



OVERVIEW OF CIVIL SOCIETY ORGANIZATIONS

PAKISTAN

Country Context

Pakistan is located in South Asia, bordering the Arabian Sea to the south, Afghanistan and Iran to the west, and India and the People's Republic of China to the east and north. The country was founded in August 1947 as a result of the bifurcation of India. The capital is Islamabad, but the largest city (and financial capital) is Karachi.

Pakistan is a federal democratic republic. The bicameral parliament consists of a senate and a national assembly. The senate contains 100 seats and its members are indirectly elected by provincial assemblies to 6-year terms. The national assembly consists of 342 seats, 60 of which are reserved for women, 10 for minorities. Assembly members are also elected to 5-year terms. The prime minister is typically the leader of the party with the most seats in the national assembly. The president is chosen by an electoral college composed of the senate, national assembly, and four provincial assemblies.

Pakistan is the world's sixth most populous country with more than 170 million inhabitants, the vast majority of whom are Muslim. Urdu is the national language while English is the official language; although Pashtu, Punjabi, Sindhi, and other languages are widely spoken. Two thirds of the population resides in rural areas. The country is 803,940 square kilometers. Pakistan is a country of medium human development, ranked 136th in the United Nations' Human Development Index 2007. About half the adult population is illiterate, and 7 in 10 persons live on less than \$2 per day.¹

History of Civil Society Development

Before the British colonial rule, civil society activities in the area comprising modern-day Pakistan were motivated primarily by religious beliefs and political strategy. Hindu concepts, such as *daana* (giving) and *seva* (service) and the Islamic practices of *zakat* (offering to the poor) and *khairat* (charity) and *haqooq-ul-bad* (human rights), laid the foundation for voluntary activities. Followers of a mystic branch of Islam, the Sufis, established *khanqahs* (monasteries) and *madrasahs* (religious schools) in South Punjab and Sindh in the 11th century. In the political arena, the foreign-origin mughal rulers sought to inculcate loyalty among the population by undertaking social welfare activities. Wealthy families, motivated equally by religious and political ends, also funded charitable activities.²

By the beginning of the 19th century, British rule was firmly entrenched. Foreign missionaries founded schools and convents in Punjab, Sindh, and the North-West Frontier Province (NWFP). These included the **Edwardes Church Mission School of Peshawar** (1855), **Jesus and Mary Convent of Sialkot** (1858), and the **St. Joseph's Convent of Karachi**. The missions also established hospitals, dispensaries, orphanages, hostels, infirmaries, and seminaries.

Domestic religious movements also contributed to social welfare. Several Zoroastrian schools, still considered among Pakistan's most prestigious, were established in Karachi. These included the **B.V.S. Parsi School** and the **Mama Parsi Girls School**. The progressive Hindu

Brahmo Samaj movement's social agenda was adopted by the colonial government, which banned *sati* (widow burning) and implemented the Widow Remarriage Act (1856).

During the second half of the 19th century, the colonial government created a legal framework for civil society organizations (CSOs). The Societies Registration Act (1860) provided legal status for nongovernment organizations (NGOs). The Religious Endowment Act (1863) and the Trust Act (1882) regulated trust activity and shifted management of trusts from government to trustees. These laws allowed the government to monitor civil society activities while alleviating its social welfare burden. The creation of a legal framework, combined with mass mobilization under the nationalist movement, sharply increased the number of CSOs in Pakistan.

One of the most significant civil society movements of the 20th century was led by *Khudai Khidmatgar* (Servants of God), a nonviolent Pashtun movement against British rule. More than 100,000 Pashtuns were involved in the movement, which also promoted religious harmony and social reform. Many welfare organizations were also created under the umbrella of the *Khudai Khidmatgar* movement.

Immediately following independence, Pakistan CSOs helped accommodate the massive migration of refugees from India. New dispensaries, maternity homes, infirmaries, and general hospitals were established, and doctors and paramedical staff delivered free medical care. The Girl Guides, Red Cross, and National Guard worked to reduce poverty and unemployment.

In the ensuing years, civil society's focus shifted from emergency medical care to permanent resettlement of the refugees. The **Family Welfare Cooperative Housing Society Lahore** and the **Social Welfare Society Lahore** provided housing. Other challenges included poverty reduction, education, health care, women's issues, and population control.

Women played a pivotal role in civil society in the early years of Pakistan's independence. In 1948, Begum Rana Liaqat Ali Khan established the **Women's Volunteer Service for Refugee Rehabilitation** and the **All Pakistan Women's Association (APWA)**, which worked on longer-term issues and continues to operate today as an umbrella organization. Begum Rana also founded the **Pakistan Women's National Guides** and the **Pakistan Women's Naval Reserves** in 1949. Begum Jehan Ara Shah Nawaz established the **United Front for Women's Rights** and the **Pakistan Family Planning Association** in 1953.

The government was generally supportive of civil society, particularly of service-delivery NGOs. The National Council of Social Welfare was established in 1958 to fund organizations; coordinate welfare responsibilities among government departments; and promote NGOs working in remote, deprived areas. The National Council of Social Welfare later became an advisory body and its mandate was assumed by the Directorate General of Social Welfare.

Support was also extended through a grant program administered by the West Pakistan Council for Social Work, supporting organizations such as the **West Pakistan Society for the Welfare of the Crippled, Recreation Association for West Pakistan**, and **Children's Home**. A number of graduate associations were formed during the 1960s, including the **Sindh Graduate Association**, which focused on empowerment and awareness building.

However, the Voluntary Social Welfare Agencies Registration and Control Ordinance (1961) made registration mandatory for social welfare agencies and a system of closely controlled local governments was established under the banner "Basic Democracy." The **United Front for Women's Rights**, the first NGO advocating women's rights exclusively, was banned under martial law.

