



**Holistic Understanding for  
Justified Research and Action  
(Hujra)**



**Innovation for Poverty  
Reduction Project  
(IPRP)**

## **POLICIES RELATING TO NRM IN GENERAL AND MEDICINAL HERBS IN PARTICULAR: Review, Status, Gaps and mitigation options**



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## INTRODUCTION

This report is an outcome of a study conducted by Holistic Understanding for Justified Research and Action (HUIRA) in collaboration with Innovation for Poverty Reduction Project (IPRP) to assess Policies relating to natural resource management in general and medicinal plants in particular. It was a time bound exercise and is meant to lead to an action plan that how the gaps can be filled in process approach to achieve what is envisaged in these policies and what type of partnerships are needed to contribute more meaningfully to such processes.

The policies are assessed in the purview of Malakand region in which HUIRA is operating as an institution and IPRP has selected it as focus area. The region differentiates itself from the rest of the country in its institutional evolution and is considered a specified area in the constitution of Pakistan. However, at the same time, there are commonalities to national and global levels, as it is part of that setting as well.

The methodology adopted for the research was to form a diverse team of professionals, mainly from Malakand region covering legal, technical, institutional and professional aspects by whom policies were reviewed and qualitative discussions took place. The study on policies was coordinated by a team of HUIRA and simultaneously a group of HUIRA worked on the research aspects of medicinal plants. To share the experiences and outcome of the reviews, an internal workshop was organized and then an external workshop took place jointly with research group, to bring in the expertise of other institutions and individuals. However, it is still felt that it is to be taken as continuous process, to bring in more inputs, and are reflected in the subsequent writings.

The report may be grouped in three parts, the one which defines general policy frameworks and the policy evolution processes at national and regional level or it can be defined the processes in short that effected the policies. The second part is the review of the policies related to natural resource management and at the same time comments are made upon it, which give the sense of duplication as the policies are usually prepared on sectoral basis and the poverty and environmental concerns being a prominent aspects of each policy is commented upon. The third part is comments upon the processes and what the course of action “ POLICY” should be to satisfy the universal values and at the same time having institutional outreach to very local level in its possible neutral dynamic style. It is a point of view and is exposed to modifications and refinement.

The comments made in the writing is not criticism specific to any organization as the present situation is an outcome of a collective process and at any level a single institution or a group can not be blamed for and at the same time it offer opportunities for exploration and innovation.

The report has a loose format to deal with each segment in openness and not to limit oneself in formality. It may be hard for some readers for which it is excused. However it is open for improvements and is an attempt to relate the situation for painting an image. The “ifs” and “buts” can be overcome in the process in its neutrality and to bring in clarity, highlight complementarity and not distortion and confusion. In any case the institutions has to transform themselves to embrace upon the realities for improvement in its totality.

## **CHAPTER 1**

### **POLICY ENVIRONMENT**

This segment of the study report highlights the factors in present situation that contribute to the mindset of the people who influence policy formulation. These people may be in the state structures, international institutions or civil society groups working for overcoming these factors in its specificity or in integrated manner. These are just glimpses to develop relationships in an ongoing phenomenon, for evolving a conducive environment for human action in its holistic manner. To develop better understanding, that why people are becoming near to nature and there is a trend for opting to the use of natural medication.

#### **I. BROADER ELEMENTS OF POLICY ENVIRONMENT**

##### **A. Poverty**

Poverty is the state of affairs in the given conditions where the opportunities for improvement exist but there are factors, which hinder the processes and facilitation is not available for improvement, it gives a feeling through its realization and can be termed poverty. The definition widens the spectrum, and occurrence of poverty is a diverse term in its application. Even in economic terms it has become a challenge that how an optimal level of resources can be ensured on voluntary basis, through realizing the responsibility, to address this issue and at the same time to keep balance in all its dynamism. Even though this quantification is difficult as it is not related only to material things. However this much quantification is easier, that how much is per capita consumption needs of different energy forms in different conditions and what are the supply patterns and vulnerability level. In mathematical terms the resources are enough and there is general willingness to contribute but the institutional arrangements and the governing rules are deficient to ensure just distribution, contributing to equity. Poverty is a wider term and to be understood in holistic manner.

##### **B. Nature**

Nature; which sustains life and life conditions, in conventional terms, is threatened and degraded to an alarming scale due to human activity in the quest of either survival or greed. It is also contributing to the mindset that how to ensure an optimal level for habitat in its diversity and what type of remedial measures can be adopted to overcome the rot, already occurred. The degradation is more profound as many of the life forms are losing its habitat and are in extinction or threatened; even some of it not even explored, to be part of the conventional knowledge body.

##### **C. Capital**

For convenience, in Human evolution different means for exchanges were and are adopted to quantify human efforts or productivity and named it “capital”, and through application of a particular knowledge system, was made associated to circulation and surplus to quantify its value. The question is how to create an investment friendly environment, as at present a bulk of this capital is almost out of circulation, the way the present knowledge system defines it and due to it, it has a lot of institutional and other repercussions in relationship to living conditions.

## **D. Terrorism**

Terrorism in all of its manifestations has been another phenomenon, which has manifold increased security concerns internationally and nationally. It has directly influenced the relationship of the States as well as man-state relationship and demands for exploring ways and means to enhance respect of life forms and to keep continued civilization journey with elements of respect, equity and exploration because it has a profound impact on the concepts and to bring in clarity to the phenomenon.

## **II. RESPONSE OF KNOWLEDGE**

Knowledge systems in traditional way, offer its own solution to the issues in the changing conditions. As the world is more informed due to technological advancements and exploratory processes and as a result, it seems that, conventional governance structures are deficient to correspond effectively. Authoritative approaches are attempted and to be replaced by participatory approaches and the terms like “stakeholders” are used to ensure participation. In this purview “environment” by itself is the stakeholder, and human becomes part of environment with moral obligations and with all creative capabilities to explore and find innovative solutions. The knowledge has been produced in bulk and documented with available tools but at certain levels this conventional form of interpretation is handicapped to offer the solution, which resulted in by itself to put a question that how to manage the knowledge to offer an appropriate solution?

For that policies are made and global guidelines are prepared, a tentative option to be declared as “course of action” is called “policy”. How realistically these are planed and how much these are applied, is commented upon.

## **III. POLICIES**

Policies, in the current scenario, are apparently made by governments; within the state ambit. Different states have their own configuration and evolution; that in result determine the parameters of policy formulation and implementation mechanisms. At present, global concerns and commitments also oblige states to correspond and provide policy guidelines in many cases.

The UN charter recognizes the sovereignty of the states and in principle; the states are the custodians of the land and natural resources on or inside the land of the State. Moreover, are allowed to determine its use and vise versa. However, the liberalization and globalization have added new dimensions to policy formulation and implementation mechanisms, bilateral and multilateral organizations are also influencing the processes and have their own approaches, that how the states should be; and different ways are used to influence the policies



Picture 1: Prevailing Health Care System



Picture 2: Mountainous Resource Base

#### IV. ENLARGING THE FRAME

The states are classified as developed, developing and under developed, that in a sense determine their freedom that how much in its true sense can exercise their sovereignty. Although it is becoming a collective world and; rather to highlight interdependence; how the collaboration mechanisms can be evolved effectively to give hope and strength to redefine the “value”. The principle may be how one can give rather what one can get. “Shedding away the surplus, rather than accumulation”.

Even known natural processes are refined and refining itself, known threats are to be addressed generously, as well as to uphold human choice, that how they associate themselves to correspond humanly “the policy frame work/ course of action”. States are fading itself and are becoming porous; to accommodate these realities. How the choices can be modified in collectivity, not losing the uniqueness, to keep and improve harmony with nature/oneself.

Human responsibility of exploration is enhanced to an optimal level, the easiness and comprehensive elaboration to give innovative meanings to time and space affecting relativity of being. Engulfing the resource use syndrome, nature is more than a resource. The conventional knowledge system of recent times supported by market mechanism is attempting to protect capital value from depreciation. This approach pushes for more degradation of nature and deprivation of human from its rights. It has even confused and pushed those; who consider themselves nearer to capital value, in a tense situation; as the conventional approaches are failing to an alarming scale and put them in a protectionist mood, rather to support openness.

The solution is not merely in manipulation and compilation of what is called facts and figures but it demand wise approach; characterized by moral aspects, with an optimal level to promote openness and exploration in its collectivity.

#### V. BASIS FOR PARTNERSHIP

Nature provides a neutral base for interaction in innovative way, not negating but complementing to the realization of realities and not blocking the exploration path.

Earth has the caring capacity but the handicapped knowledge system, with emphasis on quantification, support control rather than sharing.

How human can share the stored energy with nature, to enable nature, from human perspective, to support life form with its beauty and usefulness. Patent rights handicap knowledge, as knowledge is a collective asset, embedded in natural processes. It is not getting credit but giving credit of contributing more to goodness; to overcome greed, facilitating exploitation with good intentions and to build trust and confidence through promoting appropriate steps to explore.

## VI. STATE RESPONSIBILITY

States are supposed to be the symbols of freedom and tolerance to contribute to the conditions to bring in harmony and prosperity to an optimal possibility. Policies are the expression of states willingness to improve the situation, as well as to improve the apparatus to deliver. State structures has to improve itself and to be improved, to shed the image of inefficiency and at the same time not to overburden it but to help in solving the problems, promoting the sense of participation.

The polarity debate could not assert itself to fill the gap in conceptual sense, Natural forces are as important or rather more important and express themselves in a more explicate form. It allows complementarities and contributes to enabling environment. It provides a basis for sharing and application of knowledge in transdisciplinarity, where the policy makers, technicians and people can generate actions leading to perfection; opening of new vistas of exploration.

## VII. CREATIVE VALUE

Nature is for supporting life forms and human, the custodian of creative value, has the choice to interact with, wisely, multiplying the creative value for the wise use of others as well as for one self. It is a medicine of another type, which enhance the level of satisfaction more than the medicinal plants use in the era of patancy. Where the discarded solutions are imposed to have fake control. At the level of perceptual time; transformation is inevitable, the creative energy express itself in a profound manner.

Global diversity offer different options to the same issue and in this way offer graceful solutions to be adjusted to the local environment/conditions, and open up vistas of exploration and experimentation, valuevarising the experiences in all its evolution and future perspectives. Time is expanding itself, shirking the civilization gaps, and offer mitigation measures.

Meaningful debate is encouraging and to be encouraged in all its delicacy and refinement and with wise use of tools devised by discovery and innovation to share stored energy, through creative energy, accepting it as human responsibility in innovative way. Learning is a continuous process that effect policies; it is a time of sharing; to have a “global family” rather than “city or village”. Where the human live, society flourish, and exploration goes on.

## VIII. THE CONTINUITY FACTOR

The post 9/11 world and sub-sequent developments necessitate appropriate actions to bring in the spirit of frameworks; like UN charter and other conventions and commitments. Even though authoritative role of the state is not compatible with the mindset of today citizen and there is a general agreement on evolving participatory mechanism at all levels. It never means to negate the states regulatory role but to facilitate the process for smooth transformation.

The process is on; with modified out-look in the process of globalization in universal setting and fast information exchange in every field has opened up many areas of exploration and is the initiation of the process; keeping in view all dimensions of real situation. Poverty and terrorism is the agenda, which can be worked out harmonizing capital with nature.

## CHEPTER 2

### THE PAKISTAN STATE AND POLICY EVOLUTION

#### I: CRAETION OF THE COUNTRY AND INITIAL PHASE

Pakistan was created under the slogan of Islam in 1947, on a piece of land where the Indus civilization flourished and in the other part Jamna flow (now Bangladesh). The act of 1935 provided early constitutional basis for the country and objective resolution was associated with it; as an attempt to correspond to the aspirations. The country was in two territorial blocks, West and East; while inheriting territorial disputes in the bipolar world of that time and at the same time inheriting civilization heritage, including the systems of medicine.

Pakistan was mainly an agrarian country; with diversified cultures, started to influence its political scene from the beginning and the nation remained turbulent till late fifties of the last century.

#### II: THE GREEN REVOLUTION

The green revolution, as it is called, was the 1<sup>st</sup> integrated attempt, in open market policy framework, to mechanize agriculture and to absorb surplus rural labor in urban industrial setup, a major breakthrough after the developmental and institutional legacy of the British in the sub-continent.

Closed agrarian society started to open up and gave way to rural urban immigration. New institutions and institutional arrangements emerged to support this process. Mega projects initiation increased demand for lending, as well as military expenditure started to swell due to fragile situation of the sub-continent in the given global political and ideological polarization.

#### III: POPULIST EXPRESSION

In early seventies, the country split into two independent states as an outcome of electoral democracy. The social fabric that governed the society was replaced by populist expression and as a result, land reforms took place. Industrial setup was nationalized; Control on natural resources of traditional landed class weakened and new relationships emerged.

The country however got new constitution as a federation, having federal and concurrent list. Land was declared as provincial subject and related policies were to be framed by federating units. But the outlook of the country remained centralist; in its practical sense; due to centralized control mechanisms, implemented through bureaucratic order.

Some of the trends of that time can be summarized as;

1. Chaos like situation emerged regarding the natural resource management and use patterns. The traditional institutional control weakened and expressed itself in different type of political associations.

2. The country saw a new type of migration, specially the gulf boom that further affected the traditional economic entities. New economic elites started to emerge and resulted in pushing others to exploit natural resources, especially forests in this new competitive environment.
3. Many demographic changes occurred mainly, due to population increase and eradication of some epidemics. Disintegration of traditional institutional set up accelerated the rural-urban migration, contributing to different set of issues for which the institutions were not modified accordingly to correspond effectively.
4. The environmental slogans emerged on the global scene to question development, which meant till the times “ production”, and smoke in the horizons of the city was considered as sign of development. Which was questioned seriously and quality of life in relationship to natural conditions started to surface by the time.

#### IV: TURBULENCE ON WESTREN BORDER AND IMPLICATIONS

The global political scene and political de-stabilization processes inside resulted in halting of democratic process. In Afghanistan the two global powers of that time were engaged to show their muscles and ideological confrontation in the regions was at higher degree. Pakistan had to absorb the stresses due to these phenomena, affecting each and every domain of the governance framework that evolves policies and device implementation mechanisms.

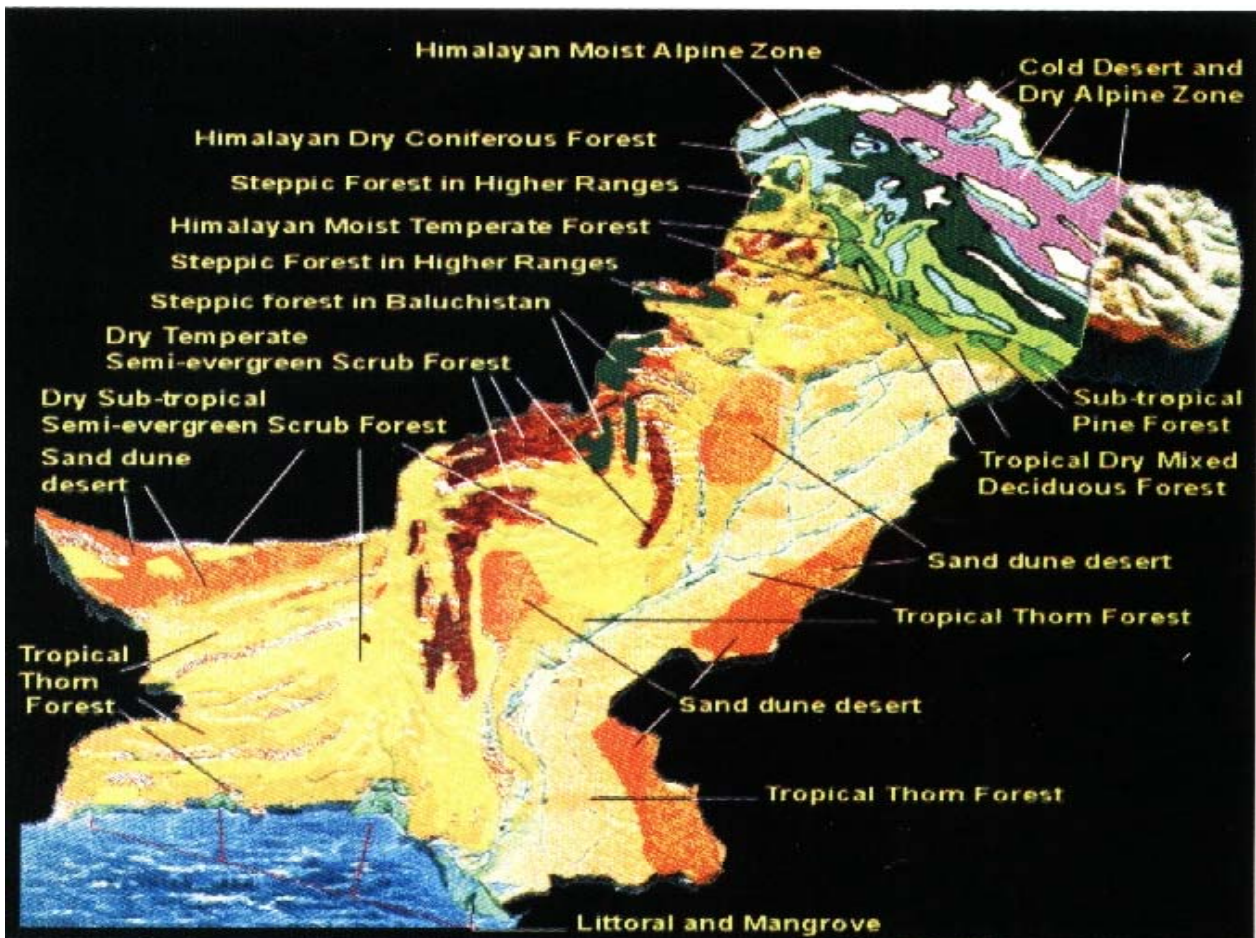
#### V: ENVIRONMENTAL CONCERNS AND RESPONCES

It was in mid eighties of the last century that the global environmental concerns started to reflect itself on national scene and environmental legislation took place. At the same time, due to geo-strategic situation, different types of developmental projects started in different sectors, as well as integrated rural development models to be testified. Controlled developmental options through state apparatus started to give way to participatory notions. International lending increased to cater this situation; as an attempt to control and supervise the processes feeding to over all geo-political agenda.

