, ironically, by increasing regional disparities. International agencies prefer some countries for investment and aid over others, while some countries are better prepared to absorb aid and trade than others. International trade is expected to increase, but with greater conditionalities and controls, especially on trade with southern countries. Development aid is declining, but a great part of what remains may flow through governance, poverty eradication, population control, human rights and environment windows.

The commitment of the so-called developed world to the environment might plateau domestically, but their pressure on developing countries for more environmentally responsible behaviour will continue, resulting in more embargoes and penalties upon failure to meet international obligations and standards. The governments of developing countries will also face internal pressures from NGOs and other civil society organisations to address environmental issues. The influence of NGOs is likely to increase, despite the move in some countries to curtail their activities. A greater role for NGOs and the private sector is foreseen with accompanying reduction in the role of the State in providing public and civic services. There will, however, be pressure on NGOs to be more transparent and accountable to the government, donors and the public.

Within the developing world, especially in Asia, national economies have retrogressed, and the trend continues. This has resulted in a decline in attention to environmental issues which were seldom a favourite with these governments, and which had only just begun to rise on their agenda. The decrease in local resource availability for environmental work will be aggravated by the imminent decline of donor aid to developing countries in the South, and especially for Pakistan which must deal with an economic backlash from the tests of nuclear devices in May 1998.

In Pakistan, key sustainable development issues are a continued degradation of the natural environment, exacerbated by increasing population pressure, illiteracy and poverty. Many areas face an acute shortage of water accompanied by severe waterlogging and salinity. Unplanned urbanisation with increasing air, water and soil pollution continues, as does deforestation. The issues of gender imbalance, economic inequity and, most importantly, lack of political will and capacity to deal with these issues have added to the severity of the problem.

The past several years in Pakistan have been characterised by an increasing public awareness and debate about the environment, paralleled by frequent changes in the government and their priorities. While the need for organised civic bodies and NGOs was strongly felt and articulated, there were powerful moves to curtail their activities. Efforts to



build the much-needed capacity for the environment have been few and far between, many of which have been suffering from a lack of long-term vision.

Three years ago, a feeling of greater hope and optimism began to emerge, driven by the momentum created by elections overwhelmingly mandating the new government to bring in reform. The economy was projected to grow stronger with an accompanying move towards greater devolution of power, good governance, transparency and accountability. However, the reverse has happened. The economy is facing severe problems and, yet again, environment is on the back burner.

In late 1999, the government changed. Presently some of the immediate actions being taken include involving the broader civil society in decision-making processes. Systems of good governance, transparency and accountability, and public participation in development planning are being proposed. Recently, the government has announced an environmental action plan and it is hoped that more specific actions will follow.

For the government and people of Pakistan, the environment will remain a low priority in the near future, except when linked to imminent international obligations, or visibly to community and rural development. The appreciation of environmental issues by politicians will increase, but this is less likely to result in increased political will and government funding for such projects. The reverse might happen instead. However, this opens up space and opportunity for greater engagement of the private sector and the civil society in environmental work. Following NCS approval, Pakistan has been reasonably successful in attracting donor funds for the environment. Much of the investment was targeted at institutional capacity in environmental compliance, policy and planning and forestry. The efficiency and appropriate use of this support may be of some question. Investments were also made in other sectors related to the environment, such as health, population planning, drainage and energy, but with little integration of the environment. Key areas of freshwater, coastal resources and rangelands have received little attention or support.

1.2 The Organisational Context

1.2.1 The Global Union

Founded in 1948, IUCN-The World Conservation Union brings together states, government agencies and a diverse range of non-governmental organisations in a unique world partnership: over 954 members spread over 140 countries.

The Union's work and programme are supported by its three pillars: membership, secretariat and commissions. The membership approves and oversees the Union's policies and work programme. The secretariat Coordinates the implementation of the approved policies and programmes and serves the membership. It also undertakes programme implementation on the Union's behalf. The commissions are standing institutions made up of volunteer experts and scientists, who technically backstop the Union's work. Presently, there are six such commissions with a total of 9,000 experts. These are the commissions on Ecosystem Management; Education and Communication; Protected Areas; Species Survival; Environmental Law; and Environmental Economics and Social Policy.

Globally, IUCN performs three important functions: (a) research on conservation issues, most notable being its work on the Red Data books of threatened plants and animals, (b) using the research findings to develop, articulate and advocate conservation related policies, plans and other instruments, and (c) assisting communities, locally and globally, in implementing the various policies and instruments as required by its mission.

Recently, the IUCN Global Programme has been involved in a programme visioning and planning process. This has resulted in the articulation of the Union's vision as "a just world that values conservation". To this end, the organisation is seeking the attainment of the two conservation goals:

1. the extinction crisis and massive loss of biodiversity are universally adopted as a shared responsibility, resulting in action to reduce this loss of biodiversity within species, between species, and of ecosystems; and
2. ecosystems are maintained and where necessary restored, and any use of natural resources is sustainable and equitable.

These goals would be achieved by addressing the issues of:

1. poverty;
2. trade and globalisation; and
3. inequitable and indiscriminate patterns of consumption and accumulation of wealth.

as related to the use, abuse and conservation of natural resources.

Capacity-building will underline all of IUCN's work, and its approach will be characterised by strengthening the three approaches of knowledge, empowerment and governance. Knowledge—generating, integrating, managing and disseminating for the conservation, sustainable and equitable use of nature and natural resources; empowerment—enhancing the willingness, responsibility, exercise of rights, capacity and skills of people and institutions to plan, manage, conserve and use nature and natural resources in a sustainable and equitable manner; and governance—achieving systemic improvement of and coherence between law, policy and economic instruments for the conservation and sustainable and equitable use of nature and natural resources.

1.2.2 IUCN in the Asia Region

In Asia, IUCN has been running country programmes in Bangladesh, Cambodia, Lao PDR, Nepal, Sri Lanka, Thailand and Vietnam. In 1997, a decision was taken to reorganise the individual country programmes under a regional umbrella. The South and Southeast Asia regional structure was formulated. At the same time, IUCN Pakistan was invited to be functionally and programmatically a part of the region, although statutorily it is a part of the West Asia Region. This was a useful realignment; the Pakistan programme benefited from the experiences of the other country and regional programmes and the resources of the Pakistan programme (experience, expertise, systems and funds) proved useful in setting up the IUCN programme in the region.

In 1999, the S&SEA Region was expanded and renamed the Asia Region. The Asia Region is looked after by the Regional Director, and extends from Pakistan in the west to Japan in the east.

There are, as yet, no IUCN secretariat offices in Northeast Asia to help Coordinate activities. With the recent administrative changes within IUCN, however, the Asia Regional Office in Bangkok now has the mandate to support Northeast Asia's work. This will speed up integration with the members and commission experts in the other parts of Asia.

Beside the country programmes, the IUCN Asia Programme also has a set of regional programmes in Aquatic Ecosystems, Biodiversity, Constituency, Environmental Impact Assessment, Forest, Monitoring and Evaluation, and Sustainable Use. In addition, regional initiatives in environmental economics and law are also envisaged.

As a part of strengthening IUCN's work in the region, a programme planning process for the region was undertaken. The initial consultation process is complete, and has resulted



Pakistan has a strategically significant location in the Asia region. Geographically it occupies the door to Central Asian Republics, and also provides important links to the West Asian countries, including Saudi Arabia, Jordan and the United Arab Emirates. Socially and culturally, it is meshed in the IUCN Asia Region. The country is thus influenced by, and can influence, all the regions: Asia, West Asia and Central Asia.

in the following goals for the IUCN Programme in Asia:

1. ecosystems, habitats and species are conserved and rehabilitated;
2. inequities in the use and management of natural resources within and among nations, communities and gender groups are reduced;
3. natural resources are used and managed on a more sustainable basis; and
4. resources necessary to meet the programme goals are adequate, available and effectively and efficiently deployed.

The key strategic issues to be addressed in the pursuit of these goals over the next few years include water resource management and restoration, and regeneration of the natural resource base.

1.2.3 | IUCN's External Review

The external review of the Global Union, held in 1999, has made several useful observations and recommendations. Notable among them, as related to strategic planning for IUCN's work in Pakistan, are:

1. the global, regional and national programmes have to be pursued in the context of decentralisation and regionalisation, as mandated by the two previous general assemblies of IUCN;
2. the regional (and national) programmes need to be 'standalone' programmes, independently resourced by donors and IUCN HQ as far as possible;
3. this does not, however, mean a fragmentation of IUCN's work; instead, the programmes at various levels should be integrated for mutual benefit;
4. IUCN should focus its work on a select few programmes and knowledge management areas to have a far reaching impact; the choice of priority programmes may be guided by the core competencies of IUCN; and
5. the core competency of IUCN largely rests in its members and commissions, and they should be proactively engaged in the Union's programme development and implementation.

The review also recommended that the Pakistan programme be considered as a fully integral part of the Asia region. The opportunities offered through this integration will be of major strategic significance as it opens up avenues for programmatic links, experience sharing and learning and financial support to both the Pakistan and the rest of the Asia Programme.



2

IUCN Pakistan

2.1 A Brief History

While the State of Pakistan has been a member of IUCN since 1975, its Country Office was established in 1985, initially to help with the preparation of a National Conservation Strategy for Pakistan. The NCS was approved by the Government in 1992.

Since then, the IUCN Pakistan programme has grown both programmatically and organisationally. With over 250 employees in 1999, it is currently the largest IUCN office in the world. It is statutorily a part of the Union's West Asia Region, but operates as a self-standing national office, now programmatically linked to the IUCN Asia Region. While its Country Office is located in Karachi, IUCN Pakistan has programme offices in Islamabad, Peshawar, Quetta and Gilgit, and project offices in Abbottabad, Chitral, Skardu, and Dir-Kohistan.

The number of IUCN members in Pakistan has risen steadily and now stands at 20 (as of February 2000), including government agencies and non-government organisations. The members are working on a wide range of issues related to the environment: gender, awareness raising and education, pollution, poverty and governance.

The

IUCN Membership in Pakistan

- | Baanhn Beli
- | Belour Advisory & Social Development Organisation
- | Environment Protection Agency, GoNWFP
- | Government of Pakistan (Ministry of Environment, NCCW)
- | HEJ Research Institute of Chemistry
- | International Waterlogging & Salinity Research Institute
- | Khwendo Kor
- | National Institute of Oceanography
- | Pakistan Institute of Labour Education & Research
- | Pakistan Space & Upper Atmosphere Research Commission
- | Planning, Environment & Development Department, GoNWFP
- | Sarhad Rural Support Corporation
- | Shehri-Citizens for a Better Environment
- | Shirkat Gah
- | Strengthening Participatory Organisations
- | Sungi Development Foundation
- | Sustainable Development Policy Institute
- | Teachers' Resource Centre
- | The Scientific & Cultural Society of Pakistan
- | World Wide Fund for Nature, Pakistan



