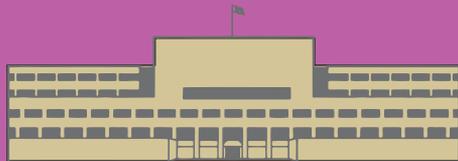


Assessment of the Quality  
of Governance

# SCORE CARD

Second Year of the Federal Government  
June 05 - 2014 | June 04 - 2015

**PILdAT**  
Pakistan Institute of  
Legislative Development  
And Transparency



**FEDERAL GOVERNMENT**  
**ASSESSMENT OF THE QUALITY OF GOVERNANCE**  
**IN PAKISTAN**

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MAY 30, 2014- MAY 29, 2015

PILDAT is an independent, non-partisan and not-for-profit indigenous research and training institution with the mission to strengthen democracy and democratic institutions in Pakistan. PILDAT is a registered non-profit entity under the Societies Registration Act XXI of 1860, Pakistan.

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Printed in Pakistan  
Published: March 2016  
ISBN: 978-969-558-620-4  
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# TABLE OF CONTENTS

07	<i>Preface</i> <i>Acknowledgements</i> <i>Abbreviations and Acronyms</i> <i>Executive Summary</i>
20	Score Card on the Quality of Governance at the Federal Level
21	<b>Introduction</b> Rationale Methodology
	<b>Assessment of the Quality of Governance under Governance Pillars and Individual Parameters</b>
29	<b>Rule of Law</b> Anti-Corruption Peace, Stability and Order Transparency National Defense
45	<b>Management of Economy</b> Agricultural Development Collection of Taxes Utility Bills Collection Development Programmes Electricity Production and Management Investment Friendliness Management of Unemployment Water Resource Development and Management Management of Inflation
69	<b>Social Indicators</b> Environmental Sustainability Gender Equality Management of Population Growth Poverty Alleviation
79	<b>Service Delivery</b> Disaster Preparedness and Management Education Healthcare Immunisation of Children
91	<b>Administrative Effectiveness</b> Devolution of Powers to Lower Tiers Merit-Based Recruitments and Promotions Clean, Efficient and Economic Public Procurements Use of Technology for Better Governance

Autonomy of Regulatory Bodies  
Foreign Policy Management

111

### Appendices

Appendix A: List of Members of PILDAT's Governance Assessment Group (GAG)

Appendix B: List of Websites of Federal Ministries with Details of the Information Available

### List of Figures

30	Figure 1: NAB Complaints Data
31	Figure 2: Recovered Amount (Rs. in Million)
32	Figure 3: Pending High Profile Cases
32	Figure 4: NAB's Budget
35	Figure 5: Bomb Blasts
40	Figure 6: Number of Times Pakistani Territory Violated by Ground, Air or Sea by Foreign Forces
46	Figure 7: Budget Allocation for Agricultural Development (Rs. in Million)
49	Figure 8: Tax Target and Actual Collection (Rs. in Billion)
53	Figure 9: Development Budget (Rs. in Billion)
57	Figure 10: Installed Capacity of the Electric Power Plants (MW)
57	Figure 11: Actual Amount of Electricity Fed into System and Monthly Shortfall (GWh)
59	Figure 12: Domestic and Foreign Investment
61	Figure 13: Total Rate of Unemployment
64	Figure 14: Allocated Budget and Actual Spending (Rs. in Billion)
70	Figure 15: Environmental Sustainability Budget (Rs. in Million)
72	Figure 16: Literacy Rates (%)
72	Figure 17: Unemployment Rate by Gender (%)
74	Figure 18: Total Budget Allocation for Population Welfare Programmes (Rs. in Million)
76	Figure 19: Budget Allocation and Spending on Poverty Alleviation (Rs. in Billion)
81	Figure 20: Budget Allocations for NDMA
81	Figure 21: Actual Spending by NDMA
82	Figure 22: NDMA Workforce
97	Figure 23: Evaluation Reports of Procuring Agencies
98	Figure 24: Number of Reported Instances of Violation of the Procurement Rules
100	Figure 25: Budget for Use of Technology
103	Figure 26: Total Number of Positions of the Chief Executives: Vacant
104	Figure 27: Chief Executive Positions Advertised
107	Figure 28: Budget of Ministry of Foreign Affairs

### List of Tables

34	Table 1: Peace, Stability and Order in ICT
35	Table 2: Crime Statistics in FATA
36	Table 3: Indicators for Peace, Stability and Order (All of Pakistan)
46	Table 4: Major Inputs in Agriculture
47	Table 5: Total Budget Spent on Key Initiatives
49	Table 6: Number of Taxpayers in ICT and FATA
50	Table 7: Gas Bill Collection (Rs. in Billion)
51	Table 8: Gas Receivables by Various Companies (Rs. in Billion)

53	Table 9: Public Sector Development Programme
58	Table 10: Electricity Generation Breakdown: Public and Private (GWh)
64	Table 11: Irrigation Canal Development 2014-2015
65	Table 12: Inflation Statistics
70	Table 13: EPA Project Progress
74	Table 14: Crude Birth Rate, Death Rate, Natural Rate of Population Growth and Contraception Rate
88	Table 15: Budget for Immunisation of Children
92	Table 16: Devolution of Powers to Lower Tiers
94	Table 17: Group-Wise Breakdown of Recruitments through CSS
95	Table 18: Recruitment by Examination
106	Table 19: Head of State Visits



PILDAT's Score Card on the **Federal Government of Pakistan: Assessment of the Quality of Governance** evaluates the change (above average and below average) in the quality of governance in the Federation upon the completion of the second year in office (2014-2015) in comparison to the first year of the Government (2013-2014).

The assessment and Score Card is part of PILDAT's initiative under its Democracy and Governance Programme. Within this programme, the "Assessment of the Quality of Governance in Pakistan" project aims to examine the performance of the Federal and Provincial Governments. As democracy progresses in Pakistan, PILDAT believes that the focus should be on the *performance* of democracy and not just the *process* of democracy. With this report, PILDAT seeks to understand the extent to which the democratic Governments have delivered to their respective citizens in terms of providing good governance.

This Score Card is primarily based on data provided by the Federal Government of Pakistan. PILDAT supplemented the data by referring to several publications and websites of the Federal Government and other entities such as international agencies, think tanks and media reports.

The Score Card is based on a framework developed by PILDAT to monitor the quality of governance of the Federal and Provincial Governments of Pakistan. While greatly benefitting from many international frameworks to assess the quality of governance, PILDAT's framework has been created indigenously with the valuable input of a 25-member Governance Assessment Group (GAG) comprising some of the most eminent experts across Pakistan.

PILDAT's initiative to assess the quality of governance of the Federal and Provincial Governments is by no means an exercise to criticise their performance. It is, in fact, a collaborative effort to highlight areas of strengths and potential areas requiring improvement in the quality of governance.

Earlier, upon the completion of the second year of the Federal and Provincial Governments in office in June 2015, PILDAT conducted and published the results of the Public Opinion Poll on *the Quality of Governance in Pakistan at the End of the Second Year of Federal and Provincial Governments* in October 2015. Both the Public Opinion Poll and the Performance Assessment Score Card of the Federal and Provincial Governments are part of the effort to assist elected political Governments in the Centre and the Provinces to improve their quality of governance. It is hoped that policymakers, Government Officials, and politicians will benefit from the perspectives highlighted in this assessment report.

Both the Score Card based primarily on the analysis of the data as well as the Public Approval Ratings on governance indicators through public opinion polls are planned to be conducted annually by PILDAT to keep a track of the trend of performance on governance. Both this report and the Public Opinion Poll released in October 2015 are the second of their kind in this series.



# ACKNOWLEDGEMENTS

PILDAT gratefully acknowledges the support of the Federal Government of Pakistan for extending their cooperation in compiling this Score Card. We especially wish to acknowledge the support of *Mr. Fawad Hasan Fawad*, Secretary to the Prime Minister, Federal Government of Pakistan, who was designated as the Focal Person by the Prime Minister of the Islamic Republic of Pakistan, *Mr. Muhammad Nawaz Sharif*, MNA, to provide data to PILDAT. In addition, we wish to acknowledge the on-going support of *Mr. Khushal Khan*, Deputy Secretary, National Action Plan, *Mr. Kazim Niaz*, Joint Secretary, National Action Plan, and the respective Focal Persons from Federal Ministries and Divisions.

PILDAT also recognises the support and assistance provided by the members of the Governance Assessment Group (GAG), consisting of eminent Pakistanis on an honorary basis. Appendix A carries a list of the members of the GAG.

This Score Card benefits from compilation of data and assessment carried out by *Ms. Minahil Niazi*, Projects Manager, alongside the team including *Ms. Mehrbano Raja*, Projects Manager and *Mr. Abdul Mueed*, Projects Officer and graphic compilation by *Mr. Amjad Hussain Alvi*, Graphics Designer PILDAT. The Score Card has been reviewed by *Ms. Aasiya Riaz*, Joint Director PILDAT. The Score Card has been developed and finalised under the overall guidance and direction by *Mr. Ahmed Bilal Mehboob*, President PILDAT.

The Score Card has been prepared by PILDAT as part of the Governance and Democracy Programme, which is supported by the Danish International Development Agency (DANIDA), Government of Denmark. We wish to thank them for their support but reiterate that the views expressed in this Score Card do not necessarily represent the views of DANIDA, Royal Danish Embassy, Islamabad, or the Government of Denmark.

Islamabad  
March 2016

## Disclaimer

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PILDAT has made every effort to ensure the accuracy of data and assessment in this Score Card. Any error or omission therefore is not deliberate.

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## ABBREVIATIONS AND ACRONYMS

ACT	Alternative Corporate Tax
ADB	Asian Development Bank
AED	Agricultural Engineering Division
AEPAM	Academy of Educational Planning and Management
APR	Application to Post Ratio
APS	Army Public School
ATM	Automated Teller Machine
BISP	Benazir Income Support Programme
BOI	Board of Investment
BPS	Basic Paying Scale
BVS	Biometric Verification System
CADD	Capital Administration and Development Division
CCI	Council of Common Interests
CDA	Capital Development Authority
CE	Competitive Examinations
CEDAW	Convention on Elimination of All Forms of Discrimination Against Women
CNIC	Computerised National Identification Card
CPEC	China Pakistan Economic Corridor
CPPA-G	Central Power Purchasing Agency (Guarantee)
CPR	Contraceptive Prevalence Rate
CrPC	Code of Criminal Procedure
CTG	Commerce and Trade Group
DANIDA	Danish International Development Agency
DHIS	District Health Information System
DISCO	Distribution Company
DPP	Department of Plant Protection
ECAC	Electronic Certification Accreditation Council
ECC	Economic Coordination Committee
EGD	Electronic Government Directorate
EOBI	Employees Old-Age Benefits Institution
EPA	Environmental Protection Agency
ERC	Emergency Relief Cell
FAO	Food and Agriculture Organisation
FATA	Federally Administered Tribal Areas
FBR	Federal Board of Revenue
FDE	Federal Directorate of Education
FDI	Foreign Direct Investment
FESCO	Faisalabad Electric Supply Company
FIR	First Information Report
FOIO	Freedom of Information Ordinance
FPCDL	Foundation Power Company Dharki Limited
FPSC	Federal Public Service Commission
FSP	Foreign Service of Pakistan
FSRI	Food Security Research Institute
GAG	Governance Assessment Group
GB	Gilgit Baltistan
GDP	Gross Domestic Product

GEPCO	Gujranwala Electric Power Company
GIDC	Gas Infrastructure Development Cess
GPA	Government Procurement Agency
HESCO	Hyderabad Electric Supply Company
HWT	Hot Water Treatment
IAM	Internal Accountability Mechanism
ICT	Islamabad Capital Territory
IDP	Internally Displaced Person
IED	Improvised Explosive Device
IESCO	Islamabad Electric Supply Company
IMF	International Monetary Fund
IPEMC	Inter Provincial Education Ministers' Conference
IPP	Independent Power Producer
IRS	Inland Revenue Service
IRSA	Indus River System Authority
IT	Information Technology
ITTMS	Integrated Transit Trade Management Systems
IVP	Intravenous Pyelogram
KM	Kilometre
LEA	Law Enforcement Agency
LESCO	Lahore Electric Supply Company
LFS	Labour Force Survey
LGE	Local Government Elections
MDG	Millennium Development Goal
MEAS	Multilateral Environmental Agreements Secretariat
MEPCO	Multan Electric Power Company
MES	Monitoring and Evaluation System
MFEPT	Ministry of Federal Education and Professional Training
MIRA	Multi-Cluster/Sector Initial Rapid Assessment
ML&C	Military Lands and Cantonments Group
MNA	Member of National Assembly
MOFA	Ministry of Foreign Affairs
MoIT	Ministry of Information and Technology
MOOC	Massive Open Online Course
MoU	Memorandum of Understanding
MPCL	Mari Petroleum Company Limited
MSU	Mobile Service Units
MT	Metric Tons
MW	Megawatts
MW&P	Ministry of Water and Power
NAB	National Accountability Bureau
NACTA	National Counter-Terrorism Authority
NADRA	National Database and Registration Authority
NAO	National Accountability Ordinance
NAP	National Action Plan
NARC	National Agricultural Research Centre
NBC	National Bio-safety Centre

## ABBREVIATIONS AND ACRONYMS

NCC	National Curriculum Council
NCSW	National Commission on the Status of Women
NDMA	National Disaster Management Authority
NDMC	National Disaster Management Commission
NDMF	National Disaster Management Fund
NEC	National Economic Council
NEP	National Education Policy
NEPRA	National Electric Power Regulatory Authority
NFC	National Finance Commission
NFS&R	Ministry of National Food Security and Research
NGO	Non-Governmental Organisation
NHIRC	Ministry of National Health Service, Regulations and Coordination
NIDM	National Institute of Disaster Management
NIGAB	National Institute for Genomics and Advanced Biotechnology
NIP	National Institute of Procurement
NITB	National Information Technology
NPMC	National Price Monitoring Committee
NTDC	National Transmission & Despatch Company
NSC	National Security Council
OGDCL	Oil & Gas Development Company, Pakistan
OGRA	Oil and Gas Regulatory Authority
OMG	Office Management Group
OR&DI	Olive Research and Development Institute
PAAS	Pakistan Audit and Accounts Service
PARC	Pakistan Agriculture Research Council
PAS	Pakistan Administrative Service
PBS	Pakistan Bureau of Statistics
PCS	Pakistan Customs Service
PEPA	Pakistan Environmental Protection Agency
PESCO	Peshawar Electric Supply Company
PHEIC	Public Health Emergency of International Concern
PKCERT	National Computer Emergency Response Team
PPAF	Pakistan Poverty Alleviation Fund
PIIB	Private Power and Infrastructure Board
PPRA	Public Procurement Regulatory Authority
PSP	Police Service of Pakistan
PTA	Pakistan Telecommunication Authority
QESCO	Quetta Electric Supply Company
RCTG	Railways Commercial and Transport Group
RHS	Reproductive Health Service
RNA	Recovery Need Assessment
RTI	Regional Training Institutes
RTI	Right to Information
SAARC	South Asian Association for Regional Cooperation
SBP	State Bank of Pakistan
SECP	Securities and Exchange Commission of Pakistan
Sinosure	China Export and Credit Insurance Corporation

SMC	School Management Committees
SNGPL	Sui Northern Gas Pipelines Limited
SOP	Standard Operating Procedure
SRO	Statutory Regulatory Orders
SSGP	Sui Southern Gas Company Limited
TTP	Tehrik-e-Taliban Pakistan
TVET	Technical and Vocational Education and Training
UIN	Unique Identification Number
RLNG	Regasified Liquefied Natural Gas
UN	United Nations
UNFPA	United Nation Population Fund
US	United States
VAT	Value Added Tax
WAPDA	Water and Power Development Authority
WB	World Bank
WHO	World Health Organisation
WPV	International Spread of Wild Poliovirus
WTO	World Trade Organisation

# EXECUTIVE SUMMARY

**The Federal Government of Pakistan earned an overall score of 44%, based on PILDAT's Assessment of the Quality of Governance for the second year of the Federal Government (2014-2015).**

In comparison, the overall Approval Rating for PML-N's Government during the second year expressed through PILDAT's Public Opinion Poll on Governance was 59.0%. This Approval Rating is a measure of the '**Perceived Performance**' of the Government, which may be different from the '**Actual Performance**' as the latter is influenced by a multitude of other factors.<sup>1</sup>

The findings of PILDAT's Assessment of the Quality of Governance in the second year of the current Federal Government highlight major governance developments during 2014-2015. A comparative analysis of the performance against various parameters and sub-parameters during 2013-2014 and 2014-2015 has revealed high performing and low performing sectors. A higher score denotes better performance from 2013-2014, as compared to a lower score.

#### **The highest scoring parameters of governance are:**

1. Foreign Policy Management – 74%
2. Management of Inflation – 65%
3. Merit-Based Recruitments and Promotions – 63%<sup>2</sup>

#### **The lowest scoring parameters of governance are:**

1. Transparency – 22%
2. Environmental Sustainability – 24%
3. Management of Population Growth – 25%

The major positive and negative developments of the Government under various pillars of governance are summarised below. Analysis is based on Governance Assessment Scores assigned by PILDAT:

- Scores 40% and less indicate below average performance of the Government as a result of deterioration in sub parameters under consideration between the first (2013-2014) and the second year 2014-2015 of the Federal Government.
- Scores more than 40% indicate above average Government performance as a result of improvement in sub parameters under consideration between the first (2013-2014) and the second year (2014-2015) of the Federal Government.



#### **Rule of Law**

**Anti-Corruption:** There has been an increase in the number of high profile cases pending with the National Accountability Bureau (NAB) from 66 cases in 2013-2014 to 129 such cases in 2014-2015. Additionally, the budget allocation to the National Accountability Bureau (NAB) declined by 7.31% from Rs. 1,851.55 million in 2013-2014 to Rs. 1,716.131 million in 2014-2015 and spending from Rs. 2,209 million in 2013-2014 to Rs. 1,992 million in 2014-2015. The total amount of money recovered also decreased from Rs. 15.81 million in 2013-2014 to Rs. 5.31 million in 2014-2015. The Government has been assigned a score of 42%, indicating that the performance of the Government with regards to tackling corruption has marginally improved in the second year of governance.

1. PILDAT considers public opinion to be an integral part of the Government's ability to govern effectively since perceptions influence citizens' reaction to policy measures and reforms.
2. Merit-Based Recruitments and Promotions was scored only for its Policy and Legal Framework Component due to lack of data available on quality of implementation. PILDAT had requested information on total recruitments through NTS testing, total ad hoc appointments, total appointments through selection boards etc.

**Peace, Stability and Order:** Law and order has improved in Islamabad Capital Territory (ICT), as evident in the decline in crime statistics: 51% decrease in theft, 22% decrease in murders, 44% decrease in number of bomb blasts and 38% decrease in sectarian attacks. The Federal Government garnered a score of 50% for maintenance of peace, stability and order in the Federal Capital.

**National Defense:** The Government garnered an above average score of 55% , that can be attributed to the progress of *Zarb-e-Azb* and the implementation of the National Action Plan (NAP) in curtailing security threats to the Country.

**Transparency:** In terms of ensuring greater transparency in governance, the Federal Government's received a low score of 22%, which is the Federal Government's lowest score in 2014-2015. There is an urgent need to revisit the restrictive Federal Freedom of Information (FOI) law and make it more progressive. The Federal Government lags behind Punjab and Khyber Pakhtunkhwa (KP) in terms of its institutional and legislative capacity to ensure transparency. In a recent assessment by PILDAT of the RTI/FOI laws in the four Provinces and the Federation, the Federal Government scored 24%<sup>3</sup> and was placed fourth among the five Governments.



### Management of Economy

**Agricultural Development:** The government received a high score of 61%. This is attributed to the increase in development budget for agriculture by 82.26% from Rs. 575 million in 2013-2014 to Rs. 1,071 million in 2014-2015. The higher allocation also translated into increased spending on food security initiatives that increased to 81 programs in 2014-2015 from 65 in 2013-2014. The Government also increased the provision of the following agricultural inputs to farmers in the second year of the Government: seeds by 30.37% and fertilizers by 2.21%.

**Collection of Taxes:** The total amount of tax collected was Rs. 2,254.5 billion in 2013-2014, which was 91% of the Rs. 2,475 billion tax target<sup>4</sup> for the year. In 2014-2015, the total collection of tax revenue stood at Rs. 2,590 billion in which was 92.1% of the Rs. 2,810 billion tax target<sup>5</sup> for the year. The proportion of tax collected out of the total target improved by 1.1 percentage points over the assessment period. As a result, the Federal Government's performance in the collection of taxes improved marginally and received a score of 41%.

**Utility Bills Collection:** For collection of utility bills the Government garnered a below average score of 27%, based primarily on data obtained for gas bills. The total outstanding gas bills increased by 25.27% from Rs. 86.95 billion in 2013-2014 to Rs. 108.92 billion in 2014-2015.

**Development Programmes:** The size of the Federal Public Sector Development Programme (PSDP) decreased by 2.78%, from Rs. 540 billion in 2013-2014 to Rs. 525 billion in 2014-2015. Actual spending of the PSDP increased by 13.83%, from Rs. 441 billion in 2013-2014 to Rs. 502 billion in 2014-2015. Moreover, the value of block allocations declined by 48.91%, from Rs. 123.3 billion in 2013-2014 to Rs. 63 billion in 2014-2015. The Federal Government, therefore, received a score of 44%, for improvement in performance as compared to the previous year.

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3. For details please see PILDAT's Right to Information (RTI) Score Card which can be accessed at: [http://www.pildat.org/Publications/publication/FOI/PILDAT\\_RT1\\_Scorecard\\_January2016.pdf](http://www.pildat.org/Publications/publication/FOI/PILDAT_RT1_Scorecard_January2016.pdf)

4. For details, please see the "Budget in Brief" of the 2014-2015 Federal Budget which can be accessed at: [http://finance.gov.pk/budget/Budget\\_in\\_Brief\\_2014\\_15.pdf](http://finance.gov.pk/budget/Budget_in_Brief_2014_15.pdf)

5. For details, please see the "Budget in Brief" of the 2014-2015 Federal Budget which can be accessed at: [http://finance.gov.pk/budget/Budget\\_in\\_Brief\\_2014\\_15.pdf](http://finance.gov.pk/budget/Budget_in_Brief_2014_15.pdf)

## EXECUTIVE SUMMARY

**Electricity Production and Management:** In 2014-2015, the Council of Common Interest (CCI) approved the Power Generation Policy 2015 with the aim of promoting the use of indigenous resources in the production of electricity. The amount of electricity generated by the public sector increased marginally by 1.75%, from 50,837.55 Gigawatt Hours (GWh) in 2013-2014 to 51,729.07 GWh hours in 2014-2015. However, the total electricity shortfall increased by 6.90% from 3,494.88 GWh in 2013-2014 to 3,736.08 GWh in 2014-2015. The Federal Government, received an overall score of 40% for production and management of electricity.

**Investment Friendliness:** Meanwhile, the amount of foreign investment in the Country decreased by 49.8%, from US \$1,699 million in 2013-2014 to US \$851.2 million in 2014-2015 along with an increase in foreign investment retracted from Pakistan. The amount retracted during 2013-2014 was US \$1,148 million and rose by 36% to US\$ 1,570 million during 2014-2015. The Government was assigned a below average score of 27%.

**Management of Unemployment:** The performance of the Federal Government improved marginally in the second year of governance, garnering a score of 41% in 2014-2015 for managing unemployment. The national rate of unemployment has declined by 0.02 percentage points, from 5.96% in 2013-2014 to 5.94% in 2014-2015.<sup>6</sup>

**Water Resource Development and Management:** The Government was assigned a score of 48%, which shows above average performance of the Federal Government in managing water resources. The total allocated budget for water resource management and conservation increased by 45.2% from Rs. 30 billion in 2013-2014 to Rs. 43.56 billion in 2014-2015.

**Management of Inflation:** The Federal Government garnered a high score of 65% with regards to managing inflation in the economy. The prevailing national rate of interest declined from 10% in 2013-2014 to 7% in 2014-2015. This is a positive development as a decline in interest rate reduces inflationary pressure in the economy. Subsequently, the Consumer Price Index (CPI) in Pakistan declined by 4.09 percentage points from 8.62% in 2013-2014 to 4.53% in 2014-2015.



### Social Indicators

**Environmental Sustainability:** During 2014-2015, the Federal Government undertook the establishment of the National Multilateral Environmental Agreements Secretariat (MEAS), the Clean Development Mechanism Cell, the National Bio-safety Centre (NBC) Project and the Sustainable Land Management Project, Phase-1. Despite introduction of new initiatives, the Government was unable to meet its MDG targets of increasing forest cover by 6%. In light of this the Federal Government received a low score of 24% for Environmental Sustainability.

**Gender Equality:** In the second year of 2014-2015, the literacy gap between male and female population decreased by 0.9 percentage points as compared to 2013-2014, whereas the unemployment gap widened due to an increase in the national rate of unemployment for females from 8.7% in 2013-2014 to 9% in 2014-2015. The performance of the Government in ensuring gender parity has deteriorated, receiving a score of 26%.

**Management of Population Growth:** For managing population growth, the Federal Government received a score of 25%, indicating below average performance. The last census was undertaken in 1998 and has been pending since 2008. In the second year of the Government, the decision to hold the census was taken when the Council of Common Interest (CCI) met last in March 2015. However, due to logistical difficulties and objections from various elements in the Provincial Governments, it has been further delayed. There has been no significant change in the crude birth rate of 26

6. Statistics provided in the Pakistan Bureau of Statistics Labour Force Survey of 2013-2014 and 2014-2015.

births per 1000 people and the low Contraceptive Prevalence Rate of 35% over the two-year period of the Government. This is despite the increase in the budget allocation for population welfare programmes from Rs. 5,620.1 million in 2013-2014 to Rs. 8,226 million in 2014-2015.

**Poverty Alleviation:** For its efforts in Poverty Alleviation, the Government has received a score of 44%, which indicates above average performance, due to an improvement in the budget allocation for poverty alleviation programs and schemes, which increased by 150% from Rs. 5,000 million in 2013-2014 to Rs. 12,500 million in 2014-2015.



### Service Delivery

**Disaster Preparedness and Management:** Actual spending by the National Disaster Management Authority (NDMA) increased by 9.38% from Rs. 91.22 million in 2013-2014 to Rs. 99.78 million in 2014-2015. This includes spending on prevention efforts, human resources and awareness campaigns. Furthermore, the value of the reserve of emergency stocks doubled over the period of observation; from Rs. 398 million in 2013-2014 to Rs. 796 million in 2014-2015, resulting in improvement in the Government's performance with regards to disaster preparedness and management. The Federal Government garnered a score of 61% in 2014-2015.

**Education:** For the policy and implementation of service delivery of education, the Government received a score of 41%, indicating above average performance. This performance can be attributed to the higher national literacy rate of 60.70% in 2014-2015 as opposed to 60% in 2013-2014. Additionally, the allocated budget for Education Affairs and Services (EAS) rose by 7.99%, from Rs. 59.28 billion in 2013-2014 to Rs. 64.01 billion in 2014-2015.

**Healthcare:** With regards to healthcare, the Federal Government received a score of 41%, which indicates above average performance in 2014-2015. This can be attributed to the 3.9% increase of in the budget allocated to health sector services from Rs. 35.6 billion in 2013-2014 to Rs. 37.03<sup>7</sup> billion in 2014-2015 and the 4.5% increase in the number of registered doctors, from 167,759 doctors in 2013-2014 to 175,223 doctors in 2014-2015.

**Immunisation of Children:** Furthermore, the number of reported cases of polio declined by 88.56%, from 306 cases in 2013-2014 to 35 cases in 2014-2015, signifying improvement in the Government's performance in ensuring better immunisation coverage. The Government received an overall score of 60%.



### Administrative Effectiveness

**Devolution of Powers to Lower Tiers:** In the absence of elected Local Governments in the first two years of the Federal Government's tenure and the delay in holding Local Government elections, the performance of the Government with regards to effective devolution of powers has remained unsatisfactory. It received an overall score of 28%.

**Merit-Based Recruitment and Promotions:** In November 2014, the Federal Government issued its first ever recruitment policy for the Federal Services, Autonomous Bodies and Corporations, according to which merit would be strictly observed in the process of filling all vacancies at the Federal Level. In light of the recent initiatives undertaken by the Federal Public Service Commission (FPSC), like automation of application systems and reforms in testing, the Federal Government received a score of 63% for its policy and legal framework in place for ensuring meritocracy in appointments and recruitments.

7. Total budget allocated for healthcare services has been calculated by aggregating the amount under "Health Affairs and Services" in the Budget in Brief for 2013-2014 and 2014-2015 along with the funds under "National Health Services, Regulations and Coordination Division" as provided in the Public Sector Development Program (PSDP) documents for both years.

**Clean, Efficient and Economic Public Procurements:** With regards to public procurements, in 2013-2014, a total of 1,689 reports were uploaded as compared to 2,935 reports in 2014-2015; this is an increase of approximately 73.7%, suggesting that a greater number of agencies are now regulated by the Public Procurement Regulatory Authority (PPRA). Moreover, the total number of persons trained in dealing with Public Procurement Rules increased from 231 individuals in 2013-2014 to 429 individuals in 2014-2015; an increase of 85.71%. This increase is in tandem with the increase in the number of procuring agencies affiliated with the PPRA. Total number of tenders uploaded online also increased by 13.5% from 28,046 tenders in 2013-2014 to 31,844 tenders in 2014-2015, resulting in a score of 44% for the Federal Government's performance in ensuring efficient and economic public procurements.

**Use of Technology for Better Governance:** In 2014-2015, the Federal Government accelerated the computerisation of land records in ICT, biometric verification of SIMs and roll-out of the e-office suite in Government Ministries/Divisions. As a result, there was greater integration of technology observed at the Federal level. The Government garnered a high score of 51% in the use of technology for better governance in Federally Administered Areas.

**Autonomy of Regulatory Bodies:** In ensuring autonomy of regulatory bodies the Government received a moderate score of 40% in the second year of the Government. According to results of global survey on indicators related to regulatory environment, Pakistan's Ranking in World Bank's Ease of Doing Business Index slipped from 127/189 to 128/189 countries globally. This is also in line with the decrease in the public's perception regarding the Government's performance in ensuring autonomy of regulatory bodies from 38% in 2013-2014 to 30% in 2014-2015.

**Foreign Policy Management:** Despite 1.23% decrease in the Ministry of Foreign Affairs' budget allocation, from Rs. 14.21 billion in 2013-2014 to Rs. 14.03 billion in 2014-2015, the Federal Government has been proactive in building and improving international relations by initiating 51 MoUs and peace reconciliation agreements with countries around the world. Based on PILDAT's assessment, the Government's performance in Foreign Policy Management received a high score of 74%, in 2014-2015, signifying improvement in performance of n the second year of the Government.

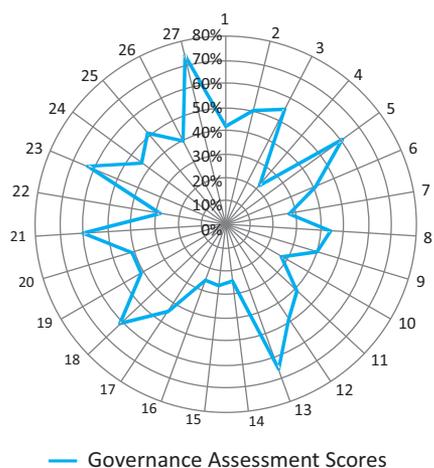
# Federal Government of Pakistan

## Second Year (2014-2015)



Ruling Party: PML-N

Prime Minister: Mr. Muhammad Nawaz Sharif, MNA  
Population: 196.17 million  
Poverty Headcount Ratio: 33%  
Literacy Rate: 60.7%



### Overall Score: 44%

Pillar	Overall Score
Rule of Law	42.2%
Management of Economy	43.7%
Social Indicators	29.8%
Service Delivery	50.8%
Administrative Effectiveness	50.0%

#### Best Performance

- Foreign Policy Management
- Management of Inflation
- Merit-Based Recruitments and Promotions

#### Worst Performance

- Transparency
- Environmental Sustainability
- Management of Population Growth

### Score Card

Rule of Law	Score	Service Delivery	Score
1. Anti-Corruption	42%	18. Disaster Preparedness and Management	61%
2. Peace, Stability and Order	50%	19. Education	41%
3. National Defense	55%	20. Healthcare	41%
4. Transparency	22%	21. Immunisation of Children	60%
Management of Economy	Score	Administrative Effectiveness	Score
5. Agricultural Development	61%	22. Devolution of Powers to Lower Tiers	28%
6. Collection of Taxes	41%	23. Merit-Based Recruitments and Promotions <sup>9</sup>	63%
7. Utility Bills Collection	27%	24. Clean, Efficient and Economic Public Procurements	44%
8. Development Programmes	44%	25. Use of Technology for Better Governance	51%
9. Electricity Production and Management	40%	26. Autonomy of Regulatory Bodies <sup>10</sup>	40%
10. Investment Friendliness	27%	27. Foreign Policy Management	74%
11. Management of Unemployment	41%		
12. Water Resource Development and Management	48%		
13. Management of Inflation	65%		
Social Indicators	Score		
14. Environmental Sustainability	24%		
15. Gender Equality	26%		
16. Management of Population Growth	25%		
17. Poverty Alleviation <sup>8</sup>	44%		

**Performance Improvement** Above 40%  
**Performance Deterioration** 40% and Below

8. Poverty Alleviation was scored based on 50% weightage assigned to the Policy and Legal Framework Component and 50% to the Quality of Implementation. Gains from policies and programs aimed towards eradicating poverty are often realised over longer periods of time, hence assigning a higher weightage to implementation depresses the score, underestimating the positive performance of the Government.  
9. Merit-Based Recruitment and Promotions was scored only for its Policy and Legal Framework Component due to lack of data available on quality of implementation. PILDAT had requested information on total recruitments through NTS testing, total ad hoc appointments, total appointments through selection boards etc.  
10. Autonomy of Regulatory Bodies was scored only for its Policy and Legal Framework Component due to lack of data available on quality of implementation.

