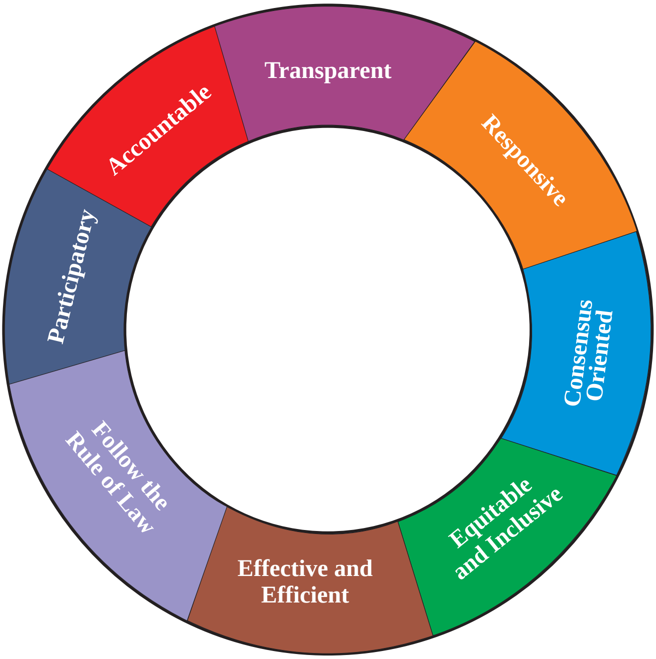
Assessment of the
Quality of Governance in Pakistan
June 1, 2013 – May 31, 2014

A Compilation of Experts' Analysis on Quality of Governance across Pakistan's Federal and Provincial Governments



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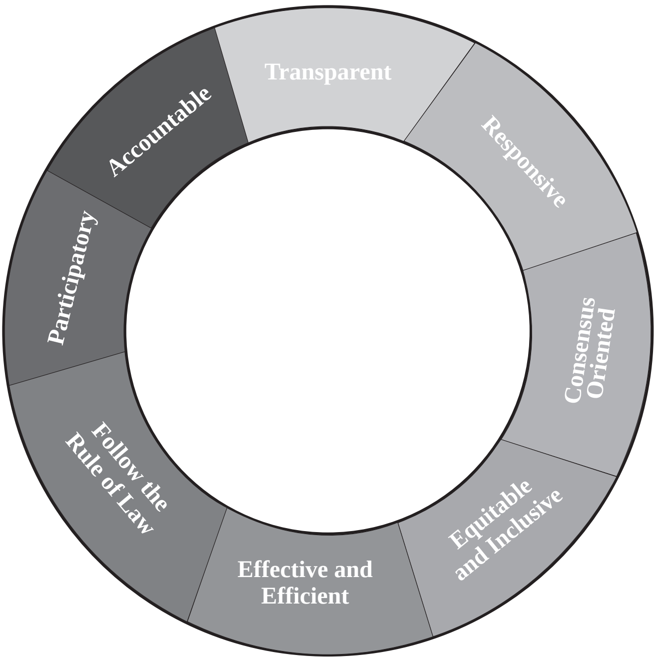

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Pakistan Institute of Legislative Development And Transparency

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Preface

In 2013, Pakistan transitioned for the first time from one democratically elected government to another. This event was a major success in Pakistan's history, a country which has only seen Governments being forcibly removed, or compelled to step down. The Islamic Republic of Pakistan, with its unstable democratic history, coupled with unprecedented natural disasters, internal and external security threats, and economic insecurities, has had to endure and survive major challenges to democracy and governance.

This book consists of assessments and opinions by a series of experts who explore through ways by which Pakistan, as a nation, can move beyond these crises. Our compilation of Experts' Analysis on Quality of Governance across Pakistan's Federal and Provincial Governments puts forward an analysis of the Quality of Governance during 2013-2014. This collection of Experts' Assessments is part of PILDAT's new initiative of Assessment of Quality of Governance in Pakistan.

As a Pakistani organisation, PILDAT has developed an indigenous framework to monitor the quality of governance. While greatly benefitting from many international frameworks to assess the Quality of Governance, the indigenous framework has been prepared by PILDAT with the valuable input of a 25-member Steering Committee comprising some of the most eminent experts from the four Provinces. This report is a compilation of analyses penned down by members of the PILDAT Steering Committee as well as some external experts.

The objective of the Governance Assessment process is to assist elected political Governments at the Centre and the Provinces to improve their quality of governance.

The Experts' Assessment is ordered on the indigenously developed framework by PILDAT. The comparative assessment notes look at both the Federal and Provincial performance on the key indicators of governance. Policymakers, government officials, and politicians may yet benefit from the perspectives of this collection of experts, who have explored ideas and suggested significant reforms that would improve the quality of governance in Pakistan.

Acknowledgements

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Disclaimer

We at PILDAT have made every effort to ensure the accuracy of data and assessment in this Report. Any error or omission, therefore, is not deliberate. The views expressed in the report are those of the authors and do not necessarily reflect the views of PILDAT.

Ahmed Bilal Mehboob
President
Islamabad
September 2014

Abbreviations & Acronyms

ADP	Annual Development Programme
AGPR	Accountant General Pakistan Revenues
AJK	Azad Jammu Kashmir
ANC	Arab National Construction
ANF	Anti Narcotics Force
BESP	Balochistan Education Sector Plan
BCG	Bacille Calmette –Guerin Vaccine for Tuberculosis
BHUs	Basic Health Units
CAD	Capital Administration and Development
CDA	Capital Development Authority
CID SP	Crime Investigation Department Sindh Police
CO	Community Organization
CPI	Corruption Perception Index
DDMA	District Disaster Management Authority
DEO	District Education Officer
DHIS	District Health Information System
DRM	Disaster Response Management
DRR Policy	Disaster Risk Reduction
ETIM	East Turkestan Islamic Movement
ECNEC	Executive Committee of National Economic Council
EMR	Electronic Medical Record
EIAs	Environment Impact Assessments
IEEs	Environmental Approval of Initial Environment Examinations
FATA	Federally Administered Tribal Areas
FBR	Federal Board of Revenue
FDA	Food and Drug Administration
FESCO	Faisalabad Electric Supply Company
FLCF	First Level Care Facilities
FWO	Frontier Works Organization
GB	Gilgit-Baltistan
GENCO	General Company
GEPCO	Gujranwala Electric Power Company
HEC	Higher Education Commission
HMIS	Health Management Information System
ICT	Islamabad Capital Territory
IFA	Individual Finance Assistance
IMF	International Monetary Fund
IMR	Infant Mortality Rate
IFTVS	Iqra Ferogh -e-Taleem Voucher Scheme
IRSA	Indus River System Authority

JeM	Jaish-e-Mohammad
JI	Jamaat-e- Islami
KP	Khyber Pakhtunkhwa
KPT	Karachi Port Trust
LeJ	Lashkar-e-Jhangvi
LESCO	Lahore Electric Supply Company
LBDCIP	Lower Bari Doab Canal Improvement Project
MAF	Million Acre Feet
MCH	Maternal and Child Health
MDG	Millennium Development Goal
MMR	Maternal Mortality Rate
MW&P	Ministry of Water & Power
NAB	National Accountability Bureau
NACS	National Anti-Corruption Strategy
NDMA	National Disaster Management Act
NDMC	National Disaster Management Commission
NDMP	National Disaster Management Plan
NDRF	National Disaster Response Force
NEPRA	National Electric Power Regulatory Authority
NER	Net Enrolment Rate
NFBE	Non Formal Basic Education
NGO	Non- Governmental Organization
NIDM	National Institute of Disaster Management
OECD	Organization for Economic Cooperation and Development
OGDC	Oil and Gas Development Company
ORS	Oral Rehydration Salts
Pak-EPA	Pakistan Environment Protection Agency
PaRRSA	Provincial Reconstruction, Rehabilitation and Settlement Authority
PBM	Pakistan Bait-ul-Maal
PDMA	Provincial Disaster Management Authority
PDMF	Provincial Disaster Management Fund
PDHS	Pakistan Demographic and Health Survey
PEPA	Pakistan Environmental Protection Agency
PESCO	Peshawar Electric Supply Company
PILDAT	Pakistan Institute of Legislative Development and Transparency
PML-N	Pakistan Muslim League- N
PPAF	Pakistan Poverty Alleviation Fund
PPP	Pakistan Peoples' Party
PPRA	Public Procurement Regulatory Authority
PID	Provincial Irrigation Department
PSDP	Public Sector Development Programme

PSLM	Pakistan Social and Living Standards Measurement
PTI	Pakistan Tehreek-e-Insaf
PP & SPRU	Public Policy and Social Protection Reform Unit
PIAIP	Punjab Irrigated Agriculture Investment Programme
PISIP	Punjab Irrigation System Improvement Project
QESCO	Quetta Electric Supply Company
R&D	Research & Development
RHCs	Rural Health Clinics
RBOD	Right Bank Outfall Drain
SBP	Sindh Board Revenue
SSB	School Specific Budget
SF	Security Forces
SHC	Sindh High Court
SIDA	Sindh Irrigation and Drainage Authority
SOP	Standard Operating Procedures
SSP	Sipah-e- Sahaba Pakistan
TB	Tuberculosis
TESCO	Tribal Areas Electric Supply Company
TI	Transparency International
TTP	Tehreek-e-Taliban Pakistan
TVET	Technical and Vocational Education and Training
USAID	US Agency for International Development
WAPDA	Water and Power Development Authority
WB	World Bank
WB CPAR	World Bank Country Procurement Assessment Report
WEF	World Economic Forum
WISP	Wireless Internet Service Provider

Peace, Stability and Order (Internal Security)

Dr. Shoaib Suddle[1]

Federal Government

The lack of rule of law and absence of a community-oriented police force that abides by democratic standards and observes and protects human rights are key factors hindering sustainable peace, stability and order in Pakistan. Without a robust criminal justice system (CJS), the goal of achieving a peaceful and stable Pakistan will remain a pure illusion.

Despite much-vaunted rhetoric on improving the police capacity to handle peace, stability and public order operations, the successive governments have been found wanting in fixing an outmoded organization that is both broken and broke. The police cannot deliver without urgent reform and without seriously addressing its qualitative and quantitative inadequacies.

Maintaining peace, stability and order as first responders is primary responsibility of police. It is when the situation is beyond the control of police that second-tier civil armed forces are temporarily brought in to assist the police. In an exceptionally serious public order situation, the armed forces are called in aid of civil power to restore peace and stability and hand it back to the police. Had the police conducted the Lal Masjid operation in 2007, Pakistan would have been spared much destruction and loss of life resulting from the unending retaliatory suicide bombings.

If we have a police organization that is still in the 19th century colonial mould, it cannot hope to handle even routine law and order situations, let alone the extreme peace, stability and public order challenges posed by the 21st century organized terrorist groups. If police personnel are not recruited on merit, if they are not trained in the latest law and order specializations, if their postings and promotions are politically-motivated, if their accountability mechanisms lack robustness, if the public has no trust in their operational independence, impartiality and integrity, and if they are left to live off the land, it should be no surprise if they behave as 'servants of the rulers', and not as 'servants of the state' doing the duty of across the board enforcement of rule of law.

1. The author is International Director at the Asia Crime Prevention Foundation in Tokyo; Executive Director at the Asia Crime Prevention Foundation Pakistan and President of International Police Association, Pakistan. Dr. Suddle's most recent assignment was the Federal Tax Ombudsman of Pakistan. He has also served as Former I.G.

According to South Asian Terrorism Portal (SATP), at least 5,379 terrorism-related fatalities were recorded across Pakistan, including 3,001 civilians, 1,702 terrorists, and 676 Security Forces (SF) personnel, through 2013, as against at least 6,211 fatalities, including 3,007 civilians, 2,472 militants, and 732 SFs in 2012. In 2014, till June 1, at least 1,718 fatalities were recorded, including 790 civilians, 675 terrorists, and 253 SFs. Similarly, at least 128 sectarian attacks, resulting in 525 deaths, were recorded across Pakistan through 2013, as compared to 173 such attacks and 507 killed in 2012. In 2014, till May 25, at least 45 sectarian attacks were recorded, resulting in 105 deaths. The number of explosions and resultant fatalities stood at 574 and 1,624, respectively, in 2013, as against 652 explosions resulting in 1,007 fatalities in 2012. In 2014, till May 25, 210 bomb blasts were recorded resulting in 390 fatalities.

The welcomed declining trend in fatalities over the past 12 months could be due to a number of factors, including (1) the present Government's overwhelming emphasis on talks with the terrorists, (2) ceasefire announced by the TTP in February 2014, even though it lasted for just over a month, (3) resolve of the military to go after the terrorist hideouts in North Waziristan, if attacked, (4) halt in drone attacks, and (5) the ongoing infighting between different factions of the TTP.

According to the critics, however, the still very high rate of terrorism-related killings and the poor state of law and order in Pakistan has belied expectations that had been aroused with the formation of the new Government in June 2013. Lack of necessary political will to take and implement difficult decisions is cited as a major weakness of the political leadership. Its 'Karachi Operation' is fast getting out of steam. Though there has been a dip in Karachi violence, the 'city of death' continues to be a matter of grave concern for the Supreme Court, law enforcement officials, and, above all, the residents of Karachi. The insurgency in Balochistan in not yet effectively tamed. The August 2013 'Hostage Drama' in Islamabad by a lone gunman, Sikander, and March 2014 storming of Islamabad district court complex by the terrorists, killing 11 people, has badly shaken the confidence of the people in the capacity and capability of Capital Police. The banned militant organizations are still 'surviving and thriving'. The Government's other two 'major' initiatives: the controversial Protection of Pakistan Ordinance, 2013, and the much-trumpeted first-ever comprehensive 'national security policy' haven't made much headway either, the reason being that the Government has little financial, administrative and political capacity to go for fundamental restructuring of its critical institutions.

Pakistan's peace and stability are also inextricably linked with the peace in the region. Terrorist activities of non-state actors operating across the region cannot be curbed effectively without robust cooperative arrangements between the intelligence and law enforcement agencies of the countries of the region. Presidential elections in Afghanistan, coming to power of Narendra Modi in India, and drawdown of US and NATO Forces from Afghanistan are also factors the impact of which on peace and stability in Pakistan cannot be underestimated.

Pakistan continues to face an acute law and order and counterterrorism challenge. Terrorists are continuing organized armed assaults on police stations, judicial centres, military convoys, border check posts, and polio vaccination teams. Their targets include judges, senior police and military officers, lawyers, intelligence operatives, and elected officials. The Government needs to concentrate not merely on the 'military response' to the challenge, but its political, social, legal, religious, administrative, educational, financial and technological aspects. It is time to upgrade and reform the resource-starved anachronistic police organization, to enable it to become an effective instrument of peace, stability and order. We know what ails the system, and how to fix it. Let's begin the 'journey of a thousand miles' with the next step.

Government of Balochistan

The Provincial Government of Dr. Abdul Malik recently completed its first year in Balochistan. Before that, the PPP-led coalition was in power for five years (2008-13). While all 29 Districts of Balochistan are practically affected by the menace of terrorism, the capital city, Quetta, remains the worst hit.

According to partial data compiled by the South Asia Terrorism Portal[2] (SATP), Balochistan suffered at least 960 fatalities, including 718 civilians, 137 Security Forces (SF) personnel, and 105terrorists, in 2013, as compared to 954 fatalities, including 690 civilians, 178SFs, and 86terrorists, in 2012. Significantly, the killings of SFs in 2013 decreased by 23 per cent, as compared to the preceding year, while the fatalities of terrorists increased by 22 %, over the same period. Civilian fatalities, however, increased by just 4% between 2012 and 2013, from 690 to 718, respectively.

2. Since media access is restricted in the most disturbed areas of Pakistan, the actual figures could be much higher.

In the first five months of 2014, there have been296terrorism-related killings, including 165 civilians, 42 SFs, and 89 terrorists. These figures include 25 major incidents (each involving three or more fatalities), resulting in 212 fatalities: 100 civilians, 26 SFs, and 86 terrorists; one suicide attack involving four deaths; and 40 bomb blast cases involving 73 deaths.

The 2014 figures show a declining trend in the killing rate of civilians and SFs. Remarkably, though; the number of terrorists killed in five months of 2014 has already exceeded the number of terrorists killed in the entire year of 2012. Evidently, the Balochistan Police and Frontier Corps (FC) Balochistan are getting into the gear in effectively confronting the terrorists. In one of the deadliest attacks during 2013, a suicide bomber hit the funeral of a slain police officer killing at least 30 policemen, including DIG, Fayyaz Sumbal, SP, Ali Mehr and DSP, Shamsuddin. The blast occurred at the Police Lines, Quetta.

According to SATP provisional data, at least 239 Hazara Shias were killed in Balochistan in 2013, as against at least 396 Hazara Shia fatalities in Balochistan between 2001 and 2012. In the most recent incident, on January 21, 2014, at least 24 Shia pilgrims returning from Iran were killed and 40 were injured in a bomb attack targeting their bus at Khusak in the Kanak area of Mastung District, Balochistan. The attack was claimed by banned extremist organisation: Lashkar-e-Jhangvi (LeJ).

Another important aspect of violence in Balochistan involves alleged forced disappearances carried out by state agencies, or by their proxies, prominently including the Tehrik-e-Nafaz-e-Aman Balochistan (TNAB). On January 17-18, 2014, at least 13 highly decomposed bodies were found buried in the Tootak area of Khuzdar District. On February 4, 2014, the Deputy Commissioner (DC) of Khuzdar submitted a report to the Supreme Court, stating that 13 dead bodies had been recovered from a mass grave on the indication of a local shepherd.

Significantly, hearing the Balochistan missing persons' case since 2012, the Supreme Court has reprimanded the Balochistan Government for its failure to comply with its order on several occasions. At times, the Government has pleaded its helplessness in the matter. For instance, on January 30, 2014, the Government conceded before the Supreme Court that it was handicapped in recovering missing Balochis for the reason that it had no effective control over the Frontier Corps (FC), which was accused of 'detaining' these persons.

In March 2013, the Commission on the Inquiry of Enforced Disappearances, a government-sponsored judicial commission, admitted that total number of missing persons' cases stood at 621 at that time. The nationalist Baloch leaders, however, claim that the actual figure was many times higher.

According to partial data compiled by SATP, the Province has recorded at least 3,073 civilian fatalities since 2004. Of these, 276 civilian killings (174 in the South and 102 in the North) have been claimed by Baloch separatist formations such as the Baloch Republican Army (BRA), Baloch Liberation Army (BLA), Balochistan Liberation Tigers (BLT) and United Baloch Army (UBA). The Islamist and sectarian extremist formations, primarily Lashkar-e-Jhangvi (LeJ) and Tehreek-e-Taliban Pakistan (TTP), have claimed responsibility for the killing of another 489 civilians, all in North, mostly in and around Quetta. The remaining 2,308 civilian fatalities - 1426 in South and 882 in North - remain 'unattributed'.

There were 18 attacks on NATO convoys through 2013, with six killed and seven injured, following ten such attacks in 2012, with six injured and none killed.

Commenting on the law and order situation during a debate in the Provincial Assembly on August 28, 2013, Chief Minister (CM) Abdul Malik Baloch observed:

> “Most of the Baloch dominated areas in Balochistan were “no go” areas. Right from the Sariab Road area of Quetta to Mand in Turbat District, nobody feels safe to go there. Even Taliban style judgments are being issued in different parts of Balochistan. 78 gangs involved in kidnapping and other subversive activities were operating in Quetta alone.”

On December 30, 2013, the Government resolved to disarm 'all armed groups' in Balochistan, as part of a 'smart and effective security policy'. The Government also seems to be making efforts of sorts to engage the separatist elements in a meaningful dialogue. Measures are also underway to enhance capacity of Balochistan Police and Levies, though the sooner the whole of Balochistan is reconverted into 'A Area' and brought under standard police jurisdiction, the better it will be for adding teeth to the existing – fragmented – law enforcement capability. Indeed, the entire criminal justice system needs serious revamping, alongside mainstreaming the Baloch dissidents on priority basis.

The steps taken by the Provincial Government seem to be making a difference. Addressing a press conference on June 2, 2014, the CM Balochistan claimed that the security situation in his province had improved, and crime had declined significantly in the first year of his tenure.

Government of Khyber Pakhtunkhwa

The PTI-led Government has just completed its first year in Khyber Pakhtunkhwa (KP) Province. Before that, the ANP-led coalition was in power for five years (2008-13). While all 25 Districts of KP are variously affected by the menace of terrorism, the capital city of KP, Peshawar, remains the worst hit.

According to partial data compiled by the South Asia Terrorism Portal[3] (SATP), KP suffered at least 936 fatalities, including 603 civilians, 172 Security Forces (SF) personnel, and 161 terrorists, in 210 incidents of killing in 2013, as compared to 656 fatalities, including 363 civilians, 195 terrorists and 98 SFs, in 170 such incidents, in 2012, showing a reversal in the declining trend of terrorism-related violence and making 2013 the first year since 2005 when SFs killed exceeded the terrorists. While fatalities among terrorists in 2013 declined by 17 per cent, as compared to the preceding year, the number of fatalities among SFs increased by 75 per cent, over the same period. Civilian fatalities increased by 66percent between 2012 and 2013, from 363 to 603, respectively.

Other parameters of violence also rose significantly. The province accounted for 65 major incidents (each involving three or more fatalities), resulting in 694 deaths in 2013, as against 57 such incidents accounting for 434 fatalities in 2012. In the deadliest attack during 2013, at least 85 persons were killed and another 145 injured in a suicide explosion at the All Saints Church near Qissa Khawani bazaar, Peshawar, on September 22nd. Further, while the number of suicide attacks remained unchanged, at 21, the resulting fatalities increased considerably, from 140 in 2012 to 350 in 2013. Also, though there was a marginal decrease in the number of explosions, from 222 in 2012 to 189 in 2013, the resultant fatalities increased significantly, from 268 to 598.

The first five months of 2014 have already witnessed 269 terrorism-related killings, including 164 civilians, 63 SFs, and 42 terrorists. These

3. Since media access is restricted in the most disturbed areas of Pakistan, the actual figures could be much higher.

figures include 27 major incidents resulting in 190 fatalities: 111 civilians, 46 SFs, and 33 terrorists; six suicide attacks involving 38 deaths; and 70 bomb blast cases involving 156 deaths. In the worst attack of 2014, 26 soldiers were killed and another 24 injured in a targeted bomb blast on a military convoy in Bannu on January 19. The Tehreek-e-Taliban Pakistan (TTP), claiming responsibility, said: "It was part of our fight against a secular system. We will carry out more such attacks in future."

In a daring attack on July 29, 2013, terrorists stormed the Central Prison at D. I. Khan and freed some 253 prisoners, including 45 top terrorists. At least 24 persons, including 12 policemen, five terrorists, four prisoners, and three civilians were killed in the attack and the counter attack by SFs. Claiming responsibility for the attack, TTP declared: “Some 150 Taliban, including 60 suicide bombers, attacked the Central Prison and managed to free about 300 prisoners. They were looking in particular for two 'commanders' – Sufi Mohammad and Shaikh Abdul Hakim. The TTP has achieved its targets and their operation was successful.”

The worsening security scenario also saw several high profile killings through 2013. Maj. General Sanaullah Khan Niazi was killed on September 14, 2013 when a roadside bomb struck his vehicle in the Upper Dir District of KP, while returning from a visit to troops posted on the border with Afghanistan. Another officer, Lt. Col Touseef, and a soldier also died in the attack. On October 16, 2013, the KP Law Minister, Israrullah Gandapur, was killed with 10 others in a suicide attack at a festive gathering at his residence in D. I. Khan District.

Polio teams remained under attack in KP, especially in Peshawar District, notwithstanding the police security provided to the volunteers. In 2013, at least 20 such attacks resulting in 19 deaths (11 SFs and eight polio workers) were reported, as compared to four such attacks accounting for seven deaths (all polio workers) in 2012.

The present KP Government has taken a few solid measures to confront the rising menace of Islamist terrorism, including total administrative and operational autonomy to the Inspector General of Police (IGP). There are fewer complaints of police corruption and highhandedness. Indeed, the KP Police under the PTI Government is widely regarded as the most depoliticized police force in the country. On September 11, 2013, the KP Assembly passed a Bill to regulate explosive materials in the Province. According to the new law, those found guilty of illegally manufacturing explosives could be fined up to Rs.15 million while those transporting illegal explosives could face a penalty of Rs.1.25 million. The law also makes the illegal possession of explosives punishable with imprisonment for a term which may extend to fourteen years. On October 5, 2013, the KP Government decided to engage the Army to protect polio workers in five terrorism-infested union councils of Peshawar. However, the terrorists responded by killing seven persons, including four policemen, and injuring another eight in an attack targeting a function held to distribute anti-polio material among the polio teams in the Badhaber area of Peshawar, on October 7, 2013.

Notwithstanding these welcome initiatives, the PTI Government as yet seems to lack any clear determination to confront the Islamist extremists. In alliance with Jamaat-i-Islami (JI), it came to power from a platform that is sympathetic to the Islamist ideology. Both PTI and JI took this position well before the elections that brought them to power. Given a comparable ambivalence in Islamabad, the task of SFs to implement any resolute counterterrorism strategy has become all the more difficult. What the Government also needs to do is to strengthen its criminal justice system, under a robust short- and medium term plan.

Government of the Punjab

Punjab has continued with the same PML-N Government for the past over six years (except for the brief period from February 25 – March 30, 2009 when the Province remained under the Governor Rule). The assessment of law and order situation in Punjab is therefore to be seen in this context.

According to South Asia Terrorism Portal (SATP)[4], in 2013, a total of 81 persons, including 64 civilians, seven Security Forces (SF) personnel and 10 terrorists were killed in 20 separate terrorism-related incidents of killing, as compared to 104 persons killed in 19 such incidents in 2012, registering a decline of 22 per cent in fatalities. However, the first five months of 2014 have already recorded 70 fatalities, including 50 civilians, 11 SFs and nine terrorists, showing a staggering rise of 107 per cent in fatalities, as compared to 81 persons killed in 2013.

Other indicators of peace and stability have also varied widely. Out of 20 incidents of terrorist killing in 2013, seven were major incidents (involving three or more killings) resulting in 40 deaths, as compared to five major incidents in 2012 that accounted for 76 deaths. While the Province recorded only one suicide attack in 2013, same as in 2012, the resultant fatalities stood at five and 11 respectively. At least five bomb

4. Figures compiled from news reports are provisional

blasts occurred in 2013, claiming 14 lives, as compared to 10 bomb blasts and 51 fatalities in 2012. Incidents of sectarian violence, however, increased considerably from 4 in 2012 to 13 in 2013. The resultant fatalities, though, remained almost the same: 42 in 2013 as against 43 in 2012. In 2014, two suicide attacks, killing 15 persons, including at least eight SFs; nine bomb blasts involving 19 killings; and seven incidents of sectarian violence, killing eight persons, took place during the first five months of the year.

Although Punjab is at the bottom of the violence table of Pakistan's four Provinces, the possibility of escalation of violence cannot be ruled out as a result of the presence of 57 extremist and terrorist outfits that reportedly exist in the Province. Provincial Capital, Lahore, alone is said to be home to at least 28 terrorist outfits, making it the most violent among the 36 Districts of the Province, followed by Rawalpindi. According to SATP data, in 2013,though, Rawalpindi recorded the maximum fatalities, 26 in nine incidents of killing, followed by Lahore, with 14 in seven terrorism incidents.

The critics, however, maintain that the low terrorism-related violence in Punjab is due to the widely perceived symbiosis between the administration and the extremist outfits. Reluctance to proactively take on the terrorists is seen to stem not so much from police inefficiency as from the administration's unwritten policy to look the other way. According to media reports, even a top government minister is believed to be a close associate of the head of a banned organisation. Unless there is absolute unanimity at the strategic level with regard to the whole range of counterterrorism policy measures, there is little hope that the tactical battles occasionally won by the police and the security forces can succeed in winning the 'war on terror'. All stakeholders have to be genuinely and demonstrably on one page.

Relatively speaking, the Punjab Government has done well in terms of up-gradation of the police. It is working on setting up a Counter Terrorism Department; it seems to be striving for merit-based recruitments; it has increased police salaries and allowances; it has set up a modern forensic science laboratory; and a team of Turkish experts is working on long-overdue police reforms, in addition to overseeing the establishment of Lahore Police Command and Control Centre.

Notwithstanding several welcome steps, the “Thana Culture” has continued to defy any significant change. The police postings have yet to be freed from extraneous interference; police has yet to become operationally neutral and organisationally independent; registration of FIR is a far cry from what the daily experience of citizens of free countries is; oppressive police behaviour and corruption is an everyday experience; the 'public-frightening' police is yet to be transformed into a 'public-friendly' service organisation; and an anachronistic police outfit that has long stuck to its colonial mould has yet to be turned into a police service committed to enforce the principles of democratic policing. Despite rhetoric, there is as yet no appreciable improvement in the governance standards and the quality of rule of law.

What is urgently needed is not only a holistic and proactive approach for reinventing the whole criminal justice system, but an insightful look at the whole curriculum of Madaras as part of a wider de-radicalisation programme to be implemented by each Provincial Government.

Without adequately investing for a police service to be administered on international standards, there is little realistic expectation that the radicalized forces that have long found fertile grounds in Punjab could be effectively tamed. Nor is there much hope that a seemingly compromised administration can muster enough political will to eliminate extremist formations that have, for decades, found their safe havens in Punjab.

Government of Sindh

Sindh has been under the PPP rule for over six years. In the context of peace, stability and order, Sindh unfortunately has the dubious distinction of being at the top of the violence table among the four Provinces of Pakistan. Karachi, the capital city of Sindh, alone accounts for over 98 per cent of violent deaths in Sindh.

On January 7, 2014, terrorists killed six people in Gulshan-e-Maymar area of Gadap Town in Karachi. Two of the victims were beheaded, while the rest had their throats slit. The Police found a blood-stained knife and note, which read: “Stop visiting shrines — from the Pakistani Taliban. People visiting shrines will meet the same fate.”

On January 9, 2014, CID SP Chaudhry Aslam and three other policemen were killed and 10 others were injured when a suicide bomber smashed his car into Aslam's convoy near Essa Nagri at the Lyari Expressway. Tehreek-e-Taliban Pakistan (TTP) claimed responsibility for the attack.

On February 13, 2014, at least 13 policemen were killed and 58 persons injured in a suicide blast targeting a bus carrying 50 policemen near the gate of Razzakabad Police Training Centre, Karachi. Claiming responsibility for the attack, TTP declared: "We carried out the attack against the police because they are killing our people."

These incidents are only a few of the proliferating manifestations of violence that flourishes in Sindh, thanks to an intricate relationship between terrorist outfits, violent political organizations, and criminal gangs.

According to data compiled by the South Asia Terrorism Portal (SATP)[5], in 2013, total terrorism-related fatalities were 1,668, including 1,285 civilians, 156 Security Force (SF) personnel, and 227 terrorists, as compared to 1,553 fatalities, including 1,318 civilians, 118 SFs, and 117 terrorists in 2012. Fatalities among SFs and terrorists increased by 32 per cent and 94 per cent respectively, between 2012 and 2013. Major incidents (each involving three or more fatalities) and resultant fatalities increased to 56 and 282, respectively, in 2013, as compared to 38 and 149, respectively, in 2012. Incidents of bomb blast and resultant fatalities in 2013 increased to 122 and 193, respectively, from 77 and 42 in 2012. In the first five months of 2014, Sindh has recorded 515 terrorism-related fatalities (terrorist attacks, sectarian and political violence, and gang wars), including 361 civilians, 56 SFs, and 98 terrorists. In the same period, there were 25 major incidents resulting in 212 fatalities, including 100 civilians, 26 SFs, and 86 terrorists. There were also five suicide attacks involving 28 deaths, and 50 bomb blast cases involving 52 deaths.

Karachi was the worst hit among all 23 Districts of the Province. Of the total of 1,668 killings in 2013, 1,638 (98.2 per cent) took place in Karachi alone. Similarly, of 1,285 civilians killed in 2013, 1,270 civilian killings (98.83 per cent), and all 150 killings in 90 sectarian attacks occurred in Karachi alone. Karachi's spiralling violence and fast deteriorating law and order situation led to the ongoing 'Karachi Operation' in September 2013.

Karachi's descent into anarchy has been exacerbated as a result of the influx of TTP cadres mainly from the country's Tribal Areas. Further influx of TTP operatives into Karachi is likely, to avenge the deployment of military troops and aerial bombing by PAF jets in the North Waziristan Agency of the FATA. Political killings have become order of the day. Turf wars between prominent criminal gangs, supported by different political parties, continuously fuel violence. A wide range of sectarian outfits, including Lashkar-e-Jhangvi (LeJ), Sipah-e-Sahaba-Pakistan (SSP),

5. Figures compiled from news reports are provisional

Jandullah, Jaish-e-Mohammad (JeM), Sunni Tehreek (ST) and Sipah-e-Muhammad Pakistan (SMP), among many others, are also active in the city. Despite being banned, these terrorist outfits continue to operate under different names.

A Report by *Foreign Policy* in September 2013 termed Karachi “the most dangerous megacity” in the world. The situation is worsened by an endemic extortion racket, making the environment extremely volatile, particularly for the business community.

The governance crisis in Sindh is far serious than elsewhere in Pakistan. Combating the ongoing groundswell of terrorist, sectarian and criminal violence in Karachi, the epicentre of militant activities, is a huge challenge that must be met with solid strategy and exceptional political will, not by tall claims of 'successful operations'. Whatever limited action that has been taken against particular terrorist or organized criminal gangs has been fitful and, in most cases, half-hearted. As expectations of the police performance continue to grow, new and innovative ways to make the police more effective, more responsive, and more accountable, are urgently needed. Connecting the police and the people is an organizational imperative.

The Sindh Government's retrograde step of repealing the Police Order 2002 also needs to be revisited at the earliest. The police must operate under a modern 21st century law that clearly lays down police powers, duties and responsibilities, and how police is to be held accountable. The Government must take steps to ensure that Karachi Police has enough capacity and capability to meet most law and order challenges at its own, without the support of Rangers.

Indeed the outmoded criminal justice system of Sindh, as of Pakistan, needs urgent and meaningful reforms, both qualitatively and quantitatively. Any further dilly-dallying will only bring the country perilously closer to the edge of the precipice.

Poverty Alleviation[6]

Federal Government

The PML–N formed the Government in the federation with 189[7] seats. The PML–N laid down its detailed agenda and party position on the issue of poverty reduction during the election campaign of 2013 (Table 1). Though the first year of the Government was under fiscal stress and inherited the energy and law and order crises, the Government was conscious of its promises.

In the first budget 2013–2014, the Government of Pakistan raised the minimum wage to Rs. 10,000 and the monthly allocation for Benazir Income Support Programme (BISP) were increased by Rs.200, i.e. from 1,000 to 1,200.[8] The BISP being a targeted subsidy programme, the Government decided to continue with it and announced that the programme will continue, even though it was associated with the previous PPP government. For the fiscal year 2014-2015 the provision of Rs 97.15

Table 1: Position of Parties According to their Manifestos on Key Issues

Issues	ANP	JUI (F)	MQM	PML	PML-N	PPP	PTI
Unemployment	?	?	? ?	? ?	? ?	? ?	?
Poverty Alleviation	?	?	? ?	?	? ?	? ? ?	?
Devolution and Local Government System	?	?	? ? ?	?	? ?	? ?	

? ? No Stance	? ? General	? ? ? Detailed	? ? ? ? Extensive

Source: Pakistan Institute of Legislative Development and Transparency PILDAT: A Comparative Analysis of Election Manifestoes of Major Political Parties, April 2013

6. The author chooses not to be named.
7. General seats 129, independent candidates joined PML – N 19, Non Muslims reserved seats 10 and total women reserved 35 seats. Source: Election Commission of Pakistan
8. The Express Tribune June 21, 2013

billion on account of the BISP has been budgeted against an actual disbursement of Rs 70.28 billion in 2013–14 with plan of targeting 5.25 million poor families by June 2014 and to increase the coverage of the programme to an additional 0.6 million of poor families by the end of June 2015.[9]

The Pakistan Poverty Alleviation Fund (PPAF) was started in April 2000 to establish an apex government organization with the idea of a community driven programme. The broad objectives of PPAF are as under:

i. To eradicate extreme poverty and hunger
ii. To promote gender equality and empower Women
iii. To achieve universal primary education
iv. To improve maternal health
v. To reduce child mortality
vi. To establish and strengthen Community Organizations (COs) and NGO's for achievement of objectives mentioned above

An amount of Rs 8,814 million was disbursed during the period from July 2013 to December 2013 the details of which are mentioned in Table 2. For

Table 2: Disbursement by Operational Units

	Rupees in million
Waseela-e-Haq (BISP)	298
Institutional Development/Social Mobilization	481
Microfinance Portfolio Management (MPM)	5,253
Livelihood, Employment and Enterprise Development (LEED)	1063
Community Physical Infrastructure (CPI)	341
Water, Energy and Climate Change (WECC)	130
Education, Health, and Nutrition (EHN)	312
Total	8,418

Source: Ministry of Finance Islamabad, Pakistan Economic Survey 2013-14

9. Ministry of Finance Islamabad , Pakistan Economic Survey 2013-14

the fiscal year 2014-15 the budgetary allocation for PPAF is Rs 7.663 billion against corresponding Rs 14.55 billion in 2013-14.