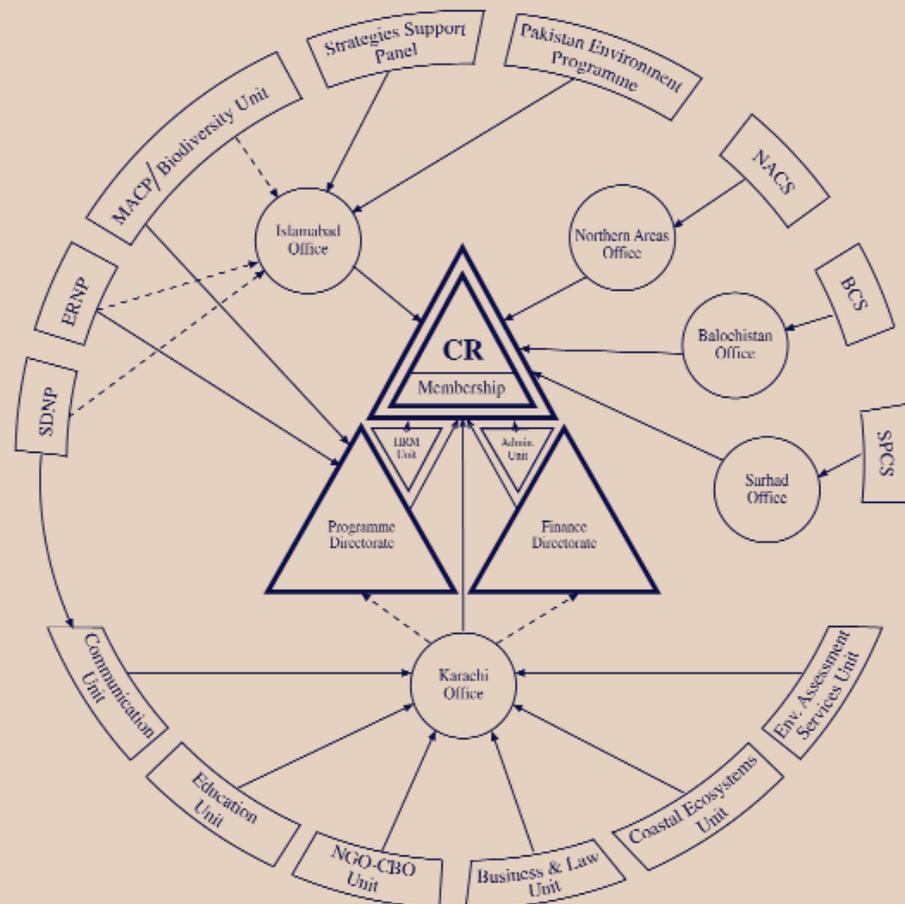
membership has organised itself into a Pakistan National Committee, which has increased the prospects and potential for collaboration among themselves and with IUCN at large.

2.2 The Current Programme

The IUCN Programme in Pakistan is characterised by a mix of policy and fieldwork at all levels: federal, provincial and local. At each level, it has sought to bring government, civil society and private sector institutions together. Currently, the Programme is made up of the work around several themes, various conservation strategies and select field projects.

The themes deal with issues of business and the environment, biodiversity, communications, coastal ecosystems, environmental assessment, environmental education, environmental law, environmental NGOs and strategies support.

Figure 1 | IUCN Pakistan Organogram



Main Reporting Line —————>
 Additional Reporting Lines (only examples are given) - - - - ->
 Only Thematic Units, Programme Offices and major projects are shown here.

As part of the NCS implementation, IUCN Pakistan supports various sub-national conservation strategies that are in the process of either being developed or implemented. These include the Sarhad Provincial Conservation Strategy, Balochistan Conservation Strategy, Northern Areas Conservation Strategy, Chitral Conservation Strategy and Abbottabad Conservation Strategy.

The strategies themselves are essentially capacity-building initiatives complemented by other capacity-building and demonstration project implemented by IUCN. Notable among these are Pakistan Environment Programme, Environmental Rehabilitation in the NWFP and the Punjab, Mountain Areas Conservancy Project, Sustainable Development Networking Programme and Mangrove Forest Rehabilitation. A more detailed description of the various elements of the programme is given in Annexure 2.

2.3 Organisational Structure

IUCN Pakistan operated as a close knit, founder-based organisation until 1993, when it took advantage of a management review to put into place a structure of thematic programmes and projects. It now works along the lines of multiple reporting in matrix style management. Such a structure, with the Country Representative at the centre, and lines of communication along various parts of the organisation, has worked very well to support a participative culture. This structure continued until 1997, when the growth and complexity of the programme demanded that a geographic model of management be implemented. Also, the key functions of programme development and finance and operations at the Country Office were strengthened. Currently, the organisation works in a web-wheel fashion (Figure 1), with a network of programme offices and projects supported by a central core.



3

Learning from the Past

In preparing this strategic framework, due account has been taken of IUCN's experience and learning. A more detailed synthesis of the performance, growth, strengths and weakness as well as of the emerging niche of IUCN is presented in Annexure 3.

The IUCN Pakistan Programme is well regarded by its constituency, notably for its work on the National Conservation Strategy and the sub-national strategies that have emerged from it. Most of the strategic initiatives, and the field projects undertaken to support them, have been successful. Problems have been encountered in the lack of environmental expertise in Pakistan, and the strained relationship with partner organisations, especially in projects seeking to address governance issues.

IUCN's efforts in the past have focused on capacity-building for environmental planning, policies and legislation (supported by a few demonstration projects for translating policies into action) and in areas of biodiversity conservation. The demand for such assistance has outpaced the capacities within IUCN Pakistan. A lack of basic governance mechanisms, and the length of time required for any structural change to be accepted and internalised, have demanded sustained efforts that the constituency has been often impatient about.

The success of IUCN Pakistan is attributed to its attention to the delivery of quality products and services in a flexible manner responsive to the constituency's needs and expectations. Visionary leadership has certainly helped. The organisation's strengths also relate to its international structure that includes governments as well as the civil society. This has led to it performing a neutral and mediating role in Pakistan. It has been valued for its scientific knowledge and expertise, high standard of work norms, integrity, access to policy fora, capacity to network and the support from its constituency including IUCN members, commissions and donors.

In the process of its work, IUCN has forged useful alliances with the government, its various departments and a variety of civil society elements, including, but not limited to its immediate constituency.

A lot of IUCN's success and credibility owes to the work of its thematic programmes. However, their sustainability remains weak; they continue to depend on projects and consultancies. Some of the thematic programmes have done better than others, either due to the enormity of tasks or difficulties in attracting and retaining a level of expertise in the larger programmes. One of the constraints on IUCN's work is the lack of programmatic funding for its core functions. This compels the organisation to keep investing energy in raising projects at the expense of attention to core issues of policy and reform in the environment sector.

The past five years have been a period of major growth for IUCN Pakistan. IUCN's systems have been stretched to capacity and it has been increasingly difficult to find space to internalise learning. IUCN has invested considerably in strengthening its management and support systems in order to meet the challenge. These investments are paying off, but they need to be consolidated to deliver their full potential.

The niche for IUCN's future work in Pakistan is a factor of the above considerations as well as the institutional context in which it is situated.



4

Issues and Opportunities

The twenty-first century finds IUCN Pakistan at yet another stage of evolution. There are external opportunities for the organisation to work with. These include an established presence in environment management; the continuing (and now articulated) demand for Coordination, advocacy and public sector-civil society partnerships; and the increased level of awareness of and concern for environment issues in Pakistan. Added to this are the ecological, social and cultural diversity that reside in the country, and its political and geographical linkages with the rest of Asia. With an increasingly committed and environmentally sensitive membership, and a large number of partner organisations, IUCN Pakistan is at a stage where it can play a strategically significant role in forging national and regional alliances for improved environment management in the new century.

An expanded project portfolio has stretched IUCN's thematic and organisational capacity to the limits. Additional capacity has been difficult to secure, partly due to the very few donors willing to invest in institutional programme support. In the absence of reliable institutional funding support for its thematic functions, it would be a challenge for IUCN to maintain its present level of programme output and quality.

With four programme offices, and a number of project offices spread throughout the country, IUCN Pakistan faces a major challenge to devolve functions and responsibilities while ensuring conformity to the organisation's strategic goals, and maintaining programme coherence, accountability, transparency and quality control. It is important to guard against fragmentation of the organisation and its programme while decentralising the programme's implementation. Most of the sub-national offices are funded through short-term projects, and it will also be a challenge to resource these.

A significant challenge to IUCN Pakistan is to continue to implement a cohesive programme in Pakistan and integrate with the rest of the IUCN Asia programme. A more cohesive programme calls for improved ways of working in which socio-economic themes are integrated with conservation management approaches. It also means tighter, yet flexible programme management and Coordination. Integration has implications for the shape and direction of existing and new programmes. It will also impact internal organisational structures and systems. Recommendations are already being considered for joint regional initiatives that could use IUCN Pakistan's experience and link up with its existing programmes.

The Pakistan programme has been contributing to the development of the Asia programme through a number of windows. It is represented in the management structure and has contributed to the regional programme development. IUCNP has also provided input into individual regional programmes, in particular the biodiversity and coastal and marine programme. It has supported project proposal development and helped develop institutional systems, which have either been incorporated or used as a founding basis for regional systems. Finally, it has been contributing through individual discussions and inputs to and from regional staff.

Much of this has happened on an informal basis and in a highly collaborative atmosphere. This should continue, as it is an important element of effective integration. However, better programmatic and financial integration calls for additional forms of Coordination and interaction.



Some of the strategies for effecting this integration would include:

1. addressing common conservation concerns (such as marine turtles), capacity needs in specific areas, formation of networks, and sharing of information and experience. This can be done through formal regional networks like SACEP and SAARC;
2. forming a regional network for protected areas management;
3. developing regional instruments (treaties);
4. programme development on regional environmental issues (transboundary issues such as rivers, wetlands, climate change, watersheds, desertification, freshwater development, forests);
5. work on issues as mandated by the World Conservation Congress and the Regional Conservation Forum;
6. working closely with commissions at the regional level;
7. enhancing the voice of Asia in IUCN governance fora; and
8. catalysing a regional donor consortium.

4.1 Opportunities in the Current Programme

In the past, IUCN's work has mainly focused on advocacy, planning, strategies and legislation for environmental protection, resource conservation and biodiversity. Its technical capacity is primarily in areas of environmental assessment, biodiversity and mangroves rehabilitation. A major part of the senior IUCN professional core is made-up of foresters, but its work in forestry has remained modest. The scarcity and importance of forests, and the imminent reforms in the forestry sector offer a particular opportunity to IUCN.

There are several opportunities emerging from, and around, the various conservation strategies that need to be assessed. These include, *inter alia*, developing civil society's interest and capacity in environmental assessment, exploring and understanding the relationship between environmental impoverishment and social conflicts, and the inter-relationship between nature and the urban environment.

A major area of potential work for IUCN is the support to implementation of the Convention on Biological Diversity. IUCN has already helped the government of Pakistan to develop a Biodiversity Action Plan, and is uniquely placed to provide support to its implementation. One of the issues identified in BAP is the lack of an adequate system of parks and protected areas. While there are several national parks and other categories of protected areas, most of them are suffering from inattention.

The potential for the private sector to be engaged in environment management in Pakistan remains untapped. IUCN Pakistan initiated a Business Programme in 1992 which was meant to work with the private sector for creating and resourcing economic incentives for environmentally responsible behaviour. Following a good start, the programme stumbled, partly due to the diversion of the organisation's attention and resources to other programmes, and partly due to the government's decision to delay the enforcement of the National Environmental Quality Standards by a few years. While the enforcement of national environmental legislation continues to be weak in Pakistan, international trade agreements and conventions are demanding compliance, especially in the export-oriented manufacturing sector. The industry is looking for help, but few organisations have come forward; in fact few in Pakistan have the ability and expertise to provide meaningful help. International trade regimes and multilateral agreements are largely negotiated with little influence by developing countries such as Pakistan, while they increasingly impact on the production and consumption patterns locally. Unfortunately, these impacts have not been studied and understood, let alone strategies devised to deal with them. The impacts of these global processes will not be restricted to the private sector. Perhaps, an even greater role will have to be played by the State, as it must inevitably take public investment and private sector



policy decisions, which would cause a lack of investment in the environment. IUCN can have a useful role in facilitating informed decision-making.

Advocacy has been and will continue to be an important part of IUCN's work. The organisation sees advocacy as a tool to influence and support conservation and sustainability in resource use. IUCN does not believe in violent and provocative advocacy. Instead, it seeks to further its mission by reaching out, helping and working together with partners. It also invests a substantial effort in creating awareness and mobilising public support for the environment in general, and conservation issues in particular. IUCN's advocacy is valued for its credibility, based on the scientific knowledge and work of the organisation. Consequently, IUCN is increasingly called upon for position statements on familiar issues such as exploration for gas in Kirthar National Park, hydropower dams and nuclear tests.