Zulfikar Ali Bhutto, who served as President from 1971–1973 and as prime minister from 1973–1977, nationalized schools and colleges run by voluntary organizations. During the same period, however, the number of labor unions grew. Several women's organizations were founded, such as **Shirkatgah** (1975), **Pakistan Women's Lawyers Association** (1980), and the **Women's Action Forum** (1981). New service-delivery organizations, such as **SOS Children's Village** and the **Adult Basic Education Society**, were also established.

CSOs have continued to flourish in Pakistan over the last three decades. During the late 1970s, over 200 CSOs were established in the NWFP and Balochistan to help settle the 3.5 million refugees fleeing civil war in Afghanistan. Some of the most prominent Pakistan CSOs were founded during the 1980s, including the **Aga Khan Rural Support Programme (AKRSP)** and the **Orangi Pilot Project**. This decade also witnessed an increase in funding from the government and international development partners, and the emergence of CSO coalitions.

Throughout the 1990s, the government established semiautonomous grant-making foundations, such as the **Sindh Education Foundation** and the **Pakistan**

Poverty Alleviation Fund. In 1990, the United States Agency for International Development (USAID) provided an endowment fund to create the **Trust for Voluntary Organizations.**

In 1992, the government launched the **Social Action Program** to improve social service delivery. **The Social Action Program** provided substantial project funding for CSOs. Several government-initiated rural support programs modeled upon AKRSP were also established, including the **Sarhad Rural Support Programme** in the NWFP, the **Punjab Rural Support Programme**, and the **Balochistan Rural Support Programme.**

Civil Society Today

Pakistan's civil society is characterized by hybrid forms, multiple inheritances, and the unresolved struggle between the practices and values of pre-capitalist society and new modes of social life, between authoritarian legacies, and democratic aspirations. While some social forms such as councils of elders, neighborhood associations, and shrines continue from previous phases of society, many new groups have been created through the development of capitalism. Such are the dynamics of an evolving civil society, caught between the throes of a dying social order and the birth pangs of a new one.³

There are an estimated 45,000 active nonprofit organizations in Pakistan,⁴ with more than 6 million members and a quarter million staff members. The sector engages in a diverse set of activities, ranging from religious education to sports activities, from performing religious rites to lobbying for civic amenities, and from running neighborhood vocational centers to national human rights advocacy organizations. Sizes also range from small informal neighborhood graveyard management committees to multibillion rupee hospitals.⁵

According to a survey, nearly half (46%) of Pakistan's nonprofit organizations cite education as their main activity. The second largest component in the nonprofit sector consists of organizations engaged in advocacy (18%). Organizations providing social services represent 8% of the total, while about 5% of organizations report religious activities as their main service. A relatively small share work in the health sector (6%).⁶

The number of labor unions—not included in the figure above—is estimated at 8,000, with a total membership of about 1 million. Workers' representatives have attributed these relatively small numbers to the restrictive nature of labor legislation,

which debars broad categories of employees from forming unions.⁷

Many international nongovernment organizations are active in Pakistan, including **Oxfam, Save the Children, Asia Foundation, British Council, ActionAid, CARE, Muslim Aid, and World Vision.**

Legislation Concerning Activities of Nonprofit Organizations

To secure legal status as a nonprofit organization, an entity has to be registered under one of several laws. Most nonprofit organizations are registered under four laws: the Societies Registration Act, 1860; the Trust Act, 1882; the Voluntary Social Welfare Agencies (Registration and Control) Ordinance, 1961; and the Companies Ordinance, 1984. These are briefly summarized below.⁸

The legal framework for nonprofit organizations contains laws that either require registration or confer registration by virtue of the organization's very creation, or that grant tax concessions or exemptions. Any organization that wishes to gain access to the funds available from provincial social welfare departments must register under the Voluntary Social Welfare Agencies (Registration and Control) Ordinance, 1961.

Other than the Companies Ordinance, 1984, the aforementioned laws are implemented by the provinces, which can alter rules to suit their own purposes. For instance, the government of the NWFP decided that it will no longer register organizations engaged in social welfare under the Societies Registration Act but register them only under the Voluntary Social Welfare Agencies (Registration and Control) Ordinance, 1961. In the case of Karachi, registering under the Societies Registration Act is mandatory for schools to be recognized by directorates of education.

The four laws under which most nonprofit organizations must register are

- **Societies Registration Act, 1860.** Societies may be established for the promotion of literature, science, or the fine arts; the diffusion of useful knowledge, political education; or charitable purposes and funds.
- **The Trust Act, 1882.** A trust is an obligation annexed to the ownership of property. It is a gift of property to a person or institution that benefits both parties. Three entities are needed to create a trust: a creator or author of the trust; a person in

whom the confidence is placed (i.e., the trustee); and a person for whose benefit the trust is created (i.e., the beneficiary). A trust, which can be revoked, may be created for any lawful purpose. The Trust Act provides legal protection for private acts of public charity and allows the creators of the trust tremendous flexibility in their operations. There are two types of trusts: public charitable trusts and private trusts. A private trust can be established for the benefit of an individual or a group of persons. A public charitable trust, unlike a private trust, benefits all or certain sections of society.

