

# Khyber Journal of Public Policy



**National  
Institute of  
Public  
Administration**



**National  
School of  
Public  
Policy**

Print ISSN: 0215-0411 - Online ISSN : 0215-0419  
Volume: 2 , Issue: I, Spring 2023

## Spring 2023

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## Khyber Journal of Public Policy (KJPP)

*A Quarterly Publication of the  
National Institute of Public Administration, Peshawar  
(A Constituent unit of National School of Public Policy)*

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The journal's focus on original research papers, reflective studies, and analyses related to international relations, Pakistan affairs, and faith & society reflects a commitment to addressing critical issues and proposing viable solutions to these issues. By bringing together researchers, experts, and policy practitioners, the journal provides a platform for a diverse range of perspectives and experiences, allowing for a more comprehensive and nuanced understanding of complex issues.

The focus on public policy further underscores the journal's commitment to making a tangible impact on national and international issues. By providing a space for research and analysis, the journal helps to inform policymakers and practitioners, who can then use this information to develop more effective policies and programs. Additionally, the focus on viable solutions emphasizes the importance of actionable recommendations that can be implemented in the real world.

Overall, the journal's focus on research, analysis, and practical solutions reflects a commitment to advancing knowledge and making a positive impact in the fields of international relations, Pakistan affairs, and faith & society. By providing a platform for diverse perspectives and experiences, the journal contributes to a more comprehensive understanding of complex issues and the development of effective policies and programs.

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While submitting a manuscript for the *Khyber Journal of Public Policy*, please follow these guidelines:

- Manuscript should be ideally around 5000 words;
- An abstract of about 150 words should be included;
- Five to six keywords should be provided;
- American English should be used;
- APA Manual of Style should be followed for Endnotes. In-text citations and bibliography are not required.;
- All the tables, charts, graphs and figures included in the manuscript should be in an editable, MS Word form.

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Volume: 2

Spring, 2023

Issue: 1

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## **Message of the Capt. (Retd) Usman Gul,**

*Director General National Institute of Public Administration, Peshawar  
on the eve of Inaugural Issue of the Khyber Journal of Public Policy:*

I am delighted to announce the inaugural issue of the Khyber Journal of Public Policy, an initiative led by Dr. Muqem, Chief Instructor of NIPA Peshawar and supported by Dr. Ijaz Munir, Rector NSPP. The journal covers social science and related concepts to significant political, economic, and social issues, exploring the ways in which public policies are made. Its articles deal with topics of concern to public policy scholars and practitioners alike, often cutting across disciplines such as environmental issues, international political economy, international relations, regulatory policy, and other critical issues facing Pakistan.

The Khyber Journal of Public Policy has been developed to provide a platform for policy researchers, academics, and practitioners to share their insights and solutions to critical challenges faced by the nation.

As Director General of the National Institute of Public Administration Peshawar, I am proud to support this initiative and congratulate Dr. Muqem and his team for their efforts in bringing this journal to fruition. I encourage all concerned to contribute to the journal and engage in the ongoing dialogue surrounding public policy issues. With the support of esteemed researchers and practitioners, I am confident that the Khyber Journal of Public Policy will become a leading resource in the field.

Thank you and congratulations once again on this milestone achievement

*Capt. (Retd) Usman Gul,*  
Director General  
National Institute of Public  
Administration, Peshawar



## **Preface**

*of the Special Issue of Khyber Journal of Public Policy*

We are pleased to present the first issue of the Khyber Journal of Public Policy (KJPP), a publication of the National Institute of Public Administration (NIPA), National School of Public Policy (NSPP), Peshawar. The KJPP is a valuable addition to the existing publications on public policy, serving as a platform for dissemination of policy research outcomes by the officers who have undergone the intensive training courses at NSPP.

The mid-career and senior level officers from various organs of the government undertake these courses, focusing on all aspects of public policy, including the critical analysis of policy design, implementation, and impact. The officers' research outcomes propose viable solutions to the pressing issues faced by the country, and are thus of great value to practitioners, professionals, and academicians.

The KJPP aims to fulfill the intent of its act by providing a forum for disseminating these precious outcomes as a ready reference for practitioners and academia in the field of public policy. The journal follows the prescribed procedure of printing and publishing, as described by the Higher Education Commission (HEC), and we are confident that it will soon receive recognition from HEC and other concerned international agencies.

We extend our sincere gratitude to the authors who have contributed their research outcomes for the first issue of the KJPP. We hope that the KJPP will serve as an excellent source of knowledge and insights for public policy practitioners and academicians, enabling them to adopt and implement the policy recommendations and novel solutions to the crucial problems faced by the nation.

Dr. Muqem Islam Soharwardy  
*PhD(Public Policy & Governance)*  
Editor ,  
Khyber Journal of Public Policy

## **In this Issue**

In the first paper author focuses on environmental issues of the Hind-o-Kush region. Hindu Kush Himalaya (HKH) provides essential resources and services to millions of people living downstream, but is being affected by unplanned land management, urbanization, and climate change. The buying and selling of land plays a significant role in land use patterns, which in turn affects the environment. To address these issues, the research suggests adopting a comprehensive approach to sustainable development projects in mountain regions of Gilgit Baltistan, with community participation. The study used a cause-and-effect method, analyzing available data to conclude that implementing a systematic land use policy can ensure sustainable development.

The second paper reviews the preferential trade agreement between turkey and Pakistan. Pakistan and Turkey have signed a Preferential Trade Agreement (PTA), strengthening their political and economic relations. The agreement is expected to have a positive impact on bilateral trade and domestic economic situation in both countries. However, potential issues and challenges need to be addressed, and recommendations have been made for optimizing the benefits of the PTA. The agreement reflects the cultural, religious, and historical ties between the two nations.

Third article highlights the emergence of digital diplomacy as an effective tool for diplomacy, with Pakistan's Ministry of Foreign Affairs recently incorporating it into its core functions. It covers the academic dimension of digital diplomacy and its integration with other tools by leading countries. The article also identifies the issues and challenges faced by Pakistan and makes recommendations to optimize the use of digital diplomacy.

Fourth study analyzes the factors responsible for Pakistan's dependence on imported edible oil, which has reached 92%. The lack of promotion of oilseed crops, liberal import policies, stagnant custom duties, and competition with major crops are among the factors. The study finds that minor crops like sunflower and canola are more profitable than major crops. India's vibrant import duties have helped protect local growers and meet 35% of their edible oil requirement from local production. Pakistan needs to encourage local production of oilseed crops to reduce dependence on imported oil, which is a serious threat to public health.

Fifth research paper focuses on the export of skilled, semi-skilled, and unskilled labor as a way for developing countries like Pakistan to address chronic problems like overpopulation, unemployment, low per capita income, and poverty. The study highlights the multifaceted market for labor exports and the contribution of foreign remittances to the growth of foreign reserves, which amounted to 31.2 billion USD in 2022. However, the research also identifies the challenges faced by Pakistan in the recruitment, placement, and exploitation of emigrants, as well as the smuggling of aspiring emigrants. The study aims to propose solutions to the gaps and weaknesses in the regulatory framework that give rise to illegalities and irregularities in the emigration structure, which could create distrust among overseas Pakistanis.

Last research paper of this issue highlights the challenges faced by Pakistan in addressing cybercrimes and the shortcomings of the Prevention of Electronic Crimes Act (PECA), 2016. The author argues that Pakistan needs to shift its policy orientation from being security-centric to citizen-centric, make amendments to PECA, and invest in capacity building of citizens and state agencies to effectively combat cybercrimes. The research emphasizes the need for a social contract between the state and citizens in the cyberworld, and the importance of indigenization of IT applications for socioeconomic empowerment. The author suggests that the state needs to exercise adequate control in the cyberworld while respecting digital rights.

# A Critical Evaluation of Strategies of Economic Development Planning in Pakistan during Last 30 Years: Way Forward

Hina Afzal<sup>1</sup>

Mr. Muhammad Tayyab<sup>2</sup>

**KJPP**

**Citation:**

Afzal, H. (2023). A critical evaluation of strategies of economic development planning in Pakistan during the last 30 years: Way forward. *Khyber Journal of Public Policy*, 2(1).  
DOI: <http://abc.pdf>

**Article Info:**


Received: 5/01/2023  
Revised: 04/02/2023  
Accepted: 20/02/2023  
Published: 31/03/2023

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## Abstract:

Planning has remained the main component of the growth strategy adopted by nations to accelerate their growth in recent times. Being cognizant of the importance of the planning process, the Government of Pakistan, since its inception, has made various strategies for economic development based on the principle of balanced and sustainable growth. Pakistan has progressed, yet the pace has not been fast and diversified enough to substantially improve the living standards of the people and push the country from the lower income to the upper-middle-income group. The overall and sectoral growth path has remained uneven and bumpy. There have been periods of high, moderate, and slow economic growth and sector performance. The incidence of poverty and income and wealth disparity has remained high. Thus, the overhang of macroeconomic imbalances coupled with political uncertainty and structural problems has inhibited the long-term growth prospects of the economy

## Key words:

Planning, Economic Development, Sustainable Growth, Income Disparity, Macroeconomic Imbalances

<sup>1</sup> Belongs to Economist Group of Pakistan

<sup>2</sup> Faculty Advisor

## *Introduction*

Economic development planning is considered a key driver that brings economic growth with increased employment, high-wage jobs, industrialization, and an increase in per capita income, thus reducing poverty and improving the quality of life. In order to achieve development, economic management and planning of limited resources are very critical. Economic planning, also referred to as development planning, either short-term or long-term, plays a critical role in responding to the challenges faced by the economy. The idea of planned economies and development planning is not very new; however, the phenomenon gained momentum after the First World War as many economists emphasized that running an economy through planning is critical for achieving sustainable economic growth. Even in the current era, the significance of planning cannot be denied as issues like increased competition, the information technology revolution, and unpredictable events the world has witnessed in recent years have created more pressure on existing resources.

The importance of planning increases manifold for countries facing fiscal crises with subsequent urges for stabilization, structural adjustment, and reform. Governments set their visions, missions, objectives, and goals, which are achieved through development plans; therefore, plans are controlled and directed towards achieving set targets. However, it is evident that planning without the effective role of institutions, solid commitment, and strong leadership cannot achieve desired targets and sustained economic growth. It does not matter how excellent a plan has been prepared by the planners of the country; if it is not properly implemented, then the plan is merely a document. To effectively implement plans to achieve growth, stability, and development, a long-term commitment from all stakeholders is required.

Similarly, through strategic economic planning, specific quantitative targets are set to be achieved within a stipulated time. Governments set visions and targets in long-term plans, and subsequently, short-term annual plans are prepared to achieve set targets on a yearly basis. The importance of short-term planning is evident, but long-term planning is considered the most efficient tool for sustainable growth.

## *Problem Statement*

In general, the world is composed of two types of economies: the North—the developed—and the South—the developing. The focus of each economy is to attain a sustainable economic development process by formulating favorable and suitable strategies, which depend upon the structure of the concerned economy. In Pakistan, in order to improve the growth and development process, various strategies in the form of short-

term and long-term plans have been followed. However, the desired results have not been achieved yet. This necessitates critically analyzing various plans of the government in terms of targets set, achievements made, and the reasons for failure or success.

### *Research Questions*

The objective of the research study is to critically evaluate the reasons for the success or failure of various strategies and plans adopted by the Government of Pakistan to achieve sustainable economic development. The following key questions are addressed in this research study:

- a. How effective were the various national strategies/plans adopted from time to time for the economic development of Pakistan?
- b. What was the impact of these plans on various economic indicators?
- c. A critical analysis of various development strategies encompassing their successes and failures

### *Significance & Scope of the Study*

Owing to the paucity of time, and physical and financial resources, the present research is confined to critically evaluating the strategies of economic development planning in Pakistan. There shall be no primary data collection; rather, the research shall be based on secondary sources of information. The analysis will be done only for Pakistan, and the time period will be from 1992-2022.

### *Literature Review*

Development planning in underdeveloped countries is usually based on the goals and objectives of the governments that are related to the future development of the economy. A plan document presents a set of certain principles and policies used to implement strategy and achieve targets. Economic planning is defined as the “deliberate act” by the government to mobilize available resources to achieve a pre-determined set of specific objectives (Todaro, 1973). According to Tinbergen, the main purpose of a long-term and perspective plan is to provide background to the short-term plans, so the planning takes into account the short-term perspective of the problems that need to be solved over a very long period (Tinbergen, 1967). Development planning typically covers a period of five years and sometimes even longer, which is referred to as a perspective plan, and all the long-term plans are supplemented by annual plans (Tony, 1967).

In recent years, planning has become a more technical and professional subject; therefore, to devise a plan, planners are expected to undertake specialized training to possess skills that are not possessed by even public administrators and politicians (Ray, 2009). However, despite the fact that development economics contains a wide range of theories and subsequent models, little research is available on economic planning models (Badeaux,

2007).

The perspective plan has many administrative difficulties, such as lack of ownership, change in leadership, political commitment, and the country's financial position, due to which the fulfillment of the objectives becomes difficult. The practice of planning has not been able to bring many of the benefits expected from it. Waterston studies the early period of development planning in more than fifty countries and claims that "the great majority of countries have failed to realize even modest income and output targets in their plans except for short periods. What is even more disturbing, the situation seems to be worsening instead of improving as countries continue to plan" (Waterston, 1965). According to Dr. Mahbub-ul-Haq, the crux of successful control through planning in Pakistan must be based on controlling certain crucial decisions while the day-to-day activities should be left to market dynamics (Haq, 1960).

The Planning Commission of Pakistan is responsible for preparing and approving economic plans for socio-economic development. However, compared to the magnificent period of the 1960s and 1970s, it witnessed a decline in its role and importance as a vital decision-making body. Further, at present, issues like overregulation of the economy, futile privatization, and half-cooked decentralization imply the need to revisit the PC's structure and functions (Ikram, 2011).

Pakistan is facing different issues like political instability, social and cultural constraints, international and national security, economic pressure, and policy inconsistency. The government has more focus on ad-hoc measures to deal with existing economic challenges. In order to address these issues, there is a need to make effective long-term planning and strategies to sustain economic growth and development (Khan, 2005). Pakistan is using short-term measures to run the economy, but these measures do not ensure sustainable economic growth and stability unless they are planned and implemented in a way to achieve long-term growth (Mamoona, 2017).

### ***Research methodology***

This research paper is qualitative in nature and analyzes various reports on the issue of development. Most of the data is obtained from secondary sources like Pakistan Economic Surveys, Annual Plans, and FYPs, as well as from other government agencies. Various reports and articles have also been used for the purpose of analysis.