#### VI: ERA OF LIBRALISATION

Late eighties of the last century saw the event in the shape of Geneva accord to diffuse the tension, having implications at every level and later on Central Asian States emerged on the scene. Pakistan had to return to democracy in a New World, focusing more on de-regulation and liberalization. State authority had to curtail itself to facilitate free flow of capital and easy access to raw material, associated with right sizing and downsizing, called structural adjustments, camouflaged by the statement to curtail poverty. International lending and regulatory bodies had to play the role to facilitate the process. The depreciation of currencies in the so-called developing world and certain regions has definite implications for Pakistan and had to correspond in utmost political anarchy. The political leadership, by the time was continuously blamed for corruption and mismanagement.

## The ecological zones of Pakistan



Courtesy Dr. Muhammad Iqbal Choudhery HEJ Karachi

## VII: ISSUES AND INSTITUTIONAL ARRANGEMENTS

Non Governmental Organizations (NGOs) mushroomed to institutionalize the ideological synthesis. On academic side the issues of environment, human rights and gender etc. took forefront. On the other hand poverty graph started to shoot up as energy price hiked to get more profit rather to have respect of welfare of the society and for local competitive environment for productivity.

On technical ground, the Pakistani state touched the level to be declared bankrupt and needed immediate relief tied to different types of conditionalities; with all type of policy advices. The political anarchy and financial crunch weekend the state to the level to accept any thing.

## VIII: GLOBAL DELIBERATIONS AND PAKISTAN'S RESPONSE

At Global level, there were deliberations in a different negotiating environment, mainly under UN umbrella to evolve mechanisms to manage the world in those new realities. The landmarks may be Earth Summit, Social Summit, Habitat Conference etc. Moreover, different conventions were adopted and rectified by the States like bio-diversity convention etc. There was no more so called bi-polar world, and the specified tools were attempted to be applied to craft the solutions. However, the intellectual atmosphere remained turbulent to absorb the reflections of the emerging situations. Major shifts in approaches of the governments were evident and at the same time to safeguard the sovereignty of the states, remained a challenge. Which compelled the so-called underdeveloped and developing world to commit itself to the conditions which from their perspectives were unrealistic and non achievable; which at policy level, weakened their position further and Pakistan was no exception.

National conservation strategy (NCS) adopted and Sarhad Provincial Conservation Strategy (SPCS) for NWFP was made, in the purview of sustainable development. Which by itself demanded a major policy updating to achieve the target and rehabilitate what is lost. Apart from it, so many other initiatives were undertaken as per advice of the funding organizations but in totality it could not corresponded effectively to real situation. Now there are some measures to rectify the situation, satisfying the diversity at optimal level in its dynamism.

## IX: CURRENT SCENERIO

9/11 brought Pakistan in the limelight again and resulted rather in a relief in its broader sense, having different types of repercussions. Governance became a point, questioning the delivery system in every aspect. On one hand local government system was introduced and on the other hand regional co-operation among the states became a priority to embrace new realities of the global family. Which provide a new type of policy environment; to device in consultative manner "the course of action" based on respect and feeding to harmony.

## X: THE CONSTITUTIONAL ASPECT

The constitution of Pakistan 1973 outlines the principles of policy in chapter 2. The sub section (1) in the same chapter states

*“ The Principles set out in this chapter shall be known as principles of policy, and it is the responsibility of each organ and authority of the state, and each person performing functions on behalf of an organ or authority of the state, to act in accordance with those principles in so far as they relate to the functions of the organ or authority”.*

The constitution defines Pakistan; being a federation, that how the legislation should be made and by whom it should be made; classifying the subjects in federal list where the central legislative body has exclusive right of legislation and the concurrent list where the federating units, provinces, as well as the federal legislation body can make legislation. The land being a provincial subject, the policy framework in general is chalked out at national level and detail legislation and implementation arrangements are made at provincial level.

The constitution has a list of specified areas, including Malakand region, for which the constitution chalk out specific arrangements for governance, policy formulation and realization apparatus.

## XI: ACEDAMIC DEBATE FOR POLICY FORMULATION

On academic side, the policy formulation should be that the political parties; as part of democratic process, elaborate its manifesto to the people. The winning party, in the constitutional frame, formulates policies to define their course of action as promised in its manifesto and accordingly make legislation. That gives way to rules and procedures to facilitate the process for achieving the objectives, what is promised in the manifesto.

In Pakistan, this process has not been consistent and has a divergent history of testing different type of arrangements, as mentioned. However, at present the whole governance system is devolved and has the constitutional cover, which allow local arrangements in the ambit of general policy framework to accommodate regional perspective. The system is not being absorbed by the conventional political order as yet; having different types of reservations and is negotiated at different levels for improvements and re-adjustments.

## **CHEPTER 3**

### **THE REGIONAL OVERVIEW**

For the purpose of clarity and to understand the policy framework in territorial, constitutional and climatic context, the ex-civil division of Malakand and part of Indus Kohistan is considered “the region”.

It is so, because, that the region became integral part of the State of Pakistan, much later, in 1969, than the rest of territories and another important point is that the region was not directly ruled by the British. Therefore, it had its own semi-independent type of institutional arrangements corresponding more to the socio-political environment, having its own patterns of resource managements.

#### **I: HISTORICAL EVOLUTION**

Due to its natural characteristics and location, human races from pre-historic times inhabit the region. Alexander crossed the region on his onward journey to the plains of sub-continent. Buddhist civilization flourished in the region and this region remained a seat of learning. The ruins show that the region was well-inhabited and called Udhyana (The garden). Hindushahi remained the dominant political phenomenon before the attacks of Muslim forces from Afghanistan. Later on the People who came with Mahmood Ghaznavi forces, called Swatis, were pushed by another Pukhtoon Tribe called Yousafzais, on other side of Indus and inhabited the region. In some pockets and areas other casts are living along this tribe.

#### **II: SHEIKH MILLI RESOURCE MANAGEMENT SYSTEM**

Yousafzais invasion of the region changed the social landscape some five hundred years back. Sheikh Melli, a wise man of the time, placed a unique system of land and resource distribution based on rotation of the population on periodic basis. Which influenced the resource use patterns by the population of the region. In the system the land was graded according to productivity, use and management demand and the shares were made accordingly. The services needed were institutionalized in the system and compensated accordingly. The political leadership derived its power from the landed shares. Each tribe and territory had its own arrangements to facilitate the process and move on. There were local feuds as well as regional skirmishes and for dispute resolution there was an in built mechanism, where the warring factions of society had to involve intermediaries. The landed shares had clear usage codes supervised by Jirga, ranging from water rights to house construction or access to grazing areas and so on.

#### **III: BRITISH AND THE REGION**

In late eighteenth century, major geo-political changes took place around the region. The Britishers were in the foothills of Malakand and wanted to secure border at Chitral against the czars. Local tribesmen resisted the move and severe fighting took place. However, indirect political maneuvering worked and the course was settled. The region got recognized rulers; Malakand and Kalam were declared agencies; having workable relationship with British. In return, British agreed to respect the local codes of governance. However it was difficult to govern a society, all the time on the move as per Sheikh Melli rotational land distribution system and there was a need to settle them down on permanent basis.

Permanent land distribution took place and communal uses and services class was respected. Indirectly control on forests went gradually to the states, with its own political and economic dimensions. To meet the state expenses, a privatized tax collection system was evolved; the traditional elites were incorporated in the state affairs and gradually things got institutionalized. The judicial system was simple and efficient (especially in Swat) and there was, in general, submission to the system and rulers. The resource use was judicious due to strict rules and quick implementation mechanisms and the habitat remained intact to a great extent.

#### IV: PAKISTAN AND THE REGION

Pakistan emergence on the scene in 1947, as a state was supported and recognized by the princely States. The Pakistan govt. entered into a new agreement to redefine the relationships and the princely states remained in place till 1969, with its local and different flavor of governance, as compared to the mainland.

##### **A. Merger, 1969**

In 1969, the changed political environment in Pakistan reflected itself in a manner to merge the princely states of Swat, Dir and Chitral states in the main land and extension of central bureaucratic structure resulted in administrative chaos in the given political environment.

All the traditional institutional arrangements; that managed the society and natural resources, came to an end at once through an administrative order. To this new situation the local population reacted in different ways.

The direct beneficiaries of the princely State arrangements were at once out from power structure. The Deputy Commissioners became the heads of the resourceful region in respective districts. The traditional social and administrative structure was disturbed and there was confusion. Natural resources became the first and foremost victims in the volatile political environment.

Regular law, practiced in the rest of the settled areas from British times, was extended and the process and procedures were inefficient to correspond to the situation, as there was no or little land record in written shape, on which the bureaucratic structure was erected in the British era. Different commissions were formed to understand, resolve and institutionalize the new situation with different types of motives.

##### **B. Provincially Administered Tribal Areas (PATA)**

In the 1973 constitution; the region was declared as Provincially Administrated Tribal Area (PATA) and as a local arrangements, through regulations, it was attempted to accommodate landed elites in facilitating decision-making. The region was exempted from taxes and the constitution of 1973 stated that any law or policy have to be extended through the prior consent of the head of the state.

### **C. Land, natural resources and management**

The forest ownership and management became a contentious issue, as the British time law of forest management of 1927 and regulatory control was extended in 1975 to the region, which provided little relief. However, a mechanism was provided for harvesting and the government succeeded in establishing its share in revenue generated through timber sale.

By the time, two problems existed in its core; one was that all government officials were transferred from out side to the region, as the local population had little share in the administrative system by the time. The outsiders had little understanding of the situation and the rules were also not clear, as mentioned earlier and the opportunists exploited it to maximum.

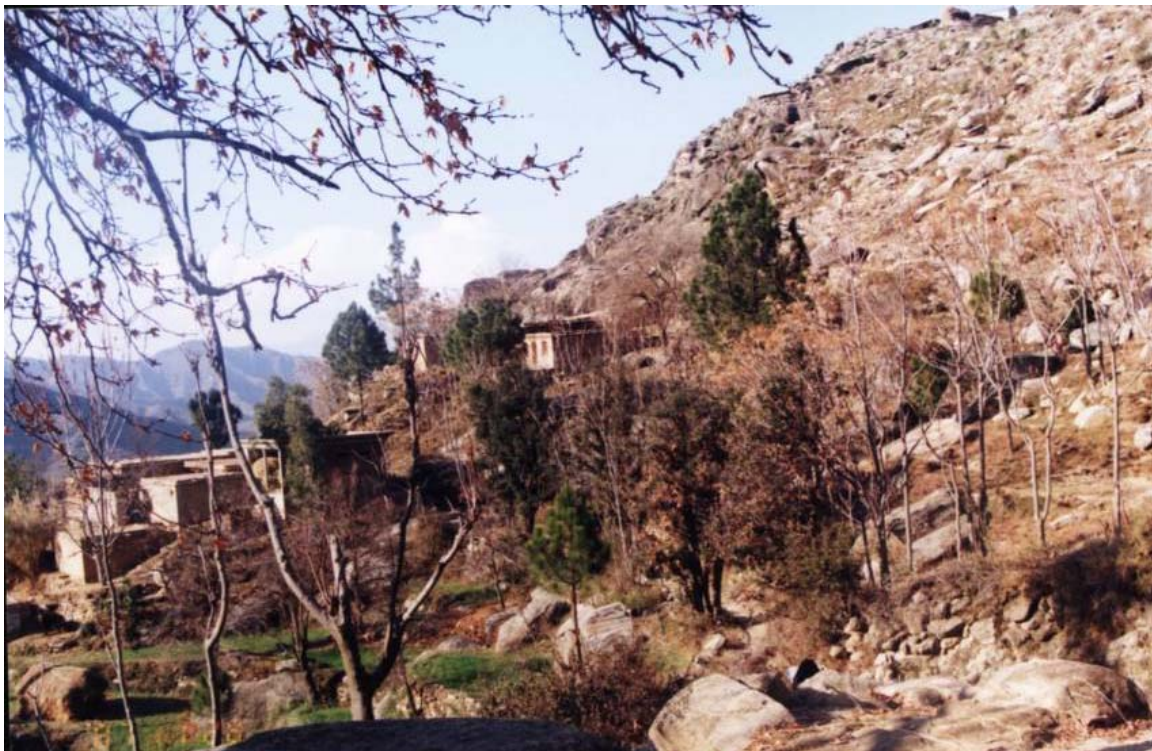
On the other hand there was no revenue record system, at that time. The land revenue record system establishment was initiated in mid seventies of last century and completed in portion of the region until mid eighties. The rest of the region still does not have any such record. The Sheikh Melli land distribution system was considered as the basis for declaring the ownership rights. In Sheikh Melli land distribution system, forest was a communal property as per devised territorial arrangements. However, in new revenue record system, the forestland was declared as State land under the nomenclature of protected forests. Which resulted in disputes and conflicts among different segments of the society at individual and groups level in the given political situation as mentioned in previous chapter, as well as between the people and the State.

### **V: EXPRESSION PATTERNS AND IMPLICATIONS ON NRM**

1. The seventies of last century remained in other terms, the time of economic opportunities abroad, especially in Gulf States. In which all most two million people from Pakistan went and a considerable proportion was from this region. It resulted in erosion of traditional social order further, as the tenant class was more receptive to this situation and agreed to mobility.
2. New construction activity, with new or imported ideas started and the use of timber in construction increased. The remaining population also cashed through illicit means the mismanagement of natural resources, especially forests and the habitat of so many species destroyed or decayed.
3. The region in 1970, embraced the electoral political order and the political parties organizational structure extended, and provided an alternate platform of association and accelerated the erosion of traditional social order with a blend of class and clan politics having impact on bargaining position of the population with State organs. The opportunists benefited the most at the cost of the people in general and natural resource management in particular.



**Picture 3: Degraded Habitat**



**Picture 4: Expanding Population Pressure on Natural Resources**

## VI: REHABILITATION AND CONSOLIDATION ATTEMPTS

Eighties was rather the period of consolidation; urbanization further accelerated and tourism, especially domestic, boosted. The expatriates money showed itself in various forms, land prices went up.

Some rehabilitation and integrated development projects started its operations with different types of institutional arrangements and focus areas, like forestry, integrated rural development, horticulture and irrigation etc. Community development and participation remained the slogan and different types of arrangements were tested. The volatile international policies had its impact; as the region got its share of refugees from Afghanistan and had impact on every aspect of life.

The tax holiday attracted investment in the region in tourism without any broader planning guidelines and regulatory control. Some other enterprises like silk and cosmetics industry etc. flourished. Like the rest of the country democratic setup was halted and in the region local bodies were in place as an alternate arrangement.

## VII: CHALLENGING THE LAW

The nineties saw a different type of institutional anarchy, which created a revolt like situation against the state and the agitators denied to accept regular laws. The religious class provided the leadership. The demand was for Islamic judicial system and nizam-e-adal regulations replaced the PATA regulations. The only difference was that it accommodated apparently the religious class in place of landed elites in superficial manner to support the judicial system. However, in constitution the area remained as “specified territory”.