- **Voluntary Social Welfare Agencies (Registration and Control) Ordinance, 1961.** This ordinance was based on a concept of social welfare that recognizes the “poor and destitute” of society who need institutional, rather than merely charitable, support. The ordinance requires that all organizations engaged in social welfare or charitable works be registered with the social welfare departments of the provincial governments. The ordinance states that a voluntary social welfare agency is an organization or undertaking established by people, of their own free will, to solely provide welfare services in any one of various specific fields.
- **Companies Ordinance (Section 42), 1984.** Any association formed to further the development of commerce, art, science, religion, sports, social services, charity, or any other “useful” objective may be registered as a nonprofit company, with limited liability, under Section 42 of the Companies Ordinance of 1984. It must direct, or intend to direct, its profits, if any, or any other form of income, in advancing its objectives; and prohibit the payment of any returns to its members. In most cases, registered nonprofit companies are organizations engaged in research with donor funding, clubs, and very large organizations engaged in delivering social and welfare services.

Government Perceptions of the Nonprofit Sector

Government policy on CSOs has been evolving through the years. There have been periods when the policy has been broadly supportive of the civil society sector. This is evidenced by increasing reference in recent 5-year plan documents, which have emphasized the role of CSOs. Other supportive acts have included the granting of special fiscal incentives for philanthropic contributions by corporate entities or individuals to nonprofit organizations, and the explicit recognition given to the role of nonprofit organizations in major programs of social development like the Social Action Program and the Family Planning Program.⁹

While authorities are supportive at the policy level and are providing much increased financing support to CSOs through apex institutions such as the Pakistan Poverty Alleviation Fund, local authorities tend to be less so at the operational level where CSOs are sometimes seen as competitors for funds and influence. Further, officials are generally supportive of the welfare and service-providing role of the nonprofit sector as compared to nonprofit organizations in social and political advocacy.

The posture has also tended to vary among different parts of government. By and large, politicians from the ruling parties have generally been neutral in their attitude toward nonprofit organizations. Bureaucracies, especially in the finance and planning ministries, have been mostly supportive because of the realization that in the presence of severe fiscal constraints, an enhanced role of nonprofit organizations in service delivery saves money for the government. Line ministries prefer to use nonprofit organizations only when there is a well-defined gap in capacity or resources.

There appears to be another major dichotomy in the government’s posture depending on the nature of the CSO. The government tends to support “indigenous” CSOs, which mobilize resources locally and frequently operate at the grassroots level to mobilize communities and prepare them for organizing the provision of local services. This is so because the government recognizes its limitations, especially in reaching pockets of poverty in far-flung backward areas—leaving this task to local nonprofit organizations. It is also predicated on the need to promote self-help by communities so that the burden on government is minimized.

On the other hand, foreign-funded CSOs, whose operations remain to a certain extent outside the regulatory control of authorities, are sometimes viewed less positively. This perception exists because of these groups’ financial and functional autonomy, and because many of them have taken up sensitive causes like human and women’s rights, environment, and other issues.

In general, there seems to be no explicit comprehensive or cohesive policy that has been articulated with respect to the civil society sector. This is also the consequence of the absence of an institutional mechanism to coordinate the role of different registration authorities.

Civil Society Organizations’ Capacity and Challenges

Pakistan’s organized civil society sector has grown exponentially in terms of size and influence. Questions remain whether this growth can be sustained given the major fault lines in the sector that are bound to inhibit

its development. There are a number of serious issues—state security concerns, poor financial transparency, development partner dependency, management capacity, and internal governance—that afflict the sector and will continue to hamper its efforts to serve as an effective partner of the state in the delivery of services, and as an effective counterpoise of the state in checking its excesses.¹⁰

Systems of compliance must be vastly improved, as organizations fail to file obligatory reports with the government. Provisions of law that require public disclosure are being ignored, depriving society of the most important means of holding organizations accountable. The widespread perception of misuse of charitable funds, especially foreign funds, needs to be addressed. Most large development and rights advocacy organizations are development partner dependent and CSOs are still in the process of gaining their credibility with the public at large.

The increased size and public profile of citizen organizations has also inevitably led to increased scrutiny and criticism. The legitimacy of the agenda of CSOs has been questioned. Many citizens, including some senior policy makers, say that rights organizations (particularly labor and women's rights organizations) push an agenda that is alien to the culture and economic needs of the country. Some take the rather extreme view that the partnership of some rights organizations with international development partners harms the ideology and the integrity of the country.

The agendas of militant-based organizations have raised serious security concerns. They have come under rising criticism by the government because of the cross-border agenda pursued by some of the more important groups. The capacity of CSOs is weak. Aside from the **Pakistan NGO Forum (PNF)** and sectarian-based networks within religious organizations, the civil society sector is largely amorphous.

There is no communication between the large and politically influential wing of civil society that draws its strength from religion, and the small but increasingly vocal left wing that draws its strength from modern development theories and the rights movement. Numerous philanthropic and charitable organizations that straddle this divide do not as yet see themselves as part of a larger civil society and mostly remain outside of organizational activities. Improved communication within the sector could help change the damaging negative public perceptions of CSOs. Greater efforts to differentiate the effective and transparent from the ineffective and opaque would also aid efforts to improve public opinion.

The best means for institutionalized improvement is full disclosure within the sector. This is arguably the weakest aspect of the nonprofit governance and regulatory system. Many organizations maintain websites but do not post governance and financial management details. Only a few organizations have put their financial records on the internet.

Organizational capacities also need to be improved. Basic deficiencies in Pakistan's education system and lack of economic mobility mean that the vast majority of citizens' organizations have limited access to people who can be trained to run more effective organizations.

