

IUCN Pakistan Programme

**Northern Areas Strategy for
Sustainable Development**

Background Paper

Non-Governmental Organisations

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LIST OF ACRONYMS

AESWSH	Association of Education And Social Welfare Society Hunza
AKCSP	Aga Khan Cultural Service Pakistan
AKDN	Aga Khan Development Network
AKES	Aga Khan Education Services
AKHS	Aga Khan Health Services
AKHB	Aga Khan Housing Board
AKRSP	Aga Khan Rural Support Program
BACIP	Building and Construction Improvement Program
BASDO	Belour Advisory and Social Development Organization
BCS	Balochistan Conservation Strategy
BHEF	Baltistan Health and Education Foundation
CAI	Central Asia Institute
C/B	Capacity Building
CBOs	Community Based Organizations
DPM	Development Planning and Management
EE	Environmental Education
EM	Environmental Management
FPAP	Family Planning Association of Pakistan
ES	Environmental Sustainability
GAD	Gender and Development
GCIC	Gilgit Conservation and Information Centre
HERP	Hunza Education Resource Project
HWP	Himalayan Wildlife Project
IG	Interest Group
IUCN	International Union for Conservation of Nature and Natural Resources (The World Conservation Union)
KADO	Karakoram Area Development Organization
KHDP	Karakoram Handicraft Development Project
KKH	Karakoram Highway
LDOs	Local Development Organizations
LHV's	Lady Health Visitors
MACP	Mountain Area Conservancy Project
MELGRD	Ministry of Environment Local Government and Rural Development
NA	Northern Areas
NASSD	Northern Areas Strategy for Sustainable Development
NADP	NADP
NAEP	Northern Areas Education Project
NCS	National Conservation Strategy
NDO	Nounahal Development Organization
NGOs	Non government organizations

NHP	Northern Health Project,
NRC	Natural resource conservation
NRM	Natural Resource Management
NRSP	National Rural Support Program
NWFP	North West Frontier of Pakistan
P&DD	Planning and Development Department
PDP	Participatory Development Program
PRSP	Punjab Rural Support Program
SAP	Social Action Program
SD	Sustainable Development
SPCS	Sarhad Provincial Conservation Strategy
SRSP	Sarhad Rural Support Program
SWD	Social Welfare Department
UNCED	United Nations Conference on Environment and Development
VCF	Village Conservation Fund
VOs	Village Organizations
WASEP	Water and Sanitation Extension Programs
WCED	World Commission on Environment and Development
WID	Women In Development
WOs	Women Organizations
WWF	World Wide Fund for Nature

FOREWORD

The Northern Areas have a unique and critical role to play in the sustainable development of Pakistan. Although they span a relatively small geographical area, the Northern Areas serve as a vital catchment for the Indus River, upon which a majority of Pakistan's irrigated agriculture and hydroelectricity depends. The Northern Areas also contain the nation's most important natural forests, extensive mineral reserves, and a wealth of biodiversity. Dramatic scenery, some of the world's highest mountains, and a rich cultural and archaeological heritage make the Northern Areas one of the most visited tourist destinations in the country.

Over the last several decades, however, many of the Northern Areas' natural resources have come under increasing pressure, as a result of a growing human population and the opening of the Karakoram Highway. At the same time, it has become increasingly recognised that the isolated nature of many of the region's communities, coupled with the Northern Areas' high-altitude and fragile environment, poses special constraints and challenges to development. Perhaps more so than in any other part of Pakistan, there is a need in the Northern Areas to ensure that social and environmental considerations are fully integrated into the development process.

In response to these concerns, the Northern Areas Administration began the preparation of a Northern Areas Strategy for Sustainable Development in 1999, with the financial assistance of the Swiss Agency for Development and Cooperation, and the Norwegian Agency for Development Cooperation; technical support has been provided by IUCN–The World Conservation Union. The Strategy addresses a broad range of social, economic and environmental issues, and seeks to provide a comprehensive policy framework for the sustainable development of the region. It responds directly to the provisions and recommendations of the National Conservation Strategy, adopted by the Government of Pakistan in 1992.

In parallel, *The State of the Environment and Development in the Northern Areas* summarises in a single volume the key information gathered during the preparation of the NASSD. It is the first report of its kind to be produced for the Northern Areas, which provides a succinct, up-to-date and readily accessible analysis of the status of the most important environment and development sectors in the Northern Areas, including information on major trends and issues, the responses taken by both government and civil society to date, and strategic options for the future. It also provides a baseline against which future change can be measured and establishes the context and foundations for the Northern Areas Strategy for Sustainable Development.

During early consultations at the tehsil level, and with key governmental and non-governmental organizations 16 areas of intervention were identified as being critical for the NASSD. These include sectors like: water; agriculture; forestry; biodiversity; rangelands and livestock; the private sector; energy; urban

environment; and cultural heritage and sustainable tourism. In addition, some crosscutting themes were identified as crucial to each sector, including population, poverty and environment; communication for sustainable development; environmental education; NGOs; gender, environment and development; environmental health; and governance.

To address the needs of each of these areas, basic information was gathered through consultations and literature reviews. This data was analysed through background papers commissioned on each of the sectors and themes identified. The draft of each paper was shared with the larger community of stakeholders of the NASSD as well as experts in the relevant field of knowledge.

The papers follow a similar format: analysis of the current situation; issues; past and present initiatives in the sectors and thematic areas along with the lessons learnt; stakeholders; and recommended policy and action measures. The authors have also addressed cross-sectoral linkages and environmental concerns for the sake of more integration in planning for sustainable development.

There were constraints to developing these Background Papers and in some cases these hurdles were only partially overcome. These included the fragmented and scattered nature of information, the prevalent culture of not sharing information, contradictory and unreliable data, lack of thinking on cross-sectoral linkages and integrated planning, and lack of expertise in developing linkages with the environment.

Parts of the information of the papers were then incorporated into the State of the Environment and Development (SoED) and the main strategy, i.e., NASSD. However, since the Papers contain a wealth of extremely useful information, a decision was taken to produce a series of NASSD Background Papers.

Considering the need and importance of timely sharing information with the stakeholders, these papers are being produced without extensive editing. The authors have sole responsibility for the views expressed and data presented.

EXECUTIVE SUMMARY

NGOs/CBOs is the third major development sector besides government and private sector. In Northern Areas it has been greatly complementing the government's development efforts by reaching to the remotest and comparatively more deprived communities for realizing their access to the socio-economic and environmental services. With regard to their institutional size and capacity in terms of skills, physical and financial resources, these institutions basically exist in three forms i.e. Large, medium and small NGO/CBOs. Large NGOs have been gradually moving from the practice of service delivery to the institutional capacity building programs. This trend gives the idea of self-sustained medium/small NGOs/CBOs having support from government and large development organizations. This would generate more empowerment of the grassroots communities in decision-making, implementation, maintenance and monitoring of development activities, which is imperative for sustainable development. The involvement of NGOs/CBOs in the formulation and implementation of the NASSD originates from this underpinning.

NGOs/CBOs are one of the main civil society institutions that provide support to the communities to analyse their potentials and opportunities and plan how to invest opportunities for achieving the goal of improved quality of life. Their successful intervention in Northern Areas has been largely supported by the old communal tradition of participatory management of natural resources and social affairs. It was by virtue of this system that AKRSP succeeded in developing grassroots institutions; village organizations, women organizations that are now developing apex coalitions of local development organizations. AKDN institutions were the pioneer to enter this isolated region for the improvement of the living standard of the communities. In the course of last decades, many local welfare NGOs came into being. And since early 90s, international environmental organizations have been pursuing their goals. Their interventions are proving successful in changing the thinking/attitude of both government and nongovernmental development organizations. This was the reason that the Administration of NA initiated to develop a sustainable development policy framework with the technical assistance of IUCN-The World Conservation Union in 1996. Apart from government, private sector, political institutions, media, and academia, the non-government sector has been considered equally important partner/stakeholder for achieving this aim.

The gradual transformation of the principles of sustainable development from theory to practice warrants a systematic approach to enhancing the institutional performance of various institutions and organizations through improved policies and actions. Building the capacity of partners for environmental conservation and sustainable development has been entailed as a major principle for strategy development together with integration of environment into their development programs. Although a considerable number of NGOs/CBOs have started taking initiatives in this regard, however, there exists a need to strengthen these initiatives,

and develop their integrated links with other development programs of these NGOs. NACS – Support Project carried out consultations to understand the issues, trends and potential of this sector besides their capacity building need assessment. The following technical paper is being documented with the underlying consideration that if their needs are addressed and potential is explored wisely, they could contribute to achieve the objective of environmentally sustainable development at large. Furthermore, an attempt has been made to explore all possible potentials to build NGO/CBOs' capacity in terms of capacity in what, how and by whom.

A situation analysis into the sector reveals that the NGOs/CBOs have their peculiar traits of making their interventions more fruitful. Their innovative approaches for work, good partnership with government, appropriate planning and operations, adequately facilitating administrative procedures and to some extent diversity of their work are worth mentioning. Despite being comparatively in a good position with regard to its achievements of objectives, the sector is marked by certain weaknesses in terms of issues and constraints. At the outset there is a need to establish a consolidated mechanism that provides enhancement support to the comparatively weak members of this community. This institution can adopt the mandate of building their institutional capacity in various development themes and practices. An analysis shows that large NGOs, Social Welfare Department, Planning and Development Department, Social Action Program and some bilateral projects have a potential for this breakthrough.

Yet a more important issue is lack of coordination among the NGOs/CBOs themselves as well with other actors of development. Due to which a communication/information gap prevails not only among NGOs themselves but also among NGOs, government, private sector and media etc. resulting into the disintegrated planning and implementation. This gap can be bridged by establishing civil society institution represented by multistakeholders. NACS – Support Project has taken an initiative by fostering an NGO interest group, however, it requires greater support from P & D and large NGOs to recognize and operate it as a neutral supra consultative/decision making organ of NGO community to resolve its issues and steer the process of sustainable development.

One of the major issues of NGOs/CBOs regardless of their size and outreach is financial sustainability. Most of the them are heavily donor dependent, in case of a collapse; NGOs will be in a crunch. Mark up on the services, advocacy with the government to establish NANGO Funds, and a close working partnership in terms of joint economic/enterprise ventures with private sector can be explored to bring them out of the web of financial uncertainty.

To pursuing the sustainable development, it is important that the NGOs develop a nexus between development and environment not only in their own programs but raise awareness of other sectors to become conscious to its management. Most of the NGOs however, need to equip their institutions with the technical skills to practice environmental management. Environmental NGOs can play a pivotal role and assist development agencies to augment crossover between development and environment.

NGOs have initiated designing and implementing their development programs with an approach of equity by adopting the principles of gender and development. However, their interventions only remain limited to the micro level with no influence on the macro level, which is essential for policy decisions that ensure equitable development and fulfilment of strategic gender needs.

Meeting the challenges of these issues is a shared responsibility of various members of the community with a meticulous approach to identifying and realizing their respective roles. But before that they would be required to have a pragmatic strategy and develop their actions in accordance with that strategy.



1. INTRODUCTION

This is NGO technical paper, one of the series of technical papers published under the auspices of NACS Support Project. It has been developed as a supportive document to formulate policy implications for NGO/CBOs enhancement that will become an integrated part of the overall NASSD document, the product of the NACS Support Project. The NACS Support Project started working with the NGOs/CBOs of NA in 1998 keeping in view to ensuring their dynamic involvement for realizing the first principle of people's participation in the NASSD formulation process. Other interrelated objectives were to build constituency and advocacy for integrating environmental concerns into their development programs, and to enhance their capacity for the implementation of the mainstream sustainable development policy framework in future.

The paper highlights the background of NGOs/CBOs' involvement in NACS formulation process, approach used in this perspective, state of NGOs in NA, issues and constraints, consequences of inaction, the need for the NGO strategy, and its aim and objectives. Moreover, it encompasses the strategic interventions and roles and responsibilities of various stakeholders for the implementation of the strategy.