Under the 18th amendment to the Constitution of Pakistan 1973, Zakat and Ushr have been devolved to the provincial governments. In 2013-14 cumulatively an amount of Rs 4053.569 million was disbursed to provinces at their disposal the details are provided in Table 3:

Under the Pakistan Bait–ul–Mal (PBM) Programme of Pakistan Sweet Homes for Orphans aimed to provide food, shelter and clothing to poor orphans of the society with the provision of free education and free medical treatment. Rs 168.105 were spent during the period July 2013 to March 2014 for the project.

Finance Minister Ishaq Dar announced a plan of the provision for low cost housing which includes three marla housing schemes to be developed on Government land for the homeless and 1000 clusters of 500 houses each in public private partnership to be developed for low income families.[10] An amount of 3.5 billion for such investment was earmarked in the budget.

Under the same PBM Individual Financial Assistance (IFA) disbursed an amount of Rs 605.983 million during July-March 2013-14 to benefit 13,434 individuals in the country. The programme aims a free wheel chair

Table 3: Disbursement of Zakat 2013-2014

	Rupees in million
Punjab	2,162.368
Sindh	893.824
Khyber Pakhtunkhwa	520.989
Balochistan	192.638
FATA	131.348
ICT	99.710
Gilgit-Baltistan	52.692
Total	4,053.569

Source: Ministry of Finance Islamabad, Pakistan Economic Survey 2013-14

10. The marla is equal to 272.25 square feet, 30.25 square yards, or 25.2929 square metres exactly one 160th of an acre.

for every disable and support to special persons countrywide.

Regarding provision of cheep food and utility items for the poor Ramzan Package in the budget 2014-15 of Rs. 3 billion (Rs. 2 billion 2013-2014) has been placed.

There is still no documented and statistical evidence, which shows what has happened to the poverty level in Pakistan. The Finance Minister made the suggestion that it has fallen since the Government took office a year ago. This might be true, since per capita incomes have increased 2 per cent, and the economy has shown growth trends, which might be the highest in the past four years.

Government of Balochistan

The Balochistan Compulsory Education Act, 2014 was passed by the Provincial Assembly on June 12, 2013 to effectively implement the fundamental right of the children to education as provided by the Article 25-A of Constitution of Pakistan.

The provincial finance minister announced free vaccination from 70 vaccination centres with an estimated cost of Rs 1 billion, similarly Rs 1.24 billion has been placed to provide free of cost medical treatment to the poor patients across Balochistan.

Government of Khyber Pakhtunkhwa

The Government of KP established a Public Policy and Social Protection Reform Unit (PP & SPRU) as a social protection platform for social and pro poor reforms in the province.

“The Khyber Pakhtunkhwa Deserving Widows and Special Persons Welfare Foundation Act, 2014” was passed on 22 January 2014 with the primary mandate of welfare for poor widows and special persons in the province.

The foundation will generate resources for the well–being of deserving widows and deserving special persons, examine and approve the scrutinized applications for their assistance, introduce innovative programs related to skill oriented discipline, mobilize and motivate the general public for all kind of contribution for their well-being.

Provision of subsidy amounting to Rs. 6 billion has been provided in the budget 2014-15 for food items to poor people of KP on concessional rates.[11] Further rehabilitation programmes for special persons will be launched during 2014–15 in order to make them useful citizen of society.

The budget for 2014-2015 laid down extra emphasis on education, health and welfare of the poor segment of the province and an amount of Rs. 111 billion, 33 per cent more than the allocation in the previous budget, has been placed for education.

The limit of per month taxable income for professional tax has been increased from Rs. 6,000 to 10,000 to provide relief to the low-income segment. To control prices of wheat, since it is a basic requirement and an important component in the expenditure of the poor, a subsidy of Rs. 2.7 billion has been announced in this budget.

A number of intervention in the health and education fields for the poor segment of society were successfully implemented, for example, under the TB control programme 35,848 TB patients were provided free treatment, 638 cancer patients were provided free treatment. 16 Basic Health Units BHU were established in 2013-14 for free treatment of poor patients. KP government aims to provide free medical treatment to 50,000 citizens of province and stipend to 7,000 poor deserving students in 2014-15.

Iqra Ferogh-e-Taleem Voucher Scheme (IFTVS) was started for the poor and under privileged students with an amount of Rs. 500 million; initially the scope of the scheme was for 100 villages with an aim to increase the scope of the project. Furthermore, a sum of Rs 100 million was placed for stipend to encourage girls' enrolment. Further provision of hard area allowance for lady teacher was granted in budget 2013-2014.

Government of the Punjab

PML–N has more than 2/3rd (84 per cent approximately) majority in Punjab Assembly, i.e., 312 out of house of 371 members. The PML-N clearly promised the people of the province to eliminate poverty and create employment opportunities.

The pro-poor initiatives of Government of Punjab include:

i. Provision of livestock to the poor
ii. Subsidy on wheat

11. Budget speech by Siraj ul Haq Provincial Finance Minister KP 14 June 2014

iii. Subsidized Bus transport system in major cities
iv. Daanish Schools
v. Punjab Education Endowment Fund
vi. Low Income Housing
vii. Health Insurance Card in four pilot districts
viii. Aashiana Housing Scheme
ix. Subsidy on Solar Tube wells

In 2013–2014 a special programme of “Southern Punjab Poverty Alleviation Programme” was initiated with Rs. 93 billion 32 per cent of the total annual development spending of the provincial budget. Since the Southern Punjab is considerably far behind as compared to the rest of Punjab in terms of human and infrastructure development, therefore, to address the issues of Southern Punjab (Bahawalpur Multan, Dera Ghazi Khan Divisions)[12] 36 per cent of the provincial development budget has been earmarked for the development and poverty reduction in the region. Further the provincial government has set out specific target of pulling seven million people of Punjab out of poverty during the year 2014–2015.

Education for all is the primary objective of the government and it was made mandatory for all government and private schools with fee structure more than Rs 5,000 to reserve 10 seats for poor students annually and to provide free of cost education to them.

Regarding budgetary support for health Rs. 300 million was allocated for free treatment of poor dialyses patients and Rs. 40.17 million was disbursed for Wazirabad Institute of Cardiology to help poor patients. A Health Insurance Card Scheme was started for the poorest four districts of Punjab with an amount of Rs. 4 billion.

The PML–N promised to raise the minimum wages to rupees 15,000 gradually and the budget 2013-14 announced the minimum wage to be rupees 10,000. Provision of 2,000 flats with estimated cost of Rs. 6.5 billion was maintained in budget 2013-14 in Gujranwala, Kasur and Multan for workers, with a special incentive of stipend to 12,000 children of poor workers. Provision of low cost houses for poor segment of the society an allocation of Rs. 3 billion in respect of Ashiyana Scheme was maintained in the budget 2013-2014.

To control the wheat price a subsidy of Rs 28 billion was allocated in budget 2013-2014 coupled with Ramzan package of Rs 5 billion.

12. Daily Times, June 15, 2014, 'Post Budget Seminar by the Finance Minister of Punjab Mian Mujtuba Shuja ur Rehman'

Provision of Rs. 4 billion for low health insurance facility for low income group not only to avail the facility of treatment in Government hospitals but also in private hospital, has been budgeted during the current fiscal year along with Rs. 1 billion for mobile health units and Rs. 2 billion for the Millennium Development Goals (MDGs) of the United Nations Development Programme UNDP.

The provincial finance minister announced in the assembly that the Punjab Labour Policy has been finalized and will be presented for the perusal of the assembly soon, and further an increase of Rs. 2,000 in minimum wage for workers i.e. from 10,000 to 12,000 was announced. Punjab Government has also started a project of Rs. 5 billion to eliminate and control child and bonded labour.

Government of Sindh

On account of the Benazir Income Support Programme, Rs. 2 billion were allocated in the fiscal year 2013-2014 with a provision of establishment of houses for poor people from Rs. 1 billion. An amount of Rs.1 billion was earmarked for provision of plots of 80 and 120 sq. yards to the people in extreme poverty.

Government of Sindh has stated that it is determined to establish educational facilities in extremely poor areas of Sindh, and work on Law colleges in Hala, Dadu and Lyari and engineering colleges at Khairpur and Larkana has been started.

National Defence

Mr. Mohammad Feyyaz[13]

Context

South Asian security environment continues to remain fluid and complex characterized by ever expanding whirl of challenges. While within strategic framework, the deterrence regime can be said to be in a state of stable-unstable peace, the nature of external threats impinging upon security landscape of Pakistan have assumed multifaceted forms. India continues to remain the prime and persistent source of direct threat which looms larger than in recent past with the advent of BJP led government and appointment of traditional hardliners on Pakistan.[14]

Concurrently more significant developments have emerged in non-traditional security spheres along other territorial extremities of Pakistan. The border regions adjoining Iran and Afghanistan have increasingly become hotbed of instability; abduction and alleged sanctuarising of Iranian guards inside Pakistan during February 2014 by Baloch Sunni groups of Iranian origin and the explicit declaration by foreign fighters sheltered in FATA to use violence against other countries are cases in point.[15] The senior political leadership in Iran even threatened to send its forces inside Pakistan territory to retrieve its border guards.[16] During the period under review, FATA witnessed nearly 18 US led drone attacks. In the northeast, Beijing has shown concerns with the reported abetment and support rendered to elements of East Turkestan Islamic Movement (ETIM) who have up-scaled terrorist activities in Xinjiang province of China bordering Pakistan.[17] Cross border attacks by militants in Bajuar

13. Mr. Mohammad Feyyaz is Peace and Security Researcher. He is also Assistant Professor at the University of Management and Technology.
14. Moeed Yousuf, Difficult Ties, DAWN.com, 3 June 2014.
15. Iran says border guards freed in Pakistan, Al-Jazeera, 2 March 2014, http://www.aljazeera.com/news/middleeast/2014/03/iran-says-border-guards-freed-pakistan-20143271335374173.html; Saud Mehsud and Maria Golovnina, From his Pakistan hideout, Uighur leader vows revenge on China, Reuters 14 March http://www.reuters.com/article/2014/03/14/us-pakistan-uighurs-idUSBREA2D0PF20140314.
16. Iran threatens to send forces into Pakistani territory, The News, 17 February 2014, http://www.dawn.com/news/1087647.
17. See e.g., Urumqi attack kills 31 in China's Xinjiang region BBC News China, 22 May 2014 http://www.bbc.com/news/world-asia-china-27502652; *Lisa Curtis and* Scissors, The Limits of the Pakistan-China Alliance, The Heritage Foundation, 19 January 2012, http://www.heritage.org/research/reports/2012/01/the-limits-of-the-pakistan-china-alliance.

Agency and several other points in FATA from Afghan side is yet another reminder of the degree of un-governability of the tribal belt. A corollary of this episode was irking by the Afghan leadership over reported cross border pursuit of fleeing terrorists by Pakistani combat aviation.

Similarly, militancy in Balochistan which has been ascribed to foreign hands has refused to subside.[18] Meanwhile the golden crescent (formed by Baloch belts of Pak-Afghan and Iran borders) has remained active. Pakistan, which has long been an important hub for heroin trafficking for a number of geographic reasons, may be seeing the development of other routes and mode of transportation, including maritime shipping.[19]

Positive Developments

The strategic response in place reinforced by conventional deterrence apparatus assures of its qualitative maintenance in thwarting direct military threats to Pakistan. This can partly be attributed to allocation of additional outlays in defence spending by the present government.[20]

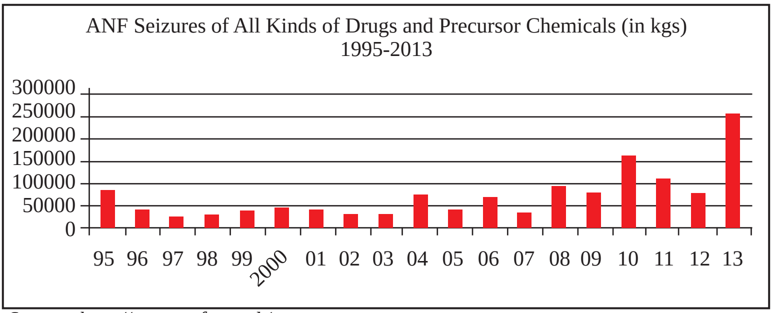
The State's sovereignty with reference to States' respect for juridical boundaries of nation states too has improved manifest in the sharp decline in the number of drone attacks compared to earlier periods.[21] Two reasons account for this positive development. First, Pakistani Prime Minister Nawaz Sharif was reported to have urged the US President Barack Obama during their meeting in October 2013 to end drone strikes in Pakistan.[22] Secondly, reports in the US media also suggest that the drone strikes had been temporarily halted to allow the Pakistani government a chance to hold talks with the Taliban aimed at ending their seven-year insurgency.[23] Other than the skill of statecraft, this development has materialized due to

18. Western hands involved in sheltering the Baloch terrorists, Balochsitan Times, 31 January 2014, http://balochistantimes.wordpress.com/2014/01/31/western-hands-involved-in-sheltering-the-baloch-terrorists/.
19. UNODC World Drug Report 2013 www.unodc.org, p.22.
20. See Federal budgets 2013-2014 & 2014-2015, Ministry of Finance Government of Pakistan, http://www.finance.gov.pk/.
21. Internal Security – Drone attacks, Pakistan Institute of Peace Studies, Islamabad, http://www.san-pips.com/index.php?action=reports&id=tml3. For comparison see, Drone attack in Pakistan: 2005-2013, South Asia Terrorism Portal, http://www.satp.org/satporgtp/countries/pakistan/database/Droneattack.htm.
22. Pakistan prime minister urges Obama to end drone strikes, Reuters 23 October 2013, http://www.reuters.com/article/2013/10/23/us-usa-pakistan-drones-idUSBRE99M19D20131023.
23. 10 militants killed in US drone attack in Pakistan, Times of India, 14 May 2013 4, http://timesofindia.indiatimes.com/world/pakistan/10-militants-killed-in-US-drone-attack-in-Pakistan/articleshow/35115432.cms.

dwindling size of potential targets for drone strikes.

Vis-à-vis Iran, the PM's timely visit and increased consultations among border security officials of the two countries has been helpful in reducing tensions between the two governments.[24] On similar note Nawaz Sharif's participation in the oath taking ceremony of Indian Prime Minister Narendra Modi seems to have set an environment of cordiality for impending dialogue, drug trafficking remained low profile due to aggressive disruptive and seizure operations by country's antinarcotics force (Figure 1).[25]

Figure 1: Comparative Statement of ANF Seizures



Source: http://www.anf.gov.pk/

Areas of Weakness

Despite some achievements on diplomatic levels, several critical shortfalls are also observed in the management of external threats. For example, despite the claims by its core leadership of alleged involvement of foreign hand in Balochistan, the Government has failed to bring forth palatable evidence to support these assertions. No foreigner or those masterminding these acts have been brought to justice. The violence persists almost at the same scale.[26] Furthermore, movement across Pak-Afghan borders by foreign fighters especially those hailing from central Asia and China has not been checked effectively. To the contrary, terrorist groups e.g., Islamic movement of Uzbekistan and ETIM (East Turkish

24. *Muhammad Saleh Zaafir*, PM's visit to Iran dispels all misperceptions, The New, 13 May 2014
25. See 2013 – Best Year Ever in the History of ANF, http://www.anf.gov.pk/.
26. See report by umaira Alwani, Punjab Law Minister sees foreign hand in Quetta carnage, Aaj News, 9 August 2013, http://www.aaj.tv/2013/08/punjab-law-minister-sees-foreign-hand-in-quetta-carnage/.

Islamist Movement) are using Pakistani soil to unleash threats against this and neighbouring countries.[27] This is the major area that has eluded attention of the government. Despite efforts, strained Pak-Afghan relations have proved to be a major limitation in combating terrorism in both the countries.

Proposed Response Measures

Border control measures and management integrating electronic surveillance networks coupled with close coordination of stakeholders from concerned countries can help reduce illegal border crossings as well as free flow of terrorists. Pakistan will be well advised to walk an extra mile to improve its relations with Afghanistan to alley latter's apprehension of alleged interference in that country.

27. Saud Mehsud and Maria Golovnina, From his Pakistan hideout, Uighur leader vows revenge on China, Reuters 14 March http://www.reuters.com/article/2014/03/14/us-pakistan-uighurs-idUSBREA2D0PF20140314.

Foreign Policy Management

***Mr. Salman Bashir*[28]**

Effective foreign policy management entails clarity of goals; ability to win support of all stakeholders; institutional competence; provision of adequate resources and their effective utilization.

Stated goal of Pakistan's foreign policy is to create an enabling environment for ensuring national security and promoting socio economic development.

Welfare of expatriate community, courteous and prompt consular services, promoting people to people interaction, cultural projection, public diplomacy, and a host of other activities to win friends and enhance national profile are integral to the work of missions abroad.

On all the afore-stated counts, the Government's performance was no better or no worse than the previous Government.

While in articulation of goals and policy direction there was clarity, ability to follow through was marked by hesitancy due, perhaps, to inadequate efforts in consensus building.

The Government made good efforts in certain domains to bring the concept and content of economic diplomacy and geo-economics to play. This was amply demonstrated in pursuing a result-oriented engagement with China.

With India, Iran and Afghanistan there is ample scope for finding creative ways and means to build greater trust and mutually beneficial economic and trade cooperation. More needs to be done in this direction and in overcoming a perceptible sense of drift.

Engagement with major powers, Gulf States, Europe and in multilateral institutions remains good. East Asia requires sustained attention as does Africa and South America. Fundamentally, the Foreign Office needs to make more use of envoys conferences to brainstorm and regularly update its worldview and especially developments in the region.

Pakistan cannot afford a re-active foreign policy. A pro-active policy

28. The author is Former Foreign Secretary of Pakistan.

requires clear strategic direction, follow-ups, and sustained implementation. There are a number of Parliamentary and executive forums where strategies and foreign policy is discussed. However, in-depth, substantive deliberations are rare. Pro forma meetings have little use and are more of a media exercise.

The institution of National Security Advisor holds promise, as does the National Security Committee. The National Security Committee secretariat should be enabled to play a coordinating role in bringing all inputs and in making recommendations to the National Security Committee and the leadership.

Implementation is always an issue. Most of the time good intentions are lost in the zeal of establishing committees, which actually means postponing action. Implementation also means trusting those given responsibility and providing them with resources and specifying time lines for completion of tasks. This area needs more attention.

While political governments have their own compulsions, it is extremely important that Foreign Secretary, as the head of the institution, should have the opportunity to perform his/her role without interference. Efforts are being made to improve service delivery by the missions abroad. Lack of resources, inability of officials concerned to take decisions for fear of onus of responsibility and misplaced accountability continue to impede progress/ improvement.

Empowerment is important. Foreign Office must be empowered and made the locus and main interface for external relations, as is the case in China and India. It may be useful to study the organizational structures of the Foreign Ministries of China and India.

Serious consideration may be given to bringing external trade and culture and external publicity functions within the Foreign Office. These wings should be adequately resourced and managed professionally.

A factor negatively impacting on much needed governance reforms is the proclivity of various State institutions to protect their respective turfs under the wrong assumption that better sharing of information and coordination would reduce their importance. Foreign Ministry is perhaps the only institution that shares and reaches out to other ministries. It is incumbent on the political leadership to attend to such governance issues with a view to improving coherence, coordination and outcomes.

So far, these matters have not been attended to in a systematic manner. The result is that for anything substantive to happen, matters have to be pushed to the Prime Minister's Office. This is unnecessary and counter-productive. Missions abroad should also serve as excellent business promotion desks. These should be empowered to perform, for our economic development. European models where foreign ministries have specific business promotion responsibilities and set ups, such as in Denmark for instance, should be studied and incorporated appropriately. The missions should be enabled to serve Pakistani businesses abroad. At present this is being done in a perfunctory manner by commercial attaches/counsellors and is confined mainly to answer business queries and provide such information as is already available in the public domain such as on websites. The role and functions of the economic/ commercial wings needs to be redefined. Compartmentalization of commercial and diplomatic work is also not helpful.

Essentially, what is required is to de-bureaucratize the Foreign Ministry and the Missions abroad. This would happen only if the Foreign Office leadership is prepared to embrace new ideas and dispense with tested and failed recipes. In this sense, there is ample scope for the Government to be open to new ideas of management. As yet, there is no sign of this happening. What we see is more of the same.

No visible efforts were made to change out-dated methods of work and a web of dated regulations and procedures that ensure that nothing good should happen and all is lost in endless processes. This aspect warrants attention.

Despite all the handicaps, of the sort inherent in the existing Government system, the Foreign Service is a brilliant outfit with a very high sense of national commitment. It has always delivered on tasks assigned to it. It is incumbent on the leadership to make full use of this national asset and support it in delivering on the national agenda.

Questions of morale, inspiration and training require constant attention. There is ample scope for improving training programmes. The senior members of the service must inspire and lead by example.

Education

Mr. Arshad Saeed Khan[29]

Federal Government

Role of Federal Government in Education

After 18th Amendment, Federal Government has the mandate in two subject areas of education, setting standards for higher education and technical/vocational education, article 25-A makes the 'state' responsible for provision of free and compulsory education to all children of age 5 to 16 years. As per the definition in the Constitution, Federal, Provincial and Local Governments are part of the 'state'. Hence, Federal Government is also responsible for ensuring free and compulsory education to all children, although administration of education will remain the mandate of provincial governments. In this paper, we will briefly assess the progress of the Federal Government from three angles; its performance with regards to its standard setting role in tertiary education and TVET, its constitutional responsibility with respect to Article 25-A, and its achievements in ICT.

Scenario of Education in ICT

In the ICT, 86% population of age 10+ is literate, and Primary level Net Enrolment Rate (NER) of age 5-9 years was 70% and 43,237 children were out of primary schools during 2011-12. At present, there are 391 schools and 31 colleges managed by the Federal Directorate of Education, whereas no data is available on private schools. In addition, there exist 14 HEC recognized universities or Degree Awarding Institutions in Islamabad. There exist over 20 illegal slums (Katchi Abadies) without any school. In addition, many new residential sectors, approved by the CDA, have no government-funded school.

Policy Reforms and Initiatives by Federal Government during 2013-2014

Information on assessment is presented below as per mandate and responsibility:

29. The author is Former Education Specialist at the United Nations Educational, Scientific and Cultural Organization (UNESCO).

Federal Role

- Budget Increase: Development budget of Federal Government for education registered 21.5% increase, rising from 17.377 Billion during 2012-13 to Rs. 21.121 Billion for 2013-14.

- Higher Utilization Rate of Development Budget: Utilization rate of development budget has been registered as 115.22%, which means education sector at federal level spent more than the allocated amount in the original budget.

- Higher Education Commission (HEC): Development budget of HEC increased by 17%, rising from Rs. 15.8 Billion allocation in 2012-13 to Rs. 18.49 Billion for 2013-14. During 2013-14, 13 new projects of HEC, including support for 10 universities in the provinces, and one in Islamabad, were approved.

- National Vocational & Technical Training Commission (NAVTTC): There was 16.7% increase in the budget of NAVTTC, which rose from Rs. 300 million during 2012-13 to 350 million in the budget of 2013-14. NVTTC took steps for improving standards of TVET in the country, formed 29 Industry Advisory Groups, constituted Inter-provincial TVET Coordination Committee, launched new programmes and trained 6,677 people in various skills.

- Strengthening of Inter-provincial Coordination on Education: Federal Ministry of Education and Training took steps for providing a platform to the provincial departments of education for exchange of experiences and views, mobilization of donor funding, and finalization of national reports/plans on international commitments of the country.

Islamabad Capital Territory (ICT)

- Federal Directorate of Education (FDE) Islamabad: FDE took a revolutionary step by stopping the collection of transport charges from students in public sector schools, which is a step towards implementation of Article 25-A of the Constitution.

Shortcoming and Bottlenecks

The following can be listed under this section:

- Federal Obligation under Article 25-A: Being part of the 'State' Federal Government has the responsibility in the provision of free and compulsory education to all children in the country. Previous Government convened a meeting of provincial governments during September 2011, chaired by the Prime Minister; to review implementation of Article 25-A. Present regime has so far not taken any step in this respect. Under developed provinces/areas deserve special financial assistance from the Federal Government for implementation of Article 25-A.

- Non-Implementation of Right to Free and Compulsory Education Act for ICT 2012

- This Act was approved by the Parliament and enacted during December 2012. As per the Act, its date of enforcement is to be notified by the Federal Government, which will set an example for the provinces to expedite enforcement of Article 25-A. Unfortunately, more than 18 months have passed but Federal Government has neither notified the date of enforcement of this Act, nor it has framed Rules for its implementation. It is estimated that over 80,000 children of age 5 to 16 years are out of school in ICT. There was 80% reduction in the development budget of FDE, as its allocation dropped from Rs. 113.738 million during 2012-13 to only 22.374 million during 2013-14.

- Lack of Access to education in non-CDA Sectors of ICT**:** During last 20 years, Capital Development Authority (CDA) has approved number of residential sectors launched by housing societies of employees and general public. These residential sectors are also part of Islamabad Capital Territory but FDE has so far not established or planned government schools in these areas. Residents have to send their children to distantly located government schools in other sectors or enrol them in private schools and pay heavy fees.

- Non-participation of public representatives in decision-making: FDE has been placed under Capital Administration and Development (CAD) which is part of Cabinet Secretariat. Elected representatives of the public from Islamabad are not involved in planning and management of education in ICT. Senior bureaucrats or the Minister heading the CAD are usually from provinces; having no association with residents of ICT. Current administrative arrangements delink FDE from public accountability.

Impact of Reforms and New Initiatives

Following impact is foreseen:

- As a result of support to public sector universities through HEC, students from lower economic strata will also avail tertiary education opportunities.

- Technical assistance and training opportunities by NVTTC will help train human resources and reduce poverty.

- Lacklustre response by the Federal Government (CAD & FDE) on Article 25-A will set a negative precedence for the provinces, and over 80,000 out of school children in ICT will continue to be deprived.

Recommendations

Following steps are proposed for improving the situation:

i. Immediate enforcement of Free Education Act 2012 in ICT.
ii. Special financial package to under developed provinces/areas for implementation of Article 25-A.
iii. Establishment of public sector schools/colleges in non-CDA residential sectors of ICT.
iv. Formation of a council consisting of parents and public representatives to oversee education affairs in ICT and monitor work of the FDE.

Government of Balochistan

Scenario of Education in Balochistan

Education indicators in Balochistan are lowest among all the four provinces of the country. According to PSLM Survey 2012-13, overall Literacy Rate in Balochistan for the age 10+ population is 44%; it is 62% for males and only 23% for females. Only 37% rural population can read and write, whereas 85% rural women are illiterate. A document of Ministry of Education (AEPAM 2013) indicates 51% Primary level Net Enrolment Rate (NER) in Balochistan for age group of 5-9 for the year 2011-12, whereas PSLM Survey Report of 2012-13 shows that only 45% children of age 5-9 are enrolled in primary schools. In rural areas, only 28% girls of age 5-9 go to primary school. Net Enrolment Rates for

Middle (age 10-12) and Matric level (13-14 years) are 21% and 6%' respectively. This means, about 86% children of age 10 to 14 years are out of school in Balochistan.

In Balochistan, 66% people of age 10+, including 77% females' have never attended a school. Ratio of middle and secondary schools in rural areas is low. On average, for every cluster of 11 Govt. Primary Schools, there is only one Middle School' and one High School is available for every 2 Middle schools and 24 Primary Schools. This 'school differential' weakens the prospects of continuing education beyond primary level for the rural children.

Policy Reforms and New Initiatives in Balochistan during June 2013-May 2014

- Substantial Increase in Budget: Allocation of Development budget of education sector has increased from Rs. 2.15 Billion allocated in 2012-13 Budget to an allocation of Rs. 10.154 Billion in 2013-14 Budget, registering 372% increase. Share of education sector development budget in provincial PSDP also increased from 6% during 2012-13 to about 23% in 2013-14.

- Legislation for Enforcement of Article 25-A: Provincial Assembly has passed Balochistan Compulsory Education Act on 6th Feb 2014, which is appreciable. However, the Act itself is vague and does not clearly commit free education as responsibility of the Government. Rules for implementation have not been framed.

- Act on Mother Language: Balochistan Assembly has passed an Act on the use of Mother Language as medium of instruction in primary schools. UN and international community advocate that basic or primary education to the children should be offered in their mother language.

- Approval of Balochistan Education Sector Plan (BESP): A long term Balochistan Education Sector Plan, covering all levels of education, was originally prepared during the previous government, with the assistance of donors. Whereas present government has formally approved this important plan.

- Expanding Access to Education: Government allocated funds in the budget for establishment of 140 new Primary Schools, up gradation of existing 129 Primary Schools to Middle Schools, and 55 Middle Schools to High Schools.

Shortcoming and Bottlenecks

The following factors are apparently affecting performance of the Department.

- Weak Professional Capacity: Considerable ratio of staff posted in the provincial level professional organization (like PITE, Curriculum Bureau, and Textbook Board etc.) lack technical competence and hence are not able to accomplish tasks or produce quality outputs, even if funds are available.

- Low Efficiency of Education Managers: Education officials posted at the Directorate of Schools and at the district level are not equipped with knowledge and skills to efficiently deliver or supervise education services at the grass root level.

- School Differential: Number of middle and secondary schools is not sufficient in rural areas, which is a barrier for rural girls and boys to acquire education beyond primary level.

- Under-Utilization of Budget: Due to capacity gaps, various sub organizations of Education Department are not able to fully utilize budget allocations. Due to this reason donors are also reluctant to transfer funds directly to the department. Utilization of development budget of education sector of Balochistan was about 70.85% for 2013-14.
- No Development Budget for Literacy and NFBE: Balochistan has a Directorate of Literacy and NFBE. Since 2005, when this Directorate was shifted to Social Welfare Department, no development budget is allocated for this neglected sub sector in a province where literacy rate is lowest.

- Above shortcomings or negative factors are not specific to the present tenure of the government. These deficiencies are historical and need to be tackled through reforms.

Impact of Reforms and New Initiatives

- Legislation for Compulsory Education and use of Mother Language as medium of instruction in primary schools, will gradually contribute towards improvement in the quality of education.

- Approval of BESP will help towards mobilization of additional resources from the donors, and serve as a roadmap for promotion of education in the province.

- Release of funds for new schools, their up gradation, and provision of missing basic facilities in schools will raise enrolment and retention of children in schools.

Recommendations

The following strategies are proposed for improving low education indicators in Balochistan:

i. Special federal assistance for Balochistan, particularly for establishment of new schools and capacity building.
ii. Monitoring mechanisms to be improved.
iii. Parliamentarians to be sensitized for playing a leading role in the promotion of education in their constituencies.
iv. Implementation of Balochistan Education Sector Plan should be expedited.
v. Separate management cadre, approved in principle by the previous government, should be created for selection and posting of better qualified education managers at district levels.
vi. Administrative control of Directorate of Literacy and NFBE is transferred to the Education Department and adequate development budget is allocated for its programmes.

Government of Khyber Pakhtunkhwa

Scenario of Education in Khyber Pakhtunkhwa

Education is a long-term investment. Results of reforms or new interventions in education are influenced by a number of factors; including status of prevailing educational indicators in an area or the province. Hence, there is a need to recapitulate situation of education in the province before the provincial government assumed charge.

According to PSLM Survey 2012-13 (data collected during Oct 2012 to June 2013), overall Literacy Rate in KP for the population of 10 years and above was 52%, 70% for males and only 35% for females. In rural areas of KP, only 21% females were found literate. 45% people of both sexes have never gone to a school in the province, whereas only 38% women have ever attended a school. In the case of Primary Education, an official document (AEPAM, 2013) claimed Primary level Net Enrolment Rate (NER) of 81% for the school age group of 5 to 9 years for 2011-12, whereas PSLM Survey 2012-13 report indicated a lower NER of 54% only for primary age group of 5-9 years in KP. At the Middle (10-12 years age) and Secondary (13-14 age) level NER was 21% and 10% respectively. This means, about 84% children and adolescents of age 10-14 were out of school in KP. Before June 2013, there were 28,472 government primary, middle, secondary, and higher secondary schools in the province. Out of these 42% were without electricity, 30% without drinking water facility, and 16% without toilets for the students (KP ASC Report 2012-13). At present, there are 19 public and private universities and 380 degree colleges in KP.

Policy Reforms and New Initiatives in KP during June 2013-May 2014

Elementary and Secondary Education Department of KP has taken few important initiatives to improving quality and governance of the education sector in the province. The following are worth mentioning:

- Increase in education budget: There was 34% increase[30] in the development budget of education compared with previous financial year budget for 2012-13. Education Department development budget was increased from Rs. 22.152 Billion in 2012-13, to Rs. 29.84 Billion for 2013-14. Nevertheless, it is yet to be ascertained as what percentage of this development budget could be utilized in reality. Utilization rate of education development budget, as shown in 2014-15 (Revised Estimates for 2013-14), is 67.07 % only.

- Establishment of Independent Monitoring Unit (IMU): An Independent Monitoring Unit (IMU) has been established to supervise and report performance of schools and teachers at the district and local level. IMU consists of 450 employees recruited from outside education department, headed by a DMG officer at the provincial level, and by PCS officers at the district level.

- Recruitment of Teachers through NTS: For the first time in KP province, applicants for positions of teachers were required to appear in the tests conducted by the National Testing Service (NTS) and scores obtained by them were considered for their selection.

- Training of Teachers in English Medium Teaching: New Provincial

30. All these papers focus on 2013-14 budgets. Only figures for utilization of 2013-14 budgets have been taken from the 2014-15 budget sheets under the columns of 'Revised Estimates for 2013-14'. This comparison showing 34% increase is with respect to budget for 2012-13.

Government has introduced English Medium instruction in all government schools and 23,000 primary school teachers have been trained in the teaching of Science and Math in English language.

Shortcomings and Bottlenecks

The following shortfalls or negative factors have been identified:

- Budget utilization rate for 2013-14 is 67.07% only, apparently due to the introduction of new procedures for countering corruption and increasing efficiency.

- Legislation for enforcement of Constitutional obligation of Right to Education (Article 25-A) has not been enacted. Even the Draft law has not been finalized.

- Delayed decision-making: General impression is that due to lack of experience of political leadership, decision-making process is not efficient. Important matters are delayed like delay in finalizing the procedure for appointment of consultants for various projects have slowed down implementation.

- Delayed release of funds for development due to introduction of a new step of pre-audit, which is otherwise a good initiative, is hindering timely implementation of projects.
- Making teaching-learning process difficult: Introduction of English as a medium of instruction appears a progressive initiative, however, it does not take into account reality on the ground and universally accepted principle of pedagogy that basic education should be in mother tongue.

Impact of Reforms and New Initiatives

It is difficult to measure impact of reforms and new interventions during a small period of one year. However, following potential benefits to education system are foreseen:

i. Efficiency at school level will improve as a result of functioning of IMU
ii. Introduction of NTS tests for selection of educators will be a step towards merit based appointments, and consequently it will have positive impact on quality of education in schools.
iii. Quality of education at primary level will be enhanced as a result of

training of teachers in English medium teaching.

iv. Pre-audit before release of development funds is likely to reduce wastage of financial resources and check malpractices.

Recommendations for Improvement

Based on past trends and keeping in view the bottlenecks encountered during 2013-14, following corrective measures or strategies are proposed for future action:

i. Efficiency in development projects should be improved by reviewing newly introduced procedures, which delay release of funds and launching of schemes.

ii. In addition to the external experts (consultants and NGOs), internal stakeholders, particularly senior educationists of education department and universities should be adequately involved in decision making about reforms.

Government of the Punjab

Scenario of Education in Punjab

Historically, education indicators in Punjab have been better than other provinces due to various reasons. Since share of Punjab in country's total population is around 55%, therefore, it is also home of highest number of illiterates and out of school children. Overall literacy rate of age 10+ is 62%; it is 71% for males and 54% for females. However, in rural areas, only 45% females are literate against 72% literacy among urban females. An official source (AEPAM 2013) shows 70% Primary level Net Enrolment Rate (NER) for age 5-9 during 2011-12, whereas another source of Govt. of Pakistan (PSLM) has found out through a survey that Primary NER in Punjab was 54% only during 2012-13. Over 3 million children of age 5-9 are not enrolled in Punjab. NERs at the Middle School level (age 10-12), and Matric (age 13-14) are 25% and 15%, respectively.

It is important to mention that Punjab is the only province where a separate department of Literacy and NFBE was established during 2002. Separate department of Special Education (2003) and Higher education are also functioning for the last 10 years or more. There are 53,003 public sector primary, middle, secondary and higher secondary schools in Punjab, staffed with 323,217 teachers and a total enrolment of 10.85 million students. In addition, 22 universities recognized by the HEC and their 1055 affiliated degree colleges are functioning in the province.