Governance and institutional reforms are receiving ever-increasing attention. No environmental improvement and sustainability can be expected except through conformation to ecological, legal and social norms. Likewise, many people believe that no investment can bring greater returns for the environment in Pakistan today than good governance. IUCN has played a very key role in articulating the case of good governance in the NCS, and more explicitly in the SPCS. It has helped with legislation in good governance and assisted with reforms in the forestry sector. Given the support of its partners, its work on district conservation strategies, as a measure of decentralisation and devolution of public sector development planning and implementation, has significant potential for success. However, this effort has been very demanding on IUCN in terms of human resources, strained relationships with institutions targeted for change, and thus a risk to relationships in the short-term. IUCN needs to make a conscious decision to further this work, and to effectively deal with the relationship issue in the event of its choosing to continue to actively support the reforms agenda.

Finally, a crucial issue is the lack of environmental expertise in Pakistan; such expertise is in short supply in the areas of biodiversity conservation, strategic planning for the environment and in integrating environment concerns with economic development. IUCN will need to address this issue both as a constraint and as an opportunity for its capacity development efforts in future.

For the past many years, the NCS has formed one of the main drivers for certain components of the IUCN Pakistan Programme. The NCS was formally adopted by the Federal Cabinet in 1992, and its implementation both by the government and civil society is due for a mid-term review in 2000. The findings of this review will play an important part in shaping the decisions of the IUCNP programme, and in determining the direction of its work particularly in the formulation and implementation of sub-national strategies.

The formal inclusion of IUCN Pakistan in the IUCN Asia Region affords special opportunities. Pakistan has already lead the initiation of regional ecosystems-based strategies for the Himalayan mountain ranges, and is an active component of a regional initiative for wetlands. IUCN Pakistan has the opportunity to contribute to the larger conservation efforts, not only in the Asia region but also elsewhere.

4.2 Emerging Issues

Pakistan is mostly an arid country, and a large part of its landscape is in the Thar, Cholistan and Chaghi deserts. The land behind the tall mountains in the north (and thus in the rain shadow) essentially forms a mountain desert. Pakistan has recently ratified the desertification convention, and considerable work needs to be done towards its implementation.



In its transition to a fully democratic and developed country, Pakistan is also struggling with a high population growth rate, illiteracy, increasing social and ethnic conflicts, and growing rural-urban migration. All of these have serious implications for the environment. The links of environment and security have only recently begun to be studied, and the debate is gaining momentum, although the real issues of minimising resource-based conflicts are somewhat lost in the confusion about the complexity and multiplicity of the factors of national security. Nonetheless, resource conservation is increasingly seen as a potential tool to avoid and resolve conflicts, especially at the local level. In Pakistan, IUCN, together with the Government of NWFP, is the only organisation to have given this aspect some thought.

Population control is not an IUCN territory but a look at it from the view of resource consumption rates and levels would be relevant. Similarly, IUCN is under increasing pressure to work on urban issues. Even though urban and industrial pollution might not have been originally of interest to IUCN, the threats to ecosystems from pollution are consistently increasing.

The climate change convention is receiving renewed attention following the Kyoto meeting. Generally, climate change and its impacts are viewed in terms of global warming, melting of polar ice, rise in sea levels and eventual devastation by potential submergence of coastal cities, such as Manila. For Pakistan, such disasters have been of less consequence. However, there are several other aspects of climate change, which are of great relevance to Pakistan. For example, the average annual rainfall for parts of Pakistan has doubled over the past 30 years. This significant change has received little attention from research and academic institutions. Similarly, the pattern of distribution of rainfall has also changed; monsoon rains are delayed as are winter rains, which have begun to continue well into the summer. The frequency of floods in Pakistan has increased but the relationship with rainfall distribution has not been studied. Some people term it as a cyclical phenomenon, but many are uncertain. These and other aspects of climate change which might have positive as well as negative impacts need to be studied and understood to enable national adaptation to them before it is too late.

There are also other major environmental issues which have received little attention, mainly because they are perceived and dealt with as 'development' issues. Waterlogging and salinity is a case in point. Millions of dollars are being invested in drainage programmes as a solution, but environment and sustainability are receiving limited attention when the very approach ought to have been environmentally conscious in the first place.

4.3 A Few Key Issues

There is a growing demand for technical support and services from IUCN in Pakistan. There is a demand to undertake new projects in new locations and in emerging issues. This adds to the temptation to grow, which at times appears necessary to sustain the core functions of the organisation. However, the growth may necessitate expansion in the core support programme, which may then need core funds to support it; and a vicious circle might set in. More importantly, this growth potential may be constrained by the lack of environmental expertise in Pakistan, and the need for IUCN management systems to further develop and mature. Thus, a key question for IUCN is whether it should expand or consolidate its present programme.

Growth versus Consolidation

IUCN's strategy for the near future is not of growth, but of consolidation. The organisation will seek to stabilise and consolidate its programme at the level that would be attained at the start of the millennium: about 250-300 staff working with an annual budget of US\$ 5-6 million, focused on priority programmes.

This strategy of consolidation, however, does not mean planning for a status quo. IUCN must continue to think creatively to remain a 'cutting edge' organisation. Denying opportunities for involvement in new areas would be counter to the cause of environment in Pakistan, as well as globally, and would eventually be to IUCN's own disadvantage. Therefore, while seeking consolidation, adequate space will be created to work on new areas. To this end, IUCNP will follow a three-pronged approach:

1. re-orienting or phasing out some of IUCN's existing work, especially where other organisations have an interest and capacity to fill in the gap. This will hopefully create room for new work without necessarily having to expand;
2. seeking donor support for strengthening IUCN's core functions and capacities; and
3. tapping the capacities and resources of IUCN members and partners.

A Balance between Policy and Fieldwork

During consultations with members, partners and staff, a frequently asked question was whether IUCNP should concentrate on policy or community-based fieldwork? The constituency had different opinions: some wanted IUCN to mainly work at the policy level, others wished to see it more in the field at the grassroots level. It can be argued that enforcing policies is not IUCN's job, but the risk remains for IUCN to be seen as "all talk and no action". The question is whether IUCNP should concentrate on policy work, or expand its work in the field, working in rural areas and with communities at the grassroots level. If both, what would be the right balance?

For any sustainable development work that aims to "encourage, influence and assist societies", integrating both policy and field level work is essential. One would be irrelevant without the other because:

1. policy and planning work without implementation and field experience, and its associated learning, will become academic at best and hence not 'implementable'; and
2. field work, without input into policy change, is not sustainable. There have been innumerable examples of implementing agencies that have done good work on the ground, but have failed to bring about sustained levels of change because of a lack of appropriate policies and capacity once the project has withdrawn.

IUCN will therefore continue to maintain a balance between work at the policy level and in the field. While targeting the former, it will also focus its efforts to support implementation in the field, through innovative demonstrations pursued with partner organisations.

The Social Sector and IUCN

Some members often request IUCNP to include the mainstream social sector in its programme. Issues of concern to Pakistan include human health; low literacy rate; rising population and poverty. The arguments in favour of this are that these issues fundamentally affect the environment and should therefore be addressed by institutions such as IUCNP. The argument against IUCN's involvement in the social sector is that it will overlap with the programmes of other organisations at the risk of diminished attention to conservation issues.

Poverty and environment are intricately linked. So any reduction in poverty will aid the cause of environment and vice versa. Several poverty reduction programmes, funded locally and by donors, are currently underway. The Social Action Programme, Rural Support Programmes and the Poverty Alleviation Fund are some of the major initiatives. IUCN Pakistan's primary work and interests lie in the relationship between poverty and environment and not in social development per se. The question for IUCN is whether to support, assist and influence these initiatives, carve out a separate programme or re-orient its existing programmes to address the poverty-environment nexus.

IUCN Pakistan has already integrated social sciences to a considerable extent in its programme. The programme of environmental communications, education and economics are strongly rooted in socio-economic sciences. In addition, the issues of poverty are being



addressed by mainstreaming environmental issues into natural resource management initiatives carried out by NGOs and CBOs. For this, IUCN has worked with partner organisations that are engaged in the social sector. Similarly all of IUCN's field projects have incorporated the sustainable use of natural resources as an integral component, albeit to a varying extent and in different ways. In fact, several people feel that the IUCN programme is over-tilted to the social side. Therefore, while IUCN will maintain and enhance its current programmes in environmental education, communications and economics, it will not create a new social sector programme. Relevant social sector issues will continue to be addressed through the programmes and projects of IUCN Pakistan.

State and Civil Society

IUCN's main partner in Pakistan is the government. At the federal, provincial and district levels, the government develops policies and implements them with financial and technical assistance from development agencies, donors and other interest groups. Unless the government develops an appreciation of the issues, changes its approach to policy-making and recognises the roles of different sectors of civil society, it is doubtful that any initiative, aimed at changing values and behaviour in managing natural resources sustainably, will succeed. Therefore, IUCN Pakistan must inevitably continue to work with the government. However, it must also maintain a neutral stance and continue to handle the pressures that necessarily accompany such relationships. A perception of being too close to the government carries a risk of alienating civil society partners in the tension that exists between the two sectors. The challenge is how best to place IUCN and its work between government and civil society, which together constitute the Union.

IUCN is a membership organisation, and has both state and civil society institutions as its members. IUCN must inevitably work with both, and it is not realistically possible to decide how much it should work with one or the other. In fact, drawing a line would run counter to the very mission of the Union. What seems to be a conflict is essentially an issue of managing relationships, and the continuous challenge is to ensure that IUCN remains neutral and equally accessible to its membership both inside as well as outside the government. In the past, IUCN has managed this relationship reasonably well, and it will continue to devote appropriate attention to this effort.

Dealing with Loan Projects

IUCN will continue to seek grants for its work, but considering the value of resource flow through loans and their impact on the environment, it can not afford to ignore loans. Luckily, many of the loans have a grant component. Therefore, IUCN Pakistan's strategy in dealing with loan projects will include: (a) abstaining from borrowing for IUCN work itself, (b) being involved in loan projects only if it can enhance the efficacy and impact of loans, especially with regard to the environment, (c) seeking to fund its participation, preferably either from the grant component of the loan or through grants from elsewhere, (d) avoid taking part in field implementation, and (e) seeking a strategic role (such as in project design and monitoring) that would have the most re-deeming affect on loan investments.



5

Making the Choices: Criteria

The preceding sections allude to a long list of options and opportunities. Pursuing any one, a few or all would take IUCN closer to realising its vision. However, IUCN would not have the resources and capacity to pursue them all. It must choose to remain focused and have a discernible impact. This warrants defining a set of criteria against which the available options and opportunities should be assessed for making an appropriate choice.

Therefore, the programme choices for the future will be guided by the following criteria:

- | IUCN's mission
- | Potential for collaboration
- | Innovation, replicability and potential for scaling up
- | Constituency's needs and priorities
- | Capacity requirements
- | IUCN's niche
- | Marketability
- | Reach and spread—integration with the larger Union
- | Opportunistic and motivational value

A more detailed description of the criteria is given in Annexure 4.



6

The Strategic Framework

6.1 The Mission

Globally, IUCN seeks “to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable”.

In developing the programme in 1993, IUCN Pakistan adopted the global mission statement with emphasis on “the need to improve the quality of life in Pakistan through empowering communities to develop sustainably by participation in the implementation of the NCS”.

The global mission statement remains valid while the context in Pakistan has changed. Besides NCS, the future work of IUCN would also be inspired by the Biodiversity Action Plan in Pakistan, prepared as part of the implementation requirements of the Convention on Biological Diversity. Similarly, while empowering communities is basic to most of IUCN’s work in Pakistan, so are other objectives, such as building capacity for the environment. To be pursued consistently, the mission statement of an organisation needs to be valid over a reasonable length of time; inclusion of time-bound processes such as NCS and BAP inevitably restrict the mission’s relevance.