1.1. NGOs and Sustainable Development

NGOs are one of the influential social structures of the civil society, which is being reinforced after the end of the Cold War. An NGO is defined as *"registered, non government, non partisan and non sectarian organization, that is working in the field of social, economic and environmental development"*¹. It can be national, international or local organization. Also called as third sector² has been largely considered to advocate and empower the deprived communities by ensuring their participation in decision making and providing services. There is a rapid and sustained growth in their numbers across the globe. The general attitude of governments and especially of the international system has also been complimentary (Uvin 1996). Due to the credit of popular participation, they are being perceived an indispensable part of the legitimacy without which no international activity can be meaningful"³.

1. "Development is a process where people individually and collectively realise their potentials in doing so become active protagonists in creating their own history" (Fowler 1997, p. 8) i.e. people are empowered to define and decide for their own realities.
2. The third-the voluntary association sector is most concerned with the articulation and actualisation of particular social vision, does so through the shared normative values of its patrons, members and clients, represents the interest of minority (or of marginalized interest), and operates in the realm of civil society (Najam 1996, p. 12). The organizations in this sector serve unserved or neglected populations, to expand the freedom of or to empower people, to engage in advocacy for social change, and to provide services (Hodgkinson and McCarthy, 1992, p. 3).
3. United Nations Secretary General Boutros Ghali (1995: 10).

NGOs/CBOs⁴ mobilize the community intellectual, human and physical resources for participatory development, defined as *"In which communities establish their own institutions, identify their priorities organize their resources, manage their development agenda, and forge the necessary links for continuing technical and financial assistance by outside agencies. The supporting agency provides technical and financial assistance but it does not infringe upon the sovereignty of the community organizations, decision making rests with the community, which can reject the advice and judgment of project experts"* (Community Participation sector paper for the NCS, P. 3).

Through this approach, they promote sustainable development (also WCED, 1987), which has opened room for their prominent role in policy enterprise (Smith and Lipsky, 1993). The principle document of UNCED: Agenda 21 extols governments to explicitly invite NGOs to take part in the formulation and implementation of sustainable development policies (Kakabadse and Burns, 1994). Their role in policies is enhanced by government that is short of resources and long on responsibilities or donor agencies that sometimes find NGOs to be more efficient than government. This implication was applied to NCS.

Today, we find a variety of NGOs active in diverse kinds of activities ranging from advocacy, gender, human rights, poverty alleviation, rural development, and environmental rehabilitation etc. at international national, and local level. In Pakistan, the model of Aga Khan Rural Support Program has been successfully replicated in other parts of Pakistan in the form of NRSP, SRSP and PRSP etc. The philosophy of these rural support programs is based on the principle of social organization. It is now well established that neither the socialist nor the capitalist approaches of development is the solution to poverty reduction and equity which is imperative for sustainable development but the one which gives the steering of development in the hands of the local people to decide for their destiny. But how is this possible, does the answer lies only with the government with its scarce resources and fixed governance system. Nay, here come the civil society institutions in the form of support organization, a counsellor and a catalyst to help the communities analyse its own potentials and assess its opportunities to be invested in for exploiting these potentials to fight against all the impeding agents, which posit threats to the sustainable human development. The NGOs provide social guidance to the communities in the form of arranging, securing and facilitating flow of required resources as well as monitor, lobby and establish linkages between and other development agencies for improved services essential for sustainability of community development.

1.2. Role of NGOs/CBOs in Natural Resource Conservation and Environmental Management

The traditional community based organizations, or local institutional management systems have had a great role in the conservation and management of natural resources in most of the Asian countries like Nepal, India, and Pakistan. They worked through an organization of people and ensured sustainable development.

4. CBOs are broad based community organizations developed by the communities with or without the assistance of a support organization to achieve the interests of the communities, may or may not be registered like WOs, VO, and LDOs.

The breakdown of these systems and subsequent emergence of NGO community adopting participatory developmental approaches revived and promoted the concept of conservation with community participation.

The Way Ahead of IUCN's Program in Pakistan 1993 states that conserving the natural resources of Pakistan is in the hands of its people, not just the government or environmental organizations. People can organize at grassroots level – at village, neighbourhood or slum settlement level to make an impact on their own local environment.

All the community groups and NGOs are vital for the implementation of National Conservation Strategy, which has spelled out the importance of a participatory approach to NRM. This means the involvement of community organizations and NGOs in the day-to-day management of their environment. The implementation of NCS in the form of Biodiversity conservation with community participation in NWFP and NAs is one of the examples. The conservation of natural resources in NA is not only imperative for local food security but also for the national food security. Local people need to be organized around their specific interests for the conservation of these resources, e.g. a trend of productive sector around natural resources (economic use) is one of the vehicles in this regard. However, all these initiatives require institutional support, which can effectively entice local people through research and demonstration and provides them social guidance for collective management of their scarce common resources.

Apart from the management of natural resources in rural areas, NGOs play a very important role in the environmental management of urban areas. They can be instrumental in raising awareness and educating the citizens about environmental pollution and its hazards and create willingness among people to abide by the environmental legislations and comply with the environmental standards. Similarly, adopting the role of an interest group can play advocacy with the government as well as with private sector for the provision of improved environmental services to the rural or town dwellers.

1.3. NGOs/CBOs and NASSD

NASSD has partly emerged out of the implementation of NCS on provincial level, and partly due to the timely response of NA' Administration to a negative change in the state of biophysical and socio-economic environment of NA. Unplanned social, and economic activities coupled with rise in population, augmented human needs, disrupted local tradition, isolated sectoral planning and lack of people's involvement in public policy process have rendered the natural and man made environment to rapid degradation. This situation giving rise to the escalating unsustainability of development and impoverishing human living conditions necessitated the incorporation of sustainable development principles into the mainstream development.

To realize this concept the NASSD is under the process of its formulation by the NA Administration with the technical assistance of IUCN. The joint venture is aimed at social, economic, cultural and ecological well being of the area through a sustainable development policy framework. The underpinning principles

envisaged to achieve this end are people's participation, integration of environment in development and partner's capacity building for implementation of the strategy. It is based on the premise of involving all the development actors (partners/stakeholders) in developing the policy framework for a shared vision, integrated planning and participatory decision-making. NGOs/CBOs have been conceptualised as one of the major development partners/stakeholders as well as an important crosscutting theme for inter-sectoral planning and capacity enhancement.

Nonetheless, very few large especially international organizations throughout the country have been working on conservation, natural resource and environmental management. Diversion of this sector towards this issue is restricted due to the organizational policies, capacity and partially due to the lack of financial resources. The NCS exhibited a commitment to enhance their capacity in terms of financial support and emphasized on their involvement even in the preparation of district development plans. This was an outcome of their important role in the formulation and implementation of NCS followed by SPCS, and BCS that NASSD adopted it.

In case of NASSD, the role of NGOs/CBOs becomes more important due to number of factors. The topographical, ecological and anthropological conditions of the region are such that government alone cannot take the sole responsibility of pursuing this agenda due to limited resources. Secondly, NGOs have already established a tradition of complementing the government in development. The role of this social capital would remarkably become conspicuous once the devolution plan for governance reform is in place. Because government would be coming to the micro level where NGOs have been making developmental interventions. Both can enhance mutual cooperation. NASSD therefore aims at enhancing their role through an integrated strategy⁵ for improving the institutional and programmatic capacity for sustainable development.

A distinctive two-pronged approach adopted for designing this strategy helped in mobilizing the resources available at local level, building coordination among the large NGOs, government resource organizations, donors, Planning and Development Department NA, and bilateral/multilateral projects for the development of a sustainable NGO support mechanism on the regional level. The processes undertaken in this regard included: situation analysis, extensive consultations, awareness raising workshops, scoping exercise, advocacy meeting, capacity building need assessment, implementation of training program and facilitating the formation of NGO networks.

Simultaneously, a NGO interest group represented by multi stakeholders from large and small NGOs/projects, government, academia, private sector, and media was fostered to ensuring broader consultations. It discussed the trends and issues of the NGO sector and made intensive deliberations on the ways and means to overcome the institutional gaps of this sector for the implementation of NASSD. Apart from interest group members, large NGOs/projects, P & D and other government departments were also consulted and finally a draft was developed. It

5. The policy implications framed with reference to NGO/CBO enhancement would not be presented in the main document as a separate chapter, rather would be mainstreamed as integrated part of other intersectoral policy framework therefore the word integrated NGO strategy has been used.

was circulated among all the relevant stakeholders including NGO networks and their feedback was incorporated. The following draft is an outcome of feedback (and its analysis) received during above-mentioned activities. It would provide a gist for the strategy.

The above-mentioned processes have resulted in the incorporation of real needs of NGOs/CBOs regarding their capacity building for sustainable development, and developing a more pragmatic strategy with the analysis of how and by whom these needs can be addressed. Moreover, it has successfully proved a tool for developing ownership among various partners/stakeholders who have the responsibility of its implementation. The next step would be a wider presentation for subsequent finalization of this paper. It would also generate visioning of their respective roles and responsibilities for the implementation of the strategy.



2. NGO SECTOR IN NORTHERN AREAS

2.1. Origin of NGOs/CBOs

The concept of community participation⁶ and civil society institutions has been an integral part of Northern Areas' society, in the form of local institutional management systems, since the history unknown. Having a unique organizational set up, these institutions established by the local communities had their administrative link to the upper hierarchy of the states' administration i.e. Mirs and Rajas. They were responsible for the controlled use of natural resources including water, land, forests and pastures through a system of customary laws⁷. Inaccessibility and isolation of the region from the rest of the world made it essential for the survival and sustenance of the northern communities and their civilization. These local institutions ensured a continuous support to community livelihood and sustainability of natural resources of the area unless external interventions by virtue of KKH and dissolution of traditional institutions, with the abolition of Rajgiri system of governance.

This was the time when civil society institutions in the form of NGOs were promoting the ideology of community participation in development for just and equitable use of resources. In NAAKDN institutions in education and health sector made first NGO intervention but the practice of existing community participation in development was propagated by AKRSP. In early 80s, a new culture of self-help initiatives in the form of small local NGOs registered under the Social Welfare Act 1861 appeared on the scene. Due to the increased motivation of social work, some women also took initiative to form some NGOs but their focus is limited only to the vocational training (centre).

Concurrently, some of the VOs and WOs started merging together into an apex body called as local development organisation to fulfil the augmented needs of development and to build their own capacity for effective operation of development programs. VOs, WOs and LDOs are all various forms of community-based organisations. The formation of these organisations has nonetheless taken place due to the increased motivation of philanthropists, social workers and community activists.

6. This is by virtue of centuries long orientation and practice of this attribute that all those government programs that have the spirit of community partnership give better performance in NA than elsewhere in Pakistan e.g. Social Action Program.

7. The detailed description about the system and its laws is beyond the capacity of the paper. The interested readers are referred to a study of the customary laws of Northern Areas held by IUCN in 2001.

International organizations like IUCN–The World Conservation Union⁸ and WWF came forward in response to the realization of the government about the conservation of biodiversity and promotion of their ideology to the grassroots is largely through the social organization units established by AKRSP. Linking conservation with the improvement of built environment, two projects of AKHB; BACIP and WAESP were launched in mid 90s. Whereas, AKCSP has been promoting the cultural dimension of environment.

The activation of NGOs/CBOs in NA is an outcome of multifaceted developmental needs including social, economic, cultural and environmental accrued due to the increased population, construction of KKH and transition of human needs from subsistence to economic living style, government's inability to provide the required social services, tradition of collective efforts and community participation. Another major factor is generous donor funding to the large NGOs, which raised temptation for the local activists.

2.2. Institutional and programmatic characteristics of NGOs

2.2.1. Classification⁹

The NGOs/CBOs in NA can be divided into large, medium and small NGOs. Large NGOs are big in size, have variety of areas of interventions, cover a large geographical area as well as population (outreach is high), have qualified, and experienced salaried staff and bear direct access to donor funding. Among the large NGOs working in the region, AKDN, and WWF, and FPAP are prominent. Medium size NGO are comparatively less resourceful, do not cover large geographic area/population, prefer to work in two to three areas, are equipped with partial institutional and technical capacity with a potential to grow and have less financial resources than large NGOs. In NA, KADO, NDO, BHEF, MARAFI Foundation and CAI etc. fall in this category.