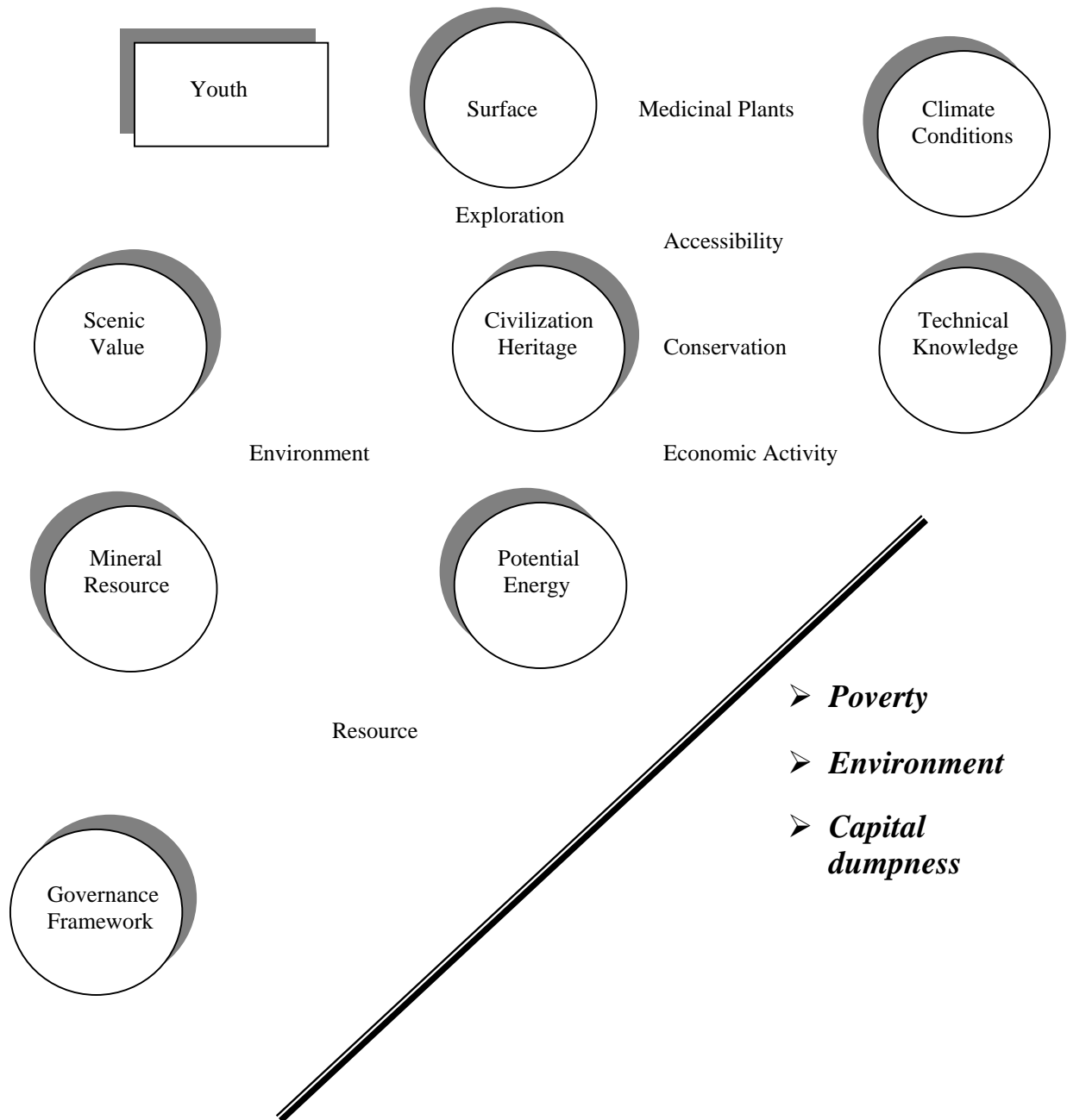
The researches on the uprising in the region revealed that it is due to acute poverty level, especially in rural areas, which is mainly mountainous, and need attention. However, the inefficiency of the system to resolve the conflicts and provide viable options was ignored at large. Another loan project was designed to address the issue, with out any participatory planning process to correspond affectively to the local dynamics.

## VIII: DEVOLUTION OF POWER

Like the rest of the country, devolution process took place in the region and certain departments decentralized excluding forest department. The devolution process has yet to take shape in a sense to provide appropriate policy frameworks in the regional perspective. Different institutional actors are also involved having their own perspective; like civil society organizations, multilateral and bilateral projects, and political parties. The general perception is that it is a start and by itself this realization is opening a lot of vistas of cooperation and coordination and demand for appropriate course of action at regional, intermediate, level to bridge the local and upper levels.

It allow to frame the vision, formulate course of action, establish innovative partnerships, improve linkages, pool resources, use technology and valorize experiences in regional/local context bridging it with other levels.

The region offers many opportunities for exploration to address poverty. Rehabilitate and conserve habitat with all its beauty and promote the values of equity and sustainability in harmonization of human acts in natural principles.



## CHAPTER 4

### POLICIES REVIEW

In this chapter the policy formulation processes, some of the policies and related processes in the given conditions are sum up and a comment is made upon it. The agriculture policy, Policy on traditional medicine, and forest policy of NWFP are reviewed in separate chapters with its specificity in relation ship to medicinal plants. The specificity of the region is also mentioned to have rather clear picture.

#### I: POLICY FRAMEWORK IN NRM

The natural resources and its management in sustainable way is agreed upon in Agenda 21, during Earth Summit and the National Conservation Strategy (NCS) and Sarhad Provincial Conservation Strategy (SPCS) are approved policy frameworks. The mid term review, of NCS has been carried out and ask for developing another strategy by the name of “*Pakistan Sustainable Development Strategy*”; to have emphasis on poverty reduction and economic development in addition to environmental sustainability. All this need to be looked through in the given global environment of trade liberalization that how the poverty of opportunity can be addressed to soften the barriers of people movement and at the same time have effective local arrangements for governance.

The Pakistan Environmental Protection Act was enacted in 1997 to provide legal cover for the protection, conservation; rehabilitation and improvement of environment, for the prevention and control of pollution and promotion of sustainable development.

The Act is operationalized and powers are delegated to relevant agencies and organizations. Rules and regulations are framed. Provincial Sustainable Fund has been established. Environmental tribunals have also been established. (*The law is not yet extended to the Malakand region (PATA)*). However under the National Environmental Action Plan, covering four areas of clean air, clean water, solid waste management and Eco-system management; has been operationalized. Involvement of provincial and local governments is encouraged to participate through appropriate partnerships.

#### II: THE INTERNATIONAL COMMITMENTS

Under the World Trade Organization (WTO) rules, to which Pakistan is signatory, there is a strong link between trade and environment. Environmental quality standards are introduced but the Pakistani industry and especially in this region (PATA), there is little awareness about these new challenges. Take an example of medicinal plants business, in which the existing practices are documented to an extent and it reveals that there is a lot to be improved, needed to achieve the required standards.

Pakistan is signatory to the conventions and protocols in the framework of UN charter, like convention on Biodiversity and other conferences. Different international organizations, NGOs and other research organizations are attempting to realize it. But the tools used are neither cost effective, nor people and nature friendly. As the word stakeholding is applicable to these organizations as well and they are trying to take care of it in the context of their own organizations, with few exceptions. There is general concern of non-cooperation and the missing links of policy research and implementation are evident. Innovative institutional arrangements are emerging to smoothen the process and need re- enforcements.

However, the government is committed to report the situation to relevant secretariats and the secretariats by their own as well as government agencies highlight the problems in implementation and welcome participation.

### III: POVERTY REDUCTION STRATEGY

For poverty reduction the government has chalked out a program with four pronged attack on poverty and in its preparation different institutions were involved.

1. Increase economic opportunity for the poor.
2. Their empowerment.
3. Access to physical and social assets.
4. Access to welfare and support though

The development of appropriate social safety nets and the instruments for achievement will be:

- Economic reforms.
- Physical asset creation for the poor.
- Social asset creation for the poor.
- Social safety net mechanism and
- Good governance.

The steps mentioned in the three years poverty reduction program (2001-2004) prepared by planning commission, government of Pakistan, to achieve the above is quite gigantic task. The steps by itself are silent on the present role of financial institutions, transfer of knowledge and implementation mechanisms. However the strategy acknowledges the facts through comparison of selected social indicators. Which opens up areas of interventions and wise natural resource use is one major area of intervention. The social safety net by itself demand for innovative approaches to the whole process. Even though; the issues are analyzed but the solutions offered speak a lot, of operationalization tools discrepancies.

The local governance offer the opportunity but need further improvement, and institutionalization; to integrate activities of other organization like NGOs and bilateral/multilateral projects as a support mechanisms.

The value of “sharing’ rather of “possessiveness” in the society can contribute a lot to process of improving the present out look of exploitation. It asks for collective efforts and the state cannot be singled out for blaming. However, the state can contribute a lot to the improvements and modification in the process through supporting initiatives in collaboration through innovative institutional arrangements to address the issues in comprehensive way.

#### IV: NATIONAL FOREST POLICY

The national forest policy 2001, very clearly state its goal and objectives. But how the culture of the custodian organization by itself can correspond to these objectives to involve other organizations in these collective endeavors to reduce poverty, poverty of opportunity and powerlessness. The policy also does mention the promotion of medicinal plants in sustainable way.

Setting the priorities by itself is a political process but it should not be geared to personal interests. Legislators are the politicians and there is a need of technicians to help politicians in appropriate decision-making and the implementing organizations are not the only one to frame policies and rules. Human are custodians of nature and are allowed to have wise use, which is better in the case of minimum utilization. Learning is possible from others to valorize the value of nature either renewable or non-renewable in resource term.

#### V: OTHER POLICIES IN RELATION TO NRM, HEALTH AND ECONOMY

1. The government prepares different sectoral policies and updates it time to time. Most of the policy frame works lack monitoring support mechanisms. However some of the statements are clear like trade in endangered species is prohibited, even if it is for medicinal use and is stated in trade policy and for its export; permission is required from wild life department.
2. The health policy ask for improvements in policy monitoring; improvements and assurance of quality of drug use but at the same time ask for improvement in governance and investment in health sector is considered as a step to poverty reduction, and the policy highlight nutritional gaps. The policy do highlight irrational use of drugs and the ground reality do demand for improvement; but how the corporate sector can be regulated meaning fully or they can impose self regulatory mechanisms keeping in view the governance structures and to respect the human dimension through promoting welfare mechanisms. The policy is silent on promotion/ improvements of traditional health care systems even though it mention of amending the existing laws of *Tibb* and homeopathy. In this regard, federal government recently takes some steps. (Detailed in another chapter)
3. In the region, the tourism has many potentialities and can directly contribute to natural resource management. The policy is more money oriented rather to contribute to overall societal transformation goals through tourism promotion. At regional level there is no presence for realizing the policy framework and there are no concrete initiatives to have negotiations between different institutions on realization of these objectives. Like the forest department and tourism department do not have meaningful interactions and the forest legislation do not have any mention how to full fill the tourism promotion requirements and to link it to poverty reduction and conservation.

## VI: LOCAL GOVERNMENT SYSTEM

The gloomy situation on ground offer a lot of opportunity for improvement and exploration and realization of valued ideas in democratic atmosphere, where diversity is respected in totality of local governments system.

The philosophy behind the devolution process is defined; the local government system is now in place, with fundamentals as listed below;

- Devolution of political power,
- Decentralization of management functions,
- Diffusion of the power-authority nexus,
- Distribution of resources to the district level.

It is designed to ensure that the genuine interests of the people are served and their rights Safeguarded. The new system will create an enabling environment in which the people can start participating in community welfare and be the masters of their own destiny.

In the whole of the province; including provincially administered tribal areas (PATA), the Agenda of devaluation by itself is incomplete; because the grass-root level, the village/neighbor hood, has not yet put in place as institutional structure. In the devolution plan it is called village council/neighbor hood council, apart from other institutional frameworks like *Masalihati Jirga* etc has not yet got its due role. The role of citizen community boards is also confused at implementation stage. The CCBs were supposed to play monitoring role rather to be implementers of developmental projects; what the process on the ground shows. As a result, the elected representatives in devalued system now consider CCBs as competitors rather than support mechanism to the system in most of the cases.

The political environment, which can provide support to the system, has not yet streamlined itself. Many functions are given to the devalued system but operationalization mechanisms are not yet detailed out. One of the chronic problem, for example, the society faces is absolute poverty in the form of destitute population and the function of the union council is to report absolute poverty and then it can be linked to the welfare system and other relief measures may be worked out. It has yet to be evolved and necessities that the civil society organizations embark upon their role and establish joint partnerships. At present different projects and NGOs are working on social mobilization of the communities and at the same time the citizen community board (CCB) concept is promoted. In the annual budgetary allocations some funds (25% of the total) are also allocated but the procedures are not yet evolved properly, to facilitate the communities to correspond effectively.

The procedures are not yet clear; it is better to be minimum, to provide relaxed space for people participation. It is still expected from the provincial governments or National Reconstruction Bureau (NRB) to elaborate it for creating conducive environment for promoting actions as per aspiration of the society. In many cases the functions are clear, but the ground status shows that the institutional support is missing and the financial flow is not smooth.

The union council is the basic unit in this system but it is observed that they are having very weak support staff, either one secretary or in some cases one secretary deal with two union councils. The UCs are mandated, as an example, to declare either an area as prohibited for grazing or allowing for; a land use function. But the union councils did not have even a map of the union council, other institutional supports are also very weak, like the interaction of forest department at the union council level as well as at other levels. The management and collection of medicinal herbs becomes an important aspect once such like mechanisms are in operation

Tehsil council is mandated for land use planning and zoning, which is the need of the time and encompass all areas and activities and provide a space for interaction to accommodate the aspiration of the people and create an enabling environment and support system to materialize it. However, it is yet missing, and even the needs of Tehsil Councils are not assessed to provide support in appropriate manner. Either it may be conservation issue of biodiversity, or cleaning a stream or how to enable them to extract medicinal plants from particular area.

The revenue system is in place, the line departments are functioning in their own style and those who are willing to realize or contribute find it confusing to interact. (It is an evolution stage and it is one of the outcomes). Because the land use planning exercise is not carried out in participatory manner and to frame the rules accordingly. All that can happen, once the district govt. frame the vision that how they want to see the future and how to get it in the present institutional arrangements and ground realities and what is to be modified and how.

How the forests can be saved from cutting and the Eco-system can be kept in place, improved through processed interventions to have remedial measures for poverty of the masses. What can be replaced through alternative means to meet the energy requirements, how the timber demand can be reduced, as well as caring the construction requirements with affordability and aesthetic value.

The devolution process by itself can be further refined, to satisfy the aspirations of the federating units. The constitution gives the room for such like improvements, even in its existing form. Gradually the concurrent list in the constitution should be handed over to the provincial legislator. The regional diversities/unity are to be respected due to its ecological variations and socio-political environment and traditions, and at the same time to correspond to global changing dynamic situation in a more enlightened way.

Participatory mechanisms are needed at each level, as the system is based on the principles of representation, which reflect itself in polarization and weaken the decision making capacity of the elected bodies in the given social set up. At the same time, engagement of professional and other interest groups is important to concretize the objectives and enable the system to correspond effectively.

## VII. ENVIRONMENT POVERTY NEXUS<sup>1</sup>

Environment poverty nexus is found through redistribution of economic resources from vulnerable sections of society to power holding elite. In the case of Pakistan redistribution of resources through environment degradation and economic impoverishment has assumed the form of air pollution, contamination of ground and surface water, depletion of water and forest resources, erosion and degradation of land due to loss of forest cover, water logging and salinity and numerous other factors, rural and urban unemployment dislocation of low income communities and impoverishment of traditional communities depending for their livelihood on balanced use of natural resources.

Moreover, these “green” issues are further exacerbated by the “brown” issues of industrial pollution, hazardous chemicals and other wastes; as neither public nor private enterprises comply with environmental legislation and urban sprawl multiplies as the rate of natural population grow and urban migration exceed municipal services. A sizeable portion of domestic produce is lost annually due to environmental degradation.

The vicious cycle between poverty and environmental degradation makes the poor even more vulnerable; leading to further environmental degradation and more poverty. Pakistan’s National Conservation Strategy distinguishes program areas which identify “win-win” sustainable developmental manner. Poverty alleviation is the best win-win strategy, considering the economic costs that the poor suffer as a result of environment degradation, and the high environmental costs they impose as a result of their poverty. The negative links between economic activities and the environment could be eased through encouraging participatory decision-making and implementation.