# INTRODUCTION

## Rationale

As a basic principle and assumption, democracy must translate into improved governance in a Country. In order to assess whether democratic Governments have been able to deliver improved governance in Pakistan, their performance has to be assessed on certain parameters. PILDAT has undertaken this initiative by first forming a Governance Assessment Group (GAG) comprising of leading experts from all four Provinces. With the valuable input from the members of the GAG, an indigenous PILDAT Governance Assessment Framework was developed, which formed the basic guidelines to carry out an assessment of the quality of governance in the Federal and Provincial Governments. ***This tool is intended to enable us in making an informed, fact-based assessment regarding the Federal Government, and assign them scores based on percentage change in their performance over the last two years of the Government.***

Although the concept of governance is widely discussed among policymakers and scholars, there is as yet no strong consensus around a single definition of governance or institutional quality. According to the World Bank's 2002 World Development Report 'Governance' is defined as "Building Institutions for Markets" where as in 1992 World Bank proposed that governance should be defined as "the manner in which power is exercised in the management of the Country's economic and social resources for development." For the purpose of this study PILDAT seeks to navigate between overly broad and narrow definitions to define governance as "the capacity of the Government to effectively formulate and implement sound policies for benefit of the Country's citizens". The governance definition is inclusive of the institutions by which authority is exercised and services are managed and delivered to the public.

Based on this definition we have constructed two components of analysis: **Legal/Policy Framework** and **Quality of Implementation** in the overall assessment and scoring methodology. Data based governance monitoring tools are becoming common around the world and empirical measures of governance are being widely accepted by policy-makers, multi-lateral and bilateral donor agencies and analysts. Hence, in lieu of the same, PILDAT emphasizes the importance of integrating both **qualitative** and **quantitative** scoring methodologies to capture the percentage change in governance indicators that are reflective of their performance.

The two major components of the assessment scopes are described below:

### 1. Legal Framework/Policy Component (given a 25% weightage in scoring)

- Laws drafted, bills passed or formal policy documents approved by the Federal Government
- Institutions, bodies or committees created or restructured by the Government to oversee, design and execute implementation.
- Rules, regulations or procedures that were finalized during the year that pertain to the parameter.

### 2. Implementation (given a 75% weightage during scoring)

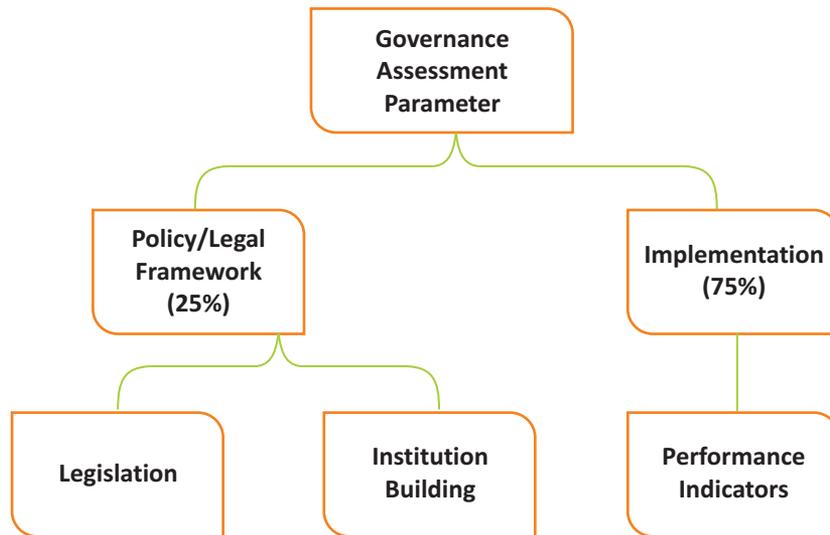
- List of indicators specific to the parameters under consideration that enable the assessor to compare performance of the Government in comparison to the previous year.
- The budgetary allocation and actual spending for the parameter under observation.

We believe that this is a useful way of organizing available empirical evidence on governance.

## 5 Pillars of Governance

### (Categorisation of Provincial Governance Assessment Parameters)

The PILDAT Governance Assessment Parameters(GAP) consists of 5 broad pillars of Governance covering the Federal and 4 Provincial Governments of Pakistan: **Rule of Law, Management of Economy, Social Indicators, Service Delivery and Administrative Effectiveness**. These pillars are based on 120 sub indicators; data for which is obtained from the Federal Ministries/Divisions.



PILDAT notes that these five pillars of governance should not be thought of as being somehow independent of one another. For instance better accountability mechanisms lead to less corruption, creating a better regulatory environment and more effective service delivery. Therefore, these pillars, and the parameters within, are inter-related and must be looked at in combination for a holistic picture of a Government's performance. PILDAT has thus taken considerable care in organising the framework and GAPS reasonably, whilst also leaving room for constructive discourse.

## Methodology

### Data Sources

For the purpose of this assessment, PILDAT draws together quantitative data from the Federal Government Ministries/Divisions and Government Surveys. The latter include, but are not limited to, publications like the Pakistan Labor Force Survey (LFS), Pakistan Social and Living Standards Measurement Survey (PSLM), Multiple Indicator Cluster Survey (MICS) and Pakistan Economic Survey. The assessment also analyses the Federal Budget statements by measuring the percentage change in the budget allocations and actual budget spending undertaken by the Federal Government in Pakistan. In the case of indicators for which data is missing, PILDAT has relied on publicly verifiable sources, in consultation with focal persons from the Ministries and the Prime Minister's Office, in order to ensure validity and reliability of data.

### Data Analysis

Statistical analysis has been carried out which indicates whether performance in governance has improved, marginally improved, remained static or deteriorated in comparison to the previous year. This methodology facilitates a fact-based and impartial assessment of the Governments' performance. For more in-depth qualitative assessment of the performance of the Government, the study also analyses governance perceptions as reported by survey respondents of PILDAT's Public Opinion Poll, policy legislations passed by the National Assembly and major developments during the first and the second year of the Government. The analysis also captures views of experts' in-depth experience working in Pakistan.

The draft Score Card and assessment based on the analysis of the Government data were shared with the Government to receive official input before publication and public dissemination. This is to ensure that stakeholders and the

# INTRODUCTION

Government take ownership of the assessment.

## Findings

The findings emanating from the assessment are to be presented to relevant Government and its Ministries/Divisions as the objective behind the exercise is to facilitate Governments in making informed policy decisions and reforms. This assessment is to serve as a needs assessment regarding areas the Government should focus on for “Good Governance”.

## Scoring Mechanism

PILDAT has an indigenous scoring mechanism, which takes into account percentage changes in the data for all **implementation** related sub-parameters between 2013-2014 and 2014-2015. These percentage changes are computed using the Government's own performance in the previous year as the baseline. The percentage change is then scored on a scale of 1-5 based on the magnitude of change.

The indicators used for assessment are both positive and negative. A positive indicator is one for which an increase is considered to be a positive aspect of governance. There is a direct relationship between a positive indicator and the

### 5 Pillars of Governance (Categorisation of Provincial Governance Assessment Parameters)

Rule of Law	Management of Economy	Social Indicators	Service Delivery	Administrative Effectiveness
Anti-Corruption	Agricultural Development	Environmental Sustainability	Education	Devolution of Powers to Lower Tiers
Peace, Stability and Order	Collection of Taxes	Gender Equality	Healthcare	Merit-Based Recruitments and Promotions
Transparency	Development Programmes	Poverty Alleviation	Immunisation of Children	Clean, Efficient and Economic Public Procurements
National Defense	Electricity Production and Management	Management of Population Growth	Disaster Preparedness and Management	Use of Technology for Better Governance
	Utility Bills Collection			Foreign Policy Management
	Investment Friendliness			Autonomy of Regulatory Bodies
	Management of Unemployment			
	Management of Inflation			
	Water Resource Development and Management			

score assigned. For example in the case of education, increase in the rate of enrolment is a positive change. Contrary to this for a negative indicator the inverse is true. Increase in a negative indicator does not bode well in the context of governance. Thus there is an indirect relationship between increase in a negative indicator and the score assigned to the percentage change. For e.g. increase in reported crimes in Federal Capital reflects negatively on the quality of governance.

**Formula:**

X1= Value of sub parameter in Year 1

X2= Value of sub parameter in Year 2

X3= X2/X1 -1 (Percentage change in the sub parameter)

**For both negative and positive sub-parameters the absolute value of the percentage change is scored based on the following formula.**

IF X3 <= 20% then assign a score of 1

IF 20% < X3 <= 40%, then assign a score of 2

IF 40% < X3 <= 60%, then assign a score of 3

IF 60% < X3 <= 80%, then assign a score of 4

IF X3 > 80%, then assign a score of 5

The scores are then aggregated for all sub parameters within a major parameter to arrive at a final score out of 100; represented as percentage. Keeping in mind the average, maximum and the minimum score received by the Federal Government, based on the above-mentioned scoring mechanism, a cut-off point of 40% was decided. Scores above 40% constitute an above average performance of the Government whereas scores below 40% represent a below average performance.

**Legal Framework / Policy Scoring**

The evaluation mechanism for the legal framework/policy component for each parameter is also based on a scale of 1-5; where 1 means lowest and 5 means highest. The 25 member Governance Assessment Group scored the legislation, bills drafted or passed, amendments or revisions, rules and procedures pertinent to a specific governance parameter and an average score was calculated to minimize subjectivity.

The scoring was based on a **policy matrix**, designed indigenously. The following is an example of the matrix. The questions listed in the table are specific to Anti-Corruption only (to be used as an example).

**Definition of the Criteria:**

1. **Expected Impact/Outcome**

How much would each regulatory option change the targeted behavior or lead to improvements in conditions?

2. **Cost-effectiveness**

For a given level of response to a policy change, how much will legislation or a bill cost? Is it economically feasible, given budget constraints?

3. **Efficiency**

Refers to use of resources. Does the proposed law or policy optimize use of resources and time?

4. **Equity/Distributional Fairness**

Taking into account that different policies will affect different groups of people differently, that some will bear more costs while others will reap more benefits, the equity criterion considers whether a policy legislation or bill yields fair distribution of impacts.

# INTRODUCTION

Legal Framework/Policy (Anti Corruption)	*Use these 5 criteria and check boxes if you think the sub parameter in the left most column checks out against the criteria. Please give a score from 1-5 based on this evaluation.				
	Expected Impact/ Outcomes	Cost Effectiveness	Efficiency	Equity/ Distributional Fairness	Relevance
Number of laws drafted, bills passed or formal policy documents approved by the Provincial Government for the purpose of fighting corruption.					
Number of institutions, bodies or committees created or restructured by the Provincial Government for the purpose of fighting corruption.					
Number of rules, regulations or procedures that were finalized during the year that pertain to institutions and efforts tasked with fighting corruption.					

## 5. Relevance

Does the regulation or policy framework fulfill an existing gap or need with regards to the particular parameter under consideration. Does it add value to the existing regulatory framework or is it redundant?

### Limitations

This study emphasizes explicit reporting of uncertainty about estimates of governance and availability of data obtained, which is often lacking in most other governance datasets. It was found during the course of the project that Governments do not collect certain types of data which was requested, they classify it differently than PILDAT's framework or do not have consolidated databases for certain types of information. A major limitation the Governments faced was the lack of updated survey data available.

### Data Collection Procedure

PILDAT Governance Assessment Project Team sent a request for support in data collection to the Chief Ministers of all four Provincial Governments and to the Prime Minister for facilitation. The data collection process started in August 2015 and ended on January 20, 2016.

1. The Federal and Provincial Governments appointed focal persons for the purpose of collating and sharing data from all relevant Provincial Departments and Federal Ministries/Divisions.
2. In September 2015, meetings were held with the Balochistan and Punjab Planning and Development Department (P&DD), with representation from all Provincial Departments to understand the scope and purpose of the exercise.

3. A meeting was also held with the Chief Secretary of the Government of Sindh to apprise him of the activity and ensure his supervision for PILDAT's Governance Assessment.
4. Representatives from all Provincial Governments were invited to present preliminary findings on Governance to the Governance Assessment Group (GAG) in October, 2015.
5. The Federal Government briefed PILDAT on major governance developments in the second year of the Federal Government.
6. For the collection of data, regular follow-ups were done to ensure systematic receipt of data forms shared with the Governments.
7. The data collection process was delayed by 2.5 months due to slow response from the Government Departments. The main reason given by focal persons was lack of efficiency of Departments in gathering relevant information despite official orders being issued by the Chief Minister to share information requested by PILDAT. Several requests were sent as reminders to the CM Offices in order to expedite the process.
8. Subsequently, Department focal persons were appointed by the Provincial P&DDs to expedite the data collection process.
9. Due to severe delays in response by the Governments, another round of meetings was held with the representatives from the Federal and Provincial Governments in the month of January 2016, as a last resort to fill data gaps.

#### **Future Considerations**

The above-mentioned problems faced while obtaining data have highlighted the need to make the process easier for the Ministries/Departments. The framework is currently being revised for assessment of the quality of governance for the third year of the Governments (2015-16) to make it more Ministry/Division specific. The project team plans to approach Divisions directly for the next cycle to minimise delays and improve the quality of the data received through closer coordination.



# RULE OF LAW

This governance pillar provides an overall examination of the maintenance of law and order, public safety in the Country, along with transparency within the Federal Government.

- | Anti-Corruption
- | Peace, Stability and Order
- | Transparency
- | National Defense



## Anti-Corruption

This parameter analyses the Government's efforts to ensure accountability and to take effective punitive action, as established by the law, wherever there are violations of due procedure or irregularities in the activities of a Government functionary.

The parameter determines NAB's effectiveness in this regard by looking at data for inquiries, investigations, cases registered, individuals convicted and monetary amounts recovered from violators.

### Policy and Legal Framework

The National Accountability Bureau (NAB) is Pakistan's premier watchdog organisation working to eliminate all forms of corruption in the country. NAB was formed after the promulgation of the National Accountability Ordinance in 1999. The Ordinance applies to all persons in Pakistan, and persons who are or have been in the service of Pakistan wherever they may be; this also includes areas that are part of the Federally and Provincially Administered Tribal Areas.

In 2014-2015, the NAB drafted the Whistle Blower Protection Bill and submitted it to the Cabinet for review during 2015-16. The Bill was developed to initiate a mechanism to receive complaints relating to disclosure on any allegation of corruption, willful misuse of power or willful misuse of discretion against any public servant.<sup>11</sup> The law is intended to encourage people to report any misconduct witnessed.

Section 33 C of the National Accountability Ordinance 1999 called for the creation of a series of Committees that would focus on prevention of corruption. In 2014-2015, the following committees were created:

1. Prevention Committee on Housing Society.
2. Prevention Committee on Taxation Rules, Regulations and Procedures of Federal Board of Revenue.
3. Prevention Committee on Smuggling of Oil Products.
4. Prevention Committee on Reformation in Islamabad Cooperative Department Islamabad Capital Territory.

In addition to NAB, there exists a Parliamentary oversight mechanism in the form of the Public Accounts Committee, headed by the Leader of the Opposition in the National Assembly of Pakistan, to examine Government accounts.

### Key Initiatives

1. An Internal Accountability Mechanism (IAM) was introduced in May 2015 to reduce malpractices within NAB.
2. A Monitoring and Evaluation System (MES) has also been introduced as a web-based application system. The purpose of the MES is to create an online interactive procedure to register complaints and track progress. A Unique Identification Number (UIN) that allows tracking and progress of complaints is provided to NAB executives through MES.
3. In 2014-2015, NAB also increased its efforts in *prevention* of corruption instead of focusing on reactive measures. A number of awareness initiatives were taken under NAB's "Say No To Corruption" campaign. NAB advertised this message through various channels, including ATM machines, outside Government offices, etc.
4. Two new regional offices of NAB established in Multan in March 2015 and in Sukkur in December 2014.

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11. National Accountability Bureau, Government of Pakistan

## Key Challenges

The Government lacks Conflict of Interest legislation. Conflict of Interest regulations would prevent officials from making decisions in their own interests as opposed to the interests of the public. Although, it is pertinent to mention that Conflict of Interest legislation exists for office holders in Public Sector Companies.

## Quality of Implementation

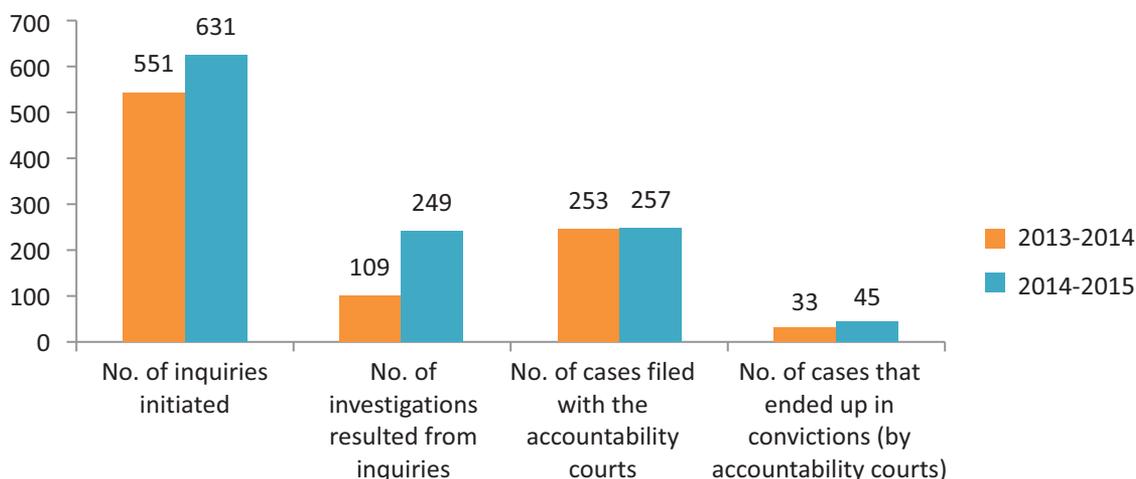
In 2015, Pakistan's score on the perceived level of public sector corruption increased by 2 points to 30, from 28 in 2013 according to Transparency International.

In terms of implementation, the NAB witnessed a 34.11% increase in the number complaints between the two years of Government from 17,106 complaints in 2013-2014 to 22,941 complaints in 2014-2015. Out of the complaints received in 2014-2015, a total number of 631 complaints (2.8% of total) resulted in inquiries. In comparison, during 2013-2014, 551 complaints (3.2% of total) resulted in inquiries. The number of investigations pursued on allegations of corruption has also increased by 128.44% from 109 investigations in 2013-2014 to 249 investigations in 2014-2015. Cases filed with the accountability courts increased from 253 cases in 2013-2014 to 257 cases in 2014-2015, which is an increase of 1.6%.<sup>12</sup>

In 2013-2014, 33 cases ended up in convictions,<sup>13</sup> while in 2014-2015, 45 cases ended up in convictions by accountability courts. The number of convictions thus increased by 36% over the two years of Government, which suggests increased proactivity of the Bureau.

The amounts recovered as a result of efforts by NAB declined by 66.57% from Rs. 15.81 million in 2013-2014 to Rs. 5.31 million in 2014-2015. Out of this total Rs. 802.41 million was recovered through plea-bargains and Rs. 2,296.28 million

**Figure 1: NAB Complaints Data**



Source: National Accountability Bureau

12. The abovementioned cases registered with Accountability Courts are from both previous and current regimes.

13. The convictions resulted were made on cases registered both in previous and current regimes.

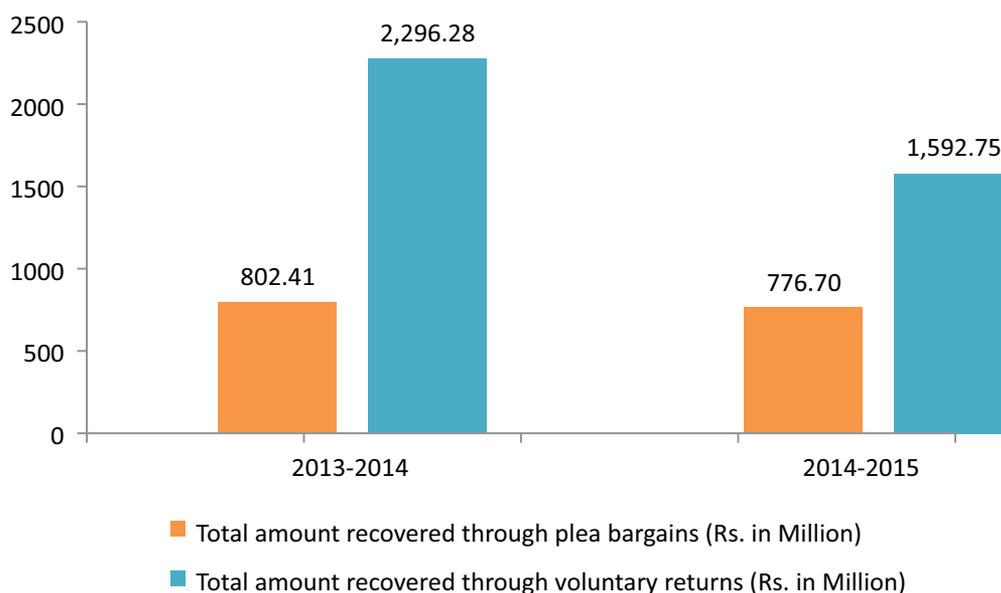
through voluntary returns in 2013-2014. In 2014-2015 amounts recovered through plea bargains declined by 3.2% to Rs. 776.70 million, while amounts recovered from voluntary returns witnessed a decline of 30.6% to Rs. 1,592.75 million. It is possible that the fiscal irregularities under consideration were of lesser magnitude.

In addition to these amounts, NAB managed to recover additional amounts of US \$ 0.16 million in 2013-2014 and US \$ 0.07 million in 2014-2015 through other returns.

There has been an increase of 95.45% in the total number of high profile cases pending with NAB, from 66 such cases in 2013-2014 to 129 such cases in 2014-2015. A major portion of these pending high profile cases is from past 1-3 years, which decreased from 42.91% in 2013-2014 to 22.04% in 2014-2015; 10.92% of the cases were pending for 3-5 years in 2013-2014 and 2.42% were pending in 2014-2015. Cases pending from 5-10 years also decreased by nearly 5.21 percentage points from 6.73% in 2013-2014 to 1.52% in 2014-2015. Similarly, cases older than 10 years were 3.56% in 2013-2014 and 2.15% in 2014-2015, of the total high profile cases pending, which is a positive decline of 1.41 points. Overall, there was a general trend of decrease in the percentage of pending high profile cases between 2013-2014 and 2014-2015, which indicates improved performance of NAB.

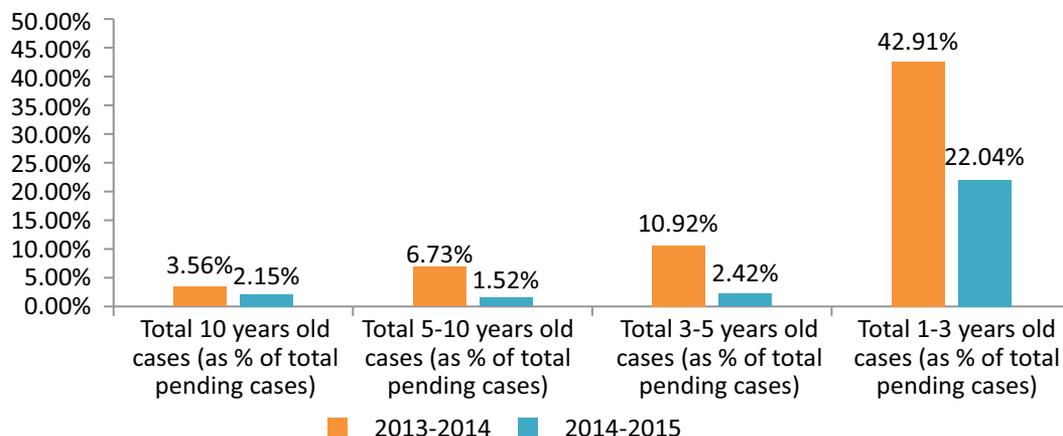
The budget allocation for anti-corruption as a whole declined by 14.4% from Rs. 1,784.7 million in 2013-2014 to Rs. 1,527.5 million in 2014-2015. The budget allocation to the NAB declined by 7.31%, from Rs. 1,851.55 million in 2013-2014 to Rs. 1,716.13 million in 2014-2015. Actual spending by NAB also declined by 9.82%, from Rs. 2,209 million in 2013-2014 to Rs. 1,992 million in 2014-2015. The higher spending over and above the allocated amount can be attributed to supplementary grants provided to NAB during the financial year.

**Figure 2: Recovered Amount (Rs. in Million)**



Source: National Accountability Bureau

**Figure 3: Pending High Profile Cases**

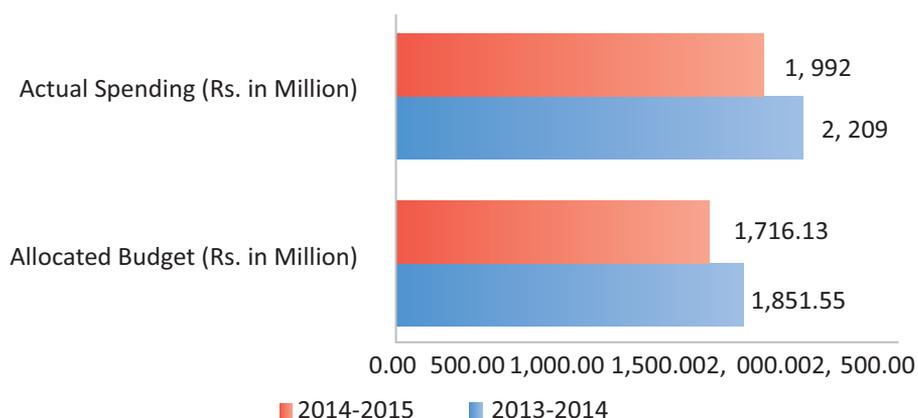


Source: National Accountability Bureau

Survey results from of PILDAT's Public Opinion Poll on the Quality of Governance in Pakistan, reveal a low Approval Rating for Anti-Corruption at 26% in 2013-2014<sup>14</sup> and 27% in 2014-2015.<sup>15</sup>

As per PILDAT's assessment, the Government's performance in Anti-Corruption received a score of 42% in 2014-2015 indicating that the Government's performance in tackling corruption has been above average .

**Figure 4: NAB's Budget**



Source: Federal Government of Pakistan

14. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

15. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

## Peace, Stability and Order

This parameter provides an assessment of the effectiveness of law enforcement agencies in ensuring the safety of citizens, maintenance of peace and upholding of the law, by analysing data pertaining to the number of various crimes committed within a year and the number of arrests and convictions for these crimes.

### Policy and Legal Framework

In 2014-2015, the Federal Government altered the security infrastructure of Pakistan tremendously. In the aftermath of the December 16 attack on the Army Public School in Peshawar, the Government, in collaboration with National and Provincial Law Enforcement Agencies, developed a 20-point National Action Plan (NAP)<sup>16</sup> in January 2015, empowering the Armed forces to fight terrorism. Amongst the points of the NAP included the revival and strengthening of the National Counter Terrorism Authority (NACTA), regularisation of *madrasahs*, measures to stop religious extremism, and the bolstering of anti-terror initiatives in all four Provinces.

In the same vein, the Parliament also passed an amendment to the Pakistan Army Act 2015 for the speedy trial of certain offences relating to terrorism, and the prevention of acts threatening the security of Pakistan.

In July 2014, the National Assembly of Pakistan passed the Pakistan Protection Act 2014<sup>17</sup> strengthening the policy and legal framework to increase security in Pakistan. The law gives significant powers to law enforcement agencies such as provisions for preventive detentions and enhanced punishments. Some offences will be non-bailable under the law and trials may be conducted out of the jurisdiction of where the crimes were committed. The law assigned powers to Police Officers to arrest, without warrant, any person who has committed a scheduled offence.

The Anti-Terrorism Amendment Act 2014, also passed in July 2014, allows police officers of BPS-17 and officers of equivalent rank from the Armed Forces and Civil Armed Forces to order to shoot. The law provides legal standing to the Federal Government and Civilian LEAs to keep those involved in terrorism, target killing, kidnapping for ransom and extortion in detention for 90 days.

### Key Initiatives

1. The Federal Government formed Apex Committees in January 2015 headed by the Provincial Chief Ministers to coordinate regarding the National Action Plan.
2. Resumption of Capital Punishment: After the APS, Pakistan lifted a seven-year moratorium on death penalty.<sup>18</sup>
3. Sindh Police and Pakistan Rangers conducted an ongoing Operation in Karachi to combat terrorism, crime, and incidents of target killings in the metropolitan.
4. The Federal Government and the Punjab Government as part of NAP initiated the process of geo-tagging seminaries in ICT and in the Punjab.
5. Registration and verification of Non-Governmental Organisations (NGOs) was undertaken throughout the Country to block any terrorist funding that could come from this channel.

16. For details, please see the 20 points of NAP, which can be accessed at:

[http://nacta.gov.pk/Download\\_s/Presentations/National\\_Action\\_Plan\\_NACTA\\_Pakistan.pdf](http://nacta.gov.pk/Download_s/Presentations/National_Action_Plan_NACTA_Pakistan.pdf)

17. For details, please see the complete text of the Bill, which can be accessed at:

[http://www.na.gov.pk/uploads/documents/1404714927\\_922.pdf](http://www.na.gov.pk/uploads/documents/1404714927_922.pdf)

18. For details, please see "Pakistan ends death penalty suspension after seven years" on BBC which can be accessed at:

<http://www.bbc.com/news/world-asia-31812177>

6. As part of NAP the misuse of loud speakers and hate speeches that would incite violence was prohibited. More than 6,500 persons arrested in this regard and 71 places were sealed.
7. Additionally, the Pakistan Telecommunication Authority (PTA), in collaboration with National Database and Registration Authority (NADRA), launched mobile SIMs verification to dismantle communication networks for terrorists.
8. The Federal Government approved the creation of a Special Security Division of Pakistan Army to provide security to Chinese nationals working on CPEC and other projects.

### Key Challenges

The Government has not been able to report the progress on the National Action Plan. The implementation of the NAP was more rigorous at the beginning of the Operation. The Federal Government should report quarterly progress on implementation of the NAP for ensuring greater transparency for the general public.

### Quality of Implementation

Under the sector on Public Order and Safety Affairs, the Federal Government's allocation increased by 10%, from Rs. 78.46 billion in 2013-2014 to Rs. 86.45 billion in 2014-2015. Meanwhile, the allocation towards the Civilian Armed Forces increased by 11%, from Rs. 32.36 billion in 2013-2014 to Rs. 36.00 billion in 2014-2015. The total budget for Levies was Rs. 4.22 billion in 2014-2015.

An analysis of the data for peace, stability and order situation in ICT shows that there has been an overall decrease in the number of First Information Reports (FIRs) by 6%, from 8,086 FIRs in 2014 to 7,612 FIRs in 2015. There has been a reduction in crimes such as theft (51% decrease), murder (22% decrease) and robberies (40% decrease). However, there has been an increase of 22% in kidnappings.

**Table 1: Peace, Stability and Order in ICT**

Sr. No.	Indicator (These figures are for Calendar Year 2014 and 2015)	2014	2015	Change (%)
1.	Number of Murders committed (ICT)	148	115	-22%
2.	Number of Robberies (ICT)	591	354	-40%
3.	Number of Theft cases (ICT)	766	372	-51%
4.	Number of Kidnappings (ICT)	199	243	22%
5.	Number of FIRs that were filed (ICT)	8,089	7,621	-6%
6.	Number of People Arrested for the crimes mentioned above (ICT)	N/A	1,535	N/A

Source: *The Express Tribune*<sup>19</sup>

19. For details, please see "Number of FIRs: Islamabad Police Claims Reduction in Crime" on Express Tribune which can be accessed at Express Tribune: <http://tribune.com.pk/story/1020507/number-of-firs-islamabad-police-claim-reduction-in-crime/>

**Table 2: Crime Statistics in FATA**

Sr. No.	Indicator (These figures are for Calendar Year 2014 and 2015)	June 04, 2014 – June 05, 2015
1.	Murders Committed	188
2.	Rape Cases Reported	0
3.	Theft Cases	2
4.	Armed Robberies	4
5.	Kidnappings for Ransom Cases	55
6.	Bomb Blasts	238

Source: FATA Secretariat

Of the 238 blasts in the second year of Government, 76% were from Improvised Explosive Devices (IED).