The small NGOs/CBOs are the least resourceful organizations, with less outreach and population coverage and their institutional capacity building needs are the highest of all. Apart from these three types of NGOs/CBOs, some bilateral projects

-
8. IUCN is not an NGO rather a membership organization. It is a union of government as well as non-government organizations. Although it is not an implementing agency like NGOs and works only at the policy level, sometimes, it implements projects, for instance, "Conservation of Biodiversity with Community Participation in NA and NWFP" and "Environmental Rehabilitation in NWFP and Punjab" with the partnership of other organizations.
 9. This classification is based on both the scale of institutional and operational maturity. This mode of classification has been devised keeping in view the particular nature and objectives of the project related to the NGO program. There can be other formulae of NGO categorization based on the scale of organizational development as described by William Booth, Rada Ebrahim and Robert Morin in "Participatory Monitoring Evaluation and Reporting". According to them there are four stages of organizational development i.e. Nascent, Emerging, Expanding and Mature. But to divide Northern NGOs into these categories or stages, we would have required more methodological approaches requiring more time and resources (beyond the capacity of the project). Therefore, an alternate and simple categorization has been adopted which is an outcome of project's research and is more illustrative in terms of giving the picture of organizational maturity.

e.g. NADP, NEP, NHP, BACIP and WASEP are also working in variety of areas. As such, there is no development organization in NA that can be formally called as resource organization. Most of the organizations fall in the criteria of service delivery organizations.

Large NGOs due to their representation on the higher institutional bodies like steering committees of certain projects have linkages with government and other their counterparts and have a role in decision making. Whereas, this attribute is not true in case of medium and small NGOs.

2.2.2. Generation of NGOs/CBOs¹⁰

In NA, there is no clear demarcation among the three generations of NGOs i.e. relief and welfare, community development and sustainable development systems¹¹. However, majority of the small NGOs/CBOs roughly falls in first generation, though a small number is moving towards development NGOs after enhancing their capacity in project proposal development and getting funds from the donors. A fraction of small NGOs working in the sector of education is endeavouring to establish a sustainable system for educational development. Medium size NGOs mainly fall in community development generation except KADO that is endeavouring for achieving sustainable development system. The large size NGOs can be mainly placed in the type of community development. Nonetheless, majority of them is attempting to apply certain strategies for achieving sustainable development systems.

2.2.3. Community mobilization

NGO community in NA has brought considerable social and economic change positively recognized by the government. This is by virtue of their strengths demonstrated by the participatory approaches, initiatives, innovations, and result orientation. The tool of participatory approaches enhances their credibility. They have tremendous potential for organising, mobilising and empowering the communities. Having high access to the communities, they are a prompt source for identifying community needs, and priorities, and can play advocacy with the government, thus indirectly influencing government policies. On the other hand they can bring positive attitude among the communities through awareness campaigns on human and environmental ethics.

2.2.4. NGO – Government Relationship

The situation of partnership between government and NGOs in NA is quite favourable contrary to other parts of the country, due to the factors like remoteness, socio-cultural patterns and to some extent also due to the constitutional status of the region; they are taken as complementary partners. Apart from this type of relations there is profound existence of reformational relations i.e. state policies get influence from the NGOs experiences and learning. Recently, many development interventions have been initiated with bilateral co-operation. WWF, IUCN, NAEP, NHP NADP, and MACPet etc. work in collaboration with the government. The recent initiatives from government in Local Bodies and Rural Development, Education

10. This classification is based on the programmatic/operational approaches of the NGOs.

11. David Kortons widely accepted typology of three generations of NGO, cited from Simillie, 1992.

and Health department to involve AKRSP, AKHS and AKES respectively is more focused on capacity building of government departments. AKRSP provided assistance to the government in establishing village councils brought into existence for the sake of devolution of powers to the grassroots level. Partnership is also flourishing in microfinance and natural resource management programs. However, yet if this potential is optimally harnessed and both government and NGOs become more flexible, the partnership can further grow effectively.

2.2.5. Scope of Activities

NGOs/CBOs in Northern Areas have been working in diverse and wide range of thematic areas. Table - 1 shows sector wise distribution of large, medium NGOs and projects¹². The geographical coverage and areas of intervention is illustrated in annex-1. Sector wise distribution of small NGOs/CBOs is shown in annexure 2. As far as the geographic coverage of the small NGO/CBOs is concerned, most of them work at the village level in the same locality. Very few have expanded to the neighbouring villages. And a small number also works at district and regional level.

Table 1: Sector wise distribution of large, medium NGOs/projects			
Sector	Large NGOs	Medium Size NGOs	Projects
Education (formal)	AKES	MARAFIE Foundation Baltistan, CAI, NDO	NEP, HERP
Health	AKHS	MARAFIE, BHEF	NHP
Population Welfare	AKHS, FPAP	BHEF	NHP
Community Development	AKRSP, NADP		
Natural Resource Management and Conservation (biodiversity) ¹³	AKRSP, AKES, WWF, IUCN, NADP		NACS and MACP
Green and Brown Environment	AKRSP, AKES, WWF, IUCN, AKCSP, NADP	CAI, NDO, KADO	WASEP ¹⁴ , BACIP ¹⁵
Conservation Of Cultural Heritages And Cultural Promotion	AKCSP	KADO, CAI	
Enterprise Development	AKRSP, AKCSP, NADP	KADO	
Eco-tourism	AKCSP, WWF, IUCN	NDO	

Initially the small NGOs limited their activities only to the social sector i.e. education, health and arbitration at the village level. However, since last few years, they are brining other development sectors including micro-enterprise, infrastructure, WID, NRM, conservation and environment into the ambit of their

12. This paper also discusses the projects, although they are not NGOs but are initiated by either of the NGO or government alone or in partnership. They work in autonomy like NGOs. The only difference is that they have specific objectives that have to be achieved in a specific period of time. Virtually, it is not possible to write a separate technical paper on the projects.
13. AKRSP and NADP are directly involved in implementing the projects; land development, construction of irrigation channels, improved agriculture, and afforestation etc. WWF and IUCN implement projects related to the conservation of biodiversity and work for environmental education. AKES focuses on EE.
14. WASEP intervenes for the improved water and sanitation program for improving the quality of life.
15. BACIP is aimed at developing and promoting the measures that will enable the communities of NA to make sustainable improvement in their housing and thereby enhance their investment in the built environment.

activities by virtue of increased exposure, awareness and outside support to enhance their technical and financial capacity. The small NGOs working in the urban areas mainly focus on environmental awareness.

The large NGOs face the challenges of working with diverse groups having different cultures, beliefs, resources, knowledge, and socio-economic conditions due to the highest outreach. Medium and small size NGOs/CBOs however, have more acceptances and encounter fewer social constraints due to their native origin in most of the cases.

2.2.6. Governance, management and operations

Other attributes that this sector mostly bears are better governance, fast systems and procedures, a clear vision, mission, objectives and operations. The planning procedures are very strategic which ensure the achievement of the objectives within given resources and time. Excessive use of monitoring and evaluation both internal and external work as an appropriate tool for managing the organizations as well as their functions. A fair amount of organizational and programmatic flexibility is adopted for course correction and effective achievement of the objectives. Salary increments, and emoluments are announced on the bases of performance evaluation, which is a motivating and checking factor to enhance the staff efficiency. On programmatic side, the integrated planning and intersectoral linkages are encouraged. Most of their program/project carry the element of replicability e.g. the KHDP implemented by KADO has been replicated to Baltistan. These characteristics are mainly found in almost all large and medium NGOs.

2.2.7. Approaches Used for work

AKRSP fostered grassroots institutions: village and women organisations, to empower the communities for rural development through: social organisation, human resource development and capital generation. Furthermore, strengthened them by developing local level leadership and management which catalyses community mobilisation in project identification, planning and implementation. Many other large and medium NGOs either utilize this social structure, or replicate this model where it does not exist. Some organizations practice the formation of specialized management committees to oversee and monitor the village level projects e.g. AKHS, WASEP, and NEP. IUCN, WWF and AKCSP facilitate partner's (both government and civil society) capacity building and provide support for implementing the projects of natural resource conservation and sustainable development e.g. village conservation committees and Town Management Society. They advocate for the legal empowerment of communities for managing natural and man made resources (cultural heritages, management of the towns etc.). Main approaches used by the NGOs/CBOs in NA:

- m Welfare and relief
- m Community participation
- m Development of leadership
- m Activist approach
- m Human resource development
- m Saving/Collateral
- m Partnership building
- m Networking
- m Interest group

- m Research
- m Awareness and advocacy (by all NGOs)
- m Legal empowerment of the communities over resources

3. CURRENT INITIATIVES FOR ENVIRONMENT AND SUSTAINABLE DEVELOPMENT

3.1. AKRSP

The conservation of natural environment is one of the objectives of NRM program. The below channel afforestation through social forestry program in particular has direct positive impacts on the environment. It worked (s) with IUCN on various environmental protection projects; assisted IUCN in launching its environmental education (EE) program during 1990, and provided support in implementing the pilot project on conservation of biodiversity with community participation. Furthermore, it is also extending assistance in the Mountain Areas Conservancy Project, which is the extension of the pilot project. Recently it has initiated work on sustainable fisheries management in collaboration with the VOs District Ghizer.

Although environment is not a formal part of its training program, it has informally started sessions on environment during various training programs with the help of education component of NACS Support Project. Furthermore, having noticed the environmental impacts of intensive agriculture, AKRSP has adopted the strategy of discouraging the use of pesticides, and practice of mono cropping especially potato etc. AKRSP, Gilgit has also started taking care of environmental impacts of some economic activities for instance carried out the Environmental Impact Assessment of "Risht Coal Mining Project" with the technical assistance of NACS Support Project. The sustainability of their programs is ensured through developing local ownership of the projects and involving local communities in various stages of project planning, implementation and management.

3.2. AKES

The organization started its activities in environmental education by the selection and integration of EE topics in classroom teachings in Diamond Jubilee and government schools. EE is also being incorporated in the training facilities for the master trainers of Field Based Teacher's Program under Northern Areas Education Project. Moreover, Language Enhancement and Achievement Program also arrange topics on environment in short courses organized for in-service teachers. The co-curricular activities of AKES schools network also support EE. Sustainability is conceived in terms of continuous institutional and financial sustenance of the programs. For this purpose, it encourages strategies to enhance community contribution.

3.3. AKHS

AKHS achieves its aim of improving the health status of the target communities through three major programs i.e. primary health care; reproductive health services and first level referral to secondary care services. The environmental consideration in program activities is limited to the improvement of personal hygiene. For this

purpose, LHVs visit the individual households and educate about personal hygiene. It has planned to incorporate the environmental health in its on-going training programs. AKHS strives for the sustainability of service delivery mechanism through promoting cost recovery of services and active participation of the communities.

3.4. BACIP

Improvement in the built environment is the main focus of the program. Emphasis is given on the improvement of domestic as well surrounding environment at the time of house building construction and village planning. Efforts are made to save the environment by proper land use planning and minimizing the misuse of land and forests. Awareness raising, local human resource development and self-income generating activities have been conceived to bring about program sustainability.

3.5. WASEP

Attempts to bring attitudinal changes in the communities through EE regarding health and hygiene. Main focus is on the improvement of built environment like BACIP. It assists communities to adopt safe measures of water supply and sanitation technology. Sustainability of projects is retained through local human resource development and community cost sharing.

3.6. AKCSP

Secures the interest of environment through its various programs. Its activities promote cultural preservation for tourism; encourage the use of indigenous environment friendly material in construction of building and raises awareness on sustainable land use planning for improving the built environment. It fosters the capacity of local institutions to take over the interventions like Town Management Society Hunza and Baltistan Cultural Foundation etc, which would sustain programs after its exit. TMS Hunza has successfully demonstrated the community management of urban problems. Whereas, BCF has taken initiative of replication of Karakoram Handicraft Development Project for developing more income generation opportunities for the communities of Baltistan through cultural preservation and promotion.

