

**South Asia Partnership Pakistan
Annual Review 2002**

**SAP-PK
2002
ANNUAL REVIEW**



South Asia Partnership Pakistan

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FOREWORD

South Asia Partnership-Pakistan's (SAP-PK's) *Annual Review 2002* is being presented before you with much more expectations than are normally attached to a yearly document limited to activities of a single organization. The reason for this is simple: the document has been prepared with larger objectives in mind -- the attempt has not only been to discuss or review the activities undertaken by the organization during 2002, but also to situate them in the current reality at the global, regional and national levels.

The *SAP-PK Annual Review 2002* has been divided into five main sections: *Democracy and Governance*; *Peace and Regional Cooperation*; *Strengthening Civil Society*; *Poverty and Sustainable Livelihoods*; and *Human and Social Development*. These themes have been selected on the basis of their continued relevance to the organization's work. In fact, all of SAP-PK's activities broadly fall under one or the other of these heads. Moreover, these issues are of critical importance for most of the developmental organizations as well as developing countries. It is expected that this effort will contribute to the ongoing debate around these issues and generate meaningful and constructive discussion.

The year 2002 was one of political and social upheavals for Pakistan. Although democracy was 'restored' in the country after controversial elections in October, the power is yet to be transferred to the real representatives of the people. In fact, the power still rests with a general who insists on being the president of the country on the basis of a fake referendum held in April 2002. Pervez Musharraf has also introduced Legal Framework Order (LFO), a package of highly controversial amendments, to the Constitution without any legal authority.



While it is saddening that many opportunists have joined the bandwagon for personal aggrandizement, the struggle waged by the civil society for the revival of genuine democracy gives hope. The coming of age of the two major political parties of the country and their joint struggle is also heartening to say the least. However, one hopes that this spirit would stand the test of time and the expectations attached to it do not prove to be short-lived.

Pakistan continues to face major developmental challenges. Its social indicators in terms of health, education and population growth are amongst the worst in South Asia. Amid claims of improved economy, the UNDP's recently released *Human Development Report* presents a totally different picture: Pakistan has plummeted from its earlier HDI ranking of 138 out of 175 countries in 2002 to 144 in 2003. This implies that while other nations of the world are progressing, we are going further down the slope.

At the societal level, we are faced with daunting challenges. Increasing unemployment, a direct outcome of structural reforms agenda being pursued so blindly by our economic managers, is resulting in an increasing trend of committing suicides among the masses. Religious extremism is once again on the rise because of the defective policies of the military regime and the incumbent government. For the first time in the country's history, a religious party has been able to form government in a province single-handedly and is also in a position in the National Assembly to dictate its terms.

SAP-PK, along with partner organizations as well as stakeholders at all levels, is determined to bring about a change for the better through its various interventions, about which we will read in the following pages. It is expected that the details shared on these pages will give a fair idea to the reader about the organization's philosophy and work, and of overall needs of the society.

Taking this opportunity, I will like to congratulate Mr. I. A. Rehman for winning the Nuremberg City Award for Peace and Human Rights. The veteran peace activist has been on the National Council and General Body of SAP-PK since the inception of the organization and has also served it as chairperson

for many years.

Finally, I am grateful to SAP-PK's National Council and General Body members for the support and guidance they extended throughout the year. Here, I must also express my gratitude for friends in SAP network and thank Canadian International Development Agency, the European Union, The Asia Foundation, ActionAid-Pakistan and Heinrich-Boll Foundation for providing us financial assistance to undertake our major program activities. Lastly, all this could not have been possible without the commitment, dedication and hard work of SAP-PK's staff.

Mohammad Tahseen
Executive Director.

“The day will come when nations will be judged not by their military or economic strength, nor by the splendor of their capital cities and public buildings, but by their levels of health, nutrition and education; by their opportunities to earn a fair reward for their lives; by the respect that is shown for their civil and political liberties; by the provision that is made for those who are vulnerable and disadvantaged; and by the protection that is afforded to the growing minds and bodies of their children.”

DEMOCRACY AND GOVERNANCE

Context

Radical changes, which are almost unprecedented in history, are taking place in the global environment. Never before have we witnessed such a large number of democratically elected governments all over the globe, both at the national and local levels. Democratic governments and market-based economic systems have replaced authoritarian regimes in a significant number of countries during the past decade.

At the same time, widening disparities in economic performance are creating ever more polarized worlds. The assets of the world's 358 billionaires exceed the combined annual incomes of countries with 45 per cent of the world people (nearly 3 billion people). The poorest 20 per cent of the world's people saw their share of the global income decline from 2.3 per cent to 1.45 per cent in the past 30 years; meanwhile, the share of the richest 20 per cent rose from 70 per cent to 85 per cent, thus doubling the gap between the richest and the poorest.

Despite rapid and widespread economic growth during the past decades, there is a broad-based perception that the benefits of growth have not been equitably distributed. It has become increasingly clear in recent years that the ability of nations to achieve their human development goals hinges largely on the quality of *governance*. There is growing international consensus that *good governance* and sustainable human development are indivisible, and that developing capacity for the former could be, and should be, the primary means to eradicate poverty.

Government, Governance and Good Governance

Government means legislative, executive, judiciary, and also includes law and order machinery. People's growing disenchantment with post-colonial governments in delivering rapid socio-economic development of the masses has led to the emergence of the concept of governance. Despite an overabundance of recent literature on the issue, the term is yet to get a well-defined meaning so that different people from different countries do not view it in a different light.

Governance is often regarded as a term "that applies to the exercise of power in a variety of institutional contexts; the object of which is to direct, control and regulate activities in the interests of people as citizens, voters and workers". The UNDP defines it as "the exercise of economic, political and administrative authority to manage a country's affairs at all levels".

According to the Governance Working Group of the International Institute of Administrative Sciences, "Governance refers to the process whereby elements in society wield power, and influence and enact policies and decisions concerning public life, and economic and social development."

Good Governance is based on the effective interaction between the state, civil society and the private sector. It covers the gamut of ways in which a country and its citizens manage their affairs. It includes the mechanism, processes and the institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences. Good governance involves the state, but it also involves civil society and the private sector. The challenge for societies is to find the right balance between these three actors in promoting good governance.

Views on Governance

The World Bank: *Governance* is the manner in which power is exercised in the management of a country's economic and social resources. Its three distinct aspects are: 1) the form of political regime; 2) the process by which authority is exercised in the management of a country's economic and social resources for development; and 3) the capacity of governments to design, formulate and implement policies, and discharge functions.

Organization for Economic Cooperation and Development (OECD): The concept of *governance* denotes the use of political authority and exercise of control in a society in relation to the management of its resources for social and economic development. This broad definition encompasses the role of public authorities in establishing the environment in which economic operators function and in determining the distribution of benefits as well as the nature of the relationship between the ruler and the ruled.

Commission on Global Governance: *Governance* is the sum of the many ways individuals and institutions, public and private, manage their common affairs. It is a continuing process through which conflicting or diverse interests may be accommodated and co-operative action may be taken. It includes formal institutions, and regimes empowered to enforce compliance, as well as informal arrangements that people and institutions either have agreed to or perceive to be in their interest.

Governance must be participatory, transparent, accountable and equitable. It must promote the rule of law and not the rule of human beings. Good governance ensures that political, social and economic priorities are based on broad consensus in the society, and that the voices of the poorest and most vulnerable are heard in the decision-making process.

Some of the components of *good governance* can be summarized as follows:

- **Participation:** All men and women should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their interests. Such broad participation is built on freedom of association and speech.
- **Rule of Law/Predictability:** Legal frameworks should be fair and enforced impartially, particularly the laws on human rights.
- **Equity and Inclusiveness:** All human beings should have equal opportunities to improve or maintain their well being.
- **Accountability:** Decisions-makers in government, the private sector and CSOs must be accountable to the public as well as to their institutional stakeholders.
- **Transparency:** Transparency is built on the free flow of information. Processes, institutions and information should be directly accessible to those concerned with them, and enough information is provided to understand and monitor them.
- **Responsiveness:** Institutions and processes must serve all stakeholders in a timely manner.
- **Effectiveness and Efficiency:** Institutions and processes should produce results that meet people's needs while making the best use of resources.
- **Consensus-Oriented:** Mediation between different interests should try to reach a broad consensus on what is in the best interests of the group and, where possible, on policies and procedures.
- **Long-Term Strategic Vision:** Leaders and the public should have a broad and long-term perspective on good governance, and vision for human development.

All these characteristics/components of good governance are interrelated and mutually reinforcing. For example, accessible information means more transparency, broader participation and more effective decision-making. Broad participation, in turn, contributes both to the exchange of information needed for effective decision-making and to the legitimacy of those decisions. Legitimacy, in turn, means effective implementation and encourages further participation. Likewise, responsive institutions must be transparent and function according to the rule of law if they are to be equitable.

The right to know is inextricably linked with accountability and should secrecy be the norm of any government, it is a clear indication that corruption is rife in the decision-making process. Transparency means openness in government and a system of values that promotes sharing of information and obligation among major public actors. In order to seek the accountability of power and transparency of governance, checks and balances of the key players of governance need to be counterbalanced by civil society.

Good Governance and Decentralization

Decentralization, or decentralizing governance, refers to attempts to change the balance of power from the central to local, regional or other sub-national levels. Although experience suggests that

decentralization in itself is no guarantee of good governance, many believe that decentralizing governance from the center to regions, districts, local governments/authorities and local communities is more conducive to good governance.

If this is the case, decentralizing governance could be an effective means of achieving critical objectives of the sustainable human development vision: improving access to services, employment, health and education; increasing people's participation in economic, social and political activities; assisting in developing people's capacities; and enhancing government responsiveness.

The present level of interest in decentralization is pervasive in that out of 75 developing and transitional countries with populations of over 5 million, all but 12 claim to have embarked on some form of transfer of political power to local units of government. Central governments are allocating more substantial portions of the national budget to local authorities, more administrative authority, more economic responsibility and more political autonomy. At the same time, it is recognized that improved governance will require not only strengthened central and local governments, but also the involvement of other actors like CSOs.

This is the key message that building capacity in all three domains of governance -- the state, civil society and the private sector -- is critical for sustaining human development. CSOs, for example, are being increasingly seen as a means for providing improved mechanisms for targeting disadvantaged groups. The role of government becomes that of a facilitator, a catalytic force for enabling the innovative sharing of responsibilities. Similarly, national and local administrations could be key actors in the transition towards improved forms of local governance.

Forms of Decentralization

It is generally agreed in the literature that there are four forms of decentralization: political, spatial, market and administrative. *Political* forms of decentralization are typically used by political scientists interested in democratization and civil societies to identify the transfer of decision-making power to lower level governmental units or to citizens or their elected representatives. *Spatial* decentralization is a term used by regional planners and geographers involved in formulating policies and programs aimed at reducing excessive urban concentration.

Market forms of decentralization are generally used by economists to analyze and promote action that facilitates the creation of conditions allowing goods and services to be produced and provided by market mechanisms sensitive to the revealed preferences of individuals.

Administrative decentralization is the focus of public administrative professionals seeking to describe or reform hierarchical and functional distribution of powers and functions between central and non-central governmental units.

Much of the literature focuses on administrative decentralization. During the past three decades, governments in developing countries have attempted to implement a variety of administrative decentralization policies. Some of them have been more comprehensive in scope, and designed to transfer development planning and management responsibilities to local units of government. Others have been more narrowly conceived, de-concentrating or reallocating administrative tasks among units of central government.

Governance and Democracy in Pakistan

To understand the shortcomings in the governance and the democracy in Pakistan, one must find explanations for the weaknesses in political tolerance and identity. Analytically, there appear to be sets of reasonably autonomous and enduring beliefs and values within Pakistan that have important consequences in the societal and ultimately political spheres. Popular expectations of authority, in particular towards those who govern, must be understood and presumably altered if Pakistan is to realize the kind of system that permits a sustainable democracy. Legal provisions and better people seeking public office are important, but progress in building civic spirit will also have to occur.

Historically, the political culture in Pakistan is a strong product of its past that links to the pre-partition British Rule. What Pakistan's leaders knew best from this inheritance was the so-called vice-regal system that made little or no provision for popular awareness or involvement. The system was designed to rule over a subjected population and intended to keep order and collect taxes. In fact,

what the British bequeathed was often a contradiction between theories of governance and their practices. Ideals of representative government and equality before the law were incomplete transformations.

The territorial issues and border conflicts with India, the socio-cultural differences within the country, struggle for a share of power between the states and the early death of the founder of Pakistan Muhammad Ali Jinnah are those realities which not only politicized the policy-making elites and their willingness in introducing the fair democratic procedures, but also encouraged the non-democratic elements including the army.

Pakistan was without a formal, written constitution until 1956. The democratic myths that so often sustain a system were thus only weakly instilled, and precedents were created that undermined those few parliamentary and democratic norms that could be drawn upon. It did not help that in the early years non-party prime ministers were appointed by the head of state rather than by those who had to appeal to an electorate. Mass involvement in politics, if defined by rallies and periodic opportunities to vote, certainly increased over the years.

The weakness of democratic practices in Pakistan can be explained in many ways. Some observers stress constitutional and electoral provisions among institutional factors said to have undermined responsible and responsive government. Others point to the quality of Pakistan's leadership over most of the country's history: Pakistan has been let down by unprincipled political figures motivated by raw ambition, material gain and vested interests.

The subsequent education of people to accept democracy through meaningful participation in their political affairs is minimal. Without wide public awareness and an effective public opinion, the political system gives birth to ambitious and corrupt political leaders. Instead of including a broad citizenry in the political process, power is concentrated in the hands of an elitist bureaucracy and over ambitious military. The country's semi-feudal system, with its sets of obligations and hierarchy, provided similarly inhospitable soil for building a democracy. The traditional power brokers, the wealthy and large land-holding families, are prepared to give their allegiance to anyone who promised to protect their material interests and way of life.

The civilian government succumbed to military rule that sought to legitimize itself with the public by attacks on democratic ideals and political institutions in hopes of leaving them in disrepute as well as decay. Despite the revival of democracy from time to time, it is predictably held in suspicion. One of the tenets of civil society, the concept of a legitimate opposition, naturally won little acceptance among competing political elites or within the larger public.

In general, opportunities for a fair governance, true democracy and civil society in Pakistan can only flourish when democratic practices are allowed to prevail under the supremacy of unchanged constitution. The repeated dismissal or overthrow of elected regimes, alterations in the constitutions that suit to existing ruler, leaves no positive memory and little chance for institutions to flourish.

Though the elections are at times tainted by design or overzealous officials, the regular elections will ultimately provide democratic practices to the contestants in which losers accept defeat and winners are magnanimous in victory. The inefficient and incapable politicians may continue to participate and seek power, but the people of Pakistan will also learn and understand better the democratic values and responsibilities over the period.

Local Government in Pakistan

Before the partition of the subcontinent, local government elections were not based on adult franchise; but this was adopted as a principle after 1947. In 1960, Ayub regime issued the Municipal Administration Order that provided basis for the local government in Pakistan. 80,000 BD members were elected through non-party elections and used as Electoral College for the President's election.

The local government institutions were not activated during Zulfikar Ali Bhutto's civilian rule, though the federal government issued the People's Local Ordinance (Local Government Act in Punjab). The local government elections were next held in 1979 when Zia regime issued an ordinance to this effect. Three local government elections were held under this ordinance (in 1979, 1983 and 1991) that

remained in place till 1996. Unfortunately, the local government system was never in place during elected or civilian governments.

In August 2000, Musharraf regime announced the Local Government Plan (LGP) to devolve power to the basic level with an enhanced representation of women, minorities, farmers and laborers. Subsequently, the local government elections were held in four phases from December 2000 to July 2001 in all the districts of the country. The LGP entails devolution of main systems/functions to local tiers as stated in the Local Government Ordinance, 2001. Under the new system:

- Voters' age has been reduced from 21 to 18 years in order to broaden voting base and ensure maximum participation of youth.
- A Union Council comprises 21 members: a Mayor (*Nazim*), a Deputy Mayor (*Naib Nazim*), 12 general councilors (4 seats reserved for women), 6 laborers/peasants (2 seats reserved for women) and 1 seat for minorities.
- A Tehsil Council comprises 34 members (25 general councilors, 5 women, 2 laborers/peasants and 2 seats for minorities) elected indirectly by union councilors and is headed by an elected Mayor.
- The District Assembly operates under the Chief Mayor, who is elected directly and is responsible for district administration, and has legislative powers to mobilize resources through levy of new taxes. The Deputy Chief Mayor may act as the Speaker of District Assembly and will deputy the Chief Mayor in his absence.

Although some of the demands of civil society like restoration of joint electorate for minorities were not entertained in the LGP, it brought hope in the form of almost 40,000 elected women representatives. Additionally, reserved seats for marginalized sections of the society like peasants and laborers made sense. Still, there was a genuine fear that the new system might not work. Unfortunately, that is how it turned out to be!

It soon became evident that, like his predecessors, Pervez Musharraf was not interested in devolving power to the grassroots, but in meeting personal ends through this 'third tier of government'. The local government elections, he was so proud of, were exposed threadbare when the 'elected representatives' thrown up by that exercise participated in vote-rigging during the referendum held on 30 April 2002, rightly termed the "biggest scam in the country's history" by leading economist S. Akbar Zaidi.

Even otherwise, the new local government system did not do very well. Most of the elected representatives are unclear about their new roles and responsibilities. Additionally, they are suffering at the hands of an uncooperative bureaucracy, which is supposed to subordinate them under the LGP. The expected empowerment of women through their involvement in decision making also remains an elusive dream because of the combination of these factors.

The general elections in October 2002 offered another fine example of how the local government institutions could be co-opted (read coerced) into supporting candidates thrown in by the king's party. As expected, not much attention has been paid to them since then. At present, the government is focusing more on the newly-elected parliamentarians in an attempt to gain their support for the controversial LFO that seeks to vest all powers in the person of Pervez Musharraf.

SAP-PK's Approach

Considering the crises of democracy and governance in Pakistan, there is a need to facilitate genuine participation of people -- especially the marginalized sections like women, minorities, laborers and peasants -- in political processes. One needs to remember that people in Pakistan have been depoliticized over the years by military regimes and ruling elites to promote their personal interests.

As a result, a common Pakistani has lost faith and trust in democracy as well as democratic institutions. Apparently, people have resigned to the situation without any hope of betterment. Their confidence could only be restored if democracy was allowed to flourish in the real sense of the word and they were participating in it.

Over the past few years, SAP-PK has employed a multi-pronged strategy to meet this challenge. The good thing has been that most of the related activities have been conducted with the active collaboration of partner organizations, and throughout the length and breadth of the country. If this

has advanced cooperation on the one hand, it has also helped the organization increase its outreach among the civil society groups on the other hand.

The other good thing has been that the theme of democracy and governance has been dealt with in a holistic manner and through a combination of approaches. For example, the emphasis has been not only reviving political activism among the masses through dialogues and seminars, but also on imparting conceptual clarity to them through training courses and published material.

From SAP-PK's perspective, another positive development has been that one always found it willing and geared up to take on new challenges. Additionally, the organization never lost touch with the reality as it prepared itself to cater to the arising needs of the masses in a meaningful manner. Now, we move on to some specific activities of SAP-PK related to the theme of democracy and governance.

Democratic Rights and Citizens' Education Program

SAP-PK launched Democratic Rights and Citizens' Education Program (DRCEP) with the active support of five other national-level NGOs -- SUNGI Foundation, PILER, IDSP, SDPI and IRC -- in September 2000, a month after the military regime officially announced the schedule of local government elections. The stated *goals* of the Program, implemented with the financial support from TAF, were to:

1. Promote political education among people to exercise their democratic rights, so that their participation in the political structure and election process could be increased.
2. Promote the concept of good governance through a process of democratic and electoral education of citizens, especially the disadvantaged groups like women, minorities, laborers and peasants.
3. Revive the confidence of people in the political and electoral processes.

The DRCEP aimed to achieve these goals by working for the following *objectives*:

1. Build the capacity of a core group of social and political activists to undertake democratic education of Pakistani citizens in general and voters in particular.
2. Create a group of politically sensitive and motivated people active in local, provincial and national level political processes.
3. Public sensitization and voters' education on the devolution plan at the national level.
4. Enhance awareness among citizens/voters/candidates on basic local government functions.
5. Create constructive and positive civic engagements among people, interest groups, political forces and CSOs.
6. Create a new body of knowledge on local government functions and practices.

The following *program strategies* were adopted to achieve these objectives:

- **Public Education and Mobilization:** Educating voters on their electoral and democratic rights; building a conceptual background on the nature and role of local government systems and structures; and facilitating people to play an effective role in electoral and post-election monitoring.
- **Support to the Electoral Process:** Facilitating candidates/voters from all walks of life without political, social, religious, gender or other prejudices.
- **Training of Candidates:** Enhancing candidates' understanding of the political significance, history, roles and nature of local government.
- **Networking and Advocacy:** Trigger and optimally use the coalitions and networks developed by NGOs/CBOs to achieve the program objectives.
- **Research and Dialogues among Stakeholders:** Developing, printing and disseminating issue-based material based on analysis and research.
- **Documentation:** Conducting action research by documenting the process and key features of the local government elections; developing case studies; and monitoring impacts along the way.

The primary stakeholders of DRCEP included women, minorities, peasants, laborers, youth and citizens; while political and social activists, CSOs, NGOs, CBOs, networks and coalitions,

academicians, political groups, and the media were identified as the secondary stakeholders. It is important to mention that the Program was situated firmly within the larger framework of democratization of society. With the military regime's decision to hold local government elections, SAP-PK and its partners saw this as an opportunity to influence the devolution process.

The DRCEP, therefore, focused exclusively on local government elections. The strategic framework of the Program, thus, was democratization of society, concentrating on local government elections. Another clear strategic focus, implicit in the objectives, was to contribute to the capacity building of CSOs, so as to enable them to participate actively in decentralization of state and society.

SAP-PK assumed the responsibilities as the Central Secretariat and Coordinator, Punjab for DRCEP, which was implemented in 87 districts of the country through the available infrastructure of NGOs/CBOs and other CSOs. The organization formed focal groups in all the 34 districts of Punjab in order to better undertake the activities planned under the Program.

A series of public and district forums, interactive theatre, and other educational and mobilization activities were organized in collaboration with the district partners. Material on basic democratic and electoral issues was also widely distributed among voters and general public.

A large number of voters were imparted awareness through various activities organized under DRCEP. SAP-PK and its partners also helped candidates aspiring to contest local government elections on the seats reserved for women, minorities, peasants and laborers.

However, the principle achievement of the Program was the involvement of civil society in democratization and electoral politics and, more importantly, in creating space in the electoral arena for marginalized and disadvantaged groups. Another important outcome was that many partners of SAP-PK contested and won the local government elections.

DRCEP Phase-II

After the successful implementation of DRCEP's Phase-I from September 2000 to December 2001, the national coalition partners designed its second phase starting July 2002. In keeping with the modified objectives, the Program was also renamed Democratic Rights and Citizens' *Empowerment* Program (DRCEP).

The main *objective* of the new phase was to enhance the effectiveness of CSOs to protect citizen's democratic rights and critically engage with the state. This four-month pre-election phase (July to October 2002) was also implemented with the financial support from The Asia Foundation (TAF).

The activities DRCEP's Phase-II started with a **National Partners Meeting**. The participants reviewed activities of the Phase-1, as well as critically analyzed its achievements and failures. Next, a **National Orientation Workshop** was organized for the district focal points. Later, similar workshops were organized for other members of the focal groups in all the districts to orient them on the purposes, methodology and themes of DRCEP's Phase-II. These events helped in creating a shared vision and common understanding among partners on the philosophy and approaches of the Program. The formats for the pre-election public forums and election monitoring were finalized during a **National Orientation Workshop** on *Public Forums and Election Monitoring*. It was decided that election monitoring would be conducted in all the working districts of DRCEP and election monitors would have to submit their reports to the secretariat established at the SAP-PK office within 48 hours.

The regular activities under DRCEP's Phase-II started with a series of **Public Forums**. These events were organized at district level as a strategy to bring the basic issues of state and society before the leaders and workers of political parties gathered with other representatives of society. During these forums, comments were invited from the participants on the issue of democratization, especially in the context of the political situation that had emerged after the announcement of the general elections by Musharraf regime.

These public forums were held on themes like history and problems of the electoral process, root causes of the failure of parliamentary democracy, and reasons behind deprivation of people in Pakistan. An attempt was also made to assess how the state institutions had, either directly or indirectly, dominated the decision-making process throughout the history of the country. The

participants of these forums also discussed why democracy could not evolve into the familial, social and political structures of the society.

Finally, these forums urged the leadership of political parties to critically evaluate their role in establishing democracy and do self-analysis. They also stressed the need for a broader alliance among different sections of the society to strengthen democracy and democratic institutions. The leadership of almost all major political parties, interest groups and CSOs participated in these public forums, held in 32 districts of all the four provinces of the country. The responses were documented, compiled and shared with other interested groups.

The important *outcomes* of the public forums can be summarized as follows:

- The Musharraf regime is taking immoral and illegal steps to deprive the mainstream political parties and their leadership of their right to take part in the elections. The state machinery is being used to support the king's party and suppress its opponents. In short, the regime is resorting to the worst kind of pre-poll rigging.
- Democracy is the best system for our country. The tendency of military dictatorships to depoliticize the society by creating division on ethnic, religious and sectarian lines is the basic problem.
- Pakistan should be a democratic, secular and peaceful country where all the citizens -- irrespective of their cast, religion, sect, gender or other individual or social identities -- are treated equally, and their rights are protected under the Constitution.
- Only people, through their elected representatives, have the right to govern the country. The LFO, proposed by the Musharraf regime, is an attempt by the military to grab the people's right to govern.

At the end of the series of district public forums, attended by more than 5,000 people in all, a **National Forum** was organized for the representatives of political parties, media, NGOs/CBOs, trade unions, human rights groups, peace networks, DRCEP district focal points and other CSOs. The theme of this forum was *Democracy and Related Issues*. The emphasis was on democracy within the political parties, and participation of people in policy- and decision-making to promote democracy in Pakistan.

Four **Provincial Round-Table Conferences** were organized with the political leaders and civil society representatives to initiate a broad-based dialogue. These conferences critically evaluated the role of political parties in restoring and establishing democracy, and supporting democratic institutions. Later, a **National Round-Table Conference** was organized to discuss issues like manifestoes of political parties and election code of conduct. Leaders of political parties, civil society representatives, members of bar councils and prominent journalists participated in the conference, and presented their point of view on prevailing political situation.

To conclude the pre-election activities in a befitting manner, a **Jamhoor Mela** (Democracy Festival) was organized on the theme of *Peace, Tolerance and Social Harmony*. A large number of people from all walks of life participated in this event including the members of district focal groups, journalists, political activists, lawyers, women, minorities, etc. Folk singers from various parts of the country performed on this occasion. Traditional folk dance was another major attraction of this festival which enthusiastically involved the audiences.

Election monitoring was an integral part of the Phase-II of DRCEP. The need to monitor the October general elections stemmed from the bitter experiences of earlier elections, which were marred by worst forms of rigging at the behest of the establishment and agencies. It was realized that the gradual decrease in the voter turnout reflected that the masses were being disenchanted with the electoral process because they had been continually deprived of their right to freely choose their representatives.

For this purpose, a **Training Workshop** was organized on *Election Monitoring Skills* for 144 civil society activists from 72 districts of the country. The participants were given detailed orientation on rigging patterns in the electoral history of Pakistan. Most of them were apprehensive of the acts of local and provincial authorities that could be termed as pre-poll rigging. Likewise, partiality in the application of disqualification law, election code of conduct and condition of graduation for contestants

was pointed out. There was a consensus among the participants that the regime was using its resources and authority to strengthen its favorites and weaken its opponents.

As a strategy, all the participants were assigned to further train 10 people and form a team to monitor 30 polling stations (180 polling booths) in their district. Thus, the monitoring team swelled to 720 people. **Election-Day Monitoring** was conducted in 72 districts of the country. On the basis of data received from 2,160 polling stations, an independent report was prepared and disseminated widely.

Practical Implications of Local Government: Gaps and Solutions

Effective functioning of the local government institutions without facilitating the newly-elected women, peasants, laborers and minority representatives to undertake their new responsibilities is an impossible dream. They are going through a phase where lack of clarity and a newness of the system are creating confusion. Additionally, there is a general lack of clarity with regard to the changing relationships and responsibilities among the local, provincial and federal levels.