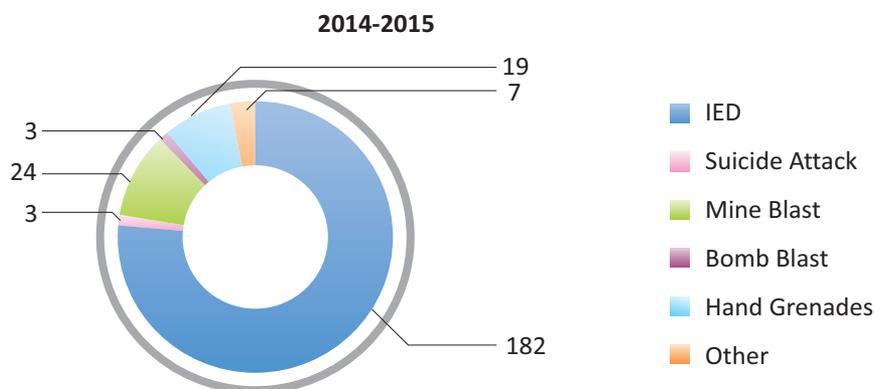
Meanwhile, the total number of bomb blasts in Pakistan fell by nearly 44%, from 388 blasts in calendar year 2014 to 216 blasts in calendar year 2015. Sectarian attacks decreased by 38% in all of Pakistan, and fatalities of civilian decreased by 41% in Pakistan over the two calendar years. The number of security personnel martyred decreased by 36% in all of Pakistan between 2014 and 2015 indicating an overall improvement in the security situation of the Country.

### Progress on National Action Plan (NAP) 2015

The Government has not been able to formalise a monitoring mechanism to ensure successful implementation of the NAP. However, some of the following indicators reflect the performance of NAP.<sup>20</sup>

- 131 cases were transferred to special courts during 2015; figures for the trials held and victims convicted are unavailable.

**Figure 5: Bomb Blasts**



Source: FATA Secretariat

20. Figures provided by Prime Minister Office during the Governance Assessment Group Meeting organized by PILDAT on October 19, 2015.

2. 270 convicts were executed under the reversal of death penalty.
3. The Federal Government reports that 58,603 criminals were arrested till the second year and target killings reduced by 48%. The Government reported that terrorism has fell in Karachi by 46% and robberies by 31%.
4. Around 114.90 million SIMs were verified and 5.1 million SIMs were blocked.
5. Nearly 311 suspects were arrested and 384 cases were registered in charge of terrorist financing. This resulted in a recovery of nearly Rs. 251 million during 2015.

The Federal Government has a score of 50% for its performance in maintaining Peace, Stability and Order in Pakistan. The Approval Rating for Peace, Stability and Order in the PILDAT Public Opinion Poll was 55% in 2014-2015,<sup>21</sup> demonstrating an improvement by 7 percentage points, compared to the Approval Rating of 48% in 2013-2014.<sup>22</sup>

**Table 3: Indicators for Peace, Stability and Order (All of Pakistan)**

Sr. No.	Indicator (These figures are for Calendar Year 2014 and 2015)	2014	2015	Change (%)
1.	Total number of bomb blasts*	388	216	-44%
2.	Number of sectarian attacks in Pakistan	120	74	-38%
3.	Number of civilians (targeted victims and bystanders) killed in terrorist attacks in Pakistan*	840	495	-41%
4.	Number of security personnel martyred*	533	339	-36%
5.	Number of militants/insurgents killed*	3,182	2,403	-24%

\*Figures for Calendar Year 2014 and 2015 (Figures for 2015 are updated till December 27, 2015)

Source: South Asian Terrorism Portal, which can be accessed at: <http://www.satp.org/>

21. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)
22. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

## Transparency

This parameter assesses the Government's openness with regards to making information public and the citizens' accessibility to relevant and timely information on public policy and public affairs.

### Policy and Legal Framework

The Federal Government is still without a Right to Information (RTI) law, which is unfortunate given that two Provinces – Khyber Pakhtunkhwa and Punjab – have passed and are implementing the RTI. The Bill was drafted by the Government and sent to the Federal Cabinet on January 20, 2015. Unfortunately, the Bill could not be discussed over eleven Cabinet meetings held between January 20 and September 16, 2015.

The Federal Government is operating under the Freedom of Information Ordinance (FOIO), 2002. The FOIO 2002 provides blanket exemptions to defense institutions but encompasses all other state institutions and Government offices. The law explicitly provides individuals the right to appeal decisions made by Public Information Officers on information requests. Such appeals are to be made in front of the relevant Office of the Ombudsman. However, this right of appeal is unduly restricted to certain conditions, and by time and appeals route.

The law empowers the Federal Ombudsman to enforce the law through the hearing of complaints or through *suo moto*<sup>23</sup> action. However, the Ombudsman is not dedicated to hearing complaints made under FOIO legislation, as they hear other kinds of complaints as well. The Ombudsman is permitted to order the release of information to the public, make recommendations and order their implementation, and advise disciplinary action against officials violating the law. The FOIO does not allow for the disclosure of information protected under certain interests/exemption clauses within the law. It also grants particular officials of the respective Federal Government discretion in notifying additional categories of information that are exempt from disclosure.<sup>24</sup>

FOIO legislation specifies a prohibitive Schedule of Costs under which information is provided to the applicant. The Government imposes a flat fee for submission of each request, regardless of length, in addition to a per page charge that is considerably higher than the average copying and reproduction costs within Federal territories.<sup>25</sup>

If a complaint is filed with the Federal Ombudsman, the case must be decided within 60 days of the commencement of the hearing. However, investigations and case preparation is not limited by time and may take a few months.

### Key Challenges

The constant delay in the RTI legislation is the greatest impediment to transparency faced at the Federal level. It is recommended that the Cabinet reviews this Bill and sends it to the Lower House to be tabled for a vote.

23. This refers to when a Government institution starts a process on its own, without being appealed/approached.

24. For details, please see 'PILDAT Comparative Scorecard Right to Information (RTI) Legislation and Implementation in Pakistan at Federal and Provincial levels' which can be found on: [http://www.pildat.org/Publications/Publication/FOI/PILDAT\\_RTIScorecard\\_January2016.pdf](http://www.pildat.org/Publications/Publication/FOI/PILDAT_RTIScorecard_January2016.pdf)

25. Ibid.

## Quality of Implementation

No public awareness campaigns or messaging was undertaken through the media in the Legislative/Administrative Units and no data was provided on this measure by the relevant implementing agencies on requests and complaints processing.

Due to the lack of RTI infrastructure present at the Federal level, PILDAT has assigned the Government a score of 22% for Transparency in 2014-2015. The Approval Rating as per PILDAT's Public Opinion Poll on Governance is also reflective of the Government's deteriorating performance. The Rating was 45% in 2013-2014<sup>26</sup> and fell to 22% in 2014-2015.<sup>27</sup>

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26. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)
  27. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

## National Defense

This parameter analyses policies regarding the National Defense of the Country from external threats to its national and territorial sovereignty.

### Policy and Legal Framework

The existing policy and legal framework of Pakistan for internal and national security was altered after the Army Public School attack in Peshawar on December 16, 2014. In the aftermath, the Parliament passed the 21st Amendment to the Constitution of Pakistan in January 2015 providing for the establishment of Military Courts and giving the Armed forces the constitutional right to conduct the trial of civilians.

The Federal Government, in collaboration with National and Provincial Law Enforcement Agencies, also developed a 20-point National Action Plan (NAP) in January 2015 empowering the Armed forces to fight terrorism. Amongst the points of the NAP included the revival and strengthening of the National Counter Terrorism Authority (NACTA). An amendment to the Pakistan Army Act 2015 provided for the speedy trial of certain offences relating to terrorism, and the prevention of acts threatening the security of Pakistan. Additionally, the Pakistan Protection Act 2014<sup>28</sup> was passed to give significant powers to law enforcement agencies through provisions for preventive detentions and enhanced punishments.

### Key Initiatives

1. On June 15, 2014 operation *Zarb-e-Azb* was initiated in North Waziristan by the Pakistan Armed Forces against various militant groups, including the Tehrik-i-Taliban Pakistan (TTP), the Islamic Movement of Uzbekistan, the East Turkestan Islamic Movement, Lashkar-e-Jhangvi, Al-Qaeda, Jundallah and the Haqqani network. This operation was launched in the aftermath of the peace talks between the Taliban and Pakistan, which had failed to reach concrete solutions.
2. Preparation of the Prevention of Electronic Crimes Bill for the promotion and protection of cyber security.
3. Ongoing military engagement to bring about reconciliation with dissidents in Balochistan.

### Key Challenges

1. The Pakistan-Afghanistan border is a highly volatile place due to the presence of terrorists on a highly porous national border. Pakistan's concerns are related to the growing Indian presence in Afghanistan, and getting embroiled in a proxy war against the United States on Afghan soil. At the same time ongoing firing over the Line of Control separating Pakistan from India make the eastern front of the country insecure as well. This ties in closely with the lingering disputes of Kashmir, water management, and cross-border terrorism.
2. The greatest challenges to Pakistan's sovereignty and security come from within the Country through growing militant strongholds operating countrywide. The militants operating in the Country are both domestic such as the Tehrik-e-Taliban Pakistan, Sipah-e-Saiba, and Lashkar-e-Jhangvi, and transnational, including Hizb-ul-Mujahideen, Lashkar-e-Taiba, and Jaish-e-Mohammad. The nature and end goals of respective militant organisations operating in Pakistan vary with each other from promoting sectarian violence to ethnic nationalism.

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28. Details of the Bill can be accessed at: [http://www.na.gov.pk/uploads/documents/1404714927\\_922.pdf](http://www.na.gov.pk/uploads/documents/1404714927_922.pdf)

## Quality of Implementation

The largest portion of the Federal budget goes towards National Defense. In 2014-2015, the allocation towards Defense Affairs and Services was Rs. 700.15 billion, about 11.6% higher than the previous year when it had been Rs. 627.23 billion. Allocations under multiple other heads are also made towards National Defense; therefore, the allocation under Defense Affairs is not an accurate reflection of the aggregate allocation for National Defense. In 2013-2014, nearly 15.7% of the total Federal budget went towards Defense Affairs and Services. This allocation increased by 0.57 percentage points in 2014-2015 when the allocation was 16.27% of the total budget.

Pakistan has had a challenging time managing its border with India, Afghanistan, and occasionally, with Iran. Its sovereignty continues to be violated by the presence of militants operating within the Country, who have on occasion gained complete control of territories, such as Swat until the Swat Operation in 2009.

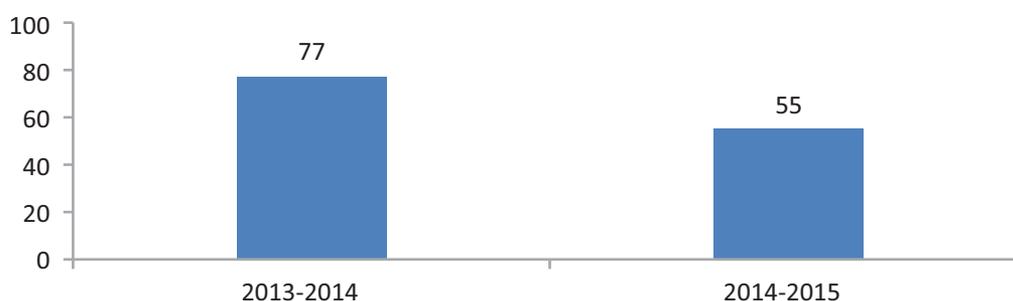
The casualties from drone strikes, including the number of terrorists killed have more than doubled over the period of observation, from 122 such casualties in 2014 to a total of 85 casualties in 2015.<sup>29</sup> This shows an increase in the use of air strikes especially through foreign drones. However, ground action against terrorists on the other hand has been on the rise in the form of operations such as *Zarb-e-Azb*. Figure 6 further depicts the number of times Pakistani territory has been violated by air or sea. Various cases of fishermen are often reported under maritime trespassing.<sup>30</sup> Air violation has grown to become a matter of concern in light of drone strikes conducted by the US in Pakistan. The numbers of violations on ground, air and sea have declined by 28.6% from 77 violations in 2013-2014 to 55 violations in 2014-2015.

On the other hand, the number of meetings of the National Security Committee (NSC) held to address the security threats in the Country have declined from 3 in 2013-2014 to only 1 meeting in 2014-2015. The NSC committee must meet regularly to assess progress on pressing National Defense concerns, such as the ongoing *Zarb-e-Azb* operation in North Waziristan.

On the anniversary of the Operation in June 2015, the ISPR released information on the progress till date:

- a. 2,763 militants killed.
- b. 837 terrorist hideouts of terrorists destroyed.

**Figure 6: Number of Times Pakistani Territory Violated by Ground, Air or Sea by Foreign Forces**



Source: Ministry of Defense, Government of Pakistan

29. For details, please see data on drone attacks in Pakistan from 2005 to 2016 on the website for the South Asian Terrorism Portal which can be accessed at: <http://www.satp.org/satporgtp/countries/pakistan/database/Droneattack.htm>

30. For details, please see "Trespassing into Pakistani waters: 29 Indian fishermen held by maritime agency" on Express Tribune which can be accessed at: <http://tribune.com.pk/story/768252/trespassing-into-pakistani-waters-29-indian-fishermen-held-by-maritime-agency/>

## RULE OF LAW

- c. 18,087 weapons captured.
- d. 9,000 intelligence-based operations conducted.
- e. 347 officers and soldiers martyred.

The initiation of *Zarb-e-Azb* and National Action Plan demonstrate positive performance in curtailing security threats to the Country and have positively contributed to the score of 55%. The perceived performance, as depicted by PILDAT's Public Opinion Poll on Governance was 61% in 2013-2014<sup>31</sup> but fell to 53% in 2014-2015.<sup>32</sup>

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- 31. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)
  - 32. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)





# MANAGEMENT OF ECONOMY

This pillar assesses the Federal Government's efforts to advance overall economic development in the country.

- | Agricultural Development
- | Collections of Taxes
- | Utility Bills Collection
- | Development Programmes
- | Electricity Production and Management
- | Investment Friendliness
- | Management of Unemployment
- | Water Resource Development and Management
- | Management of Inflation



## Agricultural Development

This parameter measures the Government's performance in improving and sustaining the agricultural sector. It measures change in crop production and number of beneficiaries of agricultural inputs (e.g. fertilizers, pesticides and irrigation facilities).

### Policy and Legal Framework

In 2014-2015, no new laws were introduced to address agriculture development on the Federal level. In 2013-2014, the Ministry of National Food Security and Research (NFS&R) initiated the National Zero Hunger Programme with the support of the Food and Agriculture Organisation (FAO) and World Food Programme to combat food security issues on priority basis.

The Zero Hunger and Family Farming Programme aims to reduce malnutrition and food insecurity by expanding farm outputs and market access, through targeted and social safety nets and through cash and food transfers to the most food insecure households.<sup>33,34</sup> As of 2014-2015, the programme's action plan lacked operational details, but the Ministry of NFS&R issued a letter of intent to begin launching the programme. The programme will focus on reaching 61 million people across Pakistan in 45 of the most food insecure districts in Pakistan.

Additionally, the following bodies were established in 2014-2015:<sup>35</sup>

1. Food Security Research Institute (FSRI), by National Agricultural Research Centre (NARC)
2. Agricultural Engineering Division (AED) at Pakistan Agriculture Research Council (PARC)
3. Olive Research and Development Institute (OR&DI), NARC
4. National Institute for Genomics and Advanced Biotechnology (NIGAB)
5. Fruit Plant Certification System

### Key Initiatives

A series of major initiatives taken by the Ministry of National Food Security and Research during the second year of Government include:<sup>36</sup>

1. Establishment of 19 Hot Water Treatment (HWT) plants by providing technical assistance to the private sector including periodical technical audit of these facilities.
2. Fumigation system was established by providing consultation to the Department of Plant Protection (DPP) to ensure the import and export of pest-free agro-products.
3. Initiatives by the Economic Coordination Committee (ECC) of the Cabinet:
  - a. Imposition of ban, with immediate effect, on import of wheat products in January 2015.<sup>37</sup>
  - b. The ECC allowed the Punjab Government to export wheat on Government-to-Government level.<sup>38</sup>

33. For details, please see "Pakistan seeks FAO help for zero-hunger programme" on DAWN which can be accessed at: <http://www.dawn.com/news/1187005>

34. Ministry of National Food Security & Research, Government of Pakistan. Print.

35. Ibid

36. Ibid

37. For details, please see "Abundant crop: ECC approves wheat export, bans import of by-products" on Express Tribune which can be accessed at: <http://tribune.com.pk/story/826452/abundant-crop-ecc-approves-wheat-export-bans-import-of-by-products/>

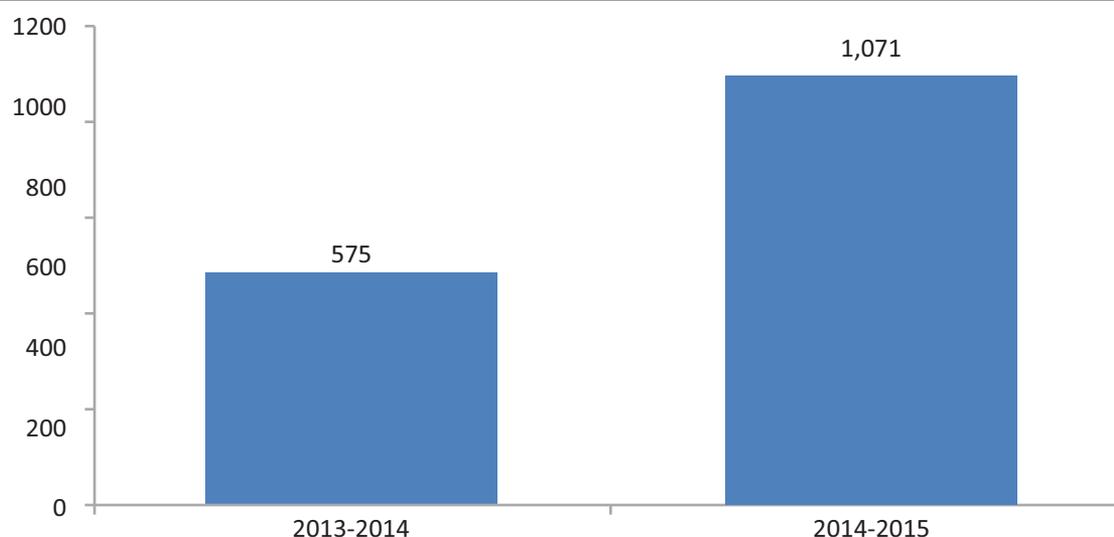
38. For details, please see "Punjab government allowed to export wheat" on Business Recorder which can be accessed at: <http://www.brecorder.com/cotton-a-textiles/185/1182930/>

4. The National Committee on NFS&R has passed the following development schemes:
  - a. Monitoring of potato seeds quality for food security in Pakistan.
  - b. Up-gradation of seeds.
  - c. Monitoring of the Seed quality in the market.

### Quality of Implementation

The budget allocation for agricultural development increased by 86.26%, from Rs. 575 million in 2013-2014 to Rs. 1,071 million in 2014-2015. Additionally, in 2013-2014, the Federal Government spent Rs. 24.8 billion to subsidise the agricultural sector.

**Figure 7: Budget Allocation for Agricultural Development (Rs. in Million)**



Source: Ministry of National Food Security & Research, Government of Pakistan

As a result of larger budget allocation, the number of initiatives for food as well as for food security also rose, from 68 projects in year 2013-2014 to 81 project in 2014-2015. Similarly, the Government also increased its provision of agricultural inputs to farmers. The total amount of seeds increased by 30.37% and the total amount of fertilizer increased by 2.21%. Although the provision of seeds increased more than the provision of fertilizer, it should be noted that the overall provision of fertilizer was much greater than that of seeds.

**Table 4: Major Inputs in Agriculture**

Sr. No.	Indicator	2013-2014	2014-2015	Change (%)
1.	Total amount of seeds provided (Metric Tons)	369,180	481,295	30.37%
2.	Total amount fertilizer provided (Metric Tons)	2,439,000	2,493,000	2.21%

Source: Ministry of National Food Security & Research, Government of Pakistan

# MANAGEMENT OF ECONOMY

Imports of agriculture inputs increased by 23.96%, from US\$ 691.5 million in 2013-2014 to US\$ 857.2 million in 2014-2015. Furthermore, expenditure on the mechanisation of agriculture increased significantly, from US\$ 57.1 million in 2013-2014 to US\$ 95.5 million in 2014-2015. This is an increase of 67.25%, which is a positive step in the development of agriculture in Pakistan.

In addition, the number of support programs that were launched to encourage exports of local crops, livestock and fisheries have doubled, from 5 such programs in 2013-2014 to 10 programs. However, the results of these programs are yet to be realised.

The Federal Government has indeed prioritised the development of agriculture in the Country in 2014-2015. As per PILDAT's data analysis, the Federal Government's performance in Agricultural Development received an overall high score of 61%.

**Table 5: Total Budget Spent on Key Initiatives**

Sr. No.	Indicator	2013-2014	2014-2015	Change (%)
1.	Import of agriculture inputs (US\$ in Million)	691.5	857.2	23.96%
2.	Mechanization of agriculture (US\$ in Million)	57.1	95.5	67.25%

*Source: Ministry of National Food Security & Research, Government of Pakistan*

## Collection of Taxes

This parameter assesses Federal Government's performance with regards to taxation; specifically, tax policies, tax ratios, tax collection in order to analyse Federal Government's fiscal position.

### Policy and Legal Framework

In 2014-2015, the Finance Act, 2014 was passed which amended the Income Tax Ordinance, 2001.<sup>39</sup> Among the significant changes made by the Act were provisions for the levying of withholding tax, whilst also adding exemptions to this tax for certain importers. The Act also lowered the corporate tax rate to 33% but introduced an Alternative Corporate Tax (ACT) of 17% on accounting income. Moreover, the Act introduced a 100% tax credit for non-profit organisations, trusts and welfare institutions and a tax exemption for public sector universities.<sup>40</sup>

It should be noted that, in 2014-2015, the Federal Government also issued a total of 21 Statutory Regulatory Orders (SROs). Five SROs were issued to amend various provisions of the Income Tax Ordinance, 2001, five to amend customs duties, 10 to amend sales taxes and one SRO to increase the Federal excise duty on cigarettes.

### Key Initiatives

1. Withdrawal of SROs for tax exemptions worth Rs. 103 billion in 2014-2015.<sup>41</sup> There were only five SROs related to exemptions and concessions during this period. Meanwhile, only two SROs relating to exemptions/concessions on the Sales Tax were issued during 2014-2015. There were three SROs relating to concession or exemption relating to Customs Duty.
2. Exemptions from custom duty made on raw materials, sub-components, components, sub-assemblies and assemblies for local industries in year 2014-2015.
3. Development of Integrated Transit Trade Management Systems (ITTMS) under the Asian Development Bank's (ADB) Regional Improving Border Services Project to construct three state-of-the-art border crossing complexes: at Torkham in Khyber Agency, Chamman in Balochistan and Wahga in the Punjab.

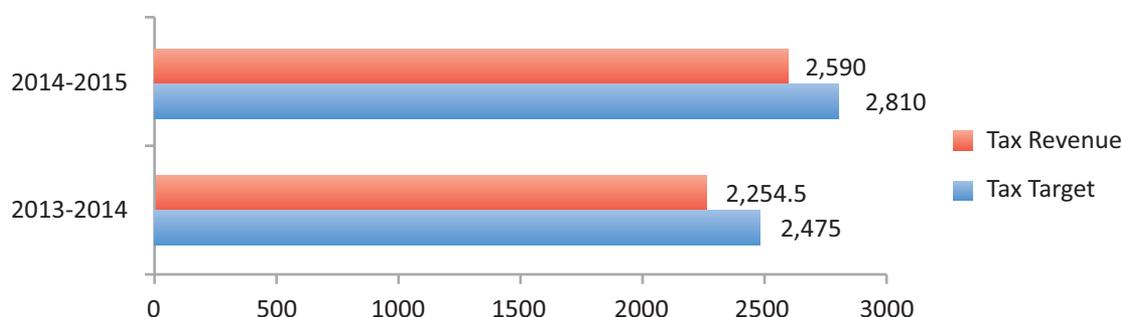
### Quality of Implementation

The total amount of tax collected was Rs. 2,254.5 billion in 2013-2014, which was 91% of the Rs. 2,475 billion tax target<sup>42</sup> for the year. In 2014-2015, the total collection of tax revenue stood at Rs. 2,590 billion, which was 92.1% of the Rs. 2,810 billion tax target for the year. Therefore, tax collection increased by 14.88% while the amount of tax collected as a proportion of the tax target<sup>43</sup> declined by 1.63 percentage points.

Of the total tax amount collected in 2013-2014, the proportion of direct taxes was 38.9% and the proportion of indirect taxes was 60.1%. In 2014-2015, the proportion of direct taxes grew to 39.9%. In both financial years 2013-2014 and 2014-2015, the growth rate of direct taxes was 2.5% higher than the total growth rate of total tax collection by FBR.

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39. The complete and exact text of the amended Income Tax Ordinance 2001 can be accessed at: [http://download1.fbr.gov.pk/Docs/20141013131026342161.T.Ord,2001\(updated\)AmendedJune2014.pdf](http://download1.fbr.gov.pk/Docs/20141013131026342161.T.Ord,2001(updated)AmendedJune2014.pdf)
  40. For details, please see "Amendments through Finance Act 2014" by KPMG which can be accessed at: <https://www.kpmg.com/PK/en/IssuesAndInsights/ArticlesPublications/Documents/FinanceAct-2014.pdf>
  41. For details, please see "Rejoinder to PTI's White Paper" which can be accessed at: [http://www.finance.gov.pk/press/Rejoinder\\_to\\_PTIsWhitePaper.pdf](http://www.finance.gov.pk/press/Rejoinder_to_PTIsWhitePaper.pdf)
  42. For details, please see the "Budget in Brief" of the 2014-2015 Federal Budget which can be accessed at: [http://finance.gov.pk/budget/Budget\\_in\\_Brief\\_2014\\_15.pdf](http://finance.gov.pk/budget/Budget_in_Brief_2014_15.pdf)
  43. For details, please see the "Budget in Brief" of the 2014-2015 Federal Budget which can be accessed at: [http://finance.gov.pk/budget/Budget\\_in\\_Brief\\_2014\\_15.pdf](http://finance.gov.pk/budget/Budget_in_Brief_2014_15.pdf)

**Figure 8: Tax Target and Actual Collection (Rs. in Billion)**



Source: Government of Pakistan

Furthermore, according to the Pakistan Economic Survey, the value of all tax exemptions given by the Federal Government stood at Rs. 665 billion in 2014-2015,<sup>44</sup> which is 39.38% higher than the Rs. 477.1 billion exemptions in 2013-2014.<sup>45</sup> The Government conducted a review of tax exemptions and exemptions worth Rs. 213 billion were withdrawn from the 2013-2014 and 2014-2015 budgets.

The number of taxpayers in ICT increased by 3.83%, from 195,532 individuals in 2013-2014 to 202,146 individuals in 2014-2015. The number of taxpayers in FATA also increased, from 1,616 individuals in 2013-2014 to 1,810 individuals in 2014-2015; this is an increase of 12.01%.

According to PILDAT's Public Opinion Poll on Governance, the Approval Rating of the performance of Government in the collection of taxes was 41% in 2013-2014.<sup>46</sup> This Rating dropped to 38% in year 2014-2015.<sup>47</sup>

While the amount of tax revenue collected increased in 2014-2015, the value of tax exemptions also increased. The use of SROs in Pakistan's tax policies, however, stopped with the Finance Act 2015 and now SROs can only be issued with the approval of ECC in exceptional circumstances. For its policies and implementation for Collection of Taxes, the Federal Government garnered a score of 41%, signifying above average performance.

**Table 6: Number of Taxpayers in ICT and FATA**

Sr. No.	Indicator	2013-2014	2014-2015	Change (%)
1.	Islamabad Capital Territory (ICT)	195,532	202,146	3.83%
2.	Federally Administered Tribal Areas (FATA)	1,616	1,810	12.01%

Source: Federal Board of Revenue, Government of Pakistan

44. Annex II "Tax Expenditure," Pakistan Economic Survey 2014-2015. Finance Division, Government of Pakistan. Print: 2015.

45. For details, please see Annex II "Tax Expenditure," Pakistan Economic Survey 2013-2014 which can be accessed at: [http://finance.gov.pk/survey/chapters\\_14/Annex\\_2.pdf](http://finance.gov.pk/survey/chapters_14/Annex_2.pdf)

46. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

47. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

## Utility Bills Collection

This parameter examines the legal policies and guidelines for setting targets for utility bills' collection, with a focus on how successfully the Federal Government optimised this collection. Due to a limitation in data availability the analysis only elaborates on the collection of utility bills for natural gas in Pakistan.

### Policy and Legal Framework

In 2014-2015, the Federal Government introduced no new laws or policies to help facilitate or improve the collection of utility bills. The existing framework includes the National Power Policy 2013.<sup>48</sup> The policy's goals include increasing electricity generation capacity and introducing a "culture of energy conservation." By 2017, the policy aims to increase the collection of utility bills from approximately 85% to 95% and to decrease distribution and theft losses by 23% - 25%.

### Key Initiatives

Online portals created to check electricity bills in 8 cities: Lahore (LESCO),<sup>49</sup> Islamabad (IESCO),<sup>50</sup> Faisalabad (FESCO),<sup>51</sup> Multan (MEPCO),<sup>52</sup> Hyderabad (HESCO),<sup>53</sup> Peshawar (PESCO),<sup>54</sup> Gujranwala (GEPCO)<sup>55</sup> and Quetta (QESCO).<sup>56</sup>

### Quality of Implementation

A vital part of mitigating the energy crisis in Pakistan is the efficient collection of bills for important utilities, namely gas and electricity. The amount collected for natural gas by the Federal Government was approximately Rs. 153.38 billion in 2013-2014, which rose by 3.38% to around Rs. 158.56 billion in 2014-2015. However, in 2013-2014, the amount of total outstanding bills for natural gas was Rs. 86.95 billion; this increased by 25.27% to Rs. 108.92 billion in 2014-2015.

**Table 7: Gas Bill Collection (Rs. in Billion)**

Sr. No.	Indicator	2013-2014	2014-2015	Change (%)
1.	The amount of utilities bills collected by the Federal Government-controlled entities (Rs. in Billion)	153.38	158.56	3.38%
2.	Total outstanding bills (Rs. in Billion)	86.95	108.92	25.27%

Source: Ministry of Petroleum & Natural Resources, Government of Pakistan

48. The complete and exact text of the Policy can be accessed at: <http://www.ppib.gov.pk/National%20Power%20Policy%202013.pdf>

49. The LESCO utility bill portal can be accessed at: <http://www.lesco.gov.pk/Modules/CustomBill/CheckBill.asp>

50. The IESCO utility bill portal can be accessed at: <http://210.56.23.106:888/iescobill/>

51. The FESCO utility bill portal can be accessed at: <http://210.56.23.106:888/fescobill/>

52. The MEPCO utility bill portal can be accessed at: <http://210.56.23.106:888/mepcobill/>

53. The HESCO utility bill portal can be accessed at: <http://210.56.23.106:888/hescobill/>

54. The PESCO utility bill portal can be accessed at: <http://210.56.23.106:888/pescobill/>

55. The GEPCO utility bill portal can be accessed at: <http://210.56.23.106:888/gepcobill/>

56. The QESCO utility bill portal can be accessed at: <http://210.56.23.106:888/qescobill/>

# MANAGEMENT OF ECONOMY

**Table 8: Gas Receivables by Various Companies (Rs. in Billion)**

Sr. No.	Gas Company	Receivables				Reasons of Receivables
		2013-2014		2014-2015		
		With GIDC	Without GIDC	With GIDC	Without GIDC	
1.	SNGPL	31.85	20.49	43.85	28.93	This is circular debt; IPPs paid for RLNG at Rs. 488/mmbtu instead of Rs. 1,100 before the price was notified by OGRA
2.	SSGC	57.20	53.58	61.06	56.90	Circular debt
3.	MPCL	5.47	5.06	4.87	4.46	This is circular debt; GIDC was not received from FPCDL as FPCDL did not receive GIDC from NTDC
4.	OGDCL	Unavailable	Unavailable	Unavailable	Unavailable	

Source: Ministry of Petroleum & Natural Resources, Government of Pakistan

The reason for the increase in outstanding gas bills, as Table 8 shows, is because of an increase in the amount of receivables from certain companies. However, as per information from the Ministry of Petroleum and Natural Resources, the list of gas companies and their receivables in Table 9 is not exhaustive. Nevertheless, it serves to provide an understanding of the circular debt with regards to natural gas.