### ***Organization of the Paper***

This paper has been organized into three main sections as follows:

- Section 1 will discuss various plans and strategies adopted by the Government of Pakistan from 1993 onwards to achieve sustainable economic development.
- Section 2 will highlight the impact of these strategies on the attainment of

- sustainable development goals.
- Section 3 will critically evaluate the impact of these policies on economic development, followed by conclusions and recommendations.

## *Analysis*

### *Situational Analysis*

#### *Background*

Pakistan started life as an independent country in 1947 with various problems such as a Balance of Payments (BoP) deficit, poverty, and inadequate infrastructure. Therefore, the early years of independence are also considered years of battle for economic and political survival. To manage these economic issues, an independent institution named the Development Board (DB) was initially established in 1948 in the Ministry of Economic Affairs for economic coordination.

In 1950, Pakistan's first Planning Board was established; however, the plan prepared under this regime could not be implemented on time. The Planning Board was later renamed the Planning Commission of Pakistan in 1953. At that time, the PC inherited a number of issues, such as a shortage of trained planners and economists, lack of reliable data and data collection sources, lack of coordination among respective agencies, political instability, and, most significantly, annual economic planning and economic priorities were not given due importance. The first five-year plan prepared by the PC could not be implemented properly mainly due to lack of support and political instability.

Under the Chairmanship of the Prime Minister, the National Planning Board was established in 1957. However, the third phase of the planning process was initiated under the military regime in October 1958. Compared to earlier regimes, the military government of Ayub Khan prioritized economic development through a market economy, focusing on the private sector as its primary objective. While formulating plans, due importance was given to rapid industrialization, enhancing agricultural productivity, overcoming the problem of BoP, and ensuring consistency in policies. In 1961, the role of the PC was enhanced to a Division under the chairmanship of the President (both the Chairman and Deputy Chairman positions). Subsequently, the PC served as the secretariat for the National Economic Council (NEC). Economic and social reforms were high-priority agendas during 1958-68, focusing on economic planning and basic needs for the overall public. This period witnessed rapid growth as economic performance exceeded initial expectations, with a GDP growth rate of almost 7%, even higher than growing economies like Korea, Thailand, and Mexico. The decade saw massive increases in investment, technological advancement, and improvements in



the industrial and agricultural sectors, along with better-coordinated economic policies (Ayesha, 2020).

However, this development momentum was severely disrupted during the Pak-India 1965 war, which led to a significant decrease in Foreign Direct Investment, squeezed public sector investment, and increased defense spending, resulting in policy inconsistency and a break in growth momentum. Nevertheless, the Ayub era is still considered a golden period, as the success of policies was reflected in the performance of institutions like the PC and Pakistan International Airlines (PIA), which was widely acclaimed. Even countries like Malaysia and Singapore followed Pakistan's FYP while formulating their respective plans.

From 1968-71, the PC of Pakistan faced a downturn once again as economic planning was almost abandoned during Yahya Khan's time. After March 1969, the third FYP was virtually abandoned. Later, the People's Party, which was in power at the time, was dismissive of the PC, thus ignoring it and economic planning during their era, particularly in the early years. Subsequently, consistent political turmoil and policy inconsistency compelled the government to route the economy through annual plans instead of a comprehensive FYP.

Once again, the PC's position was changed by placing it directly as a Division under the control of the Ministry of Finance in 1972. Therefore, from 1972-77, the PC was unable to play a significant role in important economic decisions and formulating development plans independently. However, the need for FYPs and the importance of the PC were once again emphasized during the Zia regime from 1977-1988. In 1982, the PC was restructured under the Minister for Finance as the Chairman, and during Zia's regime, the PC played its role effectively. During this period, the sixth FYP (1983-88) was successfully implemented, while the seventh FYP was prepared and published. However, with the People's Party government in power in 1988, the seventh FYP was never implemented.

### ***Plans Adopted by Pakistan During the Last 30 Years*** ***8th Five-Year Plan (1993-98)***

The NEC approved the 8th FYP on May 31, 1994. The primary goal of the plan was to achieve sustainable economic growth in an environment of justice, equity, and macroeconomic stability. The plan was based on a set of planned and centralized economic goals aimed at: (i) increasing output and employment, (ii) improving fiscal and external balance, (iii) providing social services, including education, health, population welfare, sanitation, and potable water, (iv) expanding infrastructural facilities, (v) technological

advancement, (vi) self-reliance, (vii) balanced regional development, and (viii) poverty reduction.

The objectives of the plan were to:

- i. Achieve a 7% per annum growth in GDP (9.9% in manufacturing and 4.9% in the agriculture sector) through the resourceful use of existing assets and by mobilizing domestic and foreign resources at optimal levels.
- ii. Encourage people's participation in the development process through equitable distribution of benefits.
- iii. Create further employment opportunities by growing productive chances through government policies and programs, along with private initiatives.
- iv. Adopt an integrated approach to income generation through human resource development.
- v. Ensure more self-reliance, particularly in public finance, food, energy, and external stability.
- vi. Protect the environment by conserving natural resources.
- vii. Promote good governance.
- viii. Ensure macroeconomic stability and fiscal discipline.

The plan size was Rs. 1701 billion at 1992-93 prices (PC, 1994). The plan targeted a 7% annual growth during the plan period. The agriculture growth target was set at 4.9%, and the growth of the industrial sector was set at 9.9%.

The coverage of population planning was targeted to increase from 20% to 80%. Rural water supply coverage was targeted to grow from 47% to 71%. Rural sanitation was projected to increase from 14% to 32%. The Ghazi Brotha Hydel Power Project was envisaged to be constructed, while thermal projects of WAPDA were planned to be privatized, and electricity provision to 19,700 villages was targeted. Telephone connections were targeted to increase by 125%. It was also planned to complete the Indus Highway, Islamabad-Lahore Motorway, Coastal Highway of Makran, and the construction of Gwadar Port with the partnership of the private sector (PC, 8th Five-Year Plan, 1994).

#### ***Perspective Plan (2001-2011)***

The significance of national development from an integrated long-term perspective was recognized during Gen. Musharraf's era. Therefore, the government initiated a ten-year perspective plan (2001-2011) along with a 3-year rolling development program in 2001. The plan included a macroeconomic framework, a public sector development program, and sectoral priorities. The focus of the plan was on halving food poverty (from 30% to 15%), raising the growth rate to 6.3% in the terminal year of 2010-11, and substantially enhancing the level of human development. This was to be achieved by increasing the total investment from the benchmark (2000-01)

level of 14.7% of GDP to 20.6% in 2010-11. The Perspective Plan's main targets and performance in the first three years (2001-03) are shown in Table (PC, Perspective Plan of Pakistan 2001-2011, 2001).

**Table1: Perspective Plan Performance**

Growth rate per annum	Target (2010)	Performance 2001-03 (Average)
GDP	6.2	4.9
Agriculture	4.2	2.3
Manufacturing	8.3	8.3
Inflation per annum %	4.0	3.6
<b>As percent of GDP</b>		
Investment	20.6	17.2
Fixed savings	19.0	15.6
National savings	20.0	17.6
External resources	0.6	0.4

Source: Perspective Plan 2001-2011, Planning Commission, 2001

#### *Medium-Term Development Framework (MTDF) (2005-10)*

Medium-term planning (five years) was revived with the launch of the MTDF 2005-10 in May 2005. The nomenclature was changed from plans to development framework, as the nature of the plans was indicative and provided only broad directions. The MTDF was conceived as a step towards achieving the new Vision 2030. It was the first step towards operationalizing Vision 2030. Although called a framework, it was as comprehensive as any previous plans.

Its objectives were framed within the parameters of the vision. The focus was on sustained high growth averaging 7.6 percent per annum (agriculture 5.2%, manufacturing 11.6%, and services 7.3%). Growth and investment were premised on macroeconomic stability with an emphasis on containing the fiscal deficit to 4 percent of GDP in the terminal year of 2009-10, monetary policy geared to keep inflation in check (7% by the terminal year), and reducing the external imbalance (current account deficit at 2.4% of GDP in 2009-10) through export promotion (Commission, 2005).

**Table 2: MTFD-Selected Targets and Goals**

<b>Growth Rates</b>	<b>2004-05</b>	<b>2009-10</b>	<b>Annual Average (2005-10)</b>
GDP	8.4	8.2	7.6
Agriculture	7.5	5.6	5.2
Manufacturing	12.5	12.2	11.6
Services	7.9	7.9	7.3
<b>Savings/Investment</b>			
National Savings	15.1	18.3	17.1
Total Investment	16.8	20.7	19.4
Inflation	9.7	7.2	7.0
<b>External Economy</b>			
Exports Billion \$	14.00	28.00	14.9
Imports Billion \$	17.55	33.21	13.6
CAD Billion \$	- 1.7	- 4.9	

Source: Medium Term Development Framework, Planning Commission, 2005

#### *Non-Plan Period (2010-2013)*

The period from 2010 to 2013 was a non-plan period during which Annual Plans 2010-11, 2011-12, and 2012-13 were prepared. The main elements of growth outlined in these plans were:

- Ensuring economic recovery through economic reforms under the 'New Economic Growth Framework'
- Investing in human capital to reap the population dividend
- Reviving industry and agriculture
- Boosting domestic and regional trade
- Encouraging the participation of the private sector in the development process
- Investing in the social sector
- Improving connectivity among people and places
- Implementing energy sector reforms

**Table 3: Selected Targets during 2010-13**

<b>Sector</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Agriculture (%)	3.8	3.4	4.0

Industry (%)	4.9	3.1	3.8
Services (%)	4.7	5.0	4.6
<b>GDP (bp) (%)</b>	<b>4.5</b>	<b>4.2</b>	<b>4.3</b>

Source: Annual Plans of 2010-11, 2011-12 and 2012-13, Planning Commission

### *11th Five-Year Plan (2013-2018)*

The 11th FYP was prepared with the objective of bringing about balanced economic, human, and social progress throughout Pakistan. It envisioned growth revival and aimed to strengthen Pakistan's development foundation, enabling it to reach the status of an upper-middle-income country. It set a number of goals/targets to be achieved in the fields of education, health, governance, security, energy generation, water and food security, ease of doing business, investment, productivity, and connectivity (PC, 11th Five-Year Plan, 2013).

**Table 4: Targets of 11th Five-Year Plan**

<b>Sector</b>	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>2017-18</b>	<b>2013-18 (Avg. growth)</b>
Agriculture (%)	2.7	2.9	3.9	4.0	4.0	3.5
Industry (%)	4.5	3.6	6.4	8.2	9.0	6.3
Services (%)	4.4	5.0	5.7	6.8	7.3	5.8
<b>GDP (bp) (%)</b>	<b>4.0</b>	<b>4.2</b>	<b>5.5</b>	<b>6.5</b>	<b>7</b>	<b>5.4</b>

Source: 11<sup>th</sup> Five Year Plan, Planning Commission, 2013

### *12th Five-Year Plan (2018-2023)*

The 12th FYP was presented in an environment of severe macroeconomic inequalities and significant structural deficits. The primary objective of the plan was to ensure the long-term sustainability of economic growth. It also aimed to create sufficient job opportunities to make the growth experience more inclusive. The plan also focused on improving the distribution mechanism for economic development with effective service delivery, efficiency, and productivity. The plan was built on the premise of quality human capital, industrial competitiveness, upscaling technological capabilities, sustainable agriculture, a national SME policy, a strategic trade policy framework, social protection, financial inclusion, and an investment strategy for attracting foreign direct investment through effective resource allocation. However, despite receiving principal approval from the NEC, this plan was shelved and remains inactive due to the change of government in

2018. Successive new governments have shown little interest in launching this plan.

### *Impact of Economic Development Planning during last 30 Years*

#### *Performance during the 8th Five-Year Plan (1993-98)*

A pro-private sector strategy was adopted by initiating programs of deregulation, liberalization, privatization, and simplification of rules and procedures for implementing the 8th Five-Year Plan. However, despite the stated objective of self-reliance, the plan heavily relied on external and borrowed resources. Foreign assistance was sought on a large scale to meet the critical shortage of foreign exchange and finance the plan. This led to a 'debt trap' and imbalances in fiscal and external balances. Despite resource constraints and frequent natural calamities like droughts, the economic growth rate ranged between 4.4% in 1993-94 and 3.5% during 1997-98, the duration of the 8th Five-Year Plan.

**Table 5: Actual GDP (%) during 8<sup>th</sup> FYP (1993-98)**

Year	GDP Growth Rate (%)
1993-94	4.4
1994-95	5.1
1995-96	6.6
1996-97	1.7
1997-98	3.5

Source: Pakistan Economic Survey, Ministry of Finance, 1999-2000

The public expenditure on the social sector was increased, and new initiatives like the Social Action Programme (1992) were adopted, yet social indicators did not show marked improvement. This reflects the severity of the problem, the inadequacy of resources and implementation machinery, lack of social response, and frequent changes in governments and their policies. In the 1990s, the plans also suffered due to (i) higher priority given to IMF/World Bank-sponsored programs of stabilization and (ii) the introduction of mega projects, such as motorways, which were not part of the plans, by the government of the day. Thus, resources were diverted from planned programs to those which were either not part of the Five-Year Plans or had low priority in them.

#### *Performance of the Perspective Plan (2001-2011)*

During this period, a wide-ranging set of reforms was introduced to make the economy open, liberalized, and market-friendly. The private sector played an important role in supporting these changes. The major objective was to achieve high growth of 8.2% in the year 2009-10, with an annual average growth of 7.6% during the five-year period, without compromising

macroeconomic stability. The second objective was to achieve higher investment growth to address the persistent issues of poverty reduction, improve access to basic necessities for upgrading human resources, and create more job opportunities.

The agriculture sector grew from 4.8% in 2005-06 to 5.6% in 2009-10. Meat production increased from 2,275 thousand tonnes in 2004-05 to 3,124 thousand tonnes in 2009-10, and milk production rose from 29,472 thousand tonnes in 2004-05 to 43,304 thousand tonnes in 2009-10. However, with the fall of Musharraf's government in August 2008, the perspective plan did not receive the new government's attention, and most of the other targets were not achieved.

#### *Medium Term Development Framework (MTDF) (2005-10)*

The performance of Pakistan's economy during the first two years of the MTDF was satisfactory, with the industry and services sectors gaining momentum due to the government's fiscal stabilization plan and the rationalization of the public-private mix in the economy. Industry achieved remarkable growth of 9.4% and 9.0% in the years 2005-06 and 2006-07, respectively, while services grew at 8.2% and 5.6% in the respective years.

The growth of the IT and Telecom sectors was substantial during the MTDF. The target for increasing mobile phone coverage was achieved in 2007, two years earlier than planned. Nearly 60,000 IT professionals operated in the country, with an annual average turnover of Rs. 12 billion, of which 15% was exported. It was also estimated that key exports would rise from Rs. 14 billion in FY 05 to Rs. 28 billion during FY 10.