One positive development in terms of professionalization was the adoption of a code of conduct by the PNF, which comprises some 2,500 organizations. This was done "to demonstrate that NGOs/community-based organizations (CBOs) not only teach others about principles of sharing, partnership, transparency, and accountability but also apply them to their organizational and programmatic domains."¹¹

Funding of Civil Society Organizations

The widespread public impression that CSOs in the country are heavily dependent on foreign funds may hold true for large development-oriented and advocacy organizations, but not all others. While intermediary NGOs have multiple funding sources, CBOs rely mostly on local sources. Civil society at large relies on indigenous funding, both private and public.¹²

About half of the estimated cash revenue of CSOs comes from fees and charges, including the proceeds of sales and membership fees. More than one third of cash revenue comes from indigenous sources, primarily individual giving. Foreign cash contributions from foundations, trusts, development partners, corporations, and individuals represent less than 7% of the total. Private indigenous philanthropy is an important provider of noncash revenue (in-kind contributions). Public sector payments to CSOs are relatively insignificant as a share of their cash and in-kind revenues (less than 6% in both cases).¹³

The **Pakistan Centre for Philanthropy (PCP)** was established in 2001 to lead philanthropy promotion in Pakistan. It seeks to mobilize resources from the private sector to supplement the government's poverty reduction agenda. PCP facilitates the philanthropic efforts of others by engaging in action research, policy and legislative reviews, and strategies to promote meaningful collaboration among stakeholders in the

philanthropic arena. PCP certification serves as the basis for nonprofit organizations to claim tax benefits from the Central Board of Revenue.¹⁴

Umbrella Coalitions and Networks

Following are some of the country's leading CSO coalitions and networks.

Pakistan NGO Forum

Founded in the mid-1990s, the PNF's mission is to create an enabling environment for CSOs working to foster a democratic, just, and liberal society. It consists of five networks of NGOs from all parts of the country: **Balochistan NGOs Federation, Sindh NGOs Federation, Surhad NGOs Ittehad, Punjab NGOs Coordination Council, and Coalition of Rawalpindi/Islamabad NGOs.** Including all the members of these provincial bodies, the PNF represents over 2,500 NGOs.

All Pakistan Women's Association

All Pakistan Women's Association is a nonprofit, nonpolitical organization whose fundamental aim is to further the moral, social, and economic welfare of women and children of Pakistan. Since its foundation, the **All Pakistan Women's Association** has been a very active organization, with branches in 56 districts as well as fringe urban and rural branches across Pakistan. It relies on development partners, entrepreneurs, and philanthropists to fund its work.

Rural Support Program Network

The Rural Support Program (RSP) Network is a network of 10 rural support programs (RSPs) of Pakistan. Collectively, the RSPs form the largest nongovernment, rural development agencies in the country. The goal of the RSP Network is to assist the RSPs in reducing poverty and improving sustainable livelihoods of the poor in Pakistan.

Pakistan Reproductive Health Network

The Pakistan Reproductive Health Network was initiated by a group of health activists in 1995 to bring together issues related to gender, sexuality, and reproductive health for a more integrated approach to women's health. The network has 260 members, of which 130 are organizations. The network works in building the capacity of its members and in reproductive health-related advocacy. Network members include NGOs, CBOs, government departments and officials, women's groups and individuals, and specialists and consultants with an interest in reproductive health issues.

Pakistan Microfinance Network

The Pakistan Microfinance Network is a network of organizations engaged in microfinance and dedicated to improving the outreach and sustainability of microfinance services in Pakistan. The original founding members included seven retail microfinance institutions, two donor agencies, and an NGO support organization. The network currently consists of 13 organizations.

CSO Databases

Net-NGO.com

Net-NGO.com maintains a website allowing NGOs to directly create and post a profile, which is entered into a searchable public database that contains thousands of listings (www.net-ngo.com/).

Pakistan Centre for Philanthropy

The Pakistan Centre for Philanthropy maintains an online list of more than 135 nonprofit organizations that it has certified on standard parameters of internal governance, program delivery, and financial management. The certification system is the first of its kind in South Asia, recognizing organizations that exhibit exemplary standards in organizational effectiveness ([www.pcp.org.pk/resources.html#NPO Profiles](http://www.pcp.org.pk/resources.html#NPOProfiles)).

ProPoor

ProPoor is an NGO in India that maintains a database of 13,000 organizations across South Asia, including Pakistan. NGOs can be searched by name, region, or area of focus. In addition, the site hosts sections on developmental news, appeals by NGOs, project reports, and stories of service (www.propoor.org).

Sustainable Development Policy Institute

Sustainable Development Policy Institute is a research institute that aims to provide quality policy research and advocate democratic governance and pro-people initiatives. It maintains an online list of NGOs working for women and promoting human rights (www.sdpi.org/know_your_rights/ngo.htm).

Cooperation between ADB and Civil Society Organizations in Pakistan

The Asian Development Bank (ADB) recognizes CSOs as significant players in the development process and cooperates with them to improve the impact,

sustainability, and quality of its services. CSOs support sustainable development through

- *innovation*—identifying new approaches and models for specific development activities and drawing upon their close knowledge of local communities;
- *accountability*—helping ensure that project components are implemented as envisaged and planned;
- *responsiveness*—encouraging the implementation of projects to respond to local needs;
- *participation*—serving as bridges between project authorities and affected communities, and providing structures for citizen participation; and
- *sustainability*—nurturing continuity in project

work, especially when implementing agencies lack capacity or when staffing changes.

ADB’s Pakistan Resident Mission acts as a focal point for relations with CSOs in the country.

Civil Society Involvement in ADB-Financed Activities

CSOs have taken part in several ADB-financed activities in Pakistan. The following tables provide examples of such ADB–CSO cooperation in the context of loans, technical assistance, and **Japan Fund for Poverty Reduction**–funded projects.