In response to a request for assistance from National Reconstruction Bureau (NRB), the Federation of Canadian Municipalities (FCM) -- an independent, not-for-profit organization which represents more than 700 municipal government members from every part of Canada -- undertook two assessments missions in November-December 2000 and April-May 2001 to explore possibilities of facilitating dialogue among all the key players in the local government system.

The findings called for the importance of increasing the local institutional capacity, supporting dialogue between all the actors to help resolve the confusion and, wherever necessary, bring in the technical support to help address the issues. Thereafter, in January 2002, the FCM requested SAP-PK to support dialogue among various key players in the local government system: communities, elected representatives, and bureaucracy and government officials.

Under the Terms of Reference (TORs) for the Contract between SAP-PK and the FCM, eight **Consultative Meetings** were organized on the theme of *Practical Implications of Local Government System: Gaps and Solutions* by the former in coordination with its partners. These meetings were held with eight separate focal groups at the UC level -- one urban and one rural each from all the four provinces -- to solicit their views on how practical the LGP was and what were the difficulties of practical nature that were hindering their effective functioning.

The participants of these meetings totaled to 187 (106 men and 81 women) and mainly comprised of elected representatives, local government officials, farmers, laborers, lawyers, teachers, students, professionals and community activists. A similar format was used in all the meetings for the sake of uniformity in compiling the data and narrating the findings. After giving detailed orientation on the roles and responsibilities of elected representatives, the participants were asked to reflect on the existing situation of the local government system vis-à-vis its proposed functions and highlight its shortcomings. Accordingly, they were also asked to suggest possible solutions.

The responses of the participants were compiled and consolidated in the form of an elaborate study. Finally, a **National Consultation** was organized to share findings of the study; have a discussion on these findings and seek further suggestions; and have an opinion of the government on the study. More than 50 civil society representatives, a large number of elected representatives, media persons and government officials participated in this event, held in June 2002. It was generally felt that the newly-introduced LGP had many shortcomings and could not be properly implemented in its present form.

Development Dialogue Series on Good Governance

The Development Support Communications (DSC) Division of SAP-PK contributes towards emergence of a viable civil society in Pakistan by helping marginalized sections of the society in raising their voices on issues that directly affect their lives, and imparting them adequate training so that they could design their own advocacy campaigns, and initiate informed debate on issues through dialogues and publications. The broad areas of the Division's work include documentation, publications, advocacy, networking and research.

The Development Dialogue series, one of the major activities of DSC Division, was initiated taking into account the fact that development workers could only bring about a positive change in the system if

they possessed a comprehensive knowledge of the cultural, historical, social and economic realities of the people. The *objective* of the Development Dialogues is to help the participants link their micro issues with the macro ones.

At the very outset of year 2002, DSC Division presented a concept paper before the senior management for consideration. Subsequently, it was decided that the Development Dialogue series during the year would be conducted around a single theme for more tangible results and better impact. This was in keeping with the last year's experience, when *Peace and Tolerance* was selected as the 'theme-of-the-year' for the Development Dialogues. Earlier, dialogues were organized on themes that had some specific relation with problems faced by people of that province.

Deciding on a single theme, with so many challenges at hand, was not easy. The 'theme-of-the-year' had to be all-encompassing, multi-dimensional and relevant to SAP-PK's current program as well as in line with its goals. After a lot of consideration, **Good Governance** was selected as the theme for the Development Dialogue series in 2002 as it met the above criterion.

The other major recommendations of the concept paper included shifting the focus from activism-oriented approach to a balanced mix of activism- and academic-oriented approaches; and increasing the outreach of DSC Division's activities. The idea behind the first was that conceptual clarity of SAP-PK's staff and partners should be developed on emerging issues in order to help them better undertake policy-level advocacy campaigns. Similarly, the second recommendation was aimed at catering to all sections of the society in order to lead towards a broad-based advocacy campaign.

As a result, year 2002 witnessed many changes with regard to the Development Dialogues: first, their nature changed to a great extent as they became more of thematic or academic courses; and second, they trickled-down to the district level. While the duration of Provincial, Inter-Provincial and National Development Dialogues ranges from two to three days, the District Development Dialogues are single-session events, and basic information is shared during them.

Some of the other positive developments in this connection were that very elaborate resource material was shared with the participants of all the dialogues. Additionally, material like introductory flyers on the same themes in Urdu was also printed for the communities these participants sought to represent. This move also had link with the stated desire of increasing the outreach of SAP-PK's activities to sections of civil society other than NGOs/CBOs and their networks.

The Division's activities around the theme of *Good Governance* in 2002 started with the publication of an **Introductory Flyer** in Urdu for partner organizations and general public. In this flyer, an attempt was made to explain the various definitions and components of *Good Governance* in the simplest possible language. This publication was distributed among the participants of all SAP-PK programs as well as other civil society events.

Next, **Sindh Development Dialogue** was organized on *Understanding Good Governance*. The participants, mostly CBO partners from rural Sindh, were imparted thorough orientation on various definitions and components of good governance, and its relation with poverty and gender. Consequently, a very elaborate report of this event was prepared and disseminated among the participants. A very positive development in this regard was that the Division's staff members facilitated most of the sessions. It was another matter of pride that Justice (Retd.) Nasir Aslam Zahid, one of the most conscientious judges in the history of the country, facilitated the session on *Accountability and Good Governance*.

It was followed by **District Development Dialogues** in five districts of Punjab: Bahawalnagar, Rahim Yar Khan, Pakpattan, Gujranwala and Sahiwal. The themes of these dialogue included *Understanding Governance*, *Democratic Good Governance* and *Engendering Good Governance*. These events were organized in collaboration with local partners and their participants included a wide range of civil society activists and general public. Consequently, very detailed reports of these dialogues were prepared, with a focus on documenting and consolidating the responses of the participants, and widely disseminated.

Democracy and Human Rights Program (DHRP)

This Program was designed with the understanding that the democratization of state and society was the basic and foremost task for civil society to realize the ultimate goal of a peaceful and secular society. The *general objectives* of DHRP were to contribute to re-establish people's confidence in democratic institutions and electoral processes; and increase people's participation in the October general elections at provincial and national levels.

A consortium of NGOs, under the leadership of SAP-PK, implemented this Program of one-year duration (starting February 2002) with the financial support from the European Commission (EC). The three *target groups* identified for DHRP included media and journalists, political parties and candidates, and minorities; while two cross-cutting issues, women and young people, were mainstreamed in all the activities being undertaken within its context. The decision to work with these target groups was based on the realization that their interactive efforts could play an important role in establishing a society free of intolerance, discrimination and exploitation.

The above-mentioned general objectives were achieved via *specific objectives* related to the three target groups:

Media and Journalists:

- Increase journalists' understanding of their role in a democracy and, more specifically, during the election process.
- Promote quality reporting on political campaigns and public awareness activities related to the national and provincial elections.
- Develop technical skills of journalists from print media, television and radio, especially those working at the district level, to report on political campaigns.
- Provide media monitoring of the election and public awareness campaigns, and post-election period.

Political Parties and Candidates:

- Sensitize political parties and candidates on democratic principles.
- Increase awareness of political parties' candidates and leaders on role and practices of political parties.
- Sensitize political parties about election rules and procedures.
- Promote the elaboration of political parties' code of conduct.
- Increase public understanding of political parties' manifestoes.

Minorities:

- Promote minorities' participation in the general elections.
- Increase minorities' awareness of democratic values, government institutions and election regulations.
- Sensitize political party leaders and elected parliamentarians about needs, rights and duties of minorities.

Now, we take a brief overview of the Program's activities:

MEDIA AND JOURNALISTS

Inter Press Communication (IPC), a Karachi-based media group, conducted the training activities under this component of DHRP in collaboration with SAP-PK. These activities were designed specifically to impart awareness to and organize the journalists working at the district-level. The policy decision had been taken with the realization that the district-level correspondents and reporters of national papers and magazines are capable of playing highly positive and constructive role towards the democratization of state and society.

The main *objectives* of the activities related to media and journalists were to strengthen responsive media, create watchdog groups, encourage issue-based journalism, and establish effective working relationship among journalists, political parties and CSOs. The major activities under this component of the Program included:

Training Workshops for Journalists

Training workshops were conducted on topics like human rights and democracy for district correspondents of mainstream papers and magazines, and owners, editors and sub-editors of local publications. Many seasoned journalists were invited to these events as facilitators to narrate in detail the historic context of issues like discrimination against women and minorities, freedom of expression, etc. The training contents were designed after conducting survey on the basic needs of the working journalists, especially those working in small towns and rural areas. This need assessment also became the basis for designing resource material for the trainings.

The main *objectives* of the training workshops were to : 1) apprise the participants of the human rights perspectives of the socio-political issues they had to deal with while discharging their professional responsibilities ; 2) enhance the understanding of their role in strengthening democracy especially during the election process; and 3) improve the quality of reporting of election campaigns of political parties.

In all, 244 journalists from 37 districts of all the four provinces of the country participated in the six training workshops organized in Karachi (43 participants), Sukkur (50), Peshawar (35), Quetta (32), Lahore (30) and Multan (54). The participants were assigned to contribute articles and features to local newspapers on issues related to human rights, democracy, women and minority rights.

At the end of each workshop, all the trained journalists were asked to form a Media Watch Group in their district. Now, these groups are functioning in all the 37 districts from where the journalists attended the trainings. They regularly monitor and report on human rights violations in their districts, and engage with other civil society groups and networks.

Media Seminars

Each training workshop was of two-day duration and also included a media seminar in which renowned media specialists, political leaders, scholars and academics were invited to share their thoughts and ideas. These seminars a great opportunity to local-level reporters and correspondents to meet with seasoned journalists, who gave them extensive background information on different topics related to their work. The participants learned to relate their professional responsibilities with the struggle to protect human rights.

Some of the important themes of the media seminars included responsible reporting/media ethics; role of media in developing democratic culture; journalist as watchdog in the society; reporting on women issues and human rights in the vernacular press; ideal reporting (academic point of view); failure of democracy in Pakistan; role of media in a healthy society; reporting tools and tips; objective reporting; and qualities of a good reporter.

National Media Conference

With the objective of doing a solid and objective analysis of present socio-political scenario, a National Media Conference was organized in Karachi for representatives of media, political parties and CSOs. Its broader aim was to forge a minimal alliance and working relation between and among these important sectors of the society.

Strengthening democracy was seen as the common objective of media, civil society and political parties. This was natural since democracy is not merely a sum total of certain institutional formations and laws; rather, it manifests certain inalienable constitutional rights and securities to individuals and social groups.

The participants viewed that the absence of civil rights and democratic freedoms not only limits their role and clout in the society, but also harbors extremism, violence and corruption. It widens and deepens the sectarian, religious and ethnic hatred between the citizens. The politics, in turn, becomes a tool to accomplish the animosities and fulfill the petty interests of individuals and groups.

The speakers of the conference made an attempt to situate the current socio-political issues in the historical context. They believed that all the military dictators and civilian leaders, in order to hold grip on the power, first of all tried to curb the freedom of expression and difference of opinion.

Ironically, all this was done in the name of privacy, decency, national interest or religion. As a result, the civil society got weakened and lost the strength to defend its rights and liberties. The participants especially focused their attentions on the print media as it had witnessed covert or overt state oppression throughout the history of the country.

POLITICAL PARTIES AND CANDIDATES

The DHRP activities related to political parties and candidates were conducted directly by SAP-PK in collaboration with its partners at the district level. They focused mainly on having constructive dialogues with political workers and their leadership. Through concerted efforts, the Program tried to convince the major political parties of the country to do their politics within the limits of democratic principles and code of conduct. The major activities aimed at political parties and candidates under DHRP included:

Sensitization of Political Parties and Candidates

For political parties, their workers and candidates, the Program emphasized the sensitization of different democratic principles such as the importance of peaceful dialogue in conflict resolution, the culture of democracy within parties, the acceptance of young people, women and minorities in party structures, etc.

Moreover, DHRP aimed at informing the workers and candidates of political parties about the rules and procedures for the October general elections. For the promotion and elaboration of political parties' code of conduct for the general elections, and increasing public understanding of party manifestoes and programs via public debates, SAP-PK engaged with the political parties on a number of political and social issues.

Forums with Political Workers

This was the first activity of its kind in the political history of Pakistan. The workers and leaderships of major political parties were approached, and provided with a platform to discuss their common and mutual issues. Most importantly, the workers of political parties got an opportunity to voice their concerns as well as identify their common problems. In a political environment where political parties, their leaderships and workers were virtually harassed by tough disqualifying laws, the Program provided a window where they could talk without fear.

The participants of these forums agreed that no society could create healthy democratic culture without eliminating feudalistic behaviors, institutional imbalances, fundamentalism, state repression, corruption and violation of human rights. It was a consensus opinion of the participants that such forums should not only be election-specific -- rather, it should be an ongoing process.

Seminars with Minority Parliamentarians

A series of seminars was organized on the theme of *Problems and Rights of Minorities in Pakistan: Role of Parliamentarians*. It was an attempt to bring minority parliamentarians at one platform and discuss with them the entire socio-political scenario related to minorities in Pakistan.

Some parliamentarians of mainstream political parties were also invited to these seminars with an objective to develop meaningful working relationship between Muslim and non-Muslim parliamentarians for strengthening democratic values. Apart from them, lawyers, social activists, journalists, labor leaders, political workers and other CSO representatives also participated in this event.

There was a consensus among the participants of these seminars that the solution to the problems faced by the minorities lies in strengthening democracy. It was suggested that the minority parliamentarians should work with mainstream political parties and CSOs for the democratization of state and society in the country. In this regard, discriminatory laws were identified as a possible area of intervention for them.

On the other hand, the minority parliamentarians urged the major political parties to lobby for the representation of minorities in the Senate. They also demanded property rights for the minority-dominated slum areas. These seminars also provided minority organizations with an opportunity to

present a common Charter of Demands, for which they had worked extensively, to the parliamentarians.

Seminar with Women Parliamentarians

The October general elections saw an unprecedented increase in the number of women parliamentarians. This opportunity was seen as a possible entry point for CSOs to advocate for the women rights. It demanded working closely with the newly-elected parliamentarians to establish practical coordination among them for the promotion of women rights irrespective of their party affiliations.

In this perspective, a seminar was organized on the theme of *Role of Women Parliamentarians in Strengthening Democracy*. The presence of social activists, lawyers, journalists, students and other sections of the civil society helped the facilitators to situate the issue in the larger context of state and society.

The speakers and participants of the seminar viewed that the issue of socio-political discrimination against women was directly related to the issue of democracy in Pakistan. Military dictators, especially Zia-ul-Haq, deliberately weakened the civil society and limited the role of women in the society. They also demanded elimination of all the discriminatory laws against women.

It was a consensus opinion of the participants that credit of increased women seats in the Parliament goes to CSOs. On this occasion, the women parliamentarians committed to launch a joint campaign, irrespective of their party affiliations, in the Parliament against discriminatory laws. They also vowed to strengthen the democratic system in the country and resist every effort to curtail the powers of the elected institutions of the state. Moreover, they agreed that their practical coordination with CSOs was necessary to achieve these goals.

Democratic Debates

A series of seminars was organized on the theme of *Proposed Constitutional Amendments and the Future of Parliamentary Democracy* to provide the political and social activists, working at grassroots level, with a platform to discuss the LFO announced by the military regime in August 2002.

It was probably for the first time in the country's history that the core issues like the Constitution, federation, democracy, basic human rights, decentralization, etc. were discussed at district level, throughout the country, in a cordial and peaceful environment. Most of the speakers and participants lauded these seminars as a very meaningful intervention by the civil society at a crucial juncture in the country's political history.

Despite the fact that the participants represented different, and some times opposite, ideological stances, there was a unique conformity in the views expressed by political activists and leaders, social workers, lawyers, teachers, journalists, trade unionists, development activists and other sections of the civil society. There was a general consensus among them on the following:

- The people of this country are sovereign.
- The elected Parliament is superior to any other institution of the state.
- Only elected Parliament has the right to take any policy decision or amend the Constitution.
- The political consciousness of the people should be enhanced to protect the democratic systems and attitudes like tolerance and peace.
- The army has only one role and that is to defend the geographic borders of the country. It has no role to play in the governance of the country.
- Religious minorities should be brought in the political mainstream.

MINORITIES

Justice and Peace Commission (JPC), a Multan-based organization, conducted the DHRP activities related to minorities in collaboration with SAP-PK. The Program's philosophical underpinnings emphasized on the need to end the constitutional discrimination against minorities as well as elimination of all sorts of social biases against them.

The separate electorate system was identified as the most appalling law against the interests of minorities. Fortunately, in the middle of the Program, the military government announced the end of the separate electorate system under the LFO and replaced it with joint electorate system.

Though it is always difficult to measure the outcomes of the efforts directed towards behavioral change and conceptual clarity, it was a source of great satisfaction that the efforts produced some encouraging results. The most visible reflection was that minorities actively participated in the October general elections. Similarly, the adoption of common Charter of Demands by different minorities of Pakistan reflected the success of the efforts to integrate them.

The DHRP activities related to minorities, described briefly below, *contributed to*:

- bringing minority activists at one platform to discuss their problems in the context of larger socio-political issues.
- building consensus among minority activists regarding human rights scenario prevailing in the country.
- convincing political parties that they should bring minorities in their folds and encourage their participation by allocating party tickets to them.
- integrating different minority communities by providing opportunities to minority leaders and workers to sit together and design common set of demands, principles and strategies.

Training Workshops

After the restoration of joint electorate system in August 2002, the Program started engaging minority community as voters and citizens. The selected minority groups were given extensive training on thematic issues concerning electoral politics and human rights. They were later assigned the task of holding public meetings, forums and dialogues with other citizens. As an outcome of these activities, a large percentage of minority citizens voted in the October general elections.

In all, six training workshops were organized for 232 minority activists in Lahore (38 participants), Multan (52), Karachi (42), Hyderabad (35), Peshawar (27) and Rawalpindi (38). The main objective of these events was to bring minorities in the political mainstream of the country. Resource material on important themes like human rights' situation in Pakistan, situation of minority rights in Pakistan, human rights and the Constitution of Pakistan, political situation of minorities, basic concepts of human rights, and minority, democracy and human rights was provided to the participants during these trainings.

Charter of Demands

The Charter of Demand, jointly prepared by representatives of all the religious minorities of Pakistan, demanded that the government should abolish all the discriminatory laws, and make Pakistan a secular and peaceful country. The government should ensure the protection of the lives and property of all the citizens irrespective of their religious identities. The Charter of Demands also urged that the political parties should integrate the religious minorities into their rank and file. They should disband separate "minority wings" and give party tickets to minorities during the general elections.

National Minority Conference

A National Minority Conference was organized at Rawalpindi on the theme of *Minority Rights and Future Strategy*. The representatives of Christian, Hindu, Sikh and Bahai religious minorities participated in this event. Apart from them, a sizeable number of human rights' activists, labor leaders, lawyers, journalists and representatives of other CSOs also took part in the conference.

The crux of the discussion was that the minorities of Pakistan should continue their struggle for the right of equal citizenship. The restoration of joint electorate system after more than 20 years was seen as a great opportunity for the minorities to get back into mainstream electoral process. There was a consensus among the participants that this was the only way to end religious intolerance in the society.

PUBLICATIONS

Acknowledging the potential impact of IEC techniques on supplementing program goals, issue-specific posters, stickers, booklets and a flyer were developed through research and compilation of information from primary and secondary sources. It is estimated that the posters and stickers prepared under this Program must have reached out to more than five million people. Similarly, the series of booklets attracted a readership of more than 200,000.

A very comprehensive dissemination strategy was also prepared to effectively use the printed material and accrue optimum benefits. These publications contributed a great deal to the impact of other activities like forums, seminar and training events. The list of DHRP publications, which were also translated into Sindhi and other regional languages, and their quantity is as follows:

- **Posters:** Democracy and Importance of Vote (130,000); Democracy and Freedom of Expression (200,000); Democracy and Minorities (200,000); Democracy and Poor Farmers (100,000); Peace, Democracy and Human Rights (85,000); and Democracy: Institutional Balance and Stability (85,000).
- **Booklets:** *Issues in Democracy* (25,000); *Democracy and Freedom of Expression* (25,000); *Democracy and Minorities* (25,000); *Democracy and Human Rights* (40,000); *Provincial Autonomy, New Parliament and Stable Democracy* (25,000); and *Poor Farmers' Movement* (10,000).
- **Stickers:** *Minority Rights* (150,000); *Freedom of Media* (175,000); and *Importance of Vote* (175,000).
- **Flyer:** *Declaration of Human Rights* (800,000).

PEACE AND REGIONAL COOPERATION

Context

Peace is the most vital need of any society, as in essence it encompasses everything that we associate with basic and fundamental rights of human beings. Without peace, an environment in which everyone can realize his or her full human potential cannot be ensured. So, peace is ultimately a space to enjoy human rights. The demands to create a peaceful society, and therefore a just and equitable one, are binding on all of us; but this entails a basic shift from what we might have been taught in the name of religion and nationalism.

In fact, the whole debate around peace is marred by concepts like national security, which goad one into false and so-called notions of nationalism. The same phenomenon is exemplified in almost all the South Asian states today. Because of the emphasis of their leaders on a nationalistic spirit, in conflict with that of their self-created enemies, almost each one is facing separatist movements from people who belong to the majority religion.

Peace demands flourishing a culture of tolerance, forbearance and restraint. It is not a mere abstraction, but forms the very basis of human living by providing an atmosphere in which all people have equal access to opportunities and creation of space for all individuals, however different their views and approach to life might be. A culture of peace is the set of values, attitudes, traditions, modes of behavior and ways of life that reflect and inspire:

- rejection of violence in all its forms and commitment to the prevention of violent conflict by tackling their root causes through dialogue and negotiation;
- commitment to full participation in the process of equitability meeting the developmental and environmental needs of present and future generations;
- devotion to principles of freedom, justice, democracy, tolerance, solidarity, cooperation, pluralism, cultural diversity, dialogue and understanding between nations; ethnic, religious and cultural groups; and individuals; and
- recognition of rights to freedom of expression, opinion and information.

Peace is the most important prerequisite for any society to flourish and ensure dignity and good quality of life to its citizens, but evolving it in view of the problems we face is a daunting task. Any such attempt, to be successful, needs a very thoughtful and step-wise approach. In the South Asian context, we have to understand that none of the countries can develop in isolation; therefore, we need to cherish shared dreams and aspire for common goals. We definitely have to revamp the South Asian Association for Regional Cooperation (SAARC) in the very near future to accrue the benefits of peaceful coexistence like the European Union (EU).

Regional cooperation is also the best solution to problems resulting from adverse policies of IFIs. The only way we can counter the onslaught of MNCs and globalization is to formulate joint strategies, and adopt liberal trade policies within the region. Similarly, the resources directed towards development from unnecessary military expenditure will directly benefit the people of South Asia.

Defining and Conceptualizing Peace

"Peace" is a word that is uttered almost as frequently as "truth", "beauty" and "love". It may be just as elusive to define as these other virtues. Common synonyms for peace include "amity", "friendship", "harmony", "concord", "tranquility", "repose", "quiescence", "truce", "pacification" and "neutrality". While some of these descriptions are appropriate, they are still quite limited in describing the nature of peace. Any attempt to do so must address those conditions that are favorable to its emergence: freedom, human rights and justice. Also included are proactive strategies such as conflict resolution, nonviolent action, community building and democratization of authority.

In its most myopic and limited definition, peace is the mere absence of war. Nevertheless, Reardon insists that "peace is the absence of violence in all its forms - physical, social, psychological, and structural." Even this definition is unduly negative in that it fails to provide any affirmative picture of peace or its ingredients. Perhaps that picture must come, as O'Kane suggests, from a close examination of the "nature of causes, reasons, goals of war in order that we might find ways of reaching human goals without resorting to force. That process should help us uncover the possible conditions of peace."

The subsequent suppression of mutual hostile feelings is not taken into account by those who define peace simply as mere absence of war. Their stance is that as long as people are not actively engaged in overt, mutual, violent, physical and destructive activity, then peace exists. This, of course, is just another way of defining cold war. In other words, this simplistic definition is too broad because it allows us to attribute the term peace to states of affairs that are not truly peaceful.

Unfortunately, this definition of peace appears to be the prevailing one in the world. It is the kind of peace maintained by a "peace through strength" posture that has led to the arms race, stockpiles of nuclear weapons and the ultimate threat of mutually assured destruction. What this really comes down to is the idea of massive and indiscriminate killing for peace, which represents a morally dubious notion if not a fault of logic. The point here is that a peace that depends on the threat and intention to kill vast numbers of human beings is hardly a stable or justifiable peace worthy of the name.

Positive and Negative Peace

Another way of thinking about peace is to have it defined in positive and negative terms. Peace as the mere absence of war is what Woolman refers to as *negative peace*. This definition is based on Johan Galtung's ideas of peace, for whom "negative peace is defined as a state requiring a set of social structures that provide security and protection from acts of direct physical violence committed by individuals, groups or nations. The emphasis is on control of violence. The main strategy is dissociation, whereby conflicting parties are separated. In general, policies based on the idea of negative peace do not deal with the causes of violence, only its manifestations. Therefore, these policies are thought to be insufficient to assure lasting conditions of peace. Indeed, by suppressing the release of tensions resulting from social conflict, negative peace efforts may actually lead to future violence of greater magnitude."

Expanding the Horizon: Views on Peace and War

"But war will only end after a great labor has been performed in altering men's (people's) moral ideals, directing them to the good of all (hu)mankind and not only of the separate nations into which men (people) happen to have been born." -- **Bertrand Russell**

"History is a whole task of securing both peace and justice in which failure was usually due either to the effort to eliminate the factor of force entirely or to an undue reliance upon it." -- **Niebuhr**

"They have not wanted peace at all; they have wanted to be spared war -- as though the absence of war was the same as peace." -- **Dorothy Thompson**

"Peace is not merely the absence of war but the presence of justice, of law, of order - in short, of government." -- **Albert Einstein**

"You can't separate peace from freedom because no one can be at peace unless he (she) has his (her) freedom." -- **Malcolm X**

"Hatred does not cease by hatred at any time, but hatred ceases by love; this is an eternal truth." -- **Buddha**

"But the real and lasting victories are those of peace, and not of war." -- **Ralph Waldo Emerson, Worship**

"True peace is not merely the absence of tension: it is the presence of justice." -- **Martin Luther King, Jr.**

"First keep the peace within yourself, then you can also bring peace to others." -- **Thomas A. Kempis**

"Live and let live is the rule of common justice." -- **Sir Roger L'Estrange**

"If you don't find peace in yourself, you will never find it anywhere else." -- **Paula A. Bendry**

"I prefer the most unjust peace to the justest war that was ever waged."

"The most disadvantageous peace is better than the most just war."

"There never was a good war or a bad peace."

"Peace is more important than all justice."

Positive peace, in contrast, is "pattern of cooperation and integration between major human groups. It is about people interacting in cooperative ways; it is about social organizations of diverse peoples who willingly choose to cooperate for the benefit of all humankind; it calls for a system in which there are no winners and losers -- all are winners; it is a state so highly valued that institutions are built around it to protect and promote it." Positive peace also "involves the search for positive conditions which can resolve the underlying causes of conflict that produce violence." The strategies used for this purpose are called "associative" and they are characterized by "a high level of social interaction that enables more rapid resolution of conflict by providing maximum contacts through which solutions may arise."

Reardon places global justice as the central concept of positive peace and asserts that "justice, in the sense of the full enjoyment of the entire range of human rights by all people, is what constitutes positive peace." In a similar vein, Trostle's comprehensive definition of peace clearly places it within a positive context: "Peace is a state of well-being that is characterized by trust, compassion and justice. In this state, we can be encouraged to explore as well as celebrate our diversity, and search for the good in each other without the concern for personal pain and sacrifice. It provides us with a chance to look at ourselves and others as part of the human family, part of one world."

Offering another positive view of peace is MacLeod, who defines it as an awareness that all humans should have the right to a full and satisfying life. For an individual, this means developing his/her own and his/her loved ones' potential growth, and for reaching out to his/her neighbors to assure that they have the same chance. For communities, this means developing fair regulations for living together and encouraging programs that will enhance fellowship among its many diverse elements. For

nations, this means encouraging its citizens to strive for enhancement of a benign attitude towards all elements of their own society and towards all other nations.