3.7. IUCN–The World Conservation Union

Initiated a joint social forestry program with AKRSP in 1990 and started EE activities from this platform. In 1995, launched a pilot project on "Biodiversity Conservation with Community Participation" for the conservation of biodiversity. The main outcomes of the pilot project are:

- m Formation of Village Conservation Committees in the entire project sites in NA
- m Establishment of village conservation fund
- m Formation of four District Conservation Committees through district administration
- m Trained villagers as village wildlife guides

- m Environmental sensitisation of NGOs and school teachers
- m Enhanced awareness of wildlife conservation
- m Assisted NA Forest and Wildlife Department to declare 8 community catchments areas as hunting sites in NA
- m Assisted preparation and ratification of conservation plans for the community conservation areas
- m Signed a seven-year Mountain Area Conservancy Project with the government, UNDP and NGOs

MACP is a large multilateral project. Its development objective is to protect and ensure the sustainable use of biodiversity in Pakistan's Karakoram, Hindu Kush and Western Himalayan mountain ranges through the application of a community based conservation paradigm. Awareness raising, environmental education and communication, promotion of eco-tourism, capacity and sustainable use of wild fauna and flora are major focus areas.

The second project i.e. NACS Support Project was inceptioned in 1997. It aims at developing a policy framework for the sustainable development of NA through the principle approaches of people's participation, environmental integration and capacity development. The environmental education is one of the main cross cutting themes. The project has organized a number of environmental sensitisation workshops for multi-stakeholders including NGOs/CBOs, journalists, schoolteachers, and private sector etc. The integration of environmental considerations and management in the development processes of NGOs, government and private sector is one of the main objectives of the project. It has facilitated the formation of various interest groups for advocacy and decision making like interest group (IG) on NGOs, NRM, EE, and communication and urban environment.

3.8. WWF-P

Mainly focuses on the ecosystem related environmental aspects with special reference to the conservation of biodiversity through EE, awareness raising and capacity building. It has been active in promoting and managing eco-tourism in the NA. It has executed studies on wild fauna and flora and has worked with IUCN in developing certain plans for management of Parks and Protected Areas. Establishment of GCIC is one of its remarkable achievements.

3.9. HWP

Major intervention is conservation of brown bear in Deosai plains with community involvement. Its outcomes are advocacy for the establishment of the Deosai National Park, protection of Himalayan brown bear, and increased community awareness in conservation of biodiversity.

3.10. BASDO

A local NGO is a member of IUCN. Major focus is on research studies on wild natural resources especially, wild fauna and flora. It is involved in social

development work and environmental and conservation activities in NA. Field projects are in Astore, Sai Valley and Hunza.

3.11. KADO

KADO is a Hunza based demonstrated model of local NGO. It has been running a number of projects. One of the remarkable projects is Karakoram Handicraft Development Project, which is aimed at improving community economic status through cultural preservation and promotion. It has also initiated working for the improvement of urban environment. For this purpose, Hunza Environment Committee has been formed. Moreover, campaigns for environmental awareness through the organization of walks, and seminars etc. have been started. It has taken initiative to organize all Hunza based small NGOs/CBOs on one forum to building their capacity for conservation and sustainable development.

3.12. NDO

Nagar based medium NGO, has a component on EE, which has coordination with NACS Support Project. It is also implementing one pilot project of NACS on eco-tourism.

3.13. NEP

This project is improving the capacity of Directorate of education, NA. Simultaneously, it is working on developing the curriculum. With the collaboration of NACS Support Project, EE has been integrated in the revised curriculum of primary classes. The teacher's training program of NEP exclusively improves the teacher's skills to integrate environment with the classroom lessons, also done with the technical assistance of NACS.

3.14. HERP

Hunza based project established by 16 Hunza based educational NGO network AESWSH, organizes orientation on environment in its teacher training programs. NACS Support Project has provided assistance in its EE program and in establishing environmental clubs in Hunza.

3.15. Small Local NGOs

A number of small rural NGOs have entered into the ambit of natural resource management and conservation (see annexure 2). Some of the NGOs working in urban areas run small projects on solid waste management in the town e.g. Al-Khair Welfare Society, Gilgit. A recent work of environmental organizations with them has augmented their responsiveness to environmentally sensitive development. By becoming spokespersons for the sustainable development, their opinion is now valued on various consultative forums and is well considered during the planning of development programs. Their inclination and advocacy is also influencing the large NGOs.

4. ISSUES AND CONSTRAINTS

It is quite long since the NGO sector has been working in the NA. One may expect it to be an example or model for others. There is no doubt that some large non-government agencies like the AKDN institutions have been very effective in achieving the objectives of development to the extent that the lessons learnt from this network are being successfully replicated throughout the country. Despite lot of successes, they have certain challenges and limitations to meet the needs of sustainable development with the integration of environment and propagation of some other essential developmental concepts like poverty and equity.

Besides large NGOs, this sector is growing in the form of emergence of medium and small NGOs, which are in infant stages and bear a great degree of incompatibility in their institutional capacity and the objectives of the organization. The process, which was commenced by the NACS Support Project, revealed a number of gaps and weaknesses in NGO community as a whole. In this chapter, they have been discussed and summarized under six main headings as follows:

4.1. NGOs/CBOs' Support at the Regional Level

In NA, at present there is no systematic mechanism for providing support to build the capacity of NGOs/CBOs to undertake the initiatives of environmentally sustainable development. Invariably, all small NGOs/CBOs except VOs, WOs and LDOs, that receive fair amount of support from AKRSP, confront the absence of an orderly mechanism to improve their administrative and technical capacity. Most of the social welfare organisations consist of volunteer local non-salaried staff with little expertise in management; a prominent hindrance for fetching international funds. Their limited vision of resource mobilisation and management are major impediments for sustainable micro-development. Most of the medium and small NGOs/CBOs are in a phase of setting up their program policies. Their enhanced organisational and technical expertise can open room for blending environment with their programs. However, this cannot be achieved without a NGO/CBOs support mechanism on the regional level, which continuously provides technical assistance in enabling their institutions for sustainable development.

Government has taken certain initiatives under the Social Action Program (1994). The NAEP and NHP were launched with the spirit of taking corrective measures to address the structural problems like poor implementation, and improper designing of service delivery packages of health and education departments. Under these projects, there is a provision of funds for the NGOs working in the area of health and education. In addition, PDP controlled under SAP also provides funds to the NGOs working in health, education, rural water supply and sanitation in remote areas. Funds are also released by MELGRD to four or five NGOs each year, which qualify to work on one of the fourteen core areas identified in NCS. However, neither of the funds is released locally.

The Social Welfare Department (SWD) was opened in early 80s with the aim of supporting the welfare initiatives of the communities, developing community leadership, and providing small grants and technical training. However, this department could not nourish to achieve its objectives qualitatively due to the lack of funds, and poor institutional capacity. To accomplish its mandate, it needs to build its own capacity at the outset. The department is federally administered by the Ministry of Women Development, Social Welfare and Special Education consequently making its systems very lethargic. The registration authority lies with the district administration, which hampers with the monitoring of NGOs if undertaken by the department and declaring NGOs as fictitious that have been established to serve some kind of vested interests.

AKRSP organizes generic capacity building training program for the LDOs, which have been organized by the cluster of VOs. AKCSP fosters local level institutions for the preservation of cultural heritages and promotion of cultural tourism. NADP has a mandate to build the capacity of NGOs/CBOs in its areas of work in Chilas, Darrel and Tangir. WWF has taken initiative in some areas of Ghizer district. It has also established Gilgit Conservation and Information Centre and organizes training program regarding environment and conservation. NACS Support Project has been working to build the generic capacity of the small NGOs.

The kind of support provided by various departments and organizations is operated in isolation from each other. If all these efforts are concerted at the regional level, the problem may be solved to greater extent. For this purpose, great need exists to develop coordination among various efforts for strengthening the NGOs/CBOs by establishing regional NGO/CBO support mechanism.

In this regard, large resource NGOs, especially AKDN institutions, Planning and Development Department NA, SAP, NACS Support Project, WWF and bilateral projects; NEP, NAHP, NADP, and MACP have significant potential, because majority of them is already involved in the business. What lacks is co-ordination among them to avoid duplication, overlapping and inefficient use of resources. With the leading role of any one of them, they can consolidate their efforts to foster a regional resource institution to overcome above gap. Being the hub of development, P & D needs to attend the issue by inviting dialogues and negotiations in this regard.

4.2. Financial Sustainability

Funds generation is not merely the problem of small NGOs. Majority of the large NGOs/Projects are donor funded, and face constraints at times of changing donor's policies, and a shift in their interests. The uncertainty in the donor's policies brings constraints in the form of a sudden shift of intervention. It has been noticed that a development project is started and after sometime has to be withdrawn because of funds shortage, before it achieves its objectives. These kinds of factors affect the efficiency of the project and its sustainability. Sometimes donor's policies are in conflict¹⁶ with the community needs. Community is in the need of a school and the

16. Family Planning Association reported that most of their programs like awareness raising for AIDs etc. are not in line with the needs of the communities.

funds are there for conservation of biodiversity etc. The recent paradigm shift from development and human resource development to capacity building has also blocked many interventions that are basically required to improve the socio-economic conditions of the communities.

The management costs (salaries, administration/logistic etc.) of large organisations have grown much higher in an effort to retain experienced staff. Some NGOs try to become integrated development programs/projects, diluting the efforts and affecting the quality of results. It is hard to say if some NGO/CBO has so far succeeded in developing plans for creating self-dependency. Such situation warrants them to initiate their own fund generating mechanisms. This can be done successfully through income generating enterprises with the partnership of private sector, mobilizing philanthropists for establishment of the trusts and endowments funds for sustainability.

Securing funds for most of the small NGOs/CBOs is one of the main obstacles to their enhanced interventions. At present majority of the donors are hesitant to fund them directly for strategic reasons of avoiding dilution, and difficulty in monitoring the efficiency of funds utilisation. Medium and small NGOs/CBOs bear an uncertainty of vision and objectives. They are crippled to enhance the quality of their interventions due to the lack of experienced management as well as technical staff, which affects their access to funds. Furthermore, they have little or no experience for local resource mobilization. However, it is also noticeable that these NGOs/CBOs can efficiently utilise funds provided that their organisational management capacity is improved, because of their low management costs and ability to spend most of the funds directly on development operations.

Local NGOs are privileged in having higher acceptance in certain areas where communities are rigid to allow outside agencies to enter for improving the living standard of local people. For instance, in Darrel and Tangir, Green Peace Social Welfare Organisation is successful in motivating the local people to open their areas for development interventions. But it is important to note that some of the small NGOs have come into existence to fulfil the vested interests of the individuals or a group. Such organizations cannot achieve the credibility of the communities and maintain transparency. They do not have financial and other organizational management systems, which are prerequisite for self-regulation. On the contrary, the large NGOs have credibility, transparency and a well-established self-regulatory system, due to their proper financial management and regular monitoring and evaluation system.

Though small NGOs/CBOs confront difficulties in getting direct access to donor funding. However, under SAP, NHP and NEP etc. NGOs receive funding. P & D also announce some NGO funds under the umbrella of NCS, but the final approval of both are made in Islamabad. A little amount of funds are allocated to the NA Administration for distribution through Social Welfare Department. At the outset there is a need to decentralize the final approval procedures and secondly, to establish a pool of funds for NGOs/CBOs on the regional level. Simultaneously, there is an essential need to initiate capacity development programs for the NGOs/CBOs to enable them for local resource mobilization and self-dependency.

4.3. Linkages and Coordination

NGO community is the third development sector besides government and private sector. But the difference between the government and NGO sector is that the former is organized and exists in the form of an institution that operates in a uniform manner with a hierarchy of governance and leadership systems leaving less space for institutional disorder and operational duplication etc. Whereas the latter is a scattered, unorganised¹⁷, and marked by heterogeneity of administrative and programmatic systems. The members of this community work in isolation from each other and rarely gather even to serve the purpose of mutual interest.

Many of the loopholes in NGOs/CBOs programs, are mainly due to the communication gap and lack of institutional linkages among themselves. In NA, there is no formal or informal co-ordinating body, which can provide a forum for greater communication and integrated planning. Isolation of activities gives rise to duplication, lack of experience sharing and less recognition by the government; necessary to influence public policies. Nonetheless, for long-term development, they need to overcome these gaps through a united forum, which can also help in attracting donor funding especially in case of small NGOs.