Civil Society Organization Involvement in ADB-Financed Loan Projects

Project Title	Project Objective and Nongovernment Organization/Civil Society Organization Involvement
2002	
Sindh Rural Development (\$50 million) Approved: 20 Nov 2002	The project was designed to improve governance and expand access of poor rural residents to public services. The project has featured a partnership between government, nongovernment organizations (NGOs), community-based organizations (CBOs), and beneficiaries in prioritization and delivery of project activities. Local civil society organizations (CSOs) were contracted for community development activities, agriculture and household technology dissemination, awareness-raising campaigns, and instituting simple accounting systems.
Rural Finance Sector Development Program (\$225 million) Approved: 20 Dec 2002	The project was designed to develop a sustainable rural finance system for the majority of poor households to have permanent access to institutional financial services at minimal transaction cost. CSOs have helped implement the social intermediation process in coordination with microfinance institutions using the resources of the Microfinance Social Development Fund under the Microfinance Sector Development Program. National CSOs have acted as semiformal sources of rural finance.
Decentralization Support Program (\$270 million) Approved: 21 Nov 2002	The program’s objective is to create an enabling environment for improved public access to equitably delivered and sustainable services by improving local government representation, accountability, and efficiency through fiscal support for reforms in policy, legal, technical, and fiscal domains. The project made arrangements for participation of CSOs on the national and provincial steering committees.
Decentralized Elementary Education (Sindh) (\$75 million) Approved: 19 Sep 2002	The project aimed to raise the quality of elementary education through provision of stipends, scholarships, free textbooks, teacher training, and incentives to enable students to benefit from quality education. CSO expertise has been used to employ new programs in pre-primary education, life skills, <i>madrassah</i> curriculum training, and school development funds for improved student attendance and teacher performance.
Punjab Community Water Supply and Sanitation Sector (\$50 million) Approved: 28 Nov 2002	The project intends to improve the living conditions and quality of life of the communities in rural settlements in Punjab Province where water is scarce and groundwater is brackish. Subprojects have been implemented by local CSOs, and CBOs were formed to enhance community participation.

Project Title	Project Objective and Nongovernment Organization/Civil Society Organization Involvement
Punjab Road Development Sector (\$150 million) Approved: 31 Oct 2002	The project's objectives include increasing access for rural populations to markets and social services by improving and rehabilitating the province's rural access road network. CSOs were consulted and have been part of the road safety commission.
2003	
Southern Punjab Basic Urban Services Project (\$90 million) Approved: 18 Dec 2003	The project was designed to improve living conditions and quality of life of low-income communities in 21 towns by upgrading water supply and sanitation facilities, solid waste management, and the road network. CSOs have implemented the community development and participation component.
Sindh Devolved Social Services Program (\$210 million) Approved: 12 Dec 2003	The goal of the project is to improve people's education, health, and access to water and sanitation. CSOs were contracted to improve social services including technical assistance (TA)-supported capacity building of CBOs.
Punjab Resource Management Program (\$200 million) Approved: 4 Dec 2003	The program aims to improve the socioeconomic indicators in Punjab through efficient and sustainable delivery of public services that are responsive to the dynamic needs of Punjab's society. CSOs contributed to reform processes in governance structures, systems, and procedures. Outreach training was conducted for district social service managers and CSOs.
Balochistan Road Development Sector Project (\$185.7 million) Approved: 20 Nov 2003	The objectives of the project are to enhance access of rural populations to economic opportunities and social services by improving the province's road network, improve trade facilitation and efficiency of the priority road transport corridor, and provide essential institutional support and capacity building to the government. CSOs were consulted on selecting the provincial roads to be rehabilitated. A CSO will be engaged to help administer and coordinate the project, including poverty monitoring.
Community Development and Poverty Reduction Project (\$1 million) Approved: 20 Nov 2003	The TA loan aims to enhance the poverty impact of the Balochistan Road Development Sector Project to ensure that maximum possible development benefits reach the people living along the project roads and that the resources upon which they rely are protected and developed in a sustainable way. The loan was implemented by CSOs.
2004	
Multisector Rehabilitation and Improvement Project for Azad, Jammu, and Kashmir (\$57 million) Approved: 21 Dec 2004	The project aims to improve living conditions, quality of life, and economic prospects in Azad, Jammu, and Kashmir by rehabilitating and reconstructing essential physical and social infrastructure damaged by decades of neglect. Interviews and focus group discussions were conducted with various stakeholders including CSOs. CSO services would be drawn upon to build capacity of school management committees.
Sustainable Livelihoods in Barani Areas (\$41 million) Approved: 14 Dec 2004	The project's objectives are to improve access to land, water, markets, services, agriculture inputs, technologies, and employment for the population of <i>barani</i> (dryland areas not served by canal irrigation) to increase incomes, improve the quality of life, and ultimately reduce poverty among vulnerable groups within the project area; and strengthen governance structures, aid the process of devolution, and build capacity within local governments to plan and implement development activities. CSOs have conducted literacy skills-based training, and a CSO has provided technical inputs at the union level and assisted with implementation of the village union and the project's development component.
Balochistan Resource Management Program (\$110 million) Approved: 25 Nov 2004	The program supports efforts of the government of Balochistan to improve governance and public sector resource management. CSOs have been engaged in service delivery. Program formulation has been coordinated with various stakeholders from all levels of government, the private sector, CSOs, and development partners.