It is difficult not to see in these positive approaches to the definition of peace radical implications for a reorganization of our society and, indeed, our entire world. There is no denying that a positive conception of peace would involve fundamental changes at the level of the individual psyche and the nation-state as well. At both levels genuine peace requires the advent of a new selflessness, a willingness to see our fellow humans as our brothers and sisters and -- as the traditional religions have always counseled -- to love them as we love ourselves.

In conclusion, we believe that a proper definition of peace must include positive characteristics over and above the mere absence of belligerence. Rather, it must include those positive factors that foster cooperation among human groups with ostensibly different cultural patterns so that social justice can be done and human potential can freely develop within democratic political structures. In this way, a truly peaceful world will be a world where war has been made impossible -- or, at least much less likely -- by a new community where people not only see themselves in their hearts as part of one human "family", but where, in (political, legal and moral) reality, they really are part of such a "family".

Positive and Negative Approaches to Peace

World peace is an elusive phenomenon. Part of the reason for its elusiveness lies in our penchant for defining peace in the context of war. But, peace is not merely the absence of war. If it were, we could say that India and Pakistan have been at peace since the 1971 War. Many of us lived through these years and it certainly did not feel like peace. Instead, we were living through the avoidance of war. Here, it is important to make a distinction between *positive* and *negative* approaches to peace.

When we talk about approaches to peace, we are referring to behavior and to goals. The important role that goals play in determining behavior is well established. How goals affect behavior depends partly on whether they are goals of avoiding a negative state (*negative goals*) or of attaining a positive state (*positive goals*). It is the distinction between peace as the absence of war and peace as social justice. It is the distinction Cohen and Arnone make between conflict management, that attempts to contain conflict, and conflict resolution, that focuses on building peace.

Some Different Types of Peace

One way of clearing up the confusion over terms is to define types of peace and war. Thus, there can be hot war, cold war, cold peace and hot peace:

In **hot war**, there is a condition of mutual hostility and active physical engagement. The aim is the destruction of the enemy or his surrender by intimidation. The object is to have a winner and loser. Nationalism reaches its zenith here.

In **cold war**, there is mutual hostility without actual engagement. Intimidation is the sole means of preventing hot war. This condition is characterized by propaganda, war preparations and arms races at the expense of human needs. During a cold war, nationalism prevails, and the object is to have a stalemate where neither side will initiate aggression -- nuclear or conventional -- because of the overwhelming destructive capability of the retaliatory response.

In **cold peace**, there is almost a neutral view of a previous enemy. There is little mutual hostility, but there is also a lack of mutually beneficial interactions aimed at developing trust, interdependence and collaboration. There may be a longing for an enemy because nothing has replaced it as an object of national concern. In this situation, isolationism and nationalism occur simultaneously. There is no clear objective because there is no well-defined enemy.

By contrast, **hot peace** involves active collaborative efforts designed to "build bridges" between and among past and present adversaries. This involves searching for common ground and the development of new non-human enemies. Hot peace promotes -- and, indeed, is defined by -- global interdependence, human rights, democratization, an effective UN and a diminution of national sovereignty. The object is the proliferation of cooperative relations and mutually beneficial outcomes. Hot peace thinking imagines peace and the abolition of war.

Perhaps the most critical difference between positive and negative goals is that negative goals are essentially reactive. They are a reaction to aversive conditions and their aim is to reduce or eliminate those conditions. Negative, reactive political goals have certain features that can affect our progress towards peace. First, negative goals are likely to be narrowly defined, and limited by the assumptions and definitions which underlie the aversive situation. Positive, non-reactive goals, on the other hand, can be more innovative: they concern the construction of something new and, as a result, are not bound by the constraints of the aversive situation.

Second, negative, reactive goals, deriving from existing assumptions, are likely to be more concrete than positive goals. It is relatively easy to propose concrete measures to negate a threat. Positive goals, on the other hand, tend to be more ambiguous and intangible. Laudable as these positive goals may be, they are conceivable only in a vague, almost utopian sense and are, therefore, difficult to develop into policy. Third, negative, reactive goals, based on existing assumptions and being more concrete, are likely to lead to readily available short-term objectives. Positive objectives, like building cooperative relations among adversaries, are long-term goals that have low priority in their demand on the time and energy available for solving international problems.

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Major Categories of Peace Concepts

Our commonly used concepts of peace such as "peace is not war" or "not conflict" have failed to direct our pursuit of peace. Reardon, Hall and Darnton suggest a relationship between peace definitions and peace action. Peace definitions or concepts are the basis on which we decide how to make peace. For example, if we define peace as not war, then we would attempt to make peace by attempting to eliminate war or at least mitigate its severity. On the other hand, if we define peace as inner harmony, we would meditate as much as possible in order to make peace. The point is that concepts or definitions of peace are the basis for peace-making. What one does to achieve peace depends on how one images, defines or conceptualizes peace.

If our present peace efforts are in danger of catastrophic failure, then our concepts may need revision. Perhaps it is also our inability to make those concepts clear that has led to their failure. The need here is obvious. If we, as a world of diverse yet increasingly interdependent people, are to survive the drift towards unparalleled catastrophe, we must maintain some type of peace. To do so, we must reach at some level of agreement on what that peace might be. The *major categorizations of peace concepts* are summarized below:

TAKESHI ISHIDA

Through an examination of the original meanings of peace in the world's main cultures (excluding Islam), Ishida examines the main emphasis of each word for peace in order to help reduce the semantic differences that can create problems between different cultures negotiating peace. Western concepts of peace originate in: 1) the Ancient Judaism concept of *shalom*; 2) the Greek concept of *eirene*; and 3) the Roman concept of *pax*. Here, the most common elements are prosperity and order where the latter refers primarily to rule of law.

The Eastern concepts of peace emphasize order and tranquility of mind. Here, order refers both to the political and cosmic order achieved through individual conformity. Ishida suggests an east-west dichotomy of peace concepts where the eastern concepts see peace achieved through individual conformity to customs, norms, etc. as an outcome of individual internal harmony. On the other hand, Western concepts see peace more as a property of social systems functioning to assure prosperity.

ANATOL RAPAPORT

Starting from the view that war is the greatest threat to the survival of humanity, Rapaport examines international cooperation aimed at "controlling" war. His conceptual scheme of peace images includes peace through strength, balance of power, collective security, law, revolutionary pacifism and personal pacifism. He analyzes these images in relation to: a) the problem that is seen as fundamentally important; b) the conceptualization of a solution; c) the identification of actors expected to cope with the problem; d) modalities of social control or the mechanisms the actors are expected to use to implement the solution to the problem; e) induced attitudes or psychological states which

harmonize with the particular peace image; and f) the role of international cooperation envisaged in the particular image that will help bring about peace or preserve it.

In this scheme, the formulation of the problem is the fundamental determinant of the concept of peace. The solution follows logically from the problem, as do the principle actors from the solution. Modalities of social control and roles of international cooperation follow from the construction of problem, solution and principle actors combined. Induced attitudes, in this scheme, appear as useful artifacts of the image or concept of peace itself.

Interestingly, Rapaport implies a range of peace concepts that are based on threat, induced fear and no international cooperation at one end (peace through strength) and based on integration, induced love and no international cooperation at the other end (personal pacifism). In his scheme, the conception of peace as "peace through strength" perceives external threat, uses threat as a means of control and maintains an attitude of fear. While the conception of peace as "personal pacifism" perceives the problem of human aggressiveness responded to by individuals through self-perfection and an attitude of love.

RUDOLPH RUMMEL

Beginning with the view that conflict is ubiquitous and a necessary part of social life, Rummel develops a definition of peace as a Social Contract. Conflict, in his view, does a number of important things: 1) it is the means for establishing and adjusting social order; 2) similarly, it establishes the balance of powers between what people want and what they can get; and 3) through the resolution of conflict, agreements are reached. These agreements are implicit or explicit in the resolution of conflict and constitute social contract.

Thus, Rummel's definition of peace is closely related to those that define peace as conflict resolution or conflict management. The real merit in his work is that he illustrates the importance of social level in distinguishing concepts of peace. Some concepts see the starting point at international relations, some at interpersonal relations and some are in between. Further, he has created the most complete list of peace concepts. Additionally, he gives some legitimacy to some "principles" such as peace is a state of mind, divinity and goodness.

GUNNAR JOHNSON

Johnson presents three major categories of peace: 1) peace as a world without war; 2) peace as world justice; and 3) peace as world order. The first category is concerned with disarmament, control of or elimination of war, understanding the root causes of war and the control of or elimination of warlike violence. Johnson identifies three conceptual groups under this world without war view of peace: first, those concerned with eliminating causes of war; second, those committed to finding non-violent ways of settling conflict; and third, those who wish to remove the instruments of war and mediate confrontations that might lead to war.

The peace as world justice category critiques the peace is not war category as reinforcing the *status quo*, preserving patterns of international dominations and further legitimizing the justification of warlike behavior by governments by claiming the necessity of such behavior to achieve peace. The most important theme of this category is the awareness of the presence of structural violence or violence perpetrated by social systems.

The peace as world order category attempts to address the problem of human survival in the face of increasingly complex world problems such as nuclear war and ecological disaster. The primary problem under this category is the existence of autonomous, independent nation-states that, except for the influence of an emerging world economy, function largely in response to their own internal needs. The solution is the establishment of some world governing body, perhaps an enhanced United Nations, to implement some sort of world law. Johnson assumes that the appropriate level of analysis of peace is that of international relations. This is an assumption of the Popular Paradigm of peace and the international relations approach to peace-making.

JOHN MACQUARRIE

Macquarrie's conceptual scheme is a dichotomy. He contrasts a Christian concept of peace to a Hobbesian view. The Christian concept views peace as a process of creating a more peaceful world or of manifesting the latent true nature of humanity, where that peaceful world and latent nature are

ideal states or goals. The actual attainment of the goal or the existence of the goal is taken as a matter of faith or of transcendent experience. On the other hand, the Hobbesian view sees peace as an end-state: the end of violence, war and misery. How this end is achieved is not as important as the end itself.

In Macquarrie's Christian world-view, the world is not seen as truly fearsome, threatening and full of competition as in the Hobbesian world-view, but rather nurturing, promising and full of cooperation. This world-view is the basis for the concept of peace as a process. On the other hand, the Hobbesian world-view leads to an end-state concept of peace as not violence or war. Importantly, Macquarrie illustrates the importance of world-view in determining concepts of peace and argues that a world-view that does not have a basic orientation of fear leads to a concept of peace that is integrative.

GRAY COX

Cox contrasts peace as static absence (an end-state) to peace as harmony in order to show the limitations of each and thereby the need for his definition: peace as action (a process). Peace as an end-state, he argues, is based on *eristic* (from the Greek *eris* meaning "strife") reasoning characterized by disputations. This leads, according to Cox, to a "culture of conflict": conflict is seen as essential to life. Likewise, peace is seen as the absence of war, violence or conflict. Curiously, there is a contradiction: if conflict is essential to life and if peace is the absence of conflict, then peace means death.

The peace as action concept is based on *maieutic* (from the Greek *maieusis* meaning "midwifery") reasoning. Here, knowledge is seen as something constructed through the sharing of meanings. Emotions do not get in the way; rather, they are additional sources of information to be shared in the development of truth. Truth and meaning are emergent and to some extent situational. Truth is not external to the interaction, but emerges through it. Individual claims can be both true and false depending on the situation to which they are applied. They can also be partly true and partly false depending on the specific aspects of the shared meanings. In other words, truth is not absolute.

Maieutic reasoning leads to a view of life that does not see conflict as essential. Life is seen as an occurrence of being not a state of conflict. Peace is viewed as a different phenomenon from war. Peace is the action or process of realizing the meaning of being. Cox also attempts to show the underlying assumptions, which can be referred to as world-views, that determine his two approaches to peace.

Cox also relates world-view to the process/end-state differences among peace concepts. His world-views are very similar to Gergen's exogenic and endogenic world-views. Those who favor an exogenic world-view see knowledge as objectively grounded, which enables common agreement based on objectively correct and incorrect answers. Reality is seen as independent of the observer and fact should be separated from value.

Endogenic thinkers, on the other hand, see knowledge as primarily a product of the processing agent and, therefore, objectivity is questionable. Because multiple interpretations are possible, total agreement is suspicious. Reality is a construction of the observer and fact and value are inseparable.

CONCLUSION: POPULAR AND NUMINAR PARADIGMS OF PEACE

All of the above conceptual schemes imply two basic ways of conceptualizing peace. Anatol Rapaport, Rudolph Rummel and Gunner Johnson focus mostly on the popular ways, yet suggesting that there may be others. John Macquarrie and Gray Cox focus on the other ways of conceptualizing peace using the popular ways to contrast and illustrate them. So what generalizations can be made about these two paradigms of peace?

The *Popular Paradigm* includes concepts of peace that are largely materialistic, international and external: materialistic in the sense that peace is associated with prosperity; war and violence reduce prosperity; international in that the appropriate starting point for peace is at the level of relations between nations; and external in the sense that peace, if it is possible, must exist outside the individual or the relationship (individual to others/society). In short, peace is more the product of social structures than of interactional patterns or subjective states. The problem of obtaining peace is seen as war or violence (physical and structural). In this paradigm, peace concepts come out of world-views that have a basic orientation of fear and are exogenic.

The *Numinar Paradigm* includes concepts of peace that are more idealistic, inter- and intra-personal, and both internal and external: idealistic in that non-material goals and processes are valued in the achievement of peace; inter- and intra-personal in that the best level at which to begin peace-making is seen as developing internal peace with which one then interacts more peacefully with others; internal in the sense that peace must first exist within the individual in relationship to others; and external in the sense that social structures must also be changed to institutionalize changes in interactional patterns or subjective states. Thus, peace is more a product of interactional patterns or subjective states than of social structures.

In this paradigm, peace concepts come out of world-views that have a basic orientation other than fear and are endogenic. Elements of fear may still be present in those world-views, but fear is not the basic orientation. Consequently, the world is not assumed to be a threatening, competitive, hostile place, and human nature is not seen as fundamentally conflictual. This paradigm integrates, but goes radically beyond the popular paradigm. Some examples of peace concepts from each paradigm may help illustrate the differences. From the Popular Paradigm: peace is not war, violence, conflict; peace is social justice; and peace is conflict resolution. From the Numinar Paradigm: peace is community; peace is action; peace is oneness with God, others, the universe; and peace is harmony.

To summarize, we have argued that negative, reactive goals develop within an existing framework, and are more concrete and aimed towards short-term objectives. They are, therefore, more easy to conceive and implement than positive goals. As a result, negative goals actually have certain advantages. Concrete, specific goals lead to high performance and satisfaction, relative to more ambiguous goals. Because they are short-term, they can be attained more quickly and provide immediate reinforcement for one's efforts.

Positive, long-term goals, on the other hand, are likely to produce frustration and the danger of being overwhelmed by the enormity of the task. Despite the short-term advantages of negative goals, we must not lose sight of the ultimate advantage of positive goals. Once reached, positive goals can be much more easily maintained than can negative goals.

Further, negative goals constantly focus our attention on the possibility of war, thereby producing fear and, possibly, debilitating anxiety. Such anxiety can have deleterious effects. First, it can reduce the quality of the psychological processes critical to progressing towards peace. Second, high anxiety based on fear can produce either extremely cautious or extremely risky decisions about resolving the threat of war. People positively oriented towards the goal of peace may be more capable of developing appropriate proposals than people preoccupied with the fear of destruction and annihilation.

The *means* used to attain goals can also be classified as either positive or negative. Positive means promise rewards while negative means threaten punishment. Positive means are, as Ralph White has stated, "inherently attractive and morally unobjectionable". The distinction between positive and negative means is, in many respects, parallel to the distinction between positive and negative goals. Threats, like negative goals, tend to be more concrete and specific than promises. As a result, they are seen as conveying more information, producing greater compliance, and are therefore often the preferred means. On the other hand, negative means have at least three disadvantages:

First, they produce emotions (anxiety, despair, insecurity) that diminish the constructive, rational thinking of the threatened party and increase the chances of an irrational, preemptive or retaliatory response. Threats may, in fact, produce the exact opposite of the response intended: reactance in action. Promises, on the other hand, can promote hope and "a whole range of possible human responses to intractable problems".

Second, threats tend to promote distrust. As a result, the threatener must be ever on guard that the party threatened is complying. Promises, if fulfilled, promote trust and a relaxation of wariness among the parties. Third, threats promote counter-threats, thereby feeding into what Morton Deutsch calls the spiraling, malignant process of escalation.

The correspondence between positive and negative means and goals is important, albeit complex one. A negative means, with its destructive emotional effects and its increase in counter-threats and

distrust, is unlikely to lead to a positive goal. A positive means, on the other hand, can be effectively used both to approach a negative goal and to reduce some of the drawbacks of negative goals.

Qualities of Peace

In the light of conceptual frameworks discussed above, the following emerge as the salient qualities of peace:

An Existent: Peace is a socio-psychological existent. It has dispositional and manifest being. In this, it is on a par with conflict. Conflict is manifested in particular patterns of behavior; so is peace. Conflict and peace may be absent, as when two individuals or groups lack contact or awareness of each other. And conflict and peace are coupled existents, closely related within a social process called the conflict helix. Other conceptualizations also treat peace as an existing something, such as peace as harmony, integration or virtue. However, the currently conventional definition of peace as the absence of violence or war treats peace as a void, a nonexistent.

Dichotomous: Peace as an existent is dichotomous -- it is or it is not. It would be meaningless to talk about more or less of a peace, as it would be meaningless to talk about more or less of a contract, a nation-state, a president or an elephant. Of course, a state may be large or small, rich or poor. Likewise, peace varies along several dimensions; it may take on different forms or social orders.

It is necessary here, then, to remember the distinction between a peace existing or not and the attributes, form or order of the peace that exists. Thus, one might say that peace in the world is increasing and mean that more states are subscribing to a particular overarching, international peace. Or by saying that peace is more intense, one might imply that a specific peace is involving more and more cooperative interaction among individuals or nations.

Internal and External: Peace is both internal and external. It is a social contract among people or groups involving these psychological and social realities. The former comprises the parties' expectations and the congruence of these expectations with their mutual interests, capabilities and wills. These are all psychological variables. The social reality, manifesting the harmonization of certain expectations among the parties, may be evidenced in specific documents (such as a written contract), physical structures (such as certain government buildings), and patterns of cooperative interaction.

To say, then, that peace is an existent means that the particular expectations, meanings and values within the minds of the parties and their social manifestations are all causally-functionally integrated into a social contract. Thus, peace seen on the surface of social relations is only a small part of the overall structure.

Active: Finally, peace as a social contract is active, not passive. It is created through negotiation, adjustment, resolution and decisions. It comprises predictions (expectations) about the future. It is manifested through cooperative interaction. Its existence depends on congruence with the balance of powers. It is a phase in the dynamics of the conflict helix. By contrast, peace as the absence of violence or war is passive. True, it may be generated by negotiation and resolution. But the resulting peace is inactive, inert. It is a social void -- something to build a wall around to protect and maintain. Any condition or structure or lack thereof constitutes such a peace as long as there is no social violence.

Regional Cooperation in South Asia

South Asia is still in the process of evolving as a 'region' due to two basic factors: an adequate degree of complementarity of interests has not yet been achieved among the South Asian states; and the almost perpetual preoccupation with intra-state conflicts and crises leaves individual states with scarce time or resources to work towards regional solutions. It would be useful to elaborate on these two points.

A region can be defined on the basis of certain specific indicators that confirm its existence. A set of countries in close geographical proximity with each other can be categorized as a 'region' when, first and foremost, they share a certain commonality of (national) interests. These interests could incorporate a whole gamut of social, economic, political, cultural, historical and other factors.

Secondly, this set of countries should be sufficiently enlightened so as to understand the significance of placing cooperation above conflict in the conduct of inter-state relations.

This should also be bolstered by a collective desire to come together on a common plank to create some lasting mechanism for regional cooperation. These sentiments are more or less lacking among the South Asian states, as is evident in years of lack-luster performance by the SAARC. Following the conception of the SAARC in the 1980s, very little has been actually done to promote this sole existing mechanism for collective cooperation in the subcontinent.

Such lack of 'region-ness' in South Asia can also be understood in terms of another related phenomenon, that is, the persistence of myriad social, economic and political problems in practically each and every South Asian state. And such intra-state problems are often either the cause or consequence of inter-state disputes and misperceptions as well.

An Overview of South Asia

Viewed from either the global or regional perspective, South Asia provides a disappointing picture in every social, economic and political context. This is due to the fact that the region is almost perpetually plagued by various intra- and inter-state conflicts and crises stemming from myopic attitudes of the largely illiterate masses and the apathetic approach of the ruling elite towards resolution of such problems.

This distorts the national integrity/unity and the overall order situation of the affected state(s). Moreover, constant and often excessive preoccupation with domestic problems renders such states highly vulnerable to external threats and interference, which also challenges their sovereignty and consequent legitimacy. In other words, the persistence of multifarious problems, both within and between the South Asian states, hampers the sustenance of an environment wherein the basic essential needs of the common man are fulfilled.

This can also be explained as the lack of order in South Asian societies which, in turn, retards the economic development as well. Taken collectively, the inability of the ruling government to provide satisfactory levels of order and welfare leads to a crisis of political legitimacy. This emboldens subversive forces both within and outside the country to exploit the national inadequacies. As a result, the internal crises of the country often find external manifestations as inter-state regional conflicts.

Inter-State Relations in South Asia

South Asia is known to constitute one of the "critical regions" or "security complexes" in the world primarily due to the fact that most of the South Asian states are engrossed in varying degrees of inter-state disputes and conflicts. While the British imperial rule brought the South Asian countries within a common colonial system, it simultaneously sowed several seeds of discord that continue to plague inter-state relations in the area even today. The differences between India and Pakistan are an outstanding example in this regard.

The problems arising out of divided communities spread across the South Asian countries are often the source of misgivings between states. Similarly, the overlapping of languages and, more importantly, religions frequently exerts a negative impact on inter-state relations in South Asia. To top it all, the manipulative ability of political leaderships to exploit ethnic tensions for electoral reasons is an ever-present danger afflicting South Asia.

The area is characterized by countries with widely differing political systems -- democracies, military dictatorships and monarchies. Though most of the South Asian states emerged with shared colonial pasts, similar political experiences and common social values, divergences are manifest in values and principles followed in governance and state-craft. Not surprisingly, a leading scholar of South Asia remarked that "South Asia presents as different political orders and power structures as one seldom finds in any other geo-political region of the world."

Almost inexorably, South Asian nations, despite their apparent adherence to the ideal of nonalignment, have pursued extremely dissonant foreign policies. Consequently, the major global powers have played their roles in aggravating the intra-regional cleavages of South Asia. Finally, India's overwhelming regional preponderance creates certain basic insecurities and sharp differences

between the country and its neighborhood. All these aspects have created a multitude of problems for the region.

These problems collectively boil down to a crisis of legitimacy, welfare and order in the affected area. Thus, some of the contentious issues that inhibit cooperation in South Asia include those resulting from colonial legacies, issues of political and ideological character, issues of strategic conflict and military balance, issues that arise from the spill-over effect of internal conflicts and turmoil in a given country on its neighbors, and issues that arise out of resource and developmental conflicts.

A disturbing offshoot of these tendencies is the fact that South Asia is moving totally against the global disarmament trends. Global military spending declined by about 37% from 1987 to 1994; however, in South Asia it went up by 12% during the same period. Similarly, South Asia is expanding its standing armies at a time when other nations are reducing theirs. Globally, standing armies have been reduced by 16% since 1987, but in South Asia their size has increased by 7.5%. No wonder, then, that South Asia is one of the most militarized regions in the world.

The South Asian Association for Regional Cooperation (SAARC)

The SAARC was established when its Charter was formally adopted on 8 December 1985 by the Heads of State or Government of Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka. Its *objectives*, as defined in the Charter, are to:

- promote the welfare of the peoples of South Asia and improve their quality of life;
- accelerate economic growth, social progress and cultural development in the region and to provide all individuals the opportunity to live in dignity and to realize their full potential;
- promote and strengthen collective self-reliance among the countries of South Asia;
- contribute to mutual trust, understanding and appreciation of one another's problems;
- promote active collaboration and mutual assistance in the economic, social, cultural, technical and scientific fields;
- strengthen cooperation with other developing countries;
- strengthen cooperation among themselves in international forums on matters of common interests; and
- cooperate with international and regional organizations with similar aims and objectives.

The Association provides a platform for the peoples of South Asia to work together in a spirit of friendship, trust and understanding. It *aims* to accelerate the process of economic and social development in member states. Cooperation in the SAARC is based on respect for the principles of sovereign equality, territorial integrity, political independence, non-interference in the internal affairs of the member states and mutual benefit. Regional cooperation is seen as a complement to the bilateral and multilateral relations of the SAARC member states.

Preparatory meetings were held in advance of the First Summit in Dhaka at the level of Foreign Secretaries in 1981 in Colombo and in 1983 at the level of Foreign Ministers in New Delhi to identify areas in which regional cooperation could be promoted. The areas of cooperation which are now pursued in the SAARC's Integrated Program of Action through Technical Committees are Agriculture and Rural Development; Social Development; Environment, Meteorology and Forestry; Science and Technology; Human Resource Development; Transport and Communications; and Energy.

Summits, which are the highest authority in the SAARC, are held annually. The country hosting the Summit holds office as Chairperson of the Association until the next Summit. Thus, Nepal which hosted the Eleventh Summit in 2001 chairs the Association until the next Summit in Islamabad when Pakistan assumes the Chair.

The Council of Ministers, comprising Foreign Ministers of member states, meets at least twice a year. Its *functions* include formulating policies, reviewing progress of regional cooperation, identifying new areas of cooperation and establishing additional mechanisms that may be necessary. The Standing Committee, comprising Foreign Secretaries of member states, monitors and coordinates the SAARC programs of cooperation, approves projects including their manner of financing, and mobilizes regional and external resources. It meets at least twice a year and reports to and refers policy matters for decision to the Council of Ministers.

The SAARC also convenes meetings at ministerial level on specialized subject-specific themes such as commerce, international economic issues, environment, housing, tourism, information, communications, women and youth. The SAARC Secretariat is based in Kathmandu. It is entrusted with the responsibility of coordinating and monitoring implementation of the SAARC activities, preparing for the SAARC meetings, and serving as a channel of communication between the Association and other regional organizations and inter-governmental institutions.

Economic Cooperation in South Asia

Serious misgivings about the SAARC developing into a vehicle of purposeful and effective cooperation among the member countries are created by the history of the subcontinent, which has been replete with conflicts and discords. This is in the face of the fact that closer social, economic and cultural ties (the espoused ideals of SAARC) are considered the one and only hope for building regional cooperation efforts in South Asia in the coming years. Indeed, increasing regionalization of world trade and the fluidity of the emerging global system has increased trade within each trade bloc and those countries that do not belong to any trade bloc are likely to be the losers. This alone provides a strong rationale for sustaining the SAARC vis-à-vis future trade prospects of South Asia.

Among the SAARC countries, India happens to dominate the economic scenario as its population accounts for 77%, followed by Bangladesh (10.2%), Pakistan (9.8%), Nepal (1.7%) and Sri Lanka (1.6%). As India's hegemony is a lurking fear in the minds of other SAARC members, they are generally hesitant to commit themselves to cooperation in hard-core economic areas. Attempts to use the SAARC as a platform from which to launch joint industrial or manufacturing ventures threatens the smaller states with further integration into India.

The growing emphasis on economic cooperation is significant in view of the fact that intra-regional trade among the SAARC countries, as a percentage of their total world trade, is presently as low as 3.4% (the corresponding figures for the ASEAN, the EU and the NAFTA are 27%, 70% and 19% respectively). This is because of trade policies pursued in these countries that, along with sour political relationships, have tended to discourage cooperation within the region.

One of the key outcomes of the Eighth SAARC summit that concluded in New Delhi on 4 May 1995 was an agreement among the member states to initiate the South Asian Preferential Trade Agreement (SAPTA). It is essentially a framework in which members would accord a certain set of goods and commodities entry into their countries under preferential rates of import duties. The agreement finally came into effect from 7 December 1995 after Pakistan and Bangladesh also endorsed it.