Policy Reforms and New Initiatives in Balochistan during June 2013-May 2014:

- Decrease in Budget: Development budget of education sector for 2013-14 (Rs. 32,107.371 million) registered 2.8% decrease compared with development budget allocation of Rs. 33,058.971 million for 2012-13.

- Innovative Programmes: Punjab has launched innovative schemes like incentives (Lap Top, monetary awards, and scholarships) for best performing students, establishment of IT Labs and creating an online repository of digitized textbooks and ICT based supplementary material on Science and Math etc.

- Recruitment Policy 2013: Recently, Punjab School Education Department has formally notified Recruitment Policy 2013, which decentralizes authority for selection of teachers to District Recruitment Committees and declaring DEOs as Appointing Authority. Policy also prescribes steps for making recruitment process transparent and merit-based.

- Improved Qualification and Monitoring of Teachers: Recently, minimum qualification for elementary school teachers has been formally raised up to B.A/B.Sc./B.Ed. level. New measures have been introduced to assess performance of secondary school teachers based on academic achievements of their students in the annual examinations.

- Increased Attention to Education of Disabled Children: Development budget of Special Education Department has been increased by 62.8%, and new schemes are in the pipeline to accord priority to this neglected field.

- Higher Utilization Rate of Development Budget: Punjab demonstrated highest utilization rate of its education development budget, which is 88.78% for 2013-14.

Shortcoming and Bottlenecks

The following factors are apparently affecting performance of the education sector.

- Development Budget not balanced: Special projects announced by the Chief Minister and the School Education Department are receiving adequate financial support, whereas two equally important sub sectors like Literacy and NFBE and Special Education are under financed.

- Insufficient Support for Literacy and NFBE: Highest number of illiterates and out of school children are in Punjab. Less than 5% of development budget of the education sector was allocated for literacy and non-formal education programme; which is not proportionate to the size of illiterate population in the province.

- Delay in Enforcement of Article 25-A (Right to Education): Punjab has not enacted law/Act on Free Education. Ordinance issued during May 2014 has no legal or material benefits for out of school children, as its date of enforcement has not been notified yet. Rationale of its issuance is not understandable.

- Capacity Development of Education Managers Neglected: Education Department in Punjab is using short-term strategies and relying increasingly on external human resources for monitoring the delivery of education services; and using punitive measures for improving efficiency. Long term reforms like capacity development of education managers through in-service training or introduction of a separate management cadre, as being done by other provinces, are not being considered by Punjab.

- Public Sector Professional Development oppressed: Punjab is the only province where non-educationist administrators drawn from Federal or Provincial central services are appointed as heads of technical organizations which deal with professional aspects of education. This not only curbs professional and managerial growth of educators, this arrangement also negatively affects continuity of institutional memory and relevance of strategic planning by the high ups in the department.

Impact of Reforms and New Initiatives

Initiatives and reforms launched during 2013-14 and before are bringing a change in the education sector. The following impact is visible but cannot be measured quantitatively.

Advantages

i. Improved performance of teachers

ii. Healthy competition among schools for better performance of students in examinations, leading to improvement in quality of education
iii. Transparency in appointments
iv. Improved learning conditions in Schools

Disadvantages

i. Lack of involvement of educationists in decision-making and increased reliance on non-educationist administrators from central services.
ii. Centralized management and punitive measures may hamper sustainability of good practices and long-term systemic changes.

Recommendations

i. Enforcement of Article 25-A without further delay.
ii. Enhanced investment on neglected departments of Literacy/NFBE and Special Education
iii. Capacity development of education managers (EDOs, DEOs, ADEOs etc.)
iv. Strengthening professional bodies of the Education Department like DSD, Curriculum Wing, Textbook Board, Teacher Training Institutions (TTIs)
v. Involvement of teachers in planning

Government of Sindh

Scenario of Education in Sindh

There is a need to recapitulate situation of education in the province before the provincial government assumed charge. Overall Literacy Rate in Sindh is 60%, but urban-rural disparities are wide. Less than half (42%) of rural population is literate; compared with 77% literacy rate in urban areas. Only 22% rural females can read and write. In urban areas, 78% population of age 10+ has attended a school, compared with only 41% population in rural areas. An official document indicates Primary level Net Enrolment Rate of age 5-9 as 63% during 2011-12. On the contrary; PSLM Survey 2012-13, another official source, found out Primary level NER up to 52% only. 38% rural girls of age 5-9 years are enrolled in primary schools.

Net Enrolment Rates at Middle (age 10-12 years) and Matric (13-14 years) levels are merely 36% and 12%, respectively. In other words, 76% children of age 10-14 are out of school in Sindh province. Only 5% rural girls are enrolled at secondary level. As per Sindh EMIS for 2012-13, there exist a total of 47,394 Primary, Middle, Secondary and Higher Secondary Schools in the province with 142, 639 teachers and a total enrolment of 4.25 million. According to an official source (AEPAM 2013), 1.8 million children of age 5-9 alone are out of school in Sindh, and this number may be higher in the case of age 10 to 16 years, as participation rate at Middle and Secondary level is alarmingly low. There are 16 public and private universities, and 342 Postgraduate/Degree Colleges in Sindh, including 239 government colleges.

Policy Reforms and New Initiatives in Sindh during June 2013-May 2014

Education and Literacy Department of Sindh have launched new initiatives during 2013-14. Summary is given below:

- School Consolidation: Schools located closer to each other and their under-utilized premises are being merged. Deployment of teachers is also being rationalized based on specified criteria.

- Improving Efficiency of Human Resources: A number of steps to improve efficiency of the education system are on the cards, including separate cadres of School Managers and Executives and new framework for assessment of performance of teachers.
- School Specific Budget (SSB): Non salary budget of each school will in future be determined based on prescribed criteria, including enrolment and number of class rooms. However, Department has not been able to release funds to the schools under this programme during current financial year.

- Induction Training: Newly appointed teachers are being offered short training courses to enrich their knowledge and skills of lesson planning and delivery of curriculum content.

- Standardized Achievement Test (SAT): During 2013-14, large scale Standardized Achievement Tests of Grade V and VIII students were conducted through a third party. Findings of these tests will help Education Department to review teaching-learning strategies.

Shortcoming and Bottlenecks

The following factors are affecting performance of the Department.

- Teacher Absenteeism: This is a long-standing problem in the province, and new interventions have not been able to overcome this issue.

- Weak Management Capacity: Education managers at the district and sub district level lack knowledge and skills in planning and management. It is believed that corruption is rampant at the district and local level. Due to these gaps; quality of delivery of education service remains below the mark.

- Ghost Schools: An estimated 5000+ government schools are believed to be non functional in Sindh.

- Physical Facilities: Majority of the public sector schools in rural areas lack basic physical facilities and enough funds have not been allocated to fill this gap.

- No Funding for Literacy and NFBE: Percentage of illiterates in rural Sindh is high. Sindh Education Department has not launched any programme for millions of illiterate youth and out of school children. For the last few years, development allocations for adult literacy and NFBE are made in the annual budget but no funds are actually released during the financial year. This is a strange practice.
- Slow Implementation of Free Education Act: Sind Right of Children to Free and Compulsory Education Act was enacted during February 2013. So far; Rules have not been framed for its implementation, and no substantial steps have been taken to enforce this Act.

- Negligible Increase in Development Budget: ADP of Education increased by 9.4% compared with 2012-13. However, share of education sector in the total development budget (ADP) of the province has not increased much. It was about 7% in 2012-13 development budget' and 7.4% in 2013-14 ADP of Sindh.

- Low Utilization Rate of Development Budget: Sindh could utilize only 42.48% of development budget during 2013-14, which is very low.

Impact of Reforms and New Initiatives

A number of new innovative schemes have though been launched with the help and advice of donors; however, their implementation has been delayed for various reasons. These reforms, if implemented in letter and spirit, will bring about following changes in the education system:

- Competence of teachers will be strengthened, which will consequently improve delivery of their lessons.

- Efficiency of the management in education department will be enhanced.

- Wastage of financial and human resources will be checked through School Consolidation.

Recommendations

The following corrective measures are proposed:

I. Elimination of political patronage and interference in the affairs of education department to overcome teacher absenteeism.
ii. Merit based appointments and performance linked posting of district managers and heads of provincial bodies and project directors is a must to reduce corruption at lower levels.
iii. Increased funding for provision of missing physical facilities in rural schools for reducing dropout rate.
iv. Increase in education budget for improving quality of education

Selected Indicators of Education Governance by Provinces and Federal Government
Table 4: A Comparative View of Education Reforms during 2013-2014

No	Province/ Indicators	Balochistan	KP	Punjab	Sindh	Federal Govt.
1	Education Budget Change (Increase or Decrease) compared with FY 2012-13		33 %	-2.8 %		
2	Education Development Budget as % of Total Development Budget	23.12 %			7.3 %	
3	Utilization of Ed Development Budget	See table 5				
4	Enforcement of Article 25-A	Act passed by Assembly during 2014		Ordinance issued in May 2014 but date of enforcement not notified yet.		Act passed by Parliament during 2012 but date of enforcement not notified yet.

5	Merit based Appointments		Recruitment through NTS announced.	Recruitment Policy 2013 issued. Authority devolved to district level. Testing of candidates by 3rd Party.		
6	Curriculum and Textbook Reforms	Primary education in Mother language approved	English introduced as Medium of Instruction at Primary level			
7	Quality of Education Reforms			Assessment of Secondary School Teachers performance based on academic achievements of students in annual examination by Boards	New system for assessment of teachers performance	

8	Education Management Reforms		IMU – Independen Monitoring Unit established			
9	Public participation: Activation of SMCs or PTAs etc.					
10	Adult Literacy and NFBE Programmes	No allocation for Adult Literacy and NFBE		Rs. 1615 Allocation – Separate Literacy and NFBE Department	No fund released for Literacy and NFBE	

Table 5: Utilization of Education Development Budget (2013-2014) by Provinces and Federal Government

	2013-14 Budget – Amount (Rs. in Millions) and Percentages %						2012-13 Budget Percentages %	
Province or Area	Total Budget	Total Education Budget	Total Development Budget	Total Education Development Budget	Percentage of Education Budget in Provincial Budget	Percentage of Education Development Budget in Provincial DevelopmentBudget	Percentage of Education Budget in 2012-13	Percentage of Education Development Budget in Provincial DevelopmentBudget
Balochistan	198,495.296	35,282.135	43,912.875	10,538.229	17.7 %	23.99 %	13.79 %	5.96 %
Khyber Pakhtunkhwa	344,000.000	107099.593	118,000.000	34,411.658	31.13 %	29.16 %	12.12 %	26.41
Punjab[31]	1,210,214.210	72,703.910	290,000.00	32,107.371	6.0 %	25.0 %	6.12 %	13.22 %

31. In case of Punjab, substantial amount of funds (both for Recurring i.e. Salaries of teachers and development e.g. funds for missing facilities in schools) are transferred to District Accounts and hence these figures are not shown separately in the budget book. That is why full amount of education budget of Punjab could not be indicated. Consistent efforts were made to get figures of district level funds for education sector in Punjab, but data could not be obtained due to bureaucratic hurdles.

Sindh	617,212.90	137,387.388	229,937.00	16,855.000	22.25	7.3 %	19.85 %	6.65 %
Federal Govt.	4,226,824.000	80,398.000	789,358.000	21,121.000	1.9 %	2.6 %	2.0 %	2.9 %

Note: Figures of expenditure have been taken from columns of 'Revised Estimates of 2013-14' shown in the next year (2014-15) budget documents. Governments/Finance Departments work out these 'Revised Estimates' based on the figures of actual releases up during first three quarters (June 2013 to March 2014) plus projected expenditure for the last quarter (April – June 2014). Figures of actual expenditure for the full financial year are available with AGPR only after some time as their (Head or Sector wise) compilation takes time.   Secondly, data about 'Development' expenditure is important as in case of Non-Development (Recurrent) allocations, which pertain to salaries and routine maintenance of buildings and other expenditures are automatic and usually more than 90%.

Healthcare and Immunization[32]

Introduction

Pakistan is a large country with an area of around 800,000 kilometres and an estimated population of 184.35 million making it the 6th most populous country of the world and the largest in WHO's Eastern Mediterranean Region (EMR). The country is divided into five provinces namely Punjab, Sindh, Balochistan, Khyber Pakhtunkhwa (KP) and the relatively smaller Gilgit-Baltistan territory as well as three territories, namely Federally Administered Tribal Areas (FATA); Azad Jammu & Kashmir (AJK) and Islamabad Capital Territory (ICT). A consistently high population growth rate exceeding 2% annually has led to Pakistan being quite a young nation with over 35% of its population being under the age of 14 years.[33] Despite a well-developed and multi-tiered health

Figure 2: Map of Pakistan

32. This author chooses not to be named.
33. Country Cooperation Strategy of WHO and Pakistan 2011-2017. (http://apps.who.int/iris/bitstream/10665/113228/1/CCS_Pakistan_2013_EN_14946.pdf)

infrastructure, the country has to contend with its poor health indicators such as a high Maternal Mortality Rate (MMR), Infant Mortality Rate (IMR), under-5 child mortality, high burden of communicable diseases such as Tuberculosis, Hepatitis B&C in addition to non-communicable diseases.

After devolution; all the major responsibilities in respect of health have been devolved to the provinces through 18th constitutional amendment, although this should have resulted in a step closer to the desired Millennium Development Goals (MDGs) albeit the figures for the health indicators are quite poor. There are huge disparities amongst the provinces in terms of capacity, infrastructure and level of governance. Pakistan's health indicators situation is not good with an infant mortality rate of 74 per 1000 live births, Under 5 mortality rate 89 per 1000 live births, total fertility rate is 3.8. Pregnant women who received Antenatal Care (ANC) from skilled provider is 73 (%), births assisted by a skilled provider 52%, births delivered in a health facility 48%, and children 12-23 months fully vaccinated 54%. [34]

The purpose of this paper is to compare the quality of governance and service delivery during the years 2006 and 2013. The year 2006 is selected based on availability of data at that time. The source of data is Health Management Information System (HMIS) for the year 2006 and District Health Information System (DHIS) for the year 2013. The HMIS shifted to DHIS during the years 2007 and 2008. The comparison has been made in the four major provinces Punjab, Sindh, KP, Balochistan and federal government on the following indicators.

Service delivery

The following parameters of service delivery have been selected for this analysis for the provinces:

i. Percentage of health facilities out of stock
ii. Utilization of health facilities

Immunization

The following parameters of immunization have been selected for analysis for the provinces:

34. Pakistan Demographic and Health Survey 2012-13 (PDSH) – Key findings

i. Children less than 12 months fully immunized.
ii. Pregnant women received TT2 vaccine

Health Expenditure

The total health expenditure spent in 2006-07 and 2012-03 by the Federal Government has been compared.

Federal Government

The analysis at the Federal level is based on the expenditure on health spent by the Government. The year under review is 2006-07 and 2012-13. Table 6 shows twelve years figures of health expenditure.[35]

Table 6: Health & Nutrition Expenditures (2000-2001 to 2012-2013)

Fiscal Years	Public Sector Expenditure (Federal and Provincial)			Percentage Change	Health Expenditure as % of GDP
	Total Health Expenditures	Development Expenditure	Current Expenditure		
2000-2001	24.28	5.94	18.34	9.9	0.72
2001-2002	25.41	6.69	18.72	4.7	0.59
2002-2003	28.81	6.61	22.21	13.4	0.58
2003-2004	32.81	8.50	24.31	13.8	0.57
2004-2005	38.00	11.00	27.00	15.8	0.57
2005-2006	40.00	16.00	24.00	5.30	0.51
2006-2007	50.00	20.00	30.00	25.0	0.57
2007-2008	60.00	27.22	32.67	20.0	0.57
2008-2009	74.00	33.00	41.10	23.0	0.56
2009-2010	79.00	38.00	41.00	7.0	0.54

35. Economic Survey of Pakistan, 2013-14.

2010-2011	42.00	19.00	23.00	(-) 47	0.23
2011-2012	55.12	26.25	28.87	30.97	0.27
2012-2013	79.46	17.34	62.12	44.16	0.35

In the fiscal year 2006-07, the total health expenditure was 50 Billion whereas in 2012-13 it was 79.46 Billion. The per cent change for the chosen period is 59% increase. Health expenditure as % of Gross Domestic Product (GDP) for the year 2006-07 is 0.57% whereas it is 0.35% of the GDP in 2013.

Discussions on Results

The total health expenditure is increased by 59% from 2006 to 2013. Expansion in health sector budget reveals government interest in order to make its population more healthy and sturdy. Contrary to the overall health expenditure, the GDP is decreased from 0.57% to 0.35% in this period.

Recommendations

Based on the above findings, following recommendations are given:

i. Health service should be organized and financed in such a way that they give incentives to public, NGOs and private providers to improve performance in health service delivery.
ii. Effective command & control and good governance practices may be adopted.
iii. Transparency of service utilization, available resources, and budgets are all key considerations as well.
iv. More investment in health expenditure in order to improve the performance in health sector.
v. Provision of latest technology medical equipment in health centres and enhancing the Infrastructure may attract more patients to get benefit.
vi. Ensure availability of the human resources especially doctors and nurses in remote areas.
vii. Special incentives may be given to the health workforce working in rural areas.
viii. Availability of essential medicines and vaccines at all health centres is vital.
ix. Telemedicine and e-health may be promoted in remote areas linking it

with tertiary care hospitals.

x. Strengthening information system for smooth processing of information gathering and effective decision-making based on these information.

xi. The issue of continuity of care is of particular importance to leadership and governance, understanding the health system from the perspective of patients accessing points of care at different places and times, and potentially moving between public and private sectors is essential.

Conclusion

Although there are many issues seen in the above analysis, the overall comparison shows positive results and enhancement of health service delivery and immunization during the chosen period.

Government of Balochistan

Balochistan, the largest of the four provinces of Pakistan, spreads over an area of 347,190 Sq., kilometres, forming 43.6 per cent of the total area of Pakistan. It has clustered population and is smallest in proportion as compared to that of other provinces. Its population, according to 1998 census, is 20 million, having a low density per square kilometre. Table 7illustrates the health indicators for Baluchistan, depicting worst health situation among all provinces of the country.

Table 7: Health Indicators of Balochistan

Infant Mortality Rate	97 per 1000 live births
Under 5 mortality rate	111 per 1000 live births
Total fertility rate	4.2
Pregnant women who received ANC from skilled provider (%)	31
Births assisted by a skilled provider (%)	18
Births delivered in a health facility (%)	16
Children 12-23 months fully vaccinated (%)	16

Source: Pakistan Demographic and Health Survey (PDSH) 2012-13

Organization of Service Delivery

The Balochistan province has 47 hospitals, 567 Dispensaries, 89 RHCs, 553 BHUs, 89 MCHC, and 23 TBCs.

Analysis of Results

Service Delivery

The following two parameters of service delivery were selected for analysis:

i. Percentage of health facilities out of stock
ii. Utilization of health facilities

Percentage of health facilities out of stock

In this analysis, the status of health facilities with out of stock of essential medicines was compared. The comparison was made during the year 2006 and 2013. The list of essential medicines at First Level Care Facility (FLCF) used for this analysis is given below:

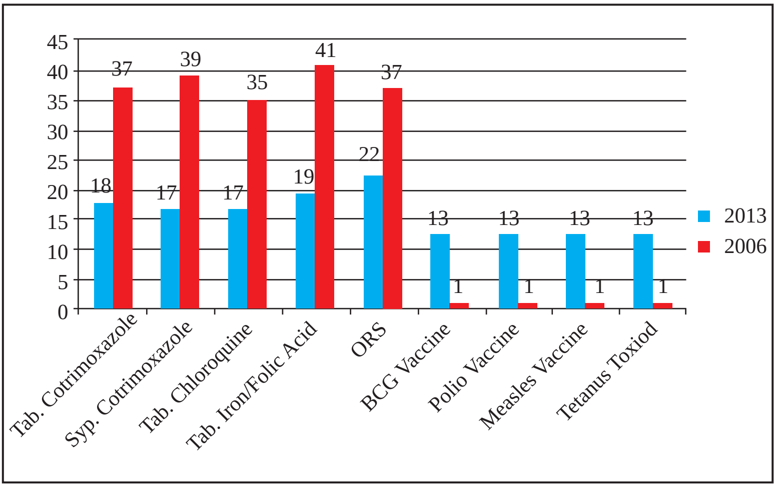
- Tab. Cotrimoxazole
- Syp. Cotrimoxazole
- Tab. Chloroquine
- Tab. Iron/ Folic Acid
- ORS
- BCG Vaccine
- Polio vaccine
- Measles vaccine
- Tetanus Toxiod

It is pertinent to mention here that the above-mentioned medicines were in essential medicines' list in 2006 afterwards; many other medicines have been added to it. Since the data was available for the year 2006 related to these medicines, therefore we have made comparison only these medicines.

Figure 3 shows comparative analysis of medicines out of stock for the year 2006 and 2013:

Figure 3 shows Tab. Cotrimoxazole was out of stock in 37% health facilities in 2006, whereas, in 2013 it was out of stock in 18% health facilities. Syrup Cotrimoxazole was out of stock in 39% health facilities in

Figure 3: Percentage of Facilities out of Stock-Balochistan



2006 whereas in 2013 it was out of stock in 17% health facilities. Similarly, Tab Chloroquine figure was 35% in 2006, and 17% in 2013; Tab. Iron/ Folic Acid 41% in 2006, and 19% in 2013, ORS, 37% in 2006, and 22% in 2013, BCG Vaccine 1% in 2006, and 13% in 2013, Polio vaccine 1% in 2006, and 13% in 2013, Measles vaccine 1% in 2006, and 13% in 2013, and Tetanus Toxiod 1%, 13% in 2006 and 2013 respectively.

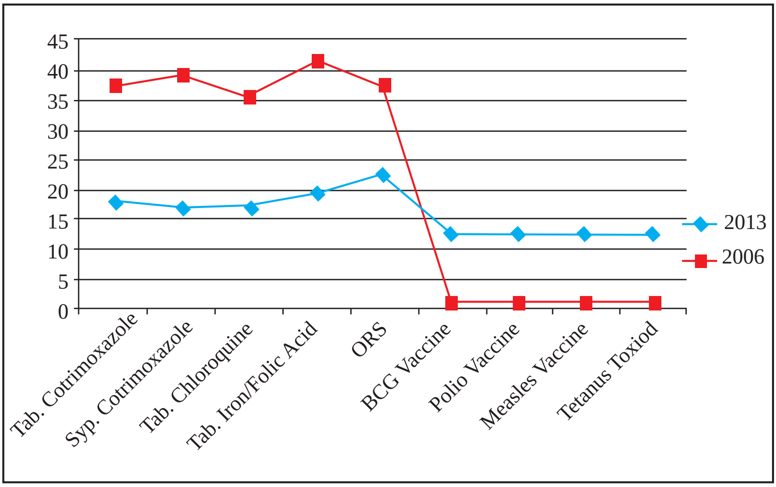
The above-mentioned comparison can be divided into two portions. The medicines portion shows positive trends i.e. less health facilities were out of stock in 2013 as compare to 2006. The other portion is related to vaccines that show negative trends and health facilities out of stock increased in 2013 as compare to 2006.

Figure 4 shows the trends of medicines and vaccines:

Utilization of health facilities

The utilization of health facilities is analysed based on the average number of patients per facility per day. The results revealed that in 2008 utilization rate was 17 per facility per day whereas in 2013 it was 18 per facility per day. The increase in number of patients is 3.4% which is not significant.

Figure 4: Medicines and Vaccines Trend – Balochistan



Line Graph of Medicines Trend - Balochistan

Immunization

The two parameters of immunization i.e. “children less than 12 months fully immunized” and “pregnant women received TT2 vaccine” were selected for analysis. The year under analysis is 2006 and 2013.

- Children less than 12 months fully immunized: The results showed that 30,020 children less than 12 months were fully immunized in 2006 and 33,927 children were fully immunized during the year 2013. The difference is 3,907 which mean that 13% more children were immunized from 2006 to 2013.

- Pregnant women received TT2 vaccine: The results revealed that 19,407 pregnant women received TT2 vaccine in 2006 and 26,549 in 2013. The difference is 7,142 and shows that 36.80% increase in 2013 as compared to 2006.

Discussions on Results

The medicines' stock improved and less health facilities were out of stock in 2013 as compared to 2006. On the other hand, vaccines portion show contrary results. The vaccines became unavailable in more health facilities in 2013 than 2006. This is very alarming situation where poliovirus is spreading all over the country. The shortage of vaccines may impede the struggles in eradication of poliovirus.

There is no significant increase in number of patient at health facilities. Only 3.4% increase can be seen in 2013 as compared to 2008. Immunization in children and vaccination of pregnant women is seen satisfactory.

The overall governance seems to be less effective and as a result, Balochistan health performance is facing many challenges.

Government of Khyber Pakhtunkhwa

Khyber Pakhtunkhwa, spread over 74,521 sq. km, has an estimated population of over 22 million. KP is divided into 24 districts. KP is the third most populous province of Pakistan. Nearly half the population lives in the mountainous and arid areas. The population density of the province was 332.4-people/square km in 1998.

Organization of Service Delivery

KP is committed to up-gradation and optimal usage of health care facilities leading to measurable improvement in primary, secondary and tertiary health care and building upon and improving health delivery

Table 8: Health Indicators of Khyber Pakhtunkhwa

Infant Mortality Rate	97 per 1000 live births
Under 5 mortality rate	111 per 1000 live births
Total fertility rate	3.9
Pregnant women who received ANC from skilled provider (%)	61
Births assisted by a skilled provider (%)	48
Births delivered in a health facility (%)	41
Children 12-23 months fully vaccinated (%)	53

Source: Pakistan Demographic and Health Survey (PDSH) 2012-13

systems and health management systems with measurable impact on MGDs, 4, 5 and 6. The KP has 751BHUs, 362 Civil Dispensaries, 53 Civil Hospital, 22 District Headquarter Hospitals, 50 Mother &Child Health Centre (MCH), 23 Sub Health Centre (SHCs), and 41 RHCs.

Analysis of Results

Service Delivery

The following two parameters of service delivery were selected for analysis:

i. Percentage of health facilities out of stock
ii. Utilization of health facilities

Percentage of health facilities out of stock

In this analysis, the status of health facilities with out of stock of essential medicines was compared. The comparison was made during the year 2006 and 2013.

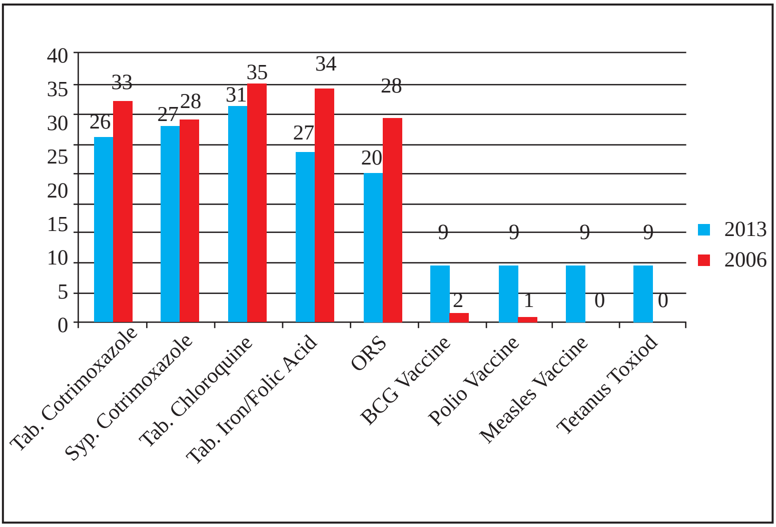
The list of essential medicines at First Level Care Facility (FLCF) used for this analysis is given below:

- Tab. Cotrimoxazole
- Syp. Cotrimoxazole
- Tab. Chloroquine
- Tab. Iron/ Folic Acid
- ORS
- BCG Vaccine
- Polio vaccine
- Measles vaccine
- Tetanus Toxiod

It is pertinent to mention here that the above-mentioned medicines were in essential medicines' list in 2006 afterwards; many other medicines have been added to it. Since the data was available for the year 2006 related to these medicines, therefore we have made comparison only these medicines.

Figure 5 shows comparative analysis of medicines out of stock for the year 2006 and 2013:

Figure 5: Percentage of Facilities out of Stock - KP



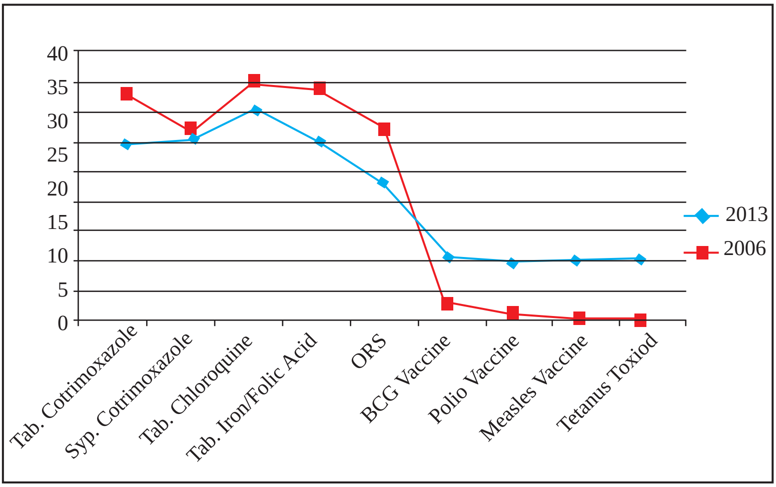
The percentage of health facilities out of essential medicines stock in 2013 decreased as compared to 2006. The above chart shows Tab. Cotrimoxazole was out of stock in 33% health facilities in 2006, whereas, in 2013 it was out of stock in 26% health facilities. Syp Cotrimoxazole was out of stock in 28% health facilities in 2006 whereas in 2013 it was out of stock in 27% health facilities. Similarly, Tab Chloroquine figure was 35% in 2006, and 31% in 2013; Tab. Iron/ Folic Acid 34% in 2006, and 27% in 2013, ORS, 28% in 2006, and 20% in 2013, BCG Vaccine 2% in 2006, and 9% in 2013, Polio vaccine 1% in 2006, and 9% in 2013, Measles vaccine 0% in 2006, and 9% in 2013, and Tetanus Toxiod 0%, 9% in 2006 and 2013 respectively.

The above-mentioned comparison can be divided into two portions. The medicines portion shows positive trends i.e. less health facilities were out of stock in 2013 as compared to 2006. The other portion is related to vaccines that show negative trends and health facilities out of stock increased in 2013 as compared to 2006.

Utilization of health facilities

The utilization of health facilities is analysed based on the average number of patients per facility per day. The results revealed that in 2008

Figure 6:Line Graph of Medicines Trend - KP



utilization rate was 20/per facility per day whereas in 2013 it was 41 per facility per day. The results revealed that the utilization has been doubled with 110% increase. This shows positive trend and significant increase in the number of patients in the facilities.

Immunization

The two parameters of immunization i.e. “children less than 12 months fully immunized” and “pregnant women received TT2 vaccine” were selected for analysis. The year under analysis is 2006 and 2013.

- Children less than 12 months fully immunized: the results showed that 70,517 children less than 12 months were fully immunized in 2006 and 519,607 children were fully immunized during the year 2013. The difference is 449,090 which mean 636.85% increase in immunization from 2006 to 2013.
- Pregnant women received TT2 vaccine: the results revealed that 41,811 pregnant women received TT2 vaccine in 2006 and 372,945 in 2013. The difference is 331,134 and shows that 791.98 % increase in 2013 as compared to 2006.

Discussion of Results

The above results show considerable difference from 2006 to 2013. The quality of governance has significantly improved. The medicines stock and utilization of health facilities increased during the year 2013. Furthermore, immunization in children has significant improvement with 636.85% increase as well as pregnant women vaccination with 791.98% increase. This is very good sign and indicates the government commitment towards eradication of polio and improvement of health of mothers. The reason for health facilities out of stock in vaccines may be due to massive campaign of vaccination. This massive campaign might have eventually lead more vaccination of children causing shortage at health facilities.

Government of the Punjab

Punjab constitutes more than half the population of Pakistan. The estimated population is above 90million with 70% living in the rural areas of Punjab. Administratively the province of Punjab is divided into 36 districts, 127 tehsils and 3,492 union councils.

Organization of Service Delivery

Punjab's health care system like the rest of the country has a three-tiered health care delivery system: primary, secondary and tertiary care. It starts at the grass roots level, health houses provide community health care services through lady health worker and are connected to basic health units with an upward referral pathway to rural health centres, tehsil

Table 9: Health Indicators of Punjab

Infant Mortality Rate	97 per 1000 live births
Under 5 mortality rate	105 per 1000 live births
Total fertility rate	3.8
Pregnant women who received ANC from skilled provider (%)	78
Births assisted by a skilled provider (%)	53
Births delivered in a health facility (%)	49
Children 12-23 months fully vaccinated (%)	66

Source: Pakistan Demographic and Health Survey (PDSH) 2012-13

hospitals and district hospitals. There are well-equipped tertiary level teaching hospitals too. There are 2461 Basic Health Units (BHUs), 293 Rural Health Centres (RHCs), 88 Tehsil Headquarter Hospitals, 34 District Head Quarter hospitals and 23 teaching/tertiary care hospitals. Despite such an extensive network of healthcare facilities, the health status of the people of the province is poor.

Analysis Results

Service Delivery

The following two parameters of service delivery were selected for analysis for the year 2006 and 2013.

i. Percentage of health facilities out of stock
ii. Utilization of health facilities

Percentage of Health Facilities Out of Stock

In this analysis, the status of health facilities with out of stock of essential medicines was compared. The comparison was made during the year 2006 and 2013.

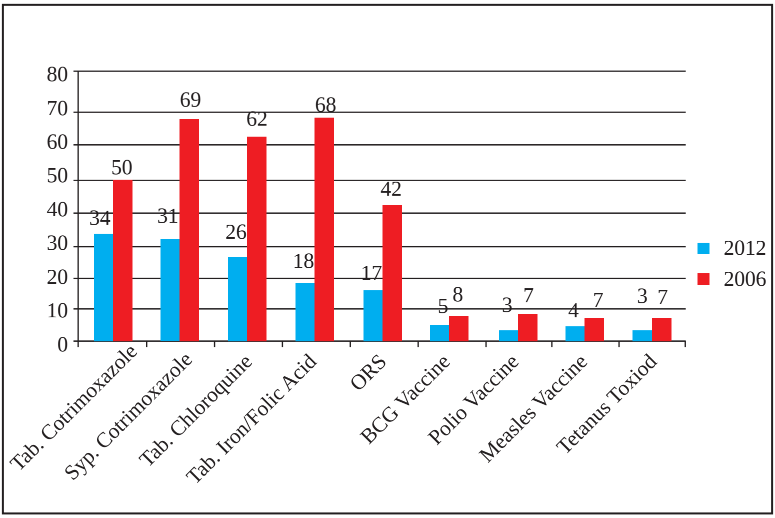
The list of essential medicines at First Level Care Facility (FLCF) used for this analysis is given below:

- Tab. Cotrimoxazole
- Syp. Cotrimoxazole
- Tab. Chloroquine
- Tab. Iron/ Folic Acid
- ORS
- BCG Vaccine
- Polio vaccine
- Measles vaccine
- Tetanus Toxiod

It is pertinent to mention here that the above-mentioned medicines were in essential medicines' list in 2006 afterwards; many other medicines have been added to it. Since the data was available for the year 2006 related to these medicines, therefore we have made comparison only these medicines.

Figure 7 shows comparative analysis of medicines out of stock for the year 2006 and 2013:

Figure 7:Percentage of Facilities out of Stock - Punjab



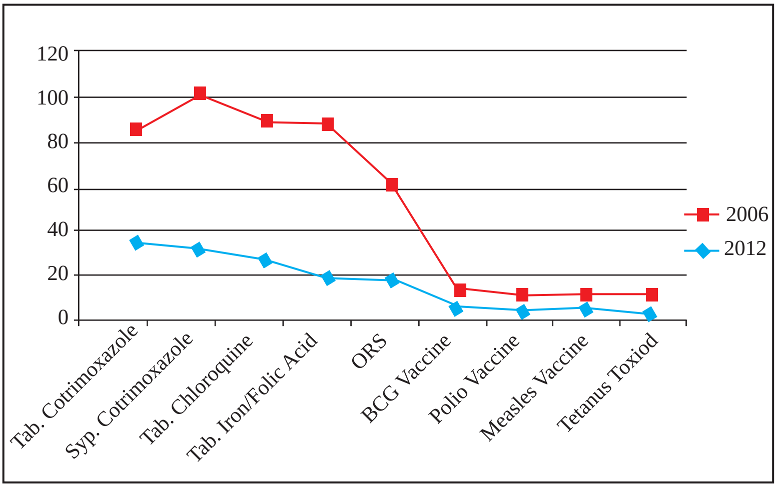
The percentage of health facilities out of essential medicines stock in 2013 decreased as compared to 2006. Figure 7 shows Tab. Cotrimoxazole was out of stock in 69% health facilities in 2006, whereas, in 2013 it was out of stock in 31% health facilities. This medicine remained at the top in all medicines. Syp Cotrimoxazole was out of stock in 50% health facilities in 2006 whereas in 2013 it was out of stock in 34% health facilities. Similarly, Tab Chloroquine figure was 62 in 2006, 26 in 2013; Tab. Iron/ Folic Acid 68 in 2006, and 18 in 2013, ORS, 42 in 2006, and 17 in 2013, BCG Vaccine 8 in 2006, and 5 in 2013, Polio vaccine 7 in 2006, and 3 in 2013, Measles vaccine 7 in 2006, and 4 in 2013, and Tetanus Toxiod 7, 3 in 2006 and 2013 respectively.