Consequently, the global mission of the Union shall remain the mission of IUCN Pakistan. Quality of life, community empowerment, NCS implementation, BAP follow-up and such other pursuits shall continue to inspire and influence IUCN’s work in Pakistan. However, in the interest of brevity, clarity and focus, their inclusion in the mission statement is not warranted.

6.2 The Vision

A vision statement is essentially a measure of change in the ‘future’ which the existence of an organisation might make. In the long term, IUCN’s vision for Pakistan is of an environmentally educated, conscious, willing and able society, conserving and sustainably using its natural resources to the benefit of itself and the world community at large. In brief, IUCN aspires for an environmentally conscious, responsible and prosperous society in Pakistan.

6.3 Strategic Objectives

Consistent with its vision, IUCN Pakistan aims at capacity development for the environment in Pakistan. To this end, it will support the achievement of the following key objectives:

1. to integrate environment and development;
2. to support institutional and human resource development for the environment;
3. to facilitate the creation of a supportive policy and legal framework; and
4. to increase popular support for the environment.

Undercutting these objectives will be a conscious attempt to build in sustainability in all of IUCNP’s initiatives.



6.4 Operational Objectives

To operationalise the above, IUCN Pakistan will seek to:

1. ensure effective and successful delivery of IUCNP's commitments with respect to IUCN's on-going projects and programmes;
2. maintain and enhance the content and quality of IUCN's products and services matching its reputation;
3. re-orient IUCN Pakistan's programme to prepare the organisation for meeting the emerging conservation challenges in Pakistan, and make due contribution to natural resource conservation at a regional and global level; and
4. readjust IUCN's organisational structure as to create elasticity for adaptation to the unanticipated needs for expansion and contraction in the programme as warranted by the prevailing economic, political and donor environment in Pakistan.

6.5 Programme Priorities in Future

The criteria listed in Section 7, along with IUCN's experience and learning from the past, indicate the strategic basis on which IUCN's programme must be built. Accordingly, the contents of the IUCN Pakistan Programme in future have been selected by reviewing the available options against the various criteria, in a deductive manner. All of them pass the critical test of mission relevance. Together, they are consistent with IUCN's experience and learning.

6.5.1 A Conceptual Model

Conceptually, the IUCN Pakistan Programme is guided by the Union's mission and statutes, aspirations of its membership, Pakistan's sustainable development issues as embodied in the NCS, BAP and other national and sub-national conservation strategies and the priorities of its regional and global programmes. In keeping with these guiding considerations, the programme itself will include certain technical areas of work defined by the biological spheres, processes or systems of interest to IUCN such as water, forests and others. This work will be supported by a set of cross-cutting themes such as economics, environmental assessment, communications and others. The two will be pursued together in an integrated manner. For a more detailed explanation, see Annexure 5.

6.5.2 Priority Technical Areas

In future, IUCN Pakistan will focus its work on four areas of scientific interest: biodiversity, forestry, freshwater, and the coastal and marine environment.

Biodiversity

Goal: Key elements of Pakistan's biodiversity are under proper conservation regimes.

The biodiversity programme of IUCN Pakistan will support the implementation of the Biodiversity Action Plan in Pakistan, and work for capacity-building in view of the acute shortage of biodiversity conservation expertise in Pakistan. It will continue to focus on policy and legislative reviews and reforms in support of biodiversity conservation, and facilitate the development of a comprehensive system of parks and protected areas and Red Data related work for Pakistan. The organisation will continue to understand and communicate the links between biodiversity



conservation and economic development, including the work on biodiversity impact assessment. One of the main channels for all of the above will be the effective implementation of the seven-year, GEF-supported, Mountain Areas Conservancy Project in the Northern Areas.

Forestry

Goal: Extent and diversity of forests is increased.

The forestry programme of IUCN Pakistan will be built on its strengths in the areas of policy and legal reviews and support to institutional reforms in the forestry sector. In addition, it will address a few other key aspects of the forestry sector in Pakistan which have received little attention: (a) harnessing the potential for conservation by managing the demand for forest products, (b) extending support for improved and scientific management of forest resources on private and community lands not under state management, (c) sensitising forest management planning to environmental and biodiversity impact assessment, (d) facilitating the exchange of knowledge and experiences in forestry within Pakistan, and between Pakistan and elsewhere, through the creation and facilitation of a National Forestry Group, and (e) exploring the possibility of a window for work on issues of urban forestry.

Freshwater

Goal: Critical freshwater ecosystems are sustainably managed.

Globally, freshwater resources have been of interest to IUCN for a long time. In Pakistan, the organisation's work in this area has been limited to a few studies in relation to freshwater requirements in the Indus Delta, and some environmental assessment for water storage and drainage interventions. In future, IUCN will seek to deepen its understanding of the freshwater resources in Pakistan and play a more substantive role in addressing the key conservation issues in this area. IUCN will not substantially engage itself in sanitation and clean drinking water issues. It will address itself to issues of assessment, conservation and management of wetlands, and national drainage programmes as they might relate to the environment.

Coastal and Marine Environment

Goal: Conservation, rehabilitation and sustainable management of the coastal and marine ecosystem.

Coastal and marine activities of IUCN will build on its past and current work, especially on mangrove forests rehabilitation, which will be subsumed into a more inclusive coastal and marine programme that IUCN Pakistan will pursue in future. The coastal and marine programme of IUCN will focus on four key issues: (a) threats posed to the coastal environment from land based pollution resulting from untreated municipal and industrial wastes discharged into the sea, (b) unsustainable levels of harvesting of marine resources and the resulting risks to biodiversity, (c) establishing reliable current estimates of biodiversity and production potential of the marine environment, and (d) enhancing the understanding and support for an expanded effort to conserve the diminishing mangrove forest resources of Pakistan. Establishing marine protected areas and the necessary management plans for them, under the overall framework of integrated coastal zone management, would be key to carry forward the programme.

6.5.3 | Priority Cross-cutting Areas

Goal: Sustainability of environmental initiatives is facilitated through (a) integration of environmental considerations in livelihood and key areas of economic development, and (b) Improvement in the governance for environment management.

IUCN's experience in some of its thematic programmes, such as communications and law, has been invaluable to the organisation's achievements over the last decade. There are others, such as economics, which are yet to be fully integrated. Thus based on the experience and demands of the programme, the following will be the priority cross-cutting themes that will underpin the organisation's work in the various technical areas.



Advocacy and Awareness Raising

Advocacy, in its broader sense, encompasses all the existing work of IUCN Pakistan in environmental communications, and goes beyond to include proactive definition and articulation of IUCN's positions on various issues. The awareness and advocacy related activities of IUCN Pakistan shall, inter alia, focus on: (a) continuing and strengthening the existing ways of communicating environmental awareness in general, by working with media, (b) coordinating the definition and articulation of IUCN's position on sensitive environmental issues such as the oil and gas exploration in protected areas and environmental impacts of large infrastructure projects (highways, dams), (c) supporting internal advocacy in IUCN with a view to develop organisation wide understanding of advocacy issues for IUCN, (d) synthesising learning to enhance the efficacy of IUCN's advocacy, and (e) meeting the imaging needs of IUCN in relation to its form, function and mandate as perceived by the IUCN constituency and the society at large.

This programme will include the themes of communication, environmental education and NGO support.

Policy, Planning and Legislation

Strategic planning for the environment, as manifested in the NCS and various sub-national strategies, is a key competency of IUCN Pakistan, and shall remain so. It has been IUCN's intention to extend help to those provinces who currently do not have sub-national strategies or implementation plans for NCS. While the full-blown conservation strategies in other provinces await further discussion and move towards implementation, governments as well as NGOs, especially in Sindh and Azad Jammu and Kashmir have been frequently calling on IUCN for help with various conservation issues. Whether IUCN Pakistan will continue to support the NCS implementation through the formulation of conservation strategies, or follow the route of discrete interventions, will largely be determined through the mid-term review of NCS implementation. This may call, for example, for supporting the Punjab government on environmental audits for the National Drainage Programme, rather than follow the route of a provincial conservation strategy. In Sindh, legislative review and policy development for the forestry sector may be more appropriate. Thus, requests for developing strategies in other provinces may be addressed through discrete interventions. This will allow time to build the much needed additional capacity for developing and implementing conservation strategies. Current work with district conservation strategies will be carefully supervised and expanded selectively by undertaking a few more district conservation strategies.

Environment Assessment

IUCN's work in environmental assessment has in the past, focused on carrying out actual impact assessment of various development projects, mostly in the energy and urban sectors. It has also been involved in various training programmes for the relevant government organisations. This programme will be re-oriented so that it: (a) continues to build capacity in environmental assessment, (b) seeks greater involvement in the impact assessment related work in biodiversity, forests, freshwater and coastal environment, and (c) supports the work of the policy, planning and legislation with a view to fill in gaps in legislation necessary to ensure enforcement of the Pakistan Environmental Protection Act, and establishes and supports a network of environmental assessment expertise in Pakistan, the lack of which is currently impeding environmental integration in economic development.

Environmental Economics and Trade

Economics and trade are taken together as one cross-cutting area, because policies related to the two are profoundly inter-linked and because they are addressed by mostly the same set of actors. IUCN Pakistan has been testing the water for an environmental economics programme over the past two years. In this process, it has become obvious that interest and expertise in environmental economics are lacking at a time when the environmental community, at home and elsewhere, is increasingly called upon to demonstrate the economic gains of conservation. Simultaneously, economic decisions, especially those related to trade,



continue to be taken in oblivion of environmental issues. Like other developing countries, Pakistan is seldom adequately prepared to influence the outcome of such decisions. Thus, IUCN Pakistan will devote greater attention to this area in future.

The contents of the programme will include: (a) valuation of selected areas of biodiversity to generate credible evidence for conservation efforts, (b) support to the development and advocacy of resultant policies, (c) case studies of the opportunity cost of environmental neglect in policies (e.g. energy, industry, forests) and projects (rural and urban infrastructures), (d) supporting the capacity-building of the local trade community and the government in order to improve the quality of decision-making locally, and to enable a more effective participation of Pakistan in international negotiations on trade and environment, and (e) expanding the basis of environmental economics expertise by creating or supporting opportunities for training and networking.

Good Governance

Good governance is inevitably an important cross-cutting theme for IUCN's work in Pakistan. All the conservation strategies have called attention to it as a priority; environment, as a global concern, is most prone to damage from the lack of good governance.

IUCN Pakistan will focus on: (a) institutional reforms aimed at organisational systems and structures and legal mechanisms; priority will be given to the on-going work in the NWFP and the Northern Areas, at the same time exploring options for similar work elsewhere, (b) capacity-building as it relates to strengthening the knowledge base of IUCN itself and its partner organisations. This is recognition of the shortage of environmental expertise, which is a pre-requisite for quality decision-making. Dissemination of information on sustainable development issues through electronic means will be an important way of increasing public access to information, (c) empowerment of civil society and increasing the range of opportunities for its participation in public decision-making. Support to institutionalising the mechanisms of wider participation in public policy planning, such as roundtables, will be given impetus, (d) support to the processes of decentralisation under the framework of district conservation strategies (NWFP) and district conservation committees (Northern Areas) and other similar frameworks, and (e) integration of gender concerns in environmental planning and management will be pursued through gender sensitisation of partner institutions, seeking to mainstream women in environmental work and preparing case studies of women's role and contribution to the environment.