However, the economy could not sustain the growth momentum, and the effects of the global financial crisis of 2007-08 began to take hold. The growth of the industry and services sectors receded in subsequent years, reaching -4.2% and 1.3%, respectively, in 2008-09. In fiscal year 2009-10, the economy showed resilience with signs of recovery: Industry grew at 1.4% and services at 3.2%.

**Table 6: MTDF Performance**

Items	5-Years Annual Average Targets (%)	5-Years Actual (Annual Average) (%)
Agriculture	5.2	3.2
Major Crops	7.0	0.6
Industry	10.2	4.5
Manufacturing	11.6	4.8
Services	7.3	4.8
Wholesale & Retail	9.7	2.4

Trade		
GDP(fc)	7.6	4.3
<b>As % of GDP (mp)</b>		
Total Investment	19.2	19.7
National Savings	16.3	15.0
Foreign Savings	4.8	4.8
<b>Other Items</b>		
Inflation (CPI)	7.4	12.0
Per capita income (fc-Rs)	50903	33296

Source: Medium Term Development Review, Planning Commission, 2011

### *Performance during the Non-Plan Period (2010-2013)*

During this period, all growth targets were missed, whether for GDP growth or the growth of agriculture, services, and industrial sectors. For the year 2010-11, the growth targets were 3.8% for agriculture, 4.7% for services, and 4.9% for industry. However, the actual growth was 2% for agriculture, 2.5% for industry, and 3.9% for services. The GDP growth was recorded at 3.6% against the target of 4.5%. For FY 2011-12, the growth target for agriculture was 3.4%, but the actual growth was 3.6%, which was 0.2% higher than the planned target. Nevertheless, industry grew at 2.1% against a target of 3.1%, and the services sector recorded a growth of 4.4% against the target of 5%. During this period, the GDP growth was 3.8%, while the projected target was 4.2%. Similarly, for FY 2012-13, the targeted growth projections were 4% for agriculture, 3.8% for industry, and 4.6% for services. However, industrial growth surpassed the target by 1.1%, ending at a growth rate of 4.9%. The services sector also exceeded the growth target by 0.5%, ending at a growth rate of 5.1% against the target of 4.6%. The performance of the agriculture sector remained weak during this fiscal year, with an actual growth of 2.7% against the target of 4%. The GDP growth also fell short of the projected target of 4.3%, ending at 3.7% by the end of the year. Thus, the performance during this period, also known as the non-plan period, was a mix of boom and bust in all three real sectors of the economy. The growth target for GDP was not achieved throughout the entire period.

**Table 7: Actual Growth during 2010-2013**

Sector	Targets	2010-11 Actual Growth	Targets	2011-12 Actual Growth	Targets	2012-13 Actual Growth
Agriculture (%)	3.8	2.0	3.4	3.6	4.0	2.7
Industry (%)	4.9	2.5	3.1	2.1	3.8	4.9
Services (%)	4.7	3.9	5.0	4.4	4.6	5.1
<b>GDP (bp) (%)</b>	<b>4.5</b>	<b>3.6</b>	<b>4.2</b>	<b>3.8</b>	<b>4.3</b>	<b>3.7</b>

Source: Annual Plans of Planning Commission, 2011-12, 2012-13 and 2013-14



***Performance during the 11th Five-Year Plan (2013-2018)***

The external sector remained depressed during the 11th Plan period. The current account deficit increased considerably from 1.3% of GDP in 2013-14 to 6.3% in 2017-18 (against the Plan target of 1.2%), with exports declining from 10.3% of GDP to 7.4% and imports increasing from 18.4% to 19.3% in the respective years. During the period, the trade deficit increased from 8.2% to 11.9% of GDP.

**Table 8: Actual Growth during 11<sup>th</sup> Five-Year Plan**

Sector	2013-14	2014-15	2015-16	2016-17	2017-18	2013-18 (Avg. growth)
Agriculture (%)	2.5	2.1	0.2	2.2	3.9	2.2
Industry (%)	5.7	3.9	3.7	5.8	5.4	4.9
Services (%)	4.5	4.4	5.7	6.5	6.3	5.5
<b>GDP (bp) (%)</b>	<b>4.1</b>	<b>4.1</b>	<b>4.6</b>	<b>5.2</b>	<b>5.5</b>	<b>4.7</b>

Source: Ministry of Finance, Pakistan Economic Survey, 2018-19

***Critical Analysis of Economic Planning during last 30 Years******Critical Analysis of the 8th Five-Year Plan (1993-98)***

The period from 1988 to 1999 was marked by economic and political instability. During this time, four elected governments were dismissed on charges of corruption. This overshadowed the role of the Planning Commission (PC), which remained limited to the preparation and submission of reports, while the implementation side was largely ignored.

Under these circumstances, the targets of the 8th Five-Year Plan were not well achieved. The target for wheat production was set at 18.3 million tons, while the actual production remained at 16.6 million tons by 1996-97. The target was achieved in the last year of the plan but fell to 17.8 million tons in the following year. Moreover, the target for non-traditional oilseeds, grapes, and mustard was set at 0.4 million tons, which was far below national requirements. Similarly, the projected target for agricultural credit was Rs. 80 billion, but the maximum credit disbursed during this period was Rs. 38 billion, most of which went to influential feudal lords and politicians rather than to common farmers.

***Analysis of the Perspective Plan (2001-2011)***

Pakistan remained in a state of jeopardy following the military coup of 1999. The business community had lost confidence due to unstable economic conditions, including the nuclear tests, rupee devaluation, freezing of foreign currency accounts, and the Kargil War in 1998.

However, during the era of General Pervez Musharraf, known for economic

and political restructuring, the GDP grew by 5.1% (from 2.6% in 2000-01 to 8.4% in 2004-05). A comprehensive set of structural reforms and economic stabilization measures, including privatization, deregulation, trade liberalization, banking sector reform, capital market reform, tax system reform, and agricultural sector reform, were launched to address the severe macroeconomic crisis and set the economy on a path of financial stability, sustained higher growth, and improved external balance of payments. The government believed that macroeconomic stability was vital for achieving higher and sustained economic growth, preventing people from falling below the poverty line, and creating employment opportunities.

By 2000-01, the economy began to show signs of improvement as a result of these measures. The growth of the manufacturing sector was 11% in FY 2001, compared to 3.6% in FY 1999. Revenue collection surpassed the target, with the Federal Board of Revenue achieving Rs. 396 billion against a target of Rs. 308 billion. Debt servicing declined from 64% to 57% of total revenue, while exports increased from \$7.8 billion to \$9.2 billion. Pakistan also witnessed a 24% decline in poverty, and improvements were recorded in other social sector indicators. Pakistan's ranking in the Human Development Index (HDI) improved significantly in 2005, reflecting the policies pursued by the government during this period. In 2005, the government authorized the PC to issue the Tenth Five-Year Plan, named the 'Medium Term Development Framework 2005-10'.

#### *Analysis of the Medium-Term Development Framework (2005-10)*

The global financial crisis interrupted the growth trajectory of Pakistan's economy in 2007-08. A disturbed political environment, worsening law and order situation, supply shocks, soaring commodity prices, and a slump in external demand dragged Pakistan's economy away from the targeted growth in almost all sectors.

An increased outflow of private portfolio investment, totaling US\$ 1 billion, was witnessed in 2007-08 and 2008-09. The balance of payments position during 2007-08 remained under considerable pressure due to sharp increases in oil and food commodity prices and low growth of traditional manufactured exports. An unprecedented power shortage posed serious hardships for manufacturing, which led to a negative growth in the industrial sector in 2008-09. Investment and savings were close to projected targets. Inflation over the MTDF period remained volatile, with a five-year annual average inflation rate of 12.0%.

#### *Analysis of the Annual Plans (2010-2013)*

The economy showed modest growth of 3.6% during 2010-11. The planned economic reforms under the 'Economic Growth Framework' could not take effect due to structural impediments, a deteriorated security situation, a low revenue base, and subdued development spending due to natural calamities (floods). During 2011-12, economic recovery continued at a slightly increased

growth rate of 3.8% compared to 3.6% in the previous year. However, the economy faced issues such as acute energy shortages, inter-corporate circular debt, heavy losses to public sector enterprises, and weak security. During 2012-13, growth dipped slightly to 3.7% due to persistent inflationary pressure, depreciation of the exchange rate, and a huge fiscal deficit.

### *Analysis of the 11th Five-Year Plan*

The average growth of major economic sectors remained below the Plan targets. The agriculture sector grew at an average rate of 2.2%, against the target of 3.5%. The industrial sector achieved an average growth rate of 4.9%, well below the target of 6.3%. However, the services sector remained close to the target, achieving an average growth rate of 5.5% against a target of 5.8%. Overall, the GDP growth averaged 4.7%, below the targeted growth of 5.4%. During the Plan period, total investment increased from 14.6% of GDP in 2013-14 to 16.7% in 2018-19; national savings declined from 13.4% in 2013-14 to 10.4% in 2017-18; and per capita income increased from \$1,389 to \$1,652 in the respective years.

In summary, the implementation of planning remains weak, and lack of consistency in policies further exacerbates the problem. The Perspective Plan, i.e., Vision 2030, prepared during Musharraf's era was not followed by the PPP government (2008-13). The same occurred with the Growth Framework (2012) and Vision 2025 (2014) prepared by the PPP and PML (N) governments, respectively. Instead of treating these strategies and long-term plans as national documents prepared by the PC, each subsequent government treated them as insignificant and initiated plans based on their political objectives. The PTI regime also followed this pattern and did not adopt Vision 2025 (2014). Furthermore, the 12th Five-Year Plan's second draft was approved in principle by the NEC on May 29, 2019, but has yet to be implemented, despite the lapse of more than three years.

### *Conclusion*

Given the above, it is evident that without the political will to carry out reforms, central plans mean little in terms of improving economic conditions. A country can have the best minds designing an excellent plan, but without an efficient implementation mechanism, plans are merely sets of papers. A complementary, and equally important, lesson is that a country needs to have the resources (physical, financial, human capital, etc.) to carry out the envisaged steps in a plan. Furthermore, there is a need for an efficient monitoring and coordination system to implement and coordinate the undertakings according to the plans. Otherwise, even the best plans will only gather dust, as many do in the Planning Commission of Pakistan.

Moreover, the current global economic landscape demands a more systematic and technical approach to planning. It is evident from the above discussions that changes in economic conditions, not only at home but across the globe, make deviations from the original plan inevitable. Therefore, flexibility should be an essential element of development planning; plans can be designed on a three-year rolling basis. The central planning agency must also continuously review and assess the progress of the plans.

### *Recommendations*

Given the above analysis and conclusion, the following are some policy recommendations in view of the limited scope of the study:

- The government, in general, and the Planning Commission (PC), in particular, must be clear about the national priorities to be addressed in the Five-Year Plans (FYP) and annual plans. Sectors to be targeted may be distinguished as primary and secondary importance so that essential sectors are prioritized and focused on in planning.
- To accelerate growth through private sector-led development, there is a need to convince the private sector of the gravity of the government's efforts by giving them due importance and involving them in the formulation process of development plans and policies, as well as extending an appropriate mix of incentives for the private sector.
- In order to play an effective role, the PC must restore its reputation for economic expertise. The PC needs to have strong and fearless planners and bureaucrats so that it can resist and stand against politicians' interference and unwelcome advances in policy-making.
- As planning has become more technical and professionalized, the PC should equip planners with specialized training and operational freedom for research. This way, it can serve not only as a planning body but also as a think tank.
- There should be a concerted effort to develop ownership of the plans and related documents prepared by the PC among all provinces, stakeholders, and particularly the political leadership, thus considering these plans as national documents rather than the agenda of a former government.
- The PC should have extensive coordination and prior consultation with the provincial planning departments while devising economic and sectoral plans and policies to ensure provincial ownership in plan implementation.
- Econometric models need to be devised to improve monitoring mechanisms. Evaluation should be independent and candid, and should not be used merely as a routine exercise to justify plan policies and targets. It should serve as feedback for future planning.

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# Status of SMES in KP, Its Institutional and Regulatory Dynamics: Way Forward to Achieve Economic Development

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## Citation:

Mehsud, I. (2023). Status of SMEs in KP, its institutional and regulatory dynamics: Way forward to achieve economic development. Khyber Journal of Public Policy, 2(1), Spring

## Article Info:

Received: 5/01/2023

Revised: 04/02/2023

Accepted: 20/02/2023


Published: 31/03/2023

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## Abstract:

Small and Medium Enterprises (SMEs) are pivotal to global economic development and employment, with their substantial contributions to GDP, exports, and industrial employment in Pakistan. In Khyber Pakhtunkhwa (KP), SMEs constitute 99% of businesses, highlighting their central role in the regional economy. However, the sector has faced significant setbacks due to terrorism, floods, and the COVID-19 pandemic, leading to a decline in SME productivity and growth. This research explores the challenges faced by SMEs in KP and underscores the need for enhanced policy facilitation, financial incentives, and infrastructure development. Recommendations include fostering innovation through incubation centers, increasing women business centers, and leveraging public-private partnerships (PPP) for infrastructure and skill development. Additionally, promoting the China-Pakistan Economic Corridor (CPEC) and establishing foreign trade facilitation centers are proposed to boost exports and investment. The study emphasizes that overcoming these obstacles is crucial for unlocking KP's economic potential and achieving sustainable development.

## Key words:

Small and Medium Enterprises (SMEs), Khyber Pakhtunkhwa (KP), Economic Development, Public-Private Partnership (PPP), China-Pakistan Economic Corridor (CPEC)

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## *Introduction*

The national definition of a small enterprise is an enterprise having 10 to 30 employees with an annual sales turnover of up to 150 million rupees<sup>3</sup> (SMEDA, 2021). A medium enterprise is defined as an enterprise having 31 to 150 employees with an annual sales turnover of 150 to 800 million rupees<sup>4</sup> (SMEDA, 2021). Small and Medium Enterprises (SMEs) play a major role in most economies, especially in developing countries. The majority of businesses in the world are SMEs, which largely contribute to job creation and global economic development. They represent 90% of businesses and more than 50% of employment worldwide<sup>5</sup> (Industries c. a., 2020). In Pakistan, SMEs contribute 30% to GDP, 25% to exports, and 78% to industrial employment (SME Policy 2021). This shows the important role of SMEs in the national economy. The Khyber Pakhtunkhwa (KP) economy is highly dependent on the pace and productivity of SMEs, with 99% of businesses in KP being SMEs. Approximately 1.2 million micro, small, and medium enterprises are operating in KP, including the Newly Merged Districts. The war against terror, coupled with the disastrous floods of 2010 and 2022, has badly affected the SME sector in KP. Many small and medium entrepreneurs have shifted their businesses from KP to other provinces due to unfavorable circumstances, which shall be highlighted in light of this research.