Figure 8 shows positive trends and number of health facilities out of stock has declined from 2006 to 2013:

Utilization of Health Facilities

The year under review for comparison is 2008 and 2013. The utilization of health facilities is examined based on the average number of patients per facility per day. The results revealed that in 2008 utilization rate was 65/per facility per day whereas in 2013 it was 75 per facility per day. The 15% increase in utilization of health facilities shows positive trend and increase in the number of patients in the facilities.

Figure 8: Line Graph of Medicines Trend - Punjab



Immunization

The two parameters of immunization i.e. "children less than 12 months fully immunized" and "pregnant women received TT2 vaccine" were selected for analysis. The year under analysis is 2010 and 2013.

- Children less than 12 months fully immunized: The results showed that 2,801,371 children less than 12 months were fully immunized in 2010 and 2,877,387 children were fully immunized during the year 2013. The difference is 76,016 which mean that 2.71 % more children were immunized during 2013 as compared to 2010.

- Pregnant women received TT2 vaccine: The results revealed that 2,147,720 pregnant women received TT2 vaccine in 2010 and 2,044,376 in 2013, although the number has declined but this is not a significant difference.

Discussion of Results

The above results show considerable difference from 2006 to 2013. The quality of governance has significantly improved. The medicines stock and utilization of health facilities increased during the year 2013. The good governance factors include transparent bidding and procurement system for medicine, lesser corruption, less nepotism for posting transfers of human resources, better financial and HR management leading to improved availability of medicines at the facilities which also encourage people to use the facilities resulting in increased utilization rates. Furthermore, immunization in children and pregnant women vaccination has also improved. The quality of governance, effective management practices, availability of doctors and medicines at FLCF are some factors for this improvement.

Government of Sindh

Sindh has 42.92 Million estimated populations and a second largest province of Pakistan. It has an area of 14153 Sq. Km land. Sindh is divided into 23 districts, Taluka/Towns 114. The Province comprises 23% of Pakistan's population and 18% of its land area. It has the highest concentration of urban population at 49% as compared to an overall country average of 33%, making it the most urbanized province in the country. Sindh's capital Karachi is not only the most populous metropolis of the country, but also a commercial hub. Table 10 shows the situation of health indicators for Sindh which is very poor.

Organization of Service Delivery

In Sindh, the public health sector is poorly utilized in both urban and rural areas; it is at 22% compared to 29% in rest of the country. There is a well-designed district health system in rural areas, but frontline facilities and

Table 10: Health Indicators of Sindh

Infant Mortality Rate	74 per 1000 live births
Under 5 mortality rate	93 per 1000 live births
Total fertility rate	3.9
Pregnant women who received ANC from skilled provider (%)	78
Births assisted by a skilled provider (%)	61
Births delivered in a health facility (%)	59
Children 12-23 months fully vaccinated (%)	29

Source: Pakistan Demographic and Health Survey (PDSH) 2012-13

even several secondary care Taluka hospitals are not properly utilized due to continual issues of staff retention particularly of female staff, very frequent drug shortages, and poor maintenance of equipment and building. It has 6 Teaching Hospitals, 11 Civil Hospitals, 26 other Hospitals / Major, 43 Taluka Hospitals, 106 Rural Health Centres, 5 Urban Health Centres, 771 Basic Health Units, 16 Urban Health Units, 19 Maternity Homes, 37 MCH Centres and 377 Government Dispensaries.

Analysis of Results

Service Delivery
The following two parameters of service delivery were selected for analysis for the year 2006 and 2013.

i. Percentage of health facilities out of stock
ii. Utilization of health facilities

Percentage of health facilities out of stock

In this analysis, the status of health facilities with out of stock of essential medicines was compared. The comparison was made during the year 2006 and 2013.

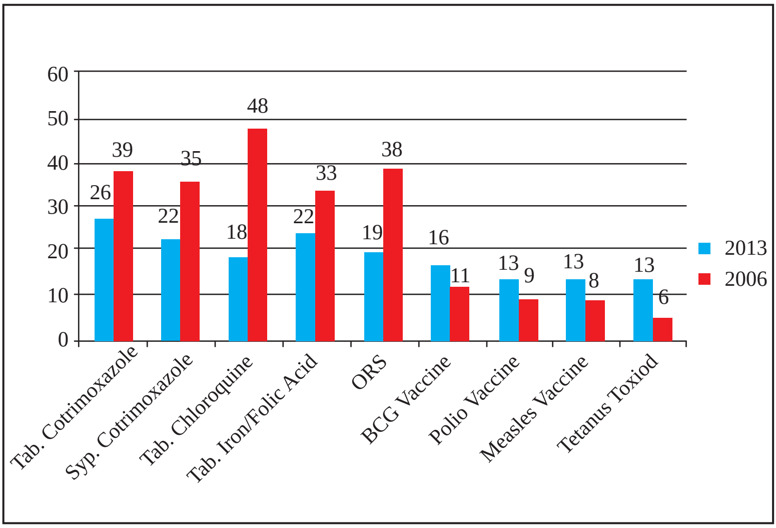
The list of essential medicines at First Level Care Facility (FLCF) used for this analysis is given below:

- Tab. Cotrimoxazole
- Syp. Cotrimoxazole
- Tab. Chloroquine
- Tab. Iron/ Folic Acid
- ORS
- BCG Vaccine
- Polio vaccine
- Measles vaccine
- Tetanus Toxiod

It is pertinent to mention here that the above-mentioned medicines were in essential medicines' list in 2006 afterwards; many other medicines have been added to it. Since the data was available for the year 2006 related to these medicines, therefore we have made comparison only these medicines.

Figure 9 shows comparative analysis of medicines out of stock for the year 2006 and 2013:

Figure 9: Percentage of Facilities out of Stock - Sindh



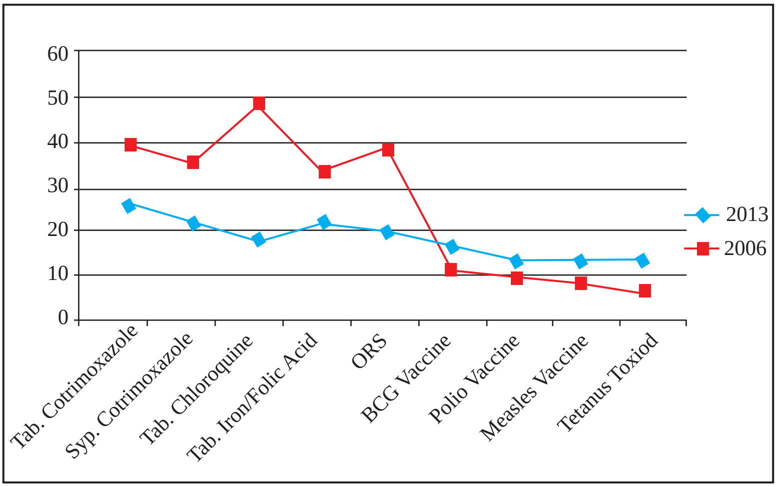
The percentage of health facilities out of essential medicines stock in 2013 decreased as compared to 2006. Figure 9 shows Tab. Cotrimoxazole was out of stock in 39% health facilities in 2006, whereas, in 2013 it was out of stock in 26% health facilities. Syp Cotrimoxazole was out of stock in 35% health facilities in 2006 whereas in 2013 it was out of stock in 22% health facilities. Similarly, Tab Chloroquine figure was 48% in 2006, and 18% in 2013; Tab. Iron/ Folic Acid 33% in 2006, and 22% in 2013, ORS, 38% in 2006, and 19% in 2013, BCG Vaccine 11% in 2006, and 16% in 2013, Polio vaccine 9% in 2006, and 13% in 2013, Measles vaccine 8% in 2006, and 13% in 2013, and Tetanus Toxiod 6%, 13% in 2006 and 2013 respectively.

Figure 10 shows the trends of medicines and vaccines. The medicines portion shows positive trends i.e. less health facilities were out of stock in 2013 as compare to 2006. The other portion is related to vaccines that show negative trends and health facilities out of stock increased in 2013 as compare to 2006.

Utilization of Health Facilities

The utilization of health facilities is reviewed for the year 2008 and 2013. The utilization of health facilities is assessed based on the average number

Figure 10: Line Graph of Medicines Trend - Sindh



of patients per facility per day. The results revealed that in 2008 utilization rate was 61/per facility per day whereas in 2013 it was 80 per facility per day. The 31% increase shows positive trend and increase in the number of patients in the facilities.

Immunization

The two parameters of immunization i.e. "children less than 12 months fully immunized" and "pregnant women received TT2 vaccine" were selected for analysis. The year under analysis is 2006 and 2013.

- Children less than 12 months fully immunized: the results showed that 225,685 children less than 12 months were fully immunized in 2006 and 460,417 children were fully immunized during the year 2013. The difference is 234,732 which mean that 104.01% more children were immunized from 2006 to 2013.

- Pregnant women received TT2 vaccine: The results revealed that 220,639 pregnant women received TT2 vaccine in 2006 and 313,591 in 2013. The difference is 92,952 and shows that 42.13% increase in 2013 as compared to 2006.

Discussion of Results

Results show considerable difference from 2006 to 2013. The quality of governance has significantly improved. The medicines stock and utilization of health facilities increased during the year 2013. The good governance factors include transparent bidding and procurement system for medicine, lesser corruption, less nepotism for posting transfers of human resources, better financial and HR management leading to improved availability of medicines at the facilities which also encourage people to use the facilities resulting in increased utilization rates. Furthermore, immunization in children and pregnant women vaccination has also improved. The quality of governance, effective management practices, availability of doctors and medicines at FLCF are some factors for this improvement.

Anti Corruption[36]

Mr. Mussadiq Abbasi

Federal Government

Bad governance is a direct product of corruption and corrupt practices and testimony to this fact is the relevance between Corruption Perception Index (CPI) and strength of a dollar or per capita income of any particular country. Detailed analysis of CPI prepared annually by Transparency International since mid-nineties indicates that corruption in Pakistan is system-centric and draws no apposite from any regime or leadership that governs. The small deviation with change in regime or leadership is always there but it is not substantial enough to pull the country out of corruption. A close examination of CPI shows Pakistan obtaining an average 2.4 to 2.6 marks between 1996 and 2011, and once the grading system also shifted from 10 total graded marks to 100. Pakistan managed 27% and 28% respectively in year 2012 and 2013 respectively. The upward and downward trend observed in positioning of Pakistan in respect to other countries was predominantly because of poor performance by others and due to lack of attempts for improvement.

In this scenario, the Federal System and its governing mechanisms are functioning. From mid-nineties to date we have had different parties, regimes and leaders ranging from army rulers to civilian, and one major party to another, yet the face of the country as regards to corruption remains un-changed. One can conclude that system followed and practiced in reality needs deeper look for change. Anything which goes around comes round in any system that is prone to malpractices, where legality of illegality has been practiced so much that corruption has become the norm. Such Government offices tend to come with 'chit' in one and 'facilitation money' in the other hand; making it a routine gesture of getting bonafide job completed. The primary malafide is in the public sector causing both public and private sectors to be significantly affected.

The dismal result of not meeting various targets the government sets for itself for the first year is an indicator that its performance left much to be desired. The previous regime was moving from one mega scam to another, such as the Rental Power case, Safe City Islamabad, LED (light Emitting Diode) NHA and WAPDA related projects. The present regime dolls out contracts in utter disregard to PPRA Rules, does not provide a level field

36. The author is Former Director General at National Accountability Bureau (NAB).

for all competitors to ensure value for money. Unfortunately, no serious mega-corruption has so far been reported.

Our main concern is how to begin coming out of the quagmire of corruption that is Pakistan. The typology and nexus for corruption gets established when civil bureaucracy, elected representatives and private sector collude for undue benefits. When all three come into harmony for corrupt practices, that's when the grand corruption schemes start taking place, whereas petty or meddling corruption scenario emerges when private sector tends to be a 'palm-greasing' relationship between the private and public systems i.e. using one's influence, or advancement through nepotism.

The anti corruption regime must not allow these collusions to form. The separation of these three spheres is essential to curbing mega corruption from the society at large and from the public sector in particular. The private sector is engine of growth and businessmen has all the right to earn maximum possible profit. The legitimacy of profit has to be ensured by the regulatory framework. In Pakistan these regulatory mechanisms are non-existent or have collapsed under pressure from political and business interests. Purging corruption form political system is unrealistic under heavily political environment of Pakistan. This area has to be effectively handled but in a second stage. The absence of political will for anti-corruption has been amply demonstrated by both the political parties came into powers in recent past.

The dilution of NAB powers was part of charter of democracy, and bureau was to be closed down when PPP came into power. The highest administration office bearer of the government on a floor of national assembly in his inaugural speech had categorically announced its closure when a chit was passed on to him from the party leader.

In Pakistan we have the politics of parties but no democracy. There are six to seven men in politics for a population of over 180 million. The bureaucracy is the backbone of any state, and we must remember Quaid's advice government officers in Peshawar, that the bureaucracy was to be protected and given due responsibility, matched with appropriate authority.

History is replete with the anti-corruption efforts ranging from Ayub to Musharraf (Bhutto, Yahya included). The anti-corruption organs today stand as slaves to the legislator, the skin of constitutional protection it wore has long been ripped off.

Bureaucracy, hence, is the best start point for corruption prevention as under the given environment they are the regulators of the State, and should be given due support, independence and constitutional protection against the political and financial pressures. The legislative and regulatory structure of the State needs to be reviewed to remove discretionary and service anomalies. The dirty hands of legislators (politicians) going into the till have to be stopped by the bureaucracy (the so called executive) conferred with due protection and authority. After higher judiciary, it is this state organ which ought to be liberated. It must be given merit based promotion postings and integrity of tenure no less than four years. In fifth year new bureaucracy can then overlap for three years with the new legislation system as are the models followed in various countries. Any society that accepts a nexus of identified interests can neither prevent corruption nor patronize meritocracy. Separation of bureaucracy (regulators) from influence of legislator and vested interests must be the central to prevent corruption and corrupt practices in Pakistan.

The second contribution to grand corruption is from the centralization of all the revenues and taxes in five offices to run the affairs of 180 million people of Pakistan. Unless the public at large is not granted the ownership of state exchequer and the discretionary dolling out of money is left to PM/CMs and their crony cabinets, the citizenry at large will be hesitant in paying taxes. Given the visibility of tax collection and spending at district and tehsil level will encourage public and force local administration in collecting the legitimate taxes as per Tax-GDP Ratio(20-25% minimum) as is done in many developing countries. Zoning of richer and poorer districts can resolve the issue of low tax generating potentials of a particular area. Chinese and few other models could be followed. Article 29 to 40 of constitution i.e. delegation of powers (financial inclusive) down to district level has to put into force. Sooner is better. The feudal mind-set of ministry of Finance/Finance Departments must give way to modern state craft else the failed state position of CPI would remain unchanged.

The third most important step is to grant regulators with autonomous and independent positions with statutory, administrative and financial capacity to oversee various government functions performed by the line ministries and departments. This include anti corruption authorities to have one liner budget and autonomous position similar to KP Ehtesab Commission, Auditor General of Pakistan, Supreme Court of Pakistan and Election Commission of Pakistan.

Last but not the least is the transparency, fair play and meritocracy in pre-procurement regime. This could be achieved by religiously implementing the third point where regulatory mechanism are made responsible with authority and structured discretionary powers. The theory applied to corruption is;

$$C= M+ D- (A+I+T)$$

Where M is Monopoly; D is Discretion and once there is absence of accountability, integrity and transparency you will end up having corruption. For corruption prevention; monopolies be brought to zero, discretionary powers be structured and internal and external accountability tool kits be placed and functionaries be monitored for adherence to norms (ensuring integrity), and opaqueness in system be removed through public participation, use of information technology and access to information as per the law. A+I+T relates to good governance, which at present goes largely missing.

Government of Balochistan

The governance of Balochistan starts and ends with the 1,800,000 inhabitants of the Quetta Valley. Federal bureaucrats are mostly posted there as a punishment inflicted by the mafias of power in Islamabad. The Provincial Service Cadre inducted mostly on kinship basis causing serious competence problems. All this added with the unusual Balochistan environment compounds the problem of governance to manifold degrees. Unless this situation is handled head-on with the right type of leadership, it is not likely to change. Balochistan survives on grants allocated by the Centre; meanwhile the Provincial bureaucracy considers the legitimate right to have its lion share for self enrichment. The Chagai District alone has cultivable land of the size greater than that of Punjab. The Federal Government launched a project with the support of an International donor few years backs for leveling and installation of tube-wells. The Federal Postal Department Minister was assigned with the responsibility, and today there is nothing on ground. A few other areas of corruption and corrupt practices are cited below to draw a canvas of Balochistan:

i. Bogus appointments are on the increase in different departments of Balochistan, such as education, health, and works and communication. The Provincial Public Service Commission, the most sacred of all departments, was found to be involved in nepotism favoritism. The people of Balochistan are also suffering from the fact that jobs are obtained by the influential for their cronies leaving lesser or no vacancies to compete for.

ii. Another major curse for the people of Balochistan is the making and completing of paper projects by the bureaucracy in connivance with private sector and under the patronage of politicians. Several projects in the recent past have been prepared and completed on paper. One of the examples is the construction of roads and buildings in the areas which are not easily accessible due to bad law and order situation. There is no effective monitoring, even by the donors or federal/provincial teams, which results in zero accountability in the projects

iii. The Chief Minister of Balochistan, during briefing of Pat Feeder project, stated that "I am aware of the fact that all the PC-1s are prepared in a photo state shop at Jinnah Road Quetta which is harming the present government goal of development and prosperity". He was also of the opinion that his government was lacking in expertise, competence, honesty and integrity. His concern indicates the gravity of the problem of governance in the province. As there will be no success stories of good projects there cannot be poverty alleviation and thus providing the opportunities to youngsters getting recruited by the miscreants and terrorists agencies in Balochistan.

iv. NAB has recently determined that different record books are maintained by revenue officials for different purposes. They maintain a register recording the anticorruption agencies exhibiting good progress, whereas in reality the situation is quite different. At the same time they maintain a register to blackmail the general public by showing bogus mutations. They maintain another set of records to oblige important people and earn illegal money.

    In 1981-82 the government ordered settlement of land in different districts of the province for which Patwaris were especially appointed. The record shows that most of the entries were made without going any ground research, resulting in fake and forged 'Jama bandian' and preparation of settlement record. The land on paper was shown to be double to that on the ground. Many complaints were received which resulted into an independent inquiry, wherein the settlement was declared as null and void. The DC sent an order to shred the fake settlement record, however the Patwaris, instead of destroying the whole record, scraped only "Pert Sarkar" and kept "Pert Patwar" which is later-on used for bogus mutations and earning of illicit money.

v. Quetta Development Authority since its inception is involved in illegal allotments; changing the nature of property, abusing bye-laws, and destroying its own record conceal corrupt practices.

vi. The number of ghost schools in comparison to other provinces is too large, but unfortunately government does not pay any heed this as it benefits high profile people. In just Quetta District there are fifty eight ghost schools.
vii. The tendering process in different sectors of the government is based on fake advertisements. The project is first given to some favorite contractor under the table and if any one complains about the process, fake advertisements along with complete pre-tendering formalities are presented.
viii. Contractors have a number of shell companies with different names and letterheads used during the tendering process in connivance with government officials. It leads to awarding contract on exorbitant rates and creating a cartel; thus causing huge losses to state exchequer.
ix. Nongovernmental organizations are also involved in white collar crimes when they embezzle the exchequer by selling various items in the market, and by completing assignments on papers and submitting fake completion and success reports to foreign donors. As these organizations function in non- governed spaces and there is no regulatory authority to monitor their projects except annual renewal of NOC by the registrar at provincial level; corruption is rampant. Thus, trickledown effect to the general public for which these funds are allocated by donors is negligible.
x. The Balochistan bureaucracy and officials extend the least cooperation in providing the requisite record to anti-corruption agencies which results into inordinate delays in completing the related inquiries.

The way forward for good governance in Balochistan is establishment of district governments, compulsory tenure by federal bureaucrates before promotion to BS-21, computerization of land, courts and police records, establishment of provincial mentoring mechanism under the additional chief secretary for health, education and development projects, integrity of tenure of key appointment holders, minister secretary code of working, important key positions be filled through open merit, establishment of pre-procurement and regulatory authorities with requisite legal act (only Balochistan has no public procurement authority) and NAB, FIA and other Federal Accountability bodies and authorities be manned with the required strength.

Government of Khyber-Pakhtunkhwa

Amongst all the provinces KP always enjoyed the better position on various surveys conducted by international watch-dogs .The worse period was of ANP when TI graded it worse on governance. The Hoti' and company along with Bilour business political concern conducted white collar crime corruption in most organized and professional manner. I was DG KP Chapter from 2009 to 2011(3 years) and NAB had opened large number of inquiries from Patwari to Minister inclusive.

The present leader, Imran Khan, appears serious in his intentions to fight the menace of corruption. The two milestone steps depicting the seriousness are bringing transparency in pre-procurement regime and promulgation of Ehtesab Commission Act under the enforcement regime Though Ehtesab Commission Act has fallen short of world good practices fielded and proven in various countries and also enshrined in National Anti Corruption strategy(NACS) approved paper of Government of Pakistan; still it is a most superior piece of legislation when comparison is drawn with other provincial Anti Corruption Establishments and even National Accountability Ordinance.

Its pre-amble starts with Prevention of Corruption mandate but subsequently this most important anti corruption aspect is not covered under the penal and procedural sections of the documents. Commission members are either judges or educationists not much suitable to guide the anti-corruption drive in the province. Adjudication and investigation are two different takes. The first one is a major flaw and should be corrected so as to cover all three approaches of anti corruption i.e. awareness, prevention and enforcement. The scrutiny committee has been given the powers to select any commissioner at whims without open competition and interview etc., there is a requirement to structure these powers Pre-procurement regime if could be made transparent and merit based may reduce losses in project handling up till sixty per cent. It would also help in improving delivery in quality and quantity side and also better services to public at large. These most essentials to fight corruption can be coupled with a supportive role of Politicians, and the permission to bureaucrats to do their jobs of promoting good governance. The careful selection of key position holder bureaucrats can act as catalyst to whole exercise. The problem is the Chief Minister, who has a tainted background alongside un-groomed, freelance, and maverick-type elected public representatives. How effective the sword of accountability will be to keep legislators financially disciplined will be the real test of the KP government.

Expecting all ills, grey areas, and voids of the system full of malpractices, getting purged and cleaned up in a short span of one to years is asking for too much, however corruption can easily be brought to acceptable threshold if tackled with sincerity. What counts is seriousness with good intentions and accordingly mobilization of resources in a clearly defined direction. The evil spreads faster than the virtue and good needs longer time to find space and that too in society like ours, especially KP where 'bribe jobbery' and 'lungi payment' is the established culture since ages.

Government of the Punjab

Autocratic democracy is the worse form of governance presently being demonstrated specially in Punjab. It is a one-man governance devoid of collective wisdom; where all systems look towards their master to be dictated how to function, perform and deliver. This reverse order under the hyperactive management and not leadership has crippled the system delivery, mechanism and instead handpicked suppliers, contractors and manufacturers inland and from abroad already lined up are accruing the dividends. Transparency international signed the MOU with Punjab Government, validated the process of pre-procurement but intentionally left out the cost benefit/feasibility (PC-2) aspect and engineers estimates of various projects. PPRA rules even followed can result into loss of exchequer in form of giving undue benefit to others. The misuse authority defined under white-collar crimes charges the public office holders who either takes or render undue benefit to others or fails to use his office and authority to prevent the loss to the state. Due diligence is needed in projects planning regarding fair play, meritocracy and transparency in Punjab. There is requirement to lay down the priority of conceiving the projects as per the basic needs of people of Punjab at large.

Failing in meeting the agriculture growth target speaks lopsided development policies of Government of Punjab. The area if accorded due importance can make substantial improvement in overall economy of the country. R&D element absence in agriculture especially in hi-bred technology has given ingress to Indian's and Chinese products. The capacity of feeding bowl is fast reducing. Visible projects to gain political mileage are preferred over the one affecting public at large on long-term basis.

The anti-corruption establishment Punjab is used as a weapon to serve the interest of rulers and not the government. The proceedings of Hala Milk Projects, if put to scrutiny, are testimony to this fact. The death of innocent cardiac patients due to use of porous drugs went almost un-noticed because there is no Drug Regulatory Authority with a given statutory mandate to proceed against the culprits. When traders rule they focus on to the policies so as to make their businesses flourish.

Institutions are used for extortion manipulation and exploitation of a given situation under the garb of development. In Punjab there is no improvement in health, education and services provisioning to masses though this in the 7th tenure of PML-N. Lahore is turning into Paris on cost of other smaller Cities and towns; do all Pakistani live only in bigger cities like Lahore, Karachi and Islamabad. Agenda of poor man is missing with the elitist ruling class having standby generators, security elements around, nonstop motorcades, and army of government servants at their disposal.

The only way out to improve governance on long-term basis in Punjab is to build the institutions and systems instead rotating everything around one apex office. The order should be 1) Purging Police from corrupt and inefficient officials and development of community supported Police with reasonable incentives, forensic based investigations, establishment of intelligence support, advance professional training on investigation, counter terrorism and self protection 2) Land Administration Departments including Revenue, Development Authorities, Cooperatives Societies with a priority to land record errorless computerization in rural and urban areas. The present project of computerization without removal of “bedraats” is like garbage in and garbage out, it needs rectification3) Health Regulatory Authority be established with a statutory powers 4) Education System in collaboration with private sector needs improvement 5) Anti- Corruption Authority in form of Independent Ehtesab Commission to hold accountable all including higher bureaucracy and executive 6) Agriculture sector to be given incentives 7) Irrigation needs up-lifting as was done in Musharraf era ranging from silt removal (bhall safai) to application of modern technique for water conservation. If these seven departments could be re-vamped with right persons on the top, integrity of tenure and non-interference from legislators, Punjab has all the potentials in making future for Pakistan.

Government of Sindh

Since the last two years NAB had an ex-IG as DG NAB Sindh who was jailed under murder charges but rewarded by PPP Government with this prize appointment. Accountability apparatus in Sindh was hence illegally handed over by Chairman NAB through non-bonafide appointment against the Terms and Conditions of Services (TCS) of the NAB. The TCS permits allowing officers or deputationist to permanent positions. A person can be taken on contract to fill the permanent positions after having exhausted both the options. A retired IG with tainted background and criminal record as DG NAB(S) made a joke of accountability in Sindh.

That was the end of the story as regards to reach of Federal responsibility of accountability in Sindh was concerned. How many cases have been shelved or illegally closed or bartered during last two years only history will reveal if unearthed by some courageous DG of Sind chapter of NAB and supported or directed by the NAB HQ.

A grade 20 officer of Health Department was arrested in 2014 by NAB who was charged with the heinous crime of embezzlement of Zakat Fund meant for deserving patients under this scheme. The case is still in trial. The accused showed the pieces of paper (not a prosecutable piece of evidence) showing the deposit of the ill-gotten money into a party fund. On the opposite end, the party asked an OSD (Officer on Special Duty) officer for appointment as head of rehabilitation cell if out of about 120 million funds he could siphon out half of it to fulfil their interests. The Officer flatly refused. Sindh is under a 'divide and loot' situation.

The Public Procurement Regulatory Act was promulgated to make pre-procurement system transparent and accountable by Government of Sindh. One step in a positive direction through the insertion of a clause whereby discretionary powers are bestowed to CM to relax the rules if he so desires. The Federal act allows a board to recommend any amendment in rules to Cabinet for approval, that too to remove the difficulties in execution of rules. Overall, governance in Sindh is compromised in the name of peace while actually achieving the opposite.

The Ministry of Port and Shipping remained for one decade aligned with one political party. Both the ports have fully been politicized, and KPT which under the Landlord Port Policy after spending two billion loan of an international donor for outsourcing all of its facilities through privatization has recruited large number of employees and has started handling various port facilities contrary to abovementioned national policy. Though this matter falls within the ambit of the Federal Government, it draws inference on overall malpractices and illegal activities generated in and around Karachi. The government's land is especially not surveyed properly and has been encroached upon by mafia and their collaborators, the Revenue and Police. The Kucha land measuring almost seven lakh acres including forest is encroached by “influential” and the leased money default cases are under litigation for ages.

Way Forward for Sindh

i. Through transparency and meritocracy by the majority coalition partner so as to put pressure on the co-partner.

ii. The federal government role as regards to accountability must come into play practically.

iii. The NAB should devote additional resources for prevention. Meanwhile enforcement should focus on corruption, illegal practices of sitting ministers, and on ongoing and projects under pre procurement stages.

iv. Detailed investigation of money spent by Provincial and Federal Governments followed by Flood Rehabilitation and Disaster Relief Funds should be in agreement with the NAB.

v. ACE is too politicized and needs to be restructured on the lines of KP government initiative of establishing Ehtesab Commission with requisite authority and power.

vi. The provision in PPRA Rules giving CM the overriding powers must be adjusted in lines with Federal PPRA Rules. This work is done in preparation of Draft Legislation to accord Health Regulatory Authority with priority status.

Energy Production and Management

Mr. Arshad Abbasi[37]

Federal Government and Government of Punjab

Energy Production and Management

When the PML-N led government took office after the May 2013 elections, the theme of "energy security: continuous availability and affordability"[38] was prominent in the PML-N manifesto. Yet a year later, Pakistan's energy crisis is far from being resolved with large scale load-shedding rampant throughout the country and its impact on economy and industry, causing a GDP loss of up to 2 % annually.[39]

Pakistan faces a shortfall of about 6000 MW of electricity, a shortage created over the years because of a dependence on expensive thermal fuel sources, such as RFO, in light of Pakistan's natural gas shortage. Historically, Pakistan's energy mix was largely dependent on hydropower sources, with about a 70:30 ratio for hydropower to thermal sources. However, the 1994 Power Policy encouraged the installation of thermal power plants. In 2013, power generation on thermal sources was 65%[40] (oil and gas). Table 11 shows the tariff comparison between energy sources in Pakistan, which shows that hydropower, has the lowest cost of generation, while Furnace Oil is at a hefty price of Rs. 16/kwh.

Table 11: Tariff Comparison Between Energy Sources in Pakistan

	Hydro	Coal	F.O.	Gas	Nuclear	Wind	Solar
Cost in Rs/Kwh	0.08	3.74	16.63	5.01	1.16	14	22.02

37. The author is Advisor Energy and Water Unit at the Sustainable Development Policy Institute (SDPI).
38. PML-N, 2013, http://www.pmln.org/pmln-manifesto-english/
39. Aftab, Safiya (2014)." Pakistan's Energy Crisis: Causes, Consequences and Possible remedies". *Norwegian PeacBuilding Resource Centre (NOREF)* [Online]. Accessed from: http://www.peacebuilding.no/Regions/Asia/Pakistan/Publications/Pakistan-s-energy-crisis-causes-consequences-and-possible-remedies or file:///C:/Users/12345/Downloads/Circular%20Debt%20and%20Energy%20Crisis%20Safiya%20Aftab%20(1).pdf
40. State of Industry Report, 2013

The price of oil in May 2013soared to triple digit of $110/barrel, resulting in manifold increase in cost per unit Kwh electricity generation by IPPs, i.e., Rs. 18/kwh on furnace oil and Rs. 24/Kwh on diesel whereas per unit cost of electricity is around Rs. 9.[41] The government gives a subsidy between Rs. 9 to Rs. 15/kwh for every unit of electricity generated by an IPP.[42] Hence, the significant gap between cost of generation and supply is the root cause, increasing circular debt. This dependence on thermal sources led to an oil import turmoil, bill of oil import exceeded by up to US $ 14.5[43] billion.

The PML-N government settled circular debt amounting to Rs. 480 billion only 45 days after taking seat. However, records show rapid accumulation of circular debt stood at Rs.180 billion in the first six months[44] and at Rs. 300 billion in the next 9 month.[45]

The International Monetary Fund (IMF)[46] has required the government to reduce, and eventually phase out electricity subsidies, as a condition for the approval of the loan. Yet transferring the economic burden to the consumer and purvey of expensive energy will not be a viable solution, cost effective energy is mandatory for economically suppressed energy consumers, 64 % of Pakistan's population live below poverty rate.[47] The Government of Pakistan (GOP) has till date failed to reduce its reliance on expensive thermal fuel sources such as RFO The inability to cope with the situation of the inept Federal Government can be assessed by the below mentioned facts,. Efficiency of thermal power plants i.e. reducing the per unit fuel consumption is still a parameter that has not been addressed by the Federal Government. This is the main problem of weak energy regulation that has plagued the federal government in the energy sector.

41. PAKISTAN. Ministry of Finance. (2014). Pakistan Economic Survey 2013-14, Chapter 14 Energy p. 220 [Online]. Available from: http://www.finance.gov.pk/survey/chapters_14/14_Energy.pdf
42. PAKISTAN. Ministry of Finance. (2014). Pakistan Economic Survey 2013-14, Chapter 14 Energy [Online]. Available from: http://www.finance.gov.pk/survey/chapters_14/14_Energy.pdf
43. Annual Plan 2013-14, pg. 111, Ministry of Planning and Development
44. Kalbe, A. (2014) Power Sector Circular Debt Surfaces Again. DAWN [Online]. 08 February. Available from: http://www.dawn.com/news/1085597
45. AbbTak (2014). Circular Debt Reaches 300 Billion [Online]. 14 April. Available from: http://abbtakk.tv/eng/circular-debt-reaches-rs-300-billion-140414/
46. Ministry of Finance, 2014, Memorandum on Economic and Financial Policies for 2013/14–2015/16 http://www.finance.gov.pk/mefp/MEFP_201314_201516.pdf
47. SDPI report: 58.7m Pakistanis living below poverty line, Express tribune, online February 25, 2014http://tribune.com.pk/story/675805/sdpi-report-58-7m-pakistanis-living-below-poverty-line/

Energy management has been weak at the Federal Government level. The Government of Pakistan (GOP) has till date failed to reduce its reliance on expensive thermal fuel sources such as residual fuel oil (RFO). The National Power Policy 2013 was propped up as an example of political consensus on energy. However, a closer analysis of the document shows that it is more a collection of buzzwords, than a policy that truly understands the dynamics of the energy sector in Pakistan. This is reflected by the fact that the policy document spoke of three pillars of efficiency: merit order, transparency and accountability. While the terms used sounded good, there was a gap in their effectiveness, as exemplified by unclear definitions. For example, efficiency in energy jargon was poorly understood. Efficiency of thermal power plants i.e. reducing the per unit fuel consumption is still a parameter that has not been addressed by the Federal Government, and this may be because it was not defined and not clearly understood in the policy. The document was silent on a fuel audit to measure efficiency.

Similarly, the Energy Supply strategy was silent on reducing dependence on expensive thermal fuel sources, and did not develop an action plan towards affordability of energy. For example, in a heading "bring existing capacity online,[48]" the document talks about just the financial aspect and short-term solutions, such as retiring circular debt, without addressing the root causes of dependence on expensive fuel sources. It incorrectly talks about providing financing to plants that lie dormant, without addressing the need for cheaper power generation. It is because of grave gaps in energy policy that the document seems like a collection of power point slides with no substance. It aimed to strengthen NEPRA as a "world-class regulatory authority[49]"yet NEPRA has been weakened. An example of this weak regulation is seen in coal power generation. In its pursuit to increase the supply of energy, NEPRA approved a high upfront tariff for coal power generation. Plant efficiency was lower than what it had approved earlier, while capital and operation and maintenance (O&M) costs were higher[50].

In Energy Production, overall, there has been a 12%[51] increase in total generation from April 2013, to April 2014[52], showing a positive trend in

48. Page 8, National Power Policy 2013
49. Page 11, National Power Policy 2013
50. NEPRA Notice of Hearing: Reconsidering the Request of Government of Pakistan regarding Upfront Tariffs for Coal Based Power Generation. (2014). Retrieved on Aril 10th, 2014. http://www.nepra.org.pk/Admission%20Notices/2014/03-March%202014/Upfront%20Tariff%20for%20Coal%20Islamabad.jpg
51. Authors' calculation, as seen in table above
52. Latest NEPRA data available

energy generation, with only a 3% increase in per unit cost of generation.