As per PILDAT's assessment the Government's performance received a score of 27%, indicative of below average performance. According to PILDAT's Public Opinion Poll on Quality of Governance in Pakistan, the Approval Rating for the Government's efforts in utility bills collection was 45% in 2013-2014.<sup>57</sup> This Rating increased to 56% in 2014-2015.<sup>58</sup>

57. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

58. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

## Development Programmes

This parameter looks at the budget allocation and actual spending of the Federal Public Sector Development Program.

### Policy and Legal Framework

The Federal Government introduced an Annual Plan for 2014-2015,<sup>59</sup> which was valued at Rs. 1,175 billion; it included a Federal Public Sector Development Program of Rs. 525 billion and a total allocation of Rs. 650 billion for the Provinces' Annual Development Plans. According to the plan, the Government's key targets for 2014-2015 included a 5.1% growth rate of the Gross Domestic Product (GDP), 8% rate of inflation, national savings to be 14.2% of GDP and investment to be 15.7% of GDP.<sup>60</sup>

In 2013-2014, the National Economic Council (NEC) approved the framework of the 11th Five Year Plan but the rolling out of the program was delayed significantly.<sup>61</sup> The 11<sup>th</sup> Five Year Plan has been devised in line with the Pakistan Vision 2025,<sup>62</sup> a long-term plan for national development and economic growth that was also approved in 2013-2014.

Vision 2025 has seven broad areas of focus pertaining to developing human and social capital, achieving sustained and inclusive growth, improving governance through institutional reform and modernisation of the public sector, food, water and energy security and other areas.<sup>63</sup> For Vision 2025, 8 working groups and 52 sub-groups for specific focus areas were created.<sup>64</sup> These groups submitted their recommendations during a stakeholders' conference inaugurated by the Prime Minister and attended by all Chief Ministers on November 22, 2013.<sup>65</sup>

### Key Initiatives

1. The highest share of the 2014-2015 Federal PSDP is towards infrastructure sector (Rs. 332 billion or 63%) followed by the social sector (Rs. 100 billion or 19%); the latter includes health, education, population welfare and other areas.<sup>66</sup>
2. A Memorandum of Understanding (MoU) was signed between Silk Road Fund, China Three Gorges Corporation, and the Private Power and Infrastructure Board (PPIB) in Pakistan stipulating the two Chinese companies as joint stakeholders in providing funds for the Karot Hydropower Station on the Jhelum River.<sup>67,68</sup>
3. A framework was signed between the China Export and Credit Insurance Corporation (Sinosure) and Pakistan's Ministry of Water and Power to provide sovereign guarantees for CPEC energy projects; Sinosure

59. For details, please see the detailed documentation of the Annual Plan 2014-2015 which can be accessed at: [http://www.pc.gov.pk/?page\\_id=2874](http://www.pc.gov.pk/?page_id=2874)

60. For details, please see the Executive Summary of the Annual Plan 2014-2015 which can be accessed at: <http://pc.gov.pk/annual%20plans/2014-2015/ExecutiveSummary-Foreward/Executive%20Summary%20Annual%20Plan%202014-2015.pdf>

61. For details, please see "5-year plan in midstream" on DAWN which can be accessed at: <http://www.dawn.com/news/1188183>

62. For details, please see the detailed overview of Vision 2025 which can be accessed at: <http://www.pc.gov.pk/wp-content/uploads/2015/05/Pakistan-Vision-2025.pdf>

63. For details, please see the website for the Ministry of Planning, Development & Reform which can be accessed at: <http://www.pc.gov.pk/?p=2461>

64. Ministry of Planning Development and Reform, Government of Pakistan. Print.

65. Ibid.

66. For details, please see the overview of the Federal PSDP 2014-2015 which can be accessed at: [http://pc.gov.pk/annual%20plans/2014-2015/4-PSDP-%20\(Final\).pdf](http://pc.gov.pk/annual%20plans/2014-2015/4-PSDP-%20(Final).pdf)

67. For details, please see "CPEC projects: status, cost and benefits" on DAWN which can be accessed at: <http://www.dawn.com/news/1194014>

68. For details, please see the press release titled "The Silk Road Fund and China Three Gorges Corporation Cooperate to Invest in a Hydropower Project in Pakistan" on the Silk Road Fund's website which can be accessed at: <http://www.silkroadfund.com.cn/enwap/27389/27391/26911/index.html>

69. For details, please see "CPEC projects: status, cost and benefits" on DAWN which can be accessed at: <http://www.dawn.com/news/1194014>

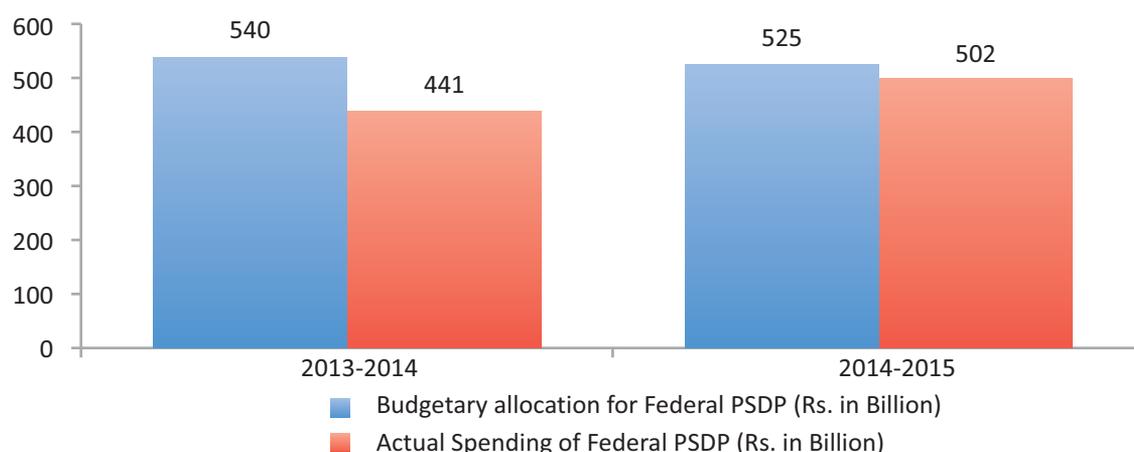
# MANAGEMENT OF ECONOMY

will insure all loans from China against non-payment.<sup>69</sup>

## Quality of Implementation

The size of the Federal Public Sector Development Programme (PSDP) decreased by 2.78%, from Rs. 540 billion in 2013-2014 to Rs 525 billion in 2014-2015. The size of the total PSDP for 2014-15 is Rs. 1,175 billion. Out of this, Rs. 650 billion has been allocated to Provinces, while the Federal PSDP is estimated at Rs. 525 billion. Actual spending of the Federal PSDP increased by 13.83%, from Rs. 441 billion (or 81.70% utilisation of the allocated amount) in 2013-2014 to Rs. 502 billion (or 95.60% utilisation of the allocated amount) in 2014-2015. The utilisation of the Federal PSDP, therefore, was

**Figure 9: Development Budget (Rs. in Billion)**



Source: Ministry of Planning Development and Reform, Government of Pakistan

higher in 2014-2015 than in 2013-2014.

Additionally, the Federal PSDP represented 46.75% of the Annual Plan in 2013-2014, whereas this declined by 2.70 percentage points in 2014-2015, when it was 44.68% of the Annual Plan; the Federal PSDP was, therefore, a smaller proportion of the Annual Plan in 2014-2015.

The value of block allocations declined by 48.91%, from Rs. 123.3 billion in 2013-2014 to Rs. 63 billion in 2014-2015. Block allocations are funds that are not specifically assigned to a project or location and are left to the discretion of the

**Table 9: Public Sector Development Programme**

Sr. No.	Indicator	2013-2014	2014-2015	Change (%)
1.	Budgetary allocation for PSDP (as % of total Annual Plan)	46.75%	44.68%	-2.07 percentage point
2.	Block Allocations in the PSDP (Rs. in Billion)	123.3	63	-48.91%
3.	Allocation to FATA (Rs. in Billion)	22	26	18.18%
4.	Actual spending in FATA (Rs. in Billion)	18.27	19.12	4.64%

Source: Ministry of Planning Development and Reform, Government of Pakistan

Furthermore, the budget allocation for Federally Administered Tribal Areas (FATA) increased by 18.18%, from Rs. 22 billion in 2013-2014 to Rs. 26 billion in 2014-2015. Actual spending of these allocations increased by 4.64%, from Rs. 18.27 billion in 2013-2014 to Rs. 19.12 billion in 2014-2015. However, the utilisation of the allocated budget for FATA fell by 9.52 percentage points, from 83.05% of the allocation in 2013-2014 to 73.53% of the allocation in 2014-2015.

According to PILDAT's Public Opinion Poll on Quality of Governance in Pakistan, the Approval Rating for the Government's Development Programme was 43% in 2013-2014.<sup>70</sup> This Rating decreased to 44% in 2014-2015.<sup>71</sup> As per PILDAT's assessment, the Government's policies and implementation of its Development Programmes received a score of 44%, indicative of above average performance based on substantial reductions in block allocations and increase in budget spending.

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70. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

71. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

## Electricity Production and Management

This parameter assesses the Federal Government's efforts for producing and managing electricity. The analysis focuses on legal policies, changes in installed capacity, electricity shortfall and power production sources.

### Policy and Legal Framework

In 2014-2015, the Council of Common Interest (CCI) approved the Power Generation Policy 2015,<sup>72</sup> with the goal of generating electricity by encouraging the utilisation of indigenous resources, whilst also being sensitive to safeguarding the environment. The policy applies to private, public and public-private partnership power projects.

A Policy Framework for Private Sector Transmission Line Projects 2015<sup>73</sup> was also approved with a view to invite bids from the private sector for investment in power transmission lines, substations and converter stations. The Framework was supplemented with official guidelines for prospective investors and details of the transmission system that will be offered for investment, performance standards for these systems set by the Government and the process of submitting and processing a proposal.<sup>74</sup>

Additionally, the Central Power Purchasing Agency (Guarantee) Limited (CPPA-G) was established as a separate entity from the National Transmission and Despatch Company (NTDC). The CPPA-G is charged with purchasing electricity in a transparent manner from generation companies and providing them to Distribution Companies (DISCOs). As a separate entity, CPPA-G is intended to develop a competitive power sector in Pakistan<sup>75</sup> and to keep circular debt in check.<sup>76</sup>

The National Electric Power Regulatory Authority (Market Operator Registration, Standards and Procedure) Rules, 2015<sup>77</sup> were approved, which outlined the operational procedures of the CPPA-G. Additionally, a Commercial Code<sup>78</sup> was approved to establish a transparent and efficient system for the sale and purchase of electricity by the CPPA-G. In 2013-2014, the National Power Tariff and Subsidy Policy Guidelines 2014,<sup>79</sup> created in line with the National Power Policy of 2013,<sup>80</sup> were amended to help curtail circular debt in 2014-2015 by phasing out the power subsidy.<sup>81</sup>

72. The complete and exact text of the Power Generation Policy 2015 document can be accessed at: <http://www.ppib.gov.pk/Power%20Policy%202015.pdf>

73. The complete Policy document can be accessed at: <http://www.ppib.gov.pk/Transmission%20Line%20Policy%202015.pdf>

74. The complete Guidelines can be accessed at: <http://www.ppib.gov.pk/Guidelines%20-%20Transmission%20Line%20Policy%202015.pdf>

75. For details, please see "Application for Modification of NTDC License No. TL/01/2002" which can be accessed at: <http://www.nepra.org.pk/Licences/Licence%20Modification/2015/LPM%20of%20NTDC.PDF>

76. For details, please visit the CPPA (G) website, which can be accessed at: <http://cpa.gov.pk/news-media/>

77. The complete and exact text of the Rules can be accessed at: <http://cpa.gov.pk/wp-content/uploads/2015/10/Market-operator-Registration-Standards-and-Procedure-Rules2015-1.pdf>

78. The complete and exact text of the Commercial Code can be accessed at: <http://www.nepra.org.pk/Licences/ntdc/Commercial%20Codes%20of%20CPPAG.PDF>

79. The complete document of the National Power Tariff and Subsidy Policy Guidelines 2014 can be accessed at: <http://www.mowp.gov.pk/gop/index.php?q=aHR0cDovLzE5Mi4xNjguNzAuMTMwOjkwODAvbW93cC91c2VyZmlsZXNML2ZpbGUvZmluYWwIMjAlMjBw2xpY3kIMjBGaW5hbCUyMDlwMTQwNDAXLnBkZg%3D%3D>

80. The complete and exact text of the Policy can be accessed at: <http://www.ppib.gov.pk/National%20Power%20Policy%202013.pdf>

81. For details, please see "Power sector dues: Govt planning to tightly curtail power subsidy" on Express Tribune which can be accessed at: <http://tribune.com.pk/story/691608/power-sector-dues-govt-planning-to-tightly-curtail-power-subsidy/>

## Key Initiatives

1. A reduction of 32.5% in the tax on import of solar power equipment to decrease the cost of solar panels.<sup>82</sup>
2. The Jamshoro Power Generation project, which will add 1,300 Megawatts (MW) to national grid upon completion, as well as improvements to the power distribution network in Pakistan being undertaken with assistance from the Asian Development Bank (ADB).<sup>83</sup>
3. Stage I of the Dasu Hydropower project is being funded with the help of World Bank and the International Development Association.<sup>84</sup>
4. A major focus of the Pakistan China Economic Corridor (CPEC) is on energy projects that will add 10,400 MW to the national grid through various coal, wind, solar and hydropower projects at a cost of US \$15.5 billion.<sup>85</sup>

## Key Challenges

1. The maximum circular debt reached in the power sector increased by 16.49%, from Rs. 291 billion in 2013-2014 to Rs. 339 billion in 2014-2015.
2. In 2014-2015, the total number of electricity units lost amounted to 16,744 million Kilowatt-hours.

## Quality of Implementation

Transmission and distribution losses fell to Rs 10 billion in 2014-2015, the lowest in ten years. Furthermore, the aggregate technical and commercial losses went down from 28.2% to 23.4% during 2015, a reduction of 4.8 percentage points.

The Federal Government was able to reduce the generation cost by Rs. 57 billion, while saving Rs. 30 billion (estimated) through plugging irregularities in payments of Independent Power Producers. The Government was also able to assist Independent Power Producers in generating 12,000 MW of electricity.

The allocated budget for new thermal power projects of the Federal Government increased by 28.74%, from Rs. 20.08 billion in 2013-2014 to Rs. 25.85 billion in 2014-2015. Actual spending of these budgets, however, decreased by 20.93%, from Rs. 17.60 billion (or 87.64% utilisation of allocated amount) in 2013-2014 to Rs. 13.92 billion (or 53.83% utilisation of allocated amount) in 2014-2015. The utilisation of the budget for new thermal plants fell by 33.81 percentage points.

The total installed capacity for electricity generation at the Federal level increased by 6.47%, from 21,482 MW in 2013-2014 to 22,872 MW in 2014-2015. Changes in installed capacity occurred in solar, thermal and other assorted sources of electricity generation, while the installed capacity of hydel and nuclear sources of generation remained the same. The installed capacity of thermal sources increased by 9%, from 13,483 MW in 2013-2014 to 14,673 MW in 2014-2015.

The installed capacity of other sources increased by 42%, from 237 MW in 2013-2014 to 337 MW in 2014-2015. Lastly, the installed capacity of solar sources increased from 0 MW in 2013-2014 to 100 MW in 2014-2015.

The monthly shortfall in electricity increased by 6.90%, from 3,494.88 Gigawatt-Hours (GWh) in 2013-2014 to 3,736.08 GWh in 2014-2015. The amount of electricity actually fed into the national grid increased by 2.30%, from 95,264.12 GWh in 2013-2014 to 97,457.53 GWh in 2014-2015.

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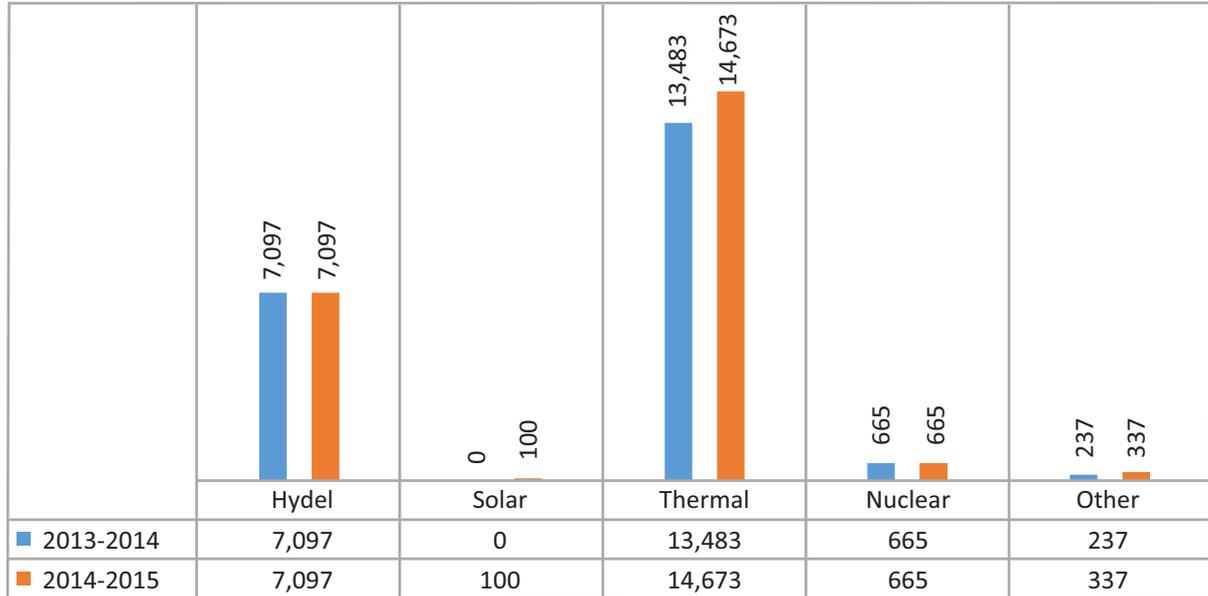
82. For details, please see Chapter 14 “Energy” in the Pakistan Economic Survey 2014-2015 which can be accessed at: [http://www.finance.gov.pk/survey/chapters\\_15/14\\_Energy.pdf](http://www.finance.gov.pk/survey/chapters_15/14_Energy.pdf)

83. Ibid

84. Ibid

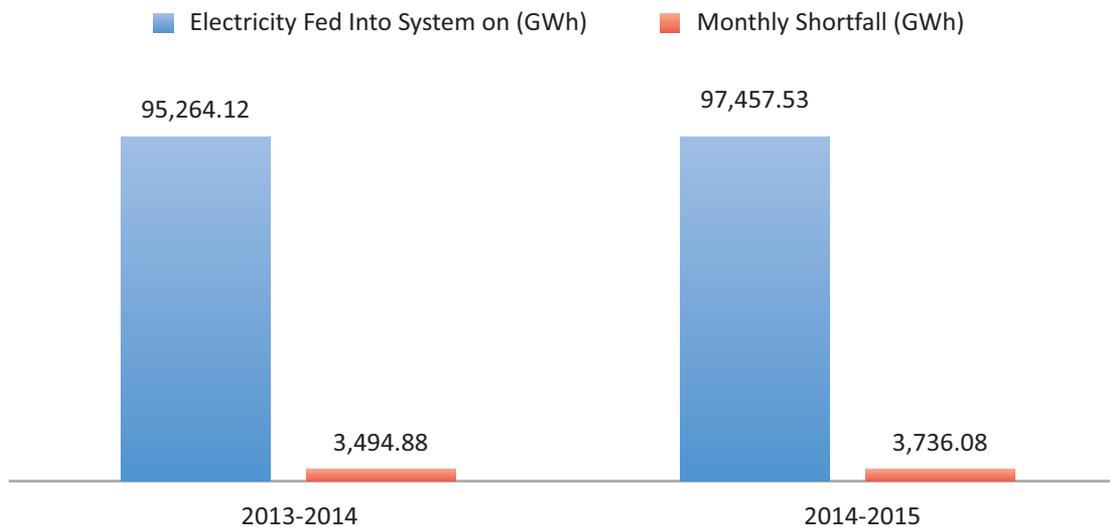
85. Ibid

**Figure 10: Installed Capacity of the Electric Power Plants (MW)**



Source: Ministry of Water and Power, Government of Pakistan

**Figure 11: Actual Amount of Electricity Fed into System and Monthly Shortfall (GWh)**



Source: Ministry of Water and Power, Government of Pakistan

**Table 10: Electricity Generation Breakdown: Public and Private (GWh)**

Sr. No.	Indicator	2013-2014	2014-2015	Change (%)
1.	Public (GWh)	50,837.55	51,729.07	1.75%
2.	Private (GWh)	44,426.57	45,728.46	2.93%
3.	Total (GWh)	95,264.12	97,457.53	2.30%

Source: Ministry of Water and Power, Government of Pakistan

The amount of electricity generated by the public sector increased by 1.75%, from 50,837.55 GWh in 2013-2014 to 51,729.07 GWh in 2014-2015. The electricity generated by the private sector increased by 2.93%, from 44,426 GWh in 2013-2014 to 45,728 GWh in 2014-2015.

In 2014-2015, the overall installed capacity for electricity production at the Federal level increased, as did the overall amount of electricity fed into the national grid. However, the electricity shortfall also increased during this period. Most notably, the Government faced difficulties in bringing the Nandipur Power project to fruition in 2014-2015, due to alleged mismanagement. For example, it was only discovered at the end of 2014 that the fuel treatment plant for Nandipur is too small to allow the production of the required 425 MW.<sup>86</sup>

According to PILDAT's Public Opinion Poll on Governance, the Approval Rating of the performance of Government regarding electricity production and management was 23% in 2013-2014<sup>87</sup> and increased to 30% in 2014-2015.<sup>88</sup> Overall, based on the assessment of its policies and their implementation, the Federal Government's performance in Electricity Production and Management received a score of 40% indicating lack of improvement in Government's performance during the second year in office.

86. For details, please see "PM takes notice of Nandipur Power project scandal" on The News which can be accessed at: <http://www.thenews.com.pk/print/61621-pm-takes-notice-of-nandipur-power-project-scandal>

87. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

88. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

## Investment Friendliness

This parameter assesses the investment environment in the Country and the ease of doing business.

### Policy and Legal Framework

In 2014-2015, the institutional framework for investment at the Federal level improved as the Board of Investment (BOI) in the Prime Minister's Office was reconstituted on May 14, 2015. Thereafter, the Executive Committee of the BOI was also reconstituted on May 20, 2015. The goal of the BOI is to take a broad approach in promoting investment in all sectors of Pakistan's economy.

In addition to this, the existing policy framework for investment at the Federal level includes the Investment Policy 2013,<sup>89</sup> Foreign Direct Investment (FDI) Strategy 2013-17,<sup>90</sup> and the Special Economic Zones Rules 2013.<sup>91</sup> Moreover, the legal framework relating to investment also includes the Foreign Private Investment (Promotion & Protection) Act, 1976<sup>92</sup> and the Protection of Economic Reforms Act, 1992.<sup>93</sup>

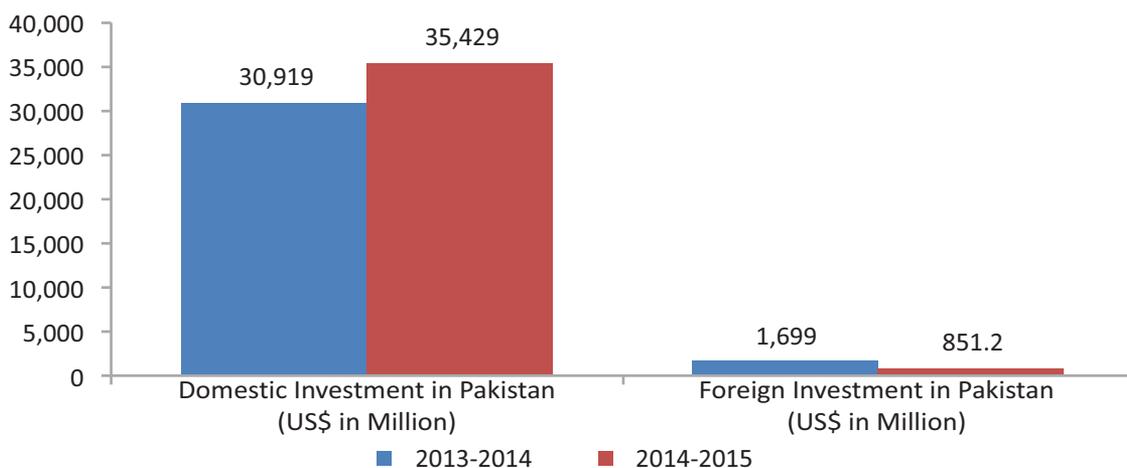
### Key Challenges

1. The precarious security situation in Pakistan impacts the behaviour of domestic and foreign investors. In particular, the *Zarb-e-Azab* operation and Peshawar Attack in 2014-2015 may hinder Foreign Direct Investment (FDI) in the country.
2. The chronic energy shortage problem contributes to the low level of FDI.

### Quality of Implementation

The amount of foreign investment in Pakistan decreased by 49.91%, from US \$1,699 million in 2013-2014 to US \$851.2

**Figure 12: Domestic and Foreign Investment**



Source: Government of Pakistan

89. The complete Policy document can be accessed at: <http://boi.gov.pk/UploadedDocs/Downloads/InvestmentGuide.pdf>

90. The complete text of the Strategy can be found at: <http://boi.gov.pk/UploadedDocs/Downloads/InvestmentStrategy.pdf>

91. The complete and exact text of the Rules can be accessed at: [http://boi.gov.pk/UploadedDocs/Downloads/SEZ\\_RULES.pdf](http://boi.gov.pk/UploadedDocs/Downloads/SEZ_RULES.pdf)

92. The complete and exact text of the 1976 Act can be accessed at: <http://www.punjabcode.punjab.gov.pk/index/showarticle/ref/7b72138b-4b0a-4809-a4a0-ec40c5087f19>

93. The complete and exact text of the 1992 Act can be accessed at: <http://www.punjabcode.punjab.gov.pk/index/showarticle/ref/55e170f2-77e2-4007-bf3e-9caf506cb392>

million in 2013-2014. In contrast, the amount of domestic investment in Pakistan increased by 14.59%, from US \$30,919 in 2013-2014 to US \$35,429 in 2014-2015.

However, the amount of foreign investment retracted from Pakistan also increased, by 36.76%: the amount retracted during 2013-2014 was US \$1,148 million and rose to US\$ 1,570 during 2014-2015. The prevailing corporate tax rate for foreign investors, which is set by the Federal Board of Revenue (FBR), fell from 34% in 2013-2014 to 33% in 2014-2015.<sup>94</sup>

According to PILDAT's Public Opinion Poll on Governance, the Approval Rating regarding the Government's performance in Investment Friendliness was 43% in 2013-2014,<sup>95</sup> which slightly changed to 44% in 2014-2015.<sup>96</sup>

Based on PILDAT's analysis, the Government's performance in maintaining Investment Friendliness in Pakistan received a score of 27%, meaning the Government's performance in this parameter has declined since 2013-2014. Moreover, according to the most recent "Doing Business" report by the World Bank and International Finance Corporation, Pakistan was ranked at the 128<sup>th</sup> spot out of 189 countries in ease of doing business.<sup>97,98</sup> This is a decline as during the previous year, the same report ranked Pakistan at 110<sup>th</sup>.

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94. For details, please see Budget Brief 2014-15 by the Federal Board of Revenue which can be accessed at: <http://www.fbr.gov.pk/budget2014-15/brief/BUDGET%202014-15%20BRIEF.pdf>

95. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

96. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

97. For details, please see "Doing Business 2014: Understanding Regulations for Small and Medium-Size Enterprises" which can be accessed at: <http://www.doingbusiness.org/~media/GIAWB/Doing%20Business/Documents/Annual-Reports/English/DB14-Full-Report.pdf>

98. For details, please see "Doing Business 2015: Going Beyond Efficiency" which can be accessed at: <http://www.doingbusiness.org/~media/GIAWB/Doing%20Business/Documents/Annual-Reports/English/DB15-Chapters/DB15-Report-Overview.pdf>

## Management of Unemployment

This parameter takes a look at the Government's control of unemployment in the country by observing changes in the unemployment rate as well as job creation in the public sector.

### Policy and Legal Framework

Following the 18<sup>th</sup> Amendment, the management of unemployment is primarily a Provincial subject, with some overlap between Parliament and Provincial Assemblies with regards to labour welfare legislation.<sup>99</sup>

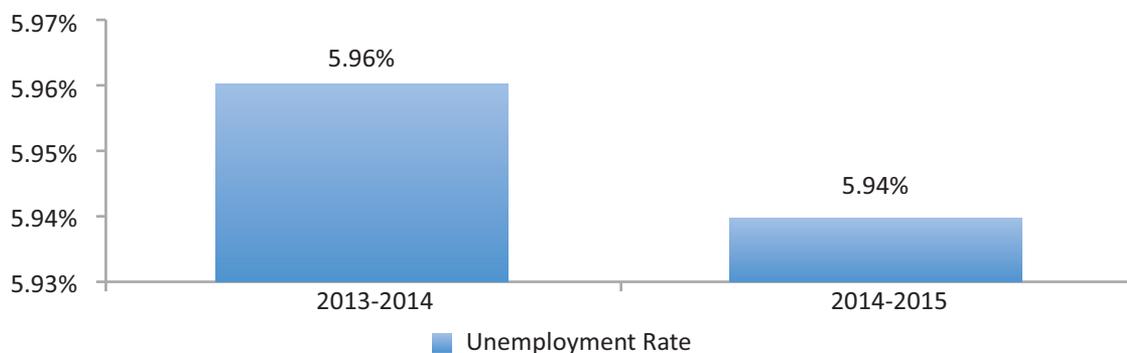
Nationally, the Federal Government can affect unemployment indirectly by pursuing development that increases employment opportunities.<sup>100</sup> The Capital Administration and Development Division (CADD) looks after social welfare in the Islamabad Capital Territory (ICT) whereas in Federally Administered Tribal Areas (FATA), it is undertaken by the FATA Secretariat.

### Key Initiatives

The Government introduced the following programs to help improve the employment situation of the youth:

1. Prime Minister's Youth Business Loan Scheme to provide loans to unemployed individuals interested in establishing their own entrepreneurial ventures.
2. The Prime Minister's Interest Free Loans Scheme to improve access to micro-finance for the urban and rural poor.
3. Prime Minister's Youth Skill Development Program to provide training in marketable skills to poor, unemployed individuals.<sup>101</sup>
4. A total of 294,000 individuals received training in vocational skills and entrepreneurship.<sup>102</sup>
5. A total of 26,279 individuals were provided entrepreneurial training under the Waseela-e-Haq National program & Waseela-e-Haq Sindh program of the Benazir Income Support Programme.<sup>103</sup>

Figure 13: Total Rate of Unemployment



Source: Labour Force Survey, Pakistan Bureau of Statistics

99. For details, please see PILDAT's Briefing Paper on the 18<sup>th</sup> Constitutional Amendment and Devolution of Labour Ministry by Mr. Babar Sattar which can be accessed at: <http://www.pildat.org/Publications/publication/labourissue/18thConstitutionalAmendmentandDevolutionofLabourMinistry.pdf>

100. Assessment of Quality of Governance in Pakistan: First year of the Federal and Provincial Governments 2013-2014. A compilation of Experts' Analyses, Volume 1. PILDAT. Print: 2014.

101. For details, please see a brief overview of the Program on the National Vocational & Technical Training Commission (NAVTC) website which can be accessed at: <http://youth.navttc.org/>

102. For details, please see Chapter 15 "Social Safety Nets" of the Pakistan Economic Survey 2014-2015 which can be accessed at: [http://www.finance.gov.pk/survey/chapters\\_15/15\\_Social%20Safety%20and%20Nets.pdf](http://www.finance.gov.pk/survey/chapters_15/15_Social%20Safety%20and%20Nets.pdf)

103. Ibid

## Quality of Implementation

As per the Labour Force Survey (LFS) by the Pakistan Bureau of Statistics (PBS), the national rate of unemployment declined by 0.02 percentage points, from 5.96% in 2013-2014<sup>104</sup> to 5.94% in 2014-2015.<sup>105</sup> The rural unemployment rate remained the same, i.e. 5.01% in both 2013-2014 and 2014-2015. However, the urban unemployment rate decline from 8.02% in 2013-2014 to 7.98% in 2014-2015.

The rate of unemployment on the national level has not changed significantly over the period of observation. While Federal Government cannot actively undertake concrete steps to manage unemployment as a result of the 18<sup>th</sup> Amendment to the constitution, the Government must prioritise improving the ease of doing business so as to indirectly and positively affect employment.

According to PILDAT's Public Opinion Poll on Governance, the Approval Rating of the Government's performance in managing unemployment was 31% in 2013-2014<sup>106</sup> and declined to 25% in 2014-2015.<sup>107</sup> However, the perceived performance is different from PILDAT's assessment, according to which Federal Government's performance received a score of 41%, indicating above average performance in 2014-2015.