Even the SAPTA has met with extremely limited success in promoting intra-SAARC trade. An inefficient infrastructure, low export capabilities and weak industrial base must all be rectified to ensure the success of the SAPTA. Similarly, the hopes of forming a South Asian Free Trade Area (SAFTA) are considered even more unrealistic because it implies that all the SAARC member states will have to agree to a common import policy, either formally or informally.

Towards a Better South Asia

It can be concluded that South Asia cannot be said to have evolved into a complete region because the propensity toward conflict has always prevailed over the desire for peace and stability among the states comprising this geographical area. Long-standing inter-state political differences and the actual occurrence of wars, the failure of the SAARC to emerge as a prominent instrument for promoting regional cohesiveness, the repeated inability of India and Pakistan to evolve a set of guidelines to peacefully resolve the Kashmir issue, the ease with which some external powers are able to manipulate and interfere in the domestic politics of South Asian states, the low levels of intra-SAARC trade and joint economic ventures, and the increasing militarization of most of the countries of South Asia are all indicators of a lack of 'region-ness' among the South Asian countries.

In light of these observations, the need of the hour is the total overhauling of the South Asian systems, keeping in mind the realities of the rapidly changing post-Cold War era. This fundamentally necessitates renewed and greater efforts on part of South Asian countries to evolve into a complete region, followed by the promotion of regional cooperation through action rather than pure rhetoric. Some recent developments in South Asia do provide scope for optimism.

It is hoped that such trends would be zealously encouraged with the desire of imparting the long-eluded quality of 'region-ness' to South Asia in the not-so-distant future. Lessons from other parts of the world prove the fact that regional organizations have thrived mainly on cooperation in trade and economic relations that bring visible and tangible benefits to the people. The emergence of several trading blocs and economic groupings all over the world clearly indicates that the economic survival and prosperity of any nation in this increasingly competitive post-Cold War era crucially depends on its ability to successfully integrate with other economies. Thus, it would not be erroneous to state that the prospects as well as compulsions for enhancing regional cooperation in South Asia are tremendous.

In fact, according to certain analysts of South Asian politics, there has been a growing realization among South Asian states of the importance and necessity of constituting South Asia as a region and looking for solutions to the problems of resource and security management within a regional framework. Once such a path has been well and truly adopted, South Asia can indeed begin to hope for a more effective role in the post-Cold War global environment. In this context, it must also be remembered that without an integrated economic, technological and military technology, none of the South Asian countries can ever hope to become significant global players. Thus, akin to the problems of South Asia, the solutions also seem to be intrinsically inter-related in nature. It must still be hoped that, however complex, such solutions will ultimately be implemented in order to build an economically stronger and socio-politically more cohesive South Asia.

SAP-PK's Approach

South Asia is a region with enormous problems, but it also has immense potentialities. Socially, the composition of the people is one of the most heterogeneous, stratified as they are along class, caste and ethnic lines. These differences notwithstanding, the region nonetheless does conjure up an image of overarching homogeneity in that its people in general share the immense pride of an ancient civilization and the age-old religious and cultural traditions, institutions, habits, beliefs and practices.

SAP-PK believes that, despite apparent differences, there is a special uniqueness and flavor to the personality of the South Asian populace that characterize and emotionally bind them in a strong sense of togetherness. This bond not only sets them apart from the rest of the world, but also presents itself as a strong basis for a potent and meaningful regional cooperation for collective advancement. In short, this is the rationale behind the organization's initiatives around the theme of peace and regional cooperation.

This theme is at the heart of SAP-PK's program and strategic approaches because the organization fully realizes its direct relation to other critical themes. For example, poverty in South Asia is largely an outcome of lack of economic cooperation within the region. Similarly, poor human and social development in the region owes largely to the needless expenditure incurred on defense. Likewise, democracy and democratic institutions have failed to flourish in South Asia because of the powerful institution of military in some of its countries.

More importantly, the theme of peace and regional cooperation has another dimension for SAP-PK also: it is a member of South Asia Partnership (SAP) network, and strives for achieving common regional goals along with similar organizations in Bangladesh, Canada, India, Nepal and Sri Lanka. Collectively, the national SAP organizations and SLCDF form SAP-International (SAP-I) which exclusively works on areas of regional dimension. The organization is, in keeping with its mandate, presently implementing some important activities around this theme.

Since its inception in 1988, SAP-PK has always been at the forefront of peace movement in Pakistan as well as South Asia. Like rest of the civil society in the region, the nuclear tests by India and Pakistan in May 1998 provided impetus to the organization's peace-related activities. Since then, it has become one of the most active components of national and regional networks working for promotion of peace and regional cooperation in South Asia.

SAP-PK contributes to the cause of peace through a variety of initiatives that offer a fine mix of activism- and academic-oriented approaches. The organization's specific activities around the theme of *peace and regional cooperation*, particularly during the year 2002, are presented in the following categorized under the sub-themes of **small arms and light weapons**, **sectarianism** and **minorities**.

Small Arms and Light Weapons

The world is experiencing an uncontrolled proliferation and free flow of small arms and light weapons across and beyond national borders. Their proliferation is not restricted to a particular region and has become a global phenomenon. More than 500 million small arms and light weapons are in circulation around the world (one for every 12 people), and large numbers continue to be produced both legally and illegally. Since 1990, they have caused almost four million deaths of which 90% were civilians, and 80% women and children.

Today the nature of conflicts has transformed from traditional combat between nations to inter-communal conflicts within states with greater involvement of civilians in these conflicts. As a result, the number of civilian casualties involving small arms is much greater than the number of dead in armed conflicts. They are readily obtainable from international markets, both legal and illicit, and are easily mastered by untrained and unprofessional civilians, soldiers, even children. The availability of small arms at relatively cheap prices, and convenience and ease in transport and maintenance has all boosted their extensive use around the world.

There are various definitions in use, but the terms small arms and light weapons are commonly used interchangeably to refer to military-style conventional arms that can be carried by an individual or a light vehicle. The UN draws a distinction between *small arms* which are designed for personal use (revolvers, self-loading pistols, assault rifles, carbines, sub-machine-guns and light machine-guns) and *light weapons* which are designed for use by several persons serving as a crew (heavy machine-guns, hand-held and mounted grenade launchers, portable anti-aircraft and anti-tank guns and missile systems, and mortars). The terms also include ammunition and various forms of explosives.

Small Arms and Light Weapons in South Asia

Small arms intensify and prolong conflict, they create culture of violence, and contribute to increase in violent crime. They are used to threaten, intimidate, and facilitate torture and oppression. Unfortunately, South Asia is directly affected by the clutches of this menace. Countries in the region are experiencing its effects in varied degrees and have become worse in the recent decades. Pakistan and India are worst affected with large numbers of sophisticated military-style weapons currently in circulation. Sri Lanka continues to bleed in the long drawn out ethnic war. Bangladesh and Nepal are also experiencing proliferation of small arms and light weapons, though to a lesser degree. The widespread proliferation, easy availability and misuse of small arms and light weapons are perhaps the greatest impediments to sustainable development, conflict prevention and human security in South Asia. Taking steps towards reducing their proliferation and misuse is therefore essential if there is to be stability, security and development at all levels from the community to the region.

Solutions to the problem of proliferation of small arms depend on each country urgently addressing the full range of challenges posed by them within their own boundaries, but the trans-boundary nature of the problem suggests that there must also be complementary and coordinated action undertaken at the regional level.

Small Arms and Light Weapons in Pakistan

Most countries in the subcontinent suffer from some degree of proliferation of small arms, but Pakistan is by far the worst hit. The arms' markets in the tribal areas in the NWFP have been famous for the production of small arms for centuries. However, the free flow of modern light weapons has increased manifold since the Soviet invasion of Afghanistan. In fact, the Afghan War ushered in a new era in the weapons' trade in South Asia, with millions of tons of military material including small arms and light weapons being imported into the region.

The failure of the incumbent government of the time to pay adequate attention to this dangerous spiraling trend of weapons' accumulation and the free flow in the hands of non-state actors further aggravated the problem. The government cannot also do much about the production and sale of weapons in the tribal areas because the state law does not have jurisdiction over them. The government can, at best, only check the in-country movement of arms from these areas.

The state stockpiles of small arms and light weapons in Pakistan are not pilfered as much as in its neighboring countries because it itself is flooded with so many illegal weapons and they are so easily available from illegal sources that are widely spread throughout the country. There is a dire need for

the government to take control of the drug trade and prevent the proliferation and flow of weapons both domestically and regionally with the help of the international community.

ADVOCACY ON SMALL ARMS

One of the major problems our world is faced with is the widespread proliferation of small arms. South Asia, in particular, has been one of the worst-affected regions. Fortunately, there is a growing awareness of this menace. The SAP network in general and SAP-I in particular are playing a leading role in this regard through various initiatives and specialized inputs discussed briefly in the following:

Regional Project on Small Arms in South Asia

In early 2001, SAP-I launched a regional initiative titled *Small Arms in South Asia* with the objective of exploring the scale and implications of the widespread proliferation and easy availability of small arms in the subcontinent. It involved a series of five **National Government-Civil Society Seminars**, conducted by the South Asian SAP organizations in their respective countries, in addition to a **Regional Strategy Meeting**.

In this context, SAP-PK organized a **National Seminar** for representatives of the government and civil society in March 2001 to evolve a country position on the issue of small arms in a participatory manner. The event was organized in collaboration with Islamabad Policy Research Institute (IPRI) and the then Minister of Interior Affairs, Mr. Moin-ud-din Haider, graced it as the chief guest.

The *important outcomes* of the national seminars, organized during February to April 2001 in Bangladesh, India, Nepal, Pakistan and Sri Lanka, are summarized in the following:

- Most of the small arms in circulation in the region were originally manufactured in the western countries.
- Money laundering and safe havens abroad are the main factors behind the spread of the menace of small arms.
- Close monitoring is required so that illicit transfers do not take place under the cover of legal trade, and that captured weapons are not re-cycled back to the criminals.
- There should be documentation of the small arms from the production stage all the way to the ownership stage.
- There is a need to distinguish between right of self-determination and terrorism, and also licit and illicit transfer of arms.
- Socio-economic development and jobs for the unemployed are necessary to root out the causes behind the spread of small arms and drugs.
- There is a need to analyze the demand side of small arms' proliferation and find ways to control it effectively.

The national seminars culminated in a Regional Strategy Meeting, which was organized in Colombo in June 2001. This Meeting concluded with the issuance of Colombo Declaration, outlining the expectations of the people in the region. While this regional initiative used the UN Conference on *Small Arms and Light Weapons in all its Aspects* as a focal point to attract attention, its objectives focused squarely on alleviating the impact of small arms on the people and communities of South Asia.

The UN Conference on Small Arms and Light Weapons in all its Aspects

The first ever UN Conference on *Small Arms and Light Weapons in all its Aspects* was held in July 2001 in New York. A Program of Action (PoA) was adopted by the Member States on this occasion to address the issue of proliferation of small arms and light weapons. They undertook to encourage the establishment and strengthening of cooperation and partnership at all levels among international and inter-governmental organizations and civil society. The UN will be hosting a Bi-annual Meeting to review the progress made by the Member States in July 2003.

12 South Asian participants attended this UN Conference, of which the majority represented the SAP Network. Availing this opportunity, SAP-I organized and anchored a number of meetings within the UN Headquarters in cooperation with International Action Network against Small Arms (IANSA). SAP-I was also among the selected 20 NGOs that were invited to speak at the official meeting.

SAP-PK's Executive Director attended the UN Conference along with three other participants from Pakistan and chaired an important meeting on *Asian Caucus and IANSA*. Since then, the organization has been at the forefront of all activities around this the theme of small arms and light weapons at the national level, and has also provided valuable input to the government on a number of occasions. SAP-PK is also formally registered as a member of IANSA and SASA-NET.

Research Study on Small Arms' Legislation in South Asia

Over the course of these events, it became clear that a comparative analysis of the legislative frameworks in the five main South Asian countries would be a useful component of the broader advocacy effort. It is exactly for this reason that SAP-I commissioned a research to provide an overview of the contemporary small arms' legislation in Bangladesh, India, Nepal, Pakistan and Sri Lanka. Examining the existing legal frameworks relating to small arms is only one component of a much broader effort to halt the proliferation of small arms and to reduce the number of these weapons in circulation. The ultimate solution will lie in improved relations among states in the region, and in the transformation of the political culture and societal norms.

In order to encourage more consistent application of national laws and facilitate greater regional cooperation, this report sets out the relevant legal provisions in the five South Asian countries. It begins with a short discussion on the background of small arms' legislation in the subcontinent. It then examines the situation in each of these countries in turn, providing an overview of the challenges faced, a brief history of the changes to firearms' legislation and the text of the most relevant legal provisions currently in force. The report concludes with a comparative analysis of the firearms' regulations in these five countries, highlighting both innovative measures that might be adopted in particular countries and inconsistencies that might inhibit greater cross-border cooperation in reducing the availability of small arms.

Clearly, the unchecked flow of small arms to areas of conflict represents a significant threat to world peace and security. While it cannot be said that such weapons are the primary cause of conflict, their worldwide availability, low cost and ease of operation make it relatively easy for potential belligerents of all kinds to initiate and sustain deadly conflicts. Therefore, there is an urgent need for properly drafted legislation and policy in regulating the flow of such weapons into the hands of non-state actors. Obviously, preventing illicit manufacturing and trafficking of firearms cannot be achieved by legislation on arms and ammunition alone. Even the present legislation, if properly implemented, would certainly reduce the illicit manufacturing and proliferation of small arms.

Attention to legislative matters will be an important component of a much broader plan to deal with the easy availability of small arms. As the firearms' challenges faced by South Asian countries have changed significantly over the past decade, there is no doubt that legislation needs to be amended and updated to address the changing reality. Knowing the law is surely an important first step towards ensuring that its provisions are respected. In this spirit, it is hoped that this research would provide useful background knowledge on the current legislative measures in place, encourage the updating and strengthening of these measures where necessary, and facilitate more rigorous implementation.

Seminar for Journalists on Small Arms in South Asia

Pakistan has been faced with the problem of small arms and light weapons for over two decades now, but very little effort has gone in determining its root causes and educating the people to overcome them. Even the media is uneducated on this issue to say the least. Realizing this critical need, SAP-PK organized an issue-based seminar on the theme of *Small Arms in South Asia* for the journalists of Lahore to help them understand the dynamics of this complex issue. The details of the recently concluded UN Conference were also shared at length in order to keep the journalists abreast with the emerging global scenario.

National Development Dialogue on Arms' Culture in Pakistan

Next in line was the National Development Dialogue on the theme of *Arms' Culture in Pakistan*. Representatives of mid-level NGOs from all the four provinces of the country were invited to this 3-day event, which was organized by the DSC Division of SAP-PK in September 2001. Very elaborate resource material was developed to help the participants understand the issue. The team of resource persons who facilitated this dialogue included experts as well as the government representatives. After thematic sessions on different aspects of the issue, the participants were involved in a group

work during which they came up with a set of recommendations at the international, regional and national levels.

Workshop on Arms' Culture and its Effects on Society

Under its South Asian Regional People and Policy Program (SARPPP), SAP-PK organized a one-day Workshop on *Arms' Culture and its Effects on Society* at Zhob (Balochistan) in January 2002. The *objective* of this workshop -- attended by a large number of local development activists, political workers, tribal and religious leaders, media persons, elected representatives, and government officials -- was to understand the reality of the issue in the tribal context.

The workshop was a significant development in keeping with the fact that it was the first event of this nature in a tribal area. It is important to remember that arms are considered to be a part of tradition and culture in the tribal belt of Pakistan. They are called "men's ornament" and more or less every male has them. Considering these realities, the design of the workshop was thought out innovatively in order to better solicit views of the participants and to avoid any unpleasant scene. The workshop was conducted in a participatory manner and all the participants were provided with an opportunity to express their opinion.

SECTARIANISM

Sectarianism has been, and continues to be, one of the major issues afflicting our society. Unfortunately, not many successful attempts have been made to understand the dynamics of this complex issue with a view to suggest innovative solutions. SAP-PK adopts a multi-pronged strategy in this regard which ranges from facilitation of research programs to organization of development dialogues on tolerance and social harmony. However, the cornerstone of related efforts is promotion of indigenous culture, wisdom and folklore especially through cultural festivals. Let us have a brief overview of these activities in the following:

National Research Program (NPR) on Sectarianism

Realizing the need for thoroughly analyzing and researching on various aspects of sectarianism, the DSC Division of SAP-PK launched its National Research Program (NPR) on this theme in 2001. The *objective* is to compile an anthology comprising four comprehensive research papers, and a brief overview of the related legislation and constitutional provisions. The proposed anthology is expected to be the first publication of SAP-PK that could be marketed owing to the interest of general readers in this subject, and the quality of its content.

Some of the leading intellectuals and experts on the issue were consulted during the initial stages to seek their input in the research design. Similarly, regular interaction has been maintained with the researchers after their selection in order to ensure that they are following agreed on research parameters. Three of the four research papers (*Sectarianism: The Players and the Game*; *Subcontinent: A History of Tolerance*; and *Muslim Rulers: Politics and Religion*) have already been printed in English and have met with great success.

Development Dialogues Series on Sectarianism

The DSC Division of SAP-PK successfully implemented its Development Dialogue series around the theme of *Sectarianism* in 2000-2001. It is to date one of the most concrete outputs of the organization around this theme. During these dialogues, representatives of CBOs, mid-level NGOs and other CSOs were imparted thorough orientation on the issue in a participatory manner. It was for the first time that the Development Dialogue series was organized around a single theme, rather than province-specific issues, for tangible results. Additionally, very elaborate resource material in book form was distributed among the participants of these dialogues.

The first one in the series, **NWFP Development Dialogue**, was organized on the theme of *Religious Harmony and Intolerance*. The event paved way for discussion on probably the most important issue confronting the province at that time. Next, **Punjab Development Dialogue** was organized on the theme of *Sectarianism: Problems and Solution*. After this, **Inter-provincial Development Dialogue** was organized for participants from Punjab and the NWFP on the theme of *Culture of Intolerance*. Very elaborate reports of these dialogues were widely disseminated.

These events not only promoted better understanding of the issue among the participants, but also provided them with an opportunity to share their perspectives on different dimensions of peace and intolerance. A very skilled and qualified team of resource persons facilitated these dialogues. A follow-up of the Inter-Provincial Development Dialogue was also conducted on the theme of *Sectarianism and Women in Pakistan* at Rahim Yar Khan (Punjab).

Cultural Festivals

Most of the activities implemented by SAP-PK cater to the needs of its partners in the development circles. However, the organization fully understands the importance of reaching out to the general public in order to involve them in its struggle for a peaceful and tolerant society. The message of peace in the verses of *sufi* poets like Bulleh Shah and Shah (Madhoo Lal) Hussain offers a very relevant context in this regard.

The first major step in this direction was taken in September 2000 when **Bulleh Shah Day** was organized in collaboration with a host of other organizations in Lahore. The basic idea was to impart the message of peaceful co-existence through the great *sufi*'s poetry. The event was attended by hundreds of people from all walks of life. Posters and stickers inscribed with Bulleh Shah's selected verses were also distributed among the audiences on this occasion.

The tremendous success of Bulleh Shah Day and the participation of people representing a cross section of the society in large numbers gave the confidence to SAP-PK to organize such programs in the future as well. Subsequently, **Shah Hussain Mela** was arranged in March 2001 in Lahore and was attended by more than 1,000 people from all over Punjab. The event aimed at conveying the underlying message of peace in Shah Hussain's poetry to the public at large.

The second Bulleh Shah Day was organized in September 2001 in Lahore. The event could not attract a very large number of audiences because of the recently-held attacks on the US on 11 September. However, the positive thing was that SAP-PK went ahead with the activity unlike many other organizations which had either cancelled or postponed their engagements fearing lack of public response.

Next in line was **Faiz Peace Mela**, which was organized by SAP-PK along with many other groups and networks in March 2002. The participation in the event exceeded all estimates and roughly 5,000 people enjoyed peace music. The second Shah Hussain Mela was also organized in March the same year in Lahore. Finally, the third Bulleh Shah Day was arranged in August 2002 in Lahore.

Coming to the nature of and the philosophy behind these cultural events, SAP-PK is a firm believer in the universal appeal of poets like Bulleh Shah and Shah Hussain. It is true that they are revered as saints throughout the subcontinent, but people are ignorant of their real message of transcending narrow boundaries. So, the primary objective of SAP-PK has been to motivate the people to understand their message of oneness of human beings.

With time, it was felt that there was a need to go further in order to impart the desired message. So, in 2002, a selection of Bulleh Shah's poetry was published along with the translation of difficult Punjabi words into Urdu. The publication was distributed among all the participants of the third Bulleh Shah Day and also disseminated to other partners of SAP-PK throughout the country. As expected, the response was enormous and many people were able to understand the verses of this great poet.

One of the major reasons behind the success of these cultural events is that SAP-PK has always organized them in collaboration with other organizations and like-minded individuals. Secondly, they have been made permanent fixtures and people actually look forward to them. Thirdly, the venues of these events have remained the same since their inception. As a result of this, the local communities have started to own them and are actually making all the logistical arrangements. Finally, and most importantly, the poetry recited on these occasions is so powerful that it is difficult not to be affected positively by it.

From SAP-PK's point of view, these initiatives have been very helpful in increasing its outreach to people outside the development arena. Perhaps there could be no better way of involving the common people in the activities of the organization. A book of Shah Hussain's selected poetry and a CD of selected rendering of Bulleh Shah are also planned for the next year. So far, these cultural

events have only been organized in Lahore and only Punjabi poets have been selected, but in future SAP-PK plans to organize these events in other provinces also and center them on the poetry in other languages.

MINORITIES

The issue of minorities, in the context of Pakistan's socio-economic and political scenario, needs to be addressed with special attention. They comprise perhaps the most marginalized group of the society and lack any say in the decision- or policy-making. The laws are biased against them, they don't have access to even the basic human rights, and they are mostly treated with contempt and disregard. Here, one has to take into account the factor that the percentage of minorities in Pakistan (a meager 3%) is one of the lowest in the world.

The last local government elections were held on the basis of separate electorate, thus further enhancing the marginalization of minorities by keeping them away from the mainstream politics. However, the joint electorate was restored under the LFO and October 2002 elections were held on its basis. Unfortunately, even this has failed to bring about any noticeable change in the state of minorities and they are still as vulnerable as earlier.

Minority Rights Commission of Pakistan (MRCP)

The grave situation of the rights and socio-economic development of minorities motivated a group of human rights' activists, researchers, development practitioners, political and social activists, and concerned individuals to join hands for a common struggle. For this purpose, they founded an independent, not-for-profit, non-partisan, voluntary organization under the banner of Minority Rights Commission of Pakistan (MRCP).

The *mandate* of MRCP is to initiate action research on different minority issues, collect and synthesize data, conduct analysis, and formulate strategies based on research findings. The organization *aims* at protecting and safeguarding human, political, social, economic, religious and cultural rights of the minorities in Pakistan, and promoting a democratic and secular civil society. It also aspires to promote the principles of equality and seeks to eliminate discriminatory practices against minorities. SAP-PK is facilitating this process through support of all kinds, and the office of MRCP is presently housed within its building.

The *main objective* of MRCP is to discourage discrimination in all its forms and manifestations, and take up responsibility to identify discriminatory behaviors and other problems faced by minorities in Pakistan.

The *specific objectives* of MRCP are to:

- initiate dialogue with individuals and CSOs to evolve a broader consensus for the protection of minority rights;
- initiate multidisciplinary research to support informed advocacy on policy issues; and
- integrate research findings into public debates and policy forums, and hold consultations with different groups to evolve policy alternatives and action strategies.

OTHER ACTIVITIES

Apart from the activities summarized above under the heads of small arms and light weapons, sectarianism, and minorities, SAP-PK undertakes a number of other initiatives around the theme of *peace and regional cooperation*. In the following, we briefly discuss some of the salient ones of the year 2002:

A Dream for Peace

A team of Villagers' Media Productions Inc. (VMPI) traveled to Pakistan in October 2002 in relation to a 13-episode series titled *Global Villagers*, to be broadcast on Vision TV. This series aims at displaying to Canadian audiences a correct and progressive picture about advocacy and development in the Third World countries. SAP-PK was selected as the local partner for the half-hour episode on Pakistan. During their visit, the VMPI team interviewed selected NC and GB members as well as the staff of SAP-PK. It also traveled to Mardan and Sargodha to interview selected partners of the

organization and document their work. Owing to the focus of SAP-PK's strategic interventions on peace, the episode on Pakistan has been named *A Dream for Peace*.

Orientation on Peace, Development and Democracy

A 2-day Development Orientation Workshop was organized for about 25 field workers of Punjab Rural Support Program (PRSP) in January 2002. The session on peace was one of the highlights of this workshop. A very elaborate presentation on *Peace, Development and Democracy* was made by SAP-PK's Senior Program Officer (Communications). Starting with various definitions of and general observations on peace, he moved forward to its relation with development and democracy as well as the role of media in improving or exacerbating peace. This input led to expectation that the participants would be able to apply the acquired knowledge in their work with the communities.

TWT's Strategic Review Workshop

A Strategic Review Workshop of Taangh Wasaib Tanzeem (TWT) was organized in late 2002 with the objective of critically analyzing the work the organization had undertaken during the past three years as well as devising its future strategy. A senior staff member of SAP-PK facilitated this workshop. The emphasis of the whole exercise was on equipping the participants with skills necessary for diversification of funds. To make this exercise more practical in nature, a 3-year program proposal on *Peace Studies and Inter-Faith Harmony* was developed as an outcome of the workshop. The facilitator also helped the participants, including the staff and board members of TWT, to relate to different approaches to peace and apply them in the work of their organization.

Zameen ka Nauha

More than 50 prominent Pakistani writers and poets are represented in *Zameen Ka Nauha* (Lamentations of the Earth), which was first published in May 2000 to wide acclaim. The anthology, edited by veteran journalist and writer Zamir Niazi who is a well-known chronicler of the struggle for freedom of press and expression in Pakistan, highlights the reactions of Pakistani writers and poets on the hazards of nuclear issues. A revised and updated version of this book was released in 2002 with the financial support of SAP-PK. This attractively designed book of about 350 pages is published by Scheherzade, a Karachi-based organization.

STRENGTHENING CIVIL SOCIETY

Context

Since the end of the Cold War, there has been a global ubiquity to the concept of civil society among researchers and activists, and a widespread assumption among many policy-makers in different parts of the world of its global relevance to strengthening democracy and development. *Civil Society* is usually understood as “the population of groups formed for collective purposes, primarily outside the state and marketplace”. It is usually seen as being situated beyond the household, and some writers argue that it is composed of groups which cross-cut ties of kinship and patronage.

Civil society promotes democracy, so goes the prevailing orthodoxy in the mostly western literature on democratization in emerging democracies like Pakistan. Inspired in large part by the post-1990 triumph of liberal democracy in large swathes of the globe, this fantastic creation also informs much of the current thinking in development policy given its presumed utility both as an analytical concept and as an instrument of change.

Romanticized as an autonomous sphere of associational activity constituted by disparate societal groups, bonded together by the common passion of collective action, civil society is assumed to be selflessly engaged in negotiating and claiming what is rightfully the citizens' political, economic and social prerogatives from state. Thus, civil society generates “social capital” and inculcates a general sense of ‘publicness’ that in turn makes the government responsive and accountable to it.

The idea of civil society has many different roots. **Adam Ferguson** saw civil society as a socially desirable alternative both to the state of nature and the heightened individualism of emergent capitalism. The German philosopher **G. W. F. Hegel** argued that self-organized civil society needed to be balanced and ordered by the state, otherwise it would become self-interested and would not contribute to the common good. Both approaches shaped the concept's early evolution.

Moving from the social and political sphere to the a narrower organizational focus, the work of **Alex de Tocqueville** has been influential and has been used to support arguments ‘in favor of’ civil society. His positive account of 19th century associationalism in the US stressed volunteerism, community spirit and independent associational life protections against the domination of society by the state, and indeed as counterbalance which helped keep the state accountable and effective. This account -- and elements of those which preceded it -- tended to stress the role of civil society as one in which some kind of equilibrium was created in relation to the state and the market.

The concept of ‘citizenship’, as understood in the West, is still alien to a large majority of the public in South Asia. Primary attachments such as tribe, culture and language remain powerful markers of identity given the unmitigated failure of the states in managing diverse ethnic, social and political claims on them. Naturally, where access to state is controlled, private interests are bound to take precedence over the public good. People frustrated with a state that excludes them as citizens are forced to withdraw from the public sphere and ultimately jockey for state resources and access via these primordial loyalties.