Table 12 gives a comparison of actual generation between the months April 2013 and April 2014:

Given the pre-existing regulatory and administrative structure of energy management in Pakistan, country's major energy projects have had the oversight of the Federal Government, with the 18th Amendment not affecting energy governance in Pakistan. A look at energy projects across the country, from AllaiKhwar and DuberKhwar in Khyber Pakhtunkhwa, to Quaid-e-Azam Solar Power Park in Cholistan, Punjab, to Guddu Thermal Power Plant extensions in Sindh to Uch-II in Balochistan, it seems that the Federal Government tried to vary its geographical spread of

Table 12: Comparison of Actual Generation of Energy between the months April 2013 & April 2014

	April 2013 Energy Generation in KwH	April 2014 Energy Generation in KwH	Percept Change
Hydel	1,872,611,480	1,892,687,655	1.07 %
Coal	0	15,714,000	100 %
HSD	109,174,627	133,315,737	22.11 %
F.O.	2,433,012,731	2,940,790,448	20.87 %
Gas	2,016,611,971	1,587,580,995	- 21.27 %
Nuclear	222,247,000	350,941,000	57.91 %
Import from Iran	29,042,370	37,439,601	28.91 %
Wind Power	416,000	18,637,000	4380.05 %
Mixed	97,406,705	84,725,985	-13.02 %
Total For The month	6,268,331,227.00	7,061,832,421	12.66 %

energy, and aimed to accommodate all provinces. It demonstrated this earlier in obtaining a national consensus on energy policy. However, the "National Power Policy 2013" contained numerous technical and strategic flaws that demonstrated a poor understanding of Pakistan's energy sector. This section aims to address the provincial spread of energy governance, through a broader analysis of the energy mix of Pakistan.

An analytical look at the numbers shows that Government of Pakistan has put the cheapest electricity power generation, hydropower, at the backburner. The nominal increases in hydropower were because of Allai Khwar and Duber Khwar projects. Allai Khwar, with a 121 MW capacity, has supplied 623 M KWh[53] to the national grid up to May 2014. Duber Khwar with an installed capacity of 130 MW has supplied up to 161 M KWh[54] by May 2014.

While in hydropower, World Bank approval was secured for the 4320 MW Dasu Dam under this Federal Government, it remains to be seen if the project will be able to be completed by the projected completion date of 2019. The foundation stone for the project was laid in a ceremony in late June 2013. In thermal power, the Nandipur power project stands as a prime example of inept decision-making by the office holders. The project was conceived during Musharraf's era at a price of USD 329 million. However, a massive increase of USD 244 million was incorporated in the balance sheets later, raising not only the project's price, but also the tariff by increasing the per megawatt generation cost.

Moreover, a comparatives study of Nandipur with Guddu power plant shows a stark difference in prices of the two plants even though both belong to the same category i.e. thermal. The 747 MW Guddu plant has a cost per MW of Rs. 80 million/MW, while the 425 MW Nandipur project has a cost per MW of Rs. 137 million/MW, as seen in table 13:

Table 13: A Comparative Study of Nandipur with Guddu Power Plants

	Estimated Cost (million rupees)	Capacity (MW)	Cost/MW
Guddu	59775.41	747	80.02
Nandipur	58416	425	137.44[55]

53. WAPDA, 2014
54. Ibid.
55. Authors' calculation, based on data from the State of Industry Report, 2013

Furthermore, there is a serious issue of inefficiency of the plant in case of Nandipur Project. In the era of exponential technological advancement, high efficiency rates are prerequisite for a fossil fuel based power plant. The acceptable rate for efficiency around the globe now stands at 60%, whereas the gross efficiency of Nandipur plant is only 45%. This percentage translates as an extra burden on the national exchequer in the form of increased fuel requirements for per unit generation of electricity.

The importance of efficiency was once again undermined when the rehabilitation of GENCOs was proposed under Empower Pakistan-Energy Policy Program. The project aimed at optimizing the performance through recapturing the lost capacity of thermal units. Even though the project ensures an increase of 1505 MW in capacity through rehabilitation and maintenance of core power plants, it promises a mere 2-3% efficiency increase. Furthermore, the addition to capacity expected from the rehabilitated plants still has to materialize as the project failed to meet its completion deadline of Dec 2013, and is still under process.

Similarly, on 25 April 2014 the 404MW Uch-II project, inaugurated by the Prime Minister, has not contributed a single unit to the existing capacity yet. Moreover, NTDC failed to lay the 125km[56] additional transmission line needed to absorb the full load of (about 990MW) Uch-I and Uch-II projects, located next to each other.

The Guddu Thermal Plant project, on the other hand, turned out to be technically and financially more feasible, with cost of the project within the permissible limits. The efficiency of the plant too is in accordance with the international standards. With a combined cycle efficiency of 56%, the plant is making economical use of available gas quota. However, the project was conceived during the last days of Musharraf regime. The incumbent government only expedited its inauguration.

The outlook seems dismal on the renewable energy front, as the Solar Power Plant at Quaid-e Azam Solar Park, recently inaugurated by Prime Minister Nawaz Sharif, expected to add 100MW to the national grid by December 2014, has an astronomical cost of generation at Rs.22.01/Kwh[57] tariff offer by NEPRA. Although the capacity is only 100 MW at present, at Rs. 22.02, it may create a greater burden on power tariffs payable by consumers.

56. "PM to Inaugurate 404MW Uch Power Project-II Today." - *Newspaper*. DAWN, 25 Apr. 2014. Web. 05 Aug. 2014.
57. NEPRA Matter of Upfront Tariff for Solar Power Plants(NEPRA, 2014) Matter of Upfront Tariff for Solar Power Plants.No.NEPRA/UTS-01/777-779.

Following its mandate, NEPRA is expected to calculate a commercially viable tariff. However, the tariff announced for solar projects shows the utter failure of the organization in doing its job of providing an affordable tariff. Table 13 shows the cost comparison of solar energy with that of other renewable and non-renewable resources. It is surprising to see that the government is willing to give out a tariff of Rs. 22.01/Kwh when clearly the country cannot afford such a costly energy mix in the current circumstances.

In the current circumstances, Pakistan is not in a position to support such expensive projects. If the Photovoltaic technology is to be added to the grid, it must be installed in the cities to reduce the transmission and distribution losses by shifting from ground mounted to rooftop installations. Instead of providing relief to the national exchequer and balancing out the high import costs of furnace oil, the solar power projects are going to drain the already teetering economy out of its resources.

Similarly, in the case of Wind Energy, the only project that has seen daylight under the current government is the 50 MW Wind Farm in Sindh by Metro Power Company in collaboration with International Finance Corporation, a sub-organization of the World Bank. The IFC is investing around US $25.8 million[58] in the project and it is expected to generate 140 GW hours of electricity every year. The other projects namely Three Gorges Wind Farm, Pakistan Wind Energy, and Foundation Wind Energy-I Ltd. & -II Ltd have yet not been completed.

The country has huge potential for the generation of energy from renewable resources. Pakistan can counter the ongoing energy crisis in a more viable manner if it makes use of the renewable energy resources. With a little investment in the alternative energy sector, the ongoing crisis can be mitigated in a more sustainable manner. By tapping the huge potential of geothermal energy, extraction of energy from the heat of the sun which is absorbed by the earth, and biogas, energy produced by chemical breakdown of organic matter.

Overall, energy production and management can be improved through the strengthening of regulatory bodies, in particular NEPRA in the power sector. Major energy projects must take the public into confidence through hearings, and process of awarding contracts must be transparent. As explained in earlier paragraphs, the Federal Government must revisit the National Power Policy 2013 and revise it to clearly define energy terms

58. Ifc.org

that determine targets, and create a far-sighted national action plan for energy efficiency and better governance, making key provisions for strengthening regulation. On a technical note, energy efficiency must be a tangible process in energy governance in Pakistan, with the efficiency of thermal power plants revisited to reduce the per unit fuel consumption for wise usage of limited supply.

While the Federal Government was the main actor in energy in 2014, provincial governments also showed a marked realization of energy needs of denizens. The Punjab Government dedicated Rs. 31 billion for coal power plants at six different sites in Punjab, with Rs. 17 billion allocated for Quaid-e-Azam solar park. However, the Punjab government failed to address the problem of affordability of electricity, since upfront tariff for coal and solar were high.

The Sindh Government allocated Rs. 20 billion for its energy sector, allocating Rs. 13.5 billion for the development of Thar Coal infrastructure. Pilot projects were also focused on such as solarisation of 350 off-grid schools in Nangarparkar and 100 off-grid houses in district Sanghar. Questions still remain on the quality of Thar Coal and its viability for power generation, which the Sindh Government did not address.

The Khyber Pakhtunkhwa Government allocated Rs. 3.05 billion for its energy sector, with a focus on renewable energy, particularly hydropower, given the potential of the province and hydroelectric profits. However, no significant energy reform was seen in this field.

The Balochistan Government allocated Rs. 3.23 billion for its energy sector. Particular focus was on a solar home system project of Rs. 1 billion to 300 villages. Energy development was paid attention to, however, actual impact has heretofore not been observed in the last fiscal year, and it is hoped that the new fiscal year will bring more progress.

Electricity Bills Collection

For the purposes of this analytical note, the data analysed was the units of electricity received, the units billed, and the units lost to determine the percentage loss of units. Utility bill collection all over the country showed improvement, having decreased losses from 15.5% in 2012-13 to 15.2% in 2013-14, indicating an improvement of0.3%. A quantitative analysis was conducted of units received and units billed, to calculate units lost throughout Pakistan.

Table 14: Geographical Spread of Distribution Companies in Pakistan

Province	Distribution Companies (DISCOs)	City
Punjab	LESCO	Lahore
Punjab	GEPCO	Gujranwala
Punjab	FESCO	Faisalabad
Punjab	IESCO	Islamabad
Punjab	MEPCO	Multan
KP	PESCO	Peshawar
Sindh	HESCO	Hyderabad
Sindh	SEPCO	Sukkhur
Balochistan	QESCO	Quetta

The Islamabad Electric Supply Company's core function is to supply, distribute and sell power (electricity) in the area from Attock to Jhelum and from the River Indus to River Neelum in Kashmir. Utility losses showed wide variations across different divisions. On one side there is, Gujar Khan, Talagang and Dhundial with the highest percentage line loss and within a year the change in line losses has remained almost stagnant. Pind Dadan Khan showed a percentage line loss of 3.2 % that decreased to 1.6% during 2013-2014. In Jhelum-l, the line losses accounted for the 13%, and decreased to 2% as the figure calculated in 2013-2014 is 11%. Chakwal line losses decreased, and accounted for 7.9% in 2013-14 whereas the figure was 9.6% in 2012-13. Tariqabad line losses were 12.7% in 2012-13 and decreased to 10.7% in 2013-14. Westridge line losses were 9.1% in 2012-13 and significantly decreased to 6.9% in 2013-14.Rawalpindi cantt line losses were 4.8% in 2012-13 and slightly decreased to the figure 3.1% in 2013-14.

But nothing can match the exceptional performance of Taxila and Islamabad-ll; they have shown a stark fall in line losses. Moreover, what has come as a shocker is Pindi Gheb, being an urban area it has approximately doubled in line losses in only over a year.

The Lahore Electric Supply Company (LESCO) governs electricity distribution and management within the Lahore region and surrounding areas. LESCO activity shows an overall relatively high loss in most of its divisions. And for nearly every division in LESCO's domain, there has been a slight decrease in percentage of electricity units lost from 2012-13 to 2013-14. None of the divisions experienced any notable fall in line loss. A highlight of LESCO would be Industrial Division, where line loss is roughly zero. But in 2013-14, the percentage line loss for Industrial Division has shown a marginal increase. It should not go unobserved, since few divisions have a line loss of -0.3% in 2013-2014 whereas the line losses of the same area was significantly low at -0.3% in 2012-2013. The concerned authorities must try to regain the lost level .Its levels must be maintained.

The Gujranwala Electric Power Company (GEPCO) operates in Gujranwala and adjoining districts of Hafizabad, Sialkot, Narowal, Gujrat and Mandi Bahauddin. GEPCO currently has 2,795,221 connections; the average monthly collection for the year 2013-14 is approximately 6261.20 million Rupees. Within GEPCO, Noshera Wirkan, Hafizabad, and Jalal Pur Bhattan, have the highest percentage of units lost of 15.6%, 12.4%, and 14.5%, respectively in 2013-14. Though in comparison to 2012-13, there is a slight decrease. For other divisions there has not been a remarkable change in transmission and distribution (T&D) losses over a year. Gujranwala-l, Phalia and Sialkot city – l and lll, have higher percentage line loss in 2013-14.

The Faisalabad Electric Supply Company (FESCO) distributes and supplies electricity to about 3.23 million customers within its territory. FESCO has some of the highest utilities lost, with Chiniot and Bhakkar topping the list. While Chiniot and Bhalwal have seen a fall in line loss from 2012-13 to 2013-14 of nearly 2%, for the rest of the divisions any change (rise or fall) in line loss, has been insignificant.

The Multan Electric Power Company is the largest Distribution Company of PEPCO, comprising 13 districts in South Punjab. Any change in line losses from 2012-13 to 2013-14 in the divisions of MEPCO were of negligible significance, with losses showing similar trends.

Government of Balochistan

Quetta Electric Supply Company (QESCO) was one of the Eight AEBs, which were constituted through amendments in WAPDA Act during 1981.QESCO is dealing with Power Supply System in the whole Baluchistan less District Lasbela. Divisions within the domain of QESCO have shown poor performance in terms of curbing line losses from 2012-13 to 2013-14. Apart from three cities Pishin where the line losses decreased in 2013-14 from 11.9% to 10.2% in 2012-13.In Qilla Saifullah decrease was from 18.4 % in 2012-13 to 15.5% in 2013-14, and Khuzdar observed the decrease of line losses from 16.6% in 2012-13 to 14.6% per cent in 2013-14. The nominal fall in line losses occurred only in abovementioned cities whereas, all other divisions have inflated line losses in comparison to previous year. Surprisingly, the percentage increase in the line losses was twofold in Naseerabad, which jumped from 28.4% in 2012-13 to 57.2 in 2013-14, just within a year.

Overall, the above data showed that there was a strong correlation between governance, law & order and security to the collection of bills in the country. Districts with a better law and order situation showed greater success in utility bills collection. 0.3% reduction of line losses goes to the credit of better energy governance in the country in 2013-14, as compared to 2012-13. However, after a thorough analysis of the geographical spread of utility losses, the Federal and Provincial Governments must move towards enhancing utility bill collection through strengthening governance mechanisms throughout the country, with a local accountability system.

Government of Khyber Pakhtunkhwa and FATA

The Peshawar Electric Supply Company (PESCO) provides service of power distribution to over 2.6 million consumers of all civil districts of Khyber Pakhtunkhwa, Pakistan. PESCO has failed to account for much change in line losses as most of the divisions show little change in line losses from 2012-13 to 2013-14. But what is worthy of attention here is PESCO has the highest level of percentage line loss in its divisions, with areas such as Bannu having as high as 60% line loss.

Similarly, the Tribal Electric Supply Company (TESCO) consists of seven agencies and FRs that are situated along Afghanistan boundary. The seven agencies are Kurram Agency, Orakzai Agency, Khyber Agency, North Waziristan Agency, South Waziristan Agency, Bajur Agency, Mohmand Agency and FRs are FR Peshawar, FR Kohat, FR Bannu, FR Lakki, FR Dera Ismail Khan, FR Tank.

TESCO managed to bring down line losses in three out of four of the divisions, where Fata Division Tank had a maximum decrease in line losses accounted for approximately fourfold decrease in the line losses figure 16.4 per cent in 2013-14 to 12.7 %.

Government of Sindh

The Hyderabad Electricity Supply Company Ltd. (HESCO) showed a decrease in line losses has been observed across nearly all of the divisions of HESCO from year 2012-13 to 2013-14. To maintain such consistency across all divisions is a great achievement, even if the decrease is minimal.

The SEPCO (Sukkur Electric Power Company) operates in Sukkur, Larkana and Dadu. Since Larkana Rural, and Mirpur Methelo are newly created divisions, utility loss data was unavailable. Mostly divisions across SEPCO have shown minor decrease in line losses from 2012-13 to 2013-14. Sadly, Khandhkot has gravely grown to figure of 34% in line losses during 2013-2014, from 26% of line losses in 2012-2013.

Performance of Regulatory Bodies

Dr. Tariq Hassan[59]

This assessment is limited to the extent that we do not have available data to assess the quality of governance with previous years, so we will focus on the current year i.e. 2013-2014 (June 2013 to June 2014, referred to as "**Year in Review**"). We have, however, made a general observation on this aspect in light of the major developments that have taken place during the Year in Review.

Methodology & Scope

From the standpoint of autonomy we have reviewed the activities of twenty-one (21) regulatory agencies during the year in review. These are categorized sector-wise for ease of reference:

i. Energy Sector: (1) Oil and Gas Regulatory Authority (OGRA), (2) National Electric Power Regulatory Authority (NEPRA), (3) Water and Power Regulatory Authority (WAPDA), (4) Alternate Energy Development Board (AEDB) and (5) Private Power and Infrastructure Board (PPIB).
ii. Media and Communication Sector: (6) Pakistan Electronic Media Regulatory Authority (PEMRA), (7) Pakistan Telecommunication Authority (PTA).
iii. Public Procurement: (8) Public Procurement Regulatory Authority (PPRA).
iv. Corporate: (9) Securities and Exchange Commission of Pakistan (SECP).
v. Trade and Development: (10) Trade and Development Authority of Pakistan (TDAP), (11) Export Processing Zones Authority (EPZA), and (12) Small and Medium Enterprise Development Authority (SMEDA).
vi. Trade Practices: (13) Competition Commission of Pakistan (CCP) and (14) Pakistan Standards Quality and Control Authority (PSQCA).
vii. Intellectual Property: (15) Intellectual Property Organization of Pakistan (IPOP).
viii. Privatization: (16) Privatization Commission (PC).
ix. Health: (17) Drug Regulatory Authority of Pakistan (DRAP).
x. Education: (18) Higher Education Commission (HEC) and (19)

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Pakistan Medical and Dental Council (PMDC).

xi. Environment: (20) Environment Protection Agency (EPA).

xii. Sport: (21) Pakistan Cricket Board (PCB).

This is by no means an exhaustive list. Our review is based on legislation, judgments of the superior courts of Pakistan as well as news reports and work of international agencies (e.g., Transparency International). Further, given the limitation of space (1000-1500 words), it is not possible to have an exhaustive discussion on each Regulatory Agency or the sector for the Year in Review.

Quality of Governance in Pakistan Context

Our assessment of the Regulatory Agencies during the Year in Review is influenced by the overwhelming interference of the Federal Government in appointment and selection of key executives in these Regulatory Agencies. Barring few instances, such as the Securities and Exchange Commission of Pakistan, Competition Commission of Pakistan, Small and Medium Enterprises Development, and Higher Education Commission, in a majority of cases, the bureaucracy dominates the Board and executive function in the Regulatory Agencies. In a majority of instances, serving bureaucrats hold 'dual', 'additional' or 'acting' positions in addition to their regular BPS position in various ministries and divisions of the Federal Government. This state of affairs is unsatisfactory for a variety of reasons and leads to paralysis of decision-making at the apex level. In a democratic government, the elected government has to rely on public bodies/Regulatory Agencies to implement their policies and discharge their mandate, and this essential object cannot be achieved if competent and meritorious professionals are not holding such public offices.

This is not the case for public sector companies (e.g., Pakistan Petroleum Limited, Oil & Gas Development Company Limited, Pakistan International Airlines, Pakistan Telecommunications Company Limited etc.). Going back some years, the government mostly appointed serving bureaucrats and executives of the concerned enterprise on the boards of these public sector companies. As time progressed, the government started to appoint people belonging to different walks of life to represent their shareholding on these boards. These people are mostly from the private corporate sector of Pakistan but also include other professionals. The idea is to bring a diverse group of people with business experience and other relevant backgrounds to team up with serving bureaucrats to govern these enterprises. This trend unfortunately does not seem to be reflected in the Regulatory Agencies that have been reviewed herein and most Board appointees and executive position (barring few exceptions) are held on ex-officio basis by serving bureaucrats and ministerial officials.

The trend needs to change if we are to ensure good governance in the public sector and avoid disastrous corruption and corruption related scandals that we have seen in recent years, such as, in the case of Oil and Gas Regulatory Authority, National Insurance Corporation, Trade Development Authority of Pakistan, Private Power and Infrastructure Board, Drug Regulatory Authority of Pakistan, Pakistan Medical and Dental Commission and Pakistan Cricket Board to name a few.

Major Developments

Public Sector Companies (Corporate Governance) Rules, 2013 (Rules)

The promulgation of the abovementioned Rules is a major development that has taken place during the last year. These Rules apply to all "Public Sector Companies", which term includes a company which is directly or indirectly controlled, beneficially owned or controlled by not less than 50% of the voting securities or voting power of which are held by the Government or any instrumentality or agency of the Government or a statutory body and includes public sector associations not for profit.

The Rules require that within 4 years of its promulgation, the board of directors of public sector companies shall in the majority comprise of independent directors with the chairman of the board as an independent director. Further, a comprehensive compliance regime has been prescribed by the Commission pursuant to the Rules, which is required to be reviewed and certified by external auditors of the public sector company so as to be objectively verified before its publication.
Whilst the above Rules apply to companies owned or controlled by Government or instrumentalities / agencies of Government, it does not apply to Regulatory Agencies, statutory bodies or statutory corporations set up or established by the Government. Nevertheless, we believe this to be a positive step towards transparency and accountability.

Federal Commission for Selection of Heads of Public Sector Organizations (Selection Commission)

The Selection Commission came into being as a result of Supreme Court of Pakistan's direction in the case of *Khawaja Muhammad Asif v. Federation of Pakistan* reported in 2013 SCMR 1205. In this case, the Supreme Court set out certain prerequisites for appointment of the heads of autonomous, semi-autonomous bodies, corporations and regulatory authorities. This criterion includes integrity, objectivity, accountability, openness, honesty and leadership. Further, the Supreme Court recommended the establishment of an independent commission for appointment of the heads of public and regulatory bodies.

As a result, the Selection Commission has been established as a secretariat of the Establishment Division and comprises of three independent members and is chaired by the Federal Tax Ombudsman. The Selection Commission will ensure that all appointments are made on merit and in a transparent manner. The selection process includes implementing a 'Code of Practice' for selection purposes, public appointment of 'Assessors' to chair selection panels, public reporting of compliance processes, investigating complaints about unfair appointments, monitoring compliance of the Code of Practice, auditing of appointments and issuing annual reports. According to news reports, the newly established Selection Commission is tasked with appointing 58 vacant positions in key public sector bodies, corporations and regulatory agencies.

Investment Friendliness

Dr. Hafiz Pasha[60]

The induction of a business-friendly government like the PML-N is likely to have an impact on the investment climate in the country. This is not withstanding the bad security situation due to terrorism and a bad law and order situation. The power load shedding and shortage of gas also deters investment.

The stock market has been the first to reflect the improvement in the investment climate. Share prices on average went up by almost 40% last year. This has attracted some portfolio investment from abroad of $130 million in the first eleven months of 2013-14, three times the level of year before.

However, due to the above-mentioned non-economic factors, foreign direct investment has remained shy. Currently, it is only one sixth of the peak level attained in the Musharraf period. The Government has proceeded to aggressively pursue investment from countries such as China and Turkey. The former has agreed to invest a large amount of $32 billion over the next five to seven years in the energy sector and other infrastructure projects in Pakistan.

The government has also taken some measures to attract domestic investors. In the Prime Minister's tax incentive package no questions will be asked from investors on sources of financing if the money is invested in projects before 2015. The Budget of 2014-2015 has offered a major reduction in the corporate tax rate from 33% to 20% for foreign investors.

The level of gross capital formation in 2013-14, as shown in table 16, shows no visible recovery yet. Overall investment in real terms has fallen from 12.8% to 12.2% of the GDP. Of particular concern is the large decline of investment in the manufacturing sector of 27%. Investors are yet to seize the opportunity for exporting more, resulting from the granting of GSP Plus status to Pakistan by the EU. It is surprising to note the decline of investment in power generation, despite agreement on many new projects. This may be due to the reluctance of investment in a sector plagued by mis-governance.

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Private investment, as a whole, has decreased by 2%. Public sector investment by corporations such as Water and Power Development Authority (WAPDA), National Transmission and Dispatch Company (NTDC), Oil and Gas Development Company (OGDC), etc., has fallen even further by over 12%. The only area of buoyancy is the federal and provincial Public Sector Development Programme (PSDP)/ Annual Development Programme (ADP).

Overall, while the new Government has vigorously pursued investment, both foreign and domestic, it has been seriously handicapped by the security situation and large infrastructure deficits. Unless these problems are taken care of it is unlikely that private investment will revive significantly. Recent developments like the commencement of war operations in North Waziristan and deterioration in the political environment will act to further deter investors.

Table 17 presents the Province-wise growth in bank advances between December 2012 and December 2013. The major decline is observed in Punjab, with a rise in the other Provinces, particularly in Sindh. This is a reflection of the crippling energy shortage in major industrial centres of Punjab, like Faisalabad. If this process is not reversed then there is a danger of a process of 'deindustrialization' in the large Province. The Government of Punjab has to move aggressively to change this trend. A significant move is the setting up of the Quaid e Azam Apparel Park in Sheikhupura, with dedicated power supplies and Chinese collaboration. Already, 33 Chinese companies have offered to setup units in the Park to primarily access the GSP plus status granted to Pakistan by the EU. In addition, a number of projects have been started to increase electricity generation in the province.

Table 18 highlights Pakistan's Global Competitiveness ranking, prepared by the World Economic Forum (WEF). It is significant that the low ranking of Pakistan of 133 out of 144 countries is also due to governance related factors.

At the Federal level, the areas where governance needs to be improved are bribery, favouritism, efficacy of corporate boards, and overall management of the economy. At the Provincial level, efforts have to be made to enforce property rights, reduce crime and violence and reliability of police services.

Table 15: Gross Capital Formation by Sector (At constant prices of 2005-06) (Rs. In Billion)

By Sector	2012-13	2014-15	Growth rate (%)
Agriculture	300.2	295.8	-1.5
Manufacturing	152.4	110.9	-27.2
Power Generation	52.3	47.5	9.2
Transport & Communications	138.3	131.3	-5.1
Housing	250.2	260.2	4.0
Private Services	122.6	129.5	5.6
Others	285.4	332.4	16.4

Table 16: Gross Capital Formation by Agency (At constant prices of 2005-06) (Rs. In Billion)

By Agency	2012-13	2014-15	Growth rate (%)
Private Sector	990.4	974.5	-1.6
Public Sector	106.2	93.7	-12.2
General Government	204.5	240	17.3
TOTAL	1301.4	1307.7	0.5
Gross Capital Formation as % of GDP	12.8	12.2	--

Source: Pakistan Economic Survey

Table 17: Province-wise Growth in Bank Advances
(Rs. In Billion)

	December 2012	June 2013	December 2013	Growth Rate (%)	
1	(1)	(2)	(3)	(1) to (3)	(2) to (3)
Punjab	1736.42	1715.7	1701.4	-2.0	-0.8
Sindh	1612.63	1616.7	1917.5	18.9	18.6
Khyber-Pakhtunkhwa	47.5	45.5	48.5	2.1	6.6
Balochistan	11.54	10.9	11.7	1.7	7.3
Pakistan	3688.55	3491.4	3915.8	6.2	12.2

Source: SBP, Statistical Bulletin, June 2014.

Table 18: the Global Competitiveness Index, 2013-2014: Pakistan's Ranking: 133 out Of 144 Countries

Federal Areas*	Provincial*
Bribes (120)	Property Rights (123)
Favouritism (130)	Bribes (120)
Costs of Terrorism (144) Efficacy of Corporate Boards (123)	Favouritism (130)
Quality of Electricity Supply (135)	Costs of Terrorism (144)
Mobile Phones Presence (125)	Costs of Crime & Violence (138)
Fiscal Balance (138)	Organized Crime (141)
National Savings (126)	Reliability of Police Services (135)
Rate of Inflation (136)	Infant Mortality (133)
Country Debt Rating (123)	Primary Educations Enrolment (137)
Tertiary Education Enrolment (121)	Secondary Education Enrolment (136)
Trade Tariffs (142)	Women in Labour force (144)
Prevalence of Foreign Ownership (121)	
Individuals Using Interest (126)	
Mobile Broadband Subscriptions (126)	
Exports as % of GDP (144)	

* Below ranking of 120
Source: World Economic Forum

Tax Collection

Mr. Abdullah Yusuf[61]

Importance of Quality if Governance for Resource Mobilization in Pakistan

Resources mobilization is most important for a sustainable economic growth of a country, and is only achievable through quality of governance. Resources Mobilization is referred to the generation of income and savings from domestic resources and their allocation to economically and socially productive investments. Nevertheless, the most efficient and effective way to enhance country's domestic resource mobilization effort is by developing its tax system. Pakistan could not develop such a system mainly due to agrarian nature of economy and lack of harmony at the national level. Similarly revenue mobilization largely depends on macro-economic stability and strengthening growth in the backdrop of peaceful law and order situation. Raising tax to GDP ratio significantly is critical in order to ensure fiscal sustainability and rebuilding resources which in turn can be used for much needed social and investment expenditures and the lowering of the fiscal deficit.

During 2008-2013, either at federal or at provincial levels, no concrete efforts were made to impose fiscal discipline, reduce inflation and induce economic growth. No strategy was devised to mitigate risks of falling foreign reserves and rising debt burden. According to latest estimates issued by International Monetary Fund (IMF), considering the size and magnitude of Pakistan's public debt, a high fiscal deficit is inevitable, as the country's total debt and liabilities have increased to almost 68.4%, of GDP in the fiscal year 2013-14, while debt alone stood around 65.3% of GDP during the same period. The IMF claims that fiscal deficit reached 8.2% of GDP in 2013-14, against failed original budgeted target. This reflects both revenue and expenditure slippages, including higher subsidies, (mainly to clear arrears in the power sector-the situation seem to be worsening in the current fiscal year 2014-15.)

Despite the increase in tax revenues in last decade, tax to GDP ratio remained narrow and varied between 8.5 to 9.5 per cent. Extensive changes have been observed over the last years as the share of direct taxes

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increased from 31% in 2005-06 to 39% 2013-14 whereas percentage of indirect taxes reduced from 69% to 60% over the same period. On the other hand share of Sale tax has slightly increased from 41 to 43 % from 2005-06 to 2013-14, while Custom duty has reduced from 28% to 20% and Excise duty also declined from 11 to 10% in the same period.

In current scenario government should focus on developing revenue mobilization strategy particularly through formulating an effective tax system in order to create fiscal space, but unfortunately our governments are continually being failed to achieve not only the targeted revenue

Table 19: Structure of Federal Tax Revenue
(Rs. Billion)

Year	Direct Taxes	Indirect Taxes	Total FBR	Tax Revenue as % of GDP		
2005-06	225	138	295	55	714	9.4
2006-07	334	132	309	72	847	9.2
2007-08	388	151	377	92	1008	9.5
2008-09	444	148	452	118	1161	8.8
2009-10	526	160	516	125	1327	8.9
2010-11	603	185	633	137	1558	8.5
2011-12	738	217	805	123	1883	9.4
2012-13	743	240	843	121	1946	8.7
2013-14	890	255	962	152	2259	8.7

Source: Federal Board of Revenue

amount but also the revised targeted collection. It has become a practice for FBR that their target is always unachievable. The Government had initially approved an annual revenue target of Rs. 2475 billion for 2013-14. However, the figure was revised by the government to Rs. 2345 trillion and now stands at Rs. 2275 billion. The last revision came before few weeks of fiscal year 2013-14. However, the government could not predict the revenue collection and missed the target by almost Rs17 billion. The Rs. 2259 billion collections were Rs312 billion or 16% higher than the collection made in the previous fiscal year.

There are some common perceptions that the Four Provincial governments combined are small as compared to Federal government whereas big increase in expenditure has been shown after 7th NFC Award. Provincial governments are indeed very small on the revenue side and generate only 7% of the national tax and non-tax revenues whereas the expenditure account for 42% of the total public service- related expenditure.

This expansion in the size and role of the Provincial governments has been facilitated after 7th National Finance Commission (NFC) Award and the 18th Amendment. During 2013-14, the four provincial governments combined execution is almost Rs 479 billion as compared to Rs 425 billion by the Federal government.

In 2013-14, provincial tax revenues have increased by as much as 29%, albeit from a small base. Almost 60% of the increase is in the sales tax on services which was transferred to the Provincial governments in the 18th Amendment, The corresponding growth rate for Federal taxes in 2013-14 is substantially less at 16% which show that the Provincial governments have demonstrated more vigorous fiscal effort in recent years. Since 2009-10 the Provincial tax to GDP ratio has increased from 0.4% to over 0.8% of the GDP in 2013-14 whereas the Federal tax-to-GDP ratio has actually fallen by 0.2% of the GDP in the corresponding period. The failure to raise the national tax-to-GDP ratio lies more with the Federal government. Therefore, the perception that Provinces have slackened their fiscal effort is being rejected.

In 2013-14, the four governments' combined the growth rate was at 7%. The highest growth rate of 14% was observed in the case of Khyber Pakhtunkhwa, followed by 8% in Sindh, 6% in Punjab and hardly any growth at all in Balochistan. All this information shows that current expenditure of the provincial governments has grown faster than their federal counterpart. Similarly the level and growth in development expenditure, the Provincial governments have now become larger than the Federal government, as highlighted above. There has been a rapid growth in provincial ADPs. Despite a 6% shortfall in federal transfers, the four Provincial governments have shown a high growth in development spending of 18% in 2013-14. The fastest growth is in Punjab of 21%, followed by 19% in Khyber-Pakhtunkhwa, 18% in Sindh and a decline of 3% in Balochistan. The corresponding growth rate of the Federal PSDP is half, at 9%. Provincial governments now account for 53% of total development expenditure.

All four Governments have improved their fiscal position in 2013-14, as measured by the size of the fiscal surplus or deficit. Two provinces, viz., Punjab and Sindh, have transformed a deficit in 2012-13 to a surplus in 2013-14. Balochistan has a larger surplus this year, while Khyber Pakhtunkhwa remains the only Province with a deficit.

Overall, the combined fiscal position of the four Provincial Governments in 2013-14 is a surplus of Rs. 34 billion. This is, however, much less than the surplus of Rs. 183 billion assumed by the Federal Government in the computation of the consolidated fiscal deficit in 2013-14. Consequently, the consolidated deficit is higher at 6.4% of GDP, as compared to the announced deficit. Provinces are now putting in significant fiscal effort, playing a major role in development activities in the country and managing their budgets without generating large deficits. Many of the perceptions about provincial governments appear to be somewhat misplaced.

In conclusion the performance of federal revenue department is comparatively weak; unfortunately Pakistan's tax system has not been stabilized from historical perspective. Pakistan has one of the world's lowest tax ratios, stemming from five main weaknesses:

- Complexity
- Narrow tax base
- Low compliance
- Inefficient tax administration
- Low and declining provincial tax revenues

Complexity provides scope for discretion and corruption. A narrow tax base and low compliance are the outcomes of inequitable exemptions and preferential treatments, low tax registration or filing, and massive tax evasion by potential taxpayers that prefer to stay informal. Provincial taxation is low and declining further. For its part, nontax revenue is also declining. Lack of governance in the systematization and automation of the system has created taxation a biggest problem.

As the role of taxation is very important in economic growth and development of a country, so in Pakistan taxation in the development strategy has to be viewed in the background of the functions which a taxation system performs. Its main functions in relation to economic development are as follows.

Pakistan's Economy: Fiscal deficit remains the main challenge, where the government first needs to focus on losses of the public sector entities. The second way to reduce the fiscal deficit is through resource mobilization. The tax gap, which is the difference between the total amount the government should be collecting after strictly enforcing all the related laws and regulations in the economy and what is actually being collected, is around 79 per cent. Meeting this gap requires widening the taxpayer base, which is less than one per cent of the total population. Documenting the economy to enhance this base will not happen overnight. In such situations, the way forward lies in system automation efforts as is adopted elsewhere in the world.

The system automation will bring efficiency and transparency as there will be no human corroboration or interference. This needs maintaining a data warehouse of all the economic activities through a person's CNIC, which will then move on to data mining mode. Another initiative now being implemented in many countries is that bank transactions are being made while connected to the system of tax authorities without any human intervention of the tax officials themselves. To this end, Turkey is a successful model that Pakistan should follow as they have more-than-doubled their tax to GDP ratio in the last 10 years to 32.5 per cent today. And it was nice to see the government signs a MoU with the Turkish government to co-ordinate the two countries' tax departments, so that Pakistan can learn from them. But as yet, there hasn't been any significant progress on that front. The second aspect is that of tax policy, which has to be equitable across the board. Here, the exceptions and exemptions cannot continue; and sectors like agriculture and services that contribute heavily towards the GDP should be policed to be included in the tax regime.