While, managing resources sustainably and environmental policy that focuses on the conservation and protection of resources must take due account of those, who depend on the resources for their livelihood. Otherwise it could have an adverse impact both on poverty and on chances for long-term success in resources and environmental conservation. Equally, a development policy that focuses mainly on increasing the production of goods without addressing the sustainability of the resources on which production is based will sooner or later become problematic, which would also have an adverse impact on poverty.

A specific anti-poverty strategy is, therefore, one of the basic conditions for ensuring sustainable development. An effective strategy for tackling the problems of poverty, development and environment simultaneously should begin by focusing on resources, production and people; including enhanced health care, education, rights of women and youth, democratic participation

Like in medicinal plants, there is a vast room for improving the existing practices and touching the related parameters; encompasses poverty, environment and creation of investment opportunities. The policies support the value addition and promotion of quality control while respecting conservation aspects of Eco-system.

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<sup>1</sup> A Statement from 3 years (2002-2004) poverty reduction program of Pakistan government

## CHAPTER 5

### EMERGING SCENARIO AND SITUATION IN AGRICULTURE SECTOR

#### I: INTRODUCTION

Pakistan is considered as an agricultural country, 48% of its work force is engaged in agriculture and climatic conditions offer diversity in cropping patterns. The agricultural policy is reviewed in the context; as a framework, it also covers medicinal plants. From collection in wild, medicinal plants in its raw form are considered as agricultural product and once processed is than should be covered in health policy, if it has use in health care system. Agriculture policy covers the related aspects and is commented upon in this chapter. Agriculture is considered a priority area to address the problem of unemployment and rural poverty, the overall policy goal is defined as *“to raise productivity and profitability of farming community to raise the living standard of the rural masses”* it further state that *“the policy is directed to conserve the natural resource base”*.

The policy further gives emphases, particularly in approach, the involvement of private sector. To keep the policy framework up dated; keeping in view the changing global dynamics and its impact on the national policies, “agricultural policies and prices commission” has been declared as, a brain for policy analysis and professional guidance.

At provincial level (NWFP), the policy formulation process is in its initial stages and still provides a room for inputs. The policy is to be framed in the guidelines highlighted in national policy, keeping in consideration the provincial conditions.

The national policy identify that there is growth potentials in agricultural production, as it admit that the production level is low and the processing and marketing mechanism are week. The same is applicable to medicinal plants, the agricultural policy highlight it with importance and some initiatives are taken in this regard by different institutional partners.

#### II: QUALITY SEEDS

Where feasible to promote ex-situ cultivation, the seed act 1976, cover the seed certification mechanism and in Malakand division the facility is available and can be engaged in future improvements; there are also seed testing labs. To import seeds in the country, subsidy is available; like exemption of sale tax and zero duty on seed processing mechanism not manufactured in Pakistan. A variety data bank has been established and can help the breeders in Pakistan and outside world to know about the characteristics of the verities available and help further in breeding process. But there is room for improvements and farmers’ rights are to be safe guarded. In Consultative manner, there is a need to evolve mechanisms for assuring fair practices.

#### III: FERTILIZERS AND PESTICIDES

The fertilizer research has to address the issues of efficiency, proper rates and minimize losses to protect environment, and there is a thrust on organic and bio-source. However, the policy by itself admits that the extension activities are not up to the mark.

Pakistan being a signatory to the WTO is obliged to implement various agreements like international plant protection convention (IPPC) Codex Alimentation Commission (CAC) and others. These agreements include absence of undesirable pesticide residues in crop produce and food made their of. These requirements necessitates a disciplined environment in all respects; which demand for establishment of analytical laboratories, amendments in the existing rules as well as extension awareness campaign and demand for switching to integrated pest management. As all these are contributing factors to the determination of value in the emerging global trade market.

#### IV: CREDIT

Different commercial banks and even private banks apart from Zarai Taraqiyati Bank, as well as some NGOs and support programs offer agricultural credit in different categories having specific procedural arrangements. A week monitoring mechanism is also in place. The credit line is available for production and development purpose.

The credit policy needs critical review for the reason that in regional context the joint forest management process, including medicinal plants, can become effective, if credit arrangements are in place. The trends shows that medicinal plants business will grow and there is a need of institutionalized arrangements but at the same time it is important to keep the mark up very low and if it is interest free, that will reflect an image of welfare mechanism in place. It needs further exploration that how the destitute segment of the society can be made bankable and care is to be taken in due course of nature rehabilitation. A different type of perception of the situation is needed to ensure surplus with multiplier effect, and for that matter the present investment pattern need critical review and strategic decisions, to clear the flow of store energy in dynamic and meaning full form.

#### V: HORTICULTURE

Horticulture crops include fruits, vegetable, medicinal herbs, species, flowers, ornamental and aromatic plants and has a potential for valuable enterprise for local and international markets. But all these are compounded by numerous constraints like low yield, and unregulated market know how, substandard quality, lack of accredited laboratories for quality testing, improper grading and packing, as well as limited availability of capital. All these issues are of fore most importance (*SDC has a vast experience of working in the region and in the province with different actors*) and ask for innovative partnerships to have elaborated support mechanisms for poor population while respecting nature. The coming era highly value these aspects and there is a need to mould institutions in this direction that provides guidelines how to link production systems with consumers demand. All this open up research areas with modified methodologies and instrumentation, to add value to the products either wild or field crops.

## VI: LAND USE PLANNING

Land use planning is the need of time with efficient institutional back up and as the technical knowledge is available and the tools like Geographic information system (GIS) is used around the world. The land capability classification, its present uses and potential uses provide a bases for participatory planning process and can open up new vistas for exploration to offer viable solutions to the present day problems related to land uses. Land mismanagement has social, economic and political repercussions and it can generate interest of different actors at regional, national and global level to contribute to the process in transdisciplinarity. Moreover, at the same time can offer a space for interaction among different roles to mould their roles from conflict to complimentarity. All this will lead to amendments in existing legislation and implementing rules. Different institutions are working on the subject but mainly in isolation and it needs further research and exploration to be fed to the policy framework. However, there is a broader consensus on the need of the planning process to be initiated, but institutional coordination is weak to plan, operationalize and modify according to the aspirations of the people in the present day global scenario.

## VII: MARKETING

Most of the commodities / produce (including medicinal herbs) pass through three players including wholesalers and commission agents who constitute important intermediaries for several products except the produce subject to government support price. Commission agents purchase the produce on behalf of the producer and charge a fixed percentage. The wholesalers make purchase through open option and so on distributed. It is noticed that this imperfect market system leads to several unfair trade practices e.g. collusion among traders to suppress prices, exclusive rates of various intermediary services, un-reasonable quality and weight deductions. (In medicinal plants trade and marketing, a study is conducted by SDC).

Based on these realities, it has been observed that markets in Pakistan are not well coordinated and the farmers/collectors in the case of medicinal plants are deprived of their due share due to their inferior trade practices and inadequate information at local level and at the peak harvesting season the situation become rather worse.

There is a space for a lot of improvement on legislation front, the provincial governments are updating their marketing rules and are in the process of approval. However there is a need to further improve the legislation in favor of small farmers, not to be used as a tool for harassments and delay. And the space should be created for interaction of different actors to review the implementation of the rules on regular basis and modify it in consultative manner to have civilized way of checking malpractices.

Marketing is one of the crucial aspects in the present day world and needs special attention, as previously the focus was enhanced productivity.

Efforts are needed in government pricing and marketing intervention to overcome the monopoly of the private cartels, improvement is needed in outdated research and extension services, rectification in imperfect commodity market and special attention is needed to poor quality support services especially for poor/small farmers,

In this regard a project is under consideration in MINFEL on “improvement of Agricultural Marketing” there is a need to amend agricultural market act to ensure better harvesting, handling, storage, packing and packing of the produce. Quality standards and grades need to be relieved in line with emerging global scenario.

Support pricing can help a lot in regulating the market and ensuring quality control. In Pakistan, they can have the cushion up to 10% subsidy of the total agriculture GDP, as per new global arrangements. For consideration of equity and improvement in productivity and quality control, support pricing is in the interest of economy.

## VIII: CORPORATE FARMING

Corresponding to the global financial and investment scenario government has evolved a package to promote corporate farming in the preview to enhance productivity, improve quality standards and have inroad to international market. In this regard govt. is offering incentives to investors and the areas for investment are indicated like land development, cultivation and processing of crops and agricultural produce.

Medicinal herbs considered as an agriculture product and to tap the climatic conditions, a lot of wasteland is available in the hilly regions of Northern Pakistan; the area has special status and tax exemption can be availed. However further exploration is needed through participatory planning processes and how to safeguard the interests of the local population as well as to take precautionary measures to protect the natural habitat and to take due care in introduction of exotic species. This can also give impetus to local population to form cooperatives and pool together their resources for collective benefits. Government has already fixed responsibility on different institutions to facilitate the process.

## IX: IMPROVING RESEARCH AND EXTENSION FACILITIES

There is a need to improve research facilities in different fields to feed to the policy on continuous basis; reflect itself on implementation apparatus; keeping in view the global economic scenario and the speed with which the country is opening its products market and moving towards liberalizing trade. But all this demand, improving trade infrastructure, quality of products as well as addressing environmental issues to compete in international market. In this regard, the role of research institutions demand critical analysis and to equip them to generate required knowledge with efficient extension services. All levels of researches to be supported and complimented strategically, encompassing different aspects.

However, the research and development need greater financial autonomy, effective planning, programming, and monitoring and evaluation systems to support efficient research activities.

For extension services, determination of appropriate research results demand new approaches. One effective apparatus is devolution system. Use of electronic media, involvement of other institutions like NGOs etc. but at the same time the over all goal should not undermine focus on poor segment of the society and as well as environmental concerns should be a high priority.

## X: FREE TRADE REGIME

Pakistan is signatory to WTO agreements like agreement on Agriculture (ADA), Agreement on Sanitary and Phyto Sanitary (SPS) measures, and agreement on trade related aspects of Intellectual Property Rights (IPR).

ADA asks for major reduction in export subsidies, trade distorting domestic support and tariff barriers on products and sets quantitative targets. However as a developing country, Pakistan can offer up to 10% subsidy of agriculture GDP. As well as subsidies made available to poor farmers are exempted in the purview of the agreement. And the government can improve and invest in boosting the sector except that it can't provide export subsidies, as it is not reported in the base year 1986-90.

Green box policies are also exempted like government storage, pest and disease control, training services, extension and advisory services, infrastructure services and facilities for food security but due to financial constraints, as it is said, the needed support is not provided.

*The whole process of trade liberalization is jeopardized and is in doll drum. As different states and groups have there own positions keeping in view their productivity and market patterns in relationship to their state structures. There are different types of reservations and in its true sense there is no political force in its conventional sense to provide the required institutional support to streamline.*

## XI: SAFETY STANDERDS

The international food safety standards for the protection of Human, animal and plant life/health have gained prominence and different agreements set the rules for compliance like Sanitary and Phyto Sanitary (SPS) measures of WTO agreement, standards of FAO/WHO, codex elimination commission (CAS), international office of Epizootics and international plant production commission. The agreements requires for harmonizing of national standards and quality testing procedures. The SPS measures cover all food hygiene measures and food safety measures. The government of Pakistan is reviewing the existing laws to cope with the situation and the ground situation shows that a lot has to be improved.

## XII: INTELLECTUAL PROPERTY RIGHTS

The TRIPS agreement requires protecting the rights of the breeders and as per Pakistan's constitution, it is the obligation of the provinces to draft, approve and enforce the law in this regard. The provincial govt. of NWFP has drafted a law in this regard, but from Civil Society Organizations (CSOs) there are reservations that the rights of the farmers are not well protected and also have not properly protected the indigenous knowledge; as it is not yet systematically documented. The same apply to traditional health care systems and initiatives are to be supported to fill the gap. Institutional arrangements are needed at different levels to correspond effectively at this stage of high transformation.

## CHAPTER 6

### POLICY FRAMEWORKS ON TRADITIONAL HEALTH CARE SYSTEM

#### I: WHO FRAME WORK

To achieve the goal of health for all, keeping in view the importance of traditional health care system and realization of the global trends, especially in the north; of shift from synthetic medication to more natural products use for health care, the WHO has framed the guideline for formulation of policies at National level

- To adapt, adopt and implement, where appropriate, WHO's traditional medicine strategy as a basis for national traditional medicine programs or work plans;
- Where appropriate, to draft and implement national policies and regulations on traditional, complimentary and alternative medicine in support of the proper use of traditional medicine, and its integration in to national health care systems, depending on the circumstances in their own countries;
- To recognize the role of certain traditional practitioners, as one of the important resources in primary health care services, particularly in low-income countries, and in accordance with national circumstances.
- To set up or expand and strengthen existing national drug safety monitoring systems to monitor herbal medicines.
- To provide due support for systematic research on traditional remedies.
- To take measures to protect and preserve traditional medical knowledge and medicinal plant resources for sustainable development of traditional medicine, including the intellectual property rights of traditional medicine practitioners, as provided for, under national legislation consistent with international obligations.
- To ensure, where appropriate and in accordance with national circumstances, provision of training and, if necessary, training of traditional medicine practitioners, and of a system for the qualification, accreditation of licensing of traditional medicine practitioners.
- To promote sound use of traditional medicine and complimentary and alternative medicine by consumers and providers;

## II: GOVERNMENT OF PAKISTAN RESPONSE

Government of Pakistan with the support of World Health Organization (WHO) has formulated a draft policy, coordinated through National Institute of Health Islamabad; titled “Traditional Medicines Policy and regulations”. The policy is at its review stage and provides room for improvement and further elaboration.

As a comparison to other countries, the Pakistan’s government is in the process of amending the existing legislation and drafting new one and to devise rules and regulation and proper institutional frameworks for implementation, to properly integrate traditional health care system. If the things are taken at present speed, it has to take a long time to correspond affectively and need balancing measures among different actors in appropriate manner.

## III: NEED FOR APPROPRIATE POLICY FRAME WORK

All over the country around more than forty thousand tabibs are rendering services to offer health care option to the population. However, their curriculum, research aspects, chemical examinations, quality control system, obtaining materials and other relevant aspects are not coordinated through appropriate regulatory mechanisms. Some steps are taken in this regard like amending the degree awarding status and registration procedures and at ministry of health, a cell is created to provide policy guide lined to over all health care system.

Under the WTO and TRIPS access to allopathic medicines may become more difficult for common man. On the other hand, developing a policy framework and implementation through comprehensive plan can yield more benefits, keeping in view global trends, other than supporting efficient health care system for its citizens. Market for herbal medicines is growing rapidly and is having export potentials, if quality control is ensured. Cultivation of medicinal plants, valued products, will result in increased income for farmers and will have positive impact on poverty reduction.

## IV: LINKING RESEARCH TO POLICY

A good number of research institutions at different levels are working on the subject and can influence policy realization and to be supported through regional level initiatives to modify/realize/modify the goal of healthy society, considering the diversity. A coalition can be brought in place to strengthen the on going processes in appropriate manner and to bring all this process in the ambit of the national policy framework. *(The need was felt and highlighted by participants of the workshop organized by IPRP and HUIRA. It was realized that on academic side research initiatives are available, but need processing to be linked to policy goals with respect to local applications as per global aspirations).*

A sub committee can be promoted covering different aspects of medicinal plants, under the national committee on traditional medicines in ministry of health at federal level and other level initiatives should be promoted to link it with other policies.

- To recognize the historical and cultural role of traditional medicine system in health and promotion of well-being.
- To improve the level of education and training in the field of traditional medicines with the view to providing better, safe and effective health care services to the population at large.

- To help in selection of essential traditional medicines and their promotion.
- Development of an effective quality assurance system to ensure safety, efficacy and quality of traditional medicines available in the market.
- Development of regulatory framework relevant to good practices ensuring the involvement of different actors.
- Promoting integration of traditional medicine system as an integral component of national health care system.
- Developing measures of mutual cooperation between the practitioners of both modern and traditional medicines.
- Develop material for professional information on traditional medicine regarding their appropriate use, having appropriate dissemination tools.
- Developing natural approaches to appropriate methods of collection of medicinal herbs used in essential traditional medicines, through integration of conservation, cultivation, propagation and preservation.
- Encouraging research and development in traditional medicines, local production of medicines and medicinal plants as a potential source of new drugs.
- To cut down health care expenditure through availability of reliable traditional medicines and preventive measures.
- To reduce dependency on imports, through utilization of indigenous knowledge of traditional medicine system and natural resources management.
- Evolve global and regional partnerships to valorize good practices around and at the same time having experience sharing mechanisms for further refinement. .

There is broader realization of specific steps that can feed to policy refinement regarding Medicinal Plants.