Defining and Conceptualizing Civil Society

The concept of civil society has gained an unprecedented currency in the last decade or so. What is the role of civil society? Who is part of it? Who is not? The answers will vary between countries and even among social activists and development practitioners from the same country. Therefore, it is crucial to develop a rigorous understanding of the idea of civil society and the form it takes. Before coming to various dimensions of civil society and its relevance, let us first delve into history to trace its roots and study its evolution.

Historical Evolution of Civil Society

From the 17th century onwards, almost all political theorists have talked about civil society. **Thomas Hobbes** (1588-1679) and **John Locke** (1632-1704) distinguished between the state and civil society -

- the organized society over which the state rules. They argued that it was possible not to have a state. Therefore, they needed a concept to describe the remaining institutions. Civil society, then, is the framework within which those without political authority live their lives: economic relationships, family and kinship structures, religious institutions and so on.

Locke drew a blueprint for a political system in which the government would be severely limited in its role, and subject to control and even abolition by the citizenry. He and later **Jean Jacques Rousseau** (1712-1778) argued that sovereignty lay with the people, not with a monarch, and governments had their authority only because the citizens consented to their rule to achieve specific benefits. **Friedrich Hegel** (1770-1831) analyzed civil society as an intermediate institution between the family and the political relations of the state.

In *German Ideology*, **Karl Marx** (1818-1883) and **Friedrich Engels** (1820-95) argued that civil society is the true source and theatre of all history -- the explanation of political events, legal changes and cultural development is to be sought in the development of its structure. This Marxist conception was also adopted by **Antonio Gramsci** (1891-1937) who argued that between the coercive relations of the state and the economic sphere of production lies civil society.

In the present context, three tendencies came together at one moment in history and contributed to the emergence of civil society as the 'third sector': first, overthrow of authoritarian regimes; second, acceptance of democracy as the only form of political organization of society; and third, triumph of the market. In the first, civil society plays an adversarial role to the state. In the second, it is in partnership with the state. In the third, it represents the non-profit sector opposed to the market.

Understanding Civil Society and its Role

Civil society is essentially a citizens' domain, well captured in **Marc Nerfin's** formulation *Neither Prince nor Merchant: Citizen*. Nerfin distinguishes the *citizen* from the *prince* and the *merchant*. Implicit in this symbolic formulation is the fundamental characteristic of civil society: its relative autonomy from the state and the market. The *prince*, the *merchant* and the *citizen* constitute three different sets of institutions, each of which has distinct motivations and structural preferences. The following institutional landscape illustrates the distinct motivations and preferences of the three institutions:

Institution	Primary Concern	Does Through	Represents	Operates
<i>State Sector</i>	Preservation of social order	of Legitimate and sanction society	authority and coerce the majority from or dominant groups	Interests of the majority of dominant political system
<i>Market Sector</i>	Production of goods and services	Mechanisms of economic exchange and maximization	of Individual self-interest and profit	In the realm of the market
<i>Associating or Citizens' Sector</i>	Articulation of particular vision	and Shared of a values of its members clients	normative Interests of its patrons, marginalized and groups	of In the realm of the civil society

Civil Society: Working Definitions

"It is a panoply of organizations and individuals that engage in public life. Those acting from a social justice perspective engage in public life to help people, groups and governing institutions meet their mutual responsibilities to the society; to check and balance the power of the state and market; and to work towards making real a vision of a just, decent society."

Civil society includes, among others, NGOs/CBOs, professional associations, philanthropic and religious organizations, and both ordinary and elite individuals. Taken as a whole, it represents a diversity of identities, issues and perspectives. It can draw strength from its pluralism and diversity, even though it cannot represent or speak for the interests of all people all of the time or even some of the time. Overall, civil society excludes members of the state apparatus (the military, police, bureaucracy, elected officials, etc.), political parties, corporations and donor agencies. However, there

is space for individuals from these institutions to engage in public roles that are separate from their work affiliations.

Civil society's strength depends largely on its genuine autonomy from the state. The CSOs and their leadership must be independent of government authorities even as they work to develop professional and public relationships with public officials at all levels of government. People and organizations that participate in civil society should be free from threats and harassment by both public officials and non-government "vigilantes" who operate outside the law.

"Civil society protects people who exchange, refine, express, live and act on their views from fear and harassment. That society also protects from fear and harassment those institutions where these activities of exchange occur. The absence of threat and fear by those in authority leads people to value the organized public expression of their views."

A civil society includes a public process where policies, legislation and regulations are crafted, implemented and revised. Participation in this process is open and/or representative. Accountability, likewise, is achieved and sought through this process. And, within this process, debate and disagreement as well as compromise and negotiation are accepted.

Civil Society: Modern Perceptions

Since the use of civil society as a term has become fashionable, many individuals and institutions have tried to define it order to capture its diverse perceptions and help maximum people relate to it. To facilitate better understanding of the concept among readers, some of the major modern definitions of *civil society* are presented in the following:

Roberto Belloni: It expresses the potential for toleration, for accommodating different world-views and lifestyles. It refers to communications and social relations among people, a horizontal space where non-violent management of differences become possible.

Society for Participatory Research in Asia (PRIA): It is a collection of individual and collective initiatives for 'common public good'.

Robert D. Putnam: The social capital embodied in norms and networks of civic engagement seems to be a pre-condition for economic development, as well as for effective government. Development economists take note: Civics matters.

Alexis de Tocqueville: An association unites the efforts of minds which have a tendency to diverge in one single channel and urges them vigorously towards one single end which it points out. Feelings and opinions are recruited, the heart is enlarged and the human mind is developed by no other means than by the reciprocal influence of men (human beings) upon each other.

CIVICUS: The network of autonomous associations that rights-bearing and responsibility-leaden citizens voluntarily create to address common problems, advance shared interests and promote collective aspirations.

Vaclav Havel: It has three basic pillars: 1) association; 2) decentralization of the state; and 3) delegation of the exercise of some of its functions to relatively independent entities.

Civic Practices Network: It refers to that sphere of voluntary associations and informal networks in which individuals and groups engage in activities of public consequence. It is distinguished from the public activities of government because it is voluntary, and from the private activities of markets because it seeks common ground and public goods. It is often described as the 'third sector'. For democratic societies, it provides an essential link between citizens and the state.

In other words, advocacy, particularly from individuals and organizations advancing social justice, is allowed, expected and desired. Institutions that should thrive in a free atmosphere include civic organizations, community gathering places, women groups, rural organizations, poor people's groups, youth groups, farmer associations, professional associations and labor unions. These are illustrative

examples and in no way limit the institutional possibilities. Civil society also embraces and respects the importance of family, home, friends and neighbors. Finally, like-minded individuals within the government or the private sector can also be a part of the civil society in their personal capacities.

The Manifestations of Civil Society

One of the tremendous achievements of humanity in the modern age is that ordinary men and women are increasingly recognizing their responsibility to help resolve issues of local, national and international concern. This marks a shift in consciousness away from dependency on governments and other elites towards the insight that interdependence is the keynote of all life, implying that it is only through the enlightened thinking and actions of all that global crises can be faced and resolved.

The growing number who have decided to live by this insight are the spearhead of a new civilization which is based on "that which has never yet before truly existed -- right human relations". Although they still represent a small fraction of the global population, they wield a force for good out of proportion to their numbers. Furthermore, their numbers are increasing. Dramatic evidence for this is provided by the growth in the number of NGOs, one of the principal channels through which this new responsible living manifests.

One of the most important aspects of choosing to work within an NGO or other CSOs is the fact that it is a definite opportunity to work in a group, rather than as a separated individual. Group work makes it easier to leave behind the selfish concerns of the individual, so freeing more energy to realize the service objectives of the group.

The amazing growth of this tendency to work cooperatively in groups suggests that a fundamental change is taking place in human consciousness: we are perhaps beginning to unfold the capacity for group consciousness, in which the best elements of all the individual minds and hearts involved are united in constructive effort. A group of this sort thus represents a true unity-in-diversity: a unity focused by a common vision and the principles through which that vision is realized, and a diversity of expertise within each individual's field of responsibility.

Living up to such a new ideal is not easy, but the reward is a capacity to serve others far greater than would be possible for the individuals alone. And on a wider scale, the ability to create fluid alliances which recognize a shared purpose is one which groups themselves are increasingly demonstrating. A major example of this occurred at the **Earth Summit** in Rio de Janeiro in 1992, when around 15,000 NGOs came together at the **Global Forum**, which ran in parallel to the Summit. At all of the subsequent major **UN conferences** of the 1990s there have been parallel **NGO Forums** where ordinary citizens were able to discuss the issues which their political leaders were also debating.

Without doubt, the fact that so many concerned people were focusing on these major global problems simultaneously with their elected representatives must have helped to enlighten the mental atmosphere of the official discussions. Further opportunity to clarify the issues came from the addresses which individuals representing major groupings of CSOs made at the official conferences. The positive contribution of NGOs to these conferences has been openly acknowledged by the UN, as has their role in helping to implement the measures contained in the important conference documents.

The UN is not the only international body which has attracted civil society to meet in parallel to its conferences. While the **Commonwealth Heads of Government Meeting** was going on in Edinburgh in 1997, the Assembly Rooms in the heart of the city staged exhibitions, conferences, workshops and cultural performances by some 140 organizations under the auspices of the **Royal Commonwealth Society**. The success of this gathering of Commonwealth civil society led to similar events in future years.

The meeting of Heads of Government of the **G-7** of Britain, Canada, France, Germany, Italy, Japan and the US (now the **G-8** since the admission of Russia) has been accompanied since 1988 by a parallel meeting for citizens' groups. Founded by **The Other Economic Summit UK** (now the **New Economics Foundation**), this meeting provides a forum where civil society can meet to reflect on approaches to the world economy which ensure the safeguarding of the environment and human rights.

At the 1998 meeting in Birmingham, called *The People's Summit*, a special focus was placed on debt relief for the world's poorest nations. This was due in large measure to the **Jubilee 2000 Coalition**, comprising around 30 CSOs including a number of church aid agencies, which campaigned for a debt-free start to the next millennium for a billion people. The Jubilee 2000 Coalition represented a slightly different kind of union of groups within civil society, one which was brought together not so much for a specific event as by the shared recognition of the need to campaign for a specific cause.

Another example is the **Third World Network**, which is involved in bringing about a greater articulation of the needs, aspirations and rights of people in the Third World; a fair distribution of global resources; and forms of development which are humane, in harmony with nature and fulfill people's needs.

Specifically concerned with agrarian issues is the **ANGOC**, an autonomous, non-profit, regional association of 24 national and regional NGO networks from 10 Asian countries actively engaged in food security, agrarian reform, sustainable agriculture and rural development activities. Its member networks have an effective reach of some 3,000 NGOs throughout the region.

On a national scale there is the **Real World Coalition**, formed before the last UK general election. This group of over 30 organizations collaborated to produce a specific action program and called on the major UK political parties to commit themselves to its 12 key points in their first term of office.

At the sub-national level, the **NGOCE** strives for the attainment of a pro-people quality environment by mobilizing groups and institutions for the protection and conservation of natural resources in Cross River State of Nigeria. It advocates the sustainable use and equitable distribution of benefits arising there from, and responding to associated gender concerns.

Another alliance, the **We the Peoples Initiative**, has a global objective: making peace a practical reality in the 21st century. It can be seen as representative of those alliances which are focused on the working out of one or more specific principles into everyday life. One of the We the Peoples' participants is itself a coalition of NGOs, the **Action Coalition for Global Change**. It works for the establishment of a number of such principles, namely global peace, a sustainable environment, equal human rights for all, a just global economy and global ethics education.

We could go on enumerating the various types of alliances, groupings and coalitions which exist -- there has, for example, been no reference to the communities of NGOs to be found on the internet, such as **OneWorld Online**, **PanAsia** and **GreenNet**. But the key point is that, no matter how tenuous the outer links between groups, these alliances are expressions of an underlying subjective unity: groups, just as much as individuals, are increasingly identifying with each others' vision of a future world in which goodwill and right relations are universal, and are responding by synthesizing and integrating their constructive activities as a demonstration of the glory of the One.

SAP-PK's Approach

SAP-PK fully realizes that unless there was a collective expression of the civil society, the values it is striving for would remain an elusive goal. A vibrant civil society offers a solution to most of our problems calls for collective struggle. In order to find a way for ourselves in this age of globalization, the *Third Sector* has to come forward and play its role in an organized and meaningful manner.

That is exactly why now SAP-PK has pinned all the hopes of accomplishing its dreams and desires on strengthening civil society and its institutions. Even if it does not solve all the problems, its presence as a potent force reduces the possibility of any exploitation by the government or the market. It, at least, provides a space to all those who have always remained unheard in the decision-making process.

The present political situation in Pakistan also provides civil society with a historic opportunity to come forward and play its role for revival of true democracy in the country. There are separate voices opposing the unconstitutional amendments introduced by a military dictator, but they need to gel together for any tangible outcome. SAP-PK believes that the hurdles and hindrances in the attainment of its dream of a peaceful and democratic Pakistan could only be overcome this way.

Having firm belief in the potential of civil society to bring about a positive change in the society, SAP-PK has always supported efforts that contribute towards its strengthening or collective expression. At the same time, these engagements with diverse civil society groups, political activists and development workers have helped the organization expand its vision and outreach.

SAP-PK's nature of partnership with other groups and organizations for a vibrant civil society has been varied and diverse. In the following, we take a brief overview of some of the major activities that can be categorized under the head of *strengthening civil society*:

Resource Development Program (RDP)

SAP-PK considers *capacity building*, defined as an ongoing process of enabling people to realize their full human potential, an important means of strengthening civil society. Considering CBOs the best vehicles to address community needs and problems, the organization builds their capacity in development-related areas through its various training interventions. The related activities are mainly conducted by Capacity Building Division (CBD) of SAP-PK and Resource Development Program (RDP) is unarguably the most important one among them.

The *philosophy* of RDP training is rooted in the fact that fundamental institutional reforms demand a change in the existing control over the means of production and access to key services. This does not only mean equal distribution of wealth, but equity in every chance and equitable development of the country's resources, especially its people. SAP-PK considers this resource vital and seeks to develop it, firmly believing that the existing inequalities could only be overcome through a mass movement of the marginalized sections of the society.

The RDP was initiated in 1991 with the realization that if hidden potential of CBOs was utilized fully, the process of change could be kept in the right direction as well as catalyzed systematically. So, its fundamental thrust has always been on building the capacity of CBOs to plan, coordinate and execute development projects, and enabling them to become viable and sustainable vehicles for social change. The training package also demonstrates to them how integrated, self-reliant and participatory development of their communities was possible. The *specific objectives* of RDP are to:

- empower participants to undertake social, economic and political analyses, aimed at defining the development needs of their communities;
- enable communities to move towards an optimum realization of their human potential by teaching participants how to channelize local human and material resources through participatory development activities; and
- ENSURE THAT SUCCESSFUL COMMUNITY DEVELOPMENT INITIATIVES REACH BEYOND LOCAL PARAMETERS TO HELP AT THE MACRO LEVEL.

Implementation Plan of RDP

The one-year RDP is conducted in two provinces every year, thus all the four provinces of the country are covered in a two-year cycle. The process starts with identification of potential CBOs for the training. The CBD team visits short-listed organizations to meet their members and communities before finalizing their names. After formal selection of about 20 organizations each from both the provinces, they are asked to nominate two members (one male and one female) to attend the series of eight workshops. The training is conducted separately in both the provinces, but its content is exactly the same.

Follow-up visits are also conducted after three of the eight workshops in order to ascertain whether the participants had shared the acquired knowledge with other members of their organization and community or not, and to what extent was it reflected in the work of their organizations. Additionally, meetings are held with executive bodies of participating CBOs as well as local communities to gauge the impact of RDP. In case of need, important issues discussed in the preceding workshop are also reiterated for better understanding.

Introduction to RDP Workshops

In the following is a brief introduction to the eight workshops offered during RDP in sequential order:

- **2-day Mutual Acquaintance Workshop** introduces participants to each other, SAP-PK and RDP.
- **4-day Development Orientation Workshop** develops skills among participants to design a baseline survey of their communities.
- **6-day Capacity Building Workshop** enables participants to integrate development concepts in their work and critically review their understanding of development approaches.
- **3-day Gender and Development Workshop** helps participants understand gender and its related themes, and foster a gender sensitive approach in their organizational structure and program interventions.
- **4-day CBO Management Workshop** enables participants to develop long-term community development programs, refine and rebuild their organizational structures, demonstrate their communication skills, and increase participation of people in development initiatives.
- **3-day Advocacy and Networking Workshop** helps participants understand the nature of advocacy issues, especially in relation to the UN Charter for Human Rights and the Constitution of Pakistan, and exposes them to various means of networking with other organizations.
- **3-day Financial Management Workshop** imparts detailed orientation to participants on key subjects of financial management like budget, record keeping, accounting, trial balance, balance sheet, etc.
- **3-day Inter-provincial Workshop** redeems the spirit of socio-political activism by bringing together participants from both the provinces for reflection on RDP.

To date, nine phases of RDP have been conducted successfully with 553 participants (346 males, 207 females) of 319 CBOs from almost all the districts of the country. The details are: **Sindh** (Years: 1991-92, 1993-94, 1996-97, 1998-2000 and 2002-03; *Organizations*: 107; *Participants*: 180, 118 males and 62 females); **Punjab** (Years: 1991-92, 1993-94, 1996-97, 1998-2000 and 2002-03; *Organizations*: 83; *Participants*: 155, 89 males and 66 females); the **NWFP** (Years: 1992-93, 1995-96, 1997-98 and 2001; *Organizations*: 62; *Participants*: 116, 70 males and 46 females); and **Balochistan** (Years: 1992-93, 1995-96, 1997-98 and 2001; *Organizations*: 167; *Participants*: 102, 69 males and 33 females).

RDP in 2002

The ninth phase of RDP began in early 2002 with the visit of the CBD team to 24 districts in Punjab and 18 districts in Sindh for the identification of new partner organizations. This process was comprehensive but lengthy, delaying the initiation of the training package by two months. However, as a result, some good and potential CBOs were identified in these provinces. The following is a list of major activities conducted under RDP during the year:

Activity	Dates	Province	CBOs/Districts Visited
<i>Identification of CBOs</i>	15 April-01 May	Sindh	73/16
	02-20 May	Punjab	120/24
<i>2-day Mutual Acquaintance Workshop</i>	25-26 May	Sindh	20
	06-07 June	Punjab	20
<i>4-day Development Orientation Workshop</i>	27-30 June	Sindh	20
	03-06 August	Punjab	25
<i>Follow-up of Development Orientation Workshop</i>	09-19 Sept.	Punjab	18/10
	13-21 Sept.	Sindh	23/10
<i>6-day Capacity Building Workshop</i>	25-30 Sept.	Punjab	21
	15-20 October	Sindh	22
<i>Follow-up of Capacity Building Workshop</i>	15-22 October	Punjab	06/06

Provincial Coordinating Councils (CCs)

THE PROVINCIAL COORDINATING COUNCILS (CCs) ARE A BI-PRODUCT OF SAP-PK'S RDP. AS A RESULT OF ONE YEAR'S ASSOCIATION DURING THE TRAINING PACKAGE, THE PARTICIPATING CBOS TEND TO DEVELOP AN *ESPRIT DE CORPS*. SO, THEIR DESIRE TO MAINTAIN CONTACTS WITH SAP-PK AND THEIR FELLOW CBOS AFTER ITS CULMINATION IS QUITE NATURAL. THE FOUR PROVINCIAL CCS SERVE THIS PURPOSE AS ALL RDP-

GRADUATE CBOS BECOME THEIR MEMBERS AUTOMATICALLY. THEIR NAMES AND YEARS OF INCEPTION ARE: *BHITSHAH DECLARATION COORDINATING COUNCIL (BDCC)*, SINDH: 1992; *SARHAD COORDINATING COUNCIL (SCC)*, THE NWFP: 1993; *NETWORK FOR COMMUNITY EMPOWERMENT (NCE)*, PUNJAB: 1994; AND *BALUCHISTAN COORDINATING COUNCIL (BCC)*, BALUCHISTAN: 1995.

Through the provincial CCs, SAP-PK *aims* to strengthen and organize CBOs and their networks at provincial level to bring about socio-economic change. Their *specific objectives* are to:

- ENABLE MEMBER ORGANIZATIONS AND GROUPS TO LEARN PROGRAM DESIGNING, IMPLEMENTATION AND MONITORING, AND GROUP FORMATION;
- PROMOTE LIAISON AMONG MEMBER CBOS SO THAT THEY COULD SHARE EXPERIENCES TO DEVISE NEW COMMUNITY BASED PARADIGMS OF DEVELOPMENT;
- DESIGN AND IMPLEMENT SUSTAINABLE AND SELF-RELIANT PROGRAMS; AND
- IDENTIFY EMERGING ISSUES AND MUSTER SUPPORT TO ADDRESS THEM THROUGH CONSENSUS.

Areas of Operation of Provincial CCs

The areas of operation of the four provincial CCs include networking, group formation, capacity building, lobbying and advocacy, social and legal activism, publications and information dissemination, field operations and social mobilization, women empowerment, strengthening CSOs, educating media, and conducting research. They also facilitate dialogues on provincial problems and issues, and form opinion for collective action on advocacy issues. At national level, these CCs try to collaborate with each other through correspondence, exposure visits and raising collective voice on issues of common interest.

Provincial CCs in 2002

SAP-PK continued to provide regular program support to the four provincial CCs during the year. The related inputs helped them in increasing their outreach as well as enhancing their credibility among the stakeholders. As a result of these inputs, the CCs were also able to deal with their internal problems and institutional gaps, and improve their planning processes. The details of salient activities held with the provincial CCs in the year 2002 are as follows:

Activity	Dates	Venue	CBOs/Participants
<i>2-day Training Workshop on Networking and Linkages for BCC</i>	24-25 June	Quetta	45/55
<i>Meetings with BDCC Members</i>	16-28 April	Sindh	35/45
<i>Meeting with NCE Members for Technical Need Assessment (TNA)</i>	23-24 February	Lahore	24/30
<i>Meeting with SCC Members</i>	15 March	Lahore	04/07
<i>District Orientation Workshops with BCC, BDCC and SCC</i>	27 April 07 May 20 May	Quetta Karachi Peshawar	21/75
<i>24 Seminars on Proposed Constitutional Amendments by BDCC, SCC and BCC</i>	23 July-26 Sept.	Sindh The NWFP Balochistan	192/1,800
<i>16 District Public Forums by BDCC and SCC</i>	19-30 Sept. 05-29 Sept.	Sindh The NWFP	398/3,250

Although the CCs have emerged as effective provincial forums for community development groups to interact and build the capacity of their members, they have not been very successful in meeting the demand and needs of their member organizations. A major reason behind this is that the CCs are still grappling with the issue of institutional sustainability.

This has increased the load and demands on SAP-PK programs, and reduced the capacity of the organization to reach out to new members, and involve CBO partners in local advocacy and social campaigns. Realizing this need, a new plan has been prepared to reorganize the provincial CCs at the district level.

Small Capacity Building Inputs (SCBI)

HISTORICALLY, SAP-PK IMPARTS SPECIAL INPUTS, MOSTLY TECHNICAL TRAINING, ON SPECIFIC THEMES TO ITS PARTNER CBOS WITH THE AIM OF SOLVING THEIR IMMEDIATE COMMUNITY PROBLEMS. HOWEVER, IN THE RECENT PAST, A NEED WAS FELT TO CATER TO THE EMERGING NEEDS OF NGOS, CBO NETWORKS AND OTHER CSOS. ACCORDINGLY, ALL SUCH ACTIVITIES WERE RE-DESIGNED AND SINCE THEN HAVE BEEN ORGANIZED UNDER THE BANNER OF SMALL CAPACITY BUILDING INPUTS (SCBI). THE OBJECTIVES OF THIS PROGRAM ARE TO:

- IMPART A DETAILED ORIENTATION ON IMPORTANT EMERGING ISSUES TO PARTICIPANTS WITH AN EXPECTATION THAT THEY WOULD INCORPORATE THE ACQUIRED KNOWLEDGE IN THEIR WORK AS WELL AS THAT OF THEIR ORGANIZATIONS;
- FACILITATE ORGANIZATIONS IN MAKING THEIR WORK IN LINE WITH THE DONORS' PRIORITY AREAS AND HELP THEM IN TAKING THE DEBATE AROUND THESE THEMES TO THEIR COMMUNITIES; AND
- HELP MID-MANAGERS AND CSO REPRESENTATIVES IN UNDERSTANDING NEW CONCEPTS, SO AS TO ENABLE THEM TO UNDERTAKE THE RELATED WORK EFFECTIVELY.

Launched in 2001, SCBI is a need-based program. As such, the training workshops organized under it are not limited to any specific topic or training design. Since the primary aim is to fulfill the specific needs of the participating organizations, the topics of the workshops are finalized respecting their particular desires. Banking on the program's flexibility, a few workshops have also been organized in critical areas that are not covered by any other program of SAP-PK.

A total of 12 workshops on various themes were organized in all the four provinces of the country (six in Punjab, three in Sindh, two in Balochistan and one in the NWFP) under SCBI in its first year. In all, as many as 297 participants (196 males and 101 females) of about 100 organizations from far flung areas of the country benefited from these workshops. The details are as follows:

DATE	TOPIC
27-30 JAN.	<i>Micro-Entrepreneur and Rural Marketing</i>
20-22 APRIL	COMMUNITY MOBILIZATION AND ORGANIZATIONAL MANAGEMENT
15-17 May	ADVOCACY, NETWORKING AND STRATEGIES FOR COMMUNITY MOBILIZATION
25-27 MAY	PEACE STUDIES AND CONFLICT RESOLUTION
24-26 JULY	COMMUNITY MOBILIZATION AND WOMEN DEVELOPMENT
07-09 SEPT.	PARTICIPATORY PLANNING/MANAGEMENT AND WOMEN DEVELOPMENT
24-26 SEPT.	DEVELOPMENT ORIENTATION AND PRA
16-17 OCT.	COMMUNITY MOBILIZATION
01-04 NOV.	PROPOSAL DEVELOPMENT AND REPORT WRITING
08-09 NOV.	STRATEGIC PLANNING
11-12 NOV.	COMMUNITY MOBILIZATION
08-12 DEC.	ORGANIZATIONAL MANAGEMENT AND MICRO-CREDIT

Themes of SCBI

Under SCBI, SAP-PK offers training to CBOs, NGOs, networks and other CSOs in the following areas:

ORGANIZATIONAL AND PROGRAMMATIC DEVELOPMENT: PARTICIPATORY

MONITORING AND EVALUATION; COMMUNITY MOBILIZATION; DEVELOPMENT ORIENTATION; PROGRAM PLANNING AND MANAGEMENT; LEADERSHIP SKILLS; AND NETWORKING.

SECTORAL AND TECHNICAL THEMES: PROPOSAL DEVELOPMENT; MICRO-CREDIT, MICRO-ENTREPRENEUR AND RURAL MARKETING; THEATRE AND POSTER MAKING; FINANCIAL MANAGEMENT; PRA AND RRA; REPRODUCTIVE HEALTH; AND NON-FORMAL EDUCATION.

MANAGEMENT, PLANNING AND HRD: RESOURCE GENERATION; ACCOUNTING AND BUDGETING; AND RESULT-BASED PLANNING, IMPLEMENTATION AND REPORTING.

CROSS-CUTTING THEMES: GLOBALIZATION; SUSTAINABLE DEVELOPMENT; CIVIL SOCIETY; POVERTY ERADICATION; PEACE AND REGIONAL COOPERATION; AND GAD.