Efforts for systematization and automation will face two challenges; the first one concerns the urban population where under section 111-4 of the Income Tax Ordinance; all remittances are accepted and are not taxable. The government will have to come up with a policy that monitors the authenticity of remittances. This is because under the current system, if you nail an alleged tax evader, he will say this is actually a remittance I received from outside. The second problem is concerned with the rural population where agricultural income might come up as an excuse for non-payment or for not filing the tax returns. In this case, the agricultural income must be brought under the tax ambit.

Meanwhile the systematization at Federal level should interface with the provincial authorities in the revenue departments to build some kind of information liaison. On that note, the provincial government needs to centralize their different revenue boards to make electronic interfacing with the Federal Board easier.

Management of Inflation

Dr. Hafiz Pasha[62]

The management of inflation is one of the key indicators of the performance of a Government. At the time when the PML-N assumed powers in June 2013, the year-to-year inflation rate in the Consumer Price Index (CPI) was down to just over 5%. The PPP Government had deferred increases in administered prices (like fuel and energy) and the Caretaker Government had largely maintained the status quo prior to the elections.

Soon after the takeover, the rate of inflation started rising rapidly, from 5.9% in June 2013 to 10.9% by November. Why did this upsurge take place in prices?

A number of factors contributed to the sharp acceleration in the rate of inflation, as follows:

i. Under the newly signed IMF program, the Government had to implement a massive increase in power tariffs in August 2013 of up to 74% for industrial and commercial consumers. This was followed in October 2013 by a big jump in domestic power tariffs, with the exception of life-line consumers (up to 200Kwh per month)
ii. In the Budget of 2013-14, an ambitious increase of 27% was targeted for in FBR revenues. This necessitated an increase in the standard tax rate of General Sales Tax from 16% to 17%, and other measures, with direct impact on prices.
iii. The rupee started depreciating rapidly, with the decline if foreign exchange reserves. By December 2013, it had fallen to almost Rs. 1.0 per $. This implied increase in prices of imports, especially petroleum products.
iv. The production of 'minor crops' has been neglected for years. This includes vegetables, pulses, oil seeds, fruits and fodder. In 2013-14, the production of these crops has fallen by 3.5%. Consequently, there has been a flare up in the price of tomatoes, followed by a big jump in prices of potatoes and onions.
v. The Government went in for high levels of borrowing from the SBP which peaked at over Rs. 800 billion. This tantamount to the printing of money.

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Since November 2013, the rate of inflation (in CPI) has fallen by over 2.5 percentage points to 8.3% in May 2014. The annual rate of inflation is projected at about 8.5% in 2013-14, as compared to 7.4% in 2012-13.

The recent moderation in inflation is due, first, the sharp appreciation of the rupee in March 2014; second, there has consequently been some reduction in administered prices of electricity and POL products; third, SBP borrowings have been brought down to very low levels and, fourth, the procurement price of wheat was not raised.

The Government projects the rate of inflation at 8% in 2014-15. This is still high in relation to the rate of inflation in most developing countries.

Overall, I would be inclined to give an AVERAGE rating to the Federal Government on management of inflation. As far as the role of Provincial Governments is concerned, their primary role is to administer price controls in markets. Their success will be assessed in the next few weeks, during Ramadan, in the observation of how they prevent a big upsurge in prices of basic food items from taking place.

Table 20: Annual Rate of Inflation, 2009-2010 to 2013-2014
% Change in Consumer Price Index

	Overall	Food Prices	Non-Food Prices
2009-10	10.1	12.9	8.3
2010-11	13.7	18.0	10.7
2011-12	11.0	11.0	11.0
2012-13	7.4	7.1	7.5
2013-14	8.7	9.2	8.3
July to May	(8.5)*	--	--

*projection for 2013-14
Source: SBP, Economic Data

Table 21: Monthly Rate of Inflation in 2012-2013 and 2013-2014

	2012-13 (1)	2013-14 (2)	(%) Difference (2) – (1)
July	9.6	8.3	-1.3
August	9.1	8.5	-0.6
September	8.4	7.4	-1.0
October	7.7	9.1	1.4
November	6.9	10.9	4.0
December	7.9	9.2	1.3
January	8.1	7.9	-0.2
February	7.4	7.9	0.5
March	8.1	8.5	0.4
April	7.4	9.2	1.8
May	5.1	8.3	3.2
June	5.9	--	--

Source: SBP, Statistical Bulletin

Management of Unemployment[63]

Federal Government

Six different programmes were initiated under the Prime Minister of Pakistan Youth Development Programme as announced in September 2013.

Interest Free Loan Scheme

The eligible candidate to get loan up to Rs 50,000 under this scheme will be vulnerable rural and urban poor youth. Provision of Rs. 3.5 billon was maintained and the money is to be distributed from the Pakistan Poverty Alleviation Fund (PPAF).

Business Loans Scheme

The mandate of this scheme is to address the issue of unemployment in the young population between age group 21–45 years and aims to provide subsidized loans to 100,000 beneficiaries through National Bank of Pakistan and First Women Bank Limited. The maximum limit of the loan will be Rs. 2 million with 50 per cent reserved quota for women and 5 per cent for Shaheeds, Widows and Disabled persons. The scheme will be applicable to Punjab, Sindh, KP, Balochistan AJK Gilgit-Baltistan and FATA.

Youth Skill Development Scheme

The targeted 25000 youth will be provided professional and trade training in demand driven trade and businesses through NAVTTC with an allocation of Rs. 800 million. The FATA trainees will be provided a stipend of Rs. 2,000 to 3,000.

Youth Training Scheme

Under this scheme 50,000 selected interns will be trained for 12 months with a monthly stipend of Rs. 10,000. A sum of Rs. 4 billion was placed in the budget of 2013-14. The eligible candidates for this scheme will be candidate with 16 years of education from Higher Education Commission HEC recognized universities.

63. The author chooses not to be named.

National Vocational and Technical Training Commission (NAVTTC)

The commission annexes high priority for professional and technical training. From July 2013 to March 2014 the commission has trained 6677 young students and 2,687 trainers under President's Fanni Maharat Programme and Prime Minister's Hunarmand Pakistan Programme collectively.

Government of Balochistan

500 children below the age of 14 and even 8 in some cases are working as mine workers in Loralai district of Balochistan as identified in ILO survey[64] and 3.3 million children are engaged in child labour. In the budget 2013-14, provision of 4,493 new jobs creations for youth was maintained.

Government of Khyber Pakhtunkhwa

The KP Government announced its clear-cut agenda to reduce poverty by half in next three years through well-targeted policies and interventions.

A Youth Information Technology Training programme with an amount of Rs. 50 billion is being started with a provision of development of three IT centre of excellence.[65] Budget 2014-15 set the target to provide training to 1,400 young students. Additionally an amount of Rs. 2.2 billion for professional and technical trainings has been placed. A programme of a monthly stipend of Rs. 2,000 to unemployed youth of the province will be started during 2014-15. Ranrra Solar Energy Initiative Loan is a scheme to provide loan up to Rs 30 million at 7 per cent mark up to the resident of KP to establish employment-oriented business. An amount of Rs. 300 million was budgeted for the scheme.

To provide employment opportunities for the youth of KP, number of initiatives was taken by the KP government which included provision of a stipend of Rs. 2,000 for students who obtained a Masters Degree in 2013-14 and if he/she is jobless, a sum of Rs. 500 million has been placed for this purpose.

The Government of KP, in collaboration with Bank of Khyber (BoK), has initiated “Khud Kafalat Scheme' (Self–Employment) with an initial endowment of Rs. 2 billion aims to provide interest free business loans from Rs. 50,000 to Rs. 200,000 to young entrepreneurs.[66] A Madrasa

64. The Express Tribune 4 November 2013
65. 2014-15 Budget speech of Provincial Finance Minister Siraj ul Haq
66. The Express Tribune, February 14th, 2014

interest free Micro Finance credit scheme with a limit of Rs. 25,000 to 50,000 extended to Madaris in 12 backward districts and a sum of Rs. 1 billion was allocated for the same.

Government of the Punjab

In 2013-14, Rs. 3 billion disbursed for the Self Rozgar scheme and for budget 2014-15 Rs 2 billion has been placed for the same scheme. To date more than 1 million of women have taken loans from Self Rozgar Scheme and Government of Punjab aims to empower women economically. It is estimated that in 2014-15 the women beneficiaries of the scheme will be 42 per cent of the total, approximately.

A student internship programme was launched by the Provincial Government to train fresh graduates and a stipend of Rs. 10,000 was provided to each, for the budget 2014-15 a sum of Rs.1.5 billion has been placed. The government aims to provide 50 per cent representation to women graduates in this programme.

The Provincial Government fixed the minimum wage to Rs. 10,000 and a provision of 1,000 posts in the lower judiciary was announced and a provision of Rs. 1.70 billion has been maintained in the budget 2014-15

The solid waste management was successfully implemented in Lahore, now the same project will be implemented in Faisalabad, Gujranwala, Sialkot, Rawalpindi, Multan and Bahawalpur estimated to create employment for poor workers.

Quaid-e-Azam Garments zone near Shaikhpura is at an advanced stage of construction land allotment has been finalized, the estimated project cost is Rs 3 billion, which is expected to create thousands of jobs in the garments sector. Furthermore, a Chinese firm has invested $ 2 billion in the Faisalabad Industrial Estate, which is expected to create 35,000 new employment opportunities.

Moreover, the Finance Minister of Punjab announced the creation of provision of 50,000 yellow cabs with budgeted allocation of Rs. 25 billion.

Government of Sindh

The Sindh Board of Investment (SBI), in collaboration with Institute of Business Administration Karachi and Sukkur, has successfully launched an Entrepreneurship Development Programme (EDP) to train the youth of Sindh so that they can initiate their own business and generate jobs as multiplier effects so as to reduce pressure on the provincial exchequer to create new jobs every year. The programme has successfully trained 4 batches of 75 students each and now the trained youth is in field running their own enterprises with the support of Government of Sindh.

The SBI has initiated the "Revival of Sick Industrial Units" scheme in rural areas of Sindh. The scheme is meant to focus on the revival of labour intensive sick industrial units in rural Sindh to spur economic growth through valued added and to create employment opportunities in Sindh with the objective of restricting pressure on labour migration to the urban areas of Sindh. As per PC–1 approved by the Planning and Development Department on September 26, 2013, the Sindh Bank Limited (SBL) is the executing agency for this scheme. Rupees 1,718.10 million out of 2,000 million has been disbursed to for the revival of thirteen sick industrial units.

The Sindh Enterprise Development (SEDF) initiated a Balancing Modernization and Rehabilitation (BMR) of rice husking mills in Sindh, not only to upgrade the rice husking technology and machinery but also to inject fresh capital to create new job opportunities. SEDF also provides an interest rate subsidy to the agri-entrepreneurs aimed to establish an agriculture value added process in Sindh from loans obtained from banks nominated in the policy.

Rupees 48.63 billion were allocated for law and order, the second largest sector after education and 10,000 jobs were created in the Police department. The budget 2013-14 planned a provision for 150,000 jobs in next five years 2013-18 in Police, Education, Health and Agriculture department. To promote vocational trainings an amount of rupees 785.710 million was allocated to the Sindh Technical Education and Vocational Training Authority (STEVTA).

Waseela-e-Haq Sindh initiative is a programme based on interest free loans to families to support the cottage industry, small and medium enterprise and to date 34,000 families are beneficiaries of this programme. The Chief Minister Sindh claimed that 40,000 new jobs will be created in the budget of 2014-15 and minimum wage will be increased to Rs 11,000.[67]

The Benazir Bhutto Shaheed Human Resource Research and

67. 2014-15 Budget speech of Chief Minister Sindh Syed Qaim Ali Shah

Development Board Bill, 2013 has been passed by the Provincial Assembly with a mandate to develop human resource by providing them range of technical activities and to develop employment-based training courses including soft skills package of communication to equip youth of Sindh for highly competitive job market.

Development Programme

Dr. Hafiz Pasha[68]

The size, growth and sectoral composition of the PSDP/ADP of the Federal and the four Provincial Governments is given in Table 22.

Federal Government

In the Budget of 2013- 2014, the federal PSDP was proposed at the level of Rs. 540 billion. During the year the PSDP has been cut back to Rs. 425 billion, to achieve the fiscal deficit target agreed with the IMF. Therefore, the execution rate of the budgeted PSDP is 78.7%, with a growth rate of 9.4% over the level of PSDP executed in 2012-13.

The Federal PSDP is relatively small at Rs. 2335 per capita. Bulk of it is devoted to infrastructure like water and power and highways. The size of next years' PSDP has been set at Rs. 525 billion. If fully executed, this will represent a growth of 23.5%.

Government of Balochistan

Despite a favourable National Finance Commission (NFC) Award, the per capita ADP of Balochistan is lower than that KP. Also, there has been a decline in the size of the ADP executed in 2013-14 of 3% in relation to 2012-13. Almost 47% of the ADP is devoted to infrastructure. A growth of 37.1% has been targeted for the size of ADP in 2014-15.

Based on the above evidence, in the area of the development programme, I am inclined to rank first KP, followed by Punjab, Sindh and Balochistan.

Government of Khyber Pakhtunkhwa

The KP Government has the largest ADP per capita of Rs. 4144. It also has the highest execution rate of almost 89% in 2013-14, with a high growth rate of over 19%. Like other Provinces, the highest sectoral priority is for infrastructure. The KP government plans to raise the ADP next year by one-third.

Government of the Punjab

The Punjab ADP was initially fixed at Rs. 290 billion, which is likely to be

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executed to the extent of 77%. As such, the growth rate of development expenditure is 20.6%. The level of ADP per capita is the lowest among the four Provinces at less than Rs. 2200 per capita. Infrastructure (roads, mass transit, and energy) will take up 43% of the ADP in 2014-15. The decision to execute a big Metro Transit in Lahore (The Orange Line) at the cost of US $1.6billion has been criticized.

Table 22: Level and Development Priorities by Province

	2013-14 Provincial				
	Punjab	Sindh	KP	Balochistan	Federal
Level of ADP (Budgeted)(Billion RS.)	290.0	185.0	118.0	39.9	540.0
Level of ADP (Executed) (Billion Rs.)	224.1	115.0	104.9	35.0	425.0
% Execution	77.2	62.2	88.9	87.7	78.7
Growth Rate of ADP (executed %)	20.6	17.9	19.1	-3.0	9.4
ADP (executed) per Capita (Rs.)	2197	2553	4144	3604	2335
% of ADP on 2014-15					
Social Sectors	34.6	24.3	28.0	26.0	9.6
Infrastructure	43.0	27.9	37.0	47.0	59.7
Productive Sectors	7.6	5.7	3.0	11.0	0.6
Others	14.8	42.1	32.0	16.0	30.1
Growth Rate Targeted for ADP in 2014-15	53.9	46.0	33.3	37.1	23.5

Source: White Paper and Annual Budget Statements, 2013-14 and 2014-15, each Provincial Government

Government of Sindh

The original size of the ADP for 2013-14 was Rs. 185 billion, but the execution rate has been the lowest at only 62.2%. However, in relation to 2012-13, a fairly high growth rate of 17.9% has been achieved. The level of per capita development spending is Rs. 2553, below both KP and Balochistan.

The Sindh ADP is more diversified and covers a wide array of sectors. The largest sectoral allocation is for infrastructure at almost 28%. Other sectors (production activities, social protection, regional development, etc.) receive the largest combined allocation. An ambition growth rate of 46% is targeted for 2014-15.

Devolution of Powers to the Lower Tiers[69]

Federal Government

Local government has now become the privilege and responsibility of the four Provincial Governments, and the Federal Government is supposed to play a limited role.

On account of devolution of powers to the local governments, the Balochistan government was proactive and took the lead to hold local government elections. However, a few legislative developments could be observed by the Federal and other three Provincial Governments.

The Election Commission of Pakistan issued a code of conduct for Local Government Elections on November 1, 2013 vide notification No. F5 (1)/2013L-G-E. Further, the Election Commission of Pakistan issued its Second Five Year Strategic Plan 2014–18 which emphasized need for a comprehensive agenda for Local Government Elections and suggested important milestones to reform Local Government elections including transparency, capacity building etc.

Table 23: Party Position in Balochistan Local Government Election 2013[70]

Party	Seats
National Party	234
Pakistan Muslim League–N	144
Pakhtunkhwa Milli Awami	122
Balochistan National Party	68
Balochistan National Party Awami	62
Jamiat Ulema-e-Islam Fazlur Rehman	31

Source: Daily Dunya News Islamabad December 20, 2013

69. The author chooses not to be named
70. All data, facts and figures have been obtained from federal and provincial budget speeches, budget documents, annual development plans, statements of revenues and expenditures, explanatory memorandum to the budgets, Pakistan Economic Survey and newspapers where mentioned

Government of Balochistan

Local Government election for 32 District Councils, 635 Union Councils, 1 Metropolitan (Quetta city) 4 Municipal corporations (Pishin, Killa Abdullah, Khuzdar and Kech) 53 Municipal Committees in Balochistan were held on December 7, 2013, it is the only Provincial Government which showed promising commitment towards the local government election.

Post elections there were just on legislative development i.e. The Balochistan Local Government (Amendment) Act, 2014 to amend the local government law.

Government of Khyber Pakhtunkhwa

The Khyber Pakhtunkhwa Local Government Act, 2013 assented by the Governor and now it's been extended to the 7 districts of Malakand Division. Village will be the basic unit of operations in the new Local Government system. Under the prerogative of new local government legislation community driven local government programme for Malakand will be started.[71]

Local Government, Elections and Rural Development Department notified Local Councils (Conduct of Elections) Rules, 2013 vide notification No.PDA(LGE&RDD)5-1/Rules/2013 on December 17, 2013.

Government of the Punjab

The Punjab Assembly passed “The Punjab Local Government Act 2013” on August 23, 2013 with the Punjab Gazette Notification No. PAP-Legis-2 (03)/213/932.

The Government of Punjab has earmarked an allocation in provincial budget of 2014–15 amounting to Rs. 3.5 billion for the purpose of local Government Elections in Punjab.

Government of Sindh

The Sindh Assembly passed the Sindh Local Government (Second

71. 2014-15 Budget speech of Provincial Finance Minister Siraj ul Haq

Amendment) Ordinance, 2013 on November 25, 2013 and Sindh Local Government (Third Amendment) Ordinance, 2013 on December 13, 2013.

In spite of lack of proper local government system, the grants and special packages are still being granted which are given in Table 24.[72]

Table 24: Grants and Special Packages, Government of Sindh

Development Package	Rupees in million
Hyderabad Development Package	409.02
Shaheed Benazirabad Package	1,690.00
Larkana Package	1,040.00
Karachi Metropolitan Corporation Package	2,590.00
Lyari Package	599.5100
Sukkur Package	435.00
Mirpurkhas Package	382.348

72. 2013-14 Budget Speech of Provincial Finance Minister Murad Ail Shah

Water Resources Development and Management

***Mr. Shamsul Mulk and Dr. Zaighum Habib*[73]**

The governance of a particular sector or management process involves multiple systems, institutions and actions of the public sector and stakeholders. In case of natural resources, the quality of governance must be linked with sustainability, protection, allocation and economically beneficial utilization of sources, and, institutional capacity to plan, develop and regulate for efficient use and stakeholder's satisfaction. Another important dimension of the quality of governance is linked with the defined legal responsibilities of the institutions. It determines if the gaps are in the performance of operating institutes or at the higher level like policy and legal framework.

It should be noted that a unanimous definition of governance does not exist. Three definitions of governance are given below that show how it is perceived in different contexts.

The Global Water Partnership advocates IWRM and defines water governance as:

"Water governance refers to the range of political, social, economic and administrative systems that are in place to develop and manage water resources, and the delivery of water services, at different levels of society (Global Water Partnership 2001)."

The Asian Development Bank's definition of Water Governance is the definition of a donor, identifying a range of features required for the good governance.

"When we look at ADB policies and the capacity building initiatives ADB supports in its developing member countries, we find four common traits or features of governance. First, we must have institutions that cut across different agencies dealing with water but must have multi-stakeholder linkages to guard against major gaps or overlaps in policy, planning and funding.

The second feature of water governance is the set of policies, laws and regulations that literally govern the sector. Reforms too are required.

73. Mr. Shamsul Mulk is Former Caretaker Chief Minister. He has also served as Former Chairman Water and Power Development Authority (WAPDA). Dr. Zaighum Habib is Consultant for Water Resources and Environment.

ADB's own water policy which took several years to craft recognizes water as both an economic and social good that must be governed accordingly.

The third feature of water governance is management and budgetary practices to deliver services. Creativity and flexibility are necessary to design tariff structures that will balance affordability and sustainability.

And lastly, strong reporting and monitoring would involve a citizen's report card or customer service units or annual corporate reports, even by public utilities. These measures increase transparency and accountability, and they should be seen as an opportunity to improve both your services and your credibility."

Governance Perceived in the System

Recently, the strategic public documents (like annual budgets) and stakeholders within the system have started using the term, mostly in the context of monitoring and evaluation, and sometimes in terms of service delivery.

Federal Government

In the light of above definitions, Governance of water resources development and management at the national level can be evaluated against its performance in four major groups based on nature of the issues. A number of studies have identified most of these problems, including two recent studies by the donors:

i. the Water Economy Running Dry World bank 2005
ii. ii) Friends of Democratic Pakistan 2012

Water Institutes and their supporting/conflicting roles

At the federal level the public institutes involved in water resources related policies, strategies, planning, development decision-making and monitoring have grown over the time. With the number of institutes and growing role of each institute, an overlap and conflict of interest could not be avoided. After the 18th Amendment, all major water use sectors (Irrigation, water supply and sanitation, environment and other local uses) fully belong to the Provincial Governments. The Federal institutes have an overlap of roles among themselves and with the provincial institutes:

i. Management and development of the main river resources before the water is handed over to the provinces. The task needs strong interaction and agreement of provinces for the main system development like the large reservoirs, large-scale urban supplies, and environmental flows. Mainly WAPDA is responsible for this type of development under the umbrella of Ministry of Water & Power.
ii. Transparent monitoring of the water data for water distribution and annual water accounts. The provincial irrigation departments (PIDs) are the operational partners of WAPDA, as the actual operators and monitors of the rivers diversions to canals. WAPDA operates reservoirs.
iii. The Indus River System Authority represents four provinces for a clear task of provincial negotiation on water shares. IRSA has to use data generated by WAPDA and PIDS. Conflict between WAPDA & IRSA (or PIDs) about the data and monitoring rights emerges from time to time.
iv. Who is responsible for the public sector Water Policy and Planning? The Federal Planning Commission, MW&P and WAPDA have had shift of roles and further conflicting overlap with provinces. The donors play a major role for bringing one of the institutes at the forefront through international NGOs. However, the influencing stakeholders also shift.
v. Most of the public research institutes are "national", with a decreasing feedback from the real implementers.

It can be concluded that the roles and linkages of the federal public sector institutes are not conducive for the good governance.

Policy and Regulation

In the post 1991 era (the year Water Apportionment Accord WAA was signed among the Provinces) water sector of Pakistan has been struggling to address three major policy issues at the strategic level, but, without a breakthrough:

i. Development of large reservoirs and hydropower projects
ii. A National Water Policy agreed by all provinces, and
iii. Financial self-sufficiency of the irrigation and water supply services

The first two issues could not be resolved because of Provincial disagreement and institutional disharmony. The huge nation-wide power crises energized the efforts to reach a minimum agreement among the key stakeholders on these issues. The efforts have continued during the last 2 years to start new hydropower projects and to get the National Water Policy approved. The 3rd issue is linked with increase in water revenue, which is consistently opposed by the big landlords and the policy makers. The long-awaited practical output in these key areas remained unachieved.

The present Government has given emphasis to the small hydropower projects, along with renewed efforts to resolve energy crises. Hopes can be pinned in the next phase of the provincial dialogue. Apparently some progress is being made on the right direction.

The imbalance between investments, subsidies and cost of services on the one side and the direct and indirect taxes on the other is a big challenge for the Federal and provincial Governments. Apparently, lack of enthusiasm on the part of public sector institutes (especially legislative and judicial institutes) is consistent"!

Major Development Projects

The donor-supported projects have been launched by the Federal and Provincial Governments in three areas. These projects undertaken during the last 10 years are expected to continue for the next 5 years. The focus on the social and environment issues has increased. A visible increase in involvement of international and national NGOs can be noticed at the Federal levels. There is no change in the basic development approach during the last 3 years (see Annexure Federal-1 Guidelines). Focus remained on:

i. Asset management and improvement of irrigation infrastructure, drainage and flood protection infrastructure,
ii. Drinking and urban water supply schemes at the local level,
iii. Small dams, mostly planned by the provinces with the help of donors and funded from the federal funds or foreign aid,
iv. Involvement of stakeholders and civil society at the various levels.

Most of the asset management/sustainability works have been carried out at the provincial levels. The major source of funding is the Foreign Aid, mostly WISP project of the World Bank. The sector has been able to focus on the deprived areas and involvement of various stakeholders. The Federal Government and ECNEC has played constructive role by facilitating the provinces from the indivisible-fund.

A positive step taken during 2013-14 is to give a priority to the on-going projects

However, there are two weak areas, needing to be addressed as a part of existing development initiatives.

i. The irrigation and water supply systems are visibly shifting from a self sustained O/M (operations and maintenance) to the foreign funded special maintenance programs. The current huge funding will required to be repeated over few years.
ii. The sustainability and economic feasibility of the small schemes is normally ignored, checked on mild criteria. The current huge funding of "the small schemes" needs to follow proper rules and criteria.

Monitoring and Evaluation

A regular monitoring and evaluation structure of the public sector has withered apart during the last 30 years, without replacement or the alternate systems. Though there are more comprehensive studies about the performance indicators, time lines and more regulation in some of areas like environment, the build-in mechanisms and outcomes are not promising.

Though positively projected, increasing participation of the private sector national companies in water development and supply schemes may potentially impair capacity of the public sector institutes.

Research and Knowledge

With the passage of time, quantity and quality of relevant research has declined. The capacity of research institutes and availability of technology is better today, but the relevance and comparative quality of the research has declined.

New Challenges

Despite a broader acknowledgement of the issues, actual performance remains lacklustre about three fast emerging challenges. There is a need to invest more to understand, make long-term strategies and take appropriate action to protect the water sector from increasing climate uncertainties, new regional conflicts and increasing wide ranging water stress.

i. The climate change has had an impact on water resources: the climate change policy has been launched, institutions have been formed and there have been scattered research attempts with diverse predictions/results. A comprehensive approach to quantify climate change impacts on water resources and long term adaptation strategies still needs to be developed.

ii. Increasing trans-boundary concerns: While, India and Pakistan are moving towards better relations and cooperation, very obvious trans-boundary water concerns are emerging. In addition to the most established increased Indian control on the western river resources, scattered research is pointing out decreased flows downstream despite higher snow and glacier melt, depleting groundwater aquifer, water pollution and indirect uses upstream.
iii. Increasing water stress with a strong spatio-temporal character has been acknowledged, while no mitigation/adaptation strategy has been evolved so far.

Because of inability to move forward, which needs serious planning and thoughts, the momentum seems slowed down during the last few years.

A clear difference cannot be noticed within a year, because of a consistency in the major water management areas. However, it could be expected that immature new initiatives like an agreed water policy and new provincial dialogues can resolve some long-standing issues. Secondly, post 18th amendment, the provinces are responsible for the operations and local development, the central institutes will be able to address the key capacity building concerns, emerging threat to the national water security and increasing natural hazards.

Annexure Federal – National Development and Management Guidelines

Programme for 2012- 13 (Chapter 11)

The main strategies and policies adopted for development in water sector are:

i. Operationalisation of public investment already made.
ii. High performance of existing assets.
iii. Knowledge management.
iv. Integrated water resource development.
v. Conservation measures through (lining of irrigation channels, rehabilitation of
vi. Irrigation system, lining of watercourses).
vii. Surface and sub-surface drainage.
viii. Protection of infrastructure from onslaught of floods.
ix. Institutional strengthening, capacity building and human resources
x. Development

Water sector's share out of total development budget remained between 16 to 20% during the last 5 years whereas for 2012-13 the share of water sector has declined to about 13% of total federal development budget. The allocation turned out to be Rs. 47.2 billion. Out of total proposed water sector budget maximum resources have been allocated for timely completion of on-going projects, including construction of small/medium dams, drainage projects, construction of new canals projects and improvement of existing irrigation network.

Guidelines for preparing Irrigation & Power projects (2013-14)

i. Implement structural measures for optimal utilization of surface water resources.
ii. Plan effective utilization of public investments for modernization of irrigation infrastructure.
iii. Develop and practice holistic approaches to optimize surface and use groundwater efficiently with the aim to maximize agricultural productivity of irrigated lands.
iv. Mitigate environmental degradation and groundwater mining.
v. Extended broad-based institutional reforms already initiated in the province to achieve improved service delivery targets.
vi. Develop renewable energy resource base through installation of low-head hydel stations on canal falls both public and private sectors.
vii. Extended and improve drainage flood protection, hill torrent management and command area development interventions in riverine and rain-fed (barani) areas.
viii. Flood sector project should be prepared on the experience of extraordinary flood of 2010.
ix. Only approved project should be proposed in development programmes.
x. The ratio of allocation and ongoing new programmes should be 80:20, so that ongoing scheme should be completed timely.
xi. Ongoing project at an advanced stage of completion (where 60% of project cost has been incurred) may be fully funded for completion during 2013-14.

Donor-funded project should be provided funds according to their contractual obligation and agreed phasing.

Government of Balochistan

Total geographical area of Balochistan is 347,185 Sq. Km, about 44% of the country and its population higher than 9 million. Climate of the province is arid with scanty rainfall varying from 12 – 14 inches in the North to 4 – 6 inches per annum in the South. Agriculture is the biggest user of water. Five irrigation canals receive about 3 maf of water from the Indus River via structures at Guddu and Sukkur barrages. A large irrigation system of Kachi canal has just been added to the network. It will further divert more than 2 maf water from the Indus River.

Current cultivated area of the province is 2.09 million acres, 0.98 M.A is irrigated, 0.85M.A sailaba and 0.26 khushaba (barani). The canal irrigation is available to about 40% of the area; the rest is supported by small dams, tube-wells and wells.

Other than small Indus supported region, Balochistan faces severe water shortages for all water demands. Estimated water availability in 17 basins of Balochistan is more than 10 maf. The main source of this water is torrential rains and winter precipitation. Only a small fraction of this water is useable.

Issues and challenges identified by the sector

i. Growing demand of water to ensure sustainable progress.
ii. Sharpe depleting ground water table due to over draft and insufficient recharge, pollution of fresh water aquifer
iii. Canal infrastructure limited to a small area, poor maintenance and operational efficiency.
iv. Water logging and salinity issues in canal command area.
v. Drying up surface water bodies due to scanty rainfall, degradation of the watershed.
vi. Frequent floods and drought due to climate change factor and its negative impacts.
vii. Poor pricing and valuation of water.
viii. In-equitable distribution and water allocation for different sectors.

Provincial Development Approach

The Provincial Government has adopted an approach to plan and implement water sector projects with the help of donors, federal government and private sector. Construction of small and medium dams, rainwater harvesting and rehabilitation of the karez-systems has been given priority.

I. The Government has allocated 8 per cent additional funds for this sector in 2013-2014 budget. Besides, the government has planned to install filtration plants of clean drinking water under which each union council would get one filtration plant. There are 52 development projects of providing clean drinking water to the people in the different areas of the province in which 44 projects are underway and 8 new projects would be started. Rs. 2.38 billion would be spent on these projects during the current financial year.

ii. The Federal Government has approved a PC-II for detailed feasibility study of water resource development through construction of Medium Storage Dams in Balochistan and allocated Rs.100.0 million in the Federal PSDP for financial year 2013-14.

iii. Feasibility Study for water diversion from Zhob River: based on surveys, a proposal for Construction of Dispersal Structures of Zhob River costing Rs.10.0 Billion have been prepared.

iv. The World Bank financed Project BSSIP (Balochistan Small Scale Irrigation Project) has initiated feasibilities of integrated water resource management of Nari and Porali Basins at a cost of Rs.17.0 Billion and 13.5 Billion respectively.

v. To ensure smooth supply of clean drinking water in Gwadar, the plant of filtering salty water is being made functional. The government has taken concrete measures to repair all defunct water supply projects on priority basis as Rs. 300 million has been earmarked to expand and restore such projects of the province while a project of installing temporary filtration plant in flood hit areas is also under pipeline at this Rs. 50 million would be spent. Besides Gwadar, Rs. 200 million would be spent to provide water filtration plants to Damb, Gadani, Jewani and Lasbella areas.

vi. WASA is carrying out Rs. 150 million worth of projects to improve the water supply of the Quetta city. Over 55 per cent of population of the province would get potable water from these water projects in different areas. A three-phase project to construct 100 Dams in Balochistan has been launched by the PID. Perceived benefits of the project.

a. Supply 64.14 mil. m3 of conserved floodwater for irrigation and drinking will benefit 10,466 hectares of fertile cultivable land.

b. Reduction in the flood peaks and flood damages to the downstream areas/ population.

c. Provide direct and indirect opportunities of livelihood to the population of the area during implementation and operation of the projects.

d. Promote tourism and aquaculture production.

Governance Perspectives

i. The water sector of Balochistan heavily depends upon the federal government and donors for water resources development, starting from the project planning to implementation and sometimes operations.
ii. The Provincial departments lack institutional and technical capacity to independently plan and implement water resources projects. The institutional knowledge of water resources is limited. Recently, there has been a talk of “Balochistan Water Policy” at various forums (IUCN, PID), however, the province needs institutional capacity to plan, implement, monitor and evaluate the water sector projects.
iii. A regular monitoring and evaluation system needs to be established.
iv. Many studies have been carried out by the World Bank and other donors, indicating huge development potential of the province. However, the actual projects remain limited and expensive.
v. The projects currently under operation must provide correct development lessons and selection of appropriate technologies.
vi. The Federal Government has supported a large number of projects during the year 2013-14.
vii. The province needs integrated development strategy, at the pattern of KP

Government of Khyber Pakhtunkhwa

The province has the most diverse water systems, managed and used under different institutional setting and customary setting.

i. KP has eleven canal irrigation system owned by the Irrigation department. These systems receive water from the Rivers Swat, Indus and Kabul. These systems serve a total area of about 0.5 million hectares. Lift irrigation serving about 9000 ha, is maintained by PID.
ii. KP has over 200 canals called "civil canals" which are community or privately owned. These irrigate an aggregate area of 0.83million hectares. In northern parts of NWFP, irrigation is practiced by means of contour channels of taking from the locally available water sources, often steep side streams or springs. Most of these schemes which cover about 26 700 ha are owned and operated directly by the beneficiaries through traditional social organizations;
iii. There are four surface drainage systems in KP comprising of 456 drains. These serve a total area of 0.37million hectares.
iv. Groundwater is a growing source for the domestic, industrial and agriculture uses.

The water resources development projects for irrigation and hydel power has been planned and executed with higher input from the donors, Federal Government (WAPDA), International NGOs, Private Sector and the Local Communities. Operations of the public owned systems are shifted to the provincial Irrigation Department. For the community and private owned systems, the major role of the public sector is to provide the maintenance and rehabilitation. However, new local systems, lift irrigation schemes have high dependence on NGO & donors for their operations and maintenance.

Provincial Government's Focus

The previous and the present provincial governments have focused on the development of small --- hydropower plus irrigation schemes. Both governments have encouraged internationally funded local water harvesting and irrigation schemes.

Comprehensive Development Strategy 2010-17:

Khyber Pakhtunkhwa is not utilizing 1/3rd of its river water allocation by WAA-1991. More than 50% of the potential land is in the southern districts of Lakki Marwat, D. I. Khan and Tank. Average requirements for maintenance of the irrigation system are Rs 750 million, while the average annual allocation is about 250 million. The Abiana is assessed on the basis of crops. The Abiana assessment increased 20%, from about Rs 200 million in 2002/03 to Rs 341 million in 2007/08.

Technical issues faced by the sector:

i. Increasing demand-supply gap, ground & surface water quality decline, insufficient storage capacity and deferred maintenance.
ii. Lack of funding, inadequate cost recovery, capacity constraints, limited stakeholder participation, and poor awareness and information on water resources.
iii. Slow growth of interest, with project implementation and financing,
iv. In irrigation and drainage scarcity of water and a lack of effort in water conservation.
v. Water supply distribution inequitable and low cost recovery causing deferred maintenance. Limited institutional capacity to manage information
vi. Lack of consensus and co-operation affecting project implementation
vii. Environmental standards have low political priority, inadequate institutional capacity, governance problems and low stakeholder and private sector participation.

viii. Funding is limited and the existing legislation is punitive, rather than supportive.
ix. Flood protection suffers from the lack of a realistic and holistic approach, also problems with encroachment due to urbanization and limited financing available.
x. Rainwater harvesting suffers from limited finances and implementation capacity & lack of stakeholder participation.