- Evolve coordination and support mechanisms among different institutions.
- Evaluate existing resources and their use (Mapping).
- Identify plants used in bulk by the traditional medicine industry.
- Collect data on imported medicinal plants.
- Develop collection and conservation techniques.
- Introduce technology for cultivation of cash crops.
- Introduce quality assurance and quality control guidelines in phased out approach.
- Establishment of training facilities for collectors and farmers; to train collectors for proper identifications, collection and storage of medicinal plants.
- Collecting information about manufacturers of traditional medicine and products available in the market.
- Initiating a process of regulation of manufacturers and products in a phased program.
- Establishment of botanical gardens.
- Establish gene plasma banks.
- Strengthen tissue culture facilities and develop programs for plant propagation.
- Establish a national focal point at Ministry of Health with provincial branches with necessary facilities.
- Arrange appropriate budgets for the implementation of traditional medicine policy.

## V: CULTIVATION, PRESERVATION AND SUSTAINABLE USE OF COMMONLY USED HERBS AT PRIMARY HEALTH CARE LEVEL.

### A. Current scenario

Currently little reliable and comprehensive data is available on inventory of medicinal plants in Pakistan in relationship to their place and time of occurrence, distribution and quality of growth etc. Government has taken some steps to promote proper collection or cultivation through joint initiatives with private sector and some projects are also working on the subject. Similarly, no strategy has been adopted to integrate and further promote these steps in comprehensive manner as the governance structure and established trends are not supportive to these innovative processes and concerted inputs are required to modify these for conservation and promotion of medicinal plants.

### B. Bio diversity threatened

With the growing increase in demand of medicinal plants/herbs and urbanization Pakistan's biodiversity is under threat and a large proportion of habitat is destroyed. Improper collection practices have lead to extinction of many valuable species of medicinal plants. It is a high priority and integration of institutional efforts can bring a positive change.

The actions needed to be promoted in institutional manner

- To carry out mapping regarding habitat composition and biological threshold, helping in harvest level in the given climatic conditions.
- It can help in assurance of supply line and improve the confidence level in the market chain.
- Appropriate governance mechanisms have to be promoted and to be evolved in local conditions in its dynamism supported by welfare mechanisms for the poor segment of the society and nature at large. Which may vary even from valley to valley and need intermediation and facilitation.
- To improve the quality of source materials, which in turn would improve the quality, safety and efficacy of subsequent finished traditional medicine. A lot of good research is available and to be processed for knowledge transfer in multiple ways keeping in view the adaptation capacity and willingness and to be supported by institutional net working, framing the rules and complimentary regulatory mechanism, with global out look.
- To encourage and support the cultivation of quality medicinal plants on commercial scale for their continued availability, which is to be competitive to cash crops or rather better valued with sure and efficient market support systems. The current regulatory control mechanisms are grossly handicapped and to be reviewed in participatory manner ensuring the involvement of relevant actors in the process.
- The technology transfer can facilitate the process and will reflect itself on present market mechanism. But at this stage, due consideration is needed that how it can contribute to poverty reduction and habitat is not destroyed and dynamic approach in transdisciplinarity is required. As medicinal plants are part of larger ecosystem effected by social, economic and other factors in a broader frame.

- A good number of documents are available especially as an outcome of WTO negotiations, apart from specialist studies and institutional researches, but it demand “again” facilitation in re-processing at appropriate levels to review it for specific conditions in its dynamic way and transform it for application.
- The knowledge dissemination in a locally and globally acceptable manner regarding medicinal plants and health care systems is an important tool and can become a binding factor to support and promote related processes.

## VI: GLOBAL TRENDS AND NATIONAL SITUATION

The Global trend is back to nature in forward manner and is quite clear in some regions around the globe. This is potentially creating a gap in demand and supply. The market is quite un-organized at national level as well as at local level. There is a need to Identify medicinal plants required for manufacture of essential traditional medicines in substantial quantities. As it is observed that the local population has little know how about the potential medicinal plants. To find out the wild distribution of plants from above list and assessment of available quantity per year is carried out through innovative institutional arrangements.

To ensure supply at appropriate level as per market demand, to identify medicinal plants from different categories, which can be cultivated on larger (commercial) scale in different climatic conditions on lands currently available or for substitution of existing crops with relatively lesser value, in this process intra institutional arrangements are needed to carryout such processes.

Researches are already carried out at different research institutions, to collect plant samples and authenticate their genus, species and variety etc, and out line their distribution and method of collection of such plants. The work is scattered and lack uniformity and there is no mechanisms to feed to the policy realization, as at national level the policy framework is not yet finalized. However, the process is on and different actors have the realization for improved national level linkages, joint partnerships at different levels and to have application and documentation methods for further refinement and exploration.

## VII: POLICY UPGRADATION – A CONTINUOUS PROCESS

The policy updating is a continuous process to correspond more effectively to the changing dynamic situation, satisfying the principles of sustainable harvesting with efficient quality control mechanism, acceptable to the available knowledge systems in the given conditions. Conservation of habitat, with special attention to the endangered species, including the people, who have lost appropriate habitat with strong and efficient welfare mechanism, can address the issues with improved governance structures.

There is also a strong need to establish botanical gardens in the country which is a source of preservation of country wealth of medicinal plants. Nurseries should be identified where medicinal plants can be cultivated. Some of the organizations in private and public sector as well as in joint partnerships have done some good work. In this regard, these nurseries should work as a center for providing information on agricultural products and distributing of seeds/seeding/sampling to the intending farmers and communities. Which can be done through mutual trust- building to create an atmosphere of complimentarily rather than competition, while creating the space for experimentation in collectivity, with clarity on intellectual property rights till the time it is an issue.

For bringing species in to cultivation; most suitable genetic material should be identified and used with best form of propagation, optimal cultivation conditions, protecting from pests and diseases, weed control, best time of harvest and post harvest storage and use. But all this demand transformation in departmental authoritative cultures and to allow promptness in the processes and correspond effectively to the time factor.

There is a strong potential for imparting training to the farmers, growers, collectors, retailers, wholesalers, manufacturers as well as exporters. Training areas are diverse, keeping in view different areas for improvement about proper collection, processing, storage and marketing of medicinal plants. Due care is to be taken of principles of promoting equity with tilt to poverty eradication and respecting nature. In this regard a sense of isolation has to be over come through facilitating consultative programs for different actors strategically, and to strengthen and expand where flexibility exist in the existing initiatives or to make it flexible through wise approach.

These efforts should not be only restricted to medicinal plants, some of the animals and minerals used in traditional medicines can be under pressure and at the verge of extinction due to mismanagement and over exploitation and leading to depletion of these resources. Similar action is needed to preserve and maintain a sustainable supply of these materials and integrate it in over all management and improvement and for that the existing arrangements are to be looked through.

## VIII: REQUIRED INSTITUTIONAL ARRANGMENTS

The regulatory control mechanisms and supported legislation and rules need critical review. Conceptual inputs and clarity is needed in evolutionary manner to transform governance structures for nature friendly out look while overcoming the poverty syndrome.

Like the recent decision of the federal government to register *Tabibs*, by itself is a good decision, but the academic qualification may be not the single criteria for judgment keeping in view the standard of education and on the other hand how to respect traditional knowledge systems, the way it is transferred through generations. In this regard, the experiences of other nations with similar traditions will be of great value to approach it as a health and knowledge system and craft the institutions accordingly to effectively, mitigate the change syndrome. Only fixing the responsibility on a particular institution with out required support through appropriate mechanisms will yield little result, as mentioned earlier.

Funds and support is available but the present institutional arrangements are to be modified accordingly to bridge the perceptual gaps and reach to the levels where healthy society with nature friendly value system is in place with satisfaction of different forms of life.

## CHAPTER 7

### INSTITUTIONAL REFORMS IN THE N.W.F.P. FORESTRY SECTOR

The North West Frontier Province (NWFP) of Pakistan is bestowed with renewable natural resources comprising of lands supporting natural forests, shrubs, plantations, grazing grounds, wildlife and fisheries. These are unique bounty of God to mankind. They meet the essential subsistence needs of the local communities and conserve soil and water thereby reducing the silting of reservoirs and the incidence of floods etc. They are a source of numerous goods and services for the local people of the province and Pakistan. Internationally they are important for their rare plants and animals with their important genes, which may have enormous value for humanity in future.

The Government of NWFP has evolved a “policy” to protect, develop and manage its forests in due recognition of their ecological significance and economic value.

#### I: PRESSURES ON FOREST ASSETS

While the forests are of immense significance for local communities, the province, the country and the international community at large. These are also subject to tremendous pressures for removal of timber, firewood, other forest products including medicinal plants, and for grazing of animals and shooting of wild birds, animals and extraction of various plants that are endangered, and clearing of land for agricultural purposes and habitation.

Though attempts have been made to limit authorized wood and some other forest products removals from the forests to less than their annual growth, a large and increasing quantity of timber and other forest products is removed illicitly every year. Moreover, the population of the mountains is increasing rapidly that several forests are unable to meet even their domestic requirements of particularly timber and firewood and demand appropriate management structures.

Added to the annual removal of wood and other forest products far in excess of the productivity of the forests is the great difficulty of adequately regenerating the forests and successfully planting forest lands for different management reasons

#### II: IMPERATIVES NECESSITATING INSTITUTIONAL REFORMS

All the above factors have rendered the departmental only approach to the protection and management of forests as ineffective and inefficient. A need has thus arisen for making serious efforts to obtain the participation of relevant stakeholders in the protection and management of forests in ways appropriate to the circumstances of each forest.

The following imperatives have led to the need to implement institutional reforms in the sector, which would pave the way for good governance in the sector:

- Immense economic, social and ecological significance of forest resources at the local, national and international levels.

- Ever mounting pressures on forest resources for various forest products and services on account of growing population, meeting basic subsistence needs and fulfilling the socio-economic development requirements and environmental conservation needs.
- Narrow and meager forest resource base in growing population areas with inefficient management .
- Availability of vast chunks of lands that are suitable for and could be developed as productive forest areas.
- The need for establishing well functioning institutions at the community level and their capacity building for self management of their natural resources and responsibility sharing.
- The need for capacity building of Forest Department so as to interface with and facilitate the local communities in self management of their natural resources so as to contribute to resources protection, development and management.

An attempt has been made to address the above imperatives through the institutional reforms program in the sector, as follow, to develop broader consensus among the actors:

- The economic, social and ecological significance of forests at various levels has been highlighted through an awareness-raising program. This awareness has been done at the community level, at the community organizations level, international organizations level, policy makers level, different tiers of government, and Forest Department level.
- To address the mounting pressure on forest resource use; efforts have been made to involve various stakeholders in the planning and management of these resources. Thereby instilling in them the need for judicious use and conservation of resources, the need to develop the resource base, the need to avoid wastage in resource use, and the need to use forest resources for economic development in the area through income and employment generation.
- The local populations are being aware of the ever-increasing scarcity of the already meager resource base, which is being further aggravated on account of growing population and non-judicious use.
- The vast wastelands which were hitherto not being managed by any department have been brought under the management responsibility of the NWFP Forest Department vide its Forest Policy and the new law promulgated as part of the reform process.
- Village Development Committees and Women Organizations have been established (*at some places*) and given legal coverage under the new law. Their capacity for self-management of their natural resources and to contribute resources and time for conservation and development of resources is being attempted to enhance under different capacity building programs that have been launched as part of the reform process.
- Similarly, capacity of Forest Department staff is being enhanced as part of the capacity building program, to improve the departmental culture and make it more receptive to participatory management practices.

### III: END EXPECTED RESULTS OF INSTITUTIONAL REFORMS

The following end results are expected due to implementation of institutional reforms in the sector:

- Better protection of existing forest resources.
- Development of new forests through increasing the levels and trends of various forest products and services.
- Improved management of forest resources through increasing the levels and trends of management processes put in place for the management of forests.
- Meeting of domestic needs of local communities regarding various forest products.
- Increasing income of local people, forest owners, right-holders and government from sustainable utilization of various forest products.
- Using forests for priming economic development and sustainable livelihoods in forested areas.
- Conserving biodiversity in the area.
- Capacity building of local institutions and stakeholders.
- Institutional development and organizational strengthening of NWFP Forest Department.

The indications and measurement of achievements of expected end results due to the reform process is a long-term activity, which will only be made possible after a certain lapse of time. However, a monitoring mechanism is a continuous and dynamic process, which has been put in place in the reforms. But the present situation analysis shows that the process is not internalized and integrated in appropriate manner and the steps already taken are even not sustained effectively, to prepare a base line and measure the end results at a suitable future time. The same, however, have to be assessed keeping in view the growing population, the increased demand and usage resulting from increases in the standard of living and other such parameters that have a bearing on these end results. And the most important aspect is the improved coordination and integration at policy level to gear up the process in a direction where habitat conservation and rehabilitation become an out come of societal transformation.

### IV: INTERMEDIATE RESULTS/ENABLERS FOR THE REALIZATION OF REFORMS OBJECTIVES

The following enabling conditions are required for the realization of end results expected from reforms. These are therefore pre-requisites and accordingly should be pursued as intermediate results of the reforms process.

- Genuine participation of stakeholders; in planning, decision-making and management of resources is essential for the success. At present the practice is authoritative and the space for participation has to be stretched enough to accommodate the aspirations of the actors in just and respectable manner.
- The participation system is legitimate, democratic and acceptable to the stakeholders.
- The system ensures judicious and sustainable use of resources and the system correspond to transparency, and Promotion of equity.
- Ability to mobilize financial and other resources for forest protection and management.

- Tolerance and acceptance of diverse perspectives.
- Strengthening of local and indigenously tried institutions and mechanisms,
- Promotion of gender balance.
- Operation and respect by rule of law.
- Efficiency and effectiveness in use of resources.
- Commanding respect and trust.
- Accountability.
- Ability to define problems, work out and implement solutions to resources protection and management problems.

Efforts have been made in the reform process to achieve and contribute towards achieving these intermediate results in various ways. These for example include the following:

The participation of stakeholders in planning, decision-making and management of resources has been made mandatory in planning for natural resources and the same has been given legal coverage. To make them able to meaningfully contribute to resources planning and different capacity building measures have also been undertaken; but it still need critical analysis to meaningfully fill the space created through the reform process.

To increase the legitimacy, democratization of, and acceptability of participation to the stakeholders, efforts have been made to ensure the participation of all major stakeholder groups such as forest owners/connectionists, forest right-holders, non-owner forest users, women representatives, forest contractors, community based organizations/NGOs, wood using industry owners, farmers, environmentalists, journalists, etc. But there are diverse point of views and it is felt that such like processes can become more useful at regional level, as well as orientation of the members is very important to enable the forum to act as a think tank. Such like forums point of view is respected through an institutional manner and they bring in collective issues to the debate, efficient coordination mechanism is needed, which is missing.

The ability to mobilize financial and other resources for resources protection and management, the measures taken include the establishment of forest development fund. The motivation and training of communities to save and invest financial resources, for the development of natural resources in their areas, to enhance their capacity to have greater saving by way of increasing income and employment opportunities in the area, and training in proper budgeting and record keeping is a priority.

The communities and forest department staff have been given trainings in effective listening to, understanding of and appreciation for diverse perspectives, and conflict management, but still there are perceptual gaps and activities needs to be planned to improve further upon.

It is attempted, to support Local and indigenous institutions and to improve their capacities as part of the capacity building program as part of the reforms package. But all this needs a critical look to the traditional institutional roles and the prevailing laws that where they can meet to deliver in effective manner, while safeguarding the interests of the marginalized and to look through the situation in very localized manner for community understanding and at the same time establish linkages at other levels. For forest department in isolation it is quite difficult which demand attitudinal shift, and for that matter innovative institutional arrangements are needed and to re visit the whole process through public hearings and use other instruments and to link political, technical and communal perspective at the same time.

Gender issues are being attempted to be addressed by establishing women organizations at certain localities, giving them a say in planning and decision making, training and capacity building, and enhancing their ability to make and save more money, proper budgeting and record keeping. Attention has to be given to energy saving, capacity enhancement in other related aspects which effect their physical and mental health and reflect it self on the society. Integration with other institutions working on related themes can improve the working of the organization with much easiness as women staff has been recruited in the organization to work with and address gender issues regarding natural resources management besides overall sensitization of department staff to gender issues. But as such it is not internalized in the departmental culture to correspond more effectively in collaborative manner. In present democratic setup considerable proportion of women are represented and their involvement can improve the process toward gender equity and can be made participative at village/communal level.

Awareness about various laws and operation by rule of law was part of the awareness and capacity building program. However, there are serious reservations about the definitions, roles, operationalization mechanisms and resource management patterns and need a refreshing look to incorporate the changing dynamics and address the reservations/ concerns of different actors, and even at government level there is a sense of coordination laps at different levels.