Project Title	Project Objective and Nongovernment Organization/Civil Society Organization Involvement
<p>Supporting Public Resource Management Reforms in Balochistan—TA Loan (\$3 million) Approved: 25 Nov 2004</p>	<p>The objectives of the TA loan include supporting assessments and analytical studies in key policy and reform areas addressed under the Balochistan Resource Management Program, developing strategies to improve fiscal sustainability and public service delivery, assessing current data availability, and developing a consultation and communications strategy to engage stakeholders and disseminate information on the reform program.</p> <p>CSOs have been engaged in service delivery. Program formulation was coordinated with various stakeholders from all levels of government, the private sector, CSOs, and development partners.</p>
<p>Punjab Devolved Social Services Program (\$150 million) Approved: 20 Dec 2004</p>	<p>The program objective is to strengthen devolved social services for a more equitable, efficient, effective, and sustainable delivery of social services in line with the Punjab Local Government Ordinance 2001.</p> <p>CSOs had been part of the provincial steering committee that would monitor the program. Guidelines were prepared to allow CSOs to seek proposals for partnerships with public sector institutions to offer alternative forms of service delivery.</p>
<p>Restructuring of the Technical Education and Vocational Training System Project (North–West Frontier Province) (\$11 million) Approved: 14 Dec 2004</p>	<p>The project aims to help reduce poverty in the North–West Frontier Province (NWFP) by enhancing competitiveness of technical education and vocational training (TEVT) and the employability of graduates in line with market needs. CSOs have engaged teachers from technical education and vocational training institutions, and trained students on a profit-sharing basis.</p>
<p>Restructuring of the Technical Education and Vocational Training System and Project (Balochistan Province) (\$16 million) Approved: 14 Dec 2004</p>	<p>The project aims to help the government of Balochistan reduce poverty by enhancing competitiveness of TEVT and the employability of graduates in line with market needs. The project supports engagement of CSOs to provide services to out-of-school youth, women, and rural poor.</p>
<p>North–West Frontier Province (NWFP) Road Development Sector and Subregional Connectivity (\$301.2 million) Approved: 18 Nov 2004</p>	<p>The objectives of the project are to increase access of the rural population in the NWFP to social services and markets leading to improved livelihood and poverty reduction, enhance efficiency of the road network and transport in the province, and improve subregional cooperation and trade by facilitating road transport to Afghanistan and the Central Asian republics. The project has worked with CSOs to encourage community participation.</p>
<p>2005</p>	
<p>Rawalpindi Environmental Improvement (\$60 million) Approved: 13 Dec 2005</p>	<p>The project intends to improve the water supply and sanitation facilities, solid waste management, wastewater treatment, and slaughterhouse; and ensure sustainable urban investments by strengthening institutional capacities of the Rawal Town and Rawalpindi Water and Sanitation Authority, promoting policy reforms focused on greater devolution of authority and involving all stakeholders in service delivery. CSOs, among others, attended the consultative workshops during project preparation. They had been involved in project identification and design from an early stage.</p>
<p>Balochistan Devolved Social Services (\$195 million) Approved: 8 Dec 2005</p>	<p>The project's objectives are to improve access to affordable, efficient, effective, and quality education, health, water supply, and sanitation in the public and private sectors; decrease income-, gender-, ethnic-, and geography-based inequities in social services; and strengthen local governments, the private sector, and communities to improve social service delivery.</p> <p>CSOs were contracted to support the Bureau of Statistics in carrying out quantitative service delivery surveys, support the finance department in carrying out public expenditure–tracking surveys, and conduct third-party validation of the process.</p>

Project Title	Project Objective and Nongovernment Organization/Civil Society Organization Involvement
2006	
Rural Enterprise Modernization Project (\$5 million) Approved: 7 Feb 2006	The project aims to create and diversify job and income-earning opportunities in the rural areas especially for the landless, wage earners, and women. The project will collaborate with CSOs to enhance the leverage for policy advocacy on behalf of poor persons. CSOs will be engaged individually to provide inputs into market surveys and organize small entrepreneurs and training workshops.
Federally Administered Tribal Areas Rural Development Project (\$42 million) Approved: 25 Apr 2006	The program intends to improve the productivity of selected micro watersheds and their associated natural resource base. CSOs will provide assistance in community organization and participation activities in implementing the resettlement plans. They will also be involved in information disclosure and conflict resolution, especially in matters related to entitlements and compensation payments to affected people.
Subproject 1: Lower Bari Doab Canal Improvement Project and the Punjab Irrigated Agriculture Project Preparation Facility (\$227.8 million) Approved: 18 Dec 2006	<p>The project will promote economic growth, increase farm incomes, and improve resource sustainability through enhanced productivity of irrigated agriculture and improved management of Punjab's water resources, including rehabilitation and upgrading of the Lower Bari Daub Canal and its distributaries and minor canals that make up the Lower Bari Daub Canal distribution system.</p> <p>Extensive public consultations were held with various stakeholders including CSOs during project preparation. CSOs are anticipated to play a role in carrying out the project resettlement activities—their preparation, implementation, and monitoring and evaluation. CSOs will also be consulted on the project as a whole throughout its preparation and implementation.</p>
2007	
Sindh Coastal Community Development Project (\$36.0 million) Approved: 15 Jan 2007	The project focus includes job creation, community-driven development, and methods for households to cope with environmental degradation in parts of the Thatta and Badin districts. Community-led civil works and related initiatives, as well as direct beneficiary participation in the sustainable management of coastal natural resources, will support social capital development and better public service access. This will establish the enabling conditions for continuing community-driven development. A national NGO, the National Rural Support Programme , is involved in community development activities. Together with the International Union of Conservation of Nature and the government, the National Rural Support Programme is campaigning to promote the multiple benefits of mangroves and organizing community training programs on sustainable management and mangrove planting and tending techniques.