Another major issue is lack of interface between NGOs/CBOs, and government, and with other development actors, especially political institutions for policies reform etc. NGOs/CBOs have no opportunity to directly participate in governments' decision-making processes (imagine the level of their involvement in Khushhal Pakistan Program). This creates a vacuum between the micro and the macro levels. Furthermore, there is no institution on either side to monitor each other's activities for increased accountability and efficiency; essential factors for improved governance. This situation has arisen due to the absence of an appropriate mechanism within the government to enhance and keep up a functional and meaningful co-ordination with the civil society.

Similarly there is no forum for interaction between the NGOs/CBOs and the private sector¹⁸. In NA, private sector is in embryonic stages having tremendous potential to grow. NGOs/CBOs can ensure consideration of environment during its nourishing stages and can explore opportunities of raising funds through this partnership, a symbiotic relation to increase sustainability.

Elements of transparency and accountability are vitally essential for the growth of a prosperous society. Media plays an important role in this regard having tremendous potential to educating the society about moral, ethical, and social values. Its role in displaying information and awareness raising about the environment is also of great value. However, NGOs/CBOs, have little linkages with the media diminishing its utility to achieve their objectives. Similarly, little

17. Please note that this is not true in case of AKDN institutions. They have a forum – GM's forum. The purpose of the forum is to share information, develop synergies and cooperation, and minimise overlaps

18. Recent politico-economic changes at various hierarchies of local, national, regional, and international level seem to strongly point out the notion of developing interface between the two i.e. the market and the third sector, strong in case of developing countries. This is a paradigm shift of institutional inclusion phenomena rather than exclusion (self-analysis of the author).

co-ordination exists between academia, religious and local institutions, which have considerable role in motivating the society to keep intact with environmental and social values. The above paragraphs posit a need for a civil society institution, which represents all these strata for developing societal coherence.

4.4. Institutional Capacity of NGOs/CBOs

The medium and small NGOs/CBOs face a sheer lack of experienced management and technical staff. Despite having potential for conservation, environmental management and sustainable development, they cannot expand their interventions due to the lack of organisational capacity in the following generic areas:

- m Concept of development
- m Project planning and proposal writing
- m Report writing
- m Financial management
- m Monitoring and evaluation
- m Staff management
- m Community organization and mobilization
- m Communication skills
- m Gender and development
- m Advocacy

Generic capacity building of these NGOs/CBOs is required at the outset to further integrate environment into their programs for enhancing their role in sustainable development. Because at present their institutional capacity is not in a state to internalise and realize these concepts.

Regardless of size, a uniform concept of "total quality services system" is lacking among the NGO community. They need to improve their service delivery mechanisms through holistic planning, uninterrupted monitoring and establishment of an internal audit of their development interventions. Through the internal audit, the lessons learnt can be incorporated in the next phase of a development activity or in a future development program for improved results.

4.5. Integration of Environmental Considerations

The NGOs/CBOs in the region need to enhance their operational understanding on the concept of "sustainable development through conservation". Lack of environmental consideration in development programs has resulted into the negative impacts on economy as well on environment. The need of environmental consideration through social and environmental cost benefit analysis of the development programs in planning phase, and adoption of mitigation practices during the implementation phase is rising day by day due to the increased degradation of natural resources. Due to the increased environmental awareness, large development organisations are attempting to include environment in their agenda. However, they need to develop expertise to integrate environmental management methods and techniques into the various programs and activities. Broadly these are as follows:

- m Integrated natural resource management
- m Soil and water conservation
- m Agro forestry
- m Integrated pest and disease management
- m Health and environment
- m Land use planning
- m Initial environmental examination of development projects

Furthermore, NGOs/CBOs need to reframe their policies and plans in accordance with the environmental needs. The environmental NGOs need to enhance their interface with the development NGOs for increasing the crossover between the two. They need to build partners capacity for environmental communication and advocacy and establish demonstration projects on environmental management.

4.6. Gender and Sustainable Development

Women play an important role in the conservation of natural resources and management of environment. Similarly, they face greater repercussions of degrading environment and natural resource base. It emphasises the need for raising their awareness on equity basis, the point of concern for the environmental organizations. In the context of sustainable development, gender needs to be engendered as "gender and environment"¹⁹, warranting to ensuring the technical as well as institutional development keeping in view their varying roles and responsibilities in the management of environment at the micro level.

The gender situation in NA can be assessed by looking at the state of "Gender Empower Indicators" which include political indicators, economic representation, land ownership, legal indicators, social/cultural and institutional indicators. The level of improvement in these indicators would establish progress towards the achievement of equity and justice.

From 1985 to early 90s, the development NGOs exercised women development through the approach of WID focusing directly on their practical needs. A diversion to GAD took place from early 90s. Enterprise development and social improvements remained an area of emphasis with a hope to fulfil their strategic needs. AKRSP made a breakthrough in this field by creating women grassroots institutions and making developmental interventions on equality basis. On the social side, AKES, AKHS have been doing remarkable job. Similarly, KADO, NDO, CAI, etc. give priority to this issue. However, these efforts by the civil society were/are being made on the micro level with a missing link at the macro level. To fill gap, as well as to address gender strategic needs, there is a need to develop certain mechanisms to involve the women and the poor in all policy making processes related to NRM, poverty alleviation and social development at local, and regional level. This is an uphill task which requires attention of number of strata of the society including government, political institutions, NGOs, ulema, academia and media etc.

19. Much details are avoided in this section because a separate technical paper has been documented as "Gender, Environment and Development".

5. CONSEQUENCES OF INACTION

In NA, NGOs are an equal complementing partner of development with the government. They have been playing a very important role in the social and economic development and natural resource management of the region. However, the NGO sector is not without its own gaps and weaknesses. The previous chapter has captured the issues and constraints of this sector that must be addressed if their role has to be enhanced in the development. As NASSD is a multi-sectoral, and multi-stakeholders' agenda, NGOs are one of the cross cutting sector to take over the responsibility of its implementation across various sectors. This essentiality calls for addressing the issues and constraints of the NGO sector to enhance their role for the implementation of NASSD. In the face of the absence of a required response to their needs following effects either may prevail or arise and would result in the poor implementation of NASSD. The listing of these consequences is also important for highlighting the intensity of the problems.

5.1. Lack of Synergy

Recently a large number of organizations are attempting to play the role of NGO/CBO support to build their capacity including both government and non-government organizations. Some are accomplishing the job in the form of funding Like NAEP, NHP, PDP, fund for fourteen core areas of NCS while others are doing so through training etc. Institutional capacity requires more than just funding, or merely organizing isolated training programs etc. It includes development of the institution from logistics and equipment point of view, securing funds, and skills and availability of human and technical resources to run various programs effectively.

The efforts made by various organizations although are complementing each other but are being done in an isolated and disorganized manner. If these efforts are not collated, we will find many inefficient institutions in the race of development working in bits and pieces. Some would be equipped with skills but will not have logistics and funds, while others despite having access to funds will not have organizational expertise to pursue a task. Both the states are not desirable. Both the needs must be fulfilled simultaneously if the institution has to perform certain functions to achieve its objectives, which calls for the adoption of a systemic approach to meet the logical end of organizational capacity building.

A fragmented and disorganized support mechanism would lead to a number of complications, including augmenting the chances of duplication²⁰,

20. The issue of duplication is increasingly becoming important and needs to be addressed at the outset. Number of examples is becoming evident e.g. the department of Social Welfare with the assistance of Field Management Unit Gilgit AKRSP has recently established an NGO coordination council. This is a duplication of NGO network facilitated by NACS – Support Project. The effort could have been best utilized by strengthening the existing network.

wastage/inefficient use of resources; financial, human, physical and technical, and unacceptable rise in the expectations of the target group that are obviously local medium and small NGOs. There may develop a threatening situation of some support organizations being trapped in the web of exploitation of the target group. Coordination, harmony or consolidation among all support activities or the support organizations at the regional level would be the mechanism to prevent this threat.

If a regional mechanism is not established, its repercussion may affect the entire NGO community, and weaken its status even may get criticism from outside e.g. donors, media and communities. Moreover, its establishment would help in building cooperation and partnership among NGOs and the government institutions as well as a uniform understanding at times of devising programs for institutional capacity building, appraisal for funds, and program audit etc. This intervention would help in enhancing the image of the NGOs as a whole.

5.2. Financial Uncertainty

If today all donors withdraw funding the NGOs/CBOs, they all with few exception that have their own trusts and endowments or have other systems of funds generation etc. would invariably collapse. Fund generation is the biggest constraint for all kinds of NGOs.

If the critical issue of NGOs financial sustainability is not addressed, then a number of hick ups would arise and the management of the overall programs would be affected both institutionally as well programmatically. At present a loose thinking of NGOs rather a negligence to develop future vision and strategies how to address this issue for the organizational sustainability in the future may not be favourable for their long terms existence.

The experiences of last two decades give many lessons. A mere dependence on the donor has let them become more powerful, authoritarian and inflexible to impose their policies, which are many times incompatible with community developmental issues and challenges. Increasing future donor interventions into the program may not be very healthy and the situation may worsen to shake the stability of the NGO community.

Development is a dynamic process, which requires a smooth flow of continuity to meet the changing needs of the human communities in an unwavering manner. And being one of the brokers of development, the NGOs need to maintain it, which is a challenging task even for the large NGOs as well as for the government sectors, which are heavily donor dependent.

The threat is becoming paramount in the form of medium and small NGOs that are attempting to follow the footsteps of their predecessors. They have started relying on outside funding sources for all kinds of interventions. Large NGOs must make a breakthrough for initiating a process thinking on alternate finance resources to become self-dependent and entice the small NGOs to follow them by presenting the models.

5.3. Lack of Interface among various Partners of Development

The entire government structure and system despite being called, as an institution is vulnerable to socio-political changes visa-vi the processes of policy making also keep on changing. However, in any regime, rarely the "people's participation" has been considered essential in public policies. It reflects the weakness of the NGO community and the civil society which itself is prone to be the victim of the overall governance changes. The NGO/CBO if do not strengthen themselves, the problem is going to persist forever. Not only becoming unable to pursue the involvement of the people in public sector, they would not be able to secure the interests of the community in other sectors like private sector, religious institutions/leaders, media, and political segments etc. Examples of these institutions may be NGO interest groups or networks. Such institutions have a progressive role and play a vital role in developing a society where justice and equity have supremacy.

If the NGOs/CBOs do not play the role of an advocate with the government as well as others, they may not succeed in bringing a change that we are aiming i.e. environmentally sustainable and socially equitable development. If civil society institutions fail to strengthen themselves or function in a desired manner, NGOs/CBOs and other strata would remain at poles apart and it would be difficult to find out practical solution to the social and developmental problems in an integrated way.

Another major problem as already discussed is the issue of duplication²¹, which mainly arises due to the lack of information sharing among various partners, and disintegration. It results into a number of organizations working on the same thing through different interventions and starting from the scratch instead of building on or strengthening other's initiatives already taking place to increase the effectiveness. It is also important to maintain inter-organizational ethics i.e. respect for other members of the community. Due to the duplication the graph of efficiency drops down. Its elimination is in the best interest of the NGOs and the communities. If undone, the NGO community would sink in the realm of "only doing" the things without situation analysis, monitoring and evaluation and learning from the lessons of success and failure.

The lack of information also gives rise to the element of sustaining disregard among various development programs and initiatives. The crux of NASSD philosophy is to eradicate this disregard and develop a shared vision among various stakeholders through a strong coordination. Unless this coordination attains a primacy in the program policies of development sectors, the above issue would remain

21. In the view of opponents the formation of village councils (for the devolution of development program) is duplication the best approach might have been strengthening the existing grassroots institutions; VOs and WOs and using them for development purposes because they are broadly democratic. Imagine how much resources would have been invested in erecting these structures again of representative model of participation. However, the proponents do not consider this initiative as duplication. They support it by giving argument that strengthening of VOs and WOs should not have the agenda of replacing the political institutions. The village council has a legal status whereas WOs and VOs don't. Village council should be taken as an umbrella on VOs and WOs. Another strong argument is that the transaction costs in case of VOs/WOs are very high and government might have not been able to afford it.

unattended. The institutions like NGO network or interest groups have a premier role in this context.