Sustainable Use

Poverty is unarguably a cause and an effect of environmental degradation. IUCN does not intend to undertake a poverty reduction programme. Many other organisations and projects seek to address poverty and are better prepared to do so. Nevertheless, by recognising the links between poverty and the environment, sustainable use will be pursued as a cross-cutting theme in all of IUCN's work. The sustainable use work will be guided by the considerations that: (a) the people owning or depending on natural resource use must not only see but also benefit from conservation; it is only then that they will willingly invest in and support conservation, (b) the regeneration potential of the resources must be adequately secured to ensure that the resources remain in the service of the people in perpetuity, and (c) sustainable use should not only take the volume of harvest into account, but also the composition of the harvest to ensure that the integrity and biodiversity of the ecosystems is maintained or enhanced.

7

Implementation Approach

The approach to implementing the strategic framework is premised on continued confidence and support from IUCN's constituency, including members, donors and staff.

An important implication of the new strategy is the need to strengthen IUCN's membership and commissions in Pakistan. Consolidating environmental gains in Pakistan is contingent on using the capacity and interests of the current and potential IUCN members and partners. Thus IUCN's approach over the next many years will be to work more with the members and partners than by itself.

To strengthen IUCN's ability to influence, IUCN must expand its membership to include members both from within and outside the government. With the exception of the Environmental Law Commission and the Sustainable Use Specialist Group of the Species Survival Commission, the work of IUCN's commissions is barely visible. The Commission on Environmental, Economic and Social Policy has only recently established its presence. There is great potential to catalyse the work of commissions in Pakistan.

The Government of Pakistan is a State member of IUCN, and a partner with whom IUCN has had a long and useful cooperation. The government has appreciated and benefited from substantive IUCN support in areas of environmental planning, policies, legislation and capacity-building. In turn, IUCN Pakistan has gained considerably by virtue of the legitimacy its relationship with the government provides. There is thus mutual advantage in continuing and expanding this cooperation.

Beside its members and commissions, IUCN Pakistan strives to work closely with other parts of civil society as well. These include academic institutions, scientific and research groups, electronic and print media, teachers, ulema and many others. More effective and mutually productive relationships will be developed with them in future.



8

Institutional Arrangements: a Different IUCN

8.1 Re-orienting the Organisation

Effective implementation of the strategy is premised on a buy-in from IUCN staff, members and partners. This calls for a concerted effort in internal advocacy. Staff must understand and be clear about the changes in direction which this strategy sets and understand their own role in the change process; this is necessary for a positive contribution to operationalise the strategy.

The expanded IUCN in Pakistan calls for the cultivation of decentralised leadership if IUCN is not to become an over-managed and under-led organisation. The development of such an organisation-wide leadership demands delegation of authority matching the devolved responsibility, room to allow mistakes and the capacity to absorb the consequences of such mistakes without strangulating leadership development. Such an approach will significantly contribute to shared responsibility across the corporate management of IUCN Pakistan. This is essential for an integrated and multi-disciplinary approach dictated by the conceptual framework of this strategy, and the conservation work at large.

The strategy will be internalised into the organisation's work in several ways, notably through the mechanisms of strategic planning at the individual programme level, annual work planning and triennial programme planning of IUCN Pakistan. Over the past few years, IUCN has sought to improve and strengthen its programme planning. This strategic framework is a manifestation of that resolve. All the existing strategic and programme plans of the individual programmes will be reviewed to adapt to the overall strategic framework for IUCN Pakistan, and those not having such plans will be encouraged and supported to do so.

This Strategic Framework has contributed to, and is derived from, the IUCN Global Quadrennial Programme (2001-04). The latter is to be presented to the World Conservation Congress in October 2000 after approval by the IUCN Council. IUCN Pakistan has already initiated work on some of the priority areas indicated in this framework, and is currently preparing an operations plan.

Finally, opportunities will be sought to incorporate the substance of the strategy into the projects that IUCN undertakes in support of its programme. The Project Review Group of IUCN will need to play a key role, especially in the context of new projects that might be conceived and developed.

The organisation will need to be re-oriented to implement the strategy. Following up on successive management reviews over the past few years, a strong and decentralised IUCN Pakistan, with technically strong thematic programmes, will need to be developed. In doing so, it shall be kept in view that most of IUCN work is donor-funded, and the availability of donor funds in the future is at best uncertain. This implies that core capacity shall rest with a few, but highly qualified and skilled professional staff leading the different programmes, while most of the needs for expansion will be resourced through field projects, which shall be the prime vehicle for implementing the programmes. Such a structure will create the necessary elasticity in the programme, which may be expanded and contracted according to resource availability without compromising the core functions



of the organisation. At the same time, this will keep the core cost liability of IUCN limited and manageable. Thus, conceptually, the core of IUCN Pakistan may be made up of three concentric layers. In the event of a resource crunch the external layers may be removed first, keeping the inner-most core secure at all times.

IUCN Pakistan's matrix management systems will be continued, learning from the experience of the past many years that it has been in practice. The system has evolved over the years, and with the spread of the programme, the need to engage more and more with the constituency and the imperative to decentralise may drive the organisation towards the next stage of a 'boundary-less' networked organisation. To this end, it will be essential to take the management information system initiative to fruition and to seek a greater integration of the programme planning and budgeting processes.

8.2 Developing Internal Capacity and Expertise

Efforts to effectively implement the strategy, are bound to be severely constrained by the lack of required expertise in the Pakistani market. Consistent and innovative efforts will be required to enhance the skills of existing staff and of the staff that might be taken on board. Technical expertise will need to be enhanced through specific educational courses and on-the-job learning inside and outside the country. Particular attention will be required to strengthen IUCN's effective capacity in biodiversity, forestry, freshwater resources, coastal and marine environment and programme management, especially as related to the development and implementation of conservation strategies. This will require more investment in internal capacity-building than in the past.

8.3 Strengthening Systems

To meet the challenges of the strategy, the backbone systems of human resource management, financial planning and reporting, and administration will need further improvement and strengthening. These will need to follow the objectives of decentralisation and devolution, maintaining coherence and quality control without affecting accountability and responsibility.

8.4 Resourcing Implementation

8.4.1 Financing IUCN Pakistan

The financial needs of IUCN Pakistan can be grouped in three categories:

1. funds required for servicing the membership, and sustaining the representational obligations of the Country Representative's office. A small part of this is allocated by IUCN Headquarters: the rest is resourced by income from project overheads;
2. funds required for the core programme. For the global IUCN, donors provide such funds in the nature of framework agreements. These funds can be deployed more flexibly than the projects, but are very limited, and mostly devoted to the global programme. In Pakistan, NORAD is the only donor that funds IUCN Pakistan in this way. CIDA's PEP funds, although in project format, do operate a little like framework funding; and
3. funds that are project-specific and can only be used according to the project design and agreement. A very small part of these funds can be available for the thematic or core programmes depending on the specific support they might provide to the projects.



For balanced programme implementation, the availability of adequate funds in all the three categories is essential. A healthy project portfolio, for example, cannot substitute the funds needed for the core programme functions.

IUCN Pakistan was initially provided funding from HQ to set up the Country Office. Over the last several years, financial support from HQ has diminished to less than 0.04% of the annual budget of IUCN Pakistan. This is used partially for servicing the membership and maintaining essential representation capacity. Thus, IUCN Pakistan is almost entirely dependent on project funds.

In order for IUCN Pakistan to continue playing a key role in promoting the environmental agenda in Pakistan, IUCN must continue and enhance its fund-raising efforts, especially to secure the much needed programme support for its core functions. This also calls for a review of IUCN's organisational structure, particularly to redefine its 'core' and how such a core (staff and function) might be resourced.

If IUCN Pakistan was to maintain its present level of work and organisational structure, it would need to maintain at least its current turnover of Rs. 200 million each year at 1999 prices, which at the moment is not guaranteed beyond the year 2000.

It will be essential for IUCN Pakistan to generate programme funds, through both national and regional framework agreements. Fund raising now needs to be effected jointly with the rest of the Asia programme.

It will also need to explore different funding mechanisms such as endowments or funding from the private sector. The idea of setting up its consultancy in environmental assessment may be taken to fruition, although much would depend on investor confidence being raised in Pakistan.

8.4.2 | An IUCN Donor Group

An IUCN donor group has been set up, comprising the main donors of IUCN Pakistan. The group has already met once. The ultimate goal is to improve Coordination between donors, reduce the administrative burden of projects on both sides and to enhance the efficacy and impact of donor aid.

8.4.3 | Potential Sources

Beside the familiar sources for project funds, IUCN also needs to explore other means, especially to secure reliable support for its core functions and programmes. Some of the potential sources are identified below:

Existing Projects

Most of the elements of this strategy already form part of the on-going projects and would be pursued with funds available for the purpose under the current and future phases of these projects.

Regional Framework Agreements

Many donors who provide programme support to the global IUCN network do so with the understanding that this will be allocated to regions where specific thematic areas are of interest. IUCN's external review has made a strong recommendation that donors engage with the regional programmes to negotiate agreements that can be directly used for sustainable

development issues of relevance. IUCNP is initiating dialogues with donors to explore areas of mutual concern.

Programme Grants

Some of the proposed elements of the framework such as the Forest Programme, will be set up under the programme grant, which SDC might provide for the IUCN Sarhad Programme. The next phase of NORAD support (NFA-III) has been negotiated, and it is expected that this will help in continuing some of the core programmes of IUCN Pakistan. Similar programme support will be sought from other donors.

Support from IUCN HQ

Greater support will be sought from HQ. Its Global Initiatives are particularly designed to explore and scope out IUCN's work on new and emerging issues in the regions. Pakistan is involved in many of these. Given changes in the global Union, the future of these initiatives is uncertain but IUCN Pakistan would wish to be a part of the follow-up of the global framework agreements funding to the regions in future.

Environmental Assessment Company

An environmental assessment company of IUCN, as already planned, will be set up to sustainably fund IUCN core activities in future. This depends on the economic investment scenario for Pakistan, which might not be viable over the next few years.

New Financial Mechanisms

The potential of the private sector's contribution to IUCN's work remains unexplored. This shall be actively pursued over the next several years.

8.4.4 | A Fund Raising Strategy

A fund raising strategy for IUCN Pakistan is contemplated. This will be based on the following considerations:

- | seeking more programme funds that would support the core functions and functions essential to IUCN work in Pakistan;
- | harnessing regional resources including inter-country programmes;
- | tapping the large Poverty Alleviation Fund, Social Action Programmes and other similar sources as compatible with IUCN's priorities and work programmes;
- | developing project concepts that could be introduced to corporate sector organisations, trusts and other funding sources;
- | partnering donors in areas of specific interest to them, such as poverty alleviation through sustainable use of natural resources, literacy improvement (through environmental education) and good governance and institutional reforms (through district strategies);
- | accessing networks that seek to identify and promote new ways of sustainable funding, such as environment trust funds and debt swaps; and
- | institutionalised interaction with donors in order to enhance their understanding and support for IUCN's work in Pakistan.

8.5 Monitoring the Strategic Framework

8.5.1 | Monitoring Responsibility

The Senior Management Group of IUCN Pakistan will have the main responsibility of monitoring and overseeing effective implementation of the Strategic Framework. The SMG will be assisted by the Programme Directorate, which will facilitate an annual review by the



Programme Coordination Committee and the Project Review Group. The aim will be to report to SMG on the status of implementation of the strategy at the programme and project levels. An annual report will be prepared reflecting on the achievements of the Programme against both the strategic and operational objectives. In addition, progress against the implementation approach will also be reported.

It would be useful to involve membership in monitoring the framework. Each year, the Pakistan National Committee will be invited to provide its assessment of where the IUCN Pakistan Programme stands, vis a vis its strategy, in order to adjust its annual and triennial programmes.

In 2002, a mid-term review will be undertaken in association with IUCN's constituency. The aim will be to determine whether the strategy continues to remain relevant and to advise on any course correction that might be required.

There will be a terminal evaluation through an overall programme review conducted externally in 2005.