## *Statement of the Problem*

There is no denying the fact that Small and Medium Enterprises play a key role in the economy of Khyber Pakhtunkhwa. Most businesses in Khyber Pakhtunkhwa are SMEs. However, due to various reasons, the SMEs in Khyber Pakhtunkhwa have not fared well over the years. Hence, research is required to understand the present status of SMEs' growth in Khyber Pakhtunkhwa, their institutional and regulatory dynamics, and the way forward to achieve economic development.

## *Methodology*

Secondary quantitative and qualitative data were gathered through authentic sources, including national and provincial government reports, research articles, and news items. Similarly, primary qualitative data were gathered through interviews with the following key informants working in the Small Industries Development Board, Industries Department Khyber Pakhtunkhwa, Khyber Pakhtunkhwa Chamber of Commerce, and Technical and Vocational Authority Khyber Pakhtunkhwa:

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<sup>3</sup> (SMEDA, 2021)

<sup>4</sup> (SMEDA, 2021)

<sup>5</sup> (Industries c. a., 2020)

1. Secretary, Industries Commerce and Technical Education Department KP
2. DG Industries KP
3. MD TEVTA KP
4. Upper management of SIDB
5. Upper management of BOIT
6. Executive members of the KP Chamber of Commerce

To better understand the institutional and regulatory dynamics of SMEs in KP, the following analysis tools were used:

- a. Situational Analysis
- b. Institutional Analysis
- c. PESTLE Analysis

### *Scope of study*

The study focuses on three seminal aspects relating to SMEs in Khyber Pakhtunkhwa (KP). Firstly, it discusses the present situation of SMEs' growth and operational status in the province of KP. Secondly, it explores the effectiveness of the regulatory regimes set up by the Government of KP for controlling and directing SMEs. Thirdly, it recommends a roadmap for the sustainable development of SMEs in KP based on the findings of the detailed analyses.

Most businesses in KP are concentrated in the SME sector, in contrast to the provinces of Punjab and Sindh, where large industrial establishments contribute significantly to the economy. Therefore, in the context of economic development, the need for devising plans to improve the SME sector in KP cannot be overemphasized.

### *Literature review*

During the research process, various reports and research papers were consulted. The Pakistan SME Policy 2020 and Khyber Pakhtunkhwa Industrial Policy 2021 were examined in detail. These policies illustrate the understanding and importance of the SME sector from both federal and provincial government perspectives. However, after studying and interviewing key government functionaries, it was revealed that there is a significant gap between the policies and actual ground realities regarding the SME sector. Dr. Syed Akhter Hussain Shah's research paper on the framework for SME sector development in Pakistan (2018) aptly describes the gloomy situation of SMEs in Pakistan and Khyber Pakhtunkhwa. He elaborates on global best practices for the promotion of SMEs.

The \*Clusters Profile of Khyber Pakhtunkhwa\* (2021) is a relevant report by the Small Industries Development Board. It provides information about the



unique regional small enterprises of Khyber Pakhtunkhwa, highlighting their strengths and the issues they face. Another report, \*Governance Reforms\* by the Small Industries Development Board (2022), was helpful in understanding the reform initiatives taken by the provincial government to promote SMEs. Various reports prepared by KPEZDMC were consulted, including the \*KP EZDMC Company Achievements Report\* (December 2020), which offers a holistic understanding of the company's breakthroughs since its inception. However, this report does not address the factors impeding progress.

The \*Industries, Commerce and Technical Education Department Report on Initiatives for Ease of Doing Business\* (2021-22) was also reviewed in detail. This report comprehensively describes the regulatory framework of the provincial government for managing small and medium enterprises in Khyber Pakhtunkhwa. Maryam Anas Ganie's article (2018) provides insights into the Chinese strategy for promoting SMEs and eradicating poverty. The article discusses notable measures adopted by the Chinese government in the SME sector and draws lessons for Pakistan. Hanan Ezakhel's article (1953) on the Japanese education system beautifully summarizes the importance of technical and vocational education in the economic growth and development of nations.

### *Organization of the Paper*

This paper has been organized into three main sections, as detailed below:

- Section 1: Deals with the actual on-ground situation of SMEs in KP. It indicates the major SME sectors and the unique skill traits of various districts in KP.
- Section 2: Provides the institutional framework dealing with SMEs in KP and includes a critical appraisal of different formations responsible for promoting and protecting SMEs in KP.
- Section 3: Offers a PESTLE analysis of SMEs in KP. This section refers to global best practices for the promotion of SMEs and highlights the issues and challenges faced by SMEs in KP.
- Conclusion and Recommendations: Finally, conclusions and recommendations are presented based on the findings of the study.

### *Situational Analysis of SMEs in Khyber Pakhtunkhwa Various SME Clusters in KP and Their Contribution to Economic Development*

#### *Leather Footwear:*

The leather footwear industries in the districts of Peshawar and Charsadda are widely known for handmade Peshawari Chapal in various designs. More than 15,000 units of leather footwear are operational in these clusters, using

raw materials worth over 100 million rupees daily<sup>6</sup> (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021). Over 150,000 direct and indirect laborers are involved in grading, cutting, stitching, and shaping leather footwear in these clusters, producing at least 10 million pairs of handmade shoes<sup>7</sup> monthly (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021). The leather footwear produced in these clusters is renowned both nationally and internationally. Notable personalities such as Imran Khan, Shahrukh Khan, Shahid Afridi, and Abdur Razaq wear these brands. Besides high demand in the local market, these clusters export their products abroad, mainly to the Middle East, UK, Afghanistan, South Africa, and Bulgaria. Prominent brands from Peshawar and Charsadda include Qadam, Chamiyar, Zalmay, and Kaptaan Chapal (SIDB).

### *Textile:*

The textile clusters of Islampur in Swat, and Matta Mughalkhel and Razarr in Charsadda are well-known for their export-quality handloom and power loom textile products, including khaddar, woolen shawls, and cotton. The textile cluster in Charsadda boasts over 500 handlooms and 4,000 power looms, while Islampur in Swat is famous for its handmade woolen shawls with over 2,000 operational handlooms<sup>8</sup> (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021). Both clusters use high-quality indigenous and imported raw materials, which are unmatched locally and affordably priced. These clusters' textile products have significant demand in local and international markets. The Charsadda cluster also subcontracts orders from Punjab and Sindh's textile industry, primarily for export purposes. The high demand for these products keeps all looms in Charsadda and Swat operational 24 hours a day, employing over 50,000 workers, yet the clusters still struggle to meet market demand<sup>9</sup> (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021).

### *Gemstones:*

Nimak Mandi market in Peshawar and Mingora in Swat are famous for their gemstone clusters. About 300 cutting and polishing units operate in these markets, with over 1,000 workers involved as owners and artisans<sup>10</sup> (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021). The cluster makes online sales worth Rs. 20 million per day<sup>11</sup> (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021). Business owners directly engage with international business parties, conducting transactions in the global market. Notable indigenous gems with high international demand include tourmaline,

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<sup>6</sup> (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021)

<sup>7</sup> (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021)

<sup>8</sup> (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021)

<sup>9</sup> (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021)

<sup>10</sup> (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021)

<sup>11</sup> (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021)

aquamarine, ruby, spessartine, Swat emerald, quartz, and pink topaz from Katlang, Mardan. These gemstones are cut and designed into various jewelry items.

#### ***Mazri Palm:***

Mazri palm, also known as dwarf palm, naturally grows in several districts of Khyber Pakhtunkhwa, including South Waziristan, North Waziristan, Lakki Marwat, Kohat, Hangu, Lower Kurram, Orakzai, Khyber, and Mohmand. Indigenous people harvest these palms seasonally to produce various handmade products such as mats, baskets, trays, caps, and ropes. Over 70% of women are involved in the production of Mazri products<sup>12</sup>, providing livelihoods for more than 25,000 women and thousands of men in retail business<sup>13</sup> (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021). The main retail markets for Mazri products are in Peshawar, Thul-Khurram, Kohat, Lakki Marwat, and Tank. Despite its potential for value addition, this sector has not gained international market attention due to a lack of research and innovation.

#### ***Marble & Granite Clusters:***

The marble and granite processing units in Peshawar, Mardan, Buner, Abbottabad, Mohmand, and Mansehra use local reserves of sunny white, sunny grey, badal, zebra, and ziarat marble extracted from KP's mountainous regions. The Small Industries Estate in Mardan, known as the marble hub of Pakistan, houses more than 220 marble processing units. Around 70 units are also located in the Small Industries Estates of Abbottabad and Mansehra, employing 40,000 workers<sup>14</sup> (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021). Pakistan is among the top countries exporting marble worldwide. However, most marble is exported in a semi-finished state and undergoes further value addition by buyers. Major importers of Pakistani marble include China, Saudi Arabia, UAE, and other Gulf states.

#### ***Woodworking (Furniture):***

The furniture industry in Khyber Pakhtunkhwa has been adversely affected by frequent electricity shortages, lack of modern machinery, shortage of sheesham wood, and lack of skilled labor. In Peshawar alone, 14,000 people are involved in furniture making. These challenges have compelled many artisans to move abroad for better working conditions. In the past, Khyber Pakhtunkhwa's furniture had high demand in international markets such as Germany, the USA, Spain, and Saudi Arabia. The decline of furniture enterprises not only affects employment in the province but also has adverse

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<sup>12</sup> (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021)

<sup>13</sup> (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021)

<sup>14</sup> (SIDB, Clusters Profile of Khyber Pakhtunkhwa, 2021)

effects on the national economy.

Additionally, the other major sectors in which SMEs are mostly operating in Khyber Pakhtunkhwa are listed as under:

S. No.	SMEs
1.	Tourism and hospitality
2.	Services
3.	Health care facilities
4.	Processing and manufacturing
5.	Mines and minerals
6.	Furniture/wood working
7.	Skin care and beauty
8.	Food and beverages
9.	Sports arms manufacturing
10.	Readymade garments and stitching units
11.	Media production industry
12.	Pharmaceuticals
13.	Ceramic and sanitary
14.	Surgical equipment's
15.	Cable operators
16.	Jaggary (gurrh making)
17.	Ware houses/ distributors
18.	Construction
19.	Marble and granite
20.	Private educational institutes
21.	Agro businesses and processing
22.	Leather work/ shoe making
23.	Cutlery manufacturing
24.	Handicrafts
25.	Computer and IT
26.	Interior decorators
27.	Printing and binding
28.	Textile, weaving
29.	Packing and packages
30.	Carpet weaving
31.	Gems and Jewellery
32.	Transport
33.	Wedding hall
34.	Brick / block makers

***Small Industrial Estates of Khyber Pakhtunkhwa***

There are a total of 13 Small Industrial Estates across Khyber Pakhtunkhwa<sup>15</sup> (SIDB, Report, 2022), including the following:

<b>S. No.</b>	<b>Small Industrial Estate</b>
1.	SIE Peshawar
2.	SIE DIKhan.
3.	SIE Bannu
4.	SIE Kohat
5.	SIE Charsada
6.	SIE Mardan 1
7.	SIE Mardan 11
8.	SIE Mardan 111
9.	SIE Kalabat
10.	SIE darghai Malakand
11.	SIE Abotabad
12.	SIE Mansehr
13.	SIE Karak

The total number of functional units in these industrial estates is 625. The development of Small Industrial Estate Abbottabad-II is in process. Land acquisition for Small Industrial Estate Dara Adam Khel is also in process.

***Woodworking Centers of Khyber Pakhtunkhwa***

Similarly, there are 7 Woodworking Centers (WWC) in Khyber Pakhtunkhwa, which include:

<b>S. No.</b>	<b>Wood Working Centres</b>
1.	Pak German WWC
2.	DIKhan WWC
3.	Karak WWC
4.	Manshera WWC
5.	Chitral WWC
6.	Swat WWC
7.	Timargarah WWC

***Women Business Development Centers in Khyber Pakhtunkhwa***

Likewise, the following 3 Women Business Development Centers<sup>16</sup> (SIDB, Report, 2022) are operating in Khyber Pakhtunkhwa:

<sup>15</sup> (SIDB, Report, 2022)

<sup>16</sup> (SIDB, Report, 2022)

S. No.	Women Business Development Centres
1.	WBDC Peshawar
2.	WBDC Swat
3.	WBDC DIKhan

#### *Readymade Garment Centers of Khyber Pakhtunkhwa*

Moreover, 21 Readymade Garment Centers are also operating in the following areas in Khyber Pakhtunkhwa<sup>17</sup> (SIDB, Report, 2022):

S. No.	Readymade Garment Centres
1.	Nasir kali Nowshera
2.	Peshawar
3.	Badrashi Nowshera
4.	Pathari Kati Khel Nowshera
5.	Nowshera
6.	Aman Garh Nowshera
7.	Akhora Khattkak Nowshera
8.	Nandrak Nowshera
9.	Uthmanzai Charsada
10.	Kothra Swabi
11.	Torder Swabi
12.	Bakot Abbottabad
13.	Abbottabad
14.	Jareed Manshera
15.	Talhata Manshera
16.	Timargara Lower Dir
17.	Karak
18.	Bannu
19.	Tank
20.	Singor Chitral
21.	Chitral

#### *Special Skill Profile of Khyber Pakhtunkhwa*

Another special feature of KP's SME sector is that many of its major districts are unique in terms of the special skills<sup>18</sup> in marketable trades (SIDB, Report, 2022). In this connection, the profiles of KP districts with regard to such special skills are provided below:

<sup>17</sup> (SIDB, Report, 2022)

<sup>18</sup> (SIDB, Report, 2022)

S. No.	District	Special Skill
1.	Charsada	Charsada chappal (both leather and rubber), handmade clothes especially kaddar
2.	Nowshera	handmade embroidery (embroidered dresses for children and females, embroidered chadars for females, bed covers)
3.	Peshawar	chappal, graft gallery service, waistcoat, carpentry
4.	Chitral	Chitrali topi
5.	Dir	knife, caps, furniture, embroidery
6.	Swat	handcraft, wool spinning (shawl), embroidery
7.	Swabi	lady shawls, wooden furniture, shoes, pottery
8.	Bajaur	homemade carpets, wood working service
9.	Abbottabad	Pillow covers, cushions, bed sheets, caps
10.	Haripur	Phulkari (silk embroidery on women shawls), handicrafts (jisti and cross stitch embroidery)
11.	Mardan	handicrafts (Mazari products, wooden décor and embroideries)
12.	Mansehra	embroidery stitching units
13.	Kohat	leather cases and covers all types, leather chappals and sandals
14.	Hangu	Mazari products
15.	Karak	Stitching units
16.	Bannu	leather products, footwear, spices
17.	Dera Ismail Khan	Sohan halwa, embroidery, furniture

***Institutional Analysis of SMEs in Khyber Pakhtunkhwa  
KP Industrial Policy 2020***

The KP Industrial Policy 2020 provides the broad outlines for regulating and developing SMEs. The salient features of the policy are summarized below:

- The primary aim is to encourage investors to invest in KP industries, which have recently witnessed stability after years of deteriorated law and order.
- Following the 25th Constitutional Amendment, NMDs have been merged with KP; therefore, greater attention is required for the socio-economic uplift of the area and its people.
- The following issues faced by industries in KP need to be urgently addressed:

- No framework for ease of doing business
- Problems in extending critical utilities like gas and electricity to industries
- Problems in land acquisitions
- Lending by commercial banks
- High cost of land
- There is a need to attract investments for newly formed SEZs under the CPEC portfolio.
- The option of public-private partnerships should be explored.