Table 25: Proposed Projects (2010-2017): Priority Measures in Irrigation (Rs. Millions)

No	Measures	Y1-Y2	Y3-Y5	Y6-Y7	Total	Donor Opportunities
1	Integrated water resources master plan	96	144	96	336	Technical assistance
2	Capacity building for Department of Irrigation	256	77	51	384	Technical assistance, training
3	Management information system; geographical information system; asset management; water quality monitoring systems, for more effective planning and monitoring	864	672	480	2,016	
4	Feasibility study and revamping of revenue system	96	48	29	173	
5	Stronger regulation of ground water use	144	240	96	480	Technical assistance, implementation
6	Flood protection (10 years' comprehensive flood protection plan)	5,000	8,000	9,407	22,407	Studies and construction

7	Rainfall harvesting, construction of small ponds	960	1,920	1,920	4,800	Study, pilot projects, construction
8	Rehabilitation of irrigation system	960	1,920	1,920	4,800	Studies, and construction and rehabilitation etc.
9	Rehabilitation and construction of civil khatas and channels	960	1,920	1,920	4,800	
10	Urban/rural waste management systems	288	96	58	442	Waste management systems in rural/urban areas
11	Restoration and upgrading of drainage system	480	672	768	1,920	
12	Small and medium-sized dams	15,000	8,000	5,000	28,000	
13	Construction of canals	1,100	7,000	6,000	14,100	
	Total	26,204	30,709	27,744	84,657	

Integrated Development Strategy 2014-2018

The present Government has adopted a modified version of the "comprehensive development strategy", reorganizing some of areas, for example, environment and climate change sectors are separately compiled. The "improved governance" has been emphasized. However, the management information system and groundwater regulation promised in 2010, has been removed.

Salient features of the new strategy are given in Table 26.

i. Bringing more arable land under cultivation will not only redress the food deficiency of the province but would also improve the socioeconomic conditions of KP's residents.
ii. To irrigate the balance area of 4.443 mil-acres there is a dire need to develop new water sector infrastructure, such as new major canal systems, small dams.
iii. Harvesting and the construction of small irrigation channels. New water canals including the Siran Right Bank Canal and an extension of Pehur High Level Canal are underway.
iv. Seepage losses need to be minimized by lining Kacha (un-cemented) irrigation channels.
v. Coordinated water management by farmers needs to be promoted.
vi. Water-saving crops like fruit, vegetables and pulses need to be introduced more widely.

Table 26: Integrated Development Strategy 2014-2018

Outcome	Output
Improved water resource management contributing to enhanced income from agricultural land and mitigating water scarcity	1.1. Irrigation infrastructure increased and developed 1.2. Small dams, storage ponds constructed/ rehabilitated 1.3. Strengthening and rehabilitation of flood protection infrastructure 1.4. Improved management of drainage, hill torrent, rain & flood water 1.5. Revamped and modernized Abiana assessment and collection system
Improved governance	2.1. Effective and efficient administrative services 2.2. Strengthened Planning & Monitoring Cell for evidence based planning and programme implementation

Quality of Governance

i. To initiate the process of provincial water planning and strategy is an exemplary initiative, and must be followed by the other provinces. Both strategy documents summarized above emphasize the need to improve the governance. The need to enhance the institutional capacity is recognized.
ii. The strategy document 2010-17 gives a complete list of the technical issues faced by the water resources and the related sector. The new

Table 27: Cost Estimates for Major Activities/ Interventions (Rs. in Millions)

S #	Major Activities/ Initiatives	2014-2015	2015-2016	2016-2017	2017-2018
1	Construction/ rehabilitation of Small Dams	730.00	3,016.50	1,024.83	2,045.07
2	Construction of New Major Canals systems	1,253.13	4,315.79	4,881.58	2,950.66
3	Construction of new small irrigation channels	578.72	807.65	788.04	669.94
4	Rehabilitation/improvement of existing irrigation channels	3,490.10	6,507.11	6,524.96	5,493.71
5	Flood mitigation initiatives	3,010.05	4,000.30	4,000	4,000
6	TOTAL	9,062.00	18,647.35	17,219.40	15,159.37
7	Current	-	-	-	-
8	ADP Local	4,227.00	4,438.35	4,660.27	4,893.28
9	FPA	-	-	-	-
10	Others	-	-	-	-
11	Unassigned	4,835.00	14,209.00	12,559.13	10,266.09

strategy documents have adopted a more pragmatic approach, while keeping the emphasis on the key issues intact.

iii. The provinces have had a better history of revenue assessment and collection (65% in 2009). The collection has declined because of war and the latest data could not be made available. The Abiana assessment of 345 million in 2007-08 was -Sindh. While, water diverted to KP is only about 11% of the water diverted to Sindh. KP can set an example by establishing an improved Abiana and land revenue assessment system, as promised by the present and previous government of the province.

iv. The provincial Government has been able to continue the focus on donor funded small dams and local schemes.

v. During 2012-13, total budget allocated for the water resources development, water conservation and asset management was about 12 billion Pak Rs. The official review (Budget 2014, Chapter 11) indicates that the physical targets were not achieved.

vi. The provincial allocation for 2013-14 is reduced to Rs7 billion, the provincial government indicated construction of 350 small dams. The Gomal Zam Dam and Warin Canal irrigation network canal irrigation system was expedited during 2013-14, with the help of USAID

vii. Barani area development and lift schemes. Quite a few examples of the local initiatives are available. The solar lift irrigation project on Chitral River is a unique project undertaken during 2011-13 by Sarhad Rural Support Programme (SRSP), European Union Program for Economic Advancement and Community Empowerment (PEACE). Federal Govt has allocated money for CRBC canal lift irrigation schemes.

viii. Under the Normal/emergent Flood Protection Program, 10-year plan adopted in 2010 has been reasonably modified.

ix. The formal data collection was always a weak area in the province, also because of a large percentage of the civil and community based systems, which are not monitored systematically. The management information system adopted in 2010 has been dropped later on. The P&D and PID have no urgent plans to develop a regular monitoring and data recording system. The actual quantities of water used remain approximate.

x. The province has made progress for the human resource development, mostly because of higher involvement of the consultants, donors and the private sector. Not much evidence about the enhanced technical capacity of the public sector institutes.

xi. The province needs to address following weak areas:

a. Transparency,

b. Sustainability of the local water systems,

c. Financial efficiency of the hydel power and irrigation schemes,
d. Lack of comprehensive profile of the provincial water resource
e. Evaluation and selection of best development options, and
f. Institutional coordination

Government of the Punjab

The current brief review of Water Governance has limitations of time and information. It is based on feedback from Punjab Irrigation Department representing approved projects data, planned activities (attached an annexure) and promised institutional responsibilities of the department.

Elements of Water Governance

i. Equity and delivery performance
ii. Asset and Infrastructure management – ensuring sustainability
iii. Economic and financial efficiency
iv. Institutional capacity building
v. Provincial Water Strategy

Equity and Delivery Performance

Punjab received about 80% of its share for Kharif 2012 and 92% for Rabi-2012-13 from IRSA. While, Rabi supplies seem static at 92%, Kharif varies depending upon available storage in early and late Kharif. During Kharif 2013, the Punjab share was improved to 91%. No objection was raised on 10-daily provincial share delivered by the Indus River System Authority. It can be deduced that the provincial water distribution was equitable.

Quantitative information could not be collected to evaluate distribution equity within the province. Discussions with provincial irrigation staff show higher confidence in equitable delivery to the main canals, which in some cases, may be hampered by the capacity limitations. However, authorized water supply towards the tail portions of the distribution systems is not that guaranteed.

PID has been developing improved mechanism for monitoring of water distribution and real-time data sharing (see annexure). It can be considered a step towards improved:

i. Distribution equity across the network
ii. Transparency in the delivery of water resources, and
iii. Early response to farmers complaints

Assets, Infrastructure Management – Sustainability

Since 2007, Punjab has taken major initiatives to improve and repair existing irrigation infrastructure, especially barrage and main canal head-works. The projects have been funded by all multiple donors, including World Bank and Asian Development Bank. Lining of the secondary and tertiary channels has been undertaken with the help of Agriculture Department.

New initiatives are taken for small dams and hill torrents based supply schemes. About eight projects have been initiated during 2013. A project to train and protect the River-Ravi as a water-way is good initiative.

The asset management approach has continuity over the years, while increasing focus on the protection and enhanced utilization of water bodies and infrastructure ads to the better governance.

Economic Efficiency

i. The direct financial self-sufficiency of the irrigation-agriculture systems has been continuously declining with time, as the cost of services and maintenance is increasing while the revenue remains static. The direct revenue collected from the irrigation supply could not support the operations of the system and the department. During 2012-13 Abiana assessed was 2030 million Rs, about 100 Rs/acre, while the collection was 72% of the assessment. For the current year, assessment increased by 1.5%, while collection till April was about 47%. It should be noted that the gross output of the irrigated-agriculture is much higher (forty to fifty thousand per acre) and the net income of the public sector could not be made available. The province has still not imposed the most discussed agriculture tax. The financial self-sufficiency of the sector remains an important weak point.
ii. The financial efficiency of water used in agriculture has been improving because of groundwater use and eventual recycling of conveyance losses in the network.
iii. No evaluation mechanism is in-place to measure the net water-use efficiency or the real economic value of the water.

Institutional Capacity Building

i. The main training for the staff is the local on job training. The department has introduced computers in most of the sections. The individuals are encouraged to go for self-managed advance studies and occasional trainings organized by the donors. A commendable initiative is taken by the department to have regular training arrangement with AIT- Bangkok.

ii. The engagement with stakeholders has generally increased, especially involvement of NGOs and local private companies.

iii. Apparently, no improvements towards Institutional links. An overall provincial water-plan is not visible, which is required in view of increasing water stress, climate change and depletion of available storage. No response on the post eighteenth amendment water management scenario.

Provincial Water Strategy

Despite being the biggest user of water, the province is behind KP & Sindh in the development of a long-term water strategy. The province can also face major impacts of the climate change and trans-boundary water situation, but, no strategy has been developed so far. Traditionally, Punjab's approach has been in-line with the federal approach. It seems to be a strong factor delaying the evolution of the provincial approach and long term water security planning.

Annexure – Punjab

Major Initiatives by the Punjab Irrigation Department

Punjab Government gives high priority to the water resources development and management. The main areas of focus have been rehabilitation and the upgrading of irrigation system, modernization of barrages, lining of irrigation channels, improving canal operation and checking water theft. The system is serving 20.78 million acres cultivable command area through 58,000 outlets, has gradually achieved an average cropping intensity of 125 per cent.
Major water sector challenges

i. growing water shortages,
ii. progressive deterioration of irrigation infrastructure,
iii. low water productivity,
iv. lack of transparency and inequities in water distribution,
v. gaps in governance and trust,
vi. progressive deterioration of water quality of canals, drains and rivers due to disposal of untreated industrial and municipal effluents, and over exploitation of groundwater.

Water received and distributed

Punjab received from IRSA 29.75 MAF (80% of WAA) river flows for Kharif 2012 and 17.14 MAF (91%) during Rabi 2012-13. While, 33.83 MAF (91%) received during Kharif 2013, 17.44 MAF (92%) was received during Rabi 2013-14.

i. More than 90% water demand comes from irrigation sector.
ii. Average provincial water use for irrigation: 50–55% surface, 40–45% groundwater and 10–15% rainfall.
iii. About 1060 SCARP wells are operated by the Department to address the water-logging

Abiana Assessed and Collected: Abiana assessed during 2012-13 was 2030 million Rs. and collected Rs. 1452 million Abiana assessed for year 2013-14 is Rs. 2382 million collected by the end of April Rs. 1012 million.

Institutional Capacity building: In service training for professional staff of department at Government Engineering Academy Punjab (every year).Masters program at AIT Thailand in the field of irrigation and hydraulics engineering for 20 professional engineers (in process)

Ensuring Transparency and Quality: Consultants have been put in place for ADP works. Third Party Monitoring Consultants for O&M works are on board since Oct. 2012. The consultancy services have been hired for the next 3 years to ensure the quality and execution of the works.

Rehabilitation and Modernization of Irrigation Infrastructure

i. Taunsa Barrage with the financial assistance of WB and JICA has been completed
ii. Khanki Barrage: A new Barrage of Khanki,900 feet downstream of the existing Weir has been approved at a cost of Rs 23,442 million and contract has been awarded. The project is financed under ADB Multi-Tranche Financing Facility of Punjab Irrigated Agriculture Investment Program (PIAIP). The project completion is due in June 2016.
iii. Jinnah Barrage: Rehabilitation and modernization of Jinnah Barrage costing Rs 12,678 billion is in progress. The project is financed by World Bank and would be completed by June 2015.
iv. Lower Bari Doab Canal Improvement Project (LBDCIP): covers the rehabilitation of Balloki Barrage Complex and rehabilitation/modernization of Lower Bari Doab Canal, distributaries and minors. Asian Development Bank (ADB) has provided a loan of US$ 217.8 million for LBDCIP. Over 250 Km of

main canal and branches and over 2,200 Km of distributaries are being rehabilitated / lined under this project.

Punjab Irrigated Agriculture Investment Programme (PIAIP): under a Multi-tranche Financing Facility (MFF) and Asian Development Bank has earmarked US$ 900 million. The following projects are being covered under the project preparatory assistance by ADB:

i. Pakpattan Canal & Suleimanki Barrage improvement,730 million project started this year
ii. Rehabilitation and Up-gradation of Thal Canal Distribution System
iii. Rehabilitation of Trimmu Barrage
iv. Rehabilitation of Panjnad Headworks

Rehabilitation of Lower Chenab Canal Part "B" costing Rs. 9,142 million includes rehabilitate of Lower Gugera Branch, Burala Branch, Rakh Branch and Mian Ali Branch. About 1.69 million acres of CCA will benefit.

Punjab Irrigation System Improvement Project (PISIP) costing Rs. 11.53 billion under JICA assistance envisages rehabilitation and lining of irrigation distributaries in DG Khan / Rajanpur / Jhang and Bahawalnagar Districts expected completion 2015.

Canal Lining and Irrigation System Rehabilitation Project: Project is being carried out under PSDP. 59 channels have been lined, while work on 30 schemes is under execution at a cost of Rs 2.2 billion. Similarly, 10 schemes costing Rs 2.5 billion have been completed under ISRP, while work on 14 schemes amounting to Rs 7.3 billion is ongoing.

Small Dams: Small dams provide irrigation and drinking water supplies to the rural population of less developed barani areas in Chakwal, Jhelum, Attock and Rawalpindi districts. To date 55 dams have been completed. Work is in progress for construction of 9 small dams costing Rs 9,915 million.

Hill Torrents Management: Comprehensive planning has been made to save the far-flung areas of DG Khan and Rajanpur from the havoc of Hill Torrents. In this regard, work has been started for management of hill torrents in CRBC area Stage-III, Vidor and Kaha in DG Khan Irrigation Zone.

Holistic groundwater management policy framework is being developed to address the complex groundwater issues of multiple uses and at the same time to lend itself for phased implementation. The groundwater level and quality data is collected twice a year during pre and post monsoon period.

Improved Canal Operations and Management

i. Irrigation Department Website and Live Data of Water Channels display static and live data of water channels and also 10 days trend of canal operations data. Water distribution program is published for entitlements and deliveries of channels of main canal systems.
ii. Development of Data Transmission System - PID has also developed Data Transmission System (DTS) for quick transfer of data from field to Irrigation Secretariat, daily flow data of from more than 7,000 sites is being collected.
iii. Performance Evaluation System has been put in place to closely monitor the channel operation activities during Rabi and Kharif seasons with an objective to improve equity, reliability and transparency in providing available canal supplies. There is an overall improvement of delivering irrigation supplies at tails.
iv. Surprise checking of outlets is carried out by Mobile Monitoring Teams and disciplinary cases are initiated against the officers / officials responsible for inequitable distribution of water.
v. Complaints Redressal System has been set to address the grievances of the farming community and follow up actions. About, 197,171 complaints have been lodged by various stakeholders including PMIU staff out of which 132,632 complaints (67%) have been resolved. Follow up actions are being taken to resolve the remaining 33% complaints.

Government of Sindh

The province of Sindh stretches along both bank of the Indus River, bounded by the Thar- desert shared with India on the east, Kirther low mountainous ranges shared with Balochistan on the west and the Arabian Sea towards south. The River Indus flows on a ridge and expands in size during summer. About 1/3rd of the province has coastal characteristics. The groundwater is saline across about 70% of the land. Large irrigation systems have been developed by diverting about 46 MAF water annually through 3 large barrages on Indus. The current provincial irrigation network itself is among the world's major irrigation networks. The system irrigates 95 per cent or about 5.2 million hectors of farmlands through 14 canals, 1446 distributaries/minors and 45000 water courses. Because of very mild natural slope and higher level of the river, a large network of

Table 28: MTDF Targets for Financial Year 2013-2014

Sector Initiatives	Targets (FY 2013-14)
Assured and sustainable irrigation supplies	10 million acres
Selective lining of irrigation channels	80 Km
Lower Bari Doab Canal Improvement Project	• Balloki Headworks, Main Canal distribution network
Punjab Irrigated Agriculture Improvement Program (PIAIP)	• Detail design Suleimanki, Trimmu & Panjnad Barrages • Feasibility studies, detail design of Thal & Pakpattan Canal Commands
Rehabilitation of LCC System (Part-B)	Main Ali, Lower Gugera, Burala, Rakh Branch commands
Establishing FOs in Faisalabad (LCC), Bahawal-nagar (Sadiqia & Fordwah) and DG Khan (DGK).	192 No.
Construction of Small Dams: • Shahbazpur, Taja Bara, Sadrial, Haji Shah and Sowrra Dams in district Attock • Arrarar Mughlan Dam in district Chakwal • Chahan Dam in district Rawalpindi • Pindori Dam in district Jhelum	• 11,920 acre command area • 1,500 acre command area • 12,000 acre command area • 3,000 acre command area
Construction of Cherah Dam (Rawalpindi)	Land acquisition
Rehabilitation and Modernization of Jinnah Barrage	• Deployment of consultants, construction of coffer dam, works on main & subsidiary Weir to commence
New Khanki Barrage Construction Project	• Deployment of Consultants and counterpart staff

Punjab Irrigation System Improvement Project	Lining and remodelling of distributaries and minors in Sadiqia, DG Khan and Jhang Branch canal commands
Remodelling of SMB Link Canal and Enhancing Capacity of Mailsi Syphon	Detailed designing and launching of preparatory activities and remodelling of structures
Management of Hill Torrents in CRBC Stage-III, Vidore and Kaha in DG Khan Irrigation Zone	• Embankment construction • Flood dispersion and distribution structures
Pakpattan Canal and Suleimanki Barrage Improvement Project	• Deployment of Consultants and counterpart staff • Construction of coffer dam
Rehabilitation, up-gradation of Trimmu barrage & Panjnad Headworks	Deployment of Consultant and counterpart staff

drainage and escape channels has been provided. Length of the surface drains is 3690 kilometres.

Since the last 15 years, the province has been implementing institutional reforms in its irrigation and drainage sector. The provincial cabinet approved Sindh Irrigation and Drainage Act in 1997 and replaced it with the Sindh Water Management Ordinance in the year 2002 in order to accelerate the reforms. The SIDA (Sindh Irrigation and Drainage Authority) has been established as a result of reforms takes care of about 30% of the system through three area water boards.

Provincial Irrigation Department (PID) is responsible for 70% of the irrigation system and major river works. The irrigation department has defined three objectives and functions on its website:

i. Operation, maintenance, development and management of irrigation network,
ii. Operation, maintenance, development and management of surface drainage system and tube wells, and,
iii. Flood control along River Indus and hill torrents.

Water Resources Management

Importance of improvements in water resources management is obvious from the "approved policies" put on the website of PID. It is unusual to highlight operational decisions as policies, while, it indicates the importance of these issues in water management.

The competent authority has approved following policy in the commands of all the three barrages in Sindh. There would be complete ban on:

i. Sanction of new outlets.
ii. Sanction of supplementary/temporary pipes.
iii. Transfer of area from one barrage command to other barrage command.
iv. Conversation of dry area into paddy.
v. Sanction of garden water.
vi. Sanction of water for D class land.

After the Water Allocation Accord of 1991, the irrigation network of Sindh has largely changed. All the above-mentioned practices, which are banned now, have changed the original water allocation, cropping patterns, and, more importantly hydraulic regime of the main and distribution channels. Because of these changes, despite getting much higher than the design discharge, water does not reach to the canal tails.

Sindh Irrigation and Drainage Authority

According to the SIDA Website: The mission of SIDA is to provide for the establishment on long term, sustainable and participatory basis, of public system for the distribution and delivery of irrigation water, the removal of drainage water and management of flood waters, which are transparent, accountable, efficient and operating to standards agreed with and acceptable to users, its clients, communities and stakeholders. SIDA will ensure equitable distribution of irrigation water will improve water management in Sindh and will act as a prime agent of change management.

Major Development Initiatives and Fund Allocations

i. During the FY 2012-13, Rs.5.6 billion were allocated for 76 on-going schemes including WSIP and Re-construction Project to Bunds Canal (Sindh Share) and Rs.2.4 billion for 87 New Schemes under Water & Drainage Sector. Out of 163 schemes, 33 schemes are likely to be completed shortly.
ii. Sindh Government is also executing a massive development program, funded by Federal Government for rehabilitation of Irrigation & Drainage System in Sindh, extension of Right Bank Outfall Drain (RBOD) from Sehwan to Sea, lining of Distributaries & Minors
iii. Construction of Small Storage Dams in Sindh.
iv. For Lining Of Distributaries and Minors, Rs 12445 million were sanctioned by the Federal Government for 514 numbers, irrigation channels having a discharge carrying capacity of 200 cusecs are to be lined in the perennial and non – perennial canal commanded areas of the Guddu, Sukkur and Kotri Barrages. About 822,876 acres more area is expected to be irrigated by saving 3491 cusecs water after lining of channels. Consultants have been engaged and execution of works has also been commenced.
v. The Sindh water sector improvement has been extended to 2017. The project targets are: (i) Rehabilitation and Improvement of 07 Main Canals, 28 Branch Canals, and 173 Distributaries / Minors; (ii) improvement of drainage in 200,000 hectares of farmland managed by FOs; (iii) conducting detailed diagnostic feasibility studies for Guddu & Sukkur Barrages; (iv) preparation of Regional Master Plan to address the floods and drainage issues of left side of Indus River, including LBOD system and designing measures for improvement of

the Indus delta and the coastal zone; and (v) Institutional Strengthening & Capacity Building for SIDA/AWBs/FOs.

During the year 2013-14:

- Under ADP 2013-14, Rs.12.0 billion allocated under Water & Drainage Sector, which includes projects recommended by WISP. Sindh Water Sector Improvement Project (WISP). The PC-1 of the project has been revised from 10 billion to 30 billion and has been approved by ECNEC. About 9.16 billion will be borrowed from the World Bank. The project is expected to be completed in December 2017. The original project was expected to complete in 2013.

i. Construction of Water Carrier from LBOD Spinal Drain to Nabisar.
ii. Sindh Flood Emergency Reconstruction Project for Bunds and Canals.
iii. Rehabilitation of LBOD and Kotri Drainage Network System including activation of Dhoras.

- The project of Right Bank Outfall Drain (RBOD) is under construction from Sehwan to sea. The project after completion will provide the facility to carry out the drainage effluent of Sindh and Balochistan Provinces from Karampur to sea at Gharo Creek. A sum of Rs 3.6 billion is expected to be utilized on the on-going activities of the RBOD-I, II & III.
- About 3.6 billion Rs are allocated for Chotiari Reservoir phase II, installation of 100 tube wells around the reservoir area, and, remodelling of Nara and Ranto canals. After completion of these schemes, additional water to 324,000 acres of land in districts Sanghar and Umerkot.
- Small Storage Dam: The objective of the sector/sub sector is infrastructure development in water conservation and to achieve a sustained increase in the potential of surface as well as groundwater reservoirs intended to be exploited for domestic water supply and agriculture for the hard pressed habitants of hilly Kohistan Region and Nagarparkar.
- Federal funded flood protection and drainage project continues in 2013-15.

Water Distribution Equity

After the Water Allocation Accord of 1991, the irrigation network of Sindh has changed significantly. All the above-mentioned practices, which are banned now, have changed the original water allocation, cropping patterns, and, more importantly hydraulic regime of the main and distribution channels. Because of these changes, despite getting much higher than the design discharge, water does not reach to the canal tails.

I. Sindh is able to receive and divert river flows according to its share allocated by WAA 1991, see table for the last four years. During the last 2 years, the province received 95% and 91% of its share, while the net diversions were 90% and 91%. No complaint launched during the years about IRSA's decision. The river water losses continue increasing. However, gaps in the actual water accounting including the actual uses and water demand have been increasing.
ii. Unfortunately, internal equity obviously has been going out of context and outside the allocation threshold range with new direct allocations exempted from the *warabandi*, ignoring traditional crop zoning and structural sizes.
iii. About 2 MAF more water was diverted during the year 2012-13, however, the year to year diversions have a big influence of climatic conditions and water available in reservoirs.

Revenue Collection

The revenue assessment and collection remains not only weak but stagnant for both SIDA and PID both. The annual assessment by the department is extremely low (about 473 billion in 2012-13 and 512 million 2013-14), even based of the crop-based criteria used by the province. The actual collection is only around 40%. While the average annual subsidies provided to the sector are Rs. 3.2 billion.

Monitoring and Evaluation

The provincial irrigation department has not been able to establish a monitoring and database system, as has been done by Punjab about seven years back. As mentioned in the National level review the failure of telemetry system was not a technical issue only. Bigger contribution was from the fear to expose the gaps in water distribution and accuracy of reported data.

The internal provincial monitoring can provide a step forward to the department, especially making them able to address the political and external institutional factors.

Institutional Capacity

The capacity building programs have been implemented as a part of WISP and other donor funded programs, like the Sindh Water Sector Improvement Programme. More training opportunities were availed during 2010-12 period, which is mainly linked to the availability of donors' funds.

Research and Coordination

The research related to the water management inside the provincial rivers and canals network remains scarce. Though the universities have produced master & PhD research related to hydrology, floods and drainage. Like other provinces, for the practical research and the feedback, no mechanism can be established.

Table 29: Water Management National Programmes 2012-2013

	Programme Cost - Rs. Billion		
Punjab	Fed	Province	National
Punjab Irrigated Agriculture Productivity Improvement Project PIPIP -WB Ass	0	36	36
Punjab Irrigation System Improvement Project -PISIP(F.Aid)	0	8.2	8.2
Punjab Barrages Improvement Project (Jinnah Br)	0	12.7	12.7
Procurement of Machinery for Rehab. of Irrigation infrastructure (Financial Aid)	0	1.5	1.5
Improvement of existing Irrigation System in Sindh	0	0	16.8
Sindh Water Sector Improvement Project, Phase-I (Financial Aid)	0	10.7	10.7
KP			
Rehabilitation of irrigation System KP	0	0	8.5
Balochistan			
Re-construction & Rehabilitation of Irrigation Canal sys of Tehsil Usta Muh & Gandakha dist Jaffarabad	0	0	0.1
Federal Programme	47.2	69.2	116.4
Total	47.2	138.4	211

Table 30: Provincial River Water Diversions

	Kharif					Rabi					Annual
Year	Punjab	Sindh	Balochistan	KP	Total	Punjab	Sindh	Balochistan	KP	Total	
2010-11	30.89	22.7	1.12	2.84	57.55	19.72	14.38	0.88	1.69	36.67	94.22
2011-12	37.23	25.13	1.7	3.12	67.18	19.52	11.28	1.11	1.89	33.8	100.98
2012-13	29.99	27.01	1.61	3	61.61	17.94	14.23	0.64	1.54	34.35	95.96

Environmental Sustainability

Mr. Ahmed Rafay Alam[74]

Sustainability in Pakistan has been given legal meaning by the Pakistan Environment Protection Act, 1997 (PEPA 1997) which defines the term as "development that meets the needs of the present generation without compromising the ability of future generations to meet their needs."

The preamble of PEPA 1997 states that it is a law providing for inter-alia "the promotion of sustainable development."

PEPA 1997 promotes sustainable development by providing for the establishment of provincial Sustainable Development Funds for each province and by enforcing its provisions with respect to Environmental Approval of Initial Environment Examinations ("IEEs") and Environment Impact Assessments ("EIAs"). Through conditions imposed in Environmental Approvals and through a mechanism of monitoring of Environment Mitigation Plans submitted with IEEs and EIAs, the Pakistan Environment Protection Agency ("Pak-EPA") and provincial environmental protection agencies ("EPAs") have the mandate to oversee sustainable development in the country.

PEPA 1997 is a federal legislation that has been impacted by the devolution of the subjects of "environmental pollution and ecology" to the provinces by way of the 18th Amendment. After the 18th Amendment, the power to legislate and enforce laws in relation to "environment pollution and ecology" – including PEPA 1997 – vests in the provincial governments. Of the four provinces, Punjab, Balochistan and Sindh have already enacted legislation regarding the environment and sustainable development. The Government of Khyber Pakhtunkhwa, as of the writing of this report, has submitted an environmental law bill to the provincial assembly, where it is being deliberated by a Standing Committee.

After the 18th Amendment, the jurisdiction of the Pak-EPA is to the extent of the Islamabad Capital Territory.

This assessment of governance in the area of sustainability takes into account changes in the post-18th Amendment scenario and covers the period 2012-2014.

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Federal Government

After the 18th Amendment, the Federal Government is no longer competent to legislate on the subject of environment pollution and ecology. However, the provisions of PEPA 1997 remain in force within the limits of the Islamabad Capital Territory. Whilst the Federal Government has made the Provincial Sustainable Development Fund Board (Procedure) Rules, 2001 and the Provincial Sustainable Development (Utilization) Rules, 2003, the application of these in the post-18th Amendment scenario is unclear as some provinces, in passing new environment laws, have not clearly saved these Rules.

PEPA 1997 requires projects listed in Schedules I and II to the Pakistan Environment Protection Agency (Review of IEE and EIA Regulations), 2000 (the "IEE/EIA Regulations") to file IEEs and EIAs, respectively, before the Pak, EPA and obtain Environmental Approval thereon "before operation or construction". In addition, if a project is deemed likely to cause an adverse environment effect and EIA must be conducted even if the project is not listed in Schedules I or II to the IEE/EIA Regulations. Environmental Approvals issued by the Pak-EPA, are subject to conditions the Pak-EPA deems necessary in the circumstances.

Government of Balochistan

The Balochistan Assembly passed the Balochistan Environment Protection Act, 2012 ("BEPA") in exercise of its new power to legislate on "environment pollution and ecology" after the 18th Amendment. SEPA makes changes to the scope and nature of PEPA 1997, but not to its basic structure and framework.

BEPA establishes the Sindh Sustainable Development Fund and provides for its management through a Sindh Sustainable Development Board. The Fund shall be derived from the following sources:

BEPA establishes a Balochistan Sustainable Development Fund to be managed by a Balochistan Sustainable Development Fund Board. The derivation of the Fund and the manner in which the Fund is to be utilized in BEPA are the same as in PEPA 1997 and PEPA 2012.However, as of the writing of this report, the Government of Sindh has neither notified the Balochistan Sustainable Fund Board nor made any rules for the utilization of the Fund.

BEPA, like PEPA 1997, requires all projects listed in Schedules I and II of the IEE/EIA Regulations to file IEEs and EIAs, respectively, before the EPA, Balochistan and obtain Environmental Approval thereon "before operation or construction". In addition, if a project is deemed likely to cause an adverse environment effect and EIA must be conducted even if the project is not listed in Schedules I or II of the IEE/EIA Regulations. Environmental Approvals issued by the EPA, Balochistan are subject to conditions the EPA, Balochistan deems necessary in the circumstances.

Unlike PEPA 1997 and like SEPA, BEPA provides for a Strategic Environment Assessment ("SEA"), which is a new provision of in aid of sustainable development, in the following terms:

Strategic Environment Assessment

1. This section regulates the conditions, methods and procedure according to which the assessment of impact of certain plans and programmes on the environment (hereinafter referred to as: strategic assessment) shall be carried out in order to provide for the environmental protection and improvement of sustainable development through integration of basic principles of environmental protection into the procedure of preparation and adoption of plans and programmes.
2. The Government at all levels of administration and in every sector shall incorporate environmental considerations into policies, plans, programmes and strategies.

The EPA, Balochistan claims to have carried out one SEA of a Government of Balochistan policy at the time of the writing of this report.

Government of Khyber Pakhtunkhwa

As mentioned earlier, a draft environment legislation prepared in exercise of Khyber Pakhtunkhwa new power to legislate on "environment pollution and ecology" after the 18^{th} Amendment, is currently under deliberation. Until such time the bill becomes law, however and in relation to sustainable development, Khyber Pakhtunkhwa continues to be governed by PEPA 1997. The provision with regards to provincial sustainable development fund and management thereof and of regulation of IEE and EIAs is the same as provided in PEPA 1997 and the IEE/EIA Regulations. However, till the writing of this report, the Government of Khyber Pakhtunkhwa has neither notified any provincial sustainable fund board nor made any rules for the utilization of such a fund.

An analysis of the legal framework for governance in sustainable development show neither the Federal Government, for as long as "environment pollution and ecology" remained on the Concurrent Legislative List, nor any of the provincial governments since the 18th Amendment have taken any steps towards notifying a sustainable development fund Board and making rules for the utilization of sustainable development funds.

It may be mentioned that the practice of reviewing and approving IEEs and EIAs may be distinguished into two broad categories: those where project proponents are from the private sector and those in which the proponent in a government or government agency. With regards to IEEs and EIAs conducted for private sector projects, by and large an attempt is made at enforcement within the capacity of the Pak-EPA or provincial EPAs. With regards projects sponsored by a government or government agency, the Pak-EPA and provincial EPA do not have the capacity to enforce the requirements of the law.[75]

Under the IEE/EIA Regulations, an EIA is to be reviewed by a Committee of Experts constituted by the Director General of the EPA. However, the capacity of the members of the Committee is not of the quality to properly review large development projects such as hydropower stations. There is a propensity for Environmental Approvals of EIAs for large public-sector infrastructure projects to be given without proper scrutiny. For this, the Pak-EPA and provincial EPAs will have to be strengthened and made independent from government control.

It may also be brought to attention that the environment characteristics of each province and the scale and level of industrial activity or pollution taken place therein is different. As such the type and manner of environmental regulation in each province may be different. Reflecting such diverse characteristics and requirements of regulation, the Schedules I and II of the IEE/EIA Regulations applicable in each province may be modified to suit each province's needs and requirements. For example, Punjab may prefer to have IEE for poultry farms conducted whereas, in Khyber Pakhtunkhwa, it may be preferable to have an EIA of a poultry farm subject to industry-specific guidelines.

The inclusion of SEAs in SEPA and BEPA – even though the Government of Sindh has not yet made rules for the regulation of SEAs – will allow the

75. The Kalma Chowk Project on Ferozepur Road on Mall Road, the Lahore Metrobus Project and the Rawalpindi-Islamabad Metrobus Project are all examples of Big-Ticket government projects that have commenced construction before an IEE or EIA.

EPAs of these provinces to conduct assessments of new government policies, plans or programmes against the touchstone of sustainability. The SEA is an especially powerful tool as it aids in the assessment of the long-term environmental implications of policy and not just an individual project. Time and practice will tell if the inclusion of SEAs makes a tangible difference to the governance of sustainable development in Pakistan.

Government of the Punjab

The Punjab Assembly passed the Punjab Environmental Protection (Amendment) Act, 2012 ("PEPA 2012") in September 2012, effectively provincialising the Federal PEPA 1997 so that its powers and provisions could be exercised by the provincial government. PEPA 2012 does not perform any radical surgery on PEPA 1997. Inter alia, it changes the use of the phrase "Federal Government" with "Provincial Government" and has raised the penalty for some contraventions.

PEPA 2012 establishes a Provincial Sustainable Development Fund and provides for management of the fund through a Provincial Sustainable Development Fund Board. The provisions of PEPA 2012 in relation to the Fund are the same as in PEPA 1997. The Fund shall be derived from the following sources:

i. Grants made or loans advanced by the Government or the Federal Government;
ii. Aid and assistance, grants, advances, donations and other non-obligatory funds received from foreign governments, national or international agencies, and non-governmental organizations; and
iii. Contributions from private organizations and other persons.

PEPA 2012 stipulates the Fund shall be utilized, in accordance with prescribed procedure, for:

i. Providing financial assistance to the projects designed for the protection, conservation, rehabilitation and improvement of the environment, the prevention and control of pollution, the sustainable development of resources and for research in any specified aspect of the environment; and
ii. Any other purpose which in the opinion of the Board will help achieve environmental objectives and the purposes of [the PEPA 2012].

However, as of the writing of this report, the Government of Punjab has neither notified the Provincial Sustainable Fund Board nor made any rules for the utilization of the Fund.

PEPA 2012, like PEPA 1997, requires all projects listed in Schedules I and II to the IEE/EIA Regulations to file IEEs and EIAs, respectively, before the EPA, Punjab and obtain Environmental Approval thereon "before operation or construction". In addition, if a project is deemed likely to cause an adverse environment effect and EIA must be conducted even if the project is not listed in Schedules I or II of the IEE/EIA Regulations. Environmental Approvals issued by the EPA, Punjab are subject to conditions the EPA, Punjab deems necessary in the circumstances.