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104. For details, please see "Labour force participation rates and un-employment rates by age, sex and area: Pakistan & Provinces" from the Labour Force Survey 2013-2014 which can be accessed at:

<http://www.pbs.gov.pk/sites/default/files//Labour%20Force/publications/lfs2013-2014/t18-pak-fin.pdf>

105. For details, please see "Labour force participation rates and un-employment rates by age, sex and area: Pakistan & Provinces" from the Labour Force Survey 2014-2015 which can be accessed at:

[http://www.pbs.gov.pk/sites/default/files//Labour%20Force/publications/lfs2014\\_15/t18-pak.pdf](http://www.pbs.gov.pk/sites/default/files//Labour%20Force/publications/lfs2014_15/t18-pak.pdf)

106. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at:

[http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

107. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at:

[http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

## Water Resource Development and Management

This parameter examines the Federal Government's performance in conserving and effectively managing water resources for agricultural development, such as through irrigation canals and tube wells.

### Policy and Legal Framework

In 2014-2015, no new policies or legal measures were formalised to improve upon the existing legal and institutional framework for Water Resource Development and Management at the Federal level in Pakistan. However, the Provincial Flood Plan Management Bill, 2015 has been drafted and is under process of approval.

The sharing of Pakistan's limited water resources among the Provinces is an important issue and has, historically, caused much friction among the Provinces due to the importance of water irrigation in agriculture. In light of this conflict, all Provinces unanimously signed the Water Apportionment Accord 1991.<sup>108</sup> This Accord outlines the water share of each Province from the Indus River System.

The Indus River System Authority (IRSA)<sup>109</sup> was established to regulate and monitor the distribution of water among the Provinces in line with the provision of the Accord and other matters pertaining to water sharing. However, disagreements, on issues such as the construction of Kalabagh Dam, still exist between the Provinces<sup>110</sup> and there has been no progress on implementation of a National Water Policy with consensus by all Provinces.<sup>111</sup> A National Water Policy has been drafted, however, and is in the process of approval.

Following the 18<sup>th</sup> Amendment to the Constitution of Pakistan, the management of water resources for irrigation, drinking water, sanitation and other uses fell under the purview of the Provincial Governments. However, the Federal Government plays an intermediary role in sharing and managing water resources between Provinces. The Water and Power Development Authority (WAPDA), Ministry of Water and Power (MW&P) and the Federal Planning Commission have overlapping functions in implementing the policies and planning related to water resources.<sup>112</sup>

WAPDA is responsible, under the oversight of the Ministry of Water and Power, and in consultation with the Provinces, for developing water and hydropower resources in Pakistan<sup>113</sup> and for operating water reservoirs. The irrigation departments in all Provincial Governments monitor rivers and gather data, which is provided to and processed by WAPDA. IRSA, which remains a forum for Provincial negotiations on matters of water sharing, also makes use of this data.<sup>114</sup>

### Key Initiatives

A PSDP Review Committee was created.<sup>115</sup>

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108. The complete and exact text of the Accord can be accessed at:

<http://www.pakirsa.gov.pk/irsapublic/Doc/Water%20Apportionment%20Accord.pdf>

109. The complete and exact text of the Act can be accessed at:

<http://www.pakirsa.gov.pk/irsapublic/Doc/IRSA%20Act%20No.XXII%20of%201992.pdf>

110. For details, please see PILDAT's Background Paper on Inter-Provincial Water Issues in Pakistan by Mr. Muhammad Idris Rajput which can be accessed at: <http://www.pildat.org/publications/publication/WaterR/Inter-ProvincialWaterIssuesinPakistan-BackgroundPaper.pdf>

111. For details, please see "Assessment of the Quality of Governance in Pakistan: A Compilation of Experts' Analysis on Quality of Governance across Pakistan's Federal and Provincial Governments" by PILDAT which can be accessed at:

[http://www.pildat.org/Publications/Publication/QualityofGovernance/AssessmentoftheQualityofGovernanceinPakistanJune2013toMay2014\\_ACompilationofExpertsAnalysis.pdf](http://www.pildat.org/Publications/Publication/QualityofGovernance/AssessmentoftheQualityofGovernanceinPakistanJune2013toMay2014_ACompilationofExpertsAnalysis.pdf)

112. Ibid

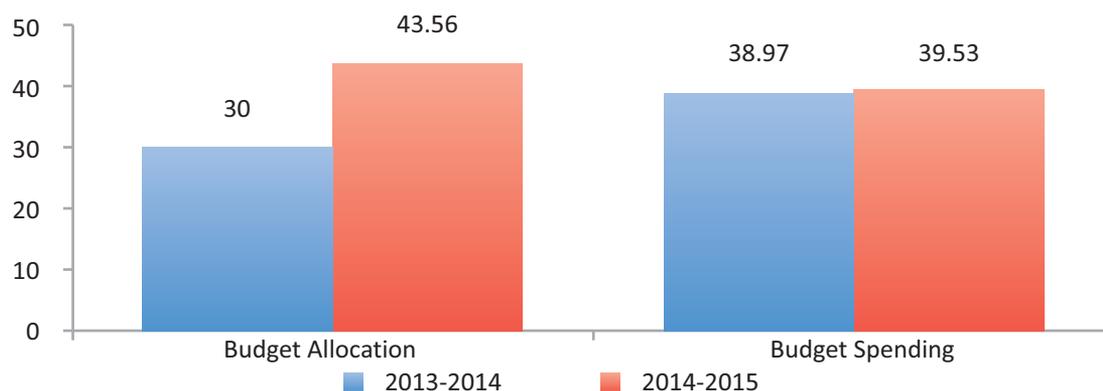
113. For details, please see the website for WAPDA which can be accessed at: <http://www.wapda.gov.pk/index.php/about-us/present-setup-2>

114. Ibid

115. Ministry of Water and Power, Government of Pakistan

## Quality of Implementation

**Figure 14: Allocated Budget and Actual Spending (Rs. in Billion)**



Source: Ministry of Water and Power, Government of Pakistan

The allocated budget for the development and conservation of water resources increased by 45.2%, from Rs. 30 billion in 2013-2014 to Rs. 43.56 billion in 2014-2015. Actual spending on the development and conservation of water resources increased by 1.44%, from Rs. 38.97 billion (67.37% utilisation of the allocated budget) in 2013-2014 to Rs. 39.53 billion (90.74% utilisation of the allocated budget) in 2014-2015. The utilisation of the budget increased by 23.38 percentage points.

The amount allocated specifically for the maintenance and repair of existing waterways nearly tripled over the period of observation, from Rs. 98.72 million in 2013-2014 to Rs. 270.03 million in 2014-2015.

However, new irrigation canals of a total length of 100.22 kilometres (KM) were also developed in 2013-2014 while canals of a total length of 64.32 KM were developed in 2014-2015. In terms of total length in KM, this is a decline of 35.83%.

According to PILDAT's Public Opinion Poll on Quality of Governance in Pakistan, the Approval Rating for the Government's water resource development and management efforts was 38% in 2013-2014<sup>116</sup> and remained the same in 2014-2015.<sup>117</sup>

The Government's budget for developing and managing water resources increased over the period of observation, along with utilisation of this budget. However, it should be noted that the institutional framework for managing water resources on a national level lacks cohesion. For Water Resource Development and Management, the Federal Government received a score of 48%, indicating above average performance.

**Table 11: Irrigation Canal Development 2014-2015**

Sr. No.	Indicator	2013-2014	2014-2015	Change (%)
1.	Number of new irrigation canals developed (length in KM)	100.22	64.31	-35.83%

Source: Ministry of Water and Power, Government of Pakistan

116. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

117. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

## Management of Inflation

For this parameter, the Federal Government's price control laws, changes in the Consumer Price Index and other monetary policy considerations are analysed to determine how successfully the rise of prices has been controlled in the Country. Borrowings from the private sector and State Bank of Pakistan are also assessed.

### Policy and Legal Framework

The management of inflation is a direct function of monetary economic policy. Legal interventions that affect the monetary policy in Pakistan are Amendments to the State Bank of Pakistan Act, 1956.<sup>118</sup> No such amendments were passed in 2014-2015.

As per the 2014-2015 Annual Plan,<sup>119</sup> the Federal Government's key monetary policy goals were to bridge the gap between domestic savings in Pakistan and the required rate of investment<sup>120</sup> and to curtail Government borrowing from the State Bank of Pakistan (SBP).<sup>121</sup>

Additionally, the Federal Government has a National Price Monitoring Committee (NPMC), which is chaired by the Federal Minister for Finance.<sup>122</sup> The NPMC monitors the prices of essential commodities in consultation with Provincial Governments and relevant Federal Ministries/Divisions in order to propose price control measures. The NPMC so far has held 27 meetings, with 5 meetings in 2013-2014 and 5 in 2014-2015.

### Quality of Implementation

The Consumer Price Index (CPI) tracks the prices of a collection of essential goods. In Pakistan, this "basket" of goods contains 487 items, further categorised as "food" and "non-food."<sup>123</sup> In this way, the CPI acts as the rate of inflation in the country.<sup>124</sup> The CPI in Pakistan declined by 4.09 percentage points from 8.62% in 2013-2014 to 4.53% in 2014-2015. The surge in basic food prices, measured through a percentage change in the CPI, decreased by 5.49%, from 9% in 2013-

**Table 12: Inflation Statistics**

Sr. No.	Indicator	2013-2014	2014-2015	Change (%)
1.	The Rate of Consumer Price Index (in percentage)	8.62%	4.53%	-4.09 percentage points
2.	National Rate of Interest (State Bank Policy Rate)	10%	7%	-3.00 percentage points

Source: Ministry of Finance, Government of Pakistan

118. The complete and exact text of the Act can be accessed at: [http://www.sbp.org.pk/about/sbpact/SBP\\_ACT\\_1956.pdf](http://www.sbp.org.pk/about/sbpact/SBP_ACT_1956.pdf)

119. For details, please see Chapter 3 "Fiscal and Monetary Policy" from the 2014-2015 Annual Plan document which can be accessed at: <http://pc.gov.pk/annual%20plans/2014-2015/3-Fiscal%20and%20Monetary.pdf>

120. This conducive to economic growth as it means that citizens are using their savings to invest in the economy.

121. Borrowing from the State Bank can increase inflation

122. For details, please see the Highlights of the Pakistan Economic Survey 2014-2015: [http://www.finance.gov.pk/survey/chapters\\_15/Highlights.pdf](http://www.finance.gov.pk/survey/chapters_15/Highlights.pdf)

123. For details, please see Chapter 7 "Inflation" in the Pakistan Economic Survey 2014-2015 which can be accessed at: [http://www.finance.gov.pk/survey/chapters\\_15/07\\_Inflation.pdf](http://www.finance.gov.pk/survey/chapters_15/07_Inflation.pdf)

124. Ibid

2014 to 3.51% in 2014-2015.

Additionally, the prevailing national rate of interest declined from 10% in 2013-2014 to 7% in 2014-2015. This is a positive development as a decline in interest rates reduces inflationary pressure in the economy. Additionally, the Government has decreased its targeted subsidies for essential items by 16.34%, from Rs. 359.42 billion in 2013-2014 to Rs. 300.70 billion in 2014-2015.

In 2013-2014, the Federal Government borrowed Rs. 159.7 billion from the SBP. In keeping with its monetary policy goal of curtailing its borrowing from SBP, the Federal Government's borrowing in 2014-2015 had a negative balance of Rs. 434.3 billion, meaning the Government returned Rs. 434.3 billion of the money it has borrowed from the SBP till then. However, the amount of money borrowed by the Government from the private sector increased by 78.05%, from Rs. 1,035.5 billion in 2013-2014 to Rs. 1,843.7 billion in 2014-2015.

According to PILDAT's Public Opinion Poll on Governance, the Approval Rating for the Federal Government's management of inflation was 25% in 2013-2014<sup>125</sup> and increased to 33% in year 2014-2015,<sup>126</sup> showing an improvement in the public's perception.

The Government has managed to make positive changes in the management of inflation through retiring borrowings from SBP, reducing interest rates and the CPI. As per PILDAT's assessment, the Federal Government's performance in the Management of Inflation in Pakistan received a high score of 65%.

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125. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

126. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)



# SOCIAL INDICATORS

This pillar includes parameters that collectively provide a comprehensive view of the Federal Government's work in influencing societal harmony through initiatives for socio-political equity and justice

- | Environmental Sustainability
- | Gender Equality
- | Management of Population Growth
- | Poverty Alleviation



## Environmental Sustainability

In conjunction with the institutional, procedural and legal set-up in place, this parameter assesses the performance of the Government with regards to ensuring Environmental Sustainability.

### Policy and Legal Framework

The Federal Government is operating under the Pakistan Environmental Protection Act (PEPA) 1997 for the “the promotion of sustainable development” in Pakistan. By way of the 18<sup>th</sup> Amendment, the “environmental pollution and ecology” under PEPA 1997 was devolved to the Provinces. The jurisdiction of the Pak-EPA is now to the extent of the Islamabad Capital Territory (ICT).

### Key Initiatives

1. The “Geographic Information System” project is one of the EPA's ongoing monitoring initiatives. The EPA uses the Multi-Criteria Integrated Resource Assessment (MIRA) tool for needs assessment and decision-making.
2. An action plan for implementation of National Climate Change Policy 2012 has been finalised for addressing the issues that Pakistan faces or will face in the future due to the changing climate conditions.
3. Environment and climate change programs have to be in line with the Vision 2025 to include environmental considerations in development. In this regard, some of the important programs at the Federal level during 2014-2015 include the establishment of the National Multilateral Environmental (MEAS) Secretariat, establishment of Clean Development Mechanism Cell, establishment of National Bio-safety Centre (NBC) Project, and the Sustainable Land Management Project, Phase-1.

### Key Challenges

1. Under Millennium Development Goals (Goal-7) Pakistan had committed to increasing forest cover to 6% by the year 2015, which could not be achieved.
2. Pakistan is one of the countries most vulnerable to the adverse impacts of climate change. Pakistan's 5,000 glaciers are on retreat, threatening water inflows into the Indus River System and the melting of glaciers is contributing to threat of floods.
3. Intrusion of saline water in the Indus delta adversely affects agriculture and breeding grounds of fish.
4. Population is expected to grow to 234.4 million by 2025 (United Nations, Department of Economic and Social Affairs, Population Division (2011)).<sup>127</sup> Pakistan already has one of the highest populations in the world, such a significant increase in population will have negative impacts on the environment with the depletion of natural resources and pollution.
5. According to the Pakistan Economic survey 2014-2015, vehicles are expected to increase from 13.88 million in 2014-2015 (July-March) to 35 million further deteriorating air quality in cities.<sup>128</sup>

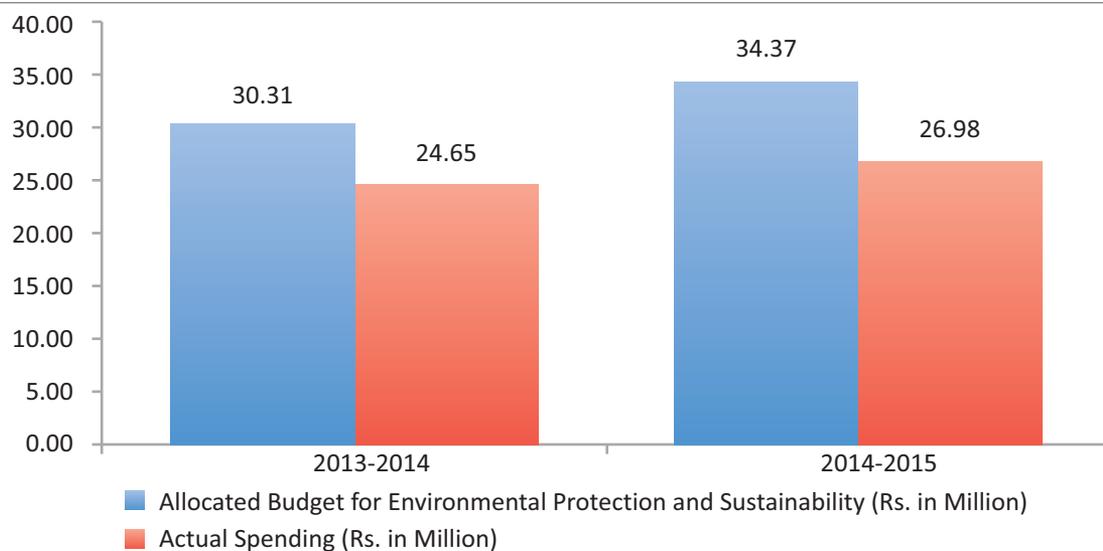
### Quality of Implementation

The budget for Environmental Sustainability increased by 13.4% from Rs. 30.30 million in 2013-2014 to Rs. 34.37 million in 2014-2015. In terms of utilisation, 81.35% of the total allocated budget was utilised in 2014-2015, which is 2.95 percentage points higher than the previous year when 78.4% of the budget was utilised.

127. For details, please see the 'Pakistan Economic Survey 2014-2015', which can be accessed at: [http://www.finance.gov.pk/survey\\_1415.html](http://www.finance.gov.pk/survey_1415.html)

128. Ibid.

**Figure 15: Environmental Sustainability Budget (Rs. in Million)**



Source: Pakistan-Environmental Protection Agency, Government of Pakistan

The table below shows the total number of projects brought before EPA, the number of public hearings held by the EPA for Government projects, and the projects that were rejected. The first year of Government was more positive in terms of projects being accepted in the final stage. However, in 2014-2015 the only project brought before the EPA was ultimately declined.

Environmental challenges in Pakistan are abundant and the Government must proactively take measures to create sustainable growth in the Country. As per PILDAT's assessment, the Government's performance in Environmental Sustainability received a low score of 24%. Additionally, according to PILDAT's Public Opinion Poll on the Quality of Governance, the Approval Rating for the Government's work in environmental sustainability was 36% in 2013-2014<sup>129</sup> and fell to 33% in 2014-2015.<sup>130</sup>

**Table 13: EPA Project Progress**

Sr. No.	Indicator	2013-2014	2014-2015
1.	Total number of projects brought before EPA	2	1
2.	Total number of public hearings held by EPA Government projects	1	1
3.	Total number of projects rejected or declined by EPA	0	1

Source: Pakistan-Environmental Protection Agency, Government of Pakistan

129. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

130. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

## Gender Equality

This parameter observes the extent of social parity between men and women by comparing key gender-specific indicators regarding participation in the democratic process, education and employment.

### Policy and Legal Framework

No new legislation was created in the second year of Government to address the plight of women in the Country. The 'Ministry of Women Development' works for reducing the gender gap and was devolved under the 18<sup>th</sup> Amendment. Pakistan is committed to meet the MDGs, particularly Goal 3 – 'promoting gender equality and empowering women' – and Goal 5 – 'improving maternal health' – and is also a signatory of the United Nations Convention on the Elimination of all Forms of Discrimination against Women as of 1996.

An existing policy and legal framework is in place to address some of the major issues faced by women in the country. For instance, the Domestic Violence (Prevention and Protection) Act, 2012<sup>131</sup> provides for the institutionalisation of measures to protect women, children and other vulnerable individuals from domestic violence in ICT. There are also laws on sexual violence in place, which come under the *Hudood Ordinances 1979*. Furthermore, Section 174-A was added to the Criminal Code of Procedure (CrPC) in 2001 to curb dowry related violence. The establishment of the National Commission on the Status of Women (NCSW) in 2000 was a move towards women development and gender equality. The Pakistan National Policy for Development and Empowerment 2002 was developed to ensure women have equal access to all development benefits and social services.

### Key Initiatives

As continuation to the efforts of empowering women, the Federal Government has allocated 50% share for women in the Prime Minister Youth Loan.<sup>132</sup>

### Quality of Implementation

The total number of voters in the Federal Areas was 684,830 individuals by January 2016, which is 9.4% higher than the 625,964 voters in the May 2013 General Elections according to data on the website of the Election Commission of Pakistan. In 2016, females were 45.8% of the voters in the Federal Areas compared to 46% in the May 2013 General Elections. Therefore, female participation in the electoral process has stayed mostly stagnant.

The gender gap between male and female population in literacy rate was 22.9 percentage points in 2013-2014 and 22 percentage points in year 2014-2015. There is a decrease of 0.9 percentage points in the gender gap for literacy.

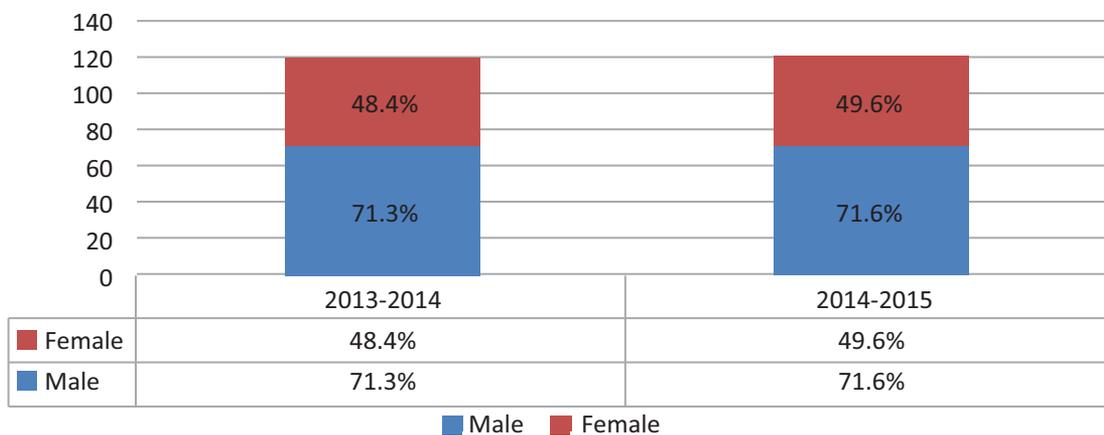
The unemployment rate of females in 2014-2015 was 9% whereas for males it was 5%. In 2013-2014 female unemployment stood at 8.7% while male unemployment was 5.1%. The gap between male and female unemployment has widened from 3.6 points to 4 points showing that while male unemployment falls, female unemployment is on the rise.

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131. The complete and exact text of the Act can be accessed at:  
<http://www.af.org.pk/Important%20Courts'%20judgement/Women%20protection%20against%20domestic%20violence%20bil%2013page%20s.pdf>

132. Ibid.

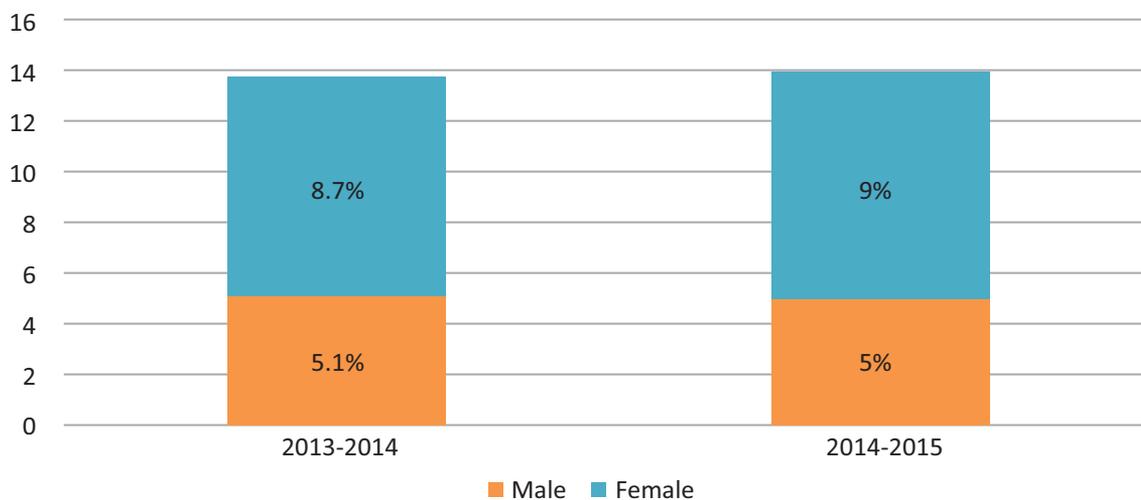
**Figure 16: Literacy Rates (%)**



Source: Labour Force Survey 2014-2015

For Gender Equality, PILDAT assigned a low score of 26% to the Federal Government of Pakistan for its implementation of initiatives aimed towards increasing gender parity for women.

**Figure 17: Unemployment Rate by Gender (%)**



Source: Labour Force Survey 2014-2015

## Management of Population Growth

This parameter assesses the performance of the Government in managing population growth by assessing population control measures.

### Policy and Legal Framework

After the 18th Amendment to the Constitution of Pakistan, the Ministry of Population Welfare was devolved to Provinces. The National Institute of Population Studies (NIPS) is under the administrative control of the Ministry of National Health Services, Regulations and Coordination.

### Key Initiatives

1. Family planning and population control measures such as Family Welfare Centers, Reproductive Health Service Centers, Mobile Service Units and Regional Training Institutes are being developed in collaboration with the United Nations Population Fund.
2. A National Population Summit was held in November 2015. The President pledged in the Summit that by 2020, Pakistan would raise its Contraceptive Prevalence Rate (CPR) to 50%.

### Key Challenges

There has been no progress on the Government's commitment to undertake the new population census. Substantial delays have been attributed to lack of logistical capacity and personnel available to ensure secure execution of the exercise. Outdated population statistics is expected to adversely impact planning and development projects, assignment of the NFC award to Provinces, the Provincial quotas for Federal jobs and delimitation of constituencies in light of the 2018 General Elections.

### Quality of Implementation

Pakistan's population is estimated to be 191.71 million in 2015 whereas in the previous calendar year it had been 188 million. There has been a demonstrable decline in both crude birth rate and crude death rate. Population Growth Rate shows improvement indicated by a decrease from 1.95% in 2014 to 1.92% in 2015.<sup>133</sup> Meanwhile, the population of ICT the direct purview of the Federal Government, is not exceeding 2 million (exact figures were not available to PILDAT).

In a positive development, the total fertility rate decreased by 0.6 points, from an average 3.8 children per women in 2014 to an average of 3.2 children per woman in 2015. According to the data shared by the Federal Government, contraceptive prevalence rate has not changed over the two years of Government.

The rural population of Pakistan was 115.5 million in 2014 and increased to 116.5 million in year 2015: an increase of 0.86%. The urban population was 72.50 million in 2014, and rose to 75.19 million in 2015: an increase of 3.7%.

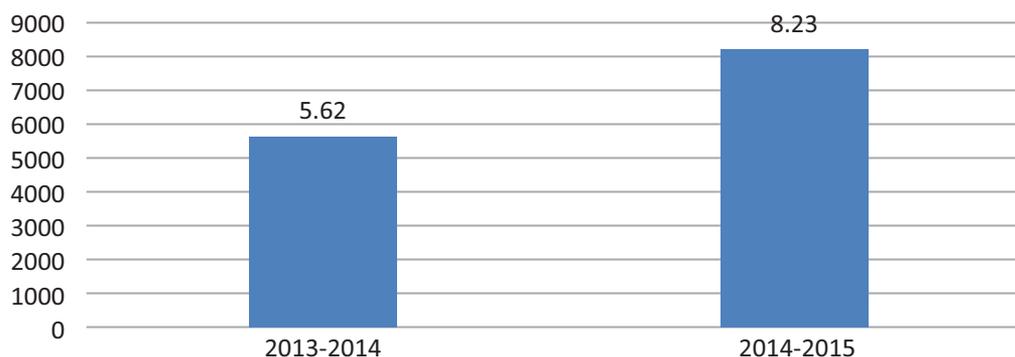
The total budget allocation for the population welfare programmes for 2013-2014 was approximately Rs. 5.62 billion. The allocation increased to Rs. 8.23 billion in year 2014-2015: a substantial increase of 46%.

133. For details please see the 'Pakistan Economic Survey 2014-2015', which can be accessed at: [http://www.finance.gov.pk/survey\\_1415.html](http://www.finance.gov.pk/survey_1415.html)

**Table 14: Crude Birth Rate, Death Rate, Natural Rate of Population Growth and Contraception Rate**

Sr. No.	Indicator	2013-2014	2014-2015	Change (%)
1.	Crude Birth Rate (per 1000 people)	26.4	26.1	-1.14
2.	Crude Death Rate (per 1000 people)	6.9	6.8	-1.45
3.	Natural Rate of Population growth	1.95	1.92	-0.03
4.	Contraceptive Prevalence Rate	35%	35%	0

Source: Ministry for National Health Services, Regulations and Coordination, Government of Pakistan

**Figure 18: Total Budget Allocation for Population Welfare Programmes (Rs. in Billion)**

Source: Ministry for National Health Services, Regulations and Coordination, Government of Pakistan

The natural rate of population growth has fallen by 0.03 percentage points, from 1.95% in 2013-2014 to 1.92% in 2014-2015. However, crude birth rate and contraception prevalence rate negatively affected the score. As per PILDAT's assessment, the Management of Population Growth received a low score of 25%.

## Poverty Alleviation

This parameter observes changes in the Country's poverty headcount and analyses the work of the Federal Government in effectively alleviating poverty through development schemes. This parameter has been scored based on 50% weightage given to the policy and legal framework component and 50% given to the quality of implementation.<sup>134</sup>

### Policy and Legal Framework

A number of ongoing poverty alleviation policies of the Federal Government were established prior to 2014-2015. Meanwhile, no significant amendments to the policy and legal setup of poverty alleviation were made in the second year.

1. *Zakat* is an ongoing program of the state that aims to redistribute wealth and bring about social parity.
2. The Employees Old Age Benefit Institution (EOBI) provides social insurance to retired and invalid persons.
3. Pakistan *Bait ul Mal* is an autonomous body set up in 1991 that provides financial assistance to destitute, widows, orphans, invalid, infirm and other needy persons through its on-going projects.<sup>135</sup>
4. Worker Welfare Fund provides low cost housing and other amenities to the industrial labour.

### Key Initiatives

1. Under the Prime Minister's National Youth Program Rs. 1.4 billion were disbursed to 70,000 beneficiaries in the form of Interest Free Loans.
2. The Planning Commission of Pakistan is engaged in a 'Social Safety Net Project' with the Provincial Governments to develop social protection policies in collaboration with the World Bank.
3. The Benazir Income Support Programme (BISP) aims to eradicate poverty through cash transfers. The Federal Government increased cash benefits for the poorest of the poor up to 25% from Rs. 1,200 to Rs. 1,500 per month. Other programmes include:
  - a. *Waseela-e-Haq* (micro-finance) provides long-term interest free financial assistance of Rs. 300,000 to randomly selected beneficiaries in order to help them start their own businesses.
  - b. *Waseela-e-Rozgar* provides free of cost vocational trainings to individuals from underprivileged families.
  - c. *Waseela-e-Sehet* (Life & Health Insurance): The Life Insurance was launched to provide insurance coverage of Rs. 100,000 to the life of bread-earners of every beneficiary family. Over 4.1 million beneficiary families now have their bread earners covered for three years under the life insurance scheme.
4. Worker Welfare Fund provides low cost housing and other amenities to the industrial labour.

### Quality of Implementation

In a welcome development, the per capita income in Federal Areas increased from US \$1,384 in 2013-2014 to US \$1,512 2014-2015 according to official data shared by the Federal Government of Pakistan. According to the World Bank's Poverty Head Count Analysis for 2014, if income per adult in all of Pakistan is taken as \$1.25 per day, then 21.04% of the population lives below the poverty line,<sup>136</sup> at 2008 population estimates. But if the poverty line is US \$2 per day, then 60.19% of the population falls below poverty line.

134. Since benefits from poverty alleviation policies take time to trickle down to changes in incomes, it would be more judicious to not give a higher weightage to indicators for implementation. For that purpose scoring has deviated from the usual (75% for Implementation) and (25% for Policy) breakdown.

135. For details please see the 'Pakistan Economic Survey 2014-2015', which can be accessed at: [http://www.finance.gov.pk/survey/chapters\\_15/15\\_Social%20Safety%20and%20Nets.pdf](http://www.finance.gov.pk/survey/chapters_15/15_Social%20Safety%20and%20Nets.pdf)

136. For details please see the 'Pakistan Economic Survey 2014-2015', which can be accessed at: [http://finance.gov.pk/survey/chapters\\_14/15\\_Poverty\\_Social\\_Safety\\_Nets.pdf](http://finance.gov.pk/survey/chapters_14/15_Poverty_Social_Safety_Nets.pdf)

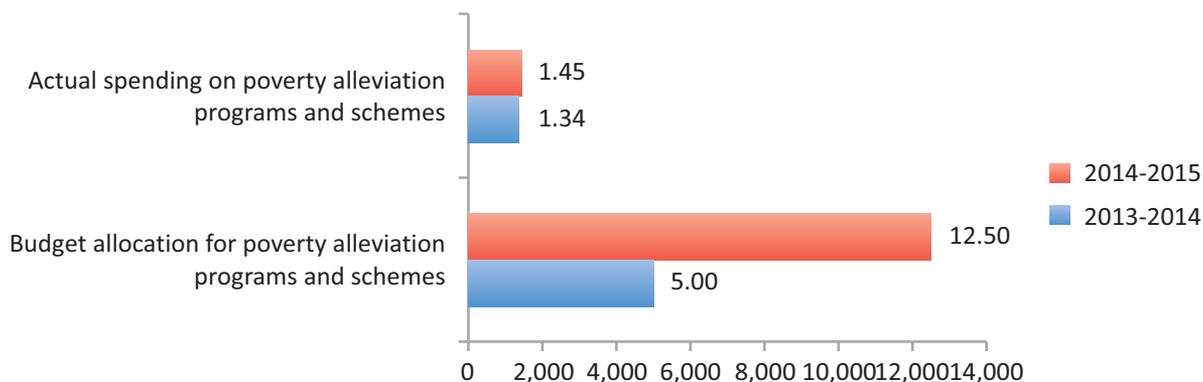
The allocation for BISP increased from Rs. 75 billion in 2013-2014 to Rs. 97 billion in 2014-2015, an increase of 29.33%. Meanwhile, the number of beneficiaries increased from 4.5 million in 2013-2014 to 5 million in 2014-2015. The Federal Government also increased cash benefits by up to 25%. Another part of BISP is the *Waseela-e-Taleem* program that offers stipends to children for attending school. By December 2016, this initiative aims to enroll 2 million children in primary schools.