#### *Institutional Framework of SMEs in Khyber Pakhtunkhwa*

The Industries, Commerce, and Technical Education Department KP has the following attached formations:

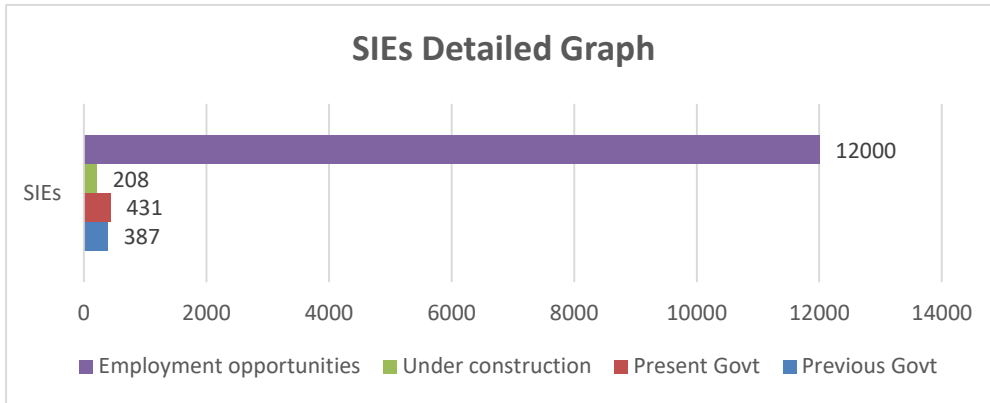
- KP Economic Zones Development and Management Company
- KP Small Industries Development Board
- University of Technology Nowshera
- Khyber Pakhtunkhwa Trade Testing Board
- Government Printing and Stationery Wing
- KP Special Economic Zones Authority
- KP Board of Technical Education
- KP Board of Investment and Trade
- KP Technical Education and Vocational Authority
- Directorate of Industries and Commerce

#### *Critical Analysis of Related Institutions*

**SIDB** is striving to promote SMEs in KP. It has recently taken the following major measures in this regard:

- A Research and Development center has been established at the SIDB office for the transformation/upgradation of SMEs and for introducing export-oriented innovations in product diversification.
- Under the previous government, there were only 387 operational industrial units in the Small Industrial Estates (SIEs) throughout the province. However, due to the present government's industry-friendly policy, 431 new industrial units have been established or operationalized, while 208 units are under construction. More than 12,000 employment opportunities have been generated, and approximately Rs. 12,930 million in private investment has been mobilized (Reference needed).





- Establishment of Small Industrial Estate Abbottabad-II at the request of the Industrial Association Abbottabad.
- Industrial Park Peshawar is being established for exporting goods to Afghanistan and CARs. Land has been acquired for the project and designs have been prepared. It will create 10,000 direct employment opportunities by mobilizing more than 6 billion rupees through private investments<sup>19</sup> (SIDB, Governance Reforms, 2022).
- Dargai Small Industries Estate was established in 2017 over an area of 30 acres. It has created job opportunities for over 1,600 individuals.
- Under an ADP scheme, 370 kanals of land are being acquired in Tehsil Khar Bajaur for the establishment of Industrial Park Bajaur. The project cost is Rs. 401 million. It will create more than 4,000 direct employment opportunities.
- Feasibility studies were conducted in all the Merged Districts. According to the feasibility studies, land acquisition is in process for the establishment of Industrial Park Khyber (Bara), Kurram, and North Waziristan.
- Similarly, feasibility studies are in process for the establishment of a Small Industrial Estate on a PPP basis in Mohmand District.
- Independent electric feeders have been recently installed in Small Industrial Estates in DI Khan, Karak, Kohat, and Bannu.
- SIDB is operationalizing the Pakistan Arts and Crafts Gallery in Islamabad through an online business model, wherein customers will have access to KP handicrafts through a web portal.

***Khyber Pakhtunkhwa Economic Zone Development & Management Company (KPEZDMC)***

Currently, KPEZDMC is operating 14 Economic Zones across KP, 9 of which were newly launched in 2020. Five new economic zones are in the pipeline, and the prerequisites for their launch have all been undertaken. Development

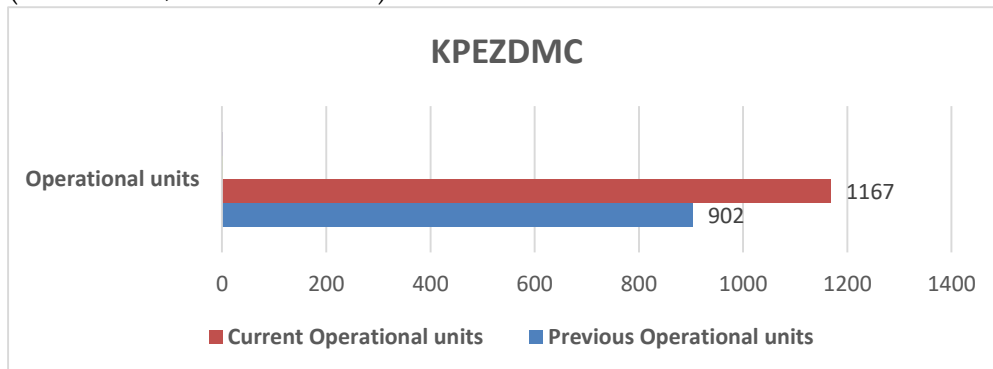
<sup>19</sup> (SIDB, Governance Reforms, 2022)

work in these new zones is in progress, and rehabilitation work in the existing zones is also underway. KPEZDMC has approved an initiative for the solarization of the industry in its economic zones, and the preliminary work for its execution has been completed.

The Hattar and Rashakai Special Economic Zones are the two special economic zones developed and managed by KPEZDMC. Rashakai-EZ, being the flagship CPEC project, has been given special importance in its development and marketing. Besides these special economic zones, proposals for another two special economic zones – Daraband Special Economic Zone in D.I. Khan and the conversion of Mohmand Economic Zone into the Mohmand Special Economic Zone—have been forwarded to the federal government for consideration.

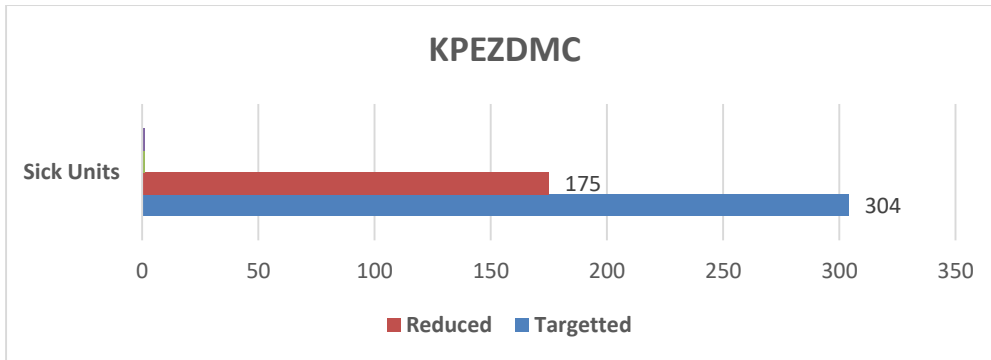
The company has made significant headway in encouraging industrialization in the province, particularly in mineral-bearing areas. KPEZDMC has overcome the bottleneck of non-availability of industrial land for investors in formal setups in the province. As a result, 12,634 applications for industrial land have been received online on the company portal.

KPEZDMC, through its dedicated and professional human resources, has increased the total number of operational units from 902 to 1,167. A total of 304 sick units were targeted for revival, which was reduced to 175, resulting in the revival of 129 sick units. Additionally, 297 units are currently under construction. The enhancement of operational units, revival of sick units, and facilitation of units under construction have resulted in aggregate investment mobilization of approximately PKR 340 billion, of which PKR 129.83 billion relates to new economic zones<sup>20</sup> (KPEZDMC, December 2020). Furthermore, to ensure timely facilitation of investors in the zones, KPEZDMC has established Industrial Facilitation Centers (IFCs) at each zone, and to date, more than 3,700 investors have been facilitated through these IFCs<sup>21</sup> (KPEZDMC, December 2020).



<sup>20</sup> (KPEZDMC, December 2020)

<sup>21</sup> (KPEZDMC, December 2020)



The success of KPEZDMC is evident from the fact that the government of Balochistan has shown keen interest in establishing the Chaman Economic Zone on modern lines through KPEZDMC, and preliminary meetings have already been held. Furthermore, the company has received funds from the World Bank through the KPEC project for the establishment of the Pak-Afghan Economic Zone in District Khyber and a Business Development Park in the Peshawar Economic Zone, Peshawar. The estimated cost of these projects is approximately Rs. 8.00 billion, which will be funded by the World Bank<sup>22</sup> (KPEZDMC, December 2020).

#### *Critical Analysis of KPEZDMC:*

KPEZDMC is facing issues in energizing the newly launched economic zones due to the slow pace of work by PESCO and SNGPL. Additionally, delays in the release of ADP-approved funds to KPEZDMC for development works are affecting the execution of planned activities. Land acquisition for new zones is carried out in coordination with district management, which is often a time-consuming process at the district management's end, leading to significant delays in acquiring the land.

The required details were provided to NHA for the grant of NOC to KPEZDMC for the establishment of the Rashakai Special Economic Zone and the construction of an access road from the Wali interchange to the Rashakai-SEZ. Although KPEZDMC has provided all necessary information to NHA, the issuance of the NOC is still delayed, which is a major concern for KPEZDMC.

The same issue applies to the Irrigation Department. KPEZDMC has repeatedly requested the Irrigation Department to issue an NOC for the construction of a culvert over the irrigation canal for access to the newly developed Mohmand Economic Zone. However, KPEZDMC has not received any response from the Irrigation Department to date.

Whenever KPEZDMC approaches WAPDA for power supply to their zones

<sup>22</sup> (KPEZDMC, December 2020)

and deposits the requisite amount against the issued demand notice, WAPDA often takes considerable time for procurement and installation of the required infrastructure.

Before the development of economic zones, acquiring environmental approval from the EPA is compulsory. However, the EPA takes a considerable amount of time to grant the NOC.

**Khyber Pakhtunkhwa Technical Education and Vocational Authority** is the sole provincial government organization responsible for imparting technical skills. It has a network of institutes for training in almost all districts of KP<sup>23</sup> (TEVTA, 2015). Unfortunately, it has failed to produce a workforce that meets the skills requirements of the industries. This is partly due to the absence of trained faculty and partly because TEVTA does not involve the private sector in syllabus preparation and other policy-level decisions.

Similarly, the Directorate of Industries extends to all districts of Khyber Pakhtunkhwa through its Assistant Directors and Industrial Development Officers. Ironically, these field formations are primarily concerned with price checking and lodging complaints in consumer courts. Promotion of SMEs is not their priority.

Although KP BOIT has arranged expos in Dubai, spending millions of rupees and signing numerous MOUs, it has failed to bring any meaningful investments to the province. Even the MOUs signed with the Chinese government in the context of CPEC have lost momentum.

### *Measures for Ease of Doing Business*

#### *Steps Taken By the Present Government for Ease of Doing Business:*

KP-BOIT, in collaboration with the Provincial Government, has mapped 170 regulations/RLCOs (Registrations, Licenses, Certificates, and Other Permits) across 33 different Departments/Attached Formations in the Province<sup>24</sup> (Industries C. a., 2021-22). As a result of the analysis of the mapping of the RLCOs, regulatory guillotine exercise, and coordination with concerned departments by KP-BOIT, the following reforms have been undertaken in the Province:

- Elimination of multiple inspections by building control authorities for low-risk (category-1) buildings
- Elimination of the requirement for an noc from epa for buildings of non-hazardous categories

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<sup>23</sup> (TEVTA, 2015)

<sup>24</sup> (Industries C. a., 2021-22)

- Waiver of the registration fee for the labour department
- Amendments in building by-laws to determine a specific timeline for approval of maps/layout plans and quick issuance of construction permits
- Environmental assessment rules 2021 notified with reduced timelines for noCs
- Amendments in the registration act, 1908, and rules for online repository and electronic verification of registered property
- Automation of the drug licensing process
- Elimination of the requirement for spittoons in factories
- Elimination of the requirement for whitewashing all surfaces in factories
- Risk-based inspections by the directorate of labour
- Fixed timelines for the registration of a factory from the date of application
- Introduction of an alternate dispute resolution mechanism
- Elimination of regulations for declaring smaller establishments as factories
- Enhancement of the validity period of licenses for auto workshops to 3 years
- Establishment of an online feedback system for businesses
- Online registration of firms by the directorate of industries
- Launching of an online building plan approval system
- Enactment of kp partnership (amendment) act 2021
- Introduction of an automated case management system for courts
- Khyber pakhtunkhwa resolution of commercial disputes bill 2022 (approved by the cabinet and under process of enactment)
- Khyber pakhtunkhwa apprenticeship act 2021 (approved by the cabinet and in process of enactment)
- In order to facilitate business operations in the province, khyber pakhtunkhwa business platform (aasan karobar portal) has been developed with the support of kp information technology board (kp-itb) and digitally connected with concerned provincial departments, including kp-boit, directorate of industries (registrar of firms and boiler), building map approval (lcb), kpezdmc, electric inspector, labour department, kp-ra, kp-ssi, kp-pepa, and excise & taxation department. The purpose is to provide a multi-digital business platform for the facilitation of the business community.
- Establishment of an ease of doing business cell in kp-boit to facilitate investors with various queries and provide maximum guidance and handholding.

### *Recent Incentive Schemes for SMEs*

Some significant initiatives for incentivizing SMEs have been undertaken in KP, which are summarized as follows:

- The ERKP project has awarded matching grants to eligible SMEs since 2012 from the MDTF-allocated fund of US \$25.6 million.
- The provincial government initiated the Insaaf Rozgar Scheme of PKR 1.1 billion for NMDs through BOK.
- A microfinance bill of PKR 1.1 billion is currently under process through SIDB.
- A concept paper for another scheme of US \$5.0 million has been approved from the Turkish government grant for SME development in NMDs.
- The erstwhile FATA Akhuwat Program of PKR 500 million is administered through SIDB.
- The Kamyab Jawan Program.
- The erstwhile FATA Revitalization Program of US \$15 million (UNDP-sponsored).
- The Small and Medium Enterprises Activity (SMEA) of US \$35 million (USAID).
- The RAAST Modernization Financing Scheme for SMEs aims to finance new local and imported machinery for new and existing industrial units, including generators up to 500 KVA. The financing tenure is up to 5 years with a 6-month grace period.
- The RAAST Working Capital Financing Scheme for small and low-to-medium enterprises.