8.5.2 Monitoring Indicators

A large number of indicators can be considered for monitoring the implementation of the strategy. In the interest of objectivity, it will be important to focus on a few key indicators. The Programme Directorate of IUCN Pakistan will develop a set of such indicators in early 2000. In doing so, it may give consideration to the following as some of the possible indicators:

1. a triennial plan for IUCN Pakistan exists and reflects the priorities and direction set in the strategic framework;
2. each individual programme and project of IUCN has its own annual workplan, year after year, which is derived from the overall strategic framework, the strategy of respective individual programme and the triennial plan;
3. IUCN has dedicated programmes, established and running in the four priority technical areas of its work as well as the select cross-cutting areas;
4. each cross-cutting area, either through a dedicated programme, or through other means is adequately addressed in the work of the priority technical areas and vice versa;
5. the different projects of IUCN are regularly reviewed and monitored, internally and externally, and earn positive reports;
6. the core structure and functions of IUCN Pakistan have been defined and a reliable estimate of the long-term resource requirement has been established;
7. the organisational structure has been re-oriented in consideration of the long-term sustainability of IUCN core structure and functions;
8. a fund raising strategy has been developed and is in place;
9. IUCN Pakistan continues to operate a budget with an annual turnover of Rs. 150-200 million;
10. a select number of regional programmes are implemented with active participation from IUCNP;
11. the scoping of emerging environmental issues has been completed and implementation undertaken as warranted by the scoping and decisions of IUCN Pakistan's management;
12. the need for enhanced capacity and expertise in the various areas of IUCNP's work are adequately addressed either through a dedicated effort or through respective projects and programmes; and
13. the overall strategy of consolidating IUCN's work in Pakistan is firmly on course.







The Strategic Framework Development Process

Normally, a group of senior managers prepare a programme strategy. However, this time IUCNP decided to do it differently, by involving all staff, in all its offices, and by inviting its members and key partners to participate. A series of five workshops were held, in Peshawar, Gilgit, Islamabad, Quetta and Karachi: one day with all staff, followed by half-day sessions with the members and partners, to elicit their opinions and perceptions. It has been a very worthwhile process.

The level of participation was overwhelming and the gains were much more than mere inputs into the planning process. The insights obtained dealt with almost all organisational issues, at times reinforcing and thus validating the approaches, and at times indicating a need for reassessment and redesign.

Using the rich inputs from the 10 meetings with members, partners and staff, the strategic framework for the next six years was developed. It has also benefited from IUCN Pakistan's participation at programme development meetings at IUCN Headquarters during 1998 and 1999, as well as in the programme planning process for IUCN South and South East Asia over the same period.

The document has gone through several iterations. A first revision was undertaken following a review of the draft strategic framework by the Programme Coordination Committee of IUCN Pakistan. The document was then workshopped with IUCN donors in Islamabad and was revised accordingly. Finally, the draft framework was circulated amongst IUCN members who also collectively considered it in a meeting of the Pakistan National Committee.

In finalising the document, advantage has also been taken of the External Review of IUCN carried out in June 1999.



The Current IUCN Pakistan Programme

The Current Programme

The IUCN Programme, at present, is made up of the work of its thematic units, the various conservation strategies and select field projects.

1. Thematic Units

Nine thematic units (programmes) support IUCN's work in Pakistan. These are Biodiversity, Business, Coastal Ecosystem, Communications, Education, Environment Assessment, Law, NGO/Community Support, and Strategies Support. A Programme Directorate aids the units in programme planning, Coordination, management and monitoring and evaluation. The units perform the core tasks that underpin all other IUCN work. They carry out policy analysis and development as well as communication and advocacy, and support the conservation strategies and other projects in the field. Their purpose is to internalise IUCN's learning from the different initiatives, to share the learning with others and to lend technical rigour and quality to IUCN products and services.

2. Pakistan Environment Programme

PEP, funded by CIDA, aims at capacity-building for NCS implementation and is one of the most important of IUCN's projects. It is also probably one of the few institutional development initiatives that has focused on result-based management. It draws four institutions, including two government ministries into a partnership through which they are working to develop their own, and joint capacities for environmental management in Pakistan.

PEP is a multifaceted activity and contributes directly to IUCN's mission through a focused capacity-building effort of institutions that carry the mandate to analyse, develop and influence environment management policies. It funds the bulk of IUCN Pakistan's thematic units, and was the first major IUCN initiative directly emanating from the NCS. The project ends in 2000; based on the envisaged mid-term review of the NCS implementation, there may or may not be a second phase funded by CIDA and/or other donors.

3. Sarhad Provincial Conservation Strategy

In its endeavour to put policy, the NCS, into practice, IUCN began to interact with various provincial governments of Pakistan. The government of NWFP was the first to request IUCN to help it develop a provincial conservation strategy. The Sarhad Provincial Conservation



Strategy was approved and adopted by the NWFP government in 1996. The SPCS is supported by the Swiss Agency for Development and Co-operation. Phase II of the project has concluded in June 1998, and a new three-year Phase III Partners for Sustainable Development in the NWFP has been approved. The new phase places somewhat different demands on the IUCN support system to institutionalise the SPCS work in the NWFP.

An important dimension of the SPCS work is an attempt to further decentralise and devolve policy-making and implementation at the district level. At present, district conservation strategies are being prepared for Abbottabad and Chitral Districts. A participatory and consultative approach is being used to formulate these strategies.

4. Balochistan Conservation Strategy

BCS is being developed in partnership with the Government of Balochistan and funded by the Royal Netherlands Embassy. Strategy development was completed in 1999. The continuation of Netherlands' support for follow-up is uncertain. Balochistan is a vast land that is thinly populated, largely arid and severely underdeveloped. For any development to bear fruit, it must be conceived with a long-term view, and pursued with patience and commitment.

The BCS is directed towards integrating environment management principles into development policies through a holistic effort in institutional strengthening, capacity-building, awareness raising and involving all stakeholders in policy formulation and implementation. Some of its district consultations and sectoral innovations are new to the development process in Balochistan and support will need to be sustained if the strategy is to be implemented.

5. Northern Areas Conservation Strategy

The NACS was conceived with a modest seed grant from SDC three years ago. In 1997, NORAD provided a year's support to continue and consolidate the NACS inception work. In spring 1998, SDC and NORAD appraised the full project, which was positively assessed. The three-year project started in July 1999, co-funded by NORAD and SDC.

While the NACS combines all the objectives of other provincial strategies, it carries a larger component of demonstrating that communities can engage with their natural resources in a manner that is both economically beneficial and sustainable. It builds upon and incorporates the work of the sustainable use of biodiversity project funded by GEF/UNDP in the Northern Areas.

6. Environmental Rehabilitation in NWFP and Punjab

ERNP, funded by the European Union, is the largest of IUCN field projects in Pakistan. It is being co-implemented with partners from the government and an expatriate technical assistance team in a complex and demanding tripartite arrangement. This seven-year project, started in 1996, represents an important initiative in testing the concepts of community-based environmental rehabilitation, as enshrined in the NCS and the sub-national conservation strategies. Following a somewhat delayed and prickly start-up, project implementation is now underway. The unique role of IUCN as an intermediary between the government departments and the communities and as a facilitator of reforms to empower the communities, has placed the organisation in a situation where it must deal with the inevitable hostility that change processes unleash. The success of the project depends on IUCN's patience, perseverance, competence and acumen as well as on the partners' support to the



project and IUCN. A mid-term review of the project is due in late 1999. Whether and how IUCN may continue in the remaining period of the project, will be a subject of this review.

ERNP is one of the most significant examples of the linkages between policy development and field projects that IUCN propounds. The role that IUCN Pakistan has in the project is also derived from its mission, in that it is designed to promote conservation through government-civil society partnerships.

7. Mountain Areas Conservancy Project

In 1995, an initiative was undertaken on a pilot basis in the Northern Areas and the NWFP. A three-year project funded by GEF/UNDP, the pilot project ended in April 1999. Based on a very positive evaluation its successor, the Mountain Areas Conservancy Project, will continue and scale-up the project activities in six conservancies, spread over the Northern Areas and the NWFP for a period of seven years. The project has already been approved by GEF and Government of Pakistan, to be effective retrospectively from April 1999.

The biodiversity project, the proposed MACP and other initiatives undertaken under the biodiversity programme are probably the best manifestations of how technical (biological) areas of work are integrated with the cross-cutting tools of socio-economic sciences in support of stakeholders effectively managing their environment.

8. Sustainable Development Networking Programme

SDNP is a UNDP-funded project to support information dissemination on sustainable human development. The two-year third phase of the project commenced in October 1998. The focus of this phase is to encourage a two-way flow of information on sustainable human development, to encourage the sharing of information between different groups. This contrasts with the previous phase that aimed at encouraging the use of electronic mail in Pakistan—SDNPhas played a major role in both popularising and developing capacity in the use of electronic communications in Pakistan.

SDNP is now in the process of developing web sites for more specific information on topics of direct relevance to biodiversity, ecosystem management and environmental policies. SDNP will collaborate with other IUCN programmes to bring knowledge and experiences to a platform of shared learning.

9. Mangrove Forests Rehabilitation

Mangrove forests rehabilitation along the Pakistan coast has been an important IUCN activity for several years. Primarily funded by NORAD, the activity also attracted some Japanese (ISME) funds. NORAD support phased out by December 1998. ISME support will continue, but is too limited for a substantive programme. This, along with other potential coastal and marine work, is a subject of concurrent internal debate.

The mangrove rehabilitation activities serve as a practical demonstration of new and innovative techniques for regeneration of depleted resources. They also provide guidelines for replication in other parts of the country.

Marine and coastal work has been a generally neglected area for donor investment and is one that badly needs attention.



A Review of the Programme, 1993-99

1. Programme Performance

IUCN Pakistan has undergone several management reviews in the past eight years. Its programme too has been a subject of continuous review, albeit in parts, mostly through the assessments of projects and programmes which make up the portfolio of IUCN in Pakistan. These assessments have been internal, external and joint with partners depending on their interest. Equally important have been the reflections of IUCN's constituency gathered in the process of consultations undertaken for developing the strategic framework. More recently, IUCN Pakistan was chosen for a detailed study as part of an external review of IUCN global. What follows is a short synthesis from the various reviews.

Generally, IUCN Pakistan and its programme are regarded as very successful. Most of the programme envisaged in *The Way Ahead* has been implemented fairly well. Over the years, IUCN has led or supported most environmental initiatives in Pakistan that have earned it a great amount of respect, goodwill and credibility. The organisation's work in environmental planning and policies, as manifested in the Pakistan NCS, Biodiversity Action Plan and the various sub-national conservation strategies, has received wide appreciation. However, the Balochistan Conservation Strategy has been facing problems on multiple fronts, including a difficult local context, a lack of understanding among key partners and a mechanistic approach to external monitoring. The district strategies offer great potential, but progress is constrained by the lack of local capacity in developing conservation strategies. There is also a concern about the lag in translating environmental plans and policies into action. The SDNP project has been truly an agent of change, pioneering along with others, electronic connectivity in Pakistan. In future, it is expected to play an even greater role in packaging and marketing IUCN Pakistan's products of knowledge, within and outside Pakistan.

For a major part, IUCN's image owes to the work of its thematic programmes, notably those of biodiversity conservation, communications, education, environment impact assessment and environmental law. The Communications Programme is highly regarded for the quality of IUCN's publications, its outreach to media and other partners, and its contribution to advocacy on important issues. The Environmental Law Programme is the co-architect of the Pakistan Environmental Protection Act 1996, and is engaged in several other strategic initiatives of institution and capacity-building for environmental legislation in Pakistan. The Environment Impact Assessment Programme houses an important part of the scant expertise for environmental impact assessment in Pakistan. The programme is known for its environmental assessment of some major projects, training in Environmental Impact Assessment and contribution to environmental awareness.

The Biodiversity Programme, which has largely worked around the Biodiversity Conservation Project in Northern Areas, has successfully demonstrated biodiversity conservation through community participation and sustainable use. The approval of the second phase of the project (US\$ 10 million) by GEF and the Government of Pakistan is in part, a recognition of



the contribution that IUCN Pakistan and its partners have made to the successful implementation of the first phase.