Nongovernment Organization Involvement in ADB-Financed Technical Assistance

Project Title	Project Objective and Nongovernment Organization/Civil Society Organization Involvement
Regional Technical Assistance (RETA) 5889: Gender and Development Initiatives Approved Dec 1999	
Cure and Awareness Regarding Prevention and Care of Burn Victims (\$15,000)	<p>The project objective is to prevent the occurrence of burn cases among women and children through promoting awareness on prevention, care, and cure of burn cases; and making burn care centers sustainable.</p> <p>The laboratory and curative facilities at the Burn Care Centre established by the Watan Welfare Society of Pakistan were upgraded. This has improved the treatment and recovery rates of burn victims. A seminar conducted by the CSO was successful and attended by 400 participants. It raised awareness on the need to fund and promote specialist burn care.</p>
National Women's Studies Conference: The Transdisciplinary Women's Studies Conference (\$11,000)	<p>The objectives of the conference are to encourage Pakistan women to write; increase the resource pool of women for the Institute of Women's Studies and for Pakistan, at large; and establish a network between Pakistanwomen academics and other women working in the area of women's studies.</p> <p>The conference, organized by ASR/Institute of Women's Studies Lahore, attracted high-level media attention. The institute published papers presented at the conference, thereby promoting women's studies and reinforcing dialogue among women working in diverse fields.</p>
Training Workshops with Self-help Groups and Grassroots Practitioners (\$7,000)	<p>The objective of the project is to bring together craft workers for them to share knowledge, create networks, and access markets.</p> <p>Hawwa Women Craft Cooperative was able to strengthen regional and national links among female artisans through a series of training workshops that covered topics such as female entrepreneurs, selection of materials, design, quality control, basics of finished products, pricing, billing, budgeting, credit and savings, marketing, and women's legal and social rights.</p>
Proposal on Advocacy for Girls Education (\$10,000)	<p>Specific objectives of the project are to facilitate an enabling environment for girls' education, strengthen education networks, stimulate social pressure to bring about positive change in education policy, develop a database of organizations and institutions working on education for girls, and promote girls' education through the media. Khwendo Kor Women and Children Development Program acted as convener of the provincial-level Education Core Group that comprises representatives from NGOs, CBOs, and government departments.</p>
Nursery Plant Project (\$13,000)	<p>The aim of the project is to set up a model nursery to demonstrate that income can be generated with the local resources in an environmentally sustainable manner. If successful, the project will enhance income levels of local women.</p> <p>Shirkat Gah has collaborated with the community-based women's group Swani Sanjh and established an ornamental plant commercial nursery. The women developed an income-generating activity through their involvement in the plant nursery, acquired new technical and business skills, and gained confidence in their ability to manage and operate a nursery.</p>

Project Title**Project Objective and Nongovernment Organization/Civil Society Organization Involvement****Regional Technical Assistance (RETA) 6109: NGO Partnerships for Poverty Reduction Approved May 2003**

<p>Information Materials on Pakistan Women's Constitutional and Legal Rights (\$20,000)</p>	<p>The purpose of the project is to print and distribute 30,000 copies of educational and information material related to all the constitutional and legal guarantees for women to ensure their economic and social rights.</p> <p>The Women and Development Association published <i>Women and Law with Reforms of 2001–2002</i> in Urdu (20,000 copies) and Sindhi (10,000 copies).</p> <p>The material was disseminated in Hyderabad, Islamabad, Karachi, Lahore, Kawalpind, and Peshawar to CSOs, members of the judiciary, lawyers, journalists, women police and police stations, members of local government, and students.</p>
<p>Standards Development for Women's Shelters in Pakistan (\$20,000)</p>	<p>The project will support activities to strengthen networks and develop standards for providing protection and related services for women in distress, particularly survivors of violence and those at risk.</p> <p>Dastak Charitable Trust conducted six training workshops for managers and staff of government and nongovernment shelters in running and managing shelters, and shared good practices for responding to the needs of the client population. Two consultations were also conducted to develop guidelines for the establishment and management of shelters. A newly developed Dastak manual lists shelter experiences to assist in decision making.</p>
<p>Legal Aid Clinics in Peshawar (\$20,000)</p>	<p>The objective of the project is to establish legal clinics to provide legal aid to vulnerable groups in Peshawar. The clinic will also help law students develop practical skills related to the legal profession in Pakistan.</p> <p>The Aurat Foundation set up a model legal clinic in collaboration with the University of Peshawar and the Bar Council of Peshawar. The university provided the students legal expertise, while Aurat foundation provided the community experience, connections, and outreach. Project activities included, among others, lectures on court structure; case dissection; exposure visits to police stations, forensic laboratories, and prisons; and student involvement in mock trials and hearings.</p>
<p>Enhanced Internal Management of Family Planning Association of Pakistan (\$20,000)</p>	<p>The project will institutionalize within the Family Planning Association of Pakistan (FPAP) a system for continuous self-assessment for improved service delivery to its target communities and partners. The institutional audit will strengthen FPAP's capacity to address issues identified in the strategic plan and the accreditation review.</p> <p>FPAP created an institutional review team and hired an independent consultant to review its organizational structure and institutional management system, and conduct a capacity analysis. The results of the review were presented to management and stakeholders. The final report, <i>Review of FPAP Organizational Structure and Management to Enhance Good Governance</i>, satisfactorily met the project's goal.</p>

Project Title	Project Objective and Nongovernment Organization/Civil Society Organization Involvement
Country Technical Assistance (TA)	
Sindh Basic Urban Services (\$795,000) Approved: 23 Dec 2004	The project aims to facilitate sustainable urban development for low-income communities in Sindh. It will help the government prepare to improve basic urban infrastructure and services in selected urban centers in Sindh. The project's consultant team consulted extensively with national and local CSOs on design and implementation issues.
Preparation of National Agriculture Strategy (\$350,000) Approved: 9 Dec 2005	This project intends to help the government review developments in agriculture and prepare a medium-term national agriculture strategy with clear priorities for public investments in agriculture development. CSOs are members of the project steering committee.
Improving Access to Financial Services (\$2 million) Approved: 14 Dec 2006	This TA project will support sector developments for improved access to financial services and implementation of key measures under the program. A credit information bureau may be created for all types of institutions, including CSOs, to support improved access to financial services and lower cost service through improved information systems, reporting, and transparency.