### ***PESTLE Analysis***

#### ***Political Factors:***

The SMEs in Khyber Pakhtunkhwa benefit from a politically stable environment. Over the last nine years, a single political party has been in power, ensuring policy continuity. This stable political environment has led to many SME-friendly policies, legislations, regulations, and incentives, significantly contributing to the stability of the SME sector in Khyber Pakhtunkhwa.

#### ***Economic Factors:***

The past wave of terrorism in the province, the COVID-19 pandemic, and the recent floods have adversely affected the economic conditions of entrepreneurs in Khyber Pakhtunkhwa. The government is also not economically stable enough to compensate for the financial losses of SMEs.

#### ***Social Factors:***

Skills are often passed down from one generation to the next in a seamless manner, which is true for entrepreneurs in KP. However, joint family ownership of SMEs in KP sometimes leads to registration problems with the government and litigation during family business splits.

### *Technological Factors:*

A significant issue for the SME sector in KP is the inability to adopt the latest technologies. SMEs in KP still use outdated machinery for production, partly due to conservative attitudes and partly due to the high cost of modern technologies.

### *Legal Factors:*

Although the provincial government is making efforts to ease the regulatory regime for SMEs, some legal procedures, such as taxes and registration with numerous authorities, can discourage entrepreneurs.

### *Environmental Factors:*

SMEs face severe environmental issues, as they often operate in residential areas, causing pollution and nuisance. The Supreme Court of Pakistan has recently taken suo moto notice of this issue and formed a special commission to suggest ways to mitigate environmental hazards caused by SMEs, especially in residential areas.

### *Best Practices Around the World*

#### *Chinese Example:*

One of the core steps taken by the Chinese government to alleviate poverty was advancing local industries. The "**10 thousand Enterprises Assisting 10 thousand Villages**" project was highly successful in this regard<sup>25</sup> (Ganaie, 2018). Villages were selected based on field surveys by experts to assess their resources and potential. Public and private enterprises selected villages according to their production and business specialties and assisted them in tunnel farming, livestock, animal husbandry, food processing, e-commerce development, branding, packaging, and sales assistance. To date, 46,000 businesses have been paired with 33,600 poor villages. Additionally, China has a relaxed regulatory regime allowing individuals to register an enterprise with as little as one yuan for investment. Pakistan could adopt a similar strategy by involving public and private enterprises in investing in the poorest villages to eradicate poverty and improve living standards.

#### *Japanese Best Practices:*

Japan exemplifies how the education system determines the functioning of the economy, particularly in terms of human capital. Japan's economy is supported by a robust vocational education system, with vocational subjects introduced early in primary school. There are six types of upper secondary schools: (a) general, (b) agriculture and forestry, (c) technical, (d) commercial, (e) fishery, and (f) housekeeping for girls. An interesting feature is that

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<sup>25</sup> (Ganaie, 2018)

students from upper secondary schools spend part of their vacations in the field or factory, gaining practical experience in their subjects<sup>26</sup> (Ezekhel, 1953). In Pakistan, there is a critical need to overhaul the educational syllabus. The current education system produces a workforce that is not technically equipped to transform the industrial sector. Integrating vocational education into the primary syllabus and aligning it with the country's industrial needs is essential.

### *Issues of SMEs in Khyber Pakhtunkhwa*

The issues impeding the growth and operation of SMEs in KP are identified as follows:

- Access to formal credit services is a major constraint for SMEs in KP. SMEs with poor financial backgrounds are neglected by banks and financial institutions. Many SMEs are reluctant to borrow from banks and financial institutions due to high markup rates and cumbersome documentation processes.
- Frequent visits and inspections by government officials also discourage SMEs.
- Lack of coordination among various departments in resolving issues related to SMEs.
- The SME sector is unregistered and undocumented, thus not meeting the criteria for financial support or loans.
- Joint family ownerships often create problems in confirming ownership.
- Reliance on cash transactions instead of using business accounts.
- Absence of registered unions or associations at local, district, and provincial levels.
- Lack of insurance mechanisms for the SME sector.
- No sector- or cluster-wise SME mapping.
- Lack of innovation and continued use of outdated production techniques by SMEs in KP.
- Traditional and unskilled labor.
- No designated sites for SME clusters and cottage industries.
- SMEs operate in densely populated areas, causing environmental and social risks.
- No mitigation plan for environmental protection.
- Absence of independent electricity feeders for SMEs.
- High cost of land.

### *Conclusion*

In light of the above discussion, it is concluded that although the province of

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<sup>26</sup> (Ezekhel, 1953)



Khyber Pakhtunkhwa is rich in natural resources and talented inhabitants, the SME sector has not thrived to the desired level due to several factors, including the COVID-19 pandemic, the previous wave of terrorism, recent floods, and a lack of financial and logistical support from the government. Consequently, the economic development associated with a progressive SME sector has not been achieved.

### ***Recommendations***

#### ***Short Term Recommendations:***

- There should be more focus on facilitation at the policy level instead of focusing on regulations.
- The government should provide incentives to SMEs, such as reductions in electricity prices, transportation subsidies, etc.
- Establish incubation centers to foster innovation.
- Women business centers should be increased and extended to NMDS.
- The Government of KP should place more emphasis on public-private partnership (PPP) projects, especially in the road sector.
- The government should enhance the one-window operation to attract investment.
- Promotion of the China-Pakistan Economic Corridor (CPEC) is crucial. CPEC is significant for the economic growth of Pakistan as it connects Gwadar Port to Xinjiang. The completion of this project will enable Pakistan to access other countries for trade, such as the Central Asian Republics. Similarly, the KPEC project is underway, which will connect Peshawar and Torkham by motorway.
- Skill development is of utmost importance for industrial and economic growth. Khyber Pakhtunkhwa has a large youth population. TEVTA should involve the private industrial sector in policymaking, course development, and the training of instructors for skill development for the youth.

#### ***Medium term Recommendations:***

- KP's significant potential for power generation needs to be fully utilized. Due to its landscape, the province has a strong comparative advantage for hydel power generation. It has the potential to generate 27,000 MW of the 40,000 MW available in all of Pakistan. To address the power shortfall, more power generation stations need to be established through PPP.
- Access roads based on Punjab's 'one village, one road' model need to be constructed. The government should ensure that every village has a well-maintained road.
- KP has great potential for exports. The Government of KP should take export promotional measures by setting up Foreign Trade Facilitation Centers in selected countries such as China, Afghanistan, the six Central Asian Republics (Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan,

Uzbekistan, and Afghanistan), Turkey, the UK, etc. These centers will also act as investment facilitation centers.

- The government can assist investors in establishing logistics parks for the industrial sector by providing security management and reliability in logistics, including product movement facilities, material handling/loading/unloading, transportation warehouses, cold storage, container and freight stations, and silos for grain storage.
- Dry ports and border terminals with client-friendly facilities and state-of-the-art infrastructure significantly promote trade. Dry ports and border terminals, modeled after the Sialkot Dry Port Trust, should be established with facilities such as customs clearance, warehouses, loading/unloading, and transport facilities.

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# A Critical Analysis of Sports Facilities and Institutional Structure in KP: Impact and Way Forward

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**KJPP**

Mehmood, T. (2023). A critical analysis of sports facilities and institutional structure in KP: Impact and way forward. Khyber Journal of Public Policy, 2(1), Spring

**Article Info:**

Received: 5/01/2023

Revised: 04/02/2023

Accepted: 20/02/2023


Published: 31/03/2023

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## Abstract:

The current study is conducted for the critical analysis of sports facilities and institutional structure in KP. The government of KP is spending billions on developing international-standard sports infrastructure. The government allocated a substantial amount of Rs. 22,402 million for the development of the sports sector in the province, which is praiseworthy. Despite all the support from the government, many issues at the grassroots level need to be addressed. Justified distribution of sports funds for the construction of facilities is essential. The institutional setup of sports is also analyzed to ensure smooth coordination among various tiers and to improve the sports environment for the players. The research methodology is qualitative in nature, and secondary data is used to analyze the topic. The impact of sports facilities on the players and sports as a whole has been analyzed, and recommendations for the improvement of sports facilities and the institutional structure have been proposed. This research paper has been completed under the kind supervision and guidance of NIM faculty advisor, DS Mr. Muhammad Tayyab. His technical support and guidance in writing this paper are greatly appreciated.

## Key words:

Sports development, Physical activity benefits, Sports facilities, Stress relief, Social integration

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## *Introduction*

Life and sports go together, and both are essential. Human beings are naturally inclined toward games. Sports improve health and longevity (Hanson & Jones, 2015), develop character (Holt, 2016), refine behavior, and enhance overall body performance (Gill, Williams, & Reifsteck, 2017). Participation in sports and exercise helps in stress relief and keeps us alert in any situation. Sports activities have a significant impact on our social life, as they play a vital role in social integration. Players will only demonstrate their talent if proper sporting conditions are present; otherwise, they may hesitate to participate. A conducive environment is crucial for sports development. The provision of sports facilities, such as grounds, infrastructure, training, management, and coaching, is essential for promoting talent. A lack of these vital aspects makes it difficult to develop talent and compete internationally.

In this modern world of iPhones and computers, sports activities are more vital for development. Sports motivate us to stay active and fit, and they also impart essential values. There are many benefits to physical activities, including good health, pleasure, education, and an energetic mind.

In Khyber Pakhtunkhwa, the provincial government is placing importance on sports for the benefit of the youth. The government is allocating a significant budget to build new sports facilities and renew old ones. It aims to develop sports facilities according to national and international standards so that players can access better infrastructure for practice.

## *Problem Statement*

Sports activities are essential for the development and peaceful environment of human beings. The provincial government has embarked on an extensive strategy to reform the sports sector. Funds are being released for the development of sports facilities in KP, and the institutional structure is being strengthened. However, there are issues and gaps that need corrective measures to promote sports. Therefore, in this study, research is conducted to critically analyze the sports facilities and institutional structure in KP, the impact of these developments on sports, and the way forward.

### *Objective and research questions*

The following key questions are addressed in this research study:

- a. Are there enough sports facilities available for players in KP?
- b. Is the institutional structure for sports in KP effective enough for the promotion of sports?
- c. What are the shortcomings and issues in sports facilities and the institutional structure in Khyber Pakhtunkhwa, and what is the way forward?

### *Scope & Significance of the Study*

The scope of this study is limited to the critical analysis of sports facilities and the institutional structure of Khyber Pakhtunkhwa. The study aims to highlight the issues in these facilities and the institutional structure. The impact of these on sports and players in KP will be analyzed. After concluding, the study will recommend ways to improve sports facilities for the players in the province.

### *Literature Review*

According to the definition by the Council of European Sport Charter (2001), sports are “all forms of competitive physical activity which, through casual or organized participation, aim to maintain, use, or enhance physical ability and skills while providing entertainment to participants and also to spectators.” Thus, sports can be defined as any activity involving competition and organized under specific rules for the purposes of money, fame, prizes, entertainment, or enjoyment. In Khyber Pakhtunkhwa, sports are primarily managed by the sports department. The department, through its directorate, oversees all sports activities and plans appropriate facilities for the players in the province.

For the development of any sport, proper infrastructure—including the requisite sports gear, grounds, and other facilities—is vital. Without these facilities, it is quite challenging to continue sports activities. Players tend to avoid sports if proper facilities are not available. Sports such as cricket, football, athletics, and tennis require adequate infrastructural support. Sports infrastructure plays a crucial role in achieving success in sports. With proper infrastructure, we can not only develop athletes for national and international competitions but also motivate them to participate in sports (Allison, 2000). Another author researched that we can promote sports participation by providing appropriate facilities tailored to the needs of the activity (Chad et al., 2005). Similarly, another author argued

that sports facilities and infrastructure are essential for player participation. They also noted that poor sports infrastructure decreases participation in sports (Lime et al., 2004; Owen et al., 2004). Both recommended improving sports infrastructure in the country.

Funds are also very vital for the development of sports facilities. A writer argues that, like all businesses, sports also need funds to succeed. Without funds, no sports program can be conducted properly (Masterman, 2014).

Proper facilities are very important for sports. We cannot benefit from any sports program if it is conducted without proper facilities. Sports facilities are vital for conducting any program. Any sports or physical education event can only be successful if proper facilities are present (Babu and Kumar, 2013). As per Pate et al. (1997), it is not possible to achieve the requisite success from students who are trained with improper or substandard facilities. It is also pertinent to note that most students participating in physical education do not have modern infrastructure and equipment. According to the research of an author, facilities should be properly constructed with plans for future needs too. Mostly, we construct facilities in a short duration, making it difficult to expand them in the future. Moreover, sports facilities should be modern, well-equipped, and durable (Bucher and Krotee, 1998). In research by Arslan (2010) regarding recommendations for improving sports facilities in universities, he observed that universities have a limited number of sports facilities that also lack proper infrastructure, trained coaches, female facilities, and the required funds.

### *Research methodology*

The research is purely qualitative in nature. Secondary data has been collected and examined thoroughly. Secondary data includes a literature review, books from the library of NIM Peshawar, and online material.

### *Organization of the Paper*

The paper is organized into sections and subsections. The preliminaries of the research and the introduction are followed by three sections. In Section I, there is a situational and gap analysis of sports facilities in KP province. Section II focuses on the institutional analysis of the sports structure in the province. Section III studies the impact created by the sports facilities on the overall development of sports in the province. The three sections are followed by the conclusion and recommendations.

## *Situational & Gap Analysis*

### ***Critical Analysis of Sports Facilities***

The Government of KP is focused on the promotion of sports throughout the province, both on the development side and the promotion side. The overall system is categorized into three main categories: Category A, B, and C sports facilities. As per the notified criteria, Category A sports complexes have been built in all divisional headquarters of Khyber Pakhtunkhwa, containing almost all sports facilities, i.e., football, hockey turf, squash court, badminton court, cricket academy, swimming pool, table tennis arena, gym, tartan track, gymnastics, martial arts, lawn tennis, and boxing arena, etc. Category B sports facilities have been established in various districts of the province, containing football, volleyball, squash court, badminton hall, cricket, and table tennis, etc. Category C sports facilities have been established in various tehsils of the province, containing only two or three sports facilities. It concludes that regions contain Category A sports facilities, districts contain Category B sports facilities, and tehsils contain Category C sports facilities in the province.