The *Waseela-e-Rozgar* scheme under BISP trained 58,000 by 2015 since its initiation in 2012. As part of *Waseela-e-Haq*, an amount of Rs. 2.6 billion has been disbursed to 16,119 beneficiaries while 9,193 beneficiaries have started their own businesses. Under *Waseela-e-Sehet*, the lives of about 4.1 million breadwinners from unprivileged families have been insured.

A total amount of Rs. 4.78 billion was distributed during 2014-2015 among Zakat beneficiaries, while the EOBI disbursed Rs. 15 billion to approximately 359,130 beneficiaries. Meanwhile the Pakistan *Bait ul Mal* disbursed Rs. 2.28 billion for its main projects including Individual Finance Assistance to the underprivileged, the development of a thalassemia center, the creation of Pakistan Sweet Homes (orphanages) and Great Homes (old-age homes).<sup>137</sup>

The budget allocation for poverty alleviation programs and schemes increased by 150% from Rs. 5.00 billion in 2013-2014 to Rs. 12.50 billion in 2014-2015. The spending declined by 15.26 percentage points from 26.86% utilisation rate in the first year to 11.6% in 2014-2015.

**Figure 19: Budget Allocation and Spending on Poverty Alleviation (Rs. in Billion)**



Source: Government of Pakistan

The Federal Government's performance in Poverty Alleviation received a score of 44% in 2014-2015. Despite the number of schemes in Pakistan for poverty alleviation, approximately 21.04% of the population lives below the poverty line, which explains the low Approval Rating of 28% in 2014-2015, according to PILDAT's Public Opinion Poll on Governance,<sup>138</sup> as compared to 23% in 2013-2014.<sup>139</sup>

137. For details please see the 'Pakistan Economic Survey 2014-2015', which can be accessed at: [http://www.finance.gov.pk/survey\\_1415.html](http://www.finance.gov.pk/survey_1415.html)

138. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

139. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)



# SERVICE DELIVERY

This pillar of Governance takes a detailed look at the vital services for which the Federal Government is responsible. More importantly, it looks at how timely and efficiently these services are made available to citizens.

- | Disaster Preparedness and Management
- | Education
- | Healthcare
- | Immunisation of Children



## Disaster Preparedness and Management

This parameter examines the capacity of the Government to anticipate and respond to natural calamities in the Country. It is gauged primarily through the legislative, institutional and procedural set-up in place for disaster relief and management along with the monetary resources available for relief items and the size of a trained disaster management force.

### Policy and Legal Framework

In 2014-2015, the National Monsoon Contingency Response Directive 2015 was issued<sup>140</sup> in order to anticipate and prepare for possible floods and other hazards during the monsoon season. Additionally, Standard Operating Procedures (SOPs) on Separated, Unaccompanied and Missing Children in Disasters were developed.<sup>141</sup>

The existing legal framework for disaster management includes the West Pakistan National Calamities (Prevention and Relief) Act, 1958. However, the Federal Government is in the process of repealing this Act in order to remove duplicity in the law due to the National Disaster Management Act, 2007.<sup>142</sup> The Government is also trying to merge the Emergency Relief Cell (ERC) with the National Disaster Management Authority (NDMA).

The NDMA, which was established through the National Disaster Management Act, 2007,<sup>143</sup> is the primary agency at the Federal level responsible for disaster-related interventions. The NDMA is the executive arm<sup>144</sup> of the National Disaster Management Commission (NDMC), headed by the Prime Minister and is responsible for devising policies and guidelines related to disaster management.<sup>145</sup>

In addition to the above, various policy initiatives have been undertaken in the past to address the impacts of manmade and natural disasters in Pakistan. These include:

1. The National Disaster Risk Management Framework,<sup>146</sup> introduced in 2007.
2. The National Disaster Response Plan<sup>147</sup> of 2010.
3. The National Disaster Risk Reduction Policy<sup>148</sup> of 2013.

### Key Initiatives

1. Multi-Sector Initial Rapid Assessment (MIRA) was developed by NDMA and Provincial Disaster Management Authorities; MIRA was conducted in five districts in the Punjab (Hafizabad, Mandi Bahauddin, Chiniot, Jhang and Multan) to assess the impact of the floods in September 2014.<sup>149</sup>

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140. The complete and exact text of the Directive can be accessed at:

[http://www.ndma.gov.pk/new/Documents/National\\_Monsoon\\_Contingency\\_Response\\_Directive\\_2015.pdf](http://www.ndma.gov.pk/new/Documents/National_Monsoon_Contingency_Response_Directive_2015.pdf)

141. The complete and exact text of the SOPs can be accessed at:

[http://www.ndma.gov.pk/new/Documents/SOPs\\_on\\_Missing\\_unaccompanied\\_children.pdf](http://www.ndma.gov.pk/new/Documents/SOPs_on_Missing_unaccompanied_children.pdf)

142. National Disaster Management Authority

143. The complete and exact text of the Act can be accessed at: [http://www.na.gov.pk/uploads/documents/1302135719\\_202.pdf](http://www.na.gov.pk/uploads/documents/1302135719_202.pdf)

144. For details, please see the NDMA's website which can be accessed at: <http://www.ndma.gov.pk/new/aboutus/aboutus.php>

145. For details, please see description of the NDMC on the NDMA's website which can be accessed at:

<http://www.ndma.gov.pk/new/aboutus/NDMC.php>

146. The complete document of the Framework can be accessed at: <http://www.ndma.gov.pk/Docs/NDRMFP.doc>

147. The complete and exact text of the Plan can be accessed at: <http://www.ndma.gov.pk/Documents/NDRP/NDRP.pdf>

148. The complete Policy document can be accessed at: <http://www.ndma.gov.pk/Documents/drrpolicy2013.pdf>

149. The complete and exact text of the MIRA Report can be accessed at: [http://www.ndma.gov.pk/Docs/mira\\_2014.pdf](http://www.ndma.gov.pk/Docs/mira_2014.pdf)

2. A draft of Recovery Need Assessment (RNA) was developed and conducted in 28 districts of the Punjab and 10 districts of Azad Jammu and Kashmir.
3. A booklet of Standard Operating Procedures (SOPs) for Emergency Situation (2014) for floods and earthquake was prepared in Urdu.
4. The Government of Pakistan signed the Sendai Framework on Disaster Risk Reduction<sup>150</sup> in Japan along with 187 countries.

## Key Challenges

1. Pakistan is highly susceptible to floods every year and is located in one of the most active earthquake zones in the world;<sup>151</sup> Pakistan was also among the three most affected countries by climate change in 2012.<sup>152</sup>
2. These disasters add to the number of internally displaced persons (IDPs) in the Country and have prompted the Government to seek help from international donors.<sup>153</sup>
3. The following are the most prominent disasters of 2013-2014 and 2014-2015:
  - a. Flash floods in Peshawar in August 2013 led to emergency being declared in Hayatabad and Regi areas of the city.<sup>154</sup>
  - b. A 7.7 magnitude earthquake in September 2013 in Balochistan, leaving more than 300 people dead and affecting another 30,000 people.<sup>155</sup>
  - c. Flash floods in River Chenab and Jhelum in September 2014 due to heavy rainfall, causing the Government of the Punjab to declare emergency in flood-affected areas.<sup>156</sup>
  - d. A “mini-cyclone” in Peshawar in April 2015 that left 44 people dead and injured over 200 people.<sup>157</sup>

## Quality of Implementation

The value of the National Disaster Management Fund (NDMF) decreased by 1%, from Rs. 1.59 billion at the end of 2013-2014 to Rs. 1.57 billion at the end of 2014-2015. The funds for prevention efforts are derived from the NDMF and as such do not have a set allocation in any given year.

The budget allocated to the NDMA stood at Rs. 93.22 million in 2013-2014, of which Rs. 90.82 million was allocated for human resources, Rs. 0.41 million for awareness campaigns and Rs. 2 million for trainings of NDMA staff and volunteers.

150. The complete and exact text of the SFDRR can be accessed at: [http://www.preventionweb.net/files/43291\\_sendaiframeworkfordrren.pdf](http://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf)

151. For details, please see “Pakistan in the most active quake zone, says US Geological Survey” on DAWN which can be accessed at: <http://www.dawn.com/news/1215636>

152. For details, please see the Global Climate Risk Index 2014 which can be accessed at: <https://germanwatch.org/en/download/8551.pdf>

153. For details, please see “Dar seeks international help for IDPs, flood effectees” on DAWN which can be accessed at: <http://www.dawn.com/news/1135983>

154. For details, please see “Emergency declared in Peshawar areas after flooding” on Aaj TV which can be accessed at: <http://aaj.tv/2013/08/emergency-declared-in-peshawar-areas-after-flooding/>

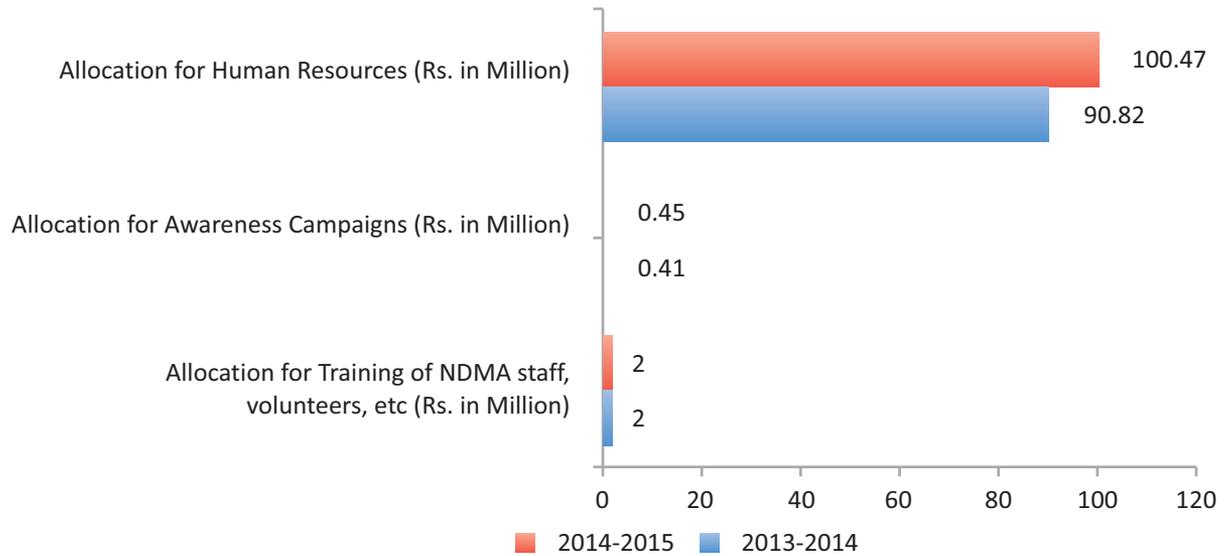
155. For details, please see “Pakistan earthquake: Hundreds dead in Balochistan” on BBC News which can be accessed at: <http://www.bbc.com/news/world-asia-24222760>

156. For details, please see “High Flood In River Chenab Puts Qadirabad At Risk” on Geo News which can be accessed at: <http://www.geo.tv/latest/95555-high-flood-in-river-chenab-puts-qadirabad-at-risk>

157. For details, please see “K-P 'mini-cyclone' death toll rises to 44, leaves 200 injured” on Express Tribune which can be accessed at: <http://tribune.com.pk/story/876582/k-p-rains-leave-44-dead-over-100-injured/>

# SERVICE DELIVERY

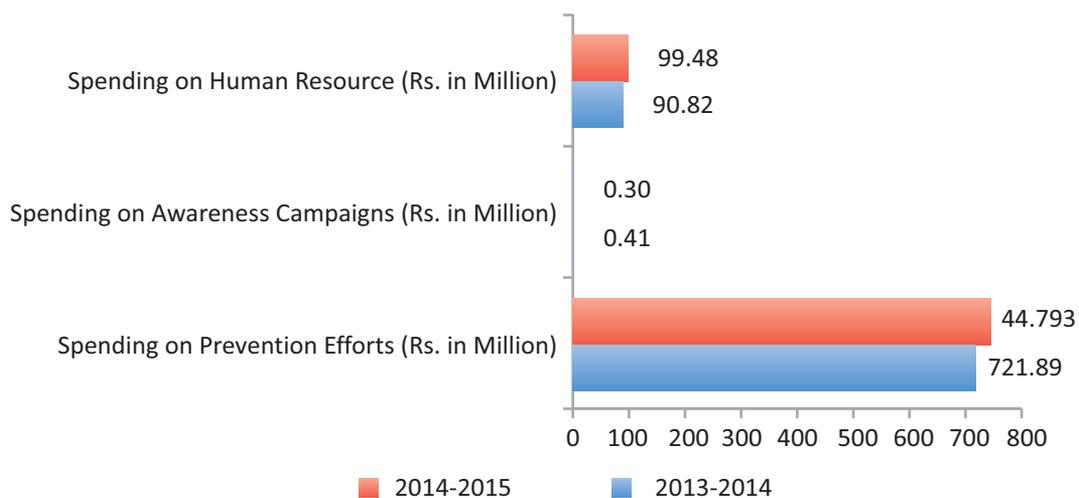
**Figure 20: Budget Allocations for NDMA**



Source: Government of Pakistan

In 2014-2015, the total allocation to the NDMA increased by 10.41% to Rs. 102.92 million in 2014-2015. The allocation for human resources increased by 10.63% to Rs. 100.47 million and the allocation for awareness campaigns increased by 11.06% to Rs. 0.45 million. However, the allocation for trainings of NDMA staff and volunteers remained at Rs.2 million.

**Figure 21: Actual Expenditure by NDMA**



Source: Government of Pakistan

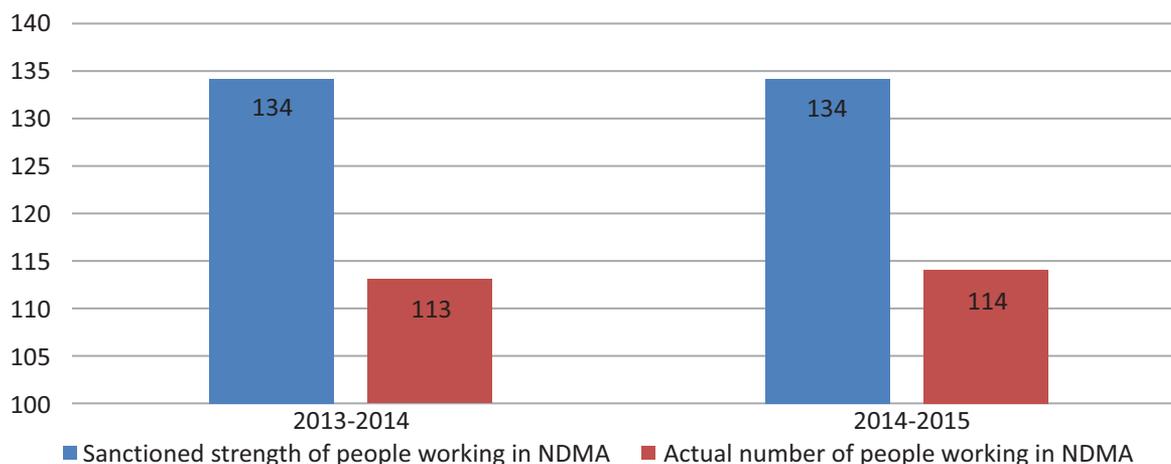
In 2013-2014, actual spending by the NDMA increased to Rs. 91.22 million, of which the allocations for human resources and awareness campaigns were Rs. 90.82 million and Rs. 0.41 million respectively which were fully utilised by the Government. Additionally, Rs. 721.89 million were spent for prevention efforts. The Government did not provide data regarding the actual amount spent on trainings, but trained a total of 1,136 individuals through the National Institute of Disaster Management (NIDM). Additionally, 20 individuals were sent abroad for trainings for which donor funding was acquired.

In 2014-2015, actual spending by the NDMA increased by 9.38% to Rs. 99.78 million; spending on human resources increased by 9.55% to Rs. 99.48 million while that on awareness campaigns declined by 27.52% to Rs. 0.30 million. Spending on prevention efforts increased by 3.17% to Rs. 744.79 million. Like the previous year, no data was provided by the Government regarding the actual spending on trainings; however, 1,858 individuals were trained by the NIDM whereas 23 were sent abroad through donor funding for trainings.

Furthermore, the value of the reserve of emergency stocks doubled over the period of observation, from Rs. 398 million in 2013-2014 to Rs. 796 million in 2014-2015.

In terms of workforce, in 2013-2014 there were a total of 113 individuals working in the NDMA against a sanctioned strength of 134 individuals (i.e. 15.67% positions unfilled). In 2014-2015, the sanctioned strength remained the same, but the actual number of individuals working at the NDMA increased to 114 (i.e. 14.93% positions unfilled).

**Figure 22: NDMA Workforce**



Source: Government of Pakistan

According to PILDAT's Public Opinion Poll on Quality of Governance in Pakistan, the Approval Rating for the Government's efforts in Disaster Preparedness and Management was 38% in 2013-2014 and remained the same in 2014-2015. Whereas according to PILDAT's assessment, the Government's policies and implementation in Disaster Preparedness and Management received a high score of 61%.

158. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

159. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

## Education

This parameter assesses the Federal Government's efforts to advance literacy by ensuring universal and quality education through higher enrolment, better budgetary allocations and by improving vocational training in ICT and FATA.

### Policy and Legal Framework

Following the 18<sup>th</sup> Amendment to the Constitution of Pakistan, education was devolved to the Provinces. At the Federal level, the Capital Administration and Development Division (CADD) was created to take over certain functions – specifically education social welfare and healthcare – in the Islamabad Capital Territory (ICT). The implementation of education in the Federally Administered Tribal Areas (FATA) is undertaken by the FATA Secretariat.

The Ministry of Federal Education and Professional Training (MFEPT) is charged with ensuring that all citizens have equal opportunities to pursue primary, secondary and higher education. The Ministry's main responsibilities include improving adult literacy, coordinating with Provinces to revise the National Education Policy, 2009<sup>160</sup> and setting standards in higher education, technical education and vocational/professional training.<sup>161</sup>

MFEPT also oversees the Inter-Provincial Education Ministers' Conference (IPEMC),<sup>162</sup> which is held quarterly among representatives of each Province to discuss policy matters relating to education.<sup>163</sup> The National Curriculum Council (NCC), which is charged with developing and implementing a national curriculum, was established in the Academy of Educational Planning and Management (AEPAM),<sup>164</sup> which is a subordinate office of the MFEPT.

In 2014-2015, there were no new additions to the Federal legal framework regarding education.

### Key Initiatives

1. Implementation of the Right to Free and Compulsory Education Act, 2012 through the following:<sup>165</sup>
  - a. Student fees abolished in public sector schools.
  - b. Textbooks provided free-of-cost to students from Class I to IX.
2. School Management Committees (SMCs) established in public sector institutions in ICT; SMCs, which consist of members of the community in which a school is located, are charged with developing and implementing

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160. The complete NEP 2009 document can be accessed at:

[http://www.aserpakistan.org/document/learning\\_resources/2014/National%20Education%20Policy%202009.pdf](http://www.aserpakistan.org/document/learning_resources/2014/National%20Education%20Policy%202009.pdf)

161. For details, please see the website for the Ministry of Federal Education and Professional Training which can be accessed at:

<http://moent.gov.pk/gop/index.php?q=aHR0cDovLzE5Mi4xNjguNzAuMTM2L21vcHR0bS8uL2ZybURldGFpbHMuYXNweD9vcHQ9YmFzaWMMaWQ9MQ%3D%3D>

162. For details, please see the website for the Ministry of Federal Education and Professional Training which can be accessed at:

<http://moent.gov.pk/gop/index.php?q=aHR0cDovLzE5Mi4xNjguNzAuMTM2L21vcHR0bS8uL2ZybURldGFpbHMuYXNweD9vcHQ9YmFzaWMMaWQ9MQ%3D%3D>

163. For details, please see "6th Inter Provincial Education Ministers' Conference: Minister laments Pakistan lacks a technical education system" on Daily Times which can be accessed at: <http://www.dailytimes.com.pk/islamabad/12-Aug-2015/6th-inter-provincial-education-ministers-conference-minister-laments-pakistan-lacks-a>

164. For details, please see notification for vacancy on the MFEPT website which can be accessed at:

<http://moent.gov.pk/gop/index.php?q=aHR0cDovLzE5Mi4xNjguNzAuMTM2L21vcHR0bS91c2VyZmlsZXMxL2ZpbGUvQ29uc3VsdGFudCUyME5DQy5wZGY%3D>

165. The complete and exact text of the Act can be accessed at: [http://unesco.org.pk/education/documents/Right\\_to\\_Ed\\_Bill/Act-2012\\_RFCE.pdf](http://unesco.org.pk/education/documents/Right_to_Ed_Bill/Act-2012_RFCE.pdf)

the Government's educational policies.

3. A Literacy Cell was created in the Federal Directorate of Education to minimise drop-out rates and bring out-of-school children into the formal and non-formal education system.
4. Approximately 1,100 children enrolled in formal and non-formal education system, with admission policies for Class I relaxed.
5. Standardisation of curricula in Government institutions in 2014-2015.
6. Increase in the requirement for the minimum level of education for Government teachers to a Bachelors degree, in particular a Bachelors of Education.
7. Degree College Sihala has been completed at a total cost of Rs. 148.896; Degree College Bhara Kahu is under construction, with Rs. 9.2 million allocated in 2014-2015 (out of a total cost of Rs. 75 million).
8. National Technical and Vocational Education and Training (TVET) Policy drafted in November 2014.<sup>166</sup>
9. Federal Directorate of Education (FDE) institutions enrolled 32,767 college students during 2014-2015.<sup>167</sup>

### Quality of Implementation

The national literacy rate increased by 0.70 percentage points, from 60.0% in 2013-2014 to 60.70% in 2014-2015.<sup>168</sup> While no data was available on primary school enrolment in 2014-2015, the net primary school enrolment ratio at the national level was 57% for children aged 5-9 years old in 2013-2014.<sup>169</sup>

The allocated budget for Education Affairs and Services (EAS) increased by 7.99%, from Rs. 59.28 billion in 2013-2014 to Rs. 64.01 billion in 2014-2015. The revised allocations for Education Affairs and Services, which can be taken as an approximation of the actual spending on education, increased by 1.70%: from Rs. 63.44 billion in 2013-2014 (7.03% higher than original allocation) to Rs. 64.52 billion (0.79% higher than original allocation) in 2014-2015.<sup>170,171</sup>

According to PILDAT's Public Opinion Poll on Quality of Governance in Pakistan, the Approval Rating for the Government's efforts in providing education was 48% in 2013-2014<sup>172</sup> substantially lower than 64% in 2014-2015.<sup>173</sup>

The actual Government performance received a score of 41% as per PILDAT's assessment in 2014-2015, indicating above average Government performance .

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166. The complete draft of the Policy can be accessed at:

<http://moent.gov.pk/gop/index.php?q=aHR0cDovLzE5Mi4xNjguNzAuMTM2L21vcHR0bS91c2VyZmlsZXMxL2ZpbGUvRmluYWwIMjBDb25zdWx0JTlwUGFwZXllMjBvZiUyMFRFRVlQIMjBQb2xpY3kucGRm>

167. For details, please see the website for the Federal Directorate of Education which can be accessed at:

<http://www.fde.gov.pk/Admissions201415.htm>

168. For details, please see the Annual Report of Pakistan Labour Force Survey 2014-2015 which can be accessed at:

<http://www.pbs.gov.pk/sites/default/files//Annual%20Report%20of%20LFS%202014-2015.pdf>

169. For details, please see Chapter 10 "Education" in the Pakistan Economic Survey 2014-2015 which can be accessed at:

[http://www.finance.gov.pk/survey/chapters\\_15/10\\_Education.pdf](http://www.finance.gov.pk/survey/chapters_15/10_Education.pdf)

170. For details, please see the "Budget in Brief" of the 2014-2015 Federal Budget which can be accessed at:

[http://finance.gov.pk/budget/Budget\\_in\\_Brief\\_2014\\_15.pdf](http://finance.gov.pk/budget/Budget_in_Brief_2014_15.pdf)

171. For details, please see the "Budget in Brief" of the 2015-16 Federal Budget which can be accessed at:

[http://www.finance.gov.pk/budget/Budget\\_in\\_Brief\\_2015\\_16.pdf](http://www.finance.gov.pk/budget/Budget_in_Brief_2015_16.pdf)

172. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at:

[http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

173. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at:

[http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

## Healthcare

This parameter gauges the efficacy and efficiency of Government-provided healthcare services and facilities for all citizens in ICT and FATA.

### Policy and Legal Framework

Following the 18<sup>th</sup> Amendment to the Constitution of Pakistan, healthcare became the purview of the Provincial Governments. At the Federal level, the Capital Administration and Development Division (CADD) was created to assume the responsibility of the provision of healthcare in ICT, while FATA Secretariat is responsible for the provision of healthcare in FATA.

Additionally, the Ministry of National Health Service, Regulations & Coordination (NHSRC) is responsible for national and international coordination of public health through enforcement of drug laws and regulations and through oversight of regulatory bodies in the health sector.<sup>174</sup> The National Health Information Resource Center (NHIRC) also plays a crucial role in monitoring healthcare services in Pakistan, including those pertaining to Millennium Development Goals (MDGs), through the District Health Information System (DHIS).<sup>175</sup>

### Key Initiatives

1. The Government has initiated construction of a Bone Marrow Transplant Center, currently being completed.
2. Construction and renovation of hostels for nurses and female doctors.
3. Construction of Cardiac Surgery Facility completed at Pakistan Institute of Medical Sciences in 2014-2015.<sup>176</sup>
4. The TB Control Program has achieved more than 80% Directly Observed Treatment System (DOTS) coverage through the public sector.<sup>177</sup>
5. Mother and Child Health program has been launched to improve Maternal and Neonatal Health services, especially for poor women, by:<sup>178</sup>
  - a. Training 10,000 community midwives in comprehensive Emergency Obstetric and Neonatal Care (EmONC) services in 275 health facilities.
  - b. Basic EmONC services in 550 health facilities.
  - c. Family planning services in all health facilities.

### Key Challenges

1. Communicable diseases such as malaria and tuberculosis account for 40% of the diseases in Pakistan.<sup>179</sup>
2. Malaria is the second most prevalent communicable disease in Pakistan while the incidence of tuberculosis is 231 per 100,000 people.<sup>180</sup>

174. Ministry of National Health Services, Regulations & Coordination Division, Government of Pakistan. Print.

175. National Health Information Resource Center (NHIRC), Cabinet Division. Print.

176. For details, please see the Public Sector Development Programme 2014-2015 which can be accessed at: [http://www.pc.gov.pk/wp-content/uploads/2014/06/PSDP\\_2014-2015.pdf](http://www.pc.gov.pk/wp-content/uploads/2014/06/PSDP_2014-2015.pdf)

177. For details, please see Chapter 11 "Health and Nutrition," Economic Survey of Pakistan 2014-2015 which can be accessed at: [http://www.finance.gov.pk/survey/chapters\\_15/11\\_Health.pdf](http://www.finance.gov.pk/survey/chapters_15/11_Health.pdf)

178. Ibid

179. Ibid

180. Ibid

## Quality of Implementation

The overall budget allocated to the health sector increased by 3.9% from Rs. 35.6 billion in 2013-2014 to Rs. 37.03 billion in 2014-2015.<sup>181,182</sup> The allocated budget specifically for Health Affairs and Services increased by 1.56%, from Rs. 9.86 billion in 2013-2014 to Rs. 10.02 billion in 2014-2015. The revised budget allocations for Health Affairs and Services, which can be used as an approximation of actual spending, increased by 7.28%: from Rs. 9.44 billion in 2013-2014 (95.68% of the original allocation) to Rs. 10.12 billion (1.07% higher than the original allocation).<sup>183,184</sup>

The national infant mortality rate remained largely unchanged from 67 deaths per 1000 births in 2014 to 66 deaths per 1000 births in 2015.<sup>185</sup> Additionally, the number of registered doctors in Pakistan increased by 4.45%, from 167,759 doctors in 2013-2014 to 175,223 doctors in 2014-2015.<sup>186</sup>

According to PILDAT's Public Opinion Poll on Quality of Governance in Pakistan, the Approval Rating for the Government's efforts for providing healthcare was 45% in 2013-2014<sup>187</sup> and rose to 54% in 2014-2015.<sup>188</sup> As per PILDAT's assessment of the limited amount of data available, the Federal Government's performance in the provision of Healthcare was above average, garnering a score of 41% in 2014-2015.

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181. Total budget allocated for healthcare services has been calculated by aggregating budget under "Health Affairs and Services" in the Budget in Brief for 2013-2014 and 2014-2015 along with the "National Health Services, Regulations and Coordination Division" budget in the Public Sector Development Program (PSDP) 2014-2015.

182. The Public Sector Development Program (PSDP) 2014-2015 can be accessed at: [http://www.pc.gov.pk/wp-content/uploads/2014/06/PSDP\\_2014-2015.pdf](http://www.pc.gov.pk/wp-content/uploads/2014/06/PSDP_2014-2015.pdf)

183. For details, please see the "Budget in Brief" of the 2014-2015 Federal Budget which can be accessed at: [http://finance.gov.pk/budget/Budget\\_in\\_Brief\\_2014\\_15.pdf](http://finance.gov.pk/budget/Budget_in_Brief_2014_15.pdf)

184. For details, please see the "Budget in Brief" of the 2015-16 Federal Budget which can be accessed at: [http://www.finance.gov.pk/budget/Budget\\_in\\_Brief\\_2015\\_16.pdf](http://www.finance.gov.pk/budget/Budget_in_Brief_2015_16.pdf)

185. For details, please see the World Bank's annual data on global mortality rates which can be accessed at: <http://data.worldbank.org/indicator/SP.DYN.IMRT.IN>

186. For details, please see Chapter 11 "Health and Nutrition," Economic Survey of Pakistan 2014-2015 which can be accessed at: [http://www.finance.gov.pk/survey/chapters\\_15/11\\_Health.pdf](http://www.finance.gov.pk/survey/chapters_15/11_Health.pdf)

187. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

188. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

## Immunisation of Children

This is an assessment of the Federal Government's efforts geared towards reducing the spread and incidence of the poliovirus among children and ensuring proper immunisation coverage.

### Policy and Legal Framework

Immunisation of children falls under the purview of the Provincial Governments. The Ministry of National Health Service, Regulations and Coordinating (NHSRC) coordinates with Provincial Health Departments in coordinating immunisation campaigns.<sup>189</sup> Furthermore, the Federal Extended Program on Immunisation (EPI) and the National Emergency Operation Center deals with polio immunisation in ICT.<sup>190</sup> The Federal EPI cell undertakes procurements, coordinates with and provides technical guidance to Provincial EPIs.<sup>191</sup>

In 2013-2014, a National Task Force for Polio Eradication was reconstituted under the Chairmanship of the Prime Minister. The Task Force is charged with reviewing and monitoring the overall progress of polio campaigns across Pakistan.<sup>192</sup>

In 2014-2015, the National Emergency Action Plan for Polio Eradication 2015-16 was devised by the National Task Force for Polio Eradication<sup>193</sup> and endorsed by the Prime Minister. The Plan outlined a strategic approach to eliminating polio in Pakistan. Additionally, the Cabinet Commission on Immunisation was established along with National and Provincial Emergency Operations Centers.

### Key Initiatives

In 2014-2015, a total of 11 campaigns were conducted in high-risk Union Councils, with Inactivated Polio Vaccine (IPV) given to 1,599,100 children (92.5% of the target) between 4 and 23 months old.<sup>194</sup>

### Key Challenges

Pakistan is one of two countries in the world where the poliovirus is still endemic,<sup>195</sup> meaning that the presence of polio has endured in the Country without interruption. This has led to travel restrictions for Pakistan's citizens by the World Health Organisation<sup>196</sup> and continues to affect children in remote areas.

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189. Ministry of National Health Services, Regulations & Coordination Division, Government of Pakistan. Print.