SCBI in 2002

The SCBI successfully proceeded towards achieving its premier objective of strengthening civil society through capacity building of CBOs, mid-level NGOs and other CSOs during the year. The program not only helped SAP-PK develop links with a large number of CBOs from all over the country, but also facilitated the participating organizations in expanding their contacts and forming networks for raising collective voice on important issues. In the following, we take a brief overview of the important training workshops organized under SCBI in 2002:

Activity	Venue	Participants
3-DAY WORKSHOP ON COMMUNITY MOBILIZATION AND WOMEN DEVELOPMENT	HARIPUR	30
2-DAY WORKSHOP ON MICRO-FINANCE	HYDERABAD	44
3-DAY WORKSHOP ON COMMUNITY MOBILIZATION	LAHORE	20
3-DAY WORKSHOP ON ORGANIZATIONAL PLANNING AND MANAGEMENT	LAHORE	20
3-DAY WORKSHOP ON ACTIVE CITIZENSHIP AND GOOD GOVERNANCE	LAHORE	40
3-DAY WORKSHOP ON ORGANIZATIONAL PLANNING AND MANAGEMENT	HARIPUR	21
6-DAY WORKSHOP ON DESIGNING COMMUNITY HEALTH PROGRAMS	LAHORE	26
6-DAY WORKSHOP ON ENTERPRISE DEVELOPMENT	CHARSADDA	16
7-DAY WORKSHOP ON RURAL MARKETING	PESHAWAR	22
3-DAY WORKSHOP ON POVERTY REDUCTION	HYDERABAD	37
3-DAY WORKSHOP ON WOMEN EMPOWERMENT	QUETTA	24
3-DAY WORKSHOP ON ORGANIZATIONAL MANAGEMENT	KHUZDAR	40

Local Research Program (LRP)

Development is best promoted by free and critical debate informed by quality action research conducted in a participatory manner. Recognizing this fact, SAP-PK is trying to advance the concept of 'research as a public good'. The organization also understands that in order to better equip citizens of the country to solve their problems and ensure their genuine participation in the decision-making process, there is a need to raise awareness among them. This is not an easy task in a country like

Pakistan where successive governments have intentionally concealed facts from the people in order to keep them uninformed.

In this context, it is important to conduct quality action research with the help of 'ordinary' and voiceless people, who are theoretically the ultimate beneficiaries of most research initiatives. In other words, these people should be directly involved at all levels of an interactive research process. Ideally, they should be conducting research on their own, verifying its findings, redefining and re-identifying key issues relevant to them, and then putting forward their views before the policy-makers. The new consciousness gained by these people, it can be expected, would help them in understanding their real issues as opposed to those projected by governments to meet their own ends.

The need for participatory action research also stems out of a concern shared by all forward-looking NGOs, who are often accused of only criticizing governments without offering suitable and viable alternatives. Any research program which regards people's perceptions and involves them at all its levels is bound to generate discussion and debate that will ultimately result in people-centered alternatives to all contentious issues.

Additionally, such an arrangement would help establish an infrastructure of 'real information' at the local level. The fact that such an infrastructure does not exist in Pakistan, which as a result leads to partisan decision-making banking on estimates in the absence of facts, stresses its need all the more.

Need for Local-Level Participatory Action Research

Research is necessary for knowledge and knowledge is needed by all of us, especially by those who are voiceless and marginalized so that they can improve their situation. But, we have been conditioned in a way that research is something done by experts in universities and laboratories. It is something that produces big books and learned speeches. This belief makes us fear research and anything associated with it. This is the mystification of research.

ON THE OTHER HAND, WE HAVE COME TO BELIEVE THAT ACADEMIC STUDIES WILL TAKE US NOWHERE UNLESS PARTICIPATORY ACTION RESEARCH IS CONDUCTED AT THE LOCAL LEVEL. SAP-PK BELIEVES THAT 'ORDINARY' PEOPLE, EVEN POOR RURAL WOMEN, ALREADY DO SOME RESEARCH, AND CAN BE ENCOURAGED TO DO MORE RESEARCH IN ORDER TO SURVIVE AND IMPROVE THEIR LOT. THIS CONCEPT OF PARTICIPATORY ACTION RESEARCH IS PREMISED ON INVOLVING THESE 'ORDINARY' PEOPLE IN AN ANALYSIS OF THEIR OWN SITUATION, AND IMPARTING THEM SKILLS AND CONFIDENCE TO BRING ABOUT A POSITIVE CHANGE.

ANOTHER MAJOR CONCERN OF SAP-PK HAS BEEN TO LINK MICRO-LEVEL ISSUES OF THE PEOPLE WITH THE MACRO ONES. IT BELIEVES THAT A HEALTHY CIVIL SOCIETY CANNOT FUNCTION SMOOTHLY UNLESS VOICES OF 'ORDINARY' PEOPLE REACH THE DECISION-MAKERS. THE DSC DIVISION OF THE ORGANIZATION HAS BEEN ARRANGING DIALOGUES AT VARIOUS LEVELS AND PUBLISHING INFORMATION MATERIAL ON A WIDE RANGE OF ISSUES TO ACHIEVE THIS OBJECTIVE. MORE RECENTLY, THE FOCUS HAS SHIFTED TO PARTICIPATORY ACTION RESEARCH.

THE RESEARCH INITIATED BY SAP-PK IN THE PAST CENTERED ON KEY ISSUES, BUT IT WAS NOT REFLECTIVE OF PEOPLE'S ASPIRATIONS PER SE. REALIZING THIS, THE ORGANIZATION CHANGE ITS STRATEGY AND DECIDED TO ASCERTAIN VIEWS OF 'ORDINARY' PEOPLE ABOUT KEY ISSUES CONFRONTING THEM THROUGH THEIR DIRECT INVOLVEMENT IN ITS RESEARCH PROGRAMS. ALTHOUGH THIS INVOLVED A TASK AS TEDIOUS AS INTRODUCING A NEW PARADIGM -- HELPING PEOPLE TO UNDERSTAND THEIR PROBLEMS AND THEN CONVEYING THEIR VIEWS ABOUT THEIR SOLUTION TO THOSE WHO MATTER -- THE EXPECTED OUTCOMES WERE FAR ALLURING FOR A DEVELOPMENT ORGANIZATION LIKE SAP-PK TO RESIST.

THE ORGANIZATION'S *LOCAL RESEARCH PROGRAM (LRP)* TAKES ACCOUNTS OF ALL THE ABOVE-MENTIONED FACTORS. THE DSC DIVISION OF SAP-PK IS FACILITATING THIS PROCESS THROUGH ITS PARTNER RESEARCH GROUPS IN 15 DISTRICTS OF PUNJAB FOR THE PILOT PHASE OF THE PROGRAM. AFTER ORIENTATION ON RESEARCH TECHNIQUES AND METHODOLOGIES, THESE GROUPS CONDUCT BOTH QUALITATIVE AND QUANTITATIVE RESEARCH IN THEIR COMMUNITIES. REGULAR INTERACTION IS MAINTAINED WITH THEM THROUGH FIELD VISITS AIMED AT PROVIDING ANY REQUIRED ASSISTANCE ON THE SPOT.

The *specific goal* of LRP is to impart research skills to social activists and organizations working at the grassroots levels with the ultimate objective of developing comprehensive District Profiles through participatory action research. It is hoped that these documents would become the bases of people-centered development -- the prioritization of problems and needs done by the people themselves would help both governments as well as donor agencies to initiate development programs that are in line with people's wishes and aspirations. In other words, development planning would move out from air-conditioned rooms of Islamabad to where it really belongs.

The *specific objectives* of the program are to:

- form 15 research groups in Punjab, one in each district with two research associates, and enable them to initiate and conduct research;
- hold bi-annual training workshops for research associates in order to inform them about latest research techniques and methodologies;
- form resource centers and reference libraries at district level for provision of 'real' and 'authentic' information to interested people;
- develop linkages with local intelligentsia and academia to preserve indigenous knowledge through its documentation; and
- publish and disseminate findings of the research in the form of District Profiles after verification of the data compiled by research associates.

Formation and Training of District Research Groups

For the pilot phase of LRP, research groups were formed in 15 districts of Punjab: Bahawalnagar, Bahawalpur, Dera Ghazi Khan, Faisalabad, Gujaranwala, Kasur, Khanewal, Multan, Muzaffargarh, Pakpattan, Rahim Yar Khan, Rajanpur, Sialkot, Toba Tek Singh and Vehari. Although the selected research groups agreed to voluntarily facilitate and carry out research in their respective districts, the program suffered initially because of non-availability of funds for the training of these selected partners. This need was overcome through a small grant from Heinrich-Boll Foundation (HBF) for the training of district research groups.

Subsequently, the **First Training Workshop** under LRP was organized on *Research Techniques* in the first quarter of 2001 in Lahore. Two members each from all the 15 district research groups participated in this event, which aimed at helping them to undertake the duties assigned to them efficiently. Next, a **Business Meeting** on *Data Collection Techniques* was conducted in Lahore with the same participants to solve their problems of practical nature.

Following this, the **Second Training Workshop** was organized on *Research Methodologies and Survey Techniques* in Lahore. It started with the review of the data collected by the district research groups in order to identify the shortcomings. The qualitative and quantitative aspects of the data submitted so far were also analyzed and assessed thoroughly. The workshop concluded with a discussion on the proposed format of District Profiles. Next, an **Orientation Session** on LRP was organized for a selected group of journalists from Lahore. As an outcome of this activity, articles were printed in the local press on the need of the program and its expected benefits to the communities.

LRP in 2002

The DSC Division's staff conducted many field visits during the year to ensure effective implementation of LRP. The focus of these visits was on helping the partner district research groups to undertake the activities of the program smoothly. At times, this also involved meeting with the District Coordination Officer (DCO) to request for facilitation in the research process. The utility of this approach can be gauged from the fact that the research groups got required information from the government line departments without much hassle.

In February, a team of the Division conducted field visits to Arifwala (Pakpattan) and Bahawalnagar. Besides critically analyzing the work of research groups in these districts, this team also met with the respective DCOs and shared the details of LRP with them. In the same month, a field visit was conducted to Sialkot. In June, a meeting was held with the members of the partner research group in Bahawalnagar. In December, meetings were held with the partner research groups in Gujranwala and Sahiwal.

Based on the experiences of these field visits and meetings, as well as regular interaction with the district research groups through correspondence, the DSC Division was able to finalize the: 1) format of District Profiles after refining it on the basis of data submitted by the partner research groups in 15 districts of Punjab; and 2) names of four districts -- Bahawalnagar, Bahawalpur, Pakpattan and Rahim Yar Khan -- whose District Profiles would be printed first (by 2003).

Inputs to Media and Other CSOs

Considering the importance of media in the 'information age' and its increasing role as a component of civil society, SAP-PK has shifted its focus considerably to target journalists as primary stakeholders of its interventions. As a result of improved interaction with the media, the organization's activities were reported in the press in a much more serious manner than before. At another level, the frequency of contact with the media also helped in dispelling negative views of the journalists about NGOs. A very important feature of all the related initiatives was that most of their participants were working for Urdu newspapers.

Recently, SAP-PK has also made a deliberate attempt to enhance linkages with civil society groups and organizations outside the development world. In this regard, orientation meetings and workshops were held with professional associations like Punjab Professors and Lecturers' Association (PPLA), National Progressive Educational Society (NPES), etc.; bodies and groups of journalists like Lahore Press Club (LPC), Punjab Union of Journalists (PUJ), Media Foundation, Lahore Association of Women Journalists (LAWJ); Journalists' Resource Center (JRC), etc.; and cultural groups like Lok Sanaihya.

The nature of support provided to media and other CSOs by SAP-PK ranges from a single-session dialogue on a particular theme to a full-fledged development orientation workshop. This not only helps the organization spread its outreach across a diverse section of the civil society but also leads to better reflection of its work in the media. In fact, this is a process of bringing more and more people on your side by sharing your vision with them. A list of SAP-PK's salient inputs to media and other CSOs during 2002 is presented in the following:

Activity	Theme	Venue	Participants
<i>Meeting with CSOs</i>	<i>Role of Civil Society in Development</i>	Lahore	50
<i>Workshop with LAWJ</i>	<i>Organizational Building</i>	Lahore	08 women journalists
<i>Orientation of Journalists</i>	<i>LRP</i>	Lahore	10
<i>Workshop with PUJ</i>	<i>Strategic Planning</i>	Lahore	Governing Body
<i>Orientation of Punjab Social Welfare Dept.</i>	<i>SAP-PK</i>	Lahore	50
<i>Meeting with CSOs and Media</i>	<i>Policy Changes in Pakistan: Challenges and Opportunities</i>	Lahore	100
<i>Orientation of PRSP Field Staff</i>	<i>Development Issues and Concepts</i>	Lahore	25
<i>Orientation of AA-PK Staff</i>	<i>SAP-PK</i>	Lahore	10
<i>Consultation Meeting</i>	<i>Commonwealth Fund for Education (CEF)</i>	Islamabad	50
<i>Consultation Meeting</i>	<i>Basic Education Project (BEP)</i>	Islamabad	12

South Asian People's Summit

In the recent years, there has been an increasing trend of holding parallel forums along with events that are expected to have major consequences on the lives of the people. At the South Asian level, SAP-I brings together civil society networks and advocacy groups on the occasion of the SAARC Summit to provide them with a parallel platform to voice their concerns. This selected gathering of South Asian experts and activists seeks to address the people's issues and formulate agendas of action around them.

The 1st South Asian People's Summit was held in Colombo from 8 to 10 December 2000, the dates on which XI SAARC Summit was planned in Kathmandu. Although the official event was postponed because of differences between the governments of India and Pakistan over certain issues, the People's Summit was organized with the belief: "If the leaders don't meet, let the people meet. Let the people lead, for leaders to follow.

The main objectives of the People's Summit 2000 were to design a campaign to alleviate poverty, prevent violation of human rights, establish good governance and promote human development within the region. The major issues confronting the region were identified as: 1) Peace and Regional Cooperation; 2) Local and Regional Governance; 3) Human Rights and Human Development; 4) Empowerment of Women; and 5) Rights of children. The discussion and recommendations that followed led to the formulation of the People's Agenda for the region, which was submitted to the governments in the region as well as the SAARC Secretariat in Kathmandu.

The 2nd People's Summit was held in Kathmandu from 4 to 6 January 2002 along with the XI SAARC Summit. The event was organized by SAP-N in collaboration with SAP-I with the following thematic focus:

- Review of Anti-Terrorism Bill of 1998; and Proposal for a Regional Instrument on Human Security including Small Arms' Control.
- Regional Instrument on Combating Crime of Trafficking in Women and Children for Prostitution.
- Regional Civil Society Cooperation in a Globalizing World.

SAP-PK, in collaboration with SAP-I, organized the 3^d South Asian People's Summit in Islamabad from 11 to 13 January. Once again, the XII SAARC Summit was postponed because of differences between Pakistan and India over SAFTA; but the People's Summit was organized successfully with more than 125 participants from all over South Asia.

The themes and sub-themes identified for the People's Summit 2003 were: 1) Peace and Regional Cooperation (Small Arms and Light Weapons, Regional Convention against Terrorism); 2) Poverty Eradication (Impact of Structural reforms, Pro-Poor Budgets); 3) Social Development (Women and Child Development); 4) Local and Regional Governance; and 5) Trafficking in Women and Children.

POVERTY AND SUSTAINABLE LIVELIHOODS

Context

The 1980s proved to be a decade of sweeping changes for many developing economies. Economic difficulties experienced as far back as the 1960s led to the implementation of a set of economic policy reforms popularly known as *structural adjustment*. A broad range of developing economies, regardless of income levels and socio-political characteristics, took such marked policy shifts. Low-income economies such as those in South Asia, where a large number of the world's poor live, have also undertaken similar reforms.

The goal of such reforms is to modify the economic structure in order to maintain an acceptable economic growth rate and a viable balance of payments. A key step is to enhance the capacity to earn foreign exchange through the promotion of exports, and thus allow a level of imports required for economies to function and grow. This entails policy and institutional reforms that emphasize overall efficiency in the operation of an economy, and a greater reliance on the market for resource allocation.

In recent years, much attention has focused on the likely effects of structural adjustment policies on the poor. The fact that there are social costs associated with structural adjustment is not as much in contention as the magnitude and distribution of transitional costs. Concerns have been raised regarding the additional burden brought by structural adjustment on the poor; any loss in real income, no matter how small, would be hard-hitting and possibly intolerable for people at the very bottom of the income strata. Moreover, there is some skepticism regarding the distribution of benefits of structural adjustment.

Many economists, however, draw the distinction between *absolute* and *relative* poverty: It is argued that for the poor, an economy-wide (absolute) improvement in the standard of living would certainly be beneficial, although they may remain poor in relation to the rest of the society. Structural adjustment does not aim at re-distributing income. Its goal of increasing economic activity, however, is viewed as a positive development for the poor as it means higher incomes and more employment opportunities.

Poverty in South Asia

Poverty is an age-old phenomenon that has yet to be resolved in South Asia. It has persisted through periods of growth and expansion, and has become pronounced in periods of stagnation. In South Asian countries, widespread poverty is closely related to social stratification. Political and social analysts trace the emergence of these social structures to a skewed land distribution that largely arose from systems of revenue collection during pre-Independence days.

Marginal farmers (owner-tenants), landless tenants and agricultural laborers largely constitute the portion of the rural population whose incomes fall below the poverty line in South Asia. Women, who are providers of unpaid farm labor and low-wage agricultural labor, are the poorest of the poor. Even when they work as casual laborers, they receive lower wages than men.

Understanding Poverty -- Key Concepts and Terms

The Multidimensional Nature of Poverty: Poverty is commonly understood as not having enough money. However, there are many dimensions to poverty: poor health; inadequate education; lack of resources to make a living; the vulnerability of women and other marginalized groups, and their powerlessness to change the situation; etc. Acknowledging the multidimensional nature of poverty is important in order to develop new strategies for eradicating poverty.

Income Poverty: It is measured with respect to a household poverty threshold or line. Household Income and Expenditure Surveys (HIES), which use samples representative of the country's population, supply information that shows how many household live below the poverty line. It is further classified into:

- *Extreme or Absolute Poverty:* Lack of income necessary to satisfy basic human needs, usually defined on the basis of minimum calorific requirements. 27% of Pakistanis suffer from this form of poverty according to latest available data (1998).
- *Overall or Relative Poverty:* Lack of income necessary to satisfy essential needs (clothing, energy and shelter) as well as food needs. 46% of Pakistanis suffer from this form of poverty according to latest available data (1998).

Human Poverty: Lack of basic human capabilities like illiteracy, malnutrition, abbreviated life span, poor maternal health, illness from preventable diseases, etc. Indirect measures are lack of access to goods, services and infrastructure (energy, sanitation, education, communications and drinking water) necessary to sustain basic human capabilities.

Other Dimensions of Poverty:

- *Unequal Starting Conditions:* People are born into an environment that often predetermines their chances in life to a large degree, leaving behind little space for success by individual effort.
- *Lack of Economic Opportunities:* It characterizes a low-growth economy and, therefore, calls for dynamizing the economy -- even the best redistributive system is useless if the cake is not getting bigger.
- *Unequal Access to Economic Opportunities:* A market economy is considered good for dynamizing the economy, but the benefits of this dynamism are mostly accrued mainly to the middle and upper classes leaving the poor waiting for much-derided trickle-down effect.
- *Vulnerability:* The state of being at risk of becoming income poor or, in a multidimensional sense, defenselessness, insecurity, and exposure to risk, unexpected events or stress that cause poverty. While income poverty might be reduced by borrowing, debt may make the poor more vulnerable.

The rural poor of South Asia depend on both agricultural and non-agricultural sources for their subsistence. Earnings from non-agricultural activities and informal sector work usually supplement inadequate agricultural wages and farm incomes. In the urban areas, the poor work in factories and small workshops, as well as engage in informal sector activities. Women are employed in large numbers in export-oriented manufacturing sector and low-income occupations in the service sector. They are also well-represented in the informal sector.

There are two components of the geographical dimensions of poverty: the rural versus urban dichotomy, and regional variations. Poverty in South Asia is mostly rural. The numbers of urban poor, however, have been increasing due to migration from rural areas. Indeed, urban poverty has partly been a spill-over effect of economic deprivation in rural areas. The incidence of poverty also varies between regions. In rural Pakistan, for instance, a higher rate of poverty has been evident in Balochistan as compared to the NWFP.

Development Paradigms on Poverty Eradication in South Asia

South Asia has a population of almost 1.4 billion out of the total world population of nearly 6 billion. Estimates of the incidence of poverty vary widely in the region. South Asia has the highest incidence of poverty not only in terms of absolute numbers but also as a percentage of the population, compared to any other region in the world. Thus, in South Asia, as much as 43% of the population lives in absolute poverty, compared to 14% in East Asia (excluding China), 24% in Latin America and 39% in sub-Saharan Africa.

As economic growth in most South Asian countries accelerated during the 1980s and targeted programs for the poor were adopted, the percentage of population in absolute poverty (one dollar a day per person basis) has declined in recent years (although at differing rates) in all South Asian countries excluding Nepal. In India, for example, the percentage of population in absolute poverty has declined from 53% in 1970 to 35% in 1993; in Pakistan, from 40% in 1965 to 30% in 1995; and in Bangladesh, from 70% in 1973 to 46% in 1995. In Nepal, however, there has been an increase in number of population living in absolute poverty from 36.6% in 1976 to 45% in 1996.

Despite gains achieved in the region, especially during the last two decades, mortality rates remain unacceptably high. Large number continues to suffer from malnutrition. About 150 million children of school age are not in primary or secondary schools. Of the adults, 400 million are illiterate. The average mean years of schooling of people over 25 years is estimated to be only 3.5 years, which indicates that a large majority have had only a few years of elementary education. About 330 million people do not have access to safe drinking water. The lack of access to basic needs is because rural areas have lagged far behind in the provision of necessary social and physical infrastructure.

The problem of poverty is further aggravated by various other social deprivations and discriminations from which the poor suffer as well as by the spatial inaccessibility of remote and distant terrains which prevent the delivery of free social services. The structural adjustment policies are likely to put further strains on the poor unless a concerted strategy for poverty alleviation is put into action.

The Structure of Economic Growth and Poverty

Higher Gross Domestic Product (GDP) growth rates have failed to reduce poverty in South Asia. Despite considerable variations across South Asian countries, and between regions within these countries, it can be argued that the major structural factors in South Asian economies which may constrain the ability of GDP growth to reduce poverty, particularly that of poor women, are:

- The unequal distribution of assets in both agriculture and industry with respect to income groups as well as gender.
- The structure of output is concentrated towards low value added products, particularly in the export sector, thereby resulting in low labor productivity and labor income per unit of labor time.
- The sectoral distribution of the labor force is concentrated in low productivity sectors, with relatively low skill levels of the labor force in given occupations.

Inadequacy of the Past Development Responses

The magnitude and complexity of the problem of poverty in South Asia provides the point of departure for an in-depth understanding of the nature of past development interventions and their specific consequences for the poor. The inadequacies of conventional development paradigms and the resultant patterns of development can be judged from the fact that, over the five decades of development efforts, the overall rate of growth in the region has remained too low to have a substantial impact on living standards and quality of life of nearly 40% of the people -- growth has failed to 'trickle down' in any significant manner and that the magnitude of poverty remains staggering. Excessive dependence on the state for every lead in development had, in the past, curtailed people's initiatives.

Commencing in 1940 till recently, conventional development wisdom and associated models of development were followed through in the countries of the region with varying degree of adaptation. With hindsight, it is evident that, inherent in the working out of these ideas and in the implementation of the associated models of development, there were also certain trends, the consequences of which were not very desirable, particularly for the poor.

The dominant approach to development, with its marginal variations, did not make a major dent in endemic poverty and was inadequate to reverse the process of poverty reproduction. Three interrelated elements in the implementation strategy of the past development responses have been identified as having contributed to their inadequacy: 1) Imported vs. local stock of knowledge; 2) Harmony vs. conflict resolution; and 3) Delivery vs. empowerment approach.

Despite more than five decades of development in South Asia, the number of poor has risen and continues to rise. The resulting burden is too large for society to carry. Poverty is an affront to human dignity and a cost to the economy and the polity. Poverty creates vulnerability, dependence and helplessness. It deprives society of the productive energies of a substantial segment of its population, contributing to instability and social unrest.

A Glance at South Asian Poverty

Largest population of the world's poor lives in South Asia and their percentage is increasing: According to the World Bank's *World Development Report 2000/01: Attacking Poverty*, the poor in South Asia increased from 40.1% of the world's total poor in 1987 to 43.5% in 1996.

South Asia's poverty is a legacy of its colonial past: Almost all of South Asia was a colony of the British till the first half of the 20th century. The policies pursued and the structures set into place by the colonial masters were aimed at protecting the interests of the ruling elite and hindered the growth of the poor. Unfortunately, these policies and structures exist to this day in one form or the other in most countries of the region.

South Asian countries are increasingly marred by long-standing conflicts and disputes: The unresolved conflicts between various South Asian countries (once again, thanks to the colonial rulers) continue to hamper the development of their largely poor populations (e.g., Kashmir dispute between Pakistan and India). The increasing sense of insecurity is making the poor even more vulnerable.

South Asia is the most underdeveloped region in the world: Despite its immense human and natural resources, the region lags behind rest of the world on most social development indicators -- access to healthcare, drinking water, education and sanitation; infant and maternal mortality rates; life expectancy, etc.

Negative impact of structural adjustment reforms on the poor in South Asia: The number of South Asians living Below Poverty Line (BPL) has increased steadily since the introduction of IMF-World Bank supported reforms like Structural Adjustment Program (SAP), Extended Structural Adjustment Facility (ESAF), Poverty Reduction and Growth Facility (PRGF), Poverty Reduction Strategy Paper (PRSP), etc. The stabilization measures adopted as a result demanded cuts in subsidies and privatization of public enterprises, which led to increase in prices of commodities on the one hand and large-scale unemployment on the other hand.

Participatory Poverty Eradication

Experience shows that a poverty eradication process must take into consideration people's awareness, understanding and acceptance. Projects need to be identified, designed, executed and evaluated by the poor themselves, based on their own needs and perceptions. Experience now confirms that poverty cannot be eradicated without the participation of the poor themselves.

The focus on immediate issues rather than on larger concerns of social and political transformation has led, in each case, to a movement from the simple to the complex; from a reliance on external support to generating community resources for self-reliance and self-development; from knowledge and skills being in the hands of external agents of change and the elite to being more widely shared in a participatory manner; and from power being concentrated among a few to it being dispersed so that internal authoritarianism is less likely to arise. Above all, it displays a resurgence of confidence by the poor themselves in the making of their own future.

Measuring Poverty

Measuring Poverty at the Country Level

The most commonly used way to measure poverty is based on incomes or consumption levels. A person is considered poor if his or her consumption or income level falls below some minimum level necessary to meet basic needs. This minimum level is usually called the *poverty line*. What is necessary to satisfy basic needs varies across time and societies. Therefore, poverty lines vary in time and place, and each country uses lines which are appropriate to its level of development, societal norms and values.

Information on consumption and income is obtained through sample surveys, during which households are asked to answer detailed questions on their spending habits and sources of income. Such surveys are conducted more or less regularly in most countries. These sample survey data collection methods are increasingly being complemented by participatory methods, where people are asked what their basic needs are and what poverty means for them. Interestingly, new research

shows a high degree of concordance between poverty lines based on objective and subjective assessments of needs.

Measuring Poverty at the Global Level

When estimating poverty worldwide, the same reference poverty line has to be used, and expressed in a common unit across countries. Therefore, for the purpose of global aggregation and comparison, the World Bank uses reference lines set at \$1 and \$2 per day in 1993 Purchasing Power Parity (PPP) terms (where PPPs measure the relative purchasing power of currencies across countries). It has been estimated that in 1999, 1.2 billion people worldwide had consumption levels below \$1 a day -- 23% of the population of the developing world -- and 2.8 billion lived on less than \$2 a day. These figures are lower than earlier estimates, indicating that some progress has taken place, but they still remain too high in terms of human suffering and much more remains to be done.

New Directions in Poverty Measurement

While much progress has been made in measuring and analyzing *income poverty*, efforts are needed to measure and study the many other dimensions of poverty. Work on non-income dimensions of poverty -- defining indicators where needed, gathering data and assessing trends -- is presented in the *World Development Report 2000/01: Attacking Poverty*, which was published in September 2000. This work includes assembling comparable and high-quality social indicators for education, health, access to services and infrastructure. It also includes developing new indicators to track other dimensions like risk, vulnerability, social exclusion, access to social capital, etc. as well as ways to compare a multidimensional conception of poverty, when it may not make sense to aggregate the various dimensions into one index.

In addition to expanding the range of indicators of poverty, work is needed to integrate data coming from sample surveys with information obtained through more participatory techniques, which usually offer rich insights into why programs work or do not. Participatory approaches illustrate the nature of risk and vulnerability, how cultural factors and ethnicity interact and affect poverty, how social exclusion sets limits to people's participation in development, and how barriers to such participation can be removed.