The Department of Sports & Youth Affairs is committed to completing the essential ongoing schemes on time to enhance more productive activities and develop mutual relationships in sports and youth affairs on a regional basis among the people.

During FY 2021-22, the Department achieved a number of developmental targets, such as:

- Completion of athletic tracks at Kohat, D.I. Khan, and Bannu.
- Hockey turfs at Swat have been provided.
- Works & Implementation Directorate has been established for the execution of Sports & Youth Affairs infrastructure schemes.

During the current financial year 2022-23, Rs. 17,566.00 million has been allocated for the sector, out of which Rs. 14,298.00 million (ADP including Merged Areas) has been allocated for the ongoing and new schemes. Moreover, Rs. 3,268.00 million has been allocated under the Accelerated Implementation Programme (AIP) for the current financial year 2022-23.

The following major projects have been initiated in the financial year 2022-23:

Construction of:

- Cricket stadium at Kalam, District Swat
- Hockey turfs at Bajaur, Nowshera, and Abbottabad
- Sports complexes at Chitral, Abbottabad, Takhbai (Mardan), Timergara (Dir Lower), Tank, Lakki Marwat, and Karak
- Upgradation of Hayatabad Sports Complex (Development of Cricket Ground)
- Provision of missing facilities for existing sports grounds in District Swat.

There are two types of sports facilities in Khyber Pakhtunkhwa: outdoor sports facilities and indoor sports facilities. Outdoor sports facilities are for outdoor games, such as cricket, football, hockey, and basketball. Indoor facilities are for indoor games, such as table tennis, squash, and badminton. In Khyber Pakhtunkhwa, a variety of games are played. Players enjoy cricket, hockey, football, basketball, badminton, squash, tennis, and other games. Each game requires a different sports facility, and after the construction of the facility, management and maintenance are also needed, which require a budget and funds. It has been observed that the Khyber Pakhtunkhwa government is allocating substantial funds for sports facilities. Each year, ADP funds for sports facilities are significant. The government aims to make Khyber Pakhtunkhwa a center for sports and provide opportunities for players to compete nationally and internationally.

The priority of the Pakhtunkhwa government is to ensure sports facilities for the youth throughout the province, from Dera Ismail Khan to Chitral and even in the merged tribal areas. To improve the existing sports facilities in the province, funds have also been allocated. Proper steps have been taken to provide state-of-the-art facilities to players and train them to prepare for international competitions.

### *Situation Analysis*

#### ***1000 sports facilities project***

There are 336 playing facilities in KP, and the government has started a 1,000 playing facilities scheme. The purpose of this scheme is to have a sports facility in each union council of the province. There are 1,008 union councils in the province, so the project is named the 1,000 sports facilities project. Work on 217 schemes is underway and will be completed in 2024. Ten schemes have already been completed. The Prime Minister's five-year 1,000 sports facilities project is expected to cost Rs. 5,500 million and will



include cricket academies, volleyball courts, tennis courts, climbing walls for children, basketball courts, a badminton hall, a synthetic walking track, and a martial arts arena to promote sports.

#### ***Hockey Turf***

Khyber Pakhtunkhwa is the only province that has established 12 hockey AstroTurf's in various districts of the province to revive the past glory of hockey. It is indeed a great achievement, as it will help revive the national sport.

#### ***Cricket Stadiums***

A sports ground is under construction in Saidu Sharif, Swat, in addition to the cricket stadium in Kalam. It will bring international cricket activities to Khyber Pakhtunkhwa by providing a summer sports ground.

The construction work on the state-of-the-art Hayatabad Cricket Stadium and Arbab Niaz Cricket Stadium is underway, with a total cost of Rs. 994 million and Rs. 1.90 billion, respectively.

#### ***Newly Merged Districts***

For the development of sports in the newly merged districts of KP, Rs. 1.5 billion has been allocated. Many new projects have been started. The new development projects include grounds, indoor gymnasiums, and the upgradation of existing sports facilities. Development schemes amounting to Rs. 500 million were included in the ADP for North Waziristan. In Bajaur, the work on the sports complex has been completed, which includes indoor games and hockey stadium facilities as well.

#### ***Women's Sports Facilities***

More than 900 million rupees have been allocated by the provincial government for the establishment of separate sports gymnasiums for women in all seven divisions of the province. Gymnasiums are under construction in each divisional headquarters, equipped with suitable facilities for female players. Construction work has already started on all the facilities and is in the final stages. The multipurpose indoor gymnasiums will include facilities for indoor games such as martial arts, badminton, table tennis, volleyball, and gymnastics. This initiative will provide a platform for talented females to showcase their abilities on national and international levels.

#### ***Sports facilities for Disabled Players***

Khyber Pakhtunkhwa is the only province that has conducted 29 consecutive national events for various disabled communities in the districts of Abbottabad and Peshawar. An ADP scheme titled "Formulation and Implementation of Adaptive Sports Promotion Strategy ADP No. 1128/180557" has already been approved by the provincial government, with

various activities scheduled for both promotion and development. A ground specifically designed for disabled persons has been established by the provincial government at Mardan. Additionally, a technical team has been appointed by the department to conduct an accessibility audit of all sports facilities in the province. Based on this report, various developmental works will be carried out to ensure accessibility to disabled communities for all sports facilities in the province.

### ***Gap Analysis***

The provincial government has established several sports facilities, but these are not sufficient to meet the national training demand in various sports. An initiative is required to develop infrastructure in areas that would benefit the players. The provincial government is working under an integrated strategy to provide playgrounds and other allied facilities at the district, tehsil, and union council levels, with ongoing work on various projects for this purpose. Upon completion, these projects will help create a strong and healthy society by enabling the youth to utilize their capabilities in positive activities. While acknowledging the provincial government's commitment to developing sports facilities, there are some areas that need attention. These issues are highlighted below:

#### ***Slow utilization of funds***

The government spending is praiseworthy, but issues such as the slow utilization of funds and the proper management of facilities need to be addressed. The substantial funding provided by the government is not always fully spent. Sometimes the finance department fails to release the budget on time, and contractors may be slow, delaying the construction process. For example, the Arbab Niaz Stadium is cited in this regard. The government has planned to host PSL matches at the ground since last year, but the work is still ongoing. Despite all efforts, the process has not been expedited effectively to deliver results on time. Setting realistic timelines for the completion of this project is crucial to making the government's efforts more fruitful. Sports facilities are taking too long to complete, with contractors working at a slow pace. Funds are sometimes not released by the finance department on time, leading to delays or increased costs for materials, which affects the completion time.

#### ***Mismanagement of sports facilities***

Moreover, the management of sports facilities is also an issue. Most sports facilities are under the control of district sports officers, and staff is recruited to take care of and manage these facilities. However, it has been observed that the staff is often not present regularly at their positions and is assigned other duties. As a result, the sports facilities suffer, and repair work increases. The

management of the grounds is often lethargic, with little care for the facilities despite the government spending millions.

#### ***Misuse by the local community***

Local people often use these sports facilities for private purposes, which damages their proper usability. Marriage functions and political gatherings are frequently held on sports grounds, destroying the infrastructure. The local community's attitude is often very selfish; they treat these facilities as personal property and do not care about government property. The misuse of facilities for personal reasons spoils them, leading to increased demands for repair funds. This cycle of poor management and repair needs continues, with no visible improvement in many areas. Misuse by local people is also a significant cause of the waste of sports facilities.

#### ***Careless staff***

Sports, as we all know, are essential for the progress of any nation, but intention and effort should come from all quarters. Often, government plans and funds are not properly implemented. Even if the bureaucracy tries hard, local issues can arise and damage the facility. We have excellent examples of well-managed sports facilities, such as Qayyum Stadium in Peshawar and Hayatabad Sports Complex. Administrators have been appointed to oversee and properly manage these facilities, making them ideal and worth seeing. However, the situation is different for facilities in the districts. They are often not properly managed; staff is frequently absent and performs other functions instead of carrying out their assigned tasks, which deteriorates conditions for the players.

#### ***Lack of basic necessities at sports facilities***

One more issue observed is the lack of shaded areas, proper watering, and seating at many facilities. Many facilities are constructed without considering weather conditions, making it difficult for players to perform. In summer, most grounds lack shaded areas, causing players to feel faint from the heat of the sun. During the rainy season, there are no arrangements to keep the ground dry. Even a small amount of rain can ruin the game, forcing players to abandon the match. Covers for the cricket pitch and proper maintenance of hockey astroturf are examples of the lack of basic facilities for ground maintenance. No cooling or shaded areas are provided for players, and many grounds lack lighting arrangements.

#### ***Uneven distribution of funds***

Funds are not evenly distributed to all districts; far-flung districts are often ignored or receive fewer funds, preventing players in those areas from getting

the opportunity to compete due to a lack of practice. Grounds are allocated politically, which means they do not reach the grassroots level. In some areas, more grounds and facilities are developed, while in other areas, no facilities are available due to the uneven distribution of funds.

#### ***Repair work at sports facilities***

Facilities require continuous maintenance, but funding issues increase the expenditure. Funds are allocated for the development of facilities, but there are often insufficient funds available in the districts for small repairs. As a result, many facilities develop issues that make them unusable.

#### ***Facilities for girls***

There are fewer facilities for women in KP. While major cities have some facilities, other districts offer fewer opportunities for women in terms of available facilities.

#### ***Facilities for special youth***

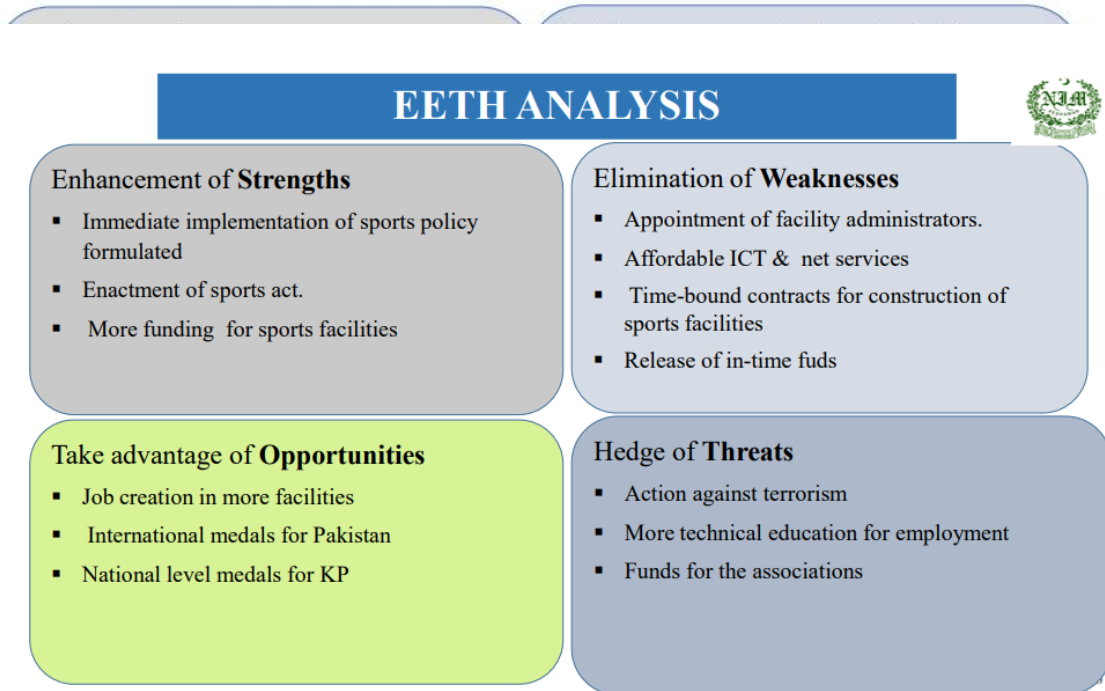
Special people are also an important part of our society, but there are fewer facilities available for them in the province. The government is trying to facilitate special people in big cities, and activities involving special players are supported. However, in far-flung districts, the situation is not very favorable for special players.

#### ***Coaching standards at facilities***

The development of facilities is essential, but to benefit from them, proper coaching and training of players are required. Each facility should have a coach or trainer so that players can learn the techniques of the game. Despite the significant investment in facilities, our players are not able to win medals at the international level. Athletes preparing for international events like the Olympics spend years with proper facilities and coaching to compete at higher levels and win medals. In Pakistan, and especially in KP, the coaching standards need improvement so that the impact of these sports facilities is reflected in winning medals for the country.

### ***Swot/Eeth Analysis of Sports Facilities***

## Swot Analysis



## *Institutional Structure of Sports in KP*

### *Institutional analysis*

The institutional framework/structure of sports in KP consists of government and non-government institutions, as well as other related departments. These departments include:

#### **i. Government departments**

- a. The Department of Sports & Youth Affairs
- b. The Department of Elementary & Secondary Education
- c. The Department of Higher Education, Archives, and Libraries
- d. The Department of Local Government, Elections & Rural Development
- e. District Governments

#### **ii. Other organizations**

- a. Khyber Pakhtunkhwa Olympic Association

- b. Sports associations
- c. Community sports organizations
- d. Private/business sector organizations

### ***Government Departments***

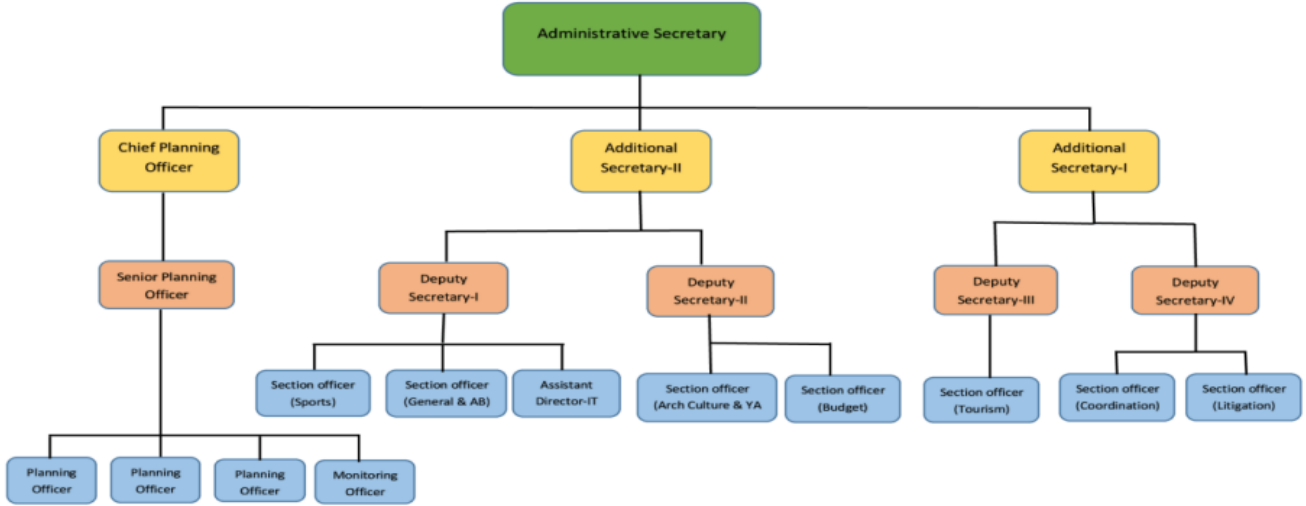
#### ***Sports & Youth Affairs department***