The Environmental Education Programme and Coastal Ecosystem Programme have done fairly well and retain a constituency of consistent support. The Education Programme is respected for its work in material development, training of trainers and engaging educational institutions in the private sector. The Coastal Ecosystem Programme is the pioneer of mangrove forests rehabilitation in Pakistan and the techniques developed by it are now widely used by other organisations in Pakistan and overseas. However, a wider impact of these programmes has remained constrained. The scope for Environmental Education Programme is very large but the capacity limited. The Coastal Ecosystem Programme has been narrowly focusing on the mangrove forests, while it could be more inclusive.

The NGO Support Programme and the Business Programme of IUCN Pakistan have struggled after a good start. This has been largely due to difficulties in attracting and retaining competent and experienced professionals in positions of leadership in the programmes.

Human resources of the thematic units have remained modest and have even declined in some cases, whereas the demand on them to support the field programme and to devote attention to conceptual work has increased several-fold. While many donors have generously funded IUCN projects in recognition of its credibility and quality secured through the thematic programme, very few have been willing to fund the thematic units themselves. In the past, the units and their work have been resourced mostly by CIDA through a five-year project (the Pakistan Environment Programme) and by NORAD under a Frame Agreement. With the termination of CIDA's support to PEP in 2001 and uncertainty about future donor support, sustaining these thematic functions is a challenge.

Most of IUCN's work in Pakistan is aimed at building capacity for the environment. Since the commencement of the work on NCS in 1986, Pakistan's capacity in the environment has increased significantly, much of it being in environmental planning and policies. IUCN has contributed to it in several ways, ranging from the development of various conservation strategies to supporting the creation of institutions such as the Sustainable Development Policy Institute. However, the need for environmental services is increasing and the expertise in environmental planning, policies and legislation continues to be acutely in short supply. This has been part of the reason for IUCN's inability to respond to the request for help from other provinces for conservation strategies. The capacity for translating policies and plans into action is even scantier. This, along with the lack of political will, is perhaps one of the most serious impediment to environmental protection and improvement in Pakistan.

2. Growth

IUCN has grown significantly over the past decade. The number of staff has increased several-fold and the mix of staff has changed, from being mainly natural resource scientists initially, to a greater number of professionals from different disciplines and backgrounds. The constituency's expectations have increased and donors have become more demanding. Relationships with some partners have been strained, especially in those projects that focus on institutional reforms and empowerment of the communities. The fast growth has also placed an increased demand on IUCN support and management systems, especially with regard to programme planning and integration, financial management and implementation of field projects.

IUCN has responded by undertaking management reviews and adapting the organisational structure to emerging needs. Sub-national programme offices were set up, the two directorates (of programme and finance) were created in the country office and a process

initiated to reorient the thematic units. A senior management group was also set up to guide and oversee the programme.

Ever since its inception, IUCN Pakistan has been led by its founder Country Representative. Over the past 3-4 years, a gradual leadership succession strategy has evolved, devolving decision-making to collective forums and broadening the basis of leadership and decision-making in IUCN Pakistan. In addition, important steps have been taken to further develop organisational, financial and human resource management systems. A more formal and organisation-wide planning, monitoring and evaluation system has been instituted, project and proposal development has been streamlined, and budgeting systems have been strengthened. Steps have also been taken to move towards greater financial sustainability.

These arrangements have already begun to take root, but will require time to consolidate and realise their full potential.

3. Strengths and Constraints

The success of IUCN in Pakistan is attributed mainly to a visionary leadership able to recognise and avail opportunities presented by the NCS and the events following its approval. Attention to delivery of quality products and services in a flexible manner, responsive to the constituency's needs and aspirations, have earned IUCN credibility, and hence success. IUCN also derives its strength from its unique structure, being made up of states, government agencies and NGOs. This enables it to provide a neutral platform for debate on controversial issues, to perform a mediating role and to work as a bridge for sustaining the environmental agenda, especially in the intervening periods between the rapidly changing government and their commitments. In addition, global outreach and recognition, scientific knowledge and expertise, high standard of work norms, integrity, access to the policy and decision-making arena and capacity to network are also regarded as important strengths of IUCN. Equally, IUCN's success owes to the support and encouragement it has received from its partners, including its members and donors.

The constraints faced by IUCN are both external and internal. A major factor is the decline in development funds available to government from internal and donor resources. In addition, the problems, and eventually the success of IUCN, is determined by the issues IUCN chooses to work on. For example, if the organisation would choose not to work on governance issues, much of the stress in its relationship with the government agencies will disappear. IUCN's work has also tended to concentrate in one or two provinces. This increases the organisation's risks, especially during the time of strained relationships. Overall, IUCN has been good in managing risks and relationships, but this warrants greater attention in future.

Internally, the organisation needs to establish greater linkages and Coordination with those organisations that are potential partners, but are not IUCN members. IUCN also needs to define itself more clearly, especially as to which issues (rural or urban, policy or field) it works on and whom it works with (politicians, senior bureaucracy, communities or organisations).

There has been an increasing demand for IUCN's services especially in those provinces that currently do not have sub-national strategies or implementation plans for NCS. IUCN will need to respond to these expectations appropriately and if it decides to work in these areas, it will have to manage its organisational resources carefully and more efficiently.

Capacity within IUCN means technical, managerial and organisational capacity to effectively deliver on its programme commitments. Alternatively, it may scale down commitments to match the available capacity, meanwhile seeking to build additional capacity as necessary. The other dimension is IUCN's efforts to build the capacity of other organisations. In the past,



IUCN's efforts have mainly focused on capacity-building for environmental planning and policy and legislation; its attention is increasingly invited to the lack of capacity for translating the policies and plans into action. This would mean greater IUCN engagement in the field. However, while some of IUCN's members and partners in Pakistan want it to remain focused on the macro issues at the policy level, others wish to see more of IUCN in the field. Finding the right balance is a challenge.

A major constraint to IUCN's work is the lack of secured long-term funding for the organisation's core functions. It forces the organisation into a project mode, raising more projects to earn the necessary overheads for financing the core functions; or it must inevitably undertake consultancy services. This limits the organisation's capacity to provide the much needed technical backstopping to its field projects. Also, the space available to internalise learning and exploring new initiatives is greatly diminished.

4. Alliances and Partnerships

Fostering strategic alliances and partnerships with government, civil society institutions and donors remains a cornerstone of IUCN's policy. Globally, IUCN has been consistently supported by several bilateral donors including SIDA, NORAD, SDC, The Netherlands, US Government and CIDA. Several of them have also supported IUCN's work in Pakistan, some of them very consistently. Recently, key IUCN partners from the donor community in Pakistan have constituted an IUCN Donor Coordination Group. This is hoped to enhance the IUCN-donor collaboration and its contribution to Pakistan's environment.

Over the past few years, IUCN has also forged greater cooperation with other international organisations including the UN system and the World Bank. Most of these organisations are active in Pakistan, and IUCN's relationship with them has grown steadily. The global partnerships will hopefully further strengthen IUCN's collaboration with the country programmes of the respective organisations in Pakistan.

Furthermore, IUCN Pakistan has built mutually beneficial alliances with the government of Pakistan at federal, provincial, district and local levels as well as with the leading NGOs and other civil society institutions in Pakistan and in the regions, especially with the other country programmes of IUCN in Asia. These relationships are a useful resource for IUCN Pakistan.

Most significant in this regard have been the strong linkages with IUCN membership in Pakistan. Through the National Committee, the membership has provided useful guidance to IUCN on many of the important and sensitive conservation issues in Pakistan. Some of them are involved in jointly implementing activities with IUCN while some others are benefiting from the capacity-building initiatives of IUCN. This provides a strong basis for an even greater collaboration in future. Likewise IUCN is also actively engaged with its commissions as represented in Pakistan; commissions are better represented than others, which highlights the potential for expanded work by IUCN commissions in Pakistan.

5. IUCN Pakistan's Niche

The niche of an organisation is determined by its structure, function, mandate, strengths and weaknesses, as well as by the arena in which it operates. Within the arenas, the institutional landscape essentially defines the need and space for an organisation.

Formed by both states and non-governmental institutions, IUCN is acceptable and respected as a neutral forum for dialogue on important issues. Its key functions are generating or

assimilating knowledge, articulating the available knowledge into policy reforms, and building capacity for policy planning and implementation. IUCN derives its mandate from the Union's statutes and the directions that flow from the global membership. This provides the organisation with the much-valued access to the policy arena, globally, regionally and in the member countries. The organisation's prime resource is its conservation knowledge, which resides in its members, commissions, and the secretariat. Equally important is its more than half a century of experience in conservation issues.

The arena for IUCN's work in Pakistan is wide and open, but perhaps less so than before. A decade ago, there were hardly any organisations outside the government, which worked on issues of policy and law. Today, there are quite a few, but there are hardly any footprints on the terrain of environmental law and policies, other than those of IUCN and its members such as SDPI.

Conservation issues in the field have largely been the domain of government departments such as forestry and wildlife. A few non-governmental organisations, mostly IUCN members and partners, have been active recently but the task far exceeds the present capacity. Also, much of the conservation work in the past has followed traditional approaches; undertaking innovative programmes and especially linking them to policies has been a challenge. IUCN is uniquely placed to demonstrate innovations and link them to policy.

The number of organisations working on environmental awareness and education has increased over the past several years. However, their access to good quality, reliable material and information remains a constraint. The lack of capacity in packaging the information for effective advocacy is also a limiting factor.

None of IUCN's members, except one, is engaged in biodiversity conservation work, some have an interest in forestry, and a few in water issues. Issues such as climate change are important yet unknown to much of the IUCN constituency in Pakistan. In contrast, several of IUCN members, partners as well as other organisations are increasingly involved in issues of governance and social mobilisation.

The membership of IUCN's commissions in Pakistan is thin, but those present have a strong voice. These include Commission on Environmental, Economic and Social Policy, Law Commission, Sustainable Use Specialist Group of the Species Survival Commission, and the Commission on Education and Communication.

Thus, the niche for IUCN Pakistan is continuing its focus on environmental planning, policies and legislation; strengthening and expanding its 'convening' role; innovating and advocating new approaches in conservation; and engaging in issues such as biodiversity conservation, which though important, are not of much interest to others. Building capacity for the environment is also a niche for IUCN; areas such as freshwater and coastal ecosystems, where not much has been done and little is planned, may need to be focused. Above all, being a part of the global IUCN, the Pakistan Programme is obliged to keep the conservation flag high, especially in periods of low attention and support for environment elsewhere.



Criteria for Guiding the Programme

1. IUCN's Mission

The most important criteria to which any of IUCN's current and future interventions must fit is the Union's mission and mandate. The mission calls for IUCN's emphasis on advocacy, building institutional and technical capacity and enhancing the capacity to create and innovate. The mission statement precludes IUCN being a promoter of development as such, and instead, calls for participation in the development process to ensure that it is equitable and ecologically sustainable. The mandate of IUCN is derived from resolutions of The World Conservation Congress—IUCN's general body—and decisions of the council elected by the congress. The spirit of those decisions is reflected in the Union's mission statement, yet the specific resolutions should also be kept in view.

2. Collaborative Implementation

On-going programmes might be continued with an increased momentum, especially where collaborating partners have joined forces. The application of such a criteria will also entail that instead of undertaking new programmes of its own, IUCN could join forces with other organisations whose programmes might be of interest, and whose momentum might be increased by IUCN's support. Collaboration with IUCN members and commissions, and using their platforms and resources, to pursue IUCN's agenda would be consistent with such criteria. The potential for their participation should be a guiding factor.