Judicious use of and efficiency and effectiveness in the use of resources has been the cardinal principle of the Forest Policy formulated and adopted and was a regular feature of awareness raising programs. But a lot can be improved to link the policy frame works in integrated manner, like forest, agriculture, tourism and energy policies are to be viewed in regional perspective for wise resource use with emphasis on poverty reduction in relationship to devalued systems and global trends.

Measures taken for increasing accountability include information sharing, transparency, awareness rising, and strict enforcement of laws. In this regard, over riding rules, regional specificities are to be looked through and the policy frame work to be reviewed accordingly. For this purpose technological tools like GIS was used and different types of management plans were prepared, but the phase of realization is not only slow but what is documented need critical look, even the facts and figures are to be adjusted and after that through institutional working the funding arrangements should be made and that even start from the definition of “forest”, which gives on new impetus to the whole scenario..

The ability to recognize and define problems, and work out their solutions is an integral part of the village land use planning process. It should be an integrated effort, especially in the devalued system and to update the tools in participatory manner to correspond more effectively to the ground realities and visualize future requirements of a peaceful society in harmony with nature in the era of globalization.

## V: MAJOR BODIES ESTABLISHED TO FACILITATE THE REFORM PROCESS

The following bodies were established by the Government from time to time to facilitate the reform process:

- Institutional Transformation Cell.
- Thematic Working Groups at the Department and Civil Society level.
- Reforms Facilitators Group at the Department level.
- Forestry Task Force/Forestry Support Group.
- Forestry Steering Committee at the Government level.
- Forestry Donors Coordination Group at the Donors level.
- NWFP Forestry Round Table.
- Chief Minister's/ Governor's approval.
- Approval by the Cabinet of Ministers.
- Approval by the Legislative Assembly.

Each of the above bodies had a defined mandate and terms of reference as detailed below:

- The Institutional Transformation Cell was to conceive and facilitate different reform measures and packages in light of its project document.
- The Thematic Working Groups were to discuss the major problems encountered in the sector in their respective areas, either develop proposals for or discuss and refine the proposals already developed by the ITC for addressing various issues in the sector.
- The Reforms Facilitator Group coordinated and facilitated the work of various Thematic Working Groups.
- The Forestry Task Force/Support Group examined different reform proposals developed by the ITC and the Thematic Working Groups and either endorsed these proposals or needed improvements incorporated before further processing by higher-level bodies.
- The Forestry Steering Committee was a provincial level body that further examined the reforms proposals endorsed by the Forestry Task Force/Support Group.
- The Forestry Donors Coordination Group was a donor's body to give its input on various issues in the sector and also give its feedback on the reform proposals to the provincial government.
- The Forestry Round Table is a provincial level body including representatives from major stakeholder groups from the civil society as well as representatives of various government departments that have a close linkage with the forestry sector. This body is to act as think tank and resource pool and to give advice to Government and the proposed NWFP Forest Commission on different issues in the sector.
- The Chief Minister, the Governor and the Provincial Legislative Assembly are the final approving bodies for the different reform proposals.

## VI: THE PROCESS ADOPTED FOR CARRYING OUT REFORMS

The following process was adopted in carrying out the reforms:

- Identification and analysis of major issues confronting the forestry sector in the province by the Institutional Transformation Cell and Thematic Working Groups.
- Development of conceptual proposals for addressing various issues in the sector by the Institutional Transformation Cell and Thematic Working Groups.
- Discussing the proposals with major stakeholders in the sector by the Facilitators Group.
- Getting feed back from the stakeholders groups and collating the feedback.

- Presenting the reforms proposals along-with the feedback received before the Forestry Task Force/Forestry Support Group.
- Analysis of the Proposals and feedback by the Forestry Task Force/Forestry Support Group.
- Development of consensual proposals by the Forestry Task Force/Forestry Support Group.
- Presentation of the proposals before the Forestry Steering Committee.
- Presentation of the proposals before the Chief Minister/Governor.
- Presentation of the proposal to the Cabinet of Ministers.
- Presentation of the proposal to the Legislative Assembly.

The above process needs to be modified in the following ways:

It is multi-tiered process and due to its many hierarchies, at times, unnecessarily complicated the issues without adding much value to the products and the process.

The interaction with and getting feed back of the civil society at the grass root level needs to be strengthened and a mechanism has to be instituted whereby their feed back in a direct way and the communication with them is done in their language and in light of their perception and understanding levels.

Reforms need to be implemented in a process manner and not under a time-bound action plan. It was being pursued by the funding organizations in this manner, which is even decreasing the level of interest in the reform process in its true sense and it need an intermediate level where perception can meet for participatory action plan in its neutral possible manner to focus on nature rather than departmental authority as in this way a lot of good research works and initiatives by other institutions find little space for integration in the mainstream.

The emphasis of reforms has been on structural elements of the organizations involved. The behavioral and cultural elements of the organizations at the government level as well as the civil society level are to be addressed more thoroughly.

A mechanism for resolving the conflicts of opinion between civil society and government authorities needs to be put in place so that the process does not get stuck and polarized as a result of strong differences of opinion that remain unresolved.

## VI: INSTITUTIONAL REFORMS UNDERTAKEN

Following are the major elements of the reforms undertaken:

- Forest Policy.
- Forest Ordinance.
- Forest Rules.
- Establishment of Forest Development Fund.
- Streamlining Forest Planning.
- Streamlining Forest Management.
- Re-organization of Forest Department.
- Establishment of Forestry Round Table.

- Passage of Law for the establishment of Forest Commission.
- Implementation of Training and Capacity Building Program.

Salient features of the Forest Policy include the following:

The policy has extended the mandate of the Forest Department from the management of designated forests only to also include the former wastelands, which are 48 percent of the land area of the province. As a result of the Forest Policy, the Forest Department is now mandated to manage 65 percent land area of the province. *It needs to be re considered strategically in the emerging governance structures. To work out that how supportive institutional mechanisms can be evolved to have the land uses in a multiple manner adopting multiple tools in multi layers; to address the issues related to poverty, environmental rehabilitation and leading to harmonization in the society at large and at the same time to have a comprehensive program of implementation not having killer assumptions.*

The policy emphasizes that the basic needs to the local communities be given priority in management of forest resources, *appropriate implementation tools with wider acceptability has yet to be upgraded to make it more participative and result oriented.* As the policy asks for ensuring participation of local communities as well as other interest groups in the planning, decision making and management of forests.

It asks for integrated land use management, *in the devolved system it is also the responsibility of the Tehsil administration and at that level efficient coordination and decision making should be evolved, The Sarhad Provincial Conservation Strategy provide the frame work.*

It asks for promoting equity on different levels, such as inter-generational equity, between gender equity, equity between socio-economic classes, etc.

It emphasizes the promotion of the private sector.

It emphasizes and asks the government to do a management review of the department and implement various organizational strengthening and institutional development activities.

The new Forest Ordinance is an improvement over the old laws in the following ways:

The new ordinance clarifies the principles and objects of the law at the very outset, but it has to be reviewed in relationship to revenue laws, local government ordinance and environment etc. etc.

It provides for the establishment of a Forest Settlement Board as opposed a Forest Settlement Officer only. The Board has representatives of Communities, the Forest Department and the Revenue Department. *However there are observations that the government is over represented and a broader land settlement policy is to be devised to address the settlement patterns in meaning full way.*

It makes provisions for communities' resources management, joint forest management and thereby gives legal coverage to these bodies. It is a good opening and other actors has to explore it for participatory management and improvement, *the forest department in its present setup may be not able to do so in the desirable time frame and to satisfy the aspirations.*

The new law establishes a forest development fund, thereby mobilizing local resources for the conservation and development of forests instead of reliance on donor assistance, *it is viable mechanism but need transparency and may be considered as natural resource fund with clear usage patterns with appropriate planning support; than others can pool resources in it.*

The new Ordinance mandates that all forest areas be brought under regular management as soon as possible. *It should be more realistic and participatory and for that matter the apparatus of forestry commission with regional periodic presence is essential to propose amendments in the law and the rules respecting the point of view of different interested parties and to make the management participatory in institutional manner.*

It mandates that a proper plan for the regeneration of cutover areas be prepared and approved before undertaking commercial harvesting of forests.

It streamlines and strengthens due process of law.

It asks for strengthening legal services of the department.

It enhances penalties for habitual forest offenders.

## VII: IMPLEMENTATION STATUS OF REFORMS

Implementation status of reforms needs to be analyzed from different perspectives, i.e., whether proposal on the subject has been developed and processed or not, whether the reform has been approved by the competent forum or not, and whether the reform elements have actually been implemented and deployed in the field or not. Accordingly, the implementation of various reform elements will be analyzed under the following three major headings:

- Proposal development and processing.
- Proposal approval by the competent forum.
- Proposal deployment/implementation.

The following matrix analysis each of the reform element under the above major headings:

<b>Reform Element</b>	<b>Proposal development and processing</b>	<b>Proposal approval by the competent forum</b>	<b>Proposal deployment and implementation</b>
Forest Policy	Done	Done	Partial
Forest Ordinance	Done	Done	Partial
Forest Rules	Done	In process	Not Yet
Forest Development Fund	Done	Done	Done
Forest Planning	Done	Done	Partial
Forest Management	Done	Done	Partial
Re-organization of Department	Done	Done	Partial
Forestry Round Table	Done	Done	Done
Forest Commission	Done	Done	Not Yet
Training and Capacity Building	Done	Done	In Process

The various reform elements that have either been put in place or in the process of establishment can be improved in the following ways:

- The linkages of Forest Policy with Energy Policy, Grazing Policy, Sustainable Livelihoods Policies, and Human Resources Development Policies need to be fully established and developed. Besides the existing provisions of the Policy need to be implemented in their true spirit. Also policy needs to be reviewed on regular basis so as to make it an organic and living document that evolves with the passage of time and caters to the changing needs.
- Forest Ordinance needs to be fully supported by various rules, framed in participatory manner, which elaborates on its various provisions and will facilitate its implementation at the field level.
- Forest Rules need to be developed for various provisions of the Ordinance in a democratic and participatory way and which are in line with and as per spirit of the Forest Policy and Ordinance.
- Forest Development fund needs to be operationalized and utilized in an effective, efficient and transparent manner.
- Forest Planning needs to be explained to the local communities and active involvement of relevant organizations and their capacities built in for proper participation in the planning process.
- Forest Management has to be extended to all areas in the province and must ensure proper balance between social, economic, ecological objectives and should cater to the stakes in its modified form, of different groups besides being efficient and effective.
- Re-organization of the Department is only partial and there are still many aspects of the organization that need to be realized and strengthened after assessing the current scenario in independent manner.
- Forestry Round Table is still nascent and all efforts have to be made to properly build its capacity besides making the members selection process more democratic and participatory and to have such like regional forums to ensure the participation
- The Forest Commission once established, early is the best, has to be properly facilitated and the situation demand for its prompt establishment to make available neutral institutional mechanisms to link policy framework with legislative process to correspond effectively to the ground realities.
- Training and Capacity Building Program has to be made more holistic, and integrate it in participatory manner and implemented so as to cover all stakeholder groups.

## VIII. GAPS THAT NEED TO BE FILLED

The reform process will be considered complete only after the following have been put in place and realized:

All elements of the reform have been put in place of which the most important is joint forest management and this concept by its self need improvement, to ensure the participation of other interested parties, and the initiative should come from forest department.

The intermediate results of the envisaged reforms have been either realized in full or there are positive indications and trends of their realization in due course of time. It become very important that the forestry commission is in place and feed legislative body, along with inputs from research, civil society and developmental institutions as “nature” is collective humen responsibility and sharing is better rather than possessiveness, through round tables, public hearings and other relevant tools.

The end results of the envisaged reforms are in the process of realization and there are positive indications and trends in support of their realization.

A mechanism is in place for proper assessment of conceptual excellence, deployment excellence and results realization assessment.

Based on above, there are a number of gaps that need to be filled in so as to complete the institutional reform process in the sector.

The emphasis of the reforms so far implemented has been on improving the technical aspects of the organizations both at the government and civil society level. The social and behavioral aspects of the individuals and the organizations (government as well as civil society) have not been fully addressed. This is a major gap in the sense that only the hardware of the reforms has been put in place. The software part is only partially attended to.

For reforms, to be able to realize intermediate and end results; the implementation of social and behavioral aspects of organizational improvement is essential. It will have to be made possible, through interactive dialogues and check and balance systems other than what is in the out dated rules of business a legacy of the past, else the anticipated results will not be achieved.

Also some of the elements that have been developed can be conceptually improved. An example is the proper linkage of the Forest Policy to the Energy Policy of the Government, missing links between devolved system and field staff of the department.

Some of the elements have been developed, but yet not approved from the competent forum. An example is the Forest Rules in support of Forest Ordinance.

Others have been approved but not yet operationalized. An example is the Forest Commission. Still others have only been partially operationalized. An example is the Forest Ordinance.

The process has been terminated halfway and not taken to its logical conclusion. An example is the re-organization of the Department. The directorates as of now are not operational to deliver on their envisaged mandate. They need to be strengthened in the following ways: they are to be properly and adequately staffed, they are to be staffed with the right people, they are to be given the needed resources, and they are to institutionally anchored by giving their staff job security.

No mechanism has been put in place for proper monitoring of the implementation of various reform elements as per their letter and spirit. No assessment has been done of the conceptual excellence of the whole process.

No assessment has been done of the deployment excellence of the reform elements. No assessment has been done of the realization of intermediate results of reforms. No assessment has been done of the achievement of end results of reforms.

## IX: FUTURE NEEDED ACTIONS FOR FILLING IN THE GAPS

Following actions are needed to fill in the gaps:

Devise proposals for addressing and improving social and behavioral aspects of individuals, and as a whole of the organization of the Forest Department, Wildlife Department, Fisheries Department, Forest Development Corporation, Village Development Committees, Women Organizations, Joint Forest Management Committees, civil society organizations, and the district government system.

Major use of wood in NWFP is for firewood, particularly in the hilly areas. Still another cause of lack of regeneration of forests and degradation of forests is the open grazing system, all this demand integration at policy level with appropriate steps for implementation.

In order to relieve pressure on forest assets and overcome the above difficulties, the NWFP Forest Policy needs to be closely linked to the National Energy Policy and Policy on Grazing and Livestock Management. At the same time forests are not only to be considered as economic resource but , more important as habitat for diverse species having its ecological importance. Management and improvements measures are to be in that perspective and to be dynamically linked to adoptive researches with room for innovation

After passage of supporting legislation, the Forest Commission needs to be established. The establishment of Forest Commission will help in resolving conflicts amongst stakeholder groups and increasing accountability of various stakeholder groups.

Forest Ordinance has been extended to Hazara, Central and Southern NWFP but not yet to the former Malakand Civil Division. The Ordinance needs to be extended to Malakand on a priority basis to achieve its objectives and should be amended accordingly to correspond more effectively to the specificity of the region, even the definitions needs to be reviewed keeping in view different aspects, what are called ground realities.

The re-organization of Forest Department and a number of other elements have only been partially approved. These need to be taken to their logical conclusion. For example staff strength has not been increased as per requirements, career paths of almost all cadres have not been developed, pay scales have not been enhanced as per new job descriptions and enhanced qualifications, some of the specialized wings have not been fully integrated into Forest Department.

A framework will have to be developed to review, proper assess, and suggest improvements so as to ensure conceptual and deployment excellence in terms of intermediate results of various reform elements.

## X: RELATION OF REFORMS TO POVERTY REDUCTION AND SUSTAINABLE LIVELIHOODS

Institutional reforms in the forestry sector are closely linked to poverty reduction and sustainable livelihoods on account of the following linkages:

The various products and services of forests meet the major subsistence needs of local communities pertaining to food, shelter, energy, and daily use articles.

Various forest products such as timber, firewood, medicinal plants, walnuts, chilgoza nuts, etc. are major source of employment and income for local communities.

Various forest products and services meet the customary and ceremonial needs of the local population.

Forests regulate water flows and serve to protect the local communities, their agricultural lands, livestock, buildings, roads, bridges and other infrastructure from flood damages.

Forests serve to protect local communities from other shocks, trends and seasonalities.

Forests improve the local environment of the communities.

Forests enhance the aesthetics of the local area and thereby contribute to increasing tourism potential and the income and employment associated with such tourism.

Forests contribute to building the social capital at the village level when local communities get organized into village level organizations.

Forests contribute to building the natural capital and heritage of the area.

Forests contribute to building the financial capital of the local communities.

Forests contribute to building the physical capital of the area by providing various needed material used in the construction of this physical capital. Examples are wood for community bridges, irrigation channels, etc.