5.4. Unsustainable Development and Poor Implementation of NASSD

Sustainable development is not an old concept and is still in the stage of being debated and dialogued. Putting the concept into the reality of practice is a task that requires ingrained understanding of the concept, the skills, knowledge and expertise essential for practically achieving the objective.

As a matter of reality, different NGOs/CBOs perceive different meaning from the notion of sustainable development and tend to apply those meaning in their programs and operations, which may not be comprehensive enough to fulfil its entire criteria. This state may give rise to a number of ideas and practices leading to confusion. So the first thing is a challenge to develop a uniform thinking on the concept across the stakeholders. Second thing is the capability of the organizations to be strong enough to plan strategically the vision, long term and short-term objectives of their organizations and design their management processes in line with them. It means that their programs, technical areas, human resources, financial resources/procedures, and monitoring and evaluation systems all are in competence with their objectives. But before that if the overall leadership, governance, and management is not capable and competent, then even the above may not be sufficient alone. The values of the leadership reflect in all management systems of the organization, if it has a blinkered approach, even an efficiently designed project may fail to end in success. All these technical flaws may even lead to an organizational collapse.

The process of capacity building needs assessment revealed that in some cases even the resourceful NGOs could not achieve desired results due to the lack of required capacity in the organization. Most of the rural development programs/packages focused on poverty alleviation and enterprise development have failed because of the absence of pre-feasibility at the time of planning stage and poor monitoring of the projects.

Most of the medium and particularly the small ones are in initial stages of being strengthened. The lack of opportunities to meet their needs for putting them on the track of sustainable development would repeat the experiences of unsustainable development or poor implementation of the development projects.

5.5. Environmentally Irresponsive Development

The need for integration of environment and conservation in development is much more intense in Northern Areas as compared to the rest of Pakistan. Ecologically, geo-morphologically and socio-culturally the region and its resources are more fragile therefore require more careful planning and implementation of development policies and programs. Environment needs to be integrated in NGO programs because of their outreach and access to the communities. If undone there will be two losses:

- m The message of environment and sustainable development will not trickle down to the remote communities who are directly managing the resources and especially to the women who are the actual resource conservationists.
- m This theme will not become part of the development activities which in the face of recent technological development and improved communication would contribute to the resource depletion at a higher rate than ever before.

The impact of these two losses would appear in the form of:

- m Water shortage at local as well as on the national level throughout the country affecting the agricultural production and industrial development²².
- m Destruction of tourism industry²³, which is among the large sources of earning foreign exchange for the entire country.
- m Loss of domestic as well as wild genetic resources²⁴ which are not only of local and regional but also of global importance for the sake of food security.
- m Deforestation/shortage of fuel wood resources and land degradation/food insecurity.

The environmental impacts will not emerge alone due to the lack of integration of environment into the rural development activities. Varying kind and degree of environmental problems are arising/will arise due to the lack of environmental care in urban areas. Here the development, population explosion, and unplanned urbanization give rise to the following problems;

- m Poor or insufficient supply of civic amenities including mainly drinking water, improved sanitation particularly both solid and liquid effluent management.
- m Air and water pollution.
- m Recurrence of endemic diseases, widespread water born diseases, mortality, poor health, and loss of human productivity related to the household economy etc.

NGOs have a remarkable role in raising the awareness of rural and urban communities, advocacy with the government and mobilization of both public and private sector etc. for a proper supply of environmental services. Moreover, they can also mobilize the social capital for taking practical measures through conservation of their culture and adopting the modern techniques to combat the emerging as well as future environmental threats. Nonetheless, they themselves require a proper guidance to divert their resources for playing vibrant role in this scenario. The integration of environmental concerns in their policies and programs would be a milestone in this regard, the urgency of which arises in case of large development NGOs because of their outreach, population coverage, and expanded programs. This is a big challenge for the environmental organizations.

5.6. Inequity

Women comprise of more than 50 % of the total population in NA. If we add the number of the poor in them who also come under unprivileged class, this number

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- 22. NA's Indus water is main source of water trapped in the dams for power generation and agricultural irrigation along the Indus basin valleys both in the upper and lower streams.
 - 23. More than 80% of the total tourist flow is towards this region which is popular for its possession of adventurous, ecological and cultural attraction for the tourists
 - 24. Wild fauna is gaining greater emphasis after its economic uses are being exploited through community empowerment and institutionalisation through the interventions of WWF, IUCN e.g. trophy hunting.

increases. The question is that of an unequal distribution of rights, power, and authority as well as varying roles and responsibilities of different genders shaped by the social and cultural norms of the society which keep on changing.

However, the basic principle remains unchanged and that is that in a male dominated society, anti-female bias is conspicuously obvious in almost every sphere of life. The rights of the deprived sectors are not taken into account at times of decision making for resource distribution, allocation and usage both at micro level as well as macro level. It has been resulting in overall gender discrimination. The marginal communities are becoming more marginal; the number of the poor is increasing, resulting in an augmented class differentiation.

The poor and deprived hardly make an entry in the cycle of main economy and are more vulnerable to the impacts of environmental problems. This phenomenon exasperates poverty and resource degradation. Here is not only the question of unequal resource distribution rather unequal distribution of the repercussions with contrast to the gender. At a very micro level, women and children are more prone to the deforestation, in house air pollution, water shortage and pollution and low agricultural production etc. Because a traditional woman in the region is not only responsible for the household chores but has a larger contribution of role in natural resource management.

At the social part women suffer other disadvantages due to their restricted mobility. In the Southern part of NA, male chauvinism is highly discriminatory to restrict women only to the household level and deprive them of basic education and health facilities. In this particular part, the entire women status has been shaped out of religious bigotry. If an examination of women's economic and social opportunities is made, one can easily conclude that generally they are treated as inferior citizens. The social set up is so iniquitous that even a highly qualified and well earning woman feel high degree of social insecurity. Enhancing women's access to these opportunities is imperative for helping them out of deprived status and for fair satisfaction of their strategic gender needs.

NGOs/CBOS have been working on the grassroots level and bear a fair amount of knowledge and understanding of gender dynamics prevailing at household, local and regional level. Although most of NGOs have been striving for the improvement of various aspects of it but the need is to address the issue in totality which starts from their rights right at the household level being a girl child, and comparison of the rights bestowed to a male child and ends up to her involvement in the decision making at the top level.

The issue is always messed up due to its wrong interpretation. This impression needs to be dispelled for what again civil society institutions can advocate with the ulemas to make clear interpretation in the light of Islamic teachings and practices. The NGOs/CBOs need to have lobbying with various strata for improving the situation of women in the region. If cooperation is not built with them, the society would remain tumbling in the dilemma of injustice and ignorance and fulfilment of its developmental aspirations may remain incarcerated in theories and project proposal documents.

6. THE WAY AHEAD

On the basis of previous chapters that have illustrated the cluster of issues and constraints, NGO community has been bumping upon, and the consequences of inaction, this background paper has come up with certain future options in the form of "The Way Ahead". This chapter would underscore a set of strategic interventions or policy implications as a course of action by various stakeholders for NGO/CBO enhancement. These implications have been presented in line with six main objectives which have been framed in order to alleviate above issues and constraints faced by this sector.

A gist of this chapter would be integrated in the mainstream policy framework for the sustainable development of Northern Areas. The gist selected from this chapter would encompass the NGO strategy with its aim and objectives.

6.1. Aim of NASSD NGO strategy

"To enhance the role of NGOs/CBOs in the socio-economic, cultural, and ecological well-being of Northern Areas through building their capacity for conservation of natural resources and sustainable environmental management".

To achieve this goal following specific objectives have been focused:

6.2. Specific Objectives

- m To facilitate the establishment of a functional Regional NGO Resource Mechanism.
- m To facilitate NGOs/CBOs for funds generation.
- m To enhance coordination among NGOs/CBOs and increase their interface with government, and private sector etc.
- m To strengthen institutional capacity of NGOs/CBOs for improved planning and implementation of development programs.
- m To develop their skills for conservation, environmental integration and management.
- m To institutionalise a gender sensitive approach of development among NGOs and civil society.

6.3. Proposed Strategies

6.3.1. To facilitate the establishment of a functional NGO Resource Mechanism at regional level

As the first option, NACS Support Project can initiate facilitation for the formation of a resource mechanism on the regional level. The proposed agenda is to collate

and strengthen the existing individual support extended by large NGOs and some government sectors in the form of an autonomous institution on regional level.

6.3.1.1. Encourage and assist the large NGOs, government resource organizations, and bilateral projects for developing coordination among their individual NGO/CBO support programs

Suggested action points are sharing of idea, scoping and consultations with partners, and providing support in this regard. NACS would assist the institution for arranging funds, and develop its strategic plans and modus operandi.

Second option is that of WWF in the form of GCIC. The above efforts can be commenced by extending cooperation with the WWF for proclaiming GCIC as a regional NGO support mechanism. This would require dialogues between the two organizations; examining the existing mandate visa-vi capacity of this institution, and its future expansion and enhancement to fulfil the criteria of a regional institution.

Third option is the last but may not be the least that the capacity of the NGO networks that have come into existence with the support of NACS becomes so strong that they take steps for this initiative. But the amount of efforts, this option may require would be strenuous and more demanding. Because so far these networks only consist of small NGOs and have not attained the desired institutional strength. This option if adopted solely depends on the networks to what extent they are able to impress upon the large and medium NGOs to become either the members or to extend full assistance to these networks to go for a regional NGO institution.

Social Welfare Department is also one of the potential institutions to take this initiative. However, major institutional reforms would be required to enable it for this purpose. First of all, its administration will have to be decentralized by the establishment of a directorate under the P & D department, it would need a fair amount of financial autonomy. The best would be if the registration authority is centred within the department and the staff is equipped to carry out the mandate of monitoring and evaluation of the NGOs registered under the Act of Social Welfare. P & D can put up this proposal to the NA Legislative Council for pursuit.

6.3.2. To facilitate NGOs/CBOs for funds generation

The NGOs/CBOs need to keep it in their mind that the donor's interest may divert any time in the future. They must think of local funds generation and self-dependence through local resource mobilization. NGOs would have to start debate on their role in this regard, should they not try working like a corporate sector or should they develop partnership with the corporate sector. This is one option that requires attention. NACS Support Project having a mandate to foster civil society institution both on the themes of NGOs as well as the private sector can bridge these two sectors to develop an interface functional cooperation.

6.3.2.1. Enhance interface between the private sector and NGOs/CBOs

For this purpose, both the NGO and private sector interest groups can be suggested to constitute a committee from within their respective I/Gs and

facilitate regular meeting of the committees for information sharing and identification of ways and means to initiate joint economic ventures between NGOs and private sector. It can identify training for enhancing NGOs/CBOs' skills for income generating activities, technical and business management. Moreover, assistance can be provided to NGOs/CBOs for the promotion of cottage industry, or small industries in rural areas; funds can be initially requested to donors for these enterprises.

6.3.2.2. Establish and strengthen mechanisms for funds availability to the NGOs/CBOs

NGO interest group needs to influence the government for revising the micro-credit programs and for announcing credit schemes to promote private sector – NGO business partnership. Furthermore, P & D can be advised to strive for the decentralization of funds from Federal to Regional level and establish a pool of NGO funds on regional level. Similarly, funds given under SAP need to be more organized. Advocacy for appointment of NGO interest group members as observer on different fund committees is also required.

NGOs/CBOs may need to develop their own trusts or raise endowment funds for sustainability. One example is that of the VCF established by the income earned from trophy hunting introduced by IUCN and WWF. Similarly other possibilities can be exploited like through environmental services²⁵, hydropower plants, commercial agricultural farms, food-processing units, small-scale mining projects, and commercial production of medicinal plants etc. Again this may not be possible by the NGOs themselves; there is a great need for partnership with the private sector to initiate these projects.

NA administration through the NA Legislative Council can propose the federal government to open regional office of NGO financing institutions like TVO etc.