190. National Health Information Resource Center (NHIRC), Cabinet Division. Print.

191. For details, please see Chapter 11 "Health and Nutrition," Economic Survey of Pakistan 2014-2015 which can be accessed at: [http://www.finance.gov.pk/survey/chapters\\_15/11\\_Health.pdf](http://www.finance.gov.pk/survey/chapters_15/11_Health.pdf)

192. For details, please see National Emergency Action Plan for Polio Eradication 2011 which can be accessed at: <http://www.polioeradication.org/Portals/0/Document/InfectedCountries/Pakistan/PakistanStrategy/NationalEmergencyActionPlan.pdf>

193. The complete document of the National Emergency Action Plan for Polio Eradication 2015-16 can be accessed at: [http://www.polioeradication.org/Portals/0/Document/InfectedCountries/Pakistan/2015-16\\_NEAP\\_Pakistan.pdf](http://www.polioeradication.org/Portals/0/Document/InfectedCountries/Pakistan/2015-16_NEAP_Pakistan.pdf)

194. Ministry of National Health Services, Regulations & Coordination Division, Government of Pakistan. Print.

195. For details, please see "WHO Removes Nigeria from Polio-Endemic List" on the WHO website which can be accessed at: <http://www.who.int/mediacentre/news/releases/2015/nigeria-polio/en/>

196. For details, please see "WHO extends travel restrictions for Pakistan after poliovirus export" on DAWN which can be accessed at: <http://www.dawn.com/news/1167501>

## Quality of Implementation

The allocated budget for immunisation increased by 13.99%, from Rs. 3.48 billion (9.80% of healthcare budget) in 2013-2014 to Rs. 3.98 billion (10.74% of healthcare budget) in 2014-2015. The Government's actual spending on the immunisation of children declined by 15.19%, from Rs. 8.77 billion in 2013-2014 to Rs. 7.43 billion in 2014-2015. However, it should be noted that the spending in 2013-2014 was more than twice the allocation for the first year and in 2014-2015, the spending was 87% higher than the allocation.

Additionally, in 2013-2014, 89% of children were covered by immunisation vaccination for polio as well as for other diseases, like measles. In 2014-2015, this proportion increased to 90%. The proportion of children covered specifically by anti-polio campaigns remained at 90% in both 2013-2014 and 2014-2015.

Mostly importantly, the number of reported cases of polio declined by 88.56%, from 306 cases in 2013-2014 to 35 cases in 2014-2015. The number of cities where polio surveillance, i.e. monitoring the presence of the poliovirus through environmental samples, was conducted remained the same in both 2013-2014 and 2014-2015: 29 cities.

According to PILDAT's Public Opinion Poll on Quality of Governance in Pakistan, the Approval Rating for the Government's efforts in ensuring effective immunisation of children was 85% in 2014-2015;<sup>197</sup> a significant increase from 2013-2014 score of 56%.<sup>198</sup> While the allocated budget for immunisation declined, the actual spending over the period of observation was higher than the allocation. Furthermore, the number of reported cases also declined sharply. Based on PILDAT's assessment, the Government's performance in the Immunisation of Children received a high score of 60% in 2014-2015.

**Table 15: Budget for Immunisation of Children**

Sr. No.	Indicator	2013-2014	2014-2015	Change (%)
1.	Total budget allocation for immunisation (Rs. in Billion)	3.48	3.98	13.99%
2.	Actual spending on immunisation (Rs. in Billion)	8.77	7.43	-15.19%

Source: Government of Pakistan

197. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

198. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)



# ADMINISTRATIVE EFFECTIVENESS

This pillar includes parameters that assess the Government's capacity to function effectively, efficiently and in a fair manner.

- | Devolution of Powers to Lower Tiers
- | Merit-Based Recruitments and Promotions
- | Clean, Efficient and Economic Public Procurements
- | Use of Technology for Better Governance
- | Autonomy of Regulatory Bodies
- | Foreign Policy Management



## Devolution of Powers to Lower Tiers

This parameter assesses the Federal Government's efforts in devolving powers and transferring adequate financial resources to the provincial Governments

### Policy and Legal Framework

In its manifesto, the Pakistan Muslim League – Nawaz (PML-N) had pledged to hold Local Government Elections (LGE) in the Country within 6-months of coming to power. During 2013-2014, the Federal Government repeatedly requested the Supreme Court to extend its deadline for the elections and failed to hold LGE in ICT. Not much progress was made in this regard until July 2015, with Local Government elections finally being held in the Capital in November 2015.

The Islamabad Capital Territory Local Government Bill 2013 was tabled in the National Assembly. However, it was passed much later in October 2014. According to the Bill the Federal Capital was to have its own Metropolitan Corporation headed by an elected mayor. The bill was a positive step towards ensuring a Local Government system inclusive of rural and urban areas of the Islamabad Capital Territory. The previous law; Federal Capital Local Government Ordinance 1979 was limited to rural areas and there was a strong realisation by the Federal Government that urban and rural areas in ICT were receiving disproportionate financial resources which led to inefficient service delivery. The Senate of Pakistan in the second year of the Federal Government at last gave its assent to the ICT Local Government Bill 2015 by majority,<sup>199</sup> paving the way for Local Government elections.

Under the National Finance Commission (NFC) the Provincial Governments are ensured a certain level of financial autonomy, which is critical to devolution of powers to lower tiers. The 8<sup>th</sup> NFC was due in June 2014 as the 5-year validity of the 7<sup>th</sup> NFC was to expire in June 2015. The 8<sup>th</sup> NFC award was constituted in July 2010; however, in the absence of Provincial consensus, the 7<sup>th</sup> NFC award was extended.

This extension of the 7<sup>th</sup> NFC award was sought as the only viable option to provide legal cover to the Provincial shares set aside in the Federal Budget 2015-16. Under the 7<sup>th</sup> NFC award, financial autonomy of the Provinces was strengthened by increasing their share in the divisible pool taxes by 57.5% from 56% in 2011-12. The 7<sup>th</sup> NFC coincided with the transfer of the concurrent list to the Provinces under the 18<sup>th</sup> Amendment. Together, these led to transfer of significant powers and rights to the federating units.

The process of devolution of power from the Federation to the Provinces was three-tiered; in the first phase, the Ministry of Local Government and Rural Development, Ministry of Population Welfare, Ministry of Special Initiatives, Ministry of Youth Affairs and Ministry of Zakat and Ushr were devolved in December 2010. In April 2011, the Ministry of Culture, Ministry of Education, Ministry of Livestock and Dairy Development, Ministry of Social Welfare and Special Education and the Ministry of Tourism were devolved. On June 29, 2011, seven more ministries were devolved. These included the Ministry of Environment, the Ministry of Food and Agriculture, Ministry of Health, Ministry of Labour and Manpower, Ministry of Minorities Affairs, Ministry of Sports, and Ministry of Women Development.

The Federal Government now only controls five major subjects; Finance, National Defense, Foreign Affairs, Communications and Revenue.<sup>200</sup>

199. The complete and exact text of the Islamabad Capital Territory Local Government Bill 2015 can be accessed at: [http://www.senate.gov.pk/uploads/documents/1428491077\\_893.pdf](http://www.senate.gov.pk/uploads/documents/1428491077_893.pdf).

200. For details, please see 'Cabinet Approves Devolution of Seven Ministries', DAWN, which can be accessed at: <http://www.dawn.com/news/640139/cabinet-approves-devolution-of-seven-ministries>

## Quality of Implementation

**Table 16: Devolution of Powers to Lower Tiers**

Sr. No.	Indicator	2013-2014	2014-2015	Change (%)
1.	Proportion of PSDP funds secured for Local Governments in ICT and FATA (Rs. in Billion)	40	44	10
1.1.	ICT (Rs. in Billion)	18	18	0
1.2.	FATA (Rs. in Billion)	22	26	18.18

**Source:** Ministry of Planning Development and Reform, Government of Pakistan

The distribution of funds in PSDP for governing bodies in ICT and FATA increased by Rs. 4 billion from 2013-2014 to 2014-2015, which is an overall change of 10%. The Federal Government during its second year has given priority to development reforms in FATA, depicted by the 18.18% increase in the PSDP funds allocated to FATA from Rs. 22 billion in 2013-2014 to Rs. 26 billion in 2014-2015.

Based on policy, legal framework and quality of implementation the Federal Government received a score of 28% in the second year of the Federal Government. Furthermore, according to the PILDAT's Public Opinion Poll on Governance, the Federal Government garnered an average Approval Rating of 28% in 2014-2015<sup>201</sup> for effective devolution of powers to the lower tiers in terms of establishment of Local Governments and distribution of financial resources. In comparison, the average Approval Rating in 2013-2014 was 32%.<sup>202</sup>

The Government's performance with regards to devolution of power to the Provincial and the Local Governments was below average in 2014-2015. This can be attributed to the delay in Local Government Elections in ICT and the delay in implementation of the 9<sup>th</sup> NFC award, which would potentially increase the share of the Provinces in the divisible pool of taxes, thereby increasing their financial autonomy.

201. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

202. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

## Merit-Based Recruitments and Promotions

This parameter takes stock of recruitments and promotions in Federal Government Ministries and their Division and assesses the level of meritocracy in these appointments.

### Policy and Legal Framework

In November 2014, the Federal Government issued its first ever recruitment policy for the Federal Services, Autonomous Bodies and Corporations, according to which merit will be strictly observed in the process of filling all vacancies at the Federal Level. The Establishment Division is responsible for prescribing policies that are adopted by all Federal Government Ministries, Divisions, attached departments, autonomous bodies, etc. According to the Recruitment Policy, all recruitments for Basic Paying Scale (BPS) -16 and above shall be made through Federal Public Service Commission (FPSC), these shall be made in compliance with the Civil Servants (Appointment, Promotion and Transfer) Rules, 1973.

All Ministries, Divisions, Attached Departments and other bodies/authorities, must devise recruitment rules and lay down eligibility criteria for all new appointments in their respective Departments. Draft advertisements are to be published for recruitment and may be submitted to the Establishment Division, which routes it to the Ministry of Information. No direct advertisements will be placed by any organisation.

According to the latest Annual Report of the FPSC, last published for the financial year 2013-2014, FPSC has undertaken initiatives to ensure transparency and competition in selection of qualified candidates for public service:

1. The FPSC in the second year of the Government has participated in multiple workshops to keep up with international standards in public service recruitment. This includes a workshop organised by the Public Service Commissions of India and Nepal on "Policies, Approach and Process of Merit-based Selection" in August 2014.
2. The Commission announced the Recruitment Policy in July 2014 for qualitative improvements in selection process of general recruitment for all posts in BS-16 to BS-21.
3. The Commission is fully endorsing its policy of 100% online information technology services to ensure greater transparency in the recruitment processes.
4. The Commission undertook comprehensive reforms in Psychological Assessment of candidates qualifying the written component of the Competitive Examination (CE).

### Quality of Implementation

The total number of Government servants recruited through Federal Public Service Commission out of total Government servants recruited (Grade 17 and above) during 2014-2015 were 233, which is an increase of 19.5% from 195 in 2013-2014.

The Commission embarked upon a comprehensive reform program during the first two years of the Government, including the implementation of a Paper-Less Regime. The Commission has moved to a complete on-line registration and submission of applications for General Recruitment (direct recruitment by selection) in April 2013. This has helped the Commission in reducing human resource and administrative costs.

The Commission has revised FPSC (Functions) Rules 1978 pertaining to additional functions being performed by the FPSC such as recruitment for Gilgit-Baltistan (GB) for various services categories, induction of officers from the Armed Forces, holding Final Passing Out Examination for various Occupational Groups and Services and conducting inquiries

**Table 17: Group-Wise Breakdown of Recruitments through CSS**

Sr. No.	Occupational Group/Services	2013-2014	2014-2015	Change (%)
	Pakistan Administrative Service (PAS)	36	28	-22%
1.	Police Service of Pakistan (PSP)	17	32	88%
2.	Pakistan Audit and Accounts Service (PAAS)	16	17	6%
3.	Foreign Service of Pakistan (FSP)	20	20	0%
4.	Pakistan Customs Service (PCS)	2	14	600%
5.	Inland Revenue Service (IRS)	56	63	13%
6.	Office Management Group (OMG)	36	46	28%
7.	Postal Group	8	6	-25%
8.	Military Lands and Cantonments Group (ML&C)	3	4	33%
9.	Information Group	1	2	100%
10.	Commerce and Trade Group (CTG)	0	1	
11.	Railways Commercial and Transport Group (RCTG)	0	0	
12.	Total	195	233	19%

Source: Establishment Division, Government of Pakistan

under Efficiency and Discipline Rules.<sup>203</sup> These functions were previously not reflected in the FPSC (Functions) Rules 1978. The Commission has revised these rules after 36 years and has forwarded them to the Government for approval.

The Commission also drafted the FPSC (Conduct of Business) Rules after 51 years to streamline and regulate the business of the Commission. These new rules comprehensively cover all aspects of the business dealt by the Commission. The draft rules have been forwarded to the Government in 2013 to seek its concurrence as required under Section 7-A of the Ordinance. Approval, however, is still awaited. Once approved and notified, the Commission will frame regulations and procedures on various items for the purpose of transparency and accountability.

Table 18 shows the number of applications received against the total number of posts available and the Application to Post Ratio (APR) for Competitive Examinations (CE) and General Recruitment. The time series data from the Commission shows a gradual increase in the APR from 2007 onwards indicative of more educated unemployed. Moreover, trends show a decrease in the number of successful candidates who take the Civil Superior Services Examination. The passing percentage in 2002 was 30% as compared to a mere 2.09% in 2013, which is indicative of the lack of eligible candidate available.<sup>204</sup>

203. For details please see the Federal Public Service Commission (FPSC) Annual Report 2013-2014:

[http://fpsc.gov.pk/icms/admin/documents/publications/Annual%20Report%202013\\_12-09-2014.pdf](http://fpsc.gov.pk/icms/admin/documents/publications/Annual%20Report%202013_12-09-2014.pdf)

204. For details, please see "CSS examinations: Wheels that run Pakistan coming to a halt" which can be accessed at:

<http://tribune.com.pk/story/645721/wheels-that-run-pakistan-coming-to-a-halt/>

# ADMINISTRATIVE EFFECTIVENESS

**Table 18: Recruitment by Examination**

Year	Competitive Examinations			General Recruitment		
	No. of Applications Received	No. of Posts	APR	No. of Applications Received	No. of Posts	APR
2004	5731	182	31	77632	1914	41
2005	5921	185	32	87764	2710	32
2006	7065	227	31	74832	2381	31
2007	4810	299	16	90922	3225	28
2008	6571	445	15	77760	3525	22
2009	9057	388	23	102760	3306	31
2010	11888	271	44	110444	3176	35
2011	13071	285	46	140586	2477	57
2012	14335	252	57	134252	2012	67
2013	15998	266	60	141665	1690	84

Source: FPSC Annual Report 2013-2014

Due to lack of data availability regarding total number of Government servants recruited, the Federal Government received a score of 63% based solely on the policy and legal framework components of the assessment. Based on scores assigned by PILDAT, the performance of the Government in ensuring Merit-Based Recruitments and Promotions was above average in 2014-2015. The public's perception regarding meritocracy in the civil service has also improved in line with governance performance from 29% in 2013-2014<sup>205</sup> to 34% in 2014-2015.<sup>206</sup>

205. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

206. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

## Clean, Efficient and Economic Public Procurements

This parameter examines the measures put in place by the Government to oversee the process of public procurements by Federal Government Ministries and Divisions and their adherence to procurement rules and transparency in the procurement process.

### Policy and Legal Framework

The Government of Pakistan formed the Public Procurement Regulatory Authority (PPRA) at the Federal level under the PPRA Ordinance 2002 after which the Public Procurement Rules were approved in 2004. These procurement laws and rules are based on principles of fairness, transparency, accountability, efficiency and value for money, which makes the procurement regime of the Federal Government reasonably effective. However, the quality of implementation has not been satisfactory. In order to strengthen procurement systems at the national and sub-national level and to establish clear incentives for improvements in procurement output the first ever National Procurement Strategy (NPS) was framed in September 2013 to be adopted by the Federal and Provincial Governments. The policy is yet to be passed.

### Key Initiatives

1. Pakistan became observer to the World Trade Organisation's (WTO) Agreement on Government Procurement (GPA) in 2015. This agreement will enable Pakistan to attain a better international standing by observing GPA rules.<sup>207</sup>
2. Training Programs: During the 1<sup>st</sup> quarter of 2015, 165 persons were given training and 86 persons were trained in the 2<sup>nd</sup> quarter, at the National Institute of Procurement (NIP). Participants belonged to 27 public and 2 private sector organisations. During the year 2014-2015, NIP conducted a total of 22 training programs and imparted trainings to 429 officials.<sup>208</sup>
3. PPRA hosted the second South Asian Regional Public Procurement Forum in Islamabad on March 25-27, 2014, which was inaugurated by the President of the Islamic Republic of Pakistan, Mr. Mamnoon Hussain. The theme of the forum was "Moving from Compliance to Performance".
4. In the last financial year, President Mamnoon Hussain inaugurated the World Bank South Asian Procurement Services for Pakistan in March 2014, thereby introducing the World's first one-stop online portal to training and knowledge sharing in the public procurement arena in the Country. A workshop to draft an E-Procurement Strategy for Pakistan was held on May 27, 2014.

### Quality of Implementation

Between April and June 2015, the procuring agencies uploaded nearly 8,824 tender notices on the PPRA website. Out of these, a total of 1,261 tender notices were in violation of the Public Procurement Rules 2004. As a standard procedure, PPRA acted upon it and advised procuring agencies to upload rectified tender notices in accordance with the provisions of the Rules.<sup>209</sup> Maximum violations committed by the Procuring Agencies pertained to Rule 13 (Response Time) and Rule 28 (Opening of Bids).<sup>210</sup>

PPRA is mandated under the PPRA Ordinance 2002 to provide necessary guidance to all procuring agencies and bidders in response to their requests. Between January and March 2015, 57 advices were issued to agencies and bidders and

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207. For details, please see the complete text of the GPA which can be accessed at: [https://www.wto.org/english/docs\\_e/legal\\_e/gpr-94\\_e.pdf](https://www.wto.org/english/docs_e/legal_e/gpr-94_e.pdf)

208. Public Procurement Regulatory Authority, Government of Pakistan

209. Ibid

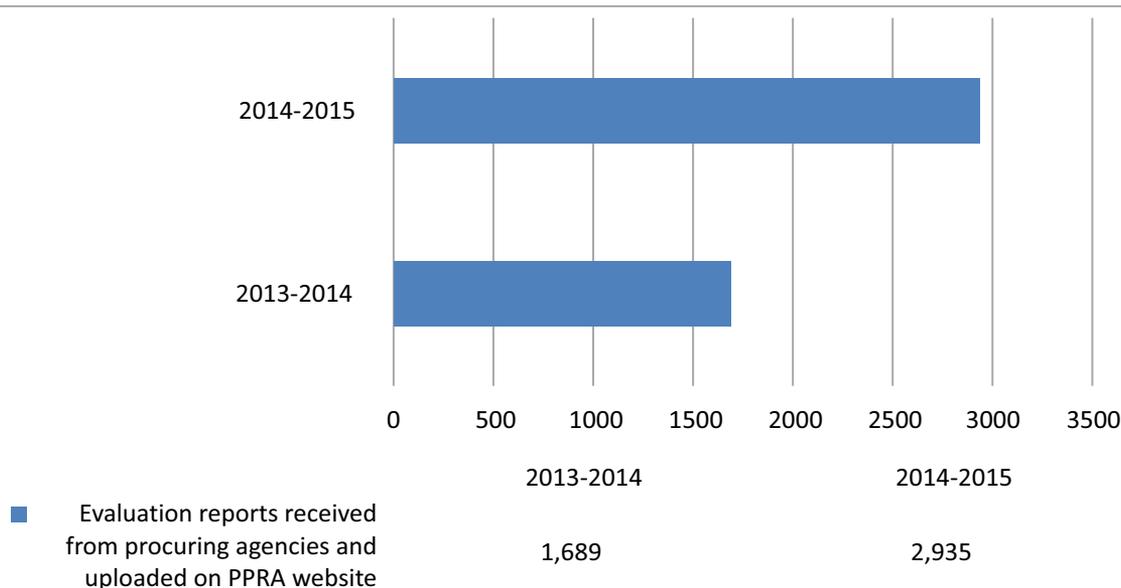
210. For details, please the PPRA Gazette, which can be accessed at : <http://www.ppra.org.pk/doc/gazette/newsjan-mar-15.pdf>

## ADMINISTRATIVE EFFECTIVENESS

123 online queries were addressed by PPRA. In the second quarter (April-June 2015) PPRA issued 36 guidelines letters to Procuring Agencies and responded to 131 online queries as mandated under PPRA Ordinance 2002 which is indicative of the Authority's increasing proactivity in ensuring compliance to procurement rules.<sup>211</sup>

The Figure below shows the number of evaluation reports received from procuring agencies and uploaded on the PPRA Website. In 2013-2014, a total of 1,689 reports were uploaded as compared to 2,935 reports in 2014-2015; an increase of approximately 73.7% suggesting that a greater number of agencies are now regulated by the Authority.

**Figure 23: Evaluation Reports of Procuring Agencies**



**Source:** Public Procurement Regulatory Authority, Government of Pakistan

The total number of persons trained in dealing with Public Procurement Rules increased from 231 in 2013-2014 to 429 in 2014-2015; an increase of 85.71%. This increase is in tandem with the increase in the number of procuring agencies affiliated with PPRA.

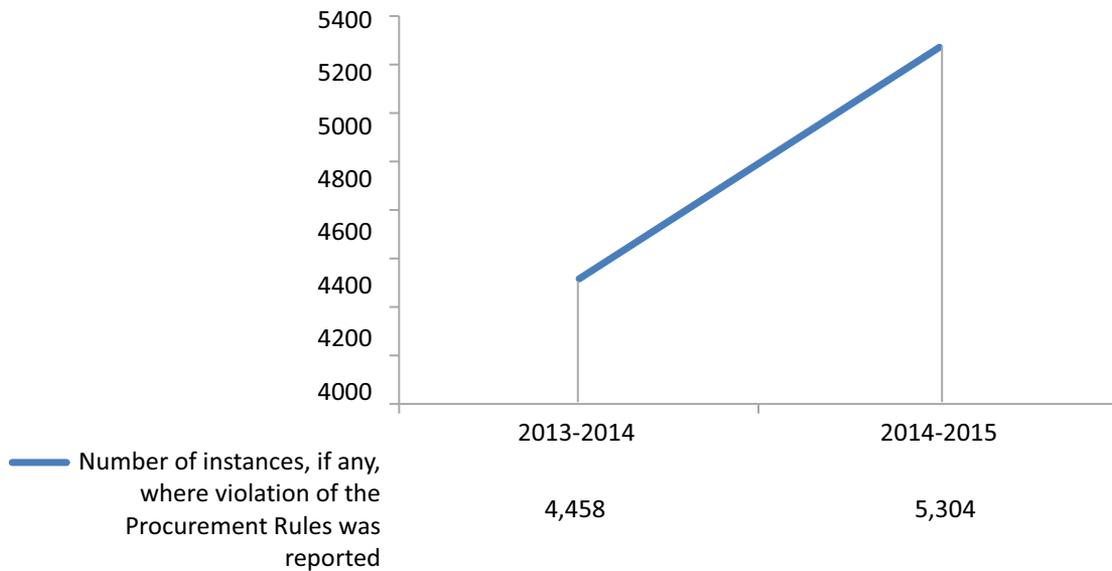
Total number of tenders uploaded online increased by 13.5% from 28,046 tenders in 2013-2014 to 31,844 tenders in 2014-2015. Whereas, total number of violations of procurement rules increased by 19% from 4,458 in 2013-2014 to 5,304 in 2014-2015. The percentage of non-compliance (indicated violations of rules out of the total tenders uploaded) was 15.9% in 2013-2014 as compared to 16.7% in 2014-2015.

As per PILDAT's assessment, the Federal Government received a score of 44% for its performance in Clean, Efficient and Economic Public Procurements during the second year of the Government.

211. For details please see PPRA Newsletter (January to March 2015), that can be accessed at <http://www.ppra.org.pk/doc/gazette/newsjan-mar-15.pdf>.

The Approval Ratings of PILDAT's Public Opinion Poll on Governance indicate public discontent . In 2013-2014,<sup>212</sup> 36% of the respondents approved of the performance of the Government as compared to 28% in 2014-2015.<sup>213</sup>

**Figure 24: Number of Reported Instances of Violation of the Procurement Rules**



**Source:** Public Procurement Regulatory Authority, Government of Pakistan

212. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

213. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

## Use of Technology for Better Governance

This parameter assesses the Federal Government's use of technology to improve service delivery and administrative efficiency.

### Policy and Legal Framework

At the onset of the new millennium in 2000, the first Information Technology (IT) Policy and Action Plan was approved by the Federal Government, aimed towards creating online platforms for increased citizen access to Government and to ensure transparency. The policy also outlines budget for IT Departments at the Federal and Provincial levels and endorsed mandatory IT literacy for Government employees. The most significant contribution of the Federal Government in the domain of technology so far is the establishment of the National Database and Regulatory Authority (NADRA), which has the potential of serving as the backbone of efficient public service-delivery mechanisms in the coming years. Another achievement is the Federal Revenue Board's online portal for filing of tax returns. Additionally the FPSC has also devised an online job application system. The problem however remains its widespread use, which is constrained due to low Internet availability and lack of IT literacy in the Country.

1. The Federal Government tabled the Prevention of Electronic Crime Bill 2015 in April 2015. The Standing Committee on Information Technology approved this bill causing a lot of stir and vocal criticism from the public. Despite the amendments proposed in September 2015, certain sections of the Bill still remain in the passage of the law, like Section 34, which fails to include adequate safeguards for the protection of the rights to privacy and freedom of expression, that is a breach of Pakistan's obligations under human rights law. The bill allows the Pakistan Telecommunication Authority to order service providers to remove or block access to any speech, sound, data, writing, image, or video, without any approval from a court. Additionally, the Bill can allow the Federal Government to unilaterally share intelligence gathered from investigations with foreign intelligence agencies like the US National Security Agency, without any independent oversight.<sup>214</sup>
2. The Government introduced Telecom Policy 2015 aimed at transforming Pakistan in to an economically vibrant, knowledge-based middle income Country by the end of 2025. The Economic Coordination Committee (ECC) approved the policy under the leadership of the incumbent Government. The previous five-year policy was formulated in 2003 and it was due to be reviewed in 2008, however it got delayed under the tenure of the previous Government. The new Telecom Policy is intended to enable provision of universally available, affordable and quality telecommunication services, provided through open, competitive and well-managed markets. Integrated policy is expected to lead to better connected society with lesser digital divide between urban and rural areas.

### Key Initiatives

1. During 2014-2015, the Electronic Government Directorate (EGD) and Pakistan Computer Bureau merged and became the National Information Technology Board (NITB) with the responsibility of overseeing and implementing e-Government initiative of MoIT.
2. In May 2014, the Ministry of Information and Technology (MoIT) initiated the process of roll out of e-office suite to ensure transparency and good governance. Presently, it's being implemented in 13 Ministries/Division.<sup>215</sup> The basic purpose of the project is to improve availability of data by utilisation of technology and information systems in disposal of day-to-day business of the Ministries and administrative processes, to improve inter ministerial communication, and to promote automated solutions, such as

214. For details please see "Joint Statement on the Prevention of Electronic Crimes Bill 2015 Pakistan," <https://www.hrw.org/news/2015/12/08/joint-statement-prevention-electronic-crimes-bill-2015-pakistan>.

215. Ministry of Information Technology, Government of Pakistan

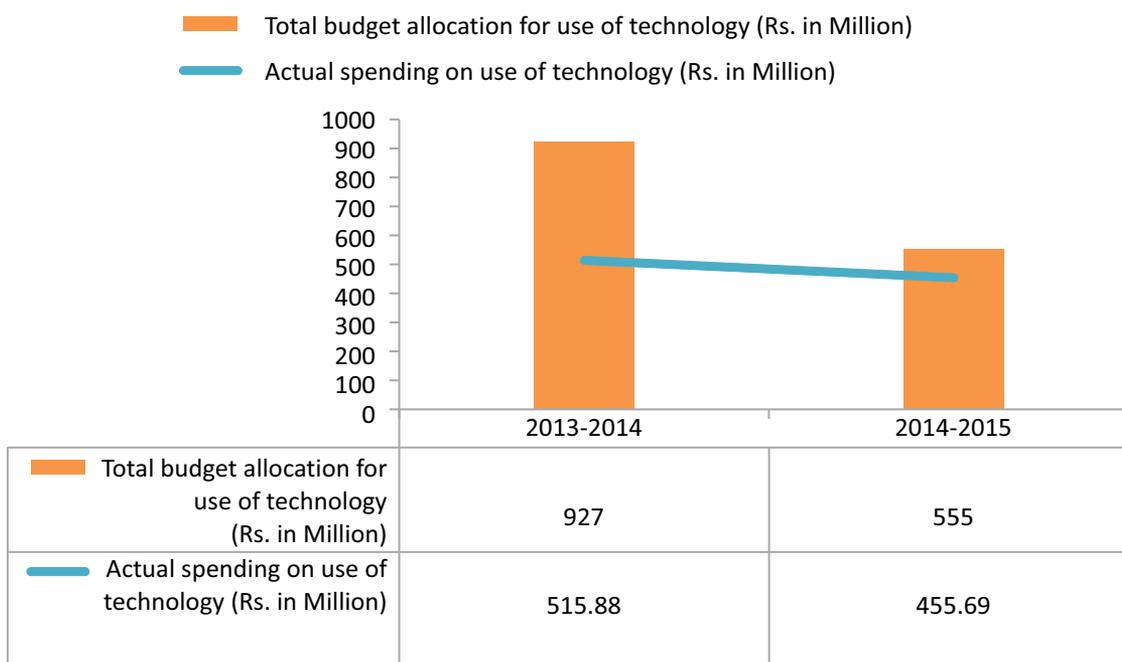
document imaging and workflow.<sup>216</sup>

3. **Revival of Electronic Certification Accreditation Council (ECAC):** The Federal Government is undertaking the process of revival of ECAC whereby the members/ Chairman of ECAC have been appointed and the Secretariat of ECAC has been established in NTC Headquarters in Islamabad. Activation of the Council is expected to provide needed institution to regulate and coordinate digital ID management solutions, prerequisites for technology-powered transactions in banking.
4. **Biometric Verification of SIMS:** 103 SIMs targeted through Biometric Verification System (BVS) as a part of the National Action Plan (NAP). On May 2015 the Pakistan Telecommunication Authority (PTA) verified 75.5 million subscribers and blocked 27.5 million active SIMs.<sup>217</sup>

### Quality of Implementation

Despite the progress on integration of e-Governance for automation of the functioning of Government Departments, the total budget for use of technology decreased from Rs. 927 million in 2013-2014 to Rs. 555 million in 2014-2015 along with the Government spending, which decreased from Rs. 515.88 million in 2013-2014 to Rs. 455.69 million in year 2014-2015.

**Figure 25: Budget for Use of Technology**



**Source:** Ministry of Information Technology, Government of Pakistan

216. Further details can be found on MoIT website link: <http://www.e-government.gov.pk/gop/index.php?q=aHR0cDovLzE5Mi4xNjguNzAuMTMwOjkwODAvZWdkd2ViLy4vZnJtRGV0YVlscy5hc3B4P29wdD1taXNjbGlua3MmYW1wO2lkPTg%3D>

217. Further details can be found in the article provided. <http://tribune.com.pk/story/887510/pta-blocks-27-5m-sim-cards-as-biometric-verification-process-ends/>

## ADMINISTRATIVE EFFECTIVENESS

In the first two years of the Government, the Federal Government trained a total of 4,300 Government Officers on the use of technology in governance, in order to increase IT literacy in Government Departments and Divisions.

The Federal Government also accelerated the computerisation of land records in ICT during the second year of the Government. However, the Government missed its initial target of June 2013 for complete computerisation in the Federal Capital. Records of 26 out of 112 revenue states were computerised by the end of the first year of the Government, whereas by November 2015, a total of 33 revenue states were computerised, after which the project was temporarily abandoned, awaiting revision of the projects Planning Commission Form (PC-1).<sup>218,219</sup> The ICT administration restarted the project, which was previously being handled by the Ministry of Information Technology. According to data gathered by the Federal Government, 49 districts out of 112 were computerised by the end of the financial year 2014-2015. Evidently, there have been substantial delays in the process of land record computerisation. The Federal Government needs to ensure completion as soon as possible.

PILDAT assigned a score of 51% to the Government for its performance in Use of Technology for Better Governance in 2014-2015. Public's perception regarding the Government's performance in ensuring better integration of technology in governance also improved in line with the actual government performance from an Approval Rating of 38% in 2013-2014<sup>220</sup> to 48% in 2014-2015,<sup>221</sup> according to PILDAT's Public Opinion Poll on Governance.

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218. For details, please see "Land revenue record computerization process to be completed by dec 2015" on Express Tribune which can be accessed at:

219. For details, please see "Capital Admin sitting on land record computerization" on DAWN which can be accessed at:  
<http://www.dawn.com/news/1216950>

220. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at:  
[http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

221. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at:  
[http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

## Autonomy of Regulatory Bodies

This parameter is an assessment of the independence and efficiency of Federal regulatory bodies, namely Public Procurement Regulatory Authority (PPRA), National Electric Power Regulatory Authority (NEPRA), Oil and Gas Regulatory Authority (OGRA) and Pakistan Telecommunication Authority (PTA).