Civil Society Organization Involvement in Projects Financed by the Japan Fund for Poverty Reduction

The Japan Fund for Poverty Reduction (JFPR) is an untied grant facility established by the Government of Japan and ADB in May 2000. From an initial contribution of \$90 million, the fund now stands at well over \$360 million, of which \$224 million has been committed. JFPR assists ADB clients provide direct relief to the poorest and most vulnerable segments of society

while building up their capacities for self-help and income generation.

JFPR is a tool for local communities and CSOs to actively participate in the development process. In particular, it initiates and supports innovative programs that have high potential for improving the affected countries' situations; provides relatively rapid, demonstrable benefits through initiatives that have positive prospects of developing into sustainable activities over the long term; and assists programs designed and implemented by local populations and civil society.

Examples of Projects Involving Nongovernment Organizations in Pakistan Financed by Japan Fund for Poverty Reduction

Project Title	Project Objective and Nongovernment Organization/Civil Society Organization Involvement
<p>Mobilizing the Poor for Better Access to Health (\$3.4 million) Approved: 6 May 2003</p>	<p>The project will enhance access of poor people, particularly women, to health services through bottom-up referral systems for the poor, and improve the nutritional status of marginalized women and children.</p> <p>This pilot project will be used as a model for designing future projects involving community-based strategies to improve the health and nutrition status of poor women and children, which will contribute to poverty reduction.</p> <p>Project facilitation and implementation will be managed and coordinated by an international nongovernment organization. National NGOs will implement project components in selected districts.</p>
<p>Enhancing Road Improvement Benefits to Poor Communities in North–West Frontier Province (NWFP) (\$1 million) Approved: 10 Feb 2005</p>	<p>The purpose of the project is to pilot test a mechanism for linking poverty reduction initiatives to road network improvement so that the poor can improve their livelihoods. CSOs will help communities form self-help groups to develop a situation analysis and prepare a list of priorities that will link their community with road development. A local CSO will be engaged to support community development initiatives related to the road sector in the NWFP.</p>

Endnotes

- ¹ United Nations Development Programme. 2007. *Human Development Report 2007/2008: Fighting Climate Change: Human Solidarity in a Divided World*. New York, USA: United Nations Development Programme (UNDP).
- ² This section on “History of Civil Society Development” is based primarily on Iqbal, Muhammad Asif, Hina Khan, and Surkhab Javed. 2004. Nonprofit Sector in Pakistan: Historical Background. *SPDC Working Paper No. 4*. Karachi, Pakistan: Social Policy and Development Centre (SPDC).
- ³ Baig, Adnan Sattar Rabia. 2001. Civil Society in Pakistan: A Preliminary Report on the CIVICUS Index on Civil Society Project in Pakistan. *CIVICUS Index on Civil Society Occasional Paper Series*, Volume 1, Issue 11. August. Karachi, Pakistan: Aga Khan Foundation.
- ⁴ The estimate of 45,000 nonprofit organizations is reported in Ghaus-Pasha, Aisha, Haroon Jamal, and Muhammad Asif Iqbal. 2002. *Dimensions of the Nonprofit Sector in Pakistan (Preliminary Estimates)*. Karachi, Pakistan: Social Policy and Development Centre. The figure comprises private, self-governing, voluntary organizations that do not distribute profits. It includes organizations registered under various laws as well as unregistered agencies. However, religious worship organizations, labor unions, and professional associations are excluded from the total.
- ⁵ Bhatti, Zubair. 2003. *Pakistan Country Paper*. Presented at the Asia Pacific Philanthropy Consortium (APPC) Conference, Makati City, Philippines, 5–7 September.
- ⁶ Ghaus-Pasha, Aisha, Haroon Jamal, and Muhammad Asif Iqbal. 2002. *Dimensions of the Nonprofit Sector in Pakistan (Preliminary Estimates)*. Karachi, Pakistan: Social Policy and Development Centre.
- ⁷ See footnote 3.
- ⁸ Ghaus-Pasha, Aisha, and Muhammad Asif Iqbal. 2003. Defining the Nonprofit Sector: Pakistan. *Working Papers of the Johns Hopkins Comparative Nonprofit Sector Project*, No. 42: Baltimore: The Johns Hopkins Center for Civil Society Studies.
- ⁹ Ghaus-Pasha, Aisha, Hafiz A. Pasha, and Muhammad Asif Iqbal. 2002. Nonprofit Sector in Pakistan: Government Policy and Future Issues. *SPDC Working Paper No. 2*. Karachi, Pakistan: Social Policy and Development Centre.
- ¹⁰ Drawn from Bhatti, footnote 5.
- ¹¹ CIVICUS. Pakistan NGO Forum. Code of Conduct for NGOs and CBOs. Available: www.civicus.org/new/media/PNF%20Code%20of%20Conduct%20Pakistan.doc
- ¹² See footnote 3.
- ¹³ Ghaus-Pasha, footnote 9.
- ¹⁴ Pakistan Centre for Philanthropy. www.pcp.org.pk/index.html.

This profile provides an overview of NGOs and civil society in Pakistan. It was prepared by ADB's NGO and Civil Society Center. New information or comments on this profile can be sent to ngocoordinator@adb.org. The views expressed in this profile are not necessarily the views of ADB or its members.