6.3.3. To enhance coordination among NGOs/CBOs and increase their interface with government, and private sector etc

Having the privilege of building constituency among the civil society, NACS Support Project can foster their coalition for increasing their institutional coordination and empower them for effective advocacy. By virtue of a joint venture with government, it can play a potential role to enhance linkages between NGOs/CBOs and government to increase interface on planning and implementation level inter alia; for accountability and enhanced efficiency. Its initiatives of NGO networks and interest groups are those initiatives that have demonstrated this role. These institutions however, still require more strengthening to adopt this role effectively.

NASSD comes up with the outline on developing linkages between the non-profit and profit organizations to keep the pace of development through innovative approaches and funds generation. NASSD can explore the opportunity as a middleman between the two sectors because private sector is also a major stakeholder.

25. Clean drinking water, proper sewage programs, solid waste management etc.

6.3.3.1. Facilitate NGOs/CBOs for the establishment of Regional NGO networks and enhance their understanding for collaboration, cooperation and advocacy

Facilitate the formation of an NGO interest group, strengthen its capacity for steering sustainable development process and effective advocacy;

Nonetheless, development and strengthening the NGO interest group is one of the options to enhance linkages among various development sectors. The efforts of NACS Support Project to institutionalise the NGO I/G within the large NGOs did not bring fruition because they have their own mandate and are less interested to make investment in the up brining of a civil society institution. NGOs/CBOs are not proponent of the idea of institutionalising the NGOs I/G with in the government. To them it has a threat of increasing government's intervention into their autonomy. NACS Support Project has been facing the challenge of status of NGO interest group in terms of its legal notification. It has been working on various ideas for example is it possible to house it within the NGO network but then to what extent are they functional is another question.

NACS would facilitate coordination building of NGO interest group with other civil society institutions like networks, regional NGO resource mechanism and other sector specific interest groups etc for a horizontal or cross forums exchange of deliberations and information. Simultaneously it will have to work on the following intervention.

Assist government to build the capacity of environment section for increasing interface between government and civil society institutions;

Furthermore, NACS Support Project is strategically required to support the NGO networks for becoming formal institutions, and providing them advice for funds generations through enhancing interface between donors and the networks. For sharing of information, it suggests exchange of progress reports between P& D and NGO networks. For building partnership between the private sector and NGOs/CBOs, the modus operandi has been described in the previous section. To increase the efficiency of their advocacy role, efforts would be required to build the networks' linkages with media and ulemas etc.

6.3.4. To strengthen institutional capacity of NGOs/CBOs for improved planning and implementation of development programs

NACS Support Project has completed the first phase of NGO enhancement by implementing a modular training program for building their generic capacity. It recommends a great focus on enhancing their organisational capacity and putting a mechanism in place to pursue it on continuous basis and assess progress. To ensure sustainable development, there is a need to:

Enhance the understanding of NGOs/CBOs on the principles of holistic planning keeping all affecting factors under consideration;

6.3.4.1. Assist them to develop and promote the concept of "total quality services system" in their program

AKRSP has included the NGO capacity building program in the project proposal for its next phase that will start from 2003. NACS Support Project may need to have dialogues with the organization regarding the scope of that future program and strive for developing its partnership in order to develop the ownership of its NGO strategy in particular. Other method of doing so can be intensive consultations exclusively with AKRSP on the NGO strategy to ensure their ownership. It would be just like integrating the NGO enhancement policy implications with in the forthcoming program of AKRSP.

6.3.5. To develop their skills for conservation, environmental integration and management:

A two pronged strategy of NASSD is endorsed; in first work on three agenda program is suggested:

6.3.5.1. Assist NGOs/CBOs to enhance their conceptual and operational understanding on conservation and sustainable development

6.3.5.2. Assist and support them to run awareness raising campaigns to promote these concepts on the community level

6.3.5.3. Advocate and assist the partners to integrate environment and enhance their technical capacity for its management

And secondly emphasize a process by which other sector strategies consider and incorporate the desired role of NGOs/CBOs;

6.3.5.4. Facilitate linkages for the involvement of civil society to promoting inter-sectoral planning and NGOs role in implementation of other strategies;

The main actions include:

- m Environmental sensitisation of NGOs/CBOs and support them to transmit awareness raising programs to communities, private sector, and government;
- m Promotion of the concepts and principles of sustainable development and building the partners' capacity to take over;
- m Advocacy with the large development organizations to internalise environmental issues into their policies and operations to enhance crossover between development and environment;
- m Seek and build cooperation with the environmental NGOs for designing, and implementing environmental management training programs and exploring mechanisms for their institutionalisation.
- m Provide support to the potential partners (for instance KADO in Hunza etc.) for fostering networking among small NGOs/CBOs for conservation and sustainable development.
- m Facilitate continuous communication between the NGO interest groups and other interest groups.

Advocacy, dialogues, needs assessment, consultations, capacity building programs and linkages are the tools to undertake these actions.

6.3.6. To institutionalise a gender sensitive approach of development among NGOs and civil society

Being an agenda for sustainable development, which is based on the premise of equity, NASSD recommends facilitating mechanisms for ensuring participation of deprived groups in decision-making. Women's practical needs in conservation and environmental management need to be attended. Moreover, NRM related economic opportunities should be explored to realize their strategic needs.

6.3.6.1. Promote links between gender and environment and develop the understanding of civil society for practical integration of gender in development and environmental management through awareness raising workshops, training and demonstrations;

6.3.6.2. Assist the NGOs/CBOs to foster a consultative mechanism for GAD integration at macro policy level;

6.3.6.3. Assist and cooperate WWF, and MACP (and other potential partners) for developing and implementing plans to enhance women's role in sustainable economic use of natural resources;

Gender action plans should be built on the work already done by development organizations. An approach of partnership building for gender sensitisation, gender integration in environmental management projects, and capacity building in gender sensitive project planning, monitoring and evaluation should be adopted. Fostering of consultative mechanism for GAD needs to be done on priority basis.

7. STAKEHOLDERS, AND THEIR PROPOSED ROLES AND RESPONSIBILITIES

NGOs/CBOs are civil society institutions. It is therefore strategically required to search partners/institutions from within the civil society and assess their potential capability for pursuing some roles and responsibilities for the implementation of NGO strategy. An exploration has resulted in the identification of the following institutions/organizations as the major stakeholders for implementing the strategy:

- m NACS Support Project
- m Planning and Development Department
- m AKDN institutions
- m Environmental NGOs/projects e.g. WWF, MACP
- m Large bilateral projects; NEP, NHP, NADP
- m Medium and Small NGOs/CBOs
- m Government resource institutions, SAP, SWD
- m NA Legislative Council
- m Private sector
- m Donors

Keeping in view the role of above organizations, NACS Support Project proactively involves them during the strategy formulation process for its ownership and adoption. The conceptual design of NGO strategy is such that none of the above stakeholders can implement it in isolation from the other. All need to develop strong working linkages among themselves and NACS itself has a central role in developing and enhancing these linkages to achieve the ultimate ends.

7.1. NACS Support Project

Formulation of NASSD policy framework for sustainable development is the prime objective of NACS Support Project that is a joint venture of P & D Department and IUCN. During the formulation phase, besides ensuring full participation of all the key stakeholders in NGO strategy development, the project is concurrently aimed at building the capacity of partners/stakeholders for its implementation. In this regard it has completed its first phase for building generic capacity of the NGOs, and a cadre of master trainers has been developed, who can further disseminate this capacity building program to the women NGOs, private sector, government and civil society institutions. It has also assisted small NGOs/CBOs in developing NGO networks. As there is no such government as well as non-government institution that can be identified as a major partner to undertake NGOs/CBOs capacity building program, the project itself will have to take much of the initiatives to encourage and support partners to pursue the strategy. To achieve this objective:

Following strategic interventions are in process:

- m Consultations with the partners/stakeholders for strategy development
- m Facilitation of NGOs/CBOs for developing a Regional NGO network;

- m Building cooperation among large NGOs and government for the establishment of an NGO support mechanism: a permanent institution;
 - m Integration of environment into NGOs/CBOs development programs with major focus on specific sectors e.g. Integrated pest and disease management, environmental health management, water, and soil conservation, alleviation of water and air pollution etc.
 - m Communication and promotion of NGO strategy;
 - m Enhancing interface between government and NGOs/CBOs through an NGO/CBO interest group/roundtable;
 - m Enhancing Interface between NGOs/CBOs and donors;
- Future commitments:
- m Institutionalisation of partnership between the NGOs/CBOs and the private sector;
 - m Developing a cadre of master trainers in environmental management skills to strengthen the NGO/CBO support Mechanism;
 - m Supporting NGOs/CBOs to initiate income-generating projects for the NGOs/CBOs funds sustainability;

The decision of who would steer the implementation process of NGO strategy is hard to make at this point in time. NACS Support Project can only streamline the activities till the end of the project. Therefore, to ensure that things go as desired it needs cooperation from all the stakeholders and civil society institution (in this case the NGO interest group) and build its constituency among the civil society on such strong footings that its initiatives are sustained in the future. Simultaneously, the project needs to extend and expand NGO enhancement program in its next phase of NASSD implementation.

7.2. Large NGOs and Bilateral Projects

AKDN institutions, environmental organizations, large bilateral projects, SAP and SWD, have greater potential to establish a regional NGO/CBO resource mechanism, by pooling their technical resources, consolidating their NGO support program and establishing an institution provided that they come to a mutual point of understanding. They can make substantive efforts for funds generation to run this institution on sustainable basis. GCIC can be seen as a major potential to adopt this role. This institution can organize training courses both in organizational management, technical and environmental management. Additionally, it would act as an information center for the NGOs/CBOs. Furthermore, large NGOs can extend their support to strengthen the NGO interest group and through this institution can provide secretariat for its regular functions.

Their large number of extension networks can be used as efficient human resources for environmental awareness, and can effectively transfer enhanced expertise of environmental management to both the genders of the communities. The large NGOs can make great contribution to achieving the goal of sustainable development through the incorporation of environment and strengthening their institutional capacity for its management. This can be done in partnership with the environmental organizations. The latter like WWF, MACP, AKCSP, BACIP and WASEP can extend their support for the implementation of the strategy by providing a launching pad and sustaining the initiatives taken in this regard.

7.3. Small NGOs/CBOs

Being key stakeholders of NASSD, have a major responsibility for implementing the strategy. Some generic capacity building programs have been completed with the integration of environment, for them. They are a proven channel for advocacy with government and other agencies both in green and brown sectors of environment. They will manage the regional NGO networks and use this forum for attracting donor funding, and catalysing support from large resource organizations. The networks will develop a cadre of master trainers in generic as well as technical skills required for the better management of environmentally sensitive development. Other objectives related to the formation of the network include:

- m To develop coordination among NGOs/CBOs for sharing information, experiences and skills;
- m To represent and advocate NGO community on various platforms; i.e. government, donors, private sector etc.
- m To play advocacy for equitable and environment friendly development
- m To promote integrated development, efficient use of resources (human skills), and to avoid duplication;

Through the networks, small NGOs will develop linkages with other development actors to serve the interest of the civil society and will effectively use NGO interest group for consultations and advice on their capacity building in financial and technical management.

7.4. Planning and Development Department

The NGO strategy cannot be ensured of its complete implementation unless government extends its support and develops strong linkages with the civil society institutions and establishes a contrivance in its system for this purpose. At present there is no separate formal and consolidated set up to facilitate the operations of NGOs/CBOs. Being the major partner in NASSD formulation and implementation P & D will endorse the strategy and extend its cooperation in its implementation.

Being the hub of regional development it can ensure that the local NGOs/CBOs are involved in local level planning and implementation under the new devolution plan of government and can enhance cooperation between NACS Support Project and other development initiatives for instance Khushhal Pakistan Program etc. P & D can potentially play a pivotal role for the decentralization of NGO funds from Federal to Regional level, and for the establishment of Northern Areas NGO funds. Furthermore, it can seek other government funding sources, for instance poverty alleviation funds etc. for the NGOs/CBOs. For enhancing transparency, it is required to invite NGO interest group members as observers in various fund committees, and project monitoring committees as a neutral party.