### Policy and Legal Framework

To ensure autonomy of regulatory bodies such as OGRA, NEPRA, PPRA and PTA, it is imperative that senior officials are appointed on merit. Unfortunately, these positions are seldom secured by the tenure offered to these officials. With the exception of the Securities and Exchange Commission of Pakistan, Competition Commission of Pakistan, Small and Medium Enterprises Development and Higher Education Commission, in the majority of cases retired judges or Civil Servants are appointed as heads without ascertaining their suitability for the job. Serving bureaucrats hold additional or acting positions in addition to their regular BPS position and dominate the Board and Executive Function in regulatory agencies.

The Federal Commission for selection of heads of Public Sector Organisations came in to being at the behest of the Supreme Courts directives which set out certain prerequisites for appointment of heads of autonomous, semi-autonomous bodies, corporations and regulatory authorities. The Supreme Court recommended the establishment of an independent commission for appointment of heads of regulatory bodies.<sup>222</sup> This Commission has been established as a secretariat of the Establishment Division and is tasked with filling vacant positions in key public sector bodies and regulatory agencies. According to a report by the Attorney General of Pakistan (AGP) in December 2014, 22 Statuary Bodies and 22 public sector companies were without heads by the end of the year 2014.

According to Section 6(2)(1) of PPRA Ordinance, the Secretary Finance is also the ex-officio Chairman of PPRA but has no specific powers. The Federal Government has not appointed a separate Chairman for PPRA.

Similarly Section 3 of OGRA Ordinance 2002 empowers the Federal Government to appoint Chairman OGRA. However, the current Chairman has been serving on his post since 2012.

The Federal Government enjoys the authority of appointing Chairman of NEPRA and PTA as well. PTA has had an Acting Chairman since October 2013, whereas, in November 2014 Chairman NEPRA was appointed by the Prime Minister on the recommendation of the selection board.

Additionally, the position of Member (Oil), OGRA, has been vacant since July 2014; 3 Government officials have held this position on additional charge basis between September 2014 and April 2015.

### Quality of Implementation

On global indicators related to regulatory environment, Pakistan's Ranking in World Bank's Ease of Doing Business Index has slipped from 127/189 to 128/189<sup>223</sup> countries globally. Moreover, its global rank for 'Starting a Business' has also fallen from 109 in 2014 to 116 in 2015. This can be attributed to the effectiveness of the Securities and Exchange Commission of Pakistan (SECP). The SECP is a financial regulatory agency; its main function is regulation of securities,

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222. For details please see "Assessment of the Quality of Governance in Pakistan (June 1, 2013- May 31, 2014 ); A compilation of Expert's Analysis on Quality of Governance across Pakistan's Federal and Provincial Governments," PILDAT. Print

223. For details please see World Bank Index on Ease of Doing Business:  
<http://www.doingbusiness.org/~media/GIAWB/Doing%20Business/Documents/Annual-Reports/English/DB15-Chapters/DB15-Report-Overview.pdf>

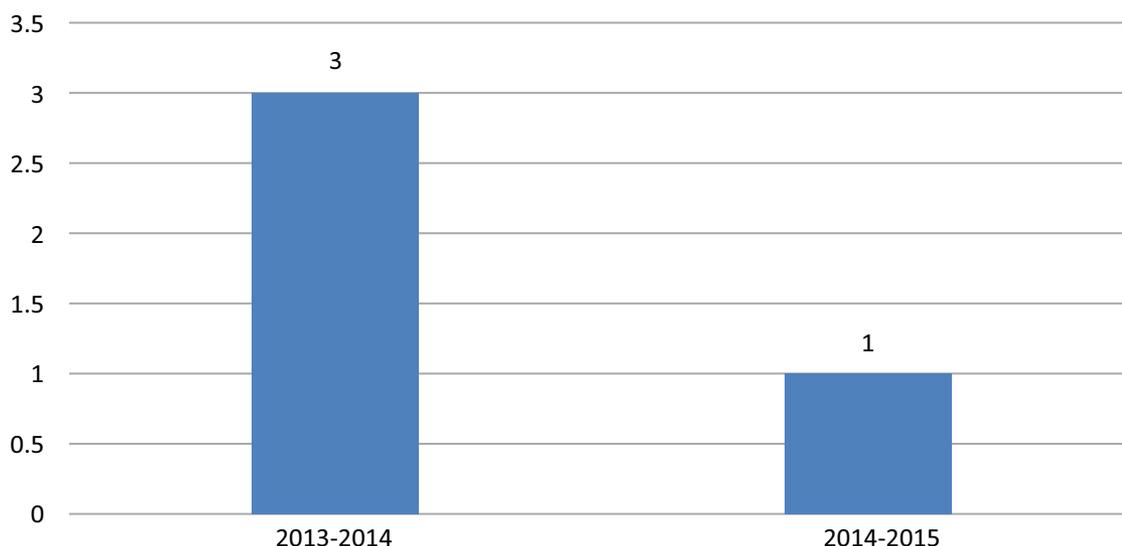
## ADMINISTRATIVE EFFECTIVENESS

market and related institutions like Central Depository Company (CDC), Credit Rating Companies and Modarabas (funds operating on the basis of Islamic economic principles).<sup>224</sup> It also regulates leasing companies, investment banks and mutual funds. Most importantly it is responsible for registration of companies. Its basic purpose is to develop an efficient corporate sector and a capital market based on sound regulatory principles to encourage investment.

Results of PILDAT's Public Opinion Poll on Governance also corroborate with established Global Surveys. In 2014-2015, 30% of the public approved of the performance of the Government as compared to 38%<sup>225</sup> Rating given to Performance of Regulatory Bodies in the previous year.

The figure below depicts the total number of vacant seats in the position of Chief Executive in the four regulatory bodies under assessment (OGRA, PTA, PEPR and NEPRA), which need to be filled. There were 3 vacant seats in 2013-2014 whereas the number declined to 1 in year 2014-2015.

**Figure 26: Total Number of Positions of the Chief Executives: Vacant**



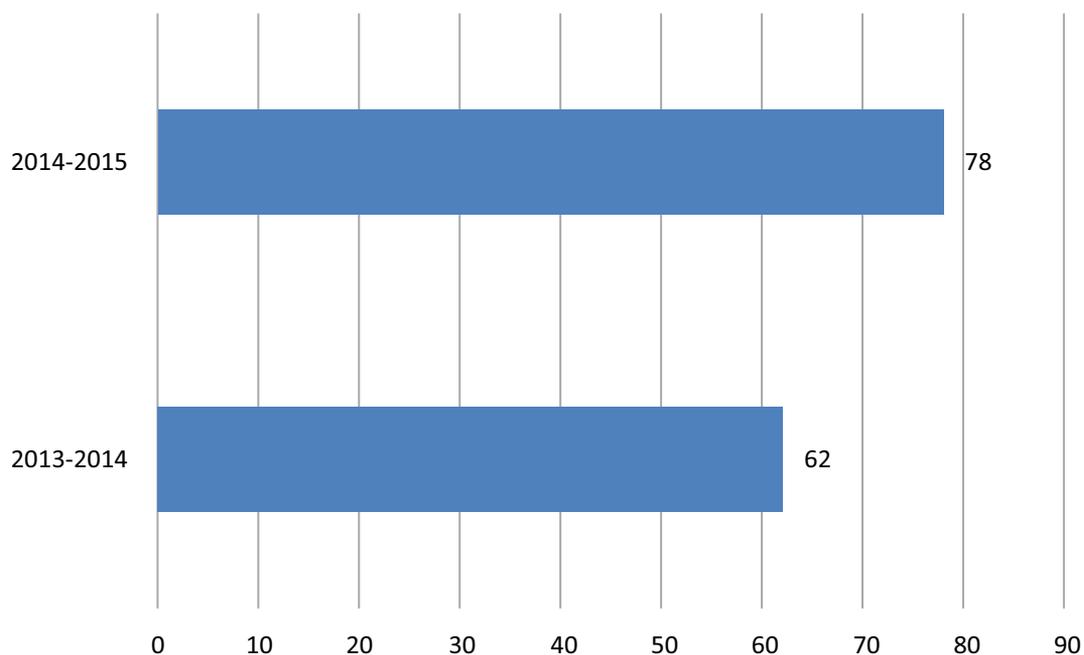
Source: Cabinet Division, Government of Pakistan

A total number of 68 seats for the positions of the Chief Executive were advertised in year 2013-2014. This number rose to 72 in year 2014-2015.

224. For details please see Securities and Exchange Commission of Pakistan (SECP) Promoter's Guide which can be accessed at: <http://www.secp.gov.pk/Guides/PromotersGuideEnglish-new.pdf>.

225. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)

**Figure 27: Chief Executive Positions Advertised**



Source: Cabinet Division, Government of Pakistan

According to PILDAT's assessment, performance of the Federal Government in ensuring Autonomy of Regulatory Bodies was below average, garnering a score of 40% in 2014-2015. The Approval Rating for the Performance of Regulatory Bodies improved from 30% in 2013-2014 to 38% in 2014-2015.<sup>226</sup>

226. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

## Foreign Policy Management

This parameter takes a detailed look at the Federal Government's policies and actions towards strengthening ties with other countries through trade relations, security arrangements and friendly diplomacy with influential nations.

### Policy and Legal Framework

The foreign policy of Pakistan ensures that the country's political, economic and security interests are safeguarded in the shifting geopolitical landscape of the world. The Ministry of Foreign Affairs (MOFA) is responsible for managing and upholding Pakistan's foreign policy.

MOFA spearheads initiatives that bolster Pakistan's standing on the international front through the following guiding principles:<sup>227</sup>

1. Promote Pakistan as a dynamic, progressive, moderate and democratic Islamic Country.
2. Promote the culture, heritage and tourism potential of Pakistan.
3. Develop friendly relations with all countries, especially immediate neighbors (i.e. Iran, Afghanistan, India and China) and world powers (e.g. United States of America).
4. Safeguard Pakistan's national security, geo-strategic interests (including Kashmir) and the interests of overseas Pakistanis.
5. Consolidate Pakistan's commercial and economic cooperation with the international community.

### Key Initiatives

The following key initiatives were taken by each of MOFA's Divisions in 2014-2015:<sup>228</sup>

1. A total of 51 MoUs and agreements signed between Pakistan and various countries across the world.
2. East Asia, Africa and Australasia Division:
  - a. Constitution of a Special Cabinet Committee on the Plight of Rohingya Muslims.
  - b. Support of Organisation of the Islamic Conference's Resolution titled "The Situation of the Muslim Community in Myanmar."
  - c. Asian African Summit in Indonesia attended by Adviser to Prime Minister in April 2015.
  - d. Visit by Australian Foreign Minister, Ms. Julie Bishop, to Pakistan in May 2015.
3. China Division:
  - a. Visit of Chinese President Xi Jinping in April, 2015.<sup>229</sup>
  - b. Asia Pacific Economic Forum Partnership Dialogue held
4. Japan & Korea Division:
  - a. Enhancement of Economic Development Cooperation Fund from US\$ 180 million to US\$ 500 million by the Korean Government.
  - b. Renewal of Employment Permit Scheme through MoU with Republic of Korea to increase number of Pakistani workers to 900 per year from existing 650.
  - c. Assistance amounting US\$ 830million by Japan for Lakhra Power Plant.

227. Ministry of Foreign Affairs, Government of Pakistan. Print.

228. Ministry of Foreign Affairs, Government of Pakistan. Print.

229. For details, please see "Xi Jinping's warm welcome in Pakistan" on DAWN which can be accessed at: <http://www.dawn.com/news/1177125>

5. Afghanistan Division:
  - a. Pakistan facilitated an Afghan-led and Afghan-owned peace and reconciliation process.
6. Economic Cooperation Organisation and Central Asian Republics Division:
  - a. Meeting of Joint Economic Commission, Special Security Committee, Joint Consular Commission, Joint Trade Committee and Joint Border Commission in April 2015, with Iran.
7. Canada & Latin America Division:
  - a. Joint Statement issued at the end of the fourth session of the Pakistan-Mexico Bilateral Consultations in March 2015 to serve as policy document in Pakistan-Mexico relations.
8. America Division:
  - a. Second Ministerial review of revived Pakistan-US Strategic Dialogue held in January 2015.
  - b. Joint Statement issued at its conclusion, serves as policy document for Pakistan-US Strategic Dialogue mechanism till date.
  - c. Working Group on Education, Science and Technology was established following this Ministerial review of the Pakistan-US Strategic Dialogue.

### Quality of Implementation

In 2014-2015, the Pakistani Head of State made a total of 13 visits abroad compared to 6 visits in 2013-2014. Visits from foreign heads of state have doubled over the period of observation, from 3 in 2013-2014 to 6 in 2014-2015. Additionally, Pakistan supported 3 UN resolutions in 2014-2015, compared to 2 in 2013-2014. The number of Pakistan embassies and ambassadors around the world, however, remained the same in both years, i.e. 5.

**Table 19: Head of State Visits**

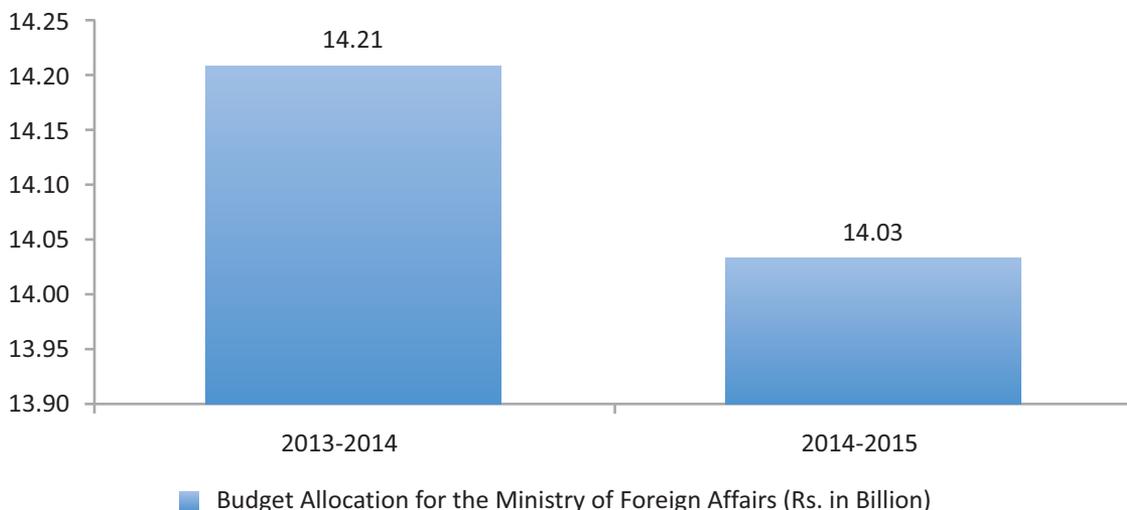
Sr. No.	Indicator	2013-2014	2014-2015	Change (%)
1.	Number of times the Pakistan Head of State has visited other countries.	6	13	116.67%
2.	Number of times Head of States of other countries have visited Pakistan	3	6	100%
3.	Passed or supported or advocated a resolution in the UN?	2	3	50%
4.	Number of bilateral/multilateral agreements signed between Pakistan and other countries to build support for peace or reconciliation	34	112	229.41%

**Source:** Ministry of Foreign Affairs, Government of Pakistan

Furthermore, the number of bilateral/multilateral agreements signed between Pakistan and other countries to build support for peace or reconciliation increased by 221.41% or more than 3 times, from 34 such agreements in 2013-2014 to 112 such agreements in 2014-2015.

# ADMINISTRATIVE EFFECTIVENESS

**Figure 28: Budget of Ministry of Foreign Affairs**



Source: Finance Division, Government of Pakistan

Lastly, the budget of the Ministry of Foreign Affairs decreased by 1.23%, from Rs. 14.21 billion in 2013-2014 to Rs. 14.03 billion in 2014-2015.<sup>230</sup>

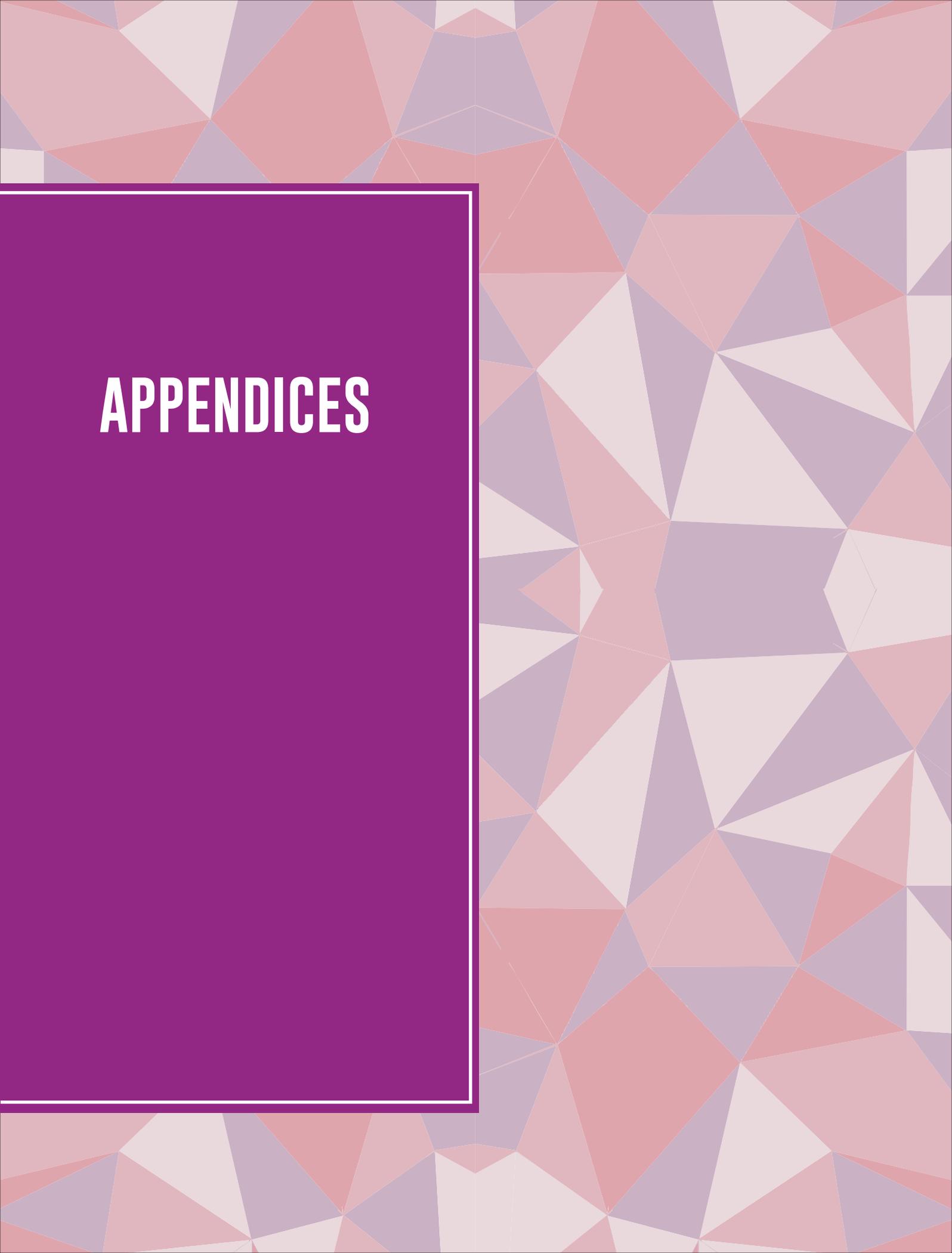
Despite the decrease in the Ministry of Foreign Affairs' budget allocation, the Federal Government's efforts to improve international relations by initiating MoU's and peace reconciliation agreements have been positive. Based on PILDAT's assessment, the Government's performance in Foreign Policy Management received a score of 74%, in 2014-2015. However, according to PILDAT's Public Opinion Poll on the Quality of Governance in Pakistan, the Government's performance in foreign policy management received an Approval Rating of 44% in 2014-2015,<sup>231</sup> compared to 48% in year 2013-2014.<sup>232</sup>

230. Federal Budget 2014-2015, Details of Demands for Grants and Appropriations. Volume 1: Current Expenditure. Government of Pakistan, Finance Division. Print.

231. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2014-2015 which can be accessed at: [http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2014toMay2015.pdf](http://www.pildat.org/publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2014toMay2015.pdf)

232. For details, please see PILDAT's Public Opinion on Quality of Governance in Pakistan 2013-2014 which can be accessed at: [http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan\\_June2013toMay2014.pdf](http://www.pildat.org/Publications/publication/QualityofGovernance/PublicOpinionontheQualityofGovernanceinPakistan_June2013toMay2014.pdf)





# APPENDICES



# APPENDIX A

No.	Name and Designation
1.	<b>Mr. Ahmed Rafay Alam</b> Lawyer Vice President Punjab, Pakistan Environmental Law Association Director, Lahore Waste Management Co.
2.	<b>Mr. Abdul Hakim Baluch</b> Former Chief Secretary of Balochistan
3.	<b>Mr. Salman Bashir</b> Former Foreign Secretary of Pakistan
4.	<b>Mr. Muhammad Feyyaz</b> Peace and Security Researcher
5.	<b>Lt. Gen. (Retd.) Moinuddin Haider</b> Former Governor Sindh; Former Interior Minister
6.	<b>Mr. Shahid Hamid</b> Senior Advocate, Supreme Court; Former Governor Punjab
7.	<b>Dr. Tariq Hassan</b> Former Chairman Securities and Exchange Commission of Pakistan (SECP) Advocate, Supreme Court
8.	<b>Mr. Javed Ashraf Husain</b> Former Chief Secretary Sindh
9.	<b>Mr. Nohman Ishtiaq</b> Public Finance Management Expert
10.	<b>Mr. Arshad Saeed Khan</b> Monitoring and Evaluation Specialist, Canadian International Development Agency (CIDA) Former Senior National Specialist (Education), the United Nations Educational, Scientific and Cultural Organization (UNESCO)
11.	<b>Dr. Zulfikar Khan</b> Coordinator (Health System), World Health Organization (WHO)
12.	<b>Mr. Shamsul Mulk</b> Former Caretaker Chief Minister, Khyber Pakhtunkhwa Former Chairman Water and Power Development Authority (WAPDA)
13.	<b>Dr. Niaz Murtaza</b> Development and Political Economist Senior Fellow, University of California, Berkeley (UC Berkeley)
14.	<b>Dr. Hafiz A. Pasha</b> Former Advisor to the Prime Minister
15.	<b>Mr. Saeed Ahmed Qureshi</b> Former Chief Secretary Sindh

# APPENDIX A

No.	Name and Designation
16.	<b>Mr. Salman Akram Raja</b> Advocate, Supreme Court
17.	<b>Dr. Aziz ur Rehman</b> Faculty Member, International Islamic University
18.	<b>Mr. Ghazi Salahuddin</b> Senior Journalist/Analyst
19.	<b>Mr. Mujib ur Rehman Shami</b> Editor in Chief, Daily Pakistan
20.	<b>Dr. Shoaib Suddle</b> Former Federal Tax Ombudsman Former Inspector General Police
21.	<b>Ms. Rabia Sultan</b> Director, Farmer's Association Pakistan
22.	<b>Ambassador (Retd.) Ayaz Wazir</b> Former Ambassador
23.	<b>Mr. Abdullah Yusuf</b> Chairman, Independent Power Producers Advisory Council (IPPAC) Former Chairman Federal Board of Revenue (FBR)
24.	<b>Syed Ali Zafar</b> Advocate, Supreme Court
25.	<b>Dr. S. Akbar Zaidi</b> Economist
26.	<b>Mr. Ahmed Bilal Mehboob</b> President, PILDAT
27.	<b>Ms. Aasiya Riaz</b> Joint Director, PILDAT

# APPENDIX B

## Federal Cabinet

Sr. No.	Ministry	Minister	Information Available
1.	Ministry of Textile Industry	Abbas Khan Afridi	<ol style="list-style-type: none"> <li>1. No Annual Report since 2012 – missing performance assessment.</li> <li>2. Uploaded Textile Policy and details of Projects.</li> <li>3. News is updated regularly.</li> </ol>
2.	Ministry of Commerce	Mr. Khurram Dastgir Khan	<ol style="list-style-type: none"> <li>1. Detailed policy documents uploaded.</li> <li>2. Detailed monthly statistics and progress of Ministry uploaded.</li> <li>3. Regular updates with news and announcements.</li> <li>4. No Annual Report.</li> </ol>
3.	Ministry for Defence Production	Rana Tanveer Hussain	<ol style="list-style-type: none"> <li>1. Year Book till 2013-2014 uploaded.</li> <li>2. The Ministry has not shared targets and achievements due to “sensitivity” of information.</li> <li>3. Outdated website design with limited info.</li> </ol>
4.	Ministry of Finance, Revenue, Economic Affairs and Statistics	Mr. Ishaq Dar	<ol style="list-style-type: none"> <li>1. All budget documents are promptly uploaded online.</li> <li>2. Website doesn't have actual budget spent information.</li> <li>3. No Year Book since 2013-2014.</li> </ol>
5.	Ministry of Housing and Works	Mr. Akram Khan Durrani	<ol style="list-style-type: none"> <li>1. No publications, not even old year books.</li> <li>2. Some links on website don't work.</li> <li>3. Limited info.</li> </ol>
6.	Ministry of Water and Power Minister of Defence	Mr. Khawaja Muhammad Asif	<ol style="list-style-type: none"> <li>1. No Year Books. In fact last publication appears to have been uploaded in 2012.</li> <li>2. When Accessing 'Projects', an error page opens.</li> <li>3. Limited info.</li> </ol>
7.	Ministry of Information, Broadcasting and National Heritage	Mr. Pervaiz Rashid	<ol style="list-style-type: none"> <li>1. Website doesn't have sections on the purpose of Ministry, its projects etc.</li> <li>2. No Year Books.</li> <li>3. No info on the work of the Ministry itself.</li> </ol>
8.	Ministry for Law, Justice and Human Rights	Mr. Pervaiz Rashid	<ol style="list-style-type: none"> <li>1. Opens Pakistan Code, which contains all Federal laws.</li> <li>2. No Year Book.</li> <li>3. Website has details of the Ministry's expenditure for 2015-2016</li> </ol>

# APPENDIX B

Sr. No.	Ministry	Minister	Information Available
9.	Ministry of Industries and Production	Mr. Ghulam Murtaza Khan Jatoi	<ol style="list-style-type: none"> <li>1. Latest Year Book available: 2013-2014.</li> <li>2. Website has details of expenditures.</li> <li>3. Website has details of projects.</li> </ol>
10.	Ministry of Inter Provincial Coordination	Mr. Riaz Hussain Pirzada	<ol style="list-style-type: none"> <li>1. Targets and achievements in 2014.</li> <li>2. Latest Year Book available: 2013-2014.</li> <li>3. Latest CCI report available: 2012-2013.</li> <li>4. Regular news updates.</li> </ol>
11.	Ministry of Interior and Narcotics Control	Chaudhry Nisar Ali Khan	<ol style="list-style-type: none"> <li>1. Website has information about the Ministry and its functions.</li> <li>2. Has news up until October 2015.</li> <li>3. Website has link to Narcotics Control Division's website (which has a Facebook page and Twitter profile and has access to National Anti Narcotics Policy 2010, original and revised)</li> <li>4. Mentions Minister's name with picture and contact information.</li> <li>5. No publications accessible.</li> </ol>
12.	Ministry of Kashmir Affairs & Gilgit Baltistan	Ch. Muhammad Barjees Tahir	<ol style="list-style-type: none"> <li>1 No information on what the Ministry actually does/what its mandate is.</li> <li>2 Website has a 2-year performance report (2013-15), which mentions the Ministry's mission.</li> <li>3. Last list of ongoing PSDP projects posted on October 28, 2013.</li> <li>4. The website has a notifications section; latest notification posted on November 16, 2015.</li> </ol>
13.	Ministry of National Food Security & Research	Mr. Sikandar Hayat Khan Bosan	<ol style="list-style-type: none"> <li>1. Latest Year Book available: 2013-14.</li> <li>2. Latest Agriculture Statistics available: 2013-14.</li> <li>3. Website has info about the Ministry on the main page.</li> <li>4. Website mentions all the Institutes/Organizations attached to the Ministry.</li> <li>5. The website has links to attached organizations' pages.</li> <li>6. News updated till Dec 6, 2015.</li> <li>7. Federal Minister, Federal Secretary and Parliamentary Secretary mentioned by name (and picture).</li> </ol>

# APPENDIX B

Sr. No.	Ministry	Minister	Information Available
14.	Ministry of Petroleum and Natural Resources	Mr. Shahid Khaqan Abbasi	<ol style="list-style-type: none"> <li>1. Latest Year Book available: 2010-11.</li> <li>2. Text of "Gas (Theft Control and Recovery) Ordinance, 2014" available.</li> <li>3. Mentions info on Ministry and mission on the main page.</li> <li>4. Mentions Minister, Minister of State and Federal Secretary by name (and picture).</li> </ol>
15.	Ministry of Planning, Development and Reform	Prof. Ahsan Iqbal	<ol style="list-style-type: none"> <li>1. Latest information on PSDP releases: 24<sup>th</sup> July 2015.</li> <li>2. Information about the Ministry and its functions.</li> <li>3. Up-to-date news.</li> <li>4. Rules of business available (latest: amended till 2012).</li> <li>5. Has monthly newsletters up till Jan 2016.</li> <li>6. PSDP 2015-16 document accessible.</li> <li>7. Details of the Annual Plan 2015-16 are available.</li> </ol>
16.	Ministry of Ports and Shipping	Mr. Kamran Michael	<ol style="list-style-type: none"> <li>1. Information about the Ministry on main page.</li> <li>2. Federal Minister and Federal Secretary mentioned by name (and picture).</li> <li>3. The website has only one publication listed as its own (the other two are by the Ministry of Petroleum &amp; Natural Resources), "<b>Era of Progress (Oct. 1999 to 2002)</b>", but the publication is not accessible from the website.</li> <li>4. News updates until October 2015.</li> </ol>
17.	Ministry of Railways	Mr. Khawaja Saad Rafique	<ol style="list-style-type: none"> <li>1. Latest Year Book available: 2014-15.</li> <li>2. Federal Minister and Secretary mentioned by name (and picture).</li> <li>3. Info about Ministry on main page.</li> </ol>
18.	Ministry of Religious Affairs and Interfaith Harmony	Sardar Muhammad Yousaf	<ol style="list-style-type: none"> <li>1. Latest Year Book available: 2014-15</li> <li>2. The website has a link titled "registered Deeni Madaris" under the "Policies and Plans" section, but the page is blank when opened.</li> <li>3. Federal Minister, State Minister and Secretary mentioned on website by name (and picture)</li> </ol>

# APPENDIX B

Sr. No.	Ministry	Minister	Information Available
			<ul style="list-style-type: none"> <li>4. Information about Ministry mentioned on main page</li> <li>5. Latest news: 7<sup>th</sup> March 2016.</li> <li>6. Information for Umrah and 3 other documents available online.</li> </ul>
19.	Ministry of Science and Technology	Rana Tanveer Hussain	<ul style="list-style-type: none"> <li>1. List of Ministry projects as part of PSDP 2016.</li> <li>2. Latest tender uploaded: Jan 18<sup>th</sup> 2016.</li> <li>3. Latest publication: Jan 2014 newsletter.</li> <li>4. Latest policy document accessible: National Science, Technology and Innovation Policy 2012 (from 2012-13).</li> <li>5. Latest news until August 2015.</li> <li>6. Federal Minister and Secretary mentioned by name (and picture).</li> </ul>
20.	Ministry for States and Frontier Regions	Lt. Gen.(R) Abdul Quadir Baloch	<ul style="list-style-type: none"> <li>1. Information about Ministry on main page.</li> <li>2. Federal Secretary and Minister mentioned by name (and picture).</li> <li>3. Latest Year Book available: 2008-2009.</li> </ul>
21.	Ministry for Foreign Affairs	Mr. Sartaj Aziz (Adviser to the Prime Minister on Foreign Affairs)	<ul style="list-style-type: none"> <li>1. Up-to-date news on website.</li> <li>2. Website has profile of Foreign Secretary, PM, Advisor to PM, Parliamentary Business</li> <li>3. The website has links on main page for these materials: standard operating procedure for one window facilitation desks for Overseas Pakistanis, Handbook for Overseas Pakistanis.</li> <li>4. Website has links to attached departments.</li> <li>5. No data available of any kind anywhere.</li> </ul>
22.	Ministry for Overseas Pakistanis and Human Resource Development	Pir Syed Sadaruddin Shah Rashidi	<ul style="list-style-type: none"> <li>1. Website mentions Federal Secretary, Parliamentary Secretary and Federal Minister by name (and picture).</li> <li>2. Has information about the Ministry on main page.</li> <li>3. Latest Year Book available: 2013-14.</li> </ul>



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