Poverty Eradication and SAARC

Poverty eradication has been placed high on the social agenda of SAARC since the VI SAARC Summit (Colombo, 1991). The Summit accorded the highest priority to the alleviation of poverty in South Asia and decided to establish an Independent South Asian Commission on Poverty Alleviation (ISACPA), consisting of eminent persons from member states, to conduct an in-depth study of the diverse experiences of member states and report their recommendations on the alleviation of poverty to the VII Summit.

A consensus on poverty eradication was adopted at the VII SAARC Summit (Dhaka, 1993). The Summit welcomed the ISACPA report and expressed its commitment to eradicate poverty from South Asia preferably by the Year 2002 through an agenda of action which would include a strategy of social mobilization, policy of decentralized agricultural development, and small-scale labor-intensive industrialization and human development.

It also underscored the critical links between the success of national efforts at poverty eradication and relevant external factors. The Summit urged major actors in the world economic scene to create an enabling atmosphere supportive of poverty eradication programs and expressed the need for a new dialogue with donors for this purpose. Many concrete steps were taken in this direction.

The XIII SAARC Summit (New Delhi, 1995) endorsed the recommendations of the Finance/Planning Ministers (Dhaka, July 1994) to establish a three-tier mechanism for exchanging information on poverty eradication. India hosted the meetings of the first and the second tier in New Delhi (September 1995). The meeting of the first-tier, which constituted the Group of Secretaries to the Governments in the Ministries/ Departments concerned with poverty eradication and social development in SAARC countries, underscored the need to give a distinct status and top priority to pro-poor plans in member countries ensuring specific commitment of adequate resource and organizational support.

The meeting stressed the necessity to involve the poor in the formulation and implementation of plans meant for them through participatory institutions and processes at the grassroots level. The member

states were also urged to evolve mechanisms to evaluate the efficacy of pro-poor plans and develop appropriate socio-economic indicators relevant for the purpose. On specific issues relevant to poverty eradication, the meeting emphasized the need to pursue an integrated approach taking into account the critical linkages among various sectors.

The Meeting of the second-tier (Finance and Planning Secretaries) endorsed the recommendations of the first-tier and emphasized that poverty eradication should be viewed in the overall context of accelerating economic growth resulting in employment generation in an environment of macro-economic stability with emphasis on human resource development.

The meeting also put special emphasis on the need to improve the implementation of poverty eradication programs through devolution of power and decentralization. A special mention was also made in the meeting on the need to ensure the sustainability of poverty eradication programs, especially through ensuring education funds for such programs on a continuous basis.

It is a well-established fact that through the formation of homogenous groups with similar socio-economic backgrounds, the poor can achieve human development and contribute to growth. Once organizations of the poor are built and the new accumulation process begins, there is a need for self-management to sustain the process. Training and sensitization play a crucial role in the new system of self-management of group activities.

The emphasis, therefore, must shift to considering practical means of increasing the productivity of the poor -- particularly of small farmers, landless labor and workers in the informal urban sector. This requires new institutions (preferably NGOs) which can reach these sections of the society. This also requires that the target groups for income increase have to be carefully defined in development plans and a fundamental reallocation of investment resources in favor of the poor has to be initiated.

Poverty in Pakistan

Pakistan started as an extremely poor country, but owing to resources of various natures and playing on the Islamic card as well by becoming a stooge in the hands of super powers, in particular the US, during the Cold War, it has managed to assert itself to some extent. The country has a reasonable population of the poor, be it economic poverty or human poverty. However, on the other hand, there are a plenty who have much more than they need or deserve to have. Although they constitute a very small percentage of the population, the wealth they have accumulated through financial and moral corruption accounts for the most the country has.

Interest in the incidence of poverty in Pakistan was revived after the publication of the World Bank's *Poverty Assessment Report*, which maintains that the decline in the incidence of consumption based poverty has been consistent and substantial through the decades of the 1970s and 1980s. Whereas in 1984-85, the head count ratio of the poor was 56%, it declined progressively to 37.4% in 1987-88 and then to 34% in 1990-91.

While varying on magnitudes, depending on the defined poverty line, other studies corroborate the trend of poverty reduction in the country. Seen in an international perspective also, the trend in reduction in poverty in Pakistan over the period has been better than in most other countries. However, the key question is whether this trend in reduction in poverty in Pakistan has managed to survive since the introduction of structural reform programs.

According to the latest available data, the answer is a big no. Some of the measures that accompany any structural reform program -- for instance, privatization and reduction in subsidies -- are intrinsically detrimental to the poor in Pakistan. The focus on increasing reserves seems to be the buzzword for the economic managers of the country. In this context, loud claims of improved economic governance and financial stability have overpowered the already weak voices of the poor, who are left with no choice but to die day in and day out.

Sustainable Livelihoods

"There are many ways to be poor, but in today's world not having the right kind of information represents a certain kind of poverty. As long as outsiders decide what is important and are in a position to ask all of the questions, we will never be able to solve our own problems. Without information we are nothing at all and have no power to understand things or to change our life."

If Inuit society is to develop we must be able to collect and use information according to our own terms." -- A Nunavik Inuk.

The concept of employment, meaning having a single employer, a job, a workplace and a wage is being challenged in urban centers and has never been a reality in most rural and indigenous communities. Rural people engage in often diverse and complex strategies best described as livelihoods.

Sustainable Livelihoods and *Sustainable Development*, meeting the needs of the present without compromising the ability of future generations to meet their own needs, implies that it is important to:

- seek ways in which individuals and communities can make a living in a competitive market place; and
- factor in issues of equity, ownership of resources, participatory decision making, conflict resolution mechanisms and security into the overall goals of households and communities.

Let us first go through a range of definitions of what a *sustainable livelihood* is:

SEI: *The creation of conditions that are (self-)supportive of sustainable development in human, natural and economic systems, which, whilst safeguarding resources and opportunities for future generations, provides individuals with means to provide themselves with food, shelter and an acceptable quality of life...*

Development Alternatives Group (DAG): *A means of living or of supporting life, and meeting individual and community needs.*

IISD: *Concerned with people's capacities to generate and maintain their means of living, enhance their well-being, and that of future generations. These capacities are contingent upon the availability and accessibility of options which are ecological, socio-cultural, economic and political, and are predicated on equity, ownership of resources and participatory decision making. Sustainable livelihood creation basically translates into the creation of livelihoods that empower individuals to earn enough money to provide for basic amenities such as food, clothing and shelter. It also enables people to lead a life of dignity in a sustainable manner.*

DFID: *A livelihood comprises the capabilities, assets (including both material and social resources) and activities required for a means of living. A livelihood is sustainable when it can cope with and recover from stresses and shocks and maintain or enhance its capabilities and assets both now and in the future, while not undermining the natural resource base.*

Principles of Sustainable Livelihoods

In an era of global social crisis characterized by increasing unemployment, jobless growth and ecological destruction, we need a broader vision of how people can meet their needs in a sustainable way. Attempting to solve the world's employment crisis using conventional job creation through sustained economic growth cannot work. The concept of livelihood (*a means of living or of supporting life and meeting individual and community needs*) provides new perspectives on developing healthy sustainable societies that provide people with secure and satisfying livelihoods.

Sustainable livelihoods are based on a web of functional interrelationships in which every member of the system is needed and participates. Sustainable livelihoods provide meaningful work that fulfills the social, economic, cultural and spiritual needs of all members of a community -- human, non-human, present and future -- and safeguards cultural and biological diversity.

The following is not an exhaustive list of the *components of sustainable livelihoods*, but an attempt to identify the key determinants:

- Promote equity between and among generations, races, genders and ethnic groups in the access to and distribution of wealth and resources; in the sharing of productive and reproductive roles; and in the transfer of knowledge and skills.
- Nurture a sense of place and connection to the local community, and adapt to and restore regional ecosystems.
- Stimulate local investment in the community and help to retain capital within the local economy.

- Base production on renewable energy and on regenerating local resource endowments while reducing intensity of energy use, eliminating overuse of local and global resources, and assuring no net loss of biodiversity.
- Utilize appropriate technology that is ecologically fitting, socially just and humane, and that enhances rather than displaces community knowledge and skills.
- Reduce as much as possible distance between producers and users.
- Generate social as well as economic returns, and value non-monetized as well as paid work.
- Provide secure access to opportunities and meaningful activities in community life.

These principles encompass a holistic set of values that are non-exploitative; promote participation in decision-making; emphasize the quality and creative nature of work; place needs over wants; and foster healthy, mutually beneficial relationships among people and between people and their environment.

Sustainable livelihoods are supported by pro-people political, economic and social policies. However, because of economic globalization, policies are now geared toward economic growth based on over-consumption by the few while the needs of the many go unmet. Instead, socio-economic security and equity, meeting the needs of all and promoting authentic human development should be the overall goals of policy formulation. Policy formulation should begin with visioning processes that involve all sectors of community, as decisions made by all stakeholders better ensure equity, human rights and effective implementation. Central to a broad *policy framework* that supports sustainable livelihoods are:

- an investment in people and the environment as well as in physical capital and infrastructure;
- explicit recognition that women's empowerment is central to the achievement of broad-based socio-economic goals;
- broad public participation in the establishment of research priorities, and the assessment and selection of technologies consistent with needs of sustainable communities; and
- new resource accounting and institutional mechanisms for resource allocation, and debt management and relief.

Political Priorities

Sustainable livelihoods require public participation and involvement in policy making at all levels to keep government agencies and officials responsive and accountable for their decisions and actions. Political reforms should both limit and make transparent the influence of corporate lobbies and campaign contributions. Corporations should be held accountable to a code of conduct based on principles of social and environmental responsibility. Multilateral trade agreements, treaties and conventions should not supersede local, state and national sovereignty. Subsidiarity should be an organizing principle of government, supporting the local rootedness of livelihoods.

Economic Priorities

To promote sustainable livelihoods, power must be rooted in the localized economies. Economic policy should be based on full-cost accounting which incorporates social and environmental costs and benefits. Trade agreements and tax policies should favor local needs over export marketing, encourage sustainable production and consumption, and support renewable resource technologies. Such policies will support worker rights, debt relief and local control over resources within a framework of broader responsibility to share and protect resources.

Socio-Cultural Aspects

Socio-cultural policies should support principles of sustainable livelihoods in education, health, arts and the media, drawing on the wealth of cultural diversity and encouraging exchange of indigenous and modern knowledge, wisdom and skills. Special attention must be given to transforming structures that perpetuate inequity, injustice and intolerance, including those that perpetuate inequality and injustice towards women.

Sustainable Livelihoods and Agriculture in South Asia

Agriculture, the major source of livelihood for South Asia's population as well as the backbone of the industrial and trading systems, has always been the mainstay of South Asian economies. Although the region has undergone a major structural change during the past three decades, yet the agricultural sector still contributes about 25% in the total GDP against 45% in 1960. In general, agricultural growth in South Asia contributed positively towards overall economic development. Periods of high agricultural growth were associated with high levels of overall economic growth. However, agricultural growth in the region has fueled a slower growth in overall economy compared to the other regions.

Unfortunately, agriculture has not been receiving as much policy attention as this sector deserves. Under the policies for globalization, governments have been framing and implementing policies focused on macroeconomic balance and growth strategies for industrial and service sectors. The agricultural sector has been deriving some indirect benefits from these policies, but it has also been subjected to unfair international competition and inequitable domestic policies.

One need to raise and find answers to questions like what has been the experience of South Asia's agriculture since the 'Green Revolution' in the 1960s? Why have the high levels of agricultural growth achieved at that time failed to substantially raise economic growth, improve human development and reduce poverty? What is the appropriate role of agriculture in a poverty eradication strategy? What will it take for South Asia to develop policies for agriculture that increase productivity of the poor and improve the quality of life in rural areas?

Mahbub ul Haq Human Development Centre's (MHHDC's) *Human Development in South Asia 2002: Agriculture and Rural Development* offers the following answers to these questions:

- High levels of human development cannot be achieved if development priorities do not focus on the occupation of the majority of the people -- farm and non-farm employment -- and where they live -- rural areas.
- Policies for food security have focused on the welfare approach and not on the empowerment of people. Access to and availability of food must go hand in hand with the ability of the people to purchase food.
- As South Asian agriculture is facing cultivable land constraints as well as negative consequences of over dependence on chemical inputs, future agricultural productivity increases must come from advancement of agricultural research, technology and extension services.
- Small farms should be the center of revival of agriculture. The incentive system that is being provided to corporate farming in South Asia should not be at the expense of the vast majority of the rural populace.
- South Asian Agricultural marketing systems have not been effective due to internal constraints and inequitable external trading environment.

Agricultural Development in South Asia

The first decade of the independent South Asia did not witness any major improvement in the agricultural sector. The balance between increasing food needs and food supply remained precarious. Food aid was used to import food from the donor countries whenever there was a shortfall in domestic food production. Expectations in independent South Asia of achieving prosperity for the majority of its population were high. The task of development of economies was, however, a big challenge to the policy-makers.

The second decade, however, saw the advent of the Green Revolution. As a result of the introduction of high yielding varieties of wheat and rice, the Malthusian specter of rapid population growth, famine and widespread death from starvation was averted in South Asia. The expansion in irrigation, impressive technological advances, and policies and institutions to support agriculture led to a sustained overall increase in agricultural production.

The decade of the 1980s saw the successful diversification of agriculture from cereal to cash crops, and also to horticulture and livestock. While this diversification helped to sustain the overall rate of agricultural growth in the 1980s and 1990s, the constraints arising from the patterns of land ownership and unequal access to irrigation water began to surface.

Today, South Asia is faced with major challenges. Negative social and environmental effects of the Green Revolution have erased some of the positive gains. The high rate of population growth has exceeded the population-supporting capacity of the ecological system. Life support systems of land, water, forests and biodiversity are threatened by the nature of agricultural change experienced in the region. At the same time, there is an increasing feminization of poverty and gender inequality in rural areas of South Asian countries.

An analysis of the sources of productivity in South Asia shows that the expansion of agricultural land has contributed very little to the output growth. In fact, during 1990-99, growth in agricultural land was negative in some countries such as Bangladesh and India. Rising population has exerted tremendous pressure on cultivable land. The decline in cultivable land has led most countries in South Asia to increase their cropping intensity.

Trends in irrigated area show that most of the South Asian countries have only less than half of their agricultural land covered by irrigation. Pakistan is the only exception to this trend: it has 82% of its agricultural land covered by irrigation. The agricultural labor force increased faster than agricultural land. As a result, land to labor ratios declined in all countries during the past two decades. Land and labor productivity increased consistently throughout South Asia, but the growth in labor productivity was lower than the growth in land productivity during the last two decades, which indicates increasing mechanization of agriculture.

SAP-PK's Approach

Strong economic growth is a prerequisite for human development as it provides the required resources for improving the capability of people through better education, health and other social services, as well as improving income-earning opportunities. However, the benefits of economic growth have to be equitably distributed through progressive policy initiatives to achieve maximum welfare gains for all people, irrespective of class, caste, religion or gender. An equitable growth of GDP, which is not only good for the economy but for the country as a whole, improves the well-being of all people -- poor and rich alike.

There is strong evidence that the developing countries which have achieved sustained economic growth are generally those in which the rate of agricultural growth exceeded population growth. Even countries which followed an explicit development strategy based on industrialization found very soon that without an expanding agricultural sector, the urban labor force would not be able to buy its food at reasonable prices, the supply of raw material could not be assured for many industries and the bulk of the population living in rural areas would not have the purchasing power to buy goods produced by the industrial sector.

Rapid agricultural growth, on the other hand, can stimulate and sustain the pace of industrial growth, thus setting into motion a mutually reinforcing process of sustained economic growth. However, agricultural growth -- even when stimulated by investment in irrigation, rural infrastructure and agricultural research -- is constrained by the availability of land and water, pattern of land holdings, and inevitable variation in climate and rainfall. There are also demand constraints because international markets are flooded by the subsidized agricultural exports from developed countries.

At another level, developing countries like Pakistan are increasingly pursuing structural reform agendas of the World Bank and the IMF that aim at poverty eradication through stabilization and economic growth. Unfortunately, the experience has been bitter to say the least because the supposed benefits of the economic growth have failed to trickle down to the poor. Many people have actually fallen below the poverty line due to measures (for instance, privatization and subsidy cuts) that form the very basis of these structural reform programs.

The annual national budget is the chief manifestation of a government's priorities: both economic and social. It is the single most important document of the year for a country and its people as it specifies how much resources have been allocated to different sectors for the next fiscal year. The budget-formulation process involves strategic choices about the well-being of the people, but it is a highly centralized exercise confined to a few economists and decision-makers. It can be said without much debate that unless the resource allocation patterns are not favorable to the poor, poverty eradication would remain an elusive dream.

SAP-PK understanding of the issue forms the basis for the action it undertakes. The work of the organization related to *Poverty and Sustainable Livelihoods* can be classified under two broad heads: 1) Pro-Poor Initiatives; and 2) Support to Small Farmers. In the following, we take a glance at some of the major activities:

Pro-Poor Initiatives

The policies of successive governments in Pakistan have been biased against the poor as they tend to serve the interests of the ruling elite only. The burden of debt-servicing is also largely shared by the poor. At the same time, the policies introduced by governments at the behest of IFIs have also affected the poor the most. Another dimension of this key issue is the budget-formulation process, which needs to be made participatory and pro-poor.

To address this issue, SAP-PK decided to design and launch an advocacy campaign on *Pro-Poor Budget*. Its main objective is to strategize the role of NGOs and other CSOs in combating the adverse effects of anti-poor policies and budget. It is expected that through this campaign, a debate will be initiated at the public level on different economic policies and their impact, and resource allocation for the poor in the annual national budget.

The *specific objectives* of the campaign on *Pro-Poor Budget* are to:

- analyze Pakistan's national budget (especially its poverty eradication component) and ascertain public views about it;
- increase public participation in the process of national budget-formulation in order to improve resource allocation for the poor; and
- introduce a new vision of poverty eradication that stresses on social responsibility of the national budget-framers.

The *broad objectives* of the campaign on *Pro-Poor Budget* are to:

- ensure that the budget-formulation exercise is not confined to a few economists and policy-makers, and public views are incorporated (national budget-formulation is made a participatory process where the poor are allowed the space to express what they feel is right for them);
- advocate for equitable resource allocation that favors the marginalized and the disadvantaged sections of the society; and
- advocate with the government to introduce steps aiming at reduction in poverty and unemployment.

SAP-PK undertook its campaign on *Pro-Poor Budget* under South Asian Regional People and Policy Program (SARPPP), a CIDA-supported four-year initiative being implemented in all the South Asian countries. In order to better design the campaign and finalize its methodology, consultative meetings were organized in all the four provinces to seek the views of major stakeholders. The findings of these meetings were used to finalize the specific activities to be undertaken under the campaign. As a result of these meetings, focal groups were set up in all the four provinces of the country for better implementation of future activities. These groups comprise staff members of CBOs and NGOs, university professors and students, journalists, lawyers, representatives of other CSOs, etc.

Provincial Training Workshops on Understanding and Analyzing Annual National Budgets

During the course of provincial consultative meetings, it became evident that any advocacy around annual national budgets is doomed to fail unless attitudes of people towards them are changed. Even the most enlightened sections of the society consider the annual national budget document too technical to discuss and debate. In this context, it was imperative to impart a thorough orientation on annual national budgets to interested organizations and individuals. Consequently, SAP-PK designed its 2-day provincial training workshops on *Understanding and Analyzing Annual National Budgets*, which have so far been conducted in Sindh and Balochistan with enormous success.

These provincial workshops have been especially designed to cater to the needs of different components of the civil society. Leading economists and research institutes of the province are especially invited to them for an indepth discussion on economic issues. The workshops are delivered

in a very methodological manner in two parts: 1) Understanding the Budget; and 2) Analyzing the Budget.

Understanding the Budget

This part starts with a discussion on the role of annual budget in the economic management of a country. Following this, the whole process of policy formulation at the national level is shared with the participants. Next, various terms used in the budget document are explained to them in detail. Finally, the latest annual national budget of Pakistan is read with the participants and the patterns of resource allocation are discussed. The resource persons try their best to help the participants understand the dynamics of the budget: the difference between revenues and expenditures, direct and indirect taxes, current/recurring budget and development budget, internal resources and external resources, etc.

Analyzing the Budget

This part is focused on imparting practical skills of budget analysis to the participants. They are helped in analyzing whether a budget is pro-poor or anti-poor through various indicators: subsidies are increasing or decreasing, planned and actual expenditure on development, increase or decrease in resource allocation for the social sector as a percentage of GDP, actual expenditure on defense, etc. The role of IFIs and donor agencies and the pressure they exert over our government during the budget-formulation process is also discussed as well as various safety nets for the poor in the budget.

Future Plans

The results of the two completed workshops so far have been astounding. The participants, especially the journalists, duly acknowledged this and expressed the desire for further training in the area. It has been planned that after the completion of the training workshops in all the four provinces, selected participants would be brought together for a national ToT, so that they could deliver the same workshops in their regional languages to communities. Additionally, separate workshops for various components of the civil society like media, lawyers, CBOs, NGOs, students, etc. are also being planned.

Support to Small Farmers

SAP-PK works with small and poor farmers, both men and women, to ensure sustainable livelihoods for them. The organization's Farmers' Development Program (FDP), being implemented presently in nine districts of the country (five in Punjab and four in Sindh), is directly linked to this goal. The program is based on the experience of implementing Farmers' Development and Sustainable Agriculture Program (FDSAP) and Farmers' Training Program (FTP).

Farmers' Development and Sustainable Agriculture Program (FDSAP)

SAP-PK implemented its nine-month FDSAP from October 1998 to July 1999 in four districts of Sindh (Hyderabad, Mirpurkhas, Nawabshah and Sanghar) and three districts of Punjab (Khenewal, Lodran and Multan) in collaboration with its provincial coordinators: Farmers' Development Organization (Punjab) and Takhleeq Foundation (Sindh). The *specific objectives* of the program were to:

- provide a viable medium for organizing farmers, especially small farmers and peasants at the grassroots level, and encourage them to participate in development of the country;
- impart capacities to these farmer groups so as to enable them to become independent development actors interested in working for socio-economic uplift of their communities; and
- facilitate these farmer groups to play a strategic policy advocacy role over the coming years.

Farmers' Training Program (FTP)

Based on the groundwork done through FDSAP, SAP-PK launched its 14-month FTP in July 2000. The new program was implemented in the same districts that were selected for FDSAP and involved the same provincial coordinators with whom SAP-PK collaborated during FDSAP. Under FTP, 90 farmer committees were formed and basic orientation on agriculture, farming, organizational management, resource generation, agriculture policies and laws, social policies and practices, and leadership was provided to them. These efforts resulted in the emergence of Ghareeb Kissan Tehreek (GKT) in Punjab and Sindh Hari Abadgar Network (SHAN) in Sindh to collectively raise issues of the small farmers.

Farmers' Development Program (FDP)

Launched in October 2001 after the completion of FTP, one-year FDP has been implemented in five new districts of Punjab (Bhakkar, Khushab, Layyah, Muzzafargarh and Sargodha) and four new districts of Sindh (Dadu, Larkana, Jacobabad and Shikarpur) besides those where FDSAP and FTP were executed.

The program has been following an integrated approach to support poor farmers by helping to organize as groups capable of doing effective advocacy on agricultural issues. After its formal completion, FDP has been incorporated in the core program of SAP-PK and is being extended to new districts. Efforts have also been made to introduce it to selected districts of Balochistan and the NWFP.

Strategic Objectives of FDP

The *primary goal* of FDP is to educate and organize groups of poor farmers so as to increase agricultural production by enhancing their indigenous knowledge, improving farming techniques, and initiating policy level discourse that can enable them to influence policies directly affecting their lives. In order to achieve this goal, the *strategic objectives* set for the program are to:

- form groups of poor farmers at the grassroots level;
- organize groups of poor farmers and help them develop linkages with each other for sharing of experiences and learning;
- form strong district networks of farmers to raise collective voice and initiate policy level dialogue on agricultural issues;
- increase awareness of their rights among farmers and help them adopt sustainable agricultural practices; and
- set up sustainable models of agriculture at *tehsil* level to educate farmers about environmental-friendly and sustainable approaches to farming.

Methodology of FDP

To achieve the broad-based strategic objectives of FDP, the following *methodology* is being adopted:

- *Formation of Farmers' Groups* to initiate work in their communities.
- *Linkages with Line Departments* to promote better understanding between farmers and government functionaries at the district level.
- *Development Orientation Workshops* to present various development paradigms to groups of farmers.
- *Thematic Workshops* to introduce alternatives to chemical farming and new farming techniques to farmers' groups.
- *Farmers' Education Workshops* to promote networking and information sharing at a broader level.
- *Farmers' Group Management Workshops* to inculcate basic organizational skills in them.
- *Publication of Monthly Newsletter* Channan to promote learning and information sharing among farmers.
- *Exposure Visits of Farmers' Groups* to research institutions, extension departments, model farms and agriculture universities.
- *Research* to develop awareness raising material on environmental- friendly agricultural practices.

Research Study on BT Cotton

The southern Punjab is famous for the cultivation of finest quality cotton, locally known as white gold. All major decisions of the people of this area like marriage, building of house, schooling of children, interaction with the other relatives, etc. are directly linked with the cotton crop. On the one hand, profits of local and international seed, fertilizer and pesticide companies are increasing gradually; while, on the other, the yield of cotton is decreasing due to new varieties of seed.

The poor farmers of the area are misguided every year by the agents of seed companies, who give them false hopes at the time of sowing in an attempt to market new varieties at exorbitant prices. The government line departments and research institutions have failed to pay much attention to this loss of poor farmers. On the whole, cotton farmers are faced with the following problems:

- Lack of information on different varieties of cotton seed;
- Exploitation at the hands of MNCs which introduce new varieties of cotton seed every now and then; and
- Lack of proper advice from government line and extension departments, and research institutions.

As the government lacks any cohesive planning to deal with these problems, SAP-PK decided to conduct a comprehensive study to identify their permanent solutions. The research study on *BT Cotton*, a recently introduced variety of cotton, was launched with the following *expected outcomes*:

- Enhanced information with farmers on the cultivation of BT cotton, and its advantages and disadvantages over other varieties of cotton;
- Improved comparative cost analysis of BT cotton and other varieties of cotton, based on inputs, water consumption and production;
- Enhanced understanding among cotton farmers of their real problems and their possible solutions;
- Improved linkages between and among cotton farmers and government line departments, especially district extension and seed departments; and
- Increased advocacy campaigns to address the issues of cotton farmers.

To start of, meetings were organized with experts in the cotton sector to get orientation on related issues. After development of comprehensive formats for data collection, four stages of the study were identified: 1) *Secondary Data Compilation and Analysis*; 2) *Primary Data Collection and Analysis*; 3) *Documentation*; and 4) *Policy Advocacy*. The pilot phase of the research study is presently being conducted in six districts of Punjab with the financial and technical assistance of ActionAid-Pakistan (AA-PK).

Research Study on Issues in Water Sector

According to Tear Fund's report *Running on Empty*, two out of three people in the world will face severe water shortages by 2025. The supply of freshwater is finite, but demand is soaring. By 2025, when world population is expected to be 8 billion, 48 countries with a combined population of 3 billion people will face water shortages. Roughly 70% of all water drawn for human use goes for irrigation purposes, yet less than 35% of all water drawn for irrigation actually reaches the crops. Although only 17% of all cropland is under irrigation, irrigated croplands today produce a third of the world's food supply.

This fact calls for effective and optimum use of water with efficient management of the resources. It is not surprising that plant biotechnologists are working on crops that use less water and can withstand biotic stresses like salinity. The critics of these endeavors have environmental concerns in the backdrop of the genetically modified organism technologies posing threats to the ecosystem.

The yield of major food crops, especially sugarcane, has remarkably decreased in Pakistan during the last few years. The gradual decline in the availability of water, because of the antiquated canal and water distribution systems, is largely responsible for the dropping utility of the agricultural sector. Some of the major problems faced by the irrigation and water management sectors in Pakistan are canal lining, silting, breaching and leakages. Because of these problems, farmers at the tail-end suffer the most and ultimately the average yield decreases.

The South Asian countries also depend heavily on the water from rivers, which are charged through rains and snow melting, for agriculture. The drought cycles, decrease in average rainfall and climatic changes have drastically reduced the water supply from rivers. In Pakistan, particularly during the last 15 years, this has narrowed the options for the agricultural sector and has, in turn, damaged the agricultural economy of the country.