7.5. NGO Interest Group

NACS Support Project has facilitated the establishment of an NGO interest group consisting of multi-stakeholders. This forum has been working as a consultative body to providing useful input for strategy formulation, which is a real essence of integrated planning. However, this civil society institution needs to be strengthened

both operationally and legally. All its functions and responsibilities depend on its maturity and effective operation. It deems to have a nuclear importance during the NASSD implementation stage. Its envisaged responsibilities are to:

- m Identify technical and financial resources for the NGOs/CBOs to start environmental projects, and implement sustainable development agenda;
- m Provide technical advice for developing action plans under the guiding principles of NASSD;
- m Gear coherence among the efforts of large NGOs/projects etc. for consolidating a regional NGO/CBO support mechanism;
- m Develop an in built mechanism for monitoring and evaluation of activities/programs carried out in this regard and give recommendations for course correction.
- m Enhance interface between government and civil society and ensure communities concerns in public policies and programs;
- m Play advocacy with the government for providing an enabling environment to the NGOs/CBOs for sustainable development;
- m Enhance accountability and transparency in NGOs and government functioning and advocate for equitable and environment friendly development;
- m Represent NGO interest group on "NACouncil for Sustainable Development"²⁶
- m Develop linkages with various sectoral interest groups to give input in the development of strategies ensuring the consideration of NGOs/CBOs' role and concerns;
- m Constitute specialist committees to resolve specific issues²⁷;

7.6. NA Legislative Council

Having attained new constitutional status, the NA Legislative Council has a potential to play a significant role for the development of NGO sector in NA through legislative reform required for a more encouraging environment.

It can influence the federal government for:

- m The establishment of NGO funds at regional level
- m Opening of a regional branch of TVO or any such financial institution
- m Reorganization and strengthening of Social Welfare Department

7.7. Conclusion

The present politico-economic upheavals, environmental degradation, impoverishing citizen's living conditions and institutional inability of all three major sectors, i.e. public, private and civil, warrant to address the issues in a cognizant manner by developing reciprocal cooperation to combat the situation.

7.7.1. Strategy in Broad Institutional Perspective

If this strategy is analysed in the frame of institutional perspective, the crux of its implications is underpinning the premise of institutional growth paradigm shift

26. A milestone in putting up NGOs/CBOs concerns on higher-level policy institutions, which will have horizontal relations with the NALegislative Council.

27. For instance, to enhance partnership between the NGOs and the private sector, a committee consisting of representatives from both sides can be formed. This can be the most appropriate specialist group to give input on private sector sub strategy.

from large NGOs to medium/ small NGOs/CBOs. The latter are in need of political, institutional and technical empowerment for complementing local level development, and conservation and management of natural resources, which can be addressed by the large NGOs, and government. Providing support in above three mentioned areas, the capability and wisdom of local NGOs can be used for sustainable development.

This paradigm shift deems a cutting edge, to the success of recent governments' plan of devolution for governance reform, which endorses decentralization. Development of strong ties among three institutional tiers is highly recommended:

- m Civil society institutions (NGOs, CBOs, local institutions)
- m Local political institutions
- m Local administrative/technical government

7.7.2. Interlocking nature of the strategy

The NGO strategy is not implementable without inter-sectoral linkages, by virtue of being a crosscutting theme. At the outset, it imperatively requires coordination from the communication component for interactive information regarding its promotion to the stakeholders and further communicating its implementation undertaken by various partners. It requires support from EE for environmental integration into NGOs programs, and from NRM for designing and implementing NRM related capacity building packages. Yet advocacy with government to extend the required support for NGOs/CBOs enhancement may not be possible without assistance from P & D department; to be streamlined by P & D Coordinator. And above all, it demands a tremendous facilitation from the entire NACS project for motivating large NGOs to build coordination and cooperation, and advocacy with the government to recognize the NGO interest group as a steering body for strategy implementation.



ANNEX 1:**SCOPE OF ACTIVITIES AND
GEOGRAPHICAL COVERAGE OF
NGOs/PROJECTS**

Name	Category	Geographical Coverage (district)	Areas of intervention	Approach (gender is a cross-cutting theme)
AKRSP	Large NGO	Gilgit, Ghizer, Astor (part of Diamer), Skardu, Ganche	Rural development, Natural resource management, Enterprise development and marketing, gender	Community development, saving HRD, extension
AKES	Large NGO	Gilgit, Ghizer, Astor (part of Diamer), Skardu, Ganche	Education, teacher's training	HRD, self sustained education system
AKHS	Large NGO	Gilgit, Ghizer, Skardu, Ganche	Health	HRD, self sustained services
AKCSP	Large NGO	Gilgit, Skardu, Khaplu	Preservation of cultural heritages, and tourism	Development of grassroots institutions
IUCN	Union	All five districts	Conservation of biodiversity, policy framework for environment and sustainable development	partnership, awareness raising, advocacy, skills enhancement, networking, interest groups
WWF	Large NGO	Gilgit, Astore, and Ghizer	Conservation of biodiversity, environmental education and communication	Training, support to grassroots organizations
FPAF	Large NGO	All five districts	Health and Family Planning	Awareness, training
BACIP	Project	Four districts except Diamer	House construction, and improvement of built and domestic environment, gender	Training, awareness
WASEP	Project	Four districts except Diamer	Improved sanitation (health and hygiene), gender	Community mobilization, and training

Name	Category	Geographical Coverage (district)	Areas of intervention	Approach (gender is a cross-cutting theme)
NAHP	Project	All five districts	Improvement of government/community based health systems/programs for quality health services	Infrastructure, training, community participation
NAEP	Project	All five districts	Strengthening the capacity of government education department for quality education especially for women	Infrastructure, training
NADP	Project	Chillas, Darel and Tangir (three tehsils of Diamer)	NRM, capacity building of government, WID	Training, capacity building of government department, social organization
HERP	Project	Hunza region only	Education and environmental education	Teacher' training
KADO	Medium NGO	Hunza, Gilgit Skardu	Cultural handicraft promotion, enterprise development, WID	Training, networking
NDO	Medium NGO	Nagar tehsils of Gilgit	Education, WID, EE	Training
MARA FIE	Medium NGO	Skardu and Ganche	School infrastructure	Financial support

ANNEX 2:

LIST OF NGOs SURVEYED

A complete list of NGOs/CBOs is available at [www.northernareas.gov.pk/ngo search](http://www.northernareas.gov.pk/ngo%20search).

S.No.	Name of The NGO	District	Area of operation	Sector
1.	DOUBANI	Gilgit	Bagrote, Haramosh, Jalabad	Health, Education, NRM
2.	Shahi Khyber Imamabad Welfare Organisation	Gilgit	Khyber, Imamabad	Health, Education, water channel, NRM
3.	Village & Women Development Organization	Gilgit	Danyore	Lift Irrigation, water channel, vocational and teachers training
4.	Nazimabad Welfare Organization	Gilgit	Shiskat	Education and vocational training for women
5.	Evershine Social Welfare Organization	Gilgit	Aliabad	Education
6.	Gulmit Education and Social Welfare Society	Gilgit	Gulmit, Gojal	Education, water supply, vocational and teachers training
7.	Jamalabad Welfare Organization	Gilgit	Jamalabad, Gojal	Education, clean drinking water supply, teachers and vocational training
8.	Misgar Social Welfare Organization	Gilgit	Misgar, Gojal	Natural Resource Management and environment
9.	Best Welfare Society	Gilgit	NA	Education
10.	Sultan Welfare Organization	Gilgit	Nomal, Proper	Environment, Fish farming & First Aid
11.	Khunjerab Social Welfare Federation	Gilgit	Morkhon, Ghulapon, Jamalabad, Girch, Sost and Chiporson	Education, Environment & NRM
12.	Helping Other People Enthusiastically (HOPE)	Gilgit	Not available	Education, Environment, NRM (not functional)
13.	Welfare Organization Sakwar	Gilgit	Sakwar	Health, Education, Natural Resource Management & Environment

S.No.	Name of The NGO	District	Area of operation	Sector
14.	The Oshikhandas Welfare Organisation	Gilgit	Oshikhandas	Health, Education and Water Pollution
15.	Al-Khair Welfare Society	Gilgit	Gilgit-Town	Education, Environment
16.	Strengthening Services for Disable Children	Gilgit	Town	Health mapping exercise
17.	Publishing Extension Network	Gilgit	Town	Publication Improvement, C/B, of LB & RD
18.	KASONER	Gilgit	Town	Environmental/ Developmental Communication and NRM
19.	Al-Karim Welfare Organization	Gilgit	Nomal	Family Planning
20.	Farmanabad Welfare Social Organisation	Gilgit	Murtazabad, Hunza	Education, Environment, Water Supply and micro-enterprise
21.	Education, Welfare & natural Conservation Association	Gilgit	Gulkin	Education, Natural Resource Management
22.	Fairy Meadows Welfare Society	Diamer	Railkot Fairy Meadows	Health, Education, Water Channel, NRM
23.	Bunji Youg Welfare Society	Diamer	Bunji	Natural Resource Management, Water Channel, Environment
24.	Natural Resource Conservation & Development Organization	Ghizar	Handrap	Water Channel, Link Road, Fisheries & NRM
25.	Management of Natural Resources & Social Welfare Organization	Ghizar	Jandrote, Khati, Gamse, Aliabad and Ajakoi	Water channel, Link Road, Fisheries & NRM
26.	Sunrise Education & Social Welfare Organization	Ghizar	Singal	Education, Teachers & Vocational Training
27.	Abasin Education & Social Welfare	Ghizar	Yasin Proper	Education
28.	Al-Noor Education and Social Welfare Society	Ghizar	Sherqilla	Education
29.	Al-Karim Welfare Society	Ghizar	Gahkoch	Education

S.No.	Name of The NGO	District	Area of operation	Sector
30.	Punial Welfare Association	Ghizar	Signal, Bubur, Gulmiti, Gitch, Goherabad, Japuka	Education & Vocational Training for women
31.	Al-Noor Education & Social Welfare Organisation	Ghizar	Halqa # 2 Sultanabad Council (Five Villages)	Education & Natural Resource Management
32.	Wali -ul-Asr Social Welfare Organisation	Skardu	Kuwardu	Education, Health, Environment & NRM
33.	Tanzeeme Falah Bahbood Naujwanane Sofia Noor	Skardu	Sermik	Education, Water Supply, Environment & NRM
34.	Jamshed Welfare Organisation	Skardu	Stak Rondu	Health, Education
35.	Arifabad Welfare Organisation	Skardu	Gamba	Education, Women Development, Environment & Enterprise
36.	Falahi Tanzeem Al Nusrat Sundus	Skardu	Sundus	Education & NRM
37.	Tanzeeme Falah Bahbood Social Organisation Kothang Bala Shigar	Skardu	Kothang Bala Shigar	Education
38.	Baltistan Relief Foundation	Skardu	Skardu & Ghanche	Health & Education
39.	Anjumanae Mohammadia Committee Shigiri Kalan	Skardu	Grongstod Shigiri Kalan	Education, Health, Maintenance of Water Channel & Drinking Water Supply
40.	Tanzeem-e- Samaji Karunan-e- Youltar Newranaga	Skardu	Toq, Ranga, New Ranga, Yirkho & Khalan Ranga	Education, Health Advocacy
41.	Haji Gam Community Centre	Skardu	Haji Gam	Health, education
42.	Social Welfare Association Nirgoro	Skardu	Nirgoro	Education (not functional)
43.	Hassanabad Welfare Association (HAWA)	Ghanche	Chorbot	Education, Health, Environment & Natural Resource Management

S.No.	Name of The NGO	District	Area of operation	Sector
44.	Barchong Welfare Organisation	Ghanche	Keris	Education, Environment
45.	Balghar Education & Social Welfare Organisation	Ghanche	Thaley	Education
46.	Anjuman-e-Ahle Bait Sofia Noor Bakhsia Hushey	Ghanche	Hushey	Education, NRM & Savings
47.	Community Welfare Association	Ghanche	Kurru	Education
48.	Yogo Welfare Trust	Ghanche	Yogo	Education, Preservation of Cultural Heritage
49.	Rawalchin Dagboni	Ghanche	Rawalchin	Education, Health

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