Government of Sindh

The Sindh Assembly passed the Sindh Environmental Protection Act, 2014 ("SEPA") in February 2014 in exercise of its new power to legislate on "environment pollution and ecology" after the 18th Amendment. SEPA makes changes to the scope and nature of PEPA 1997, but not to its basic structure and framework.

SEPA establishes the Sindh Sustainable Development Fund and provides for its management through a Sindh Sustainable Development Board. The Fund shall be derived from the following sources:

i. Allocations and grants made or loans advanced by the Government of Sindh or by the Federal Government;
ii. Aid and assistance, grants, advances, donations and other non-obligatory funds received from foreign governments, national or international agencies, and non-governmental organizations;
iii. Voluntary contributions from private, corporate, multinational organizations and other persons.
iv. Any fees generated under the provision of this act including the fines imposed against contraventions including penalties.

SEPA provides for the manner in which the Fund is to be utilized. The provisions are the same as PEPA 1997 and PEPA 2012.

However, as of the writing of this report, the Government of Sindh has neither notified the Sindh Sustainable Fund Board nor made any rules for the utilization of the Fund.

SEPA, like PEPA 1997, requires all projects listed in Schedule I and II to the IEE/EIA Regulations it to file IEEs and EIAs, respectively, before the

EPA, Sindh and obtain Environmental Approval thereon "before operation or construction". In addition, if a project is deemed likely to cause an adverse environment effect and EIA must be conducted even if the project is not listed in Schedule I or II of the IEE/EIA Regulations. Environmental Approvals issued by the EPA, Sindh are subject to conditions the EPA, Sindh deems necessary in the circumstances.

Unlike PEPA 1997, SEPA provides for a Strategic Environment Assessment ("SEA"), which is a new provision of in aid of sustainable development, in the following terms:

Strategic Environment Assessment

(1) All provincial government agencies, departments, authorities, local councils and local authorities responsible for formulating policies, legislation, plans and programmes to be implemented in Sindh province which may cause any environmental impact in the jurisdiction of the province shall, before submitting the same to the competent authority for approval, forward to the Sindh Environmental Protection Agency a strategic environment assessment containing –

- Description of the objectives and features of the proposed policy, legislation, plan or programme that are in consonance with the principles of sustainable development;

- Assessment of the adverse environmental effects, if any, likely to be caused during implementation of the policy, legislation, plan or programme along with proposed preventive, mitigation and compensatory measures;

- Analysis of possible alternatives; and

- Identification of those components of the policy, legislation, plan or programme, if any, in respect of which specific environmental impact assessment need to be carried out in due course.

(2) The Agency shall, in consultation with the concerned Government Agencies and Advisory Committees where established, review the strategic environment assessment, within sixty (60) days of its filing, and prepare a report containing its comments and recommendations in respect thereof which shall be forwarded to the initiating Government Agency, authority, local council or local authority and

duly considered by it and the competent authority before approval or otherwise of the proposed policy, legislation, plan or programme.

(3) The provisions of sub-sections (1), and (2) shall apply to such categories of policies, plans and programmes and in such manner as may be prescribed.

The Government of Sindh has not yet made any rules for the regulation of SEAs.

Implementation of Laws and Regulations

In 2007, after the Lahore Bachao Tehreek movement in Lahore to protect the trees along the Lahore Canal, there had been some 40-50 Environmental Approvals sought and obtained in Pakistan. Nowadays, there are hundreds of approvals sought and grated every year.

Environment Approvals can be categorized, broadly, into private sector and public sector projects. Private sector projects, especially formal business as opposed to SMEs, are fairly well regulated by the EPAs. Public sector projects can be sub-categorized into self-funded or internationally funded. Internationally funded projects are very strict as donors/lenders require not only Pakistani environmental law to be followed but also that their own Operational Policies with respect to the environment are followed. Self-funded public sector projects are where the major issue of enforcement comes up. Large self-financed public sector projects (like the ones quoted in my report) often have strong political backing and are not amenable to the delays caused by not properly following the procedure for Environmental Approvals prescribed by law. Often, the Federal or Provincial Government will have their self-funded projects “expedited” through the EPA approval process. This is against the law and violates the Fundamental Right to a clean and healthy environment.

I mention this last instance especially in light of the aggressive power policy being followed in Punjab. While the energy crisis is a real and pressing issue, questions exist as to whether plans to construct a number of coal-fired power plants, for example, are adverse to the environment.

Capacity Building Programmes

There are some capacity building programs that are funded out of Islamabad and to which I know government officials are routinely invited to. The recent IUCN National Environment Action Project (a five-year capacity building project that ended earlier this year). However, there has been no targeted capacity building programs post-18th Amendment. I mention this as, after the 18th Amendment, provinces alone are responsible for law, policy and enforcement of environmental and ecological issues.

By and large, urban local governments in Pakistan operate on financial loss. Their budgets are supported by grants-in-aid from provincial or Federal sources or through international financing. With barely enough money to cover O&M costs, local governments are not in a position to play a role in environmental sustainability in each province.

That said, District Officers (Environment) of local governments wield significant powers. They can be delegated powers by provincial EPAs for carrying out the provisions of environmental law and also have jurisdiction to take up environmental matters under local government legislation.

Dengue Control

Formally, dengue patrol is not a responsibility of the EPD, Punjab under the Rules of Business but the Chief Executive of the province has directed the EPD to part of Dengue patrol activities. Large portions of the time of the Secretary, EPD and DG, EPA are consumed on Dengue patrol in selected areas of the province. Most EPD budgets remain minimal; with enough to cover O&M costs and a few projects. No large sustainability projects are part of EPD budgets for 2014-2015. In Punjab, to the best of my knowledge, no money had been allocated for the provincial sustainability Board.

In addition, also understand the EPD and EPA responsibilities vary upon each provinces' climatic and environmental characteristics. In KP, for example, there is relatively little industrialization. However, growing urbanization and the control of water resources remain an important aspect of sustainability and environment regulation. In Punjab, by contrast, the emphasis of the EPD and EPA is on controlling industrial pollution throughout the province. The Punjab is in dire need of more laboratories where samples can be sent for testing, and for a larger budget that will allow the EPA, Punjab to properly monitor emissions from over 60,000 industrial units in the province.

Recommendations

Action in law and in policy is needed for advancement in environment sustainability. In law, the improvement of enforcement is crucial. Whether this can be done through additional laboratories, increased enforcement staff or sustainability programs requiring larger budget allocation are questions for provincial governments to answer. However, after the 18th Amendment, given the weak capacity of EPAs generally and the looming environmental crisis, it is imperative provincial governments prioritize sustainability and environment pollution control by introducing provincial policies in this regard.

Provincial governments may also appoint provincial sustainable development Boards and allocate seed funding for each. These boards may be made responsible for generating their own funding revenue so that the legal framework of sustainability is finally brought into action.

After the 18th Amendment, there is also greater room for provincial governments to frame sustainability legislation or rules through the existing environment protection legislation. Rules for hospital waste, drinking water, small- and medium-industries can all thus be devised and implemented.

Disaster Preparedness and Management

Dr. Zafar Iqbal Qadir[76]

Context of Pakistan

Faced with a range of physical, social and economic vulnerabilities, Pakistan is equally prone to natural disasters including floods, earthquakes, landslides, cyclones and droughts that threaten to affect the lives and livelihood of its citizens. The human induced disasters created by human errors or follies such as fires, civil unrest, terrorism, refugees, internally displaced persons, health epidemics, transport accidents, industrial accidents add fuel to fire.

Background

Historically, disaster management policies in Pakistan remained limited to flood disasters with primary focus on rescue and relief operations. Disasters were viewed in isolation from the mainstream development and poverty alleviation planning processes. The state-level disaster preparedness and mitigation measures were focused more on structural aspects and undermined non-structural elements such as the knowledge and capacities of local communities and related livelihood protection issues. Disaster and relief departments / organizations largely remained under-resourced, incapacitated, and could not attract appropriate attention within the administrative hierarchy.

The term Disaster Risk Management (DRM) was also not much understood in Pakistan until the earthquake catastrophe of October 2005 exposed the existing institutional arrangements to deal with large calamities. The 8th October 2005 earthquake proved a wake-up call for decision makers at policy level for a well coordinated and elaborate disaster risk management system in the country as the national government did not have an institutional set-up to effectively respond to the disaster of this magnitude.

DRM Structures

The disaster, despite catastrophic tragedies, led to opportunities of realization and some action. To supplement the ERC (Emergency Relief

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Cell) at the Cabinet Division, the government soon rolled out FRC (Federal Relief Cell), which led to creation of ERRA (Earthquake Reconstruction and Rehabilitation Authority) in October 2005, with its organs PERRA (Provincial Earthquake Reconstruction and Rehabilitation Agency) in KP and SERRA (State Earthquake Reconstruction and Rehabilitation Agency) in AJ&K.

National Disaster Management Ordinance transformed this process into a systematic institutional arrangement during 2007 and NDMA was created to take control of the entire disaster spectrum in the country, including mitigation, preparedness, rescue, relief, recovery, rehabilitation and reconstruction. The ERC and ERRA with their provincial organs had to merge into new DRM structure as per new scheme of things.

The super floods of 2010 forced the government to look for international humanitarian support for disaster response. Most relief needs were met, but the communities needing recovery support remained handicapped. When it came to rehabilitation and reconstruction phase, the resources dried up. The unprecedented monsoon disaster of 2011 in Southern part of Sindh led to realisation for building back batter and stronger with a view to add resilience in the communities living under potential threat of natural calamities. The 2012 saw the worst of the rainfalls at the confluence three provinces – Punjab, Sindh and Balochistan – exposing inherent deficiencies in the system. The plugging in the gaps resulted in improving the DRM structures in terms of HR capacity, resource allocation, policy coordination, field implementation, camp management, supervision and monitoring. Political buy-in of the measures saw a significant improvement during the process.

Paradigm Shift

2012-13 was the period when Pakistan came out of response syndrome and moved into disaster risk reduction (DRR). The reactive approach to disaster was replaced with pro-active approach, wherein country's first ever 'Flood Contingency Plan 2012' was prepared upon extensive year long engagement of all stakeholders, culminating in a publication that paved way for stock taking, resource mapping and re-aligning resources – physical, financial and human – at national, provincial and district levels.

Benchmarking

During this period, the Cabinet approved the 'National Climate Change Policy'. The 'DRR Policy' and 'National Disaster management Plan' – the two leading policy documents – were finalized and presented before the 'National Disaster management Commission (NDMC)'. The Commission, being the highest policy forum on DRM as per law, endorsed and approved both the policy documents during their meeting on 23rd February 2013. NDMC endorsed the proposal of creating a new head of accounts of 'Disaster Risk Management' in the national and provincial budgets and making adequate allocations for anticipated operational expenses in case of emergency or disaster situation. The Commission also approved of raising 'National Disaster Response Force' on the pattern of Punjab Emergency Services / Rescue 1122 and inducting 2-3 members from civil society as provided in the NDM Act-2010. Minutes of the meeting of NDMC, however, never saw the light of the day, as the government was into the last month of their 5-year tenure; and the caretaker set-up did not consider it as a priority.

Governance Parameters

With this backdrop of events, the performance of the new government for the next one-year is to be assessed against some governance / performance parameters for a clearer picture and fair comparison. An effort has been made to pen down following parameters for the purpose of assessing the efficacy of governance in DRM sector during the year:

i. Political ownership of DRM needs and priorities
ii. Addressing the anomalies in effective deployment of DRM system
iii. Consultative planning process for preparedness and timely rolling out the disaster contingency
iv. Resource mobilization through annual budgetary provisions and other sources
v. Learning from experience: gap analysis, capacity building and institutional strengthening
vi. Coordination mechanism and media interface for timely flow of information
vii. Procurement, supply chain management, transparency and accountability
viii. Planning and delivering the mandated assignments
ix. Target setting and achievements
x. Quality of response to major disasters

Federal Government

The government during this past one-year remained busy in consolidation and building up the capacity at national level by rolling out NIDM

(National Institute of Disaster Management) through borrowed resources. The decisions taken by the NDMC during February 2013 are however resting in cold storage for want of approval or reconsideration. Convening of mandatory annual meeting of the NDMC also awaits the nod of Prime Minister, who chairs the meetings. Few key federal ministers, all Chief Ministers and Chiefs of the armed forces are members of the Commission. Pending formal approval of the decisions taken in the preceding meeting, the NDMP and DRR policies are yet to set in force. The delay is crucial, as the NDMP sets forth guiding roadmap for the next 10 years in terms of prioritization and resource mobilization to support the planned interventions. The plan, as and when approved, would attract the financial support by the Japanese government, which has considerably invested in developing this plan. Likewise approval of DRR policy would set new direction of approaching disaster risks and redesigning our planning, supervision and financing parameters of mega investments in the country.

Follow up on few crucial decisions of NDMC is pending, such as:

i. Raising of Nuclear Safety Wing at NDMA
ii. Introducing Disaster Risk Insurance to disperse and share the burden of risk with the private sector insurance industry
iii. Raising of NDRF (National Disaster Response Force) as a strike force on disaster response at the federal level
iv. Rolling out NDMP for capacity building and institutional strengthening of DRM structures
v. Transforming DRR policy into plans and activities; and mainstreaming these activities into national development planning
vi. Nomination of 2-3 members from the civil society into NDMC

Major anomalies in the DRM structure and DRM system in Pakistan are becoming persistent, with apparently no redressal. Ever since the establishment of NDMA under NDM Act, the provisions of the Act are still not being implemented in letter and spirit. There was a hope that the new government may live up to the expectations and put things in order with a view to improve governance in DRM. No move however seems to have made in this direction during the first year of the government. Though the operational mandate / functions of many parallel institutions stand transferred to NDMA through NDM Act of 2010 yet these units remain associated to their original ministry / division; creating major challenges of control, coordination and service delivery. The anomalies needing immediate attention include:

i. Addressing the duality of legislation recognizing both NDMA and

ERRA as statutory bodies with overlapping mandate on key areas of service delivery

ii. Merger of ERRA from Prime Minister's Office into NDMA

iii. Merger of ERC from Cabinet Division into NDMA

iv. Merger of NHEPRN (National Health Emergency, Preparedness and Response Network) from Ministry of Health Regulations into NDMA

v. Merger of Civil Defence from Ministry of Interior into NDMA

vi. Merger of President's Relief Fund from Cabinet Division into NDMF (National Disaster Management Fund)

vii. Merger of Prime Minister's Relief Fund from Cabinet Division into NDMF

viii. Transfer of 6th Aviation Squadron from Cabinet Division to NDMA

The government was cognizant of the need for extended consultations with a variety of stakeholders in the country for contingency planning. A number of consultative workshops were held in the provinces and awareness rose on the subject. However, the consolidated contingency plan – as the one prepared during 2012 – could not get published and disseminated. As a result, the urban flooding of Karachi and desert drought of Thar districts during the year could not catch timely attention by the federal entities. Preparedness for Thar drought was conspicuous for its absence.

Allocation of resources is always a matter of great concern for the DRM actors and players, as there is seemingly a lack of commitment from the political leadership to segregate adequate amount for disaster related activities upfront through creating a separate head of DRM in the annual budget books. There is status quo on reactive approach – releasing the amount needed for rescue and relief after the disaster strikes. Hence, there is no consideration of expenses on preparedness. There is hardly any understanding at political level for investing in mitigation or preparedness, which should otherwise be the preferred option for respectable nations to build resilience and confidence in society. During the meeting of NDMC on February 23, 2013, it was decided to keep an allocation of Rs. 5 billion in the national budget for disaster preparedness and response during the forthcoming year; but the implementation till date remains in limbo. The government was also not able to tap any significant international funding for DRM related initiatives during the year.

Based on what went on during the preceding few years of a series of disasters, the federal government has learnt a few lessons and did enhance its response capability. The emphasis on DRR however needs more commitment at political level, as that involves resource mobilization for pre-disaster investments. It is an agreed principle that a dollar spent in disaster preparedness saves ten in response. This also involves adding institutional capability of nuclear disaster safety capability, the concept of which had been discussed by NDMA management with the JS HQ in 2012 and agreed upon; and presented before the NDMC in February 2013, where it was endorsed by consensus. In practical terms, however, there seems a continuous silence on the subject.

Horizontal coordination with the federal agencies like armed forces, PMD, FFC, and WAPDA etcetera continues to have positive trend, whereas vertical linkages with the provincial level stakeholders need to be beefed up. While the NEOC (National Emergency Operations Centre) located at the Prime Minister's office was vigilant in updating the information at various emergency occasions, the interface with media remained rather limited, as compared to previous three years or so. Realistic projection of the national image of civilian government leading as rescuer and responder in disasters was rather missing on the silver screen this year.

Given the resources, the federal government was able to maintain a good reserve of emergency stocks of tents and other relief goods both at ERC and NDMA. The flow of relief goods to the field also remained swift and delivery was quite efficient. In terms of accountability and transparency, the NDMA has clear SOPs developed during the preceding year. There has apparently been no finger pointing on federal relief agencies in this regard.

The NDM Act and NDMP provide for taking a number of initiatives for strengthening the DRM institutions in the country, such as establishing NIDM, NDRF and disaster risk insurance mechanism. NIDM has been initiated this year with the limited funding support from the World Food Program. The government needs to put resources into this institution to come up as an apex DRM training body in the South Asian region. For NDRF, some basic equipment was procured by NDMA but the induction of requisite human resource has still not been initiated.

The targets if set by the government did not come to light. Mitigation efforts lacked commitment of resources and policy directions. Preparedness was somehow focused on floods in the flood prone districts with limited resources. Luckily, no major flood hit the country during the year. Contingency planning for drought preparedness and response remains a question mark.

Generally speaking, the institutional response to the earthquake of Awaran in Balochistan was well managed, despite security challenges, inaccessibility of the area and spread of affected population. The urban flooding in Karachi was in fact supposed to be managed by the first responder; i.e., the provincial government. Hence, the federal government is generally absolved of its responsibility in this regard. On the other hand, the drought response in Thar Desert fell short of expectations due to increased loss of human lives, which could have been saved if preparedness planning and early warning signs were taken a bit seriously by the management and leadership both.

Federal Territories

Performance of federal territories; i.e., ICT, AJK, GB and FATA has also shown considerable improvement during the year. Brief analysis of each is given hereunder:

ICT: Islamabad Capital Territory is an independent entity in terms of DRM. CDMA (Capital Disaster Management Authority) led by DC Islamabad, was notified in the preceding year and actually initiated DRM planning process this year. Coordination with NDMA, CDA, M/o Interior, Cabinet Division and line departments in the territorial jurisdiction of the capital has created good momentum about the upcoming role of CDMA in this regard. There is strong need to merge the 88-men US&R (Urban Search and Rescue) team of CDA with CDMA and also put the civil defence elements under the administrative and operational control of DG CDMA / DC Islamabad. Besides the emergency health care component of the CDA, it also needs to integrate with the upcoming DRM institution at the federal capital.

AJ&K: The SERRA (State Earthquake Reconstruction and Rehabilitation Authority) established during the aftermath of 2005 earthquake was soon transformed into SDMA (State Disaster Management Authority). Though resource mobilization remains the major impediment in the government of the state, yet their performance vis-à-vis resource availability is generally considered good. The state government has been able to restructure the DRM structures to suit the preparedness and response needs and have put in the relevant elements under the umbrella of SDMA, led by an officer of the level of Secretary to the government. It is however noticed that the services of Rescue 1122, which were established during the preceding year, could not get mobilized despite the availability of trained human resource as well as supporting vehicles, hardware and technical support.

GB: In the federal territory of Gilgit-Baltistan, the situation is not much different than in AJ&K in terms of resource constraints. The region being more prone to natural calamities and unfriendly climatic conditions poses great challenges in disaster response. The efforts done by the government of GB are indicative of their commitment to move forward with constructive plans and build resilience with whatever meagre resource available. GBDMA (Gilgit-Baltistan Disaster Management Authority), despite being a new entity has been forthcoming in preparing disaster contingency plan during the year and has managed the implementation part well.

FATA: The FDMA (FATA Disaster Management Authority) is lucky to have inherited knowledge, attitude and practice regarding DRM themes from PaRRSA / PDMA Khyber Pakhtunkhwa over the years. The FDMA seems in continuous deployment, fighting the man-made disaster of terrorism and IDPs. The institution has gained a good deal of maturity both in planning and response. During the year, their performance has shown a positive trend in terms of good planning and delivering quality services.

Government of Balochistan

Despite being a resource rich province in terms of unexplored mineral treasures, the province has generally faced financial crunch since independence. Thanks to the latest NFC awards, the province started making a comeback in terms of development planning and management. The year 2013-14 has seen a great deal of improvement in the governance of the province, especially with respect to disaster preparedness and response. Highlights of the government's performance against pre-defined parameters are as follows:

Political leadership in the province has shown great interest in resolving the issues related to disaster threats and vulnerabilities. The provincial policy orientation indicates a paradigm shift in resource allocation pattern. Investing more in social sector (education and health) this year, the government has also provided more than required resources for disaster related interventions. Against a suggested allocation of Rs. 3 billion, the province actually kept more than Rs. 5 billion for this purpose. The pro-active approach has provided due leverage to PDMA management to upgrade their facilities and governance systems for effective service delivery.

The government has been quite forthcoming in resolving the anomalies in

DRM structures much in advance. DG PDMA also acts as relief commissioner in the province and is designated as Secretary for Rehabilitation Department in the provincial set-up. What is still missing at this stage is the merger of Civil Defence Establishment into PDMA, which could then be converted into disaster response force. The province is also struggling to initiate an emergency ambulance service on the pattern of Rescue 1122 but has not yet succeeded. The authority, however, enjoys adequate autonomy and freedom of action.

Contingency planning for disasters remains an area where the province needs to invest more time, energy and resources. Although physical distances are a big challenge in the province, yet a systematic flow of information sharing and dissemination is crucial for the success of any DRM plan. The performance of PDMA in this regard, however, shows significant improvement over the preceding year.

In terms of resource allocation, the provincial government has been generous to provide additional funding for enhancing the capacity of PDMA and its allied institutions during the year. The province has also been able to tap good resources from international finance institutions towards institutional strengthening of DRM structures. The provincial government had earmarked Rs. 5 billons during the year for disaster risk management, as against 3 billion recommended by the NDMC.

Balochistan has shown significant improvement in learning from disasters. Their exposure to repeated floods in Southeastern districts, Kalat, Khuzdar and Loralai and coast-related threats were adequately addressed by focused preparedness initiatives in terms of institutional strengthening of DDMAs and capacity building of DRM officials at the provincial levels. The contingency planning also helped in adequate response to Awaran earthquake that jolted heavily the desert districts of Awaran and Khran during the year.

Coordination of PDMA Balochistan with sister organizations working in this area remained satisfactory. Vertical linkages have seen good improvement than previous years, while on horizontal front; there is need for doing more, on account of the capacity limitations of the other provincial line departments and private sector players in DRM sector. PDMA also needs to focus more on capacity enhancement of DDMAs in terms of resource mapping, contingency planning, resource mobilization and coordination.

Balochistan government has made considerable investments during the year to enhance capacity of warehousing and maintaining logistic operations with added endurance. With the technical assistance from World Bank, the PDMA has been able to work out provincial disaster management plan that provides for necessary guidelines towards supply chain management, transparency and accountability. Management team of PDMA is better trained and equipped now than in preceding years.

PDMA went on following the mandate of DRM enactment and has generally been successful in enhancing the level of preparedness and response. Resource mobilization, capacity enhancement and expanding donor coordination remained significant. The work on raising disaster response force however remained at snail's pace. There has been an initiative though, on establishing an emergency ambulance service, namely Rescue 786 at Quetta metropolitan, yet the dream still remains to be realized. The province needs to invest in expanding the human resource based and equip them with necessary skills to be operational as an effective strike force to meet any disaster challenge.

The targets set by the PDMA in the contingency plan were chased and met successfully. Setting up a major warehousing facility at Quetta, beefing up transport pool, developing a province specific disaster management plan and timely rolling out of contingency plans are among the few.

During the year, the province faced one major disaster at Awaran, where, despite security concerns and geographic hardships adversely impacting access to the area, the provincial government was successful in meeting the challenges and providing due rescue and relief services. PDMA was also able to link up with humanitarian partners and involve them for collective response efforts. The quality of service provisioning remained better than previous years.

Government of Khyber Pakhtunkhwa

Having hosted a number of major disasters since 2005 fatal earthquake, the government of KP is fully cognizant of its responsibilities and tries living up to expectations. An assessment report is as follows:

The political leadership remained enthusiastic in the province to meet any such challenge. Due to repeated disaster shocks during the past 9 years or so, the provincial leadership, irrespective of political affiliation, is concerned with the hazards and vulnerabilities that the province is exposed to. They are generally pro-active and are quick to respond.

KP was the first province to resolve the anomalies on DRM structures. Initially established as PaRRSA (Provincial Reconstruction, Rehabilitation and Settlement Authority), the authority soon transformed into PDMA, inheriting the performing baggage of PaRRSA. The government has been pro-active in putting most of the policy and operations related functions of DRM under a single command of DG PDMA, who happens to enjoy the status of Secretary / Head of Department in the provincial government. Incidentally, it is PDMA that controls the entire relief portfolio in KP along with all other stages of disaster spectrum.

Contingency planning is one of the strong areas of KP. The social fabric has a traditional consultative culture in the province that feeds through brainstorming and consensus building. The government has built upon this tradition and has been able to perceive the upcoming threats and put in place necessary corrective measures upfront. The government developed a comprehensive contingency plan during the year that was successfully applied during emergencies. This year, since the natural disasters had a soft corner for the province, the DRM players remained engaged in serving the IDPs (Internally Displaced Persons) for their camp management, taking care of their registration, shelter, food, medicines and livelihood.

KP is by and large the most forthcoming province when it comes to anticipatory allocation for disaster preparedness. Against the NDMC recommendations of allocating Rs. 3 billion for DRM during the year, the province came up with a financial outlay of Rs. 7 billion in their annual budget to support disaster mitigation, preparedness and response initiatives. Practically, the province did not face any resource challenge during the year and has also been forthcoming in providing relief support to the underfed population of Thar Desert in Sindh.

Having been used to facing disasters of a large variety, the province has learnt good lessons are incorporating these lessons in their future plans and actions. Establishment of disaster response force on the pattern of Punjab Emergency Service / Rescue 1122 is a major step forward in this direction. Development of district based contingency plans and response plans add confidence to the communities. Data mapping, land use planning, early recovery and rehabilitation of communities have added much resilience in true sense. Investing in mitigation and preparedness by the province has no parallel in the country.

Coordination and institutional linkages with other players in DRM have been more than satisfactory. Vertical linkages with national and district-based institutions have improved over the year. Horizontal linkages with FDMA (Fata Disaster Management Authority), line departments of the provincial government, development partners from UN and non-government sector have also improved considerably. This is evident from the fact that the province enjoys great support of development partners in terms of investing in disaster preparedness, recovery, reconstruction and rehabilitation.

Management of the on-going human-induced disaster related to IDPs and timely responses to natural calamities by the province have added the capacity and capability of PDMA to meet the challenge of high standards in procurements, supply chain and transparency. The province has been able to set-up warehouses at appropriate locations and has built up the stockpiles for meeting any emergency.

PDMA at Peshawar is known for planning well and executing well. PDMA remained quite successful in delivering the mandate during the year. Launching of school safety programs, gender mainstreaming initiatives and CBDRM (Community-Based Disaster Risk management) are just to name a few. Donors mapping and resource mobilization for these initiatives remained quite adequate during the year.

The targets are adequately set in the contingency plans and resources matched through budgetary measures. Hence, the achievement of targets becomes much easier. Matching the resources with the worst-case scenario is always the key to success, which has been recognized by the provincial leadership.

Given the experience of the province in project-mode working for relatively longer time, the service delivery in this regard is quite efficient. The quality of disaster response, therefore, remains very timely and effective.

Government of the Punjab

Following the same parameters as explained above, the assessment of government in the context of Punjab province would be as follows:

The political leadership remained committed on DRM need and priorities, especially with respect to mitigation and preparedness. Digitizing land records in some districts and resorting to scientific means of land use planning has been a major leap forward in this direction. Institutional strengthening of Provincial Disaster Management Authority (PDMA) at Lahore both in terms of human as well as material resource has been quite forthcoming. Frequent transfers of PDMA management, however, remained a matter of concern during the year.

In terms of anomalies in DRM structures, there has been less attention this year. During the preceding few years, the government had taken a bold step of aligning the Punjab Emergency Service (PES) / Rescue 1122 with the PDMA, making it as a part of the later, to be a specialized agency on disaster response. The performance of PES has improved tremendously during the year owing to the dynamic leadership of the force supported by effective patronage of the political leadership. It has supposedly become the most effective and efficient response force in South Asia. However, the Relief Commissionorate of the provincial Board of Revenue and Directorate of Civil Defence are still working independent of PDMA, thereby causing coordination challenges and procedural delays.

Over the past few years, PDMA Punjab has enhanced its capability of participatory involvement of key stakeholders in the flood prone districts and has been able to come up with good contingency plans. PDMA has made the best use of DRM consultants provided by the federal government in selected districts during the preceding few years and has sustained the effort in disaster preparedness despite the absence of these consultants during this year. Generally speaking the preparedness level of the government remained more than satisfactory during the year.

The NDMC had endorsed the recommendation of pre-allocation of Rs. 5 billion by the provincial government of Punjab for the year, by reflecting it in the provincial budget against the new head of account for DRM. Such amount is placed in the Provincial Disaster Management Fund (PDMF) at the disposal of PDMA for undertaking disaster mitigation and preparedness activities on one hand and building up emergency stock and providing timely relief and recovery on the other. Although no upfront allocation of resources was made during the annual budget of 2013-14 for the PDMF, yet the amount was made available to respective line departments and well spent by way of mainstreaming flood mitigation activities in the development strategy of the province. PDMA enjoyed adequate flexibility in building the capacity of its human resource and adding resilience related initiatives in its annual scheme of things.

In terms of lessons learnt, the provincial government, having been hit heavily during the high floods of 2010 and 2012, seems to have rolled up the sleeves and exhibited a great deal of pro-active approach in meeting such challenges. Overall governance culture of the province added much needed value to the field implementation and delivery of service. Computerization of land records, strengthening of PES / Rescue 1122 and focus on consultative contingency planning, mock drills and investment in warehousing of relief stocks at key locations are significant measures in the desired direction. Notifying District Disaster Management Authorities (DDMA) and integrating the response force of PES with the DDMA has been a major step forward.

PDMA Punjab remained greatly involved in horizontal linkages during the year, coordinating very well with the provincial level stakeholders both in public and private sector, under the guidance of provincial leadership. While the vertical linkage with NDMA remained a challenge, the linkages with subordinate organizations of DDMAs remained greatly appreciable. The government was also forthcoming in updating the communities on dissemination of early warnings and other related information. Media interface of the provincial DRM actors remained satisfactory during the year.

PDMA Punjab has been pro-active in stockpiling adequate relief supplies and disbursing the same with lease possible delay when it came to emergency provisioning. PDMA Punjab generally enjoys good reputation of transparency on account of procurement of emergency related goods and services. Effective and abrupt accountability by the political leadership leaves less chance for malpractice and foul play.

Although the Punjab government has played an active role on DRM during the year, yet there remains room for improvement in streamlining the DRM structures and institutionalizing DRM policies and practices. There is a likelihood that the DRM best practices may take a downward trend, if the policies leading to success factors are not documented, endorsed, legislated upon and institutionalized. There is a general tendency of planning on ad-hoc basis, following the wave of political activism and executing the command all the way through to deliver the mandate assigned on case-to-case basis. Institutionalization is the need of the day.

Seemingly the targets were set in provincial contingency plan for meeting the rescue and relief needs, besides continuation of on-going recovery efforts, against which resource matching exercise was carried out in time. During the emergencies, the governmental efforts were obvious and visible in reaching out the communities and providing necessary services.

What remains to be done at a large scale is the planning and implementation of 'School Safety' programs for educational institutions and Community-Based DRM initiatives in the province. Not to mention of initiating disaster risk insurance in the province that has the potential of taking the entire burden of relief and recovery spending off the shoulders of provincial exchequer; and generating private sector employment opportunities in the insurance industry.

Though no major disaster challenge was faced by Punjab during the year, however, the government response to emergencies like flash floods in Bhakkar, Mianwali, Sialkot, Narowal and Rajanpur remained prompt and efficient. The government also performed considerably well in combating industrial accidents, transport accidents and forest fires by effective deployment and use of PES / Rescue 1122. Punjab Emergency Service has changed the face of emergencies and holds these from turning into disasters. This seems to be the single largest achievement of the provincial government in adding resilience among communities.

Government of Sindh

Sindh is a province facing major hazards and risk vulnerabilities in the country. The province is exposed to riverine floods, monsoon floods, urban flash floods, sea cyclones, soil erosion, oil spills, avalanches and droughts etc. The city of Karachi is also vulnerable to earthquakes, being located on the fault line.

Generally speaking, the performance of the provincial government with respect to governance concerns remains unchanged since the turn of parliamentary tenure during mid-2013. The leadership and the governance priorities somehow remain the same. Specific assessment in all the governance parameters would show following picture:

The political leadership in the province somehow, for the reasons best known to them, seems to be shying away from the responsibility of disaster risk management. Multiple splits of the DRM mandate among cabinet members, frequent transfer of PDMA top management for more than a dozen times during the past 3 years or so and lose control over administrative machinery bear testimony to the fact. The performance of the government during the past year has just been the continuation of their previous year's output, if any, in terms of disaster mitigation, preparedness and response.

The provincial DRM structure remains full of anomalies, the redressal of which seems to be a far-fetched idea. PDMA having been established through an act of parliament is handicapped for want of even initial resources to perform the duties assigned to it. The Minister in charge of PDMA has no control over the resources set forth for the relief purpose. This financial resource is controlled by Minister / Advisor on Relief and Relief Commissioner, who tend to reach out the disaster-hit communities independently and seem like competing with PDMA in terms of resource mobilization and service delivery. The Civil Defence troops are under the administrative control of Home Department and are never available either for training or deployment during the time of need. There is strong need to put all these elements of DRM together under one umbrella and provided adequate political ownership and support to evolve a dynamic organization at the provincial level.

The importance of contingency planning for the preparedness has never been under-estimated by the key stakeholders. Efforts have been made by the federal government and UN partners to engage PDMA, DDMAs and field communities to build capacity at appropriate levels for contingency planning and rolling out the response plans when exposed to emergencies and disasters. Though the 'Contingency Plan' document was developed at the provincial level, but lacked the input and ownership from the districts. Reportedly, the document was not made public for dissemination of information. The district governments also remained unaware of this useful piece of information. Thus, when the Thar drought surfaced, the DRM players started blame game to absolve themselves of the responsibility.

Resource allocation for DRM has generally been a low priority in Sindh. The NDMC had recommended an upfront allocation of Rs. 5 billion through provincial budget, which was not considered necessary by the lawmakers. The government does manage to put together some amount, but that comes too late and too little, and that too after a lot of hassle. The re-active approach not only slows down the disaster response but also discourages preparedness planning. Coordination and supplementing efforts among PDMA, Relief Commissioner and Finance Department generally remains a big challenge.

Sindh government, being host to so many disasters – one after the other - is learning rather slowly from the experiences faced over the years. During the past one year, no significant move at the policy level has been reported that would mellow down this impression. Sindh government is sincerely advised to learn also from the experiences of other provinces, which are playing pro-active role in overcoming their inefficiencies and investing in resilience. Establishment of disaster response force on the pattern of Rescue 1122 – the most efficient homegrown model of disaster response – is just one example.

There is lot of room for improvement in terms of coordination and linkages in DRM system in Sindh. Both vertical and horizontal linkages with other relevant organizations / institutions are weak and need serious reconsideration. Ad-hoc decisions are somehow being symbolized as the preferred alternatives to informed decisions.

Due to frequent replacement of DRM top team and lack of effective commitment, the institutionalization has not taken roots. The procurement, supply chain management, transparency and accountability are taken as high-sounding propositions. Efforts are made to overcome systemic inefficiencies, despite ad-hoc directions. It would take a while for the Sindh government to attain a satisfactory level in this regard.

Unfortunately, the limited commitment and job insecurity syndrome lead to poor planning and implementation in the field. The negligence in forecasting and managing drought in Thar Desert this year has been an eye-opener for those responsible.

Target setting exercise in DRM is general initiated at the level of DDMAs and consolidated by the PDMA at provincial capital. The urban flooding of Karachi and fatal drought of Thar has exposed the absence of any such initiative. Hence, not much could be done in response.

Quality of disaster response in Sindh during the year remained rather inadequate. Even the traditional knowledge about Thar Desert could have added good value in contingency planning, if that was taken seriously. The absence of proper response plan delayed the whole process of resource mobilization and establishing a timely supply chain between the warehouses / food godowns and the communities needing food. Loss of human lives due to food insecurity and lack of nutrition is never considered as an acceptable proposition for a resource-rich province.

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