No futuristic planning is being done in Pakistan to develop alternative systems, explore new possibilities of soil and sub-soil water sources, maintain and upgrade the existing water storage and distribution channels, improve the efficiency of the Irrigation Department, and deal with water losses and wastage at various levels of water storage and distribution. The Irrigation Department and water

distribution systems have been severely damaged by corrupt practices, mismanagement and inefficient uses.

Although attempts have been made to address these issues, the farmers' point of view has never been taken into consideration. As a result of this, as well as absence of precise quantitative or qualitative data, these efforts have largely remained ineffective. It is in this context that SAP-PK decided to conduct a one-year pilot research study on *Issues in Water Sector* in six districts of the country with the financial assistance of Church World Service (CWS).

HUMAN AND SOCIAL DEVELOPMENT

Context

Pakistan has made significant achievements in sustaining economic growth and reducing income poverty during the decades up to the mid-1990s, yet little progress has been made in achieving improvements in human development outcomes. The human development gap (what one might expect for the country's income level and what is actually observed) is large and growing. Trends in education outcomes are particularly disappointing. At the beginning of the 21st century only one in two children aged five to nine attends school, and perhaps as many as half of primary school graduates are functionally illiterate. Gender and urban/rural gaps in literacy and enrollment have narrowed but remain significant. The health outcomes, while less bleak, are still nevertheless poor. The health status of the population, particularly women and children, is low and half of the children aged 12 to 23 months are not fully immunized.

Access to other basic services such as water and sanitation is still very poor, and this together with poor nutritional status plays a major part in the viscous cycle of illness and poverty. Pakistan is a signatory to the global development goals, but prospects of reaching the 2015 health and education goals have to be considered poor if based on past performance. A quantum change in national policy and expenditure efforts is needed if Pakistan is to close the gap.

Education

Overall results in the education sector remain disappointing, with some pockets of progress with school enrollments and an overall reduction in the gender gap. Primary enrollment, as measured by the GER, showed some improvement between 1991 and 1995/6 (from 65% to 70%) but none thereafter (falling to 69% in 1998-99). The trend is generally more positive in urban areas. The gender gap in enrollment declined in both rural and urban areas, but the rural gap fell more due to falling male enrollments rather than growing female enrollments.

There is a strong correlation between household income and school enrollment, with upper income groups having markedly higher school enrollment rates. During the 1990s inequality in enrollment rates increased, with enrollment rates among households in the bottom half of the income distribution actually declining whilst those in the top quintile continued to improve. Literacy for the whole of Pakistan in 1998-99 was estimated at 43%. Both female and male literacy rates have increased during the 1990s, but at 27% the female literacy rate lags behind that of males (58%) by a significant margin. Although adult literacy rates are similar across South Asian countries today, Pakistan's lower school enrollment rates and poor quality education mean that it will lag behind its neighbors in improving literacy in the future.

Health

The 1990s brought significant improvements in two key indicators: the infant mortality rate and the total fertility rate. The former declined from over 120 deaths per thousand live births at the beginning of the decade to about 85 per thousand in 1999. The total fertility rate (the average number of children born to a woman over her lifetime) declined from 6.4 at the beginning of the decade to around 5 towards the end of the decade. In spite of this progress, the infant mortality rate and total fertility rate continue to be high by regional standards.

Although there has been a slowdown in the past few years, the number of community-based health workers has risen and the availability of female doctors and paramedics has improved significantly in all provinces. This has resulted in better availability of services and advice at the grassroots level, especially in the area of maternal and child health and family planning, and contributed to the reduction in infant deaths. Achievements would have been greater if the quality and effectiveness of government health services had been higher. The government's health sector, just like the education sector, is characterized by relatively low government expenditure, low efficiency and governance problems. In addition, much of the public spending is directed towards tertiary care facilities at the expense of primary and secondary tiers, especially in rural areas.

Population Planning

Pakistan's current population is 145 million, almost 2.3% of the world population, making it the seventh most populous country in the world. Another 3.2 million people add to this number each year. If this rate continues, the population of the country will reach 222 million by the year 2020. Such a high growth rate coupled with the country's weak socio-economic profile would render all efforts towards development futile. Although family planning programs have been initiated in the country but due to frequent changes in the strategies and inconsistent political situation, expected results could not be achieved.

The number of unemployed persons has increased six folds from 0.4 million in 1970-71 to more than 2.42 million, thus creating the need for increasing jobs by 69% just to keep the unemployment rate at its existing level. Unemployment and under employment will be the major issues of the country in the coming years. In fact, the state does not have any idea of skills and training facilities required to remain competitive in the international market. The overall urban population at national level has increased from 28.3% in 1981 to 32.5% in 1998 which reveals that every third person now lives in city or town.

Gender and Development (GAD)

The discrimination on the basis of gender starts from the very beginning with the birth of a daughter, which is not liked and is considered a liability by almost all sections of the society. Restrictions and limits are levied on the girls and women's mobility, thus they are kept away from the opportunities of higher education and economic activities. Moreover, their roles as future wives and mothers have so widely been accepted by the society that they are not considered as capable individuals who can contribute to development.

Despite these social and cultural taboos, Pakistani women have been striving hard since long to supplement their family income according to their capabilities and circumstances. They work in fields, factories, carpet industry, brick kilns, cottage industry and various other places, but their work receives no recognition not only by their own families but also by the official labor surveys. In urban areas, however, qualified women from educated families are often employed as professionals and have proved their worth also.

Technical Support Program (TSP)

SAP-PK's interventions are directed towards provision of equal opportunities to all people for the full realization of human potential. One major hindrance to this goal is the inability of partner organizations to effectively design, plan, implement and monitor community development programs. Therefore, it was realized that RDP alone was insufficient to address their technical needs as it addresses theoretical issues only. This, in turn, implied that the capacity building of partners would remain incomplete until the training was not followed by a technical phase.

Considering this, Technical Support Program (TSP) was re-designed in 2002 to facilitate the program partners in managing (designing, planning, implementing, monitoring and evaluating) community development initiatives. The program has been re-launched with the *expectation* that its implementation will help them to: 1) develop linkages with local government and line departments for allocation of resources to implement community development initiatives; 2) effectively meet the developmental needs of their communities; and 3) acquire skills in managing low-cost community development programs.

Sectors of Support

The sectors and sub-sectors for the provision of technical support and training to partner organizations have been identified after a thorough analysis of the programs supported by SAP-PK since 1996. Among others, they include *education* (non-formal schools, teacher training); *health* (preventive, curative and reproductive health, family planning, service delivery); *income generation* (micro-enterprise development, marketing, micro-credit); *agriculture* (modern agro skills, agro marketing, farm water management, forest farming); *environment* (sanitation, solid waste management, drinking water supply); *advocacy and networking*; and *institution building and sustainability*.

TSP in 2002

The details of some of the salient activities, mainly training workshops, conducted under the TSP in 2002 are as follows:

Activity	Dates	Venue	Participants
Training Workshop on <i>Enterprise Development and Marketing</i>	05-10 Jan.	Lahore	20
Training Workshop on <i>Developing Community Education Program</i>	26-31 May	Lahore	11
Consultative Meeting on Draft of <i>Basic Education Manual</i>	14-15 June	Lahore	28
Training Workshop on <i>Designing Community Health Program</i>	22-27 July	Lahore	26
Training Workshop on <i>Center Assessment for Enterprise Development Program</i>	15-20 Oct.	Charsadda	16
Training Workshop on <i>Business and Marketing Concepts</i>	20-26 Nov.	Peshawar	22

Important Outputs

The *important outputs* of activities conducted under TSP in 2002 are as follows:

- Publication of four booklets on *Education, Home Schools, Health and Sanitation* (all disseminated to about 1,000 CBOs).
- Organizations were trained in marketing their products in communities.
- Practical development material was made available to organizations.
- Organizations were trained in planning, implementing and monitoring integrated education programs.
- Manual for basic education planning and implementation was designed through a consultative process.
- Organizations were trained in identifying causes of health-related problems and to plan suitable health interventions for their communities.

Tawana Pakistan Project (TPP)

Pakistan has alarmingly high rates of malnutrition. Even with improved per capita energy intake, the rates of wasting (low weight for age) and stunting (low height for age) among children have remained unchanged for years. The country has entered the 21st century with a distressing 25% of its newborn infants weighing under 2.5 kgs and the burden of adding one million such infants to its population every year. These children have limited potential for physical development and educational performance, and lowered life expectancy due to premature onset of chronic diseases. This in itself is an overwhelming argument for making an investment in adequate nutrition for children in Pakistan.

There is a widespread perception that malnutrition is closely related to poverty. This relationship is complex and is strongly influenced by the degree and form of female subjugation in South Asia. It must be recognized that nutrition is more than food as poverty is more than mere income or assets. Although Pakistan has had several national nutrition surveys, there has been no national program aimed at redressing the root causes and effects of malnutrition. Tawana Pakistan Project (TPP) -- a joint initiative of the Ministry of Women Development, Pakistan Baitul Mal and the Aga Khan University (AKU) -- attempts to fill this vacuum through a three-year school nutrition package for girls.

The TPP is not just a food supplement, but part of a wider community-based intervention also targeting some of the underlying determinants of malnutrition such as household food security for women and children, food choices, etc. It is a safety net intervention which seeks to access the poorest of the poor. The strategy addresses malnutrition and micro-nutrient deficiencies in the girl child, and improvement in school enrollment and cognitive learning. The project uses an innovative participatory approach to build partnership between government departments and local communities through district elected representatives.

In its first phase, TPP is being implemented in 26 most malnourished districts of Pakistan with a targeted coverage of 650,000 girls aged five to 12, with an equal proportion of school enrolled and out-of-school girls. It extends to approximately 250 primary schools for girls in each district (6,500 schools in all) with participation of about 100 girls in each school location. The project will help improve their health by providing nutritional food and micro-nutrients besides annual de-worming exercise with them. The data collected from it will also help to facilitate future programming in the health sector in Pakistan.

SAP-PK has taken the responsibility to implement the project in six districts of Punjab (Bhakkar, Layyah, Lodhran, Pakpattan, Vehari and Rajanpur) along with seven other NGOs performing the same functions in other districts across the country. The *goals* of TPP are to:

- reduce gender and social inequalities;
- increase enrollment and retention, and reduce absenteeism of girls;
- access girls in the community who do not attend school;
- improve the nutritional status of girls in primary schools and community;
- provide access to safe water and sanitation facilities; and
- organize communities into School Nutrition Committees comprising teachers, parents and students.

TPP in 2002

SAP-PK started the implementation of TPP in the latter half of the year and formed field teams in the target districts. The following is a list of major workshops and meetings conducted under the project in 2002:

Activity	Dates	District	Topics
<i>Training of Field Workers</i>	11-15 Sep.	Lodhran	Background of TPP; Development and Welfare; GAD; Nutrition; PRA;
	25-29 Oct.	Pakpattan	Anthropometry; Facilitation Skills
	25-29 Oct.	Vehari	
<i>Training of Community Officers</i>	10 events	Lodhran	Background of TPP; Development and Welfare; GAD; Nutrition; PRA;
	03 events	Pakpattan	Anthropometry; Facilitation Skills
	02 events	Vehari	
<i>Orientation Meeting with District Nutrition Committee</i>	03 July	Lodhran	Background of TPP; Introduction to SAP-PK; Project Implementation;
	15 Oct.	Vehari	
	30 Oct.	Pakpattan	Operating Bank Account; Functions and Responsibilities of District Nutrition Committee
	17 Dec.	Bhakkar	
	21 Dec.	Layyah	
<i>Orientation Meeting with Tehsil Coordinating Committee</i>	04-06 July	Lodhran	Background of TPP; Introduction to SAP-PK; Project Implementation;
	16-17 Oct.	Vehari	
	30-31 Oct.	Pakpattan	Operating Bank Account; Functions and Responsibilities of Tehsil Coordinating Committee
	18-19 Dec.	Bhakkar	
	22-23 Dec.	Layyah	

Supporting Democratic Process for Women (SDPW)

Unless women are involved in the decision- and policy-making process at all levels of the state, changes in their political, social and economic status will continue to be marginal. Women in decision-making positions in governments and legislative bodies provide opportunities for redefining political priorities, and placing new items on the political agenda that reflect and address women's gender-specific concerns. However, even in countries where opportunities for women's representation and participation exist, they have not been able to effectively utilize these for multiple reasons like patriarchal systems, social and cultural prejudices, financial dependence, lack of media support and exposure to political processes, and limited training opportunities.

SAP-PK and its partner organizations have been striving to enhance women's role in the political process for the last many years through various interventions. After the election of a large number of women as councilors in the last local government elections, the organization designed Supporting Democratic Process for Women (SDPW) Program with the following *broad objectives*:

- Involve women in different tiers of local government system.
- Enhance women participation in the decision-making process.
- Create a favorable atmosphere for the marginalized in general and women in particular to perform their role as social change agents.
- Dialogue among elected councilors, voters and community activists to further strengthen democratic traditions.

Methodology of SDPW Program

In the pilot phase (November 2001 to April 2002) of the program, the following *methodology* was adopted to achieve the broad objectives enumerated above:

- Identification of four rural communities (two from Punjab and one each from the NWFP and Sindh).
- Formation of focal groups comprising 20 people (seven women councilors and community activists each, four CBO members and two coordinators).
- Capacity development of focal groups on *Roles and Responsibilities of Councilors*; *State, Law and Politics*; *Gender and Politics*; *Religion and Politics*; and *Advocacy, Mobilization and Networking* through workshops.

Outcomes of SDPW Program

The pilot phase of the program was completed with 80 councilors and activists, who are now organizing local dialogues, public forums and interactive debates to formulate demands to be presented before UCs and TCs for approval. The focal groups are also pursuing a community development agenda with the policy- and decision-making bodies. Meanwhile, identification of partners for the next phase of SDPW Program has been completed and their training would start soon.

Gender and Development (GAD)

In the past few years, the term *women in development* has gradually been replaced by the term *gender* in the development literature. Instead of restricting itself to women only, a gender perspective takes into account the division of work and benefits between *women* and *men*: it aims at a conscious redistribution of these not only in productive activities, but also within the household. Because men and women have different positions within the household and different control over resources, they do not only play different and changing roles in society but also often have different needs. This role and need differentiation is the underlying rationale for GAD analysis and planning.

The GAD approach tries to counter the almost universal tendency to make the following generalized assumptions, which are far from confirmed by empirical reality: 1) The household consists of a nuclear family of husband, wife and two or three children; 2) The household functions as a socio-economic unit within which there is equal control over resources and power of decision-making between all adult members in matters influencing the household's livelihood; and 3) Within the household, there is a clear division of labor based on gender. The man of the family is primarily involved in productive work outside the home, while the woman takes overall responsibility for the reproductive and domestic work.

Gender analysis helps to undermine this short-sightedness by differentiating between *needs* and *interests* of both men and women. With regard to the third assumption, for example, evidence shows that in most low-income households in the Third World, women have a triple role: their work does not only include *reproductive* work (the childbearing and rearing responsibilities), but also *productive* work (secondary income earners) and *community managing* work (the provision of items of collective consumption). Although the responsibilities of women are not restricted to the reproductive sphere, their access to and control of resources remains limited. Improving this access and control, which are now unequally divided between the sexes, concerns a strategic need of women.

Gender and Development in Pakistan

Pakistan provides one of the most challenging and sensitive environments in the world in which to work on gender equality issues. Its array of ethnic groups and their traditions make strategies on gender issues difficult to fathom and even more difficult to plan into development projects, particularly into advocacy. Political instability, combined with the ebb and flow of religious fundamentalism, has

created an environment in which the issues of human rights and those of gender often merge at the most basic levels such as equal status and protection under the law, access to that protection and redress from any violation of laws.

Gender disparities in Pakistan are severe and pervasive. Pakistan ranks 115 out of 143 countries in the gender-related development index and ranks 100 out of 102 countries on the gender empowerment measure. Deeply rooted cultural and institutional constraints prevent Pakistani women from playing an active role in the development of their society. Women's presence in the public sphere is restricted under the guise of cultural and religious values, thus making their contribution outside the home difficult, if not impossible.

Institutionalized violence against women in Pakistan allows crimes of 'passion' and 'honor' to go unpunished and gender discriminatory legislation violates the human rights of Pakistani women. They remain largely excluded from decision-making at national and provincial as well as community and household level. Pakistani women are less educated than Pakistani men, and their access to employment and income generative activities is limited. The health standards of women are poorer in comparison to their male counterparts with lower life expectancy and high maternal mortality rates.

Empirical evidence clearly shows us societies that discriminate on the basis of gender tend to experience more poverty, slower economic growth, and a lower quality of life than societies in which gender inequality is less pronounced. In all countries, but particularly in the poorest, giving women and men the same rights -- allowing them equal access to education, jobs, property and credit, and fostering their participation in public life -- produces positive outcomes. These outcomes include decreased child mortality, improved public health, a decline in population growth, and a strengthening of overall economic growth.

SAP-PK's GAD Desk in 2002

The GAD Desk works with the primary mandate of integrating gender-related issues in SAP-PK's work at all levels -- starting from broad-based policy making to its partnership with community organizations. The objective is to have a positive impact on social environment with regard to gender equality. The Desk monitors policies, programs and activities at various stages to review and make them gender sensitive. Additionally, a session on GAD has been incorporated in all the training events of the organization. More recently, gender assessment of ongoing projects as well as new projects proposals has been initiated to ensure that all efforts lead towards genuinely promoting gender equality. Plans are also being worked out to establish district level GAD networks.

During 2002, GAD was in focus as an overarching theme of SAP-PK's overall program endeavors. The GAD Desk capacitated the organization's staff and partners on various gender-related themes and also undertook some special assignments. It played a key role in bailing out a woman councilor from Mianwali, who was accused of blasphemy. The pressure created because of related efforts resulted in a court decision in favor of the women councilor. Within SAP-PK, a gender policy for staff members was formulated and approved by the NC after certain comments. Meanwhile, a Gender Focal Group has also been set up to monitor the organization's work with a gender lens. This group comprises selected staff members, both men and women, of the organization.

The GAD Desk also prepared and marketed proposal for a research study on *Globalization and its Effects on Rural and Peasant Women* during the year. The proposed study aims at analyzing the economic and social fallouts of globalization on the changing gender relations among farmers. It is expected that the study will feed the public debate with a clear and focused analyses of situation emerging due to globalization and economic liberalization policies, and help organizations, research institutes, social movements and forums to do more effective programming around the theme of women empowerment. Finally, two new booklets highlighting women rights were published and disseminated widely.

Long-Term Support Program

SAP-PK's core program follows a sequential order. Believing in a step-wise approach, the organization meets the demands of its partners accordingly. Its interaction with CBOs starts with their identification for various training packages offered by CBD, in particular RDP. After training, the next step naturally is helping the partner organizations demonstrate the acquired practically in their communities. It is here Program Partnership Division (PPD) enters the fray.

The thrust of SAP-PK's program partnership approach is on enabling CBOs to effectively implement programs and projects in their communities, and become sustainable vehicles for change. Simultaneously, it also lays emphasis on motivating partner organizations and networks to be actively involved in social activism, a concept introduced to them during RDP. The PPD does not only work with RDP-graduate organizations, but also considers other promising groups for support offered by it. More recently, the focus has shifted from CBOs and mid-level NGOs to other civil society groups interested in participatory development.

During RDP, orientation is imparted to participants on how to develop project proposals in line with the needs of their communities. At the culmination of the training, all participant organizations develop project proposals and submit them to PPD for long-term support. The staff members of the Division conduct *Project Assessment Visits* to these organizations, during which the project and SAP-PK's assessment are discussed with members of the organization as well as the community. If it is felt that a particular organization has the potential and capacity to implement the project, its proposal is seriously considered for funding from Canadian partners; if not, guidelines are given for further improvement.

The PPD's staff members further refine the selected proposals and submit them to the SAP-PK's National Council for approval. After discussion with the selected organizations, the final proposals are sent to SAP-C, which hunts Canadian partners for their funding. Meanwhile, regular project updates are provided to the Canadian partner as well the local organization. Once a Canadian partner picks a project, SAP-PK receives green signal and work on the project starts. Most of the approved projects attempt to address issues of health, education, environment, income generation and advocacy. At the same time, their underlying emphasis is on relating the outcomes with cross-cutting issues like poverty eradication, gender equality, strengthening civil society, human rights, social justice, etc.

Implementation Plan of Long-term Support Program

In the first phase, a *Pre-Project Implementation Workshop* is conducted to teach the members of the selected organizations how to prepare Logical Framework Analysis. After an agreement is signed between the selected organizations and SAP-PK, first instalment of the funding is released to the former. The PPD also organizes a bi-annual *Project Review Workshop* in each province for the members of the organizations which are implementing ongoing projects. This workshop provides SAP-PK with an opportunity to share its analyses of these organizations with them as well as makes available a forum for peer analysis so that the participants can analyze each other's work. Most importantly, members of the community are also invited to analyze the work of their organizations.

The PPD also organizes *Technical Training Workshops* for CBOs in case the need arises and few organizations of a particular area need the same sort of training. Mostly, these workshops try to solve immediate community problems and are organized on themes ranging from agriculture to sanitation. Similarly, the Division conducts *Future Search Workshop* for the organizations which have completed their projects. The aim of the workshop, which employs self-analysis technique, is to share successes and failures of the projects. It is also designed to facilitate the participant organizations to establish links with government line departments and other support organizations, which helps them in getting funding from other sources for their future projects.

Long-Term Project Support in 2002

SECTOR	2002	2001
<i>Agricultural Development</i>	1,157,978	561,000
<i>Skill Training</i>	502,093	741,300
<i>Education</i>	1,350,888	2,031,592
<i>Community Mobilization</i>	617,228	480,000
<i>Advocacy</i>	322,705	1,758,000
<i>Labor Education</i>	--	284,900
<i>Health</i>	1,164,784	832,500
<i>Institutional Strengthening</i>	--	108,107
<i>Capacity Building</i>	3,304,098	1,901,720
<i>Income Generation</i>	430,000	1,271,000
TOTAL	PKRs. 8,849,774	PKRs. 9,970,119

Activity	Number	Themes
<i>Proposals Received</i>	84	<i>Health Education and Services; Skill Training; Education (home schools, adult literacy, technical/ vocational centers); Agriculture (capacity building of farmers, water conservation, channelizing flood water for irrigation, farmers' cooperatives); Child Labor; Community Development</i>
<i>Proposals Processed</i>	55	<i>Community Development; Women Empowerment; Micro-Enterprise Development; Capacity Building of Farmers; Income Generation</i>
<i>Projects Funded Through Canadian Organizations</i>	21	<i>Education; Health Education and Services; Micro-Credit; Agriculture; Peace (social harmony, rights of minority workers)</i>
<i>Canadian Partners</i>	7	
<i>Total Funds Disbursed</i>	216,414 (CND \$)	
<i>Projects Completed</i>	24	<i>Bonded Labor; Women's Empowerment; Income Generation; Community Health; Adult Literacy</i>

SAP-PK NATIONAL COUNCIL AND GENERAL BODY

SAP-PK National Council and General Body

NATIONAL COUNCIL

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ABBREVIATIONS AND ACRONYMS

A

AA-PK	ActionAid-Pakistan
AIDS	Acquired Immune Deficiency Syndrome
AKU	Aga Khan University
ANGOC	Asian NGO Coalition for Agrarian Reform and Rural Development
ASEAN	Association of South East Asian Nations

B

BCC	Balochistan Coordinating Council
BD	Basic Democracy
BDCC	Bhitshah Declaration Coordinating Council
BEP	Basic Education Project
BPL	Below Poverty Line

C

CBD	Capacity Building Division
CBO	Community-Based Organization
CC	Coordinating Council
CEF	Commonwealth Education Fund
CGU	Citizens' Governance Unit
CIDA	Canadian International Development Agency
CSO	Civil Society Organization
CWS	Church World Service

D

DAG	Development Alternatives Group
DCO	District Coordination Officer
DFID	Department of Foreign and International Development (UK)
DIG	Deputy Inspector General (Police)
DRCEP	Democratic Rights and Citizens' Education Program
<i>(Also)</i>	Democratic Rights and Citizens' Empowerment Program
DSC	Development Support Communications

E

EC	European Commission
ECP	Election Commission of Pakistan
ED	Executive Director
ESAF	Extended Structural Adjustment Facility
EU	European Union

F

FCM	Federation of Canadian Municipalities
FDP	Farmers' Development Program
FDSAP	Farmers' Development and Sustainable Agriculture Program
FTP	Farmers' Training Program

G

GAD	Gender and Development
GB	General Body
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GKT	Ghareeb Kissan Tehreek (Poor Farmers' Movement)

H

HBF	Heinrich-Boll Foundation
HIES	Household Income and Expenditure Surveys
HIV	Human Immunodeficiency Virus
HRCP	Human Rights Commission of Pakistan
HRD	Human Resource Development

I

IANSA	International Action Network against Small Arms
IDSP	Institute for Development Studies and Practices
IEC	Information, Education and Communication
IFI	International Financial Institution
IISD	International Institute for Sustainable Development
IMF	International Monetary Fund
INGO	International Non Governmental Organization
IPC	Inter Press Communication
IPRI	Islamabad Policy Research Institute
I-PRSP	Interim-Poverty Reduction Strategy Paper
IRC	Interactive Resource Center
ISACPA	Independent South Asian Commission on Poverty Alleviation

J

JPC	Justice and Peace Commission
JRC	Journalists' Resource Center
JUP	Jamiat-e-Ulema-e-Pakistan

L

LAWJ	Lahore Association of Women Journalists
LGP	Local Government Plan
LPC	Lahore Press Club
LRP	Local Research Program

M

MC	Management Committee
MHHDC's	Mahbub ul Haq Human Development Centre
MNC	Multi-National Corporation
MQM	Muttahida Qaumi Movement
MRCP	Minority Rights Commission of Pakistan

N

NAFTA	North Atlantic Free Trade Area
NC	National Council
NCE	Network for Community Empowerment

NPES	<i>National Progressive Educational Society</i>
NGO	Non-Governmental Organization
NGOCE	NGO Coalition for the Environment
NRB	National Reconstruction Bureau
NRP	National Research Program
NRSP	National Rural Support Program
NWFP	North West Frontier Province

O

OECD	Organization for Economic Cooperation and Development
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P

PILER	Pakistan Institute of Labor Education and Research
PM	Program Manager
PMU	Program Management Unit
PoA	Program of Action

PPD	Program Partnership Division
PPLA	Punjab Professors and Lecturers' Association
PPP	Pakistan People's Party
(Also)	Purchasing Power Parity
PRA	Participatory Rural Appraisal
PRGF	Poverty Reduction and Growth Facility
PRIA	Society for Participatory Research in Asia
PRSP	Punjab Rural Support Program
(Also)	Poverty Reduction Strategy Paper
PUJ	<i>Punjab Union of Journalists</i>
R	
RDP	Resource Development Program
RRA	Rapid Rural Appraisal
S	
SAARC	South Asian Association for Regional Cooperation
SAFTA	South Asian Free Trade Area
SAP	South Asia Partnership
(Also)	Structural Adjustment Program
SAP-C	South Asia Partnership-Canada
SAP-I	South Asia Partnership-International
SAP-PK	South Asia Partnership-Pakistan
SAPTA	South Asian Preferential Trade Agreement
SARPPP	South Asia Regional People and Policy Program
SASA-NET	Small Arms in South Asia-Network
SCBI	Small Capacity Building Inputs
SCC	Sarhad Coordinating Council
SDPI	Sustainable Development Policy Institute
SDPW	Supporting Democratic Process for Women
SEI	Stockholm Environment Institute
SHAN	Sindh Hari Abadgar Network
SLCDF	Sri Lanka Center for Development Facilitation
SPO	Senior Program Officer
SSP	Senior Superintendent of Police
T	
TAF	The Asia Foundation
TC	<i>Tehsil</i> Council
TNA	Technical Need Assessment
TNC	Trans-National Corporation
ToR	Terms of Reference
ToT	Training of Trainers
TPP	Tawana Pakistan Project
TWT	Taangh Wasaib Tanzeem
U	
UC	Union Council
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
US	United States
V	
VMPI	Villagers' Media Productions Inc.
W	
WB	World Bank



South Asia Partnership Pakistan

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