Forests contribute to building the human capital of the local communities by enhancing their social, managerial and technical skills when they get organized into village level organizations and get trainings in various skills through their interaction with the Forest Department.

Forests provide a mechanism for interaction between the local communities and various institutions / departments.

The interaction of communities with the Forest Department will contribute to improving structures of government departments. The improved interaction between communities, civil society groups, research institutions and Forest Department along with other implementing agencies can contribute to improving the policies, laws and planning processes. Institutional reforms, through specialized directorates at present, will contribute to improving the linkages with the private sector and thereby building entrepreneurial spirit and skills at the community level.

Institutional reforms will improve over-all equity at the society level thereby reducing poverty.

Institutional reforms will increase access to information and knowledge base.

Institutional reforms will have a positive impact on pursuing livelihood strategies that are compatible with nature and therefore sustainable in the long run.

Institutional reforms will build self-confidence in communities and enable them for self-management of their natural resources.

The reforms will build community spirit and a zeal for collective action, which are so essential for poverty reduction because most of the problems at the community level require collective action.

Reforms are trying to improve gender balance and thereby contribute to social justice in the society.

Reforms will improve trust amongst various stakeholders in the sector.

Reforms will improve planning, decision making and other processes at the government as well as civil society level.

It is very difficult to assess at this point in time as to what extent the needs of poverty reduction have been realized so far. This difficulty arises from the following reasons:

The different reform elements have just been approved and most of these have either not been implemented at all or only partly implemented.

The present reforms are primarily directed at addressing the structural and Processes elements in the Sustainable Livelihoods Framework. There are some important aspects of the Framework that are either not addressed or only partially addressed. The cultural and behavioral aspects of underdevelopment and poverty are still at their work and thus holding back the impact of reforms on poverty reduction and demand effective welfare mechanisms. Proper baseline surveys need to be done to assess the situation now and also do situation assessments at future times so that comparisons can be made.

## XI: POLICY FRAMEWORK FOR RESOURCES CONSERVATION, SUSTAINABLE DEVELOPMENT AND POVERTY REDUCTION, LINKING TO REFORM PROCESS

A policy framework that would contribute to resources conservation and sustainable management and poverty reduction will have to address all aspect of sustainable livelihoods. More specifically, it must cover the following points:

The framework should have provisions and mechanisms put in place for reducing the vulnerabilities of communities as well as resources to absorb shocks, trends and seasonalities of different types. That is to say, it must protect the poor from economic, social, climatic, environmental and institutional and other types of shocks and their associated risks. In other words, the policy framework should have cushions, like welfare mechanisms in place to protect the poor and disadvantaged groups from economic shocks like price inflations, unemployment, and reduction in prices of various products on services on which the livelihoods of poor depend. It should have similar provisions for protection against other types of shocks. Medicinal plants collection and processing improvement is one of the options as an example, that can contribute to poverty reduction, at the same time having cushion is to be ensured for conservation

The framework should have provisions for building the livelihood assets of the poor. The assets that need to be built include human assets (that is to say, knowledge, skills, Perceptions, attitudes, behaviors, and actions, social assets, physical assets, financial assets, and natural assets).

The framework should have provisions for improving the structures, processes, laws, institutions, rules, regulations, procedures and mechanisms, etc. not only at the government level, but also at the civil society and private sector level.

The framework should contribute to the adoption of livelihood strategies by the local communities that are conducive to the realization of the livelihood outcomes that the communities may be pursuing. The livelihood outcomes that the communities may be pursuing include: greater income, gainful employment, availability of various other products and services and various types of social pursuits.



**Picture 5: Emerging Hamlets Growth in Vertical Space**



**Picture 6: Afforestation without communal support results in no gains**

## XII: PRESENT NEXUS BETWEEN FOREST DEPARTMENT, CIVIL SOCIETY AND DONORS

The present nexus between Forest Department, civil society and donors is not on a tripartite basis, but instead on a bipartite basis between the Department and the civil society, between the Department and the donors, and between the civil society and donors.

The nexus between the Department and the civil society although existing at various levels, like at village level, even though in selected ones, where in the two partners are working together through the mechanism of joint forest management committees, village development committees, and women organizations. The interface of Forest Department and civil society also exists at the provincial level through the mechanism of the Forestry Round Table, where community members, women representatives and NGOs are represented. Regional, District and Tehsil level interfaces are not yet established and are crucial missing link at this stage.

The nexus between the Department and the donors is at the project, provincial and federal levels wherein the two communicate with each other and discuss issues of mutual importance.

There is also a nexus existing between the civil society in the form of NGOs and the donors who support their activities by providing them financial and technical assistance more specifically for advocacy work on forestry issues apart from providing funding support for experimenting innovative ideas.

There is substantial room for improving these bilateral nexuses as well as establishing a nexus on a tripartite basis.

To improve these nexuses, the following proposals are made:

The funding agencies interest in the reform process seems to have been diluted. Their interest in the process will have to be revived; so, as these nexuses could be properly established to have multi tiered partnerships to have collaborative approach rather than confrontational behavior, as the experience shows. In this regard the government, society at large, elected representatives and multi lateral institutions has to provide a comfortable interactive space to each other to realize the dream of a peaceful world in evolutionary manner.

There is a need to establish regional forums to properly establish, flourish and carry on these nexuses. An example is the initiative of Malakand Development Forum and need to be supported, which can play a crucial role in building confidence for improving these relationships and innovative partnerships are established.

Civil society can play role in the sustainable use of natural resources through Promoting activities, modifying norms for more judicious use of natural resources and avoiding their wastage and having advocacy for justice in its all forms and manifestations in civilized manner. Putting the natural resources to their highest value use and not using them for lower end and lower value uses.

Assisting the department in the identification, apprehension and prosecution of forest offenders and supporting moral obligations of the communities to respect nature and contribute to overcome the menace of poverty, which has negative impacts on natural resources. The communities can improve the natural conditions level by providing their land for forestry development activities through participatory management.

Assisting the department in co-management of resources, particularly on communal lands, sharing indigenous knowledge with the department.

Providing assistance in controlling open range grazing and introducing rotational grazing system and developing guidelines for biodiversity conservation in the local/ regional context.

Going by rule of law or the rules framed in participatory manner is very important aspect in this whole reform process.

### XIII: ROLE OF MEDICINAL PLANTS AND NON-TIMBER FOREST PRODUCTS IN POVERTY REDUCTION

Various medicinal plants and other non-timber forest products can play a significant role in poverty reduction in following ways:

These provide products and services that are used for subsistence living by the communities. The surplus products are sold for cash income in the market.

These provide opportunities for building the entrepreneurial skills of local communities.

These provide employment opportunities not only to able bodied people, particularly during slack season, but also to women, children and the elderly during regular times who otherwise can not find jobs in labor market.

These assist in confidence and capacity building of local communities.

These can be used as substitute products when the prices of regular food items increase and thus provide protection from different types of economic shocks.

These products can be processed at the community level for value addition, thereby becoming a major source of income for the communities.

The collection and harvesting of these products generally fits well with the labor calendar of the communities and does not negatively impact their other activities.

These products do not adversely affect the production potential of other forest products.

To properly tap the role of various medicinal plants and other Non-Timber Forest Products in support of poverty reduction it is proposed that proper Local and Regional Linkages be established. The existing policy is mainly revolving around timber and comparatively subsistence habitat issues. Accordingly, the rules are handicapped to correspond to ground realities and tap potentialities

## XIV: JOINT FOREST MANAGEMENT AND VILLAGE LAND USE PLANNING

Joint Forest Management as an approach to natural resources management has great role, if realized with its true spirit. It removes distrust atmosphere between various stakeholder groups and provides an opportunity for confidence building measures. The concept has to be re assessed in the current scenario as the devalued system is in place. Land use planning roles are assigned to them ; but they are deficient in technical capabilities but having gross root representation and facilitation by civil society can make it participative to capitalizes the complementary comparative advantages of different partners in resources management and to get assistance in mobilizing financial and other resources from various stakeholder groups to transform the society in civilized manner through harmonization with nature.

Most natural resources conservation and development activities require collective action, it provides opportunities for knowledge and expertise sharing, resulting in capacity building of various stakeholder groups, making conservation and development activities more cost effective through increasing transparency and accountability, while ensuring closer monitoring of the role of different partners.

The impact of joint forest management on resources conservation, motivation, trust building, and capacity building of local communities, etc, has not yet been systematically studied. Therefore, it is urgently needed to collect proper data on the extent of application of joint forest management, the spirit of its application, and the results intermediate and end results of co-management.

Accordingly, it is proposed that an investigative study be carried out to properly study the role and impact of joint forest management on resources, people, and processes and how the processes can be improved in the present scenario.

Village Land Use Planning is a process that facilitates the co-management of natural resources with different stakeholder groups. Its role and impact will therefore have to be considered from the following perspectives:

- Extent and quality of facilitation mechanisms of collaborative natural resources management.
- Extent and quality of positive impact on other processes, at the civil society and government level.
- Extent and quality of impact on resources conservation, development and sustainable management.

The tool of Village Land Use Planning is developed in this region through project initiatives some time back. It need critical assessment in positive way to refine it for application and to integrate cross cutting themes to correspond to the aspiration of different institutional actors. And will definitely reflect on current legislation and supporting rules and will rather give way to collective management in futuristic vision, as the region offer a lot of potentialities and the global thrust demand innovative approaches on fast track with required efficiency and is available in different forms but need realization and pooling.

## XV: THE ROLE AND IMPACT OF FORESTRY ROUND TABLE

The concept of round table has strengths and can meaningfully correspond to synthesizing the situation and devising the collective path and promoting actions accordingly in innovative way. The following role is envisaged for the Forestry Round Table:

- To serve as think tank and resource pool for the government, civil society and Forest Commission in natural resources management.
- To assist in improving policies, processes, laws, procedures etc. at different levels, i.e. Government, community, private sector, etc.
- To provide assistance in resolving conflicts among stakeholder groups.
- Any other function that would contribute to resources conservation, development and sustainable management.

The Round Table has been functional for quite some time now. It is therefore required to review its role so far, suggest and implement measures for improving the working of this body, and activities are to be planned to make orientation of the members as well as to improve their compatibility and to improve their capacity to perform the role more effectively.

The establishment of Regional and District Round Tables should be considered. These Round Tables could then work in an integrated and coordinated way to reinforce each other for meaningful interface for realizing relationships with nature in holistic manner.

## XVI: ESTABLISHING PROPER LINKAGES BETWEEN INSTITUTIONAL REFORMS AND POVERTY REDUCTION

In order to study the impact of institutional reforms on poverty reduction and establish linkages, it is important that the following are properly analyzed:

- Affect Governance Structures at the Government, Civil Society and Private Sector level.
- Impact on Governance Policies, Processes, Laws and Rules.
- Impact on Participation of Communities and their influence on decision-making.
- Impact on information and knowledge sharing in prospective of global scenario.
- Impact on transparency and accountability and attitudinal transformation.
- Impact on capacity building of stakeholder groups.
- Impact on livelihood strategies pursued by the communities.
- Impact on reducing vulnerabilities of communities to various shocks and improving welfare mechanisms.
- Impact on resources conservation and development and sustainable management.
- Impact on various livelihood outcomes, such as income, employment and happiness in relationship to equity etc.

In order, to properly analyze the above impacts proper studies should be carried out on the above issues and aspects while using the tools of participatory action research.

## CHAPTER 8

### GROUND STATUS, GAPS AND MITIGATION OPTIONS

The specific comments are made in previous chapters and the optimal options are also highlighted to make it more comprehensive and to highlight the needed actions and what type of processes needed to be supported and what type of processes can be integrated. Here a comment is made rather in different manner to correspond in more integrated manner in summarized form and give an outline for further discourse.

#### I: GROUND STATUS

In the game of symbols, in its dynamism, the governance structures are realizing its loopholes and shift is evident from authoritativeness, which was one time an outcome of the evolutionary process, to participation. Realization of symbols in modified form is the question, as on ground the people are identified by the skills acquired through bookish knowledge mainly and applied in the form of procedures and has made the process understanding and response complicated and confusing.

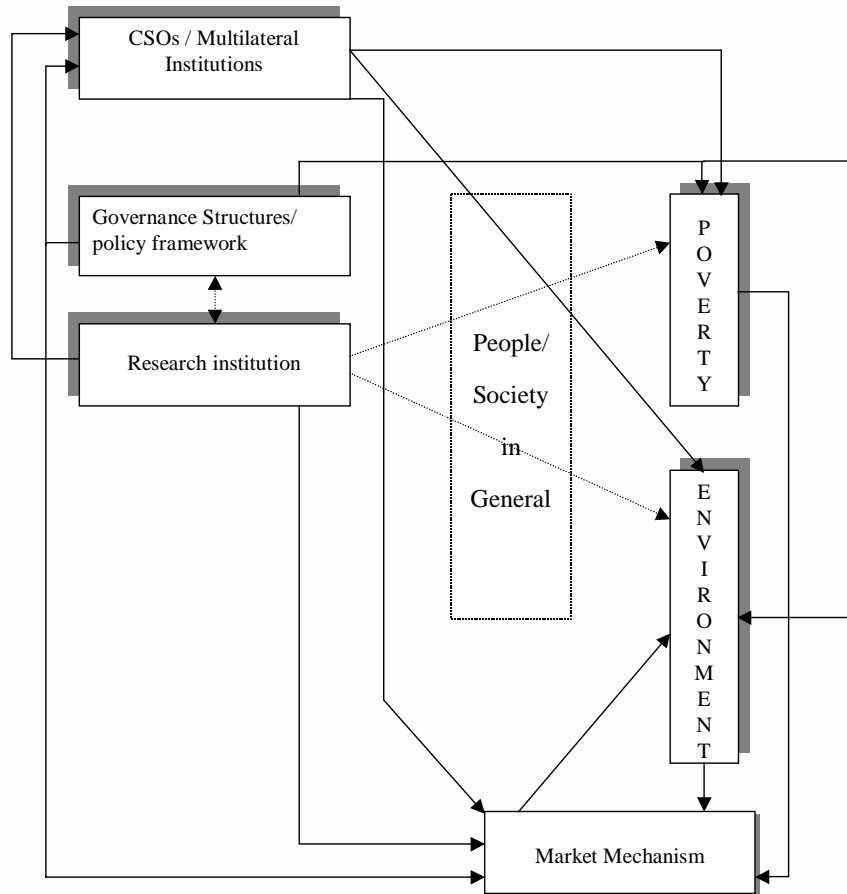
Nature was one time considered as enemy due to its over whelming role in influencing human life and compelled human to struggle for balancing it to overcome its limitations.

In this process of exploration, human surpassed great landmarks, which influenced its thought process and beliefs with diverse impacts on civilization journey. However, in the process the thought processes become handicapped to realize the situation being pushed for knowing too much about too little. The hills in the region are becoming barren and the habitat destruction is on, water is polluted.

Security and sovereignty become a thrust and the attention shifted to it; some managed well in respect of nature and some were pushed to disturb the balance. While others influence nature in diverse manner at global scale, in the thrust of domination. The institutions are in high transformation and are in protectionist mode, having different sets of reservations, at the same time having thrust for common actions. The principles are clear and realization is on, Human is the unit and nature in its symbolic form is like open book, those who explore know it more in universal setting and common grounds are emerging for common understanding and sharing.

The human is at a stage to realize matter being an energy form with all its complexities in simplicity; the “creative energy” the powerful and the human has succeeded to have cyber space giving different meaning to the physical space. And the creative space, specific to human has different and diverse relations in its holiestic form.

States have become porous but are still considered to define its course of action “policies”. The institutional arrangements influence the processes in diverse way and effect the phase and momentum of the course of actions and are becoming more and more important, due to better information sharing mechanisms and global regulatory control to mitigate the syndrome is the thrust. All this at the same time demand local actions in its broader connections, as the human still shares the space with other forms of life and human intend to benefit from it with mutual respect. Greed still affects initiatives and how to over come it need simple answers.



*The diagram shows the haphazardness of the situation in which the institutions have protectionist approach with possessive behavior resulting in anarchic outlook at societal level having bad impact on nature and natural resources.*

The changing dynamics reflect on the knowledge systems and not only dilute itself but also access to information is helping in to modify image. Concepts of governance has started to become an issue of concern, as the conventional systems are fading to correspond effectively and profit taking is replacing itself with profit sharing not only among human but with nature as well and just demands for innovative arrangements to attain an optimal level of satisfaction. Human like to be with nature in nature, evident from shifting to natural medication. At present, terrorism of any form is considered badly and reflects negativity on human satisfaction, in its any form and manifestation. Terrorism with nature is also becoming a priority to be dealt with and ask for wise use of knowledge. Natural conditions like an open book offer a lot for exploration and innovation, with the realization that existing institutional arrangements are in demand of modification to validate value system.