3. Innovation, Replicability and Potential for Scaling Up

IUCN's resources are limited. More than any other organisation, it must deploy its human and institutional capacities strategically. In practice, this would mean taking the course with highest marginal returns (influence) to a unit investment. This would also mean choosing options having the greatest potential, to influence the greatest number of people and institutions. Such interventions may preferably also have a greater potential for replicability and scaling up. Similarly, programmes that are innovative or cutting-edge and promising for the future should also receive priority, because few other organisations make such investment in the environment field in Pakistan.

4. Constituency's Needs and Priorities

IUCN is a constituency-influenced organisation and its programme needs to be responsive to the constituency's needs and aspirations. The wider constituency of IUCN includes its global



membership, its network of commissions, IUCN Global Secretariat, its donors and international partners such as the United National Environment Programme. In Pakistan, the constituency is made of IUCN members (including government of Pakistan), non-member NGO partners, commission members and potentially the private sector. The views of the constituency in Pakistan as well as the global membership need to be taken into account when planning.

The government of Pakistan is a state member of IUCN and a partner with whom IUCN has had long and useful cooperation. The government has appreciated and benefited from substantive IUCN support in areas of environmental planning, policies, legislation and capacity-building. There is mutual advantage in continuing and expanding this cooperation. Consequently, the government's needs in so far as they are consistent with IUCN's work and capacity, should understandably receive prominence in the future programme of IUCN in Pakistan. National priorities, as defined in the NCS, BAP or such other instruments that might be developed with civil society's participation, would need to be reflected in the work of IUCN Pakistan.

5. Capacity Requirements

Implementation capacity would be another deciding factor. IUCN needs to assess the potential capacity that it can reliably harness, given the dearth of environmental expertise in Pakistan. However, looking internally alone might not be enough; IUCN must also take into account the capacity of its members, commissions and partner organisations, in and outside Pakistan, which would be available to it for its work.

6. Focus on IUCN's Niche

In chalking its future course IUCN is aware that there are many other organisations active in the environmental arena. Therefore, in deciding its options for the future, IUCN shall avoid duplicating other's work in the interest of best utilisation of the available capacities and resources: it shall pursue activities which complement those of others or which can be best accomplished by IUCN, given its mandate, advantages, potentials and experiences.

7. Marketability

Marketability is another important criterion. Interventions that would match donor interests are likely to be funded better. Those parts of IUCN's work that are likely to meet market needs may receive priority. By this measure, project interventions which can attract donor funds, or which can leverage funds and support from other sources (including members, commissions, partners and the private sector) shall be a priority.

8. Reach and Spread: Integration with the Larger Union

IUCN Pakistan should also look into the prospects and potential of its work to contribute to IUCN's work and mission in the region and globally. In the past, IUCN Pakistan's experience and human resources have been useful for the overall Union's work, especially in the Asia Region. IUCN's work globally and regionally would gain if IUCN Pakistan can further expand this potential for a positive contribution. Conversely, being a part of the larger union, IUCN Pakistan's work must also fit in and contribute to the priorities of IUCN global and regional programmes.



9. Opportunistic and Motivation Value

IUCN also has to review the prospects confronting it opportunistically. It should carefully assess whether or not a particular opportunity is likely to repeat itself. If it would be a one-time opportunity, for a substantive progress towards its mission, IUCN should take it rather than leave it. This entails building a certain elasticity in IUCN's triennial and annual work plan to respond to such opportunities.



Conceptual Programme Framework

Figure 1 | The Parameters



Figure 2 | Technical Areas

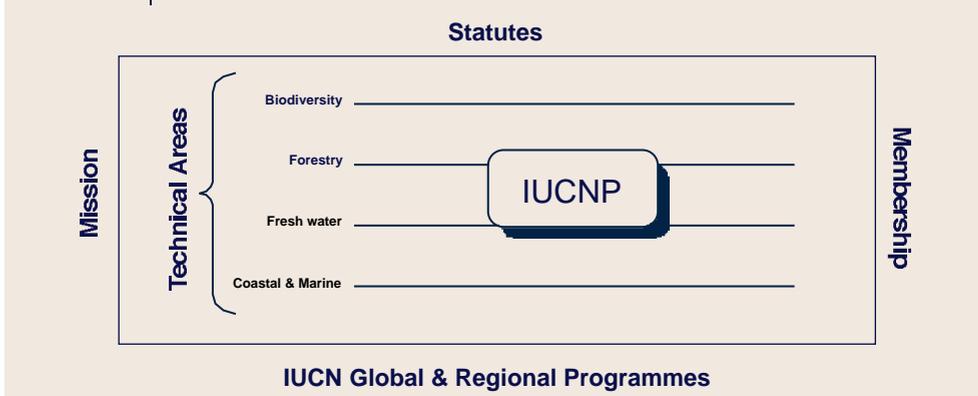


Figure 3 | Cross-cutting Areas

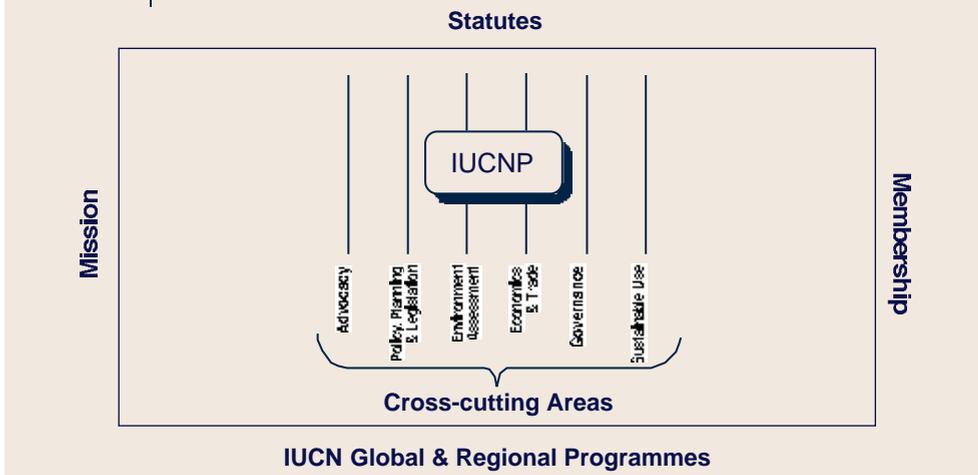


Figure 4 | Integrating Technical and Cross-cutting Areas

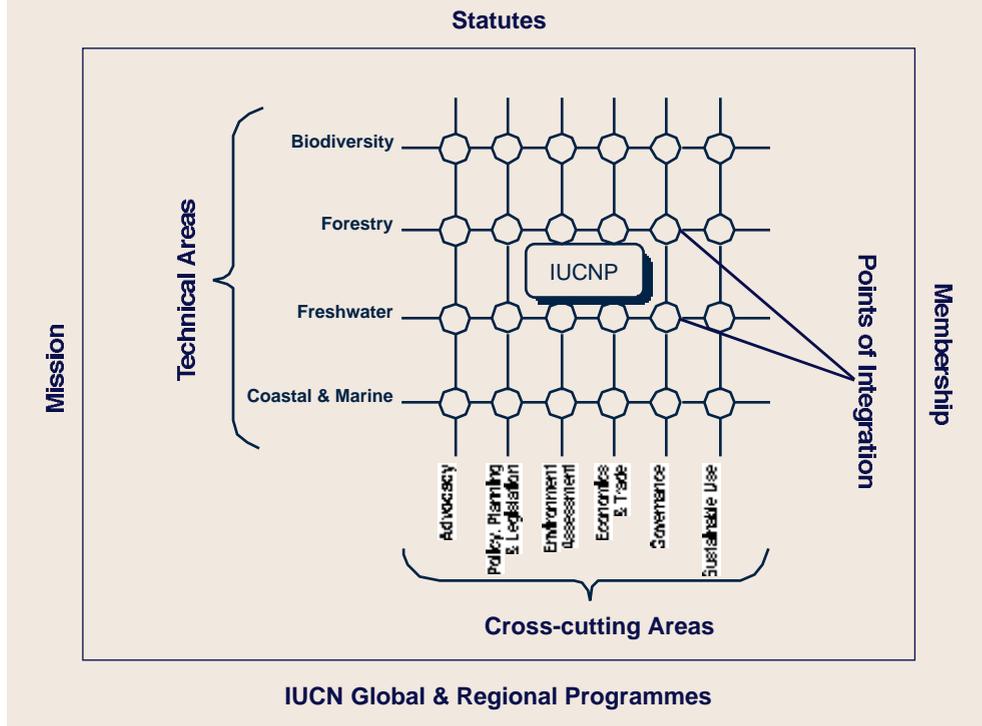
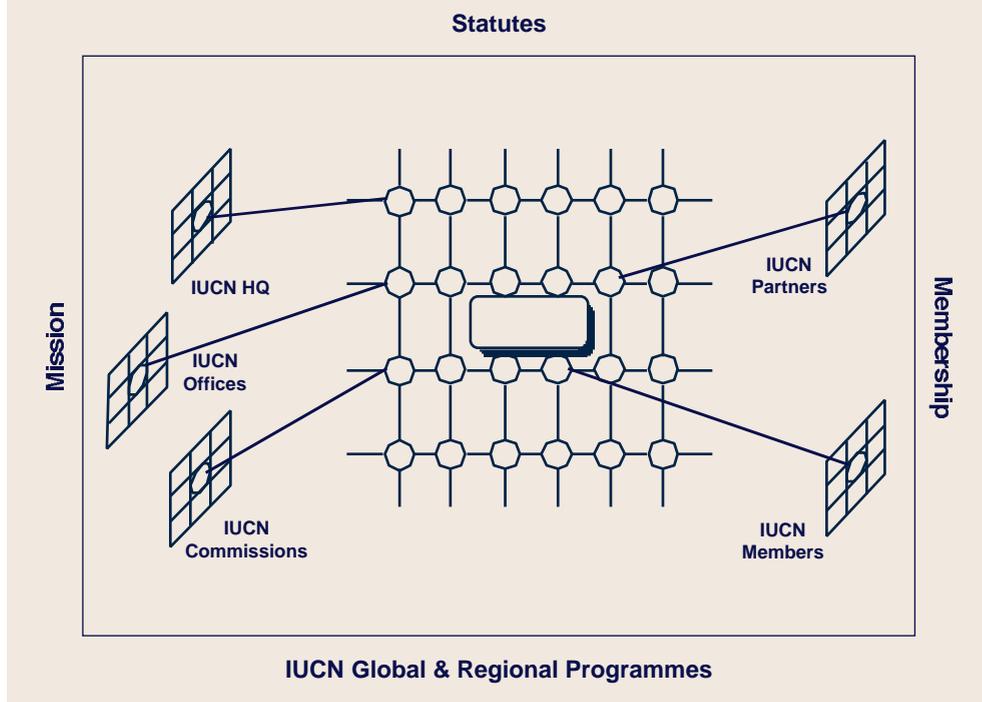


Figure 5 | Relating to the Constituency



Founded in 1948, The World Conservation Union brings together States, government agencies and a diverse range of non-governmental organizations in a unique world partnership: 954 members in all, spread across 140 countries.

As a union, IUCN seeks to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable. A central secretariat coordinates the IUCN Programme and serves the Union membership, representing their views on the world stage and providing them with the strategies, services, scientific knowledge and technical support they need to achieve their goals. Through its six Commissions, IUCN draws together over 8,000 expert volunteers in project teams and action groups, focusing in particular on species and biodiversity conservation and the management of habitats and natural resources. The Union has helped many countries to prepare National Conservation Strategies, and demonstrates the application of its knowledge through the field projects it supervises. Operations are increasingly decentralized and are carried forward by an expanding network of regional and country offices, located principally in developing countries.

The World Conservation Union builds on the strengths of its members, networks and partners to enhance their capacity and to support global alliances to safeguard natural resources at local, regional and global levels.

In Pakistan, IUCN aspires for an environmentally conscious, responsible and prosperous society in the country.