Respecting the diversity is becoming increasingly important to harmonize the transformation and tolerance is becoming valid tool to overcome ignorance and give way to trans-disciplinarity, to find a space for application of compartmentalized knowledge and to be modified accordingly.

## II: GAPS

Nature is the dynamic process; gaps can be judged in the given conditions at perceptual level what is desired or achievable. But it demands neutrality and the use of knowledge in wise manner. The productivity and transaction syndrome has replaced knowledge with skills, even though knowledge is more linked to creative capabilities, human specificity in universal setting.

The course of action is over shadowed by institutional frame works, which are handicapped by rules and offer expensive solution not only in monetary terms but also slow down the delivery speed. From human perspective nature suffers and makes the perceptual ecosystem miserable, especially for those who are apparently made responsible.

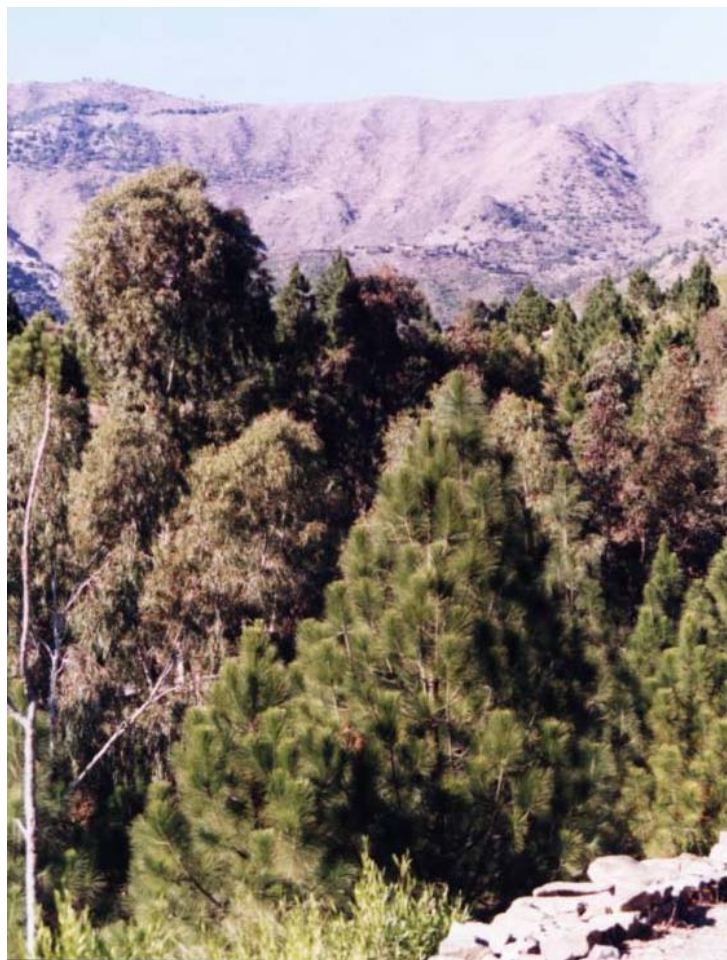
Possessiveness shrink the interactive space among human, as well as human and nature and make the situation at high risk at each level which divert the spirit, the zeal of realization and make the apparent process fake. Information sharing fastness on the other hand has made human more open and has got the courage to comment in the era of high expectations.

The present processes are exposed to the dynamism of natural processes and adopt its own course. The present man made institutional frame works are over looked, due to its shallow selection of knowledge system and declare the tools adopted as un realistic to the ground situation; through its own analytical tools as the poverty his risen, nature depleted, capital dumped and the risk of terrorism is ever high.

Linking the present government structures to innovative ideas is apparently far apart in conventional perception of time and demand for realization of knowledge in its holistic manner, which allow balance use. The present institutional structures due to its authoritativeness with in its own self adversely effect human relationships and actions meant for goodness becomes hollow, which make the relationships more inhuman and deceptive. Bio-diversity conservation with wise use is the priority, skill and the tools are available but the implementation mechanism chain is too long to deliver and need modification to attain at optimal level of realization. The human thrust in emerging scenario provides a natural ground to play to over shadow the harshness of history.



**Picture 7: Consultative workshop for review of policy and research on medicinal plants**



**Picture 8: Rehabilitation measures is a hope**

Consumption patterns of energy are known through collective civilization evolution and its denial in any form is an act of terrorism. An appropriate manner is complementarities, the nature principle, rather competitiveness, from human perspective what was called survival of the fittest; the human responsibility is to contribute to the survival of the weakest. The present flow of needed energy forms for basic survival is mostly intended to attain through competitiveness at each level with the assumption that exploitation is legitimized to get surplus, which is immoral and devalue the value. Tolerance is a virtue and neutral interaction demand improvements in present application of what are called rules, which has slowed down the institutional capabilities and rather give way to ignorance. It is not compatible with the available knowledge for application, to dress the miseries of the down trodden, an outcome of the in-appropriate solutions applied through knowledge systems handicapped in itself while lacking the principles of universal welfare mechanisms and has discarded a considerable proportion of human as an outcome and nature is the worst effected.

Choices are there; nature and the given condition are like an open book and have a lot which can be explored in its diversity leading to harmonization at global level in universal setting with local application.

### III: MITIGATION OPTIONS

This portion highlight the available opportunities in meaningful way to open up new vistas and build platforms for future interactions and exploration of opportunities in its collectivity in participatory manner; in first place tilting it to poverty reduction and environmental considerations and at the same time building the confidence for realization of just society in its dynamism.

#### A. Bridging Role

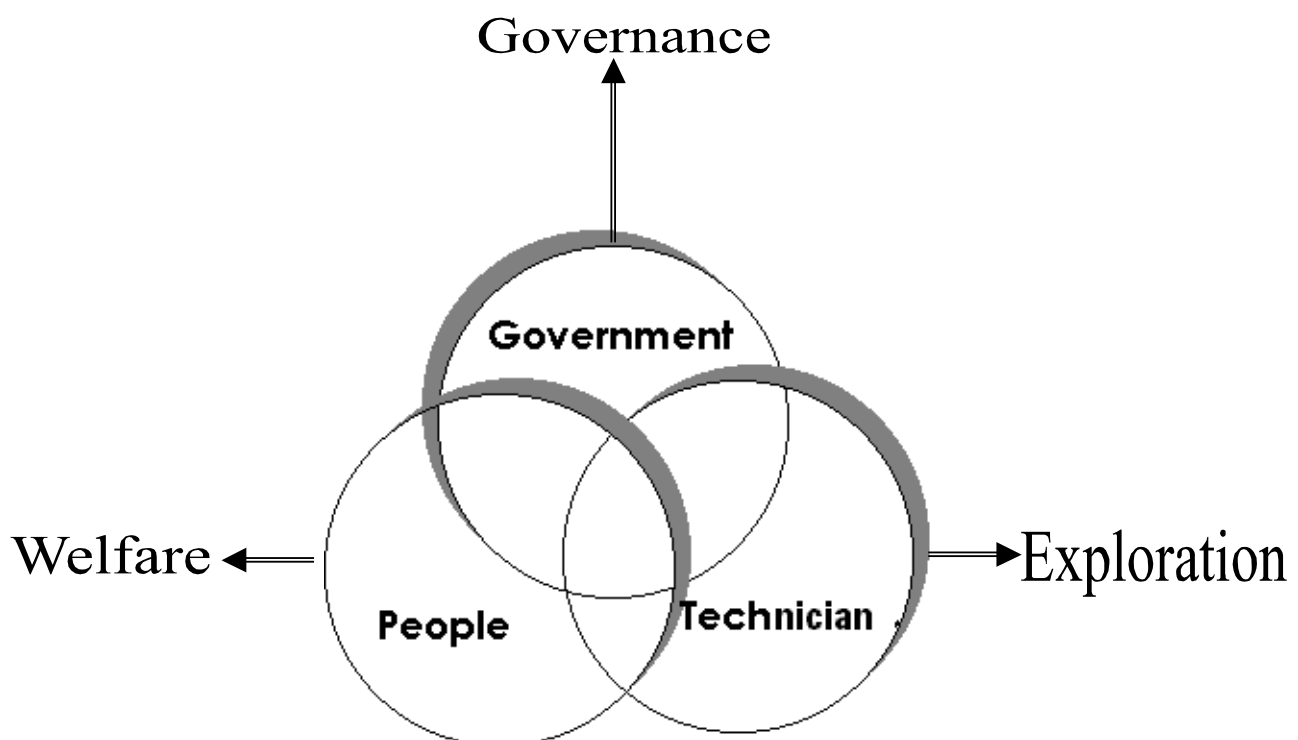
In present situation, researches are available and in many areas/disciplines; policies are conducive but the institutional framework in place cannot correspond to perform the bridging role, the intermediation. However, the given conditions demand for touching different layers from global to very local to harmonize the process through corresponding to the thrust of deferent interested institutional frameworks and at the same highlighting improvement mechanisms.

As a case, Medicinal Plants can be taken to explain the situation. At local level the collectors are even unaware about the types of species, which can be collected and marketed, even though some of the species are over harvested. The market chain is lengthy and is not efficient to fulfill the demand. Regulatory control mechanisms are missing and what is in place are not up to the mark. To make efficient partnerships in place, mechanisms are yet to be institutionalized through confidence building, not negating but value-varising. To capture global market has its own dynamics and criteria; and for that matter national level institutional arrangements are to be in place with appropriate regional level presence.

For that, the present institutional frame works has to adopt new roles as well as new institutional frame works to be put in place. As draft law for regulating traditional medicines is in pipeline, but at the same time it is said that it will take years just to register the medicines in the market through that it looks very far to correspond to the indigenous knowledge system for integration in the mainstream.

With effective bridging role, the time factor can be overcome. The same is with other policy frameworks and ask for bridging role, to evolve required support mechanisms to realize what is said in the policies and to put in place through civilized check and balance mechanisms.

For this purpose, at regional level some efforts were initiated and some civil society organizations are trying to strengthen it by the name of Malakand Development Forum, as a startup step, where meaningful dialogue can take place to link the on going processes with envisaged policy frameworks. Having an inbuilt mechanism to update the policies keeping in view regional specificities and make the efforts integrative and dynamic; promoting collective activities and experimentation touching different levels.



*The interactive space where people politicians and planners should work together finding out collectivities at each level not losing the uniqueness and corresponding to the aspirations of welfare, good governance and exploration. The way out to mitigating the change syndrome*

## **B. Processing and feeding the information**

The bridging role becomes more effective, through processed information to help in synthesizing. A good number of researches, mostly specialized, are available but are scattered and can be used in multiple ways. Its collection, documentation and processing is an important aspect and at present time no institution is performing this role, this can be termed as “resource center”. Where the knowledge is processed as per aspiration of different players and at the same time promotes trans-disciplinarity to highlight common areas of interests and interaction, contributing to the societal transformation. This can reflect itself on governance structures in the emerging scenario and helping in bridging the gaps, among different institutions and at the same time highlighting commonalities for collective actions finding out an optimal level among local to global aspirations in its dynamism, through process orientation. Technological advancement has made it much easier.

## **C. Documenting the symbols**

In the regional context it is evident that there is little documentation of the spatial aspects, what is to be rectified, how the future should be, to trace the evaluation. In technical terms a lot of resources are wasted just to do the same work and in this regard even a lot of efforts go in vain in duplication and give way to mal practices, which shatter the trust.

The technology offer the solution to a considerable level; through satellite images, through the use of geographic information systems a lot can be improved, through helping in understanding the situation in comprehensive way while making decisions at regional and local level. It can help, to facilitate the envisaged improvements in poverty level and state of environment and generate the interest of global and local actors, apart from the intermediate level to have better understanding of the on going processes and potentialities of exploration, where the knowledge efficiency can be monitored that what are useful in its commonality of diversity.

## **D. Reflections on governance**

The devolved governance system is in place and confronted with a lot of challenges due to inherited flaws of previous practices. It is representative form and can be made participatory, integrating above-mentioned processes at grass root and the system, in legitimized manner offer windows for participation’ but in the regional context it is not yet realized to a minimal level. All the above-mentioned mechanisms will help in integrating the initiatives in future prospective. As an example recording and reporting of absolute poverty is the function of union council but they are not supported to do so, by any institution. The same is the example of regulating the grazing practices, conserving and rehabilitating the habitat, important in the context of medicinal plants in given scenario. The system has a lot of potentialities and demand strategic engagements to reflect on over all governance structures and gear the conflicting situations to complementarily.

The region has a young population, energy generation potentials, diverse climatic conditions with diverse flora and fauna, rich civilization heritage merged with scenic beauty offer so many opportunities. The above mentioned steps taken as a process can integrate institutional capabilities to paint a vision of healthy society in harmony with nature and give way to innovative institutional arrangements to satisfy the thrust of societal transformation from local to global in cosmic setting.

#### IV: ACTION PLAN

The action plan elements are spread over the report and with convenience can be considered, as the innovative institutional arrangements emerge to correspond to poverty and natural degradation and streamline the flow of stored energy for it accordingly.

1. IPRP should broaden its areas of interest to correspond more effectively in a systematic manner. The areas may be:
  - a) The region has a vast potential of tourism and is not addressed properly in any manner and over shadowed by the initiatives of rural development and employment generation. It is a potential area and can reflect itself in poverty reduction and conservation. Tourism demand societal transformation for market diversification and should be linked to traditional hospitality and require in-depth situation analysis through participatory planning process.
  - b) Gender issues are highlighted in most of the cases but little efforts are made to analyze it in given social setting. “Gham Khaddi” drains out a lot of resources of the common people and meaningful interventions can improve the situation. Appropriate tools can be devised to minimize the wasteful practices in *Gham Khaddi* and will definitely reflect on poverty reduction and welfare mechanisms can be supported to divert the resources and improve the image related to gender issues while not condemning “family” institution.
  - c) Preventative health care system is very weak and IPRP should include it in its priority areas especially the irrational drug use, hygiene and water born diseases. It will directly reflect itself on poverty reduction.
2. IPRP can provide inputs in policy on traditional medicines to institutionally link the related processes, initiated in Malakand region through National Institute of Health (NIH), Islamabad in step wise manner, as the policy is not yet finalized., A consultative workshop can be jointly organized with NIH at Islamabad, inviting the people involved in the policy formulation and assessment; apart from the institutional partners of IPRP. It will help in bridging the institutions associating themselves to plants from different perspectives, like Ministries of Agriculture, Forestry, Science and technology, Environment, Trade and Commerce apart from research institutions/enterprises, Civil Society Organization and International Institutions.
  - a) IPRP can help in facilitating the forestry reform process. As a start up can jointly organize with Forest Department of NWFP consultative workshop for forestry round table members to help in orientation and building common perspective. To highlight the need of tackling the issues at regional level in light of provincial and national policy frame works, and can help in establishing strategic partnerships for realizing people and nature friendly initiatives.

- b) In the pilot valleys, IPRP can facilitate to initiate the processes of Joint Forest Management in the purview of Resource Management Plan prepared by the NWFP Forest Department, and at the same time can help in integrating it in the local government apparatus of Land Use Planning and Zoning and linking the research institutions to the processes.
3. IPRP should help in strengthening the Malakand Development Forum (MDF) to organize forums related to poverty reduction, and conservation with efficient follow-up mechanisms to translate it into viable processes in innovative manner contributing to human value systems.
4. IPRP should strengthen the initiative of resource center at regional and other levels to provide needed support to the organizations in information processing and integrating it in their own programs and to provide an interactive platform.
5. IPRP should provide support to its institutional partners, to realize an institute in the region; specific to traditional medicines and medicinal plants. Which encompass natural resource management, human and institutional development supported by knowledge based solutions with due technological support having cross cutting themes for poverty reduction and wise use of natural resources in which exploration, good governance and welfare mechanisms can be facilitated.
6. IPRP, as a Swiss initiative, can give inputs through highlighting the need for establishing participatory planning and development institute in the region. To be the center of competence of international level to help in integrating the regional initiatives at global level and vice versa through participatory planning processes; where people, politicians and planners can interact in the region; in national and global perspective; to evolve and improve welfare mechanisms, have good governance and facilitate exploration.
7. An association / society specific to medicinal plants and traditional health care systems can be formed of the researchers, entrepreneurs and other interested individuals to have broader linkages and provide an interactive space through that partnerships can be established and strengthened.
8. IPRP has to help in promoting the values, where diversity in solutions is respected and at the same time, holistic image is painted; affecting the confidence building measures where the capital can be given back to nature in exploratory manner with the sense of continuity, addressing poverty through welfare mechanisms to overshadow extremism of any form.