The Department has the following responsibilities through its Directorate General of Sports:

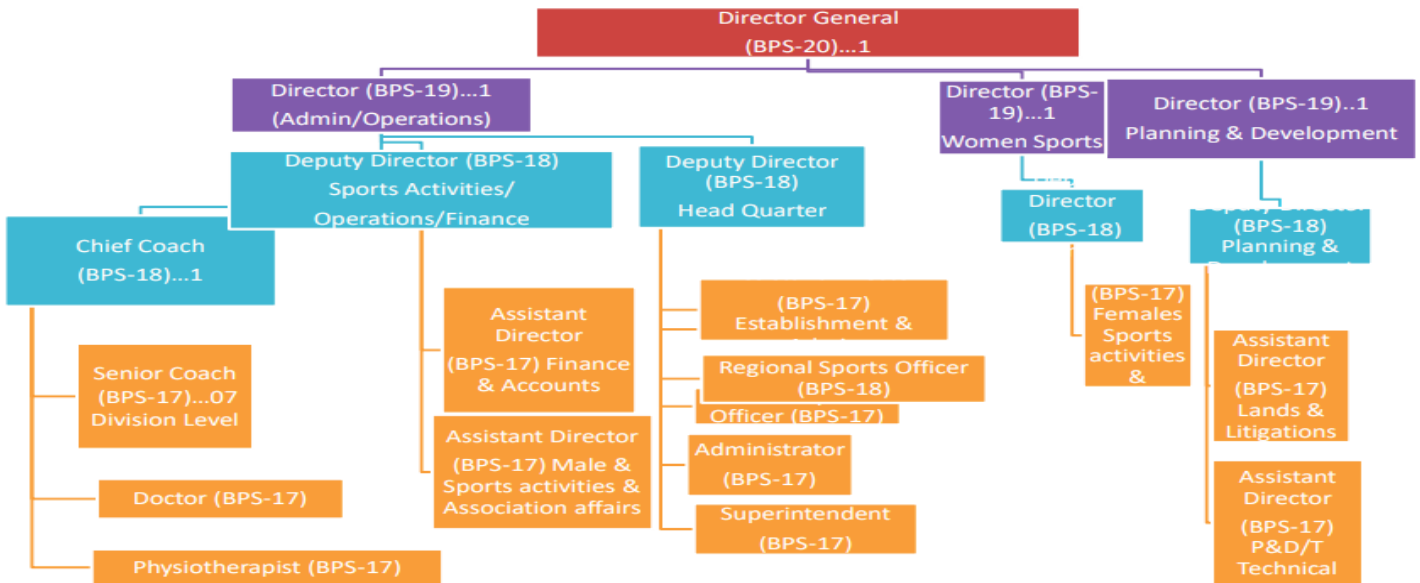
- i. To establish sports facilities at the provincial, district, and tehsil levels.
- ii. To encourage and facilitate players in sports by providing sports infrastructure and accessibility.
- iii. To formulate, monitor, and evaluate sports policies.
- iv. To facilitate the involvement of the private sector and encourage investors.
- v. To implement minimum standards for sports infrastructure established by the private/public sector, including coaches and training.
- vi. To identify provincial sports associations for each sport and clubs.
- vii. To keep and maintain records of all public and private sports facilities.
- viii. To develop partnerships with community sports organizations and the private sector to encourage the establishment and maintenance of facilities.
- ix. To encourage and facilitate the private sector in public-private partnerships for the improvement of sports facilities.
- x. To introduce a system of categorization for sports facilities and grounds according to infrastructure, standards of facilities, availability of coaches, and their experience.
- xi. To construct state-of-the-art facilities to provide easy access to disabled persons and senior citizens.

### Department of sports organogram

Organization/Hierarchical Structure of Sports, Tourism, Culture, Museums, Archaeology & Youth Affairs Department



### Directorate of Sports Organogram



### ***The Elementary & secondary Education/The higher Education department***

The Elementary & Secondary Education Department/Higher Education Department has the following sports facilities-related functions:

- a. To establish criteria for the usage of sports facilities in educational institutions.
- b. To give proper attention to the development of sports facilities according to the needs of students.
- c. To make it mandatory for all educational institutions to develop sports facilities.

### ***The department of local government***

The department is responsible for:

- a. Making it compulsory for all local government authorities to invest in sports facilities.
- b. Ensuring that the provision of proper sports facilities is mandatory for any new development society.

### ***District Government***

The role of the district government in the promotion of sports and the enhancement of playing facilities is very vital. It provides sports facilities in each area and develops plans for the progress of sports. It adopts the following procedures:

- a. It develops a sports council at the tehsil and union council levels, which is tasked with creating plans for the promotion of sports.
- b. It encourages village communities to convert barren land into playing fields.
- c. It provides funds for the development of existing sports facilities and the improvement of infrastructure.
- d. It encourages community groups in villages to assist in the control and management of playing facilities.
- e. It provides grounds according to the population at the regional level as well.

### ***Role of Other Organizations***



### ***Khyber Pakhtunkhwa Olympic Association***

It is the main body for the conduct of national and international sports. After proper consultation with the Directorate of Sports, it has the right to select players for various games. The International Olympic Committee and Commonwealth Games Federation sanction the games, after which the association has the right to include the selected teams.

### ***Provincial Sports Associations***

There is one sports association for each game at the provincial level. It administers the sports events by following the criteria issued by the DG Sports through the Sports Management Committee. For games approved by international federations, the sports association selects players for those games after receiving approval from the DG Sports.

### ***District Sports Associations***

Like the provincial associations at the provincial level, there are district sports associations at the district level for each sport. After approval from the DG Sports through the provincial sports committee, the district association has the right to select suitable players to participate in the games. District sports associations are independent bodies but receive grants from the government, similar to the provincial sports associations. After consulting with the district sports officer, they select players for various games.

### ***Community Sports Organizations***

There are community sports associations at the community level, analogous to the district and provincial associations.

### ***Private/Business Sector Organizations/Individuals***

The private sector plays a positive role in the development of sports facilities. The role of the government is primarily to regulate and facilitate. The private sector, which shows interest in sports, includes mobile companies, chambers of commerce, insurance companies, industries, etc. The role of private clubs is also praiseworthy in sports infrastructure development. All private sector sports clubs are affiliated with the provincial association.

## ***Impact of Sports Facilities and Institutional Structure***

### ***Impact of sports facilities on sports in KP***

The huge expenditure by the provincial government on sports facilities has created a positive effect on the overall sports environment of the province. The players, having better facilities and infrastructure, have proved their

worth by winning medals in competitions. The impact of sports facilities and institutional structure on KP sports is as follows:

***More Jobs for the youth***

More jobs are being created with more facilities. Every facility needs staff for maintenance, so more positions are created, which helps society as a whole by providing economic benefits as well.

***Away from bad activities***

Our youth stay away from bad activities through the provision of proper sports facilities. As sports facilities provide the opportunity for youth to spend their time in sports activities, they become engaged in positive activities and find no leisure time for negative activities, which positively impacts society as a whole.

***Reduction in terrorism***

Khyber Pakhtunkhwa has been the center of terrorism for years. These terrorist activities have shed negative effects on the minds of our youth. These sports facilities are an opportunity for our youth to forget the bad memory of terrorism and engage in positive activities. The youth by using these facilities positively and by taking part in games can become positive citizens. These sports facilities have reduced terrorism by providing the players an activity to concentrate upon so the youth find no time to become a target for terrorism propagators.

***Positive atmosphere of competition***

These sports facilities provide a positive atmosphere of competition, which is vital for the growth of a positive society. Sports induce positive competition. The players compete for success as a team, learning techniques for working together and supporting each other to achieve a goal. Thus, a positive society is emerging in Khyber Pakhtunkhwa, and an atmosphere of positive competition is visible in both the sports grounds and the society.

***More opportunities for girls***

In Khyber Pakhtunkhwa, traditionally there are fewer opportunities for girls. Society is very strict about the outdoor activities of girls. The sports facilities have provided a venue for girls to take part in games and showcase their talent. Sports activities for girls are held in these facilities, and they have full opportunities to participate. Even at the provincial tournament level, their boarding and lodging are also provided for. The KP government has a separate directress position in Qayyum Stadium to oversee sports matters for the girls of the province.

### *Conclusion*

Taking into account the overall sports facilities in KP and the institutional structure of sports, it can be concluded that there is no doubt about the positive intentions of the provincial government regarding the development of sports in the province. The facilities are a basic need for the promotion of sports, and the allocation of significant funding for the construction and repair of sports facilities shows the government's commitment to this cause. That said, it can also be concluded from the research that there are serious management and operational issues at the facilities that need proper care and attention. Improving the management of the sports facilities and the quality of infrastructure will bring positive results, allowing our players from KP to compete at national and international levels and win medals.

### *Recommendations*

1. More funds should be allocated by the government for the development of sports facilities in the province, especially in backward districts.
2. The repair work of existing sports facilities should be properly funded.
3. Infrastructure and necessary facilities should be provided at the existing sports facilities according to international standards.
4. Provision of sports facilities and proper allocation of space for these facilities should be made compulsory for initiating new ADP schemes for the construction of new educational institutions.
5. The management of sports facilities should be improved by appointing responsible staff and ensuring regular monitoring by higher authorities.
6. Special emphasis should be given to making schools and universities nurseries for sports growth and the nourishment of new talent.
7. To revive the sports goods industry in Khyber Pakhtunkhwa and establish new facilities, the private sector should be supported.
8. Coaches of the highest standards should be available at our sports facilities so that our players can compete nationally and internationally.

9. Support from the Chamber of Commerce should be enhanced to attract investment in the sports sector and the development of the sports industry.
10. All sports facilities should be made accessible to differently-abled players, and the requisite infrastructure should be provided to facilitate them.
11. Private training academies with internationally experienced coaching staff should be encouraged and supported to achieve quality in sports.
12. State-of-the-art, world-class sports facilities with high coaching standards should be established throughout Khyber Pakhtunkhwa so that our players can win medals internationally.
13. The Department of Sports should have a legal framework in the form of an Act of Assembly to regulate sports in the province.
14. The role of the sports department should be to facilitate and regulate, while the private sector should be encouraged to invest in sports.

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# Critical Evaluation of Current Education System in Context of Socioeconomic Development in Pakistan in the Light of Best Practices around the World: way forward

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## Citation:

Khan, U. (2023). *Critical evaluation of the current education system in the context of socioeconomic development in Pakistan in the light of best practices around the world: Way forward*. Khyber Journal of Public Policy, 2(1), Spring

## Article Info:

Received: 5/01/2023

Revised: 04/02/2023

Accepted: 20/02/2023


Published:31/03/2023

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## Abstract:

The evolution of Pakistan's education system dates back to the British Era, with influences from earlier Hindu and Muslim traditions. The system includes both public and private institutions, with significant disparities in quality and accessibility. British colonial education aimed to instill Western values and create a workforce for administrative functions, leading to a persistent divide between secular and religious education. Despite success in specialized fields like medicine and engineering, the system faces challenges such as a theoretical focus, commercialization, and inadequate infrastructure. Recommendations include hands-on skill development, uniform and compulsory education up to the intermediate level, addressing societal changes, integrating moral values, improving teacher education, and increasing investment in the education sector.

## Key words:

Education system, British Era, Secular education, Skill development, Educational inequality

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## ***Introduction***

The roots of the present education system in Pakistan can be traced back to the British Era and even earlier sources, including the Muslim rulers of India, and before that, the Hindu system of relations between a teacher and a student. However, the predominant elements are those of the British Era. The present system consists of educational institutions in both the public and private sectors. Some of the institutions are elitist with respect to the fee structure and teaching staff<sup>3</sup>.

The purpose of education during the British Era was to inculcate modern (Western) values in the target population. The rulers needed the requisite HR to run their institutions and governance system at the lowest levels. They were successful in this regard, but this laid the foundation of the problem we are facing at present. Secular and religious studies began to traverse divergent paths. This could have been addressed by bringing about harmony between the two, but the issue remained unaddressed and the rift continued to grow over time, becoming a persistent issue in our times.

## ***Problem Statement***

The current system of education in Pakistan evolved during the pre-partition British Era. There have been reforms over time, but recently there have been significant social and economic changes in Pakistani society which warrant corresponding changes in the education system. The purpose of this study is to evaluate the present system of education in the country with reference to these changes and in comparison, with the best practices in education in other parts of the world.

## ***Research methodology***

The research method used for this study was qualitative. Data was taken from books, magazines/periodicals, newspapers, and electronic sources, all of which are secondary sources. Thus, the study is archival in nature. Some of the analytical tools used were Institutional, PESTLE, and Gap analysis.

## ***Present System of Education in Pakistan***

### ***British Legacy***

After the creation of Pakistan, the structure of state institutions remained the same as it had been in the pre-partition British Era of United India. In some cases, even the personnel remained the same. For example, the Armed Forces

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<sup>3</sup> (Shallwani, 2014)



retained the British officers in all three branches – Army, Navy, and Air Force. Education was no exception to the rule. In many parts of the country, especially the Eastern Wing, the teachers were Hindus and Christians. The situation had to remain so for quite some time after the creation of Pakistan. It took a lot of time to bring about reforms and changes to the system. These changes were slow and gradual. In one way, these arrangements were useful in providing continuity and avoiding a collapse and breakdown, but on the other hand, the colonial legacy remained a stumbling block in the way of actual change and reforms. There were two types of institutions at the time of Independence: institutions in the public sector for the common people and some elite institutions for the gentry, and some of the same arrangements have been there till today.

### ***Reforms Over Time***

The need for reforms was felt since the creation of the country. The first Education Conference was held from November 27 to December 1, 1947, in Karachi. The Father of the Nation, Quaid-e-Azam, stressed the need for scientific and technical education in the country. He emphasized that the world was changing rapidly and the nation had to follow suit. As a result of the conference, several committees were formed to reform the system prevalent at that time. These committees included committees on adult literacy, primary and secondary education, and so on<sup>4</sup>.

During the Ayub Khan Era, an Education Commission was formed for policy recommendations. The Commission published its report in 1959. Several reforms were introduced in light of the recommendations of the Commission. These included compulsory education up to the age of ten, focusing on gender equality in education, the inclusion of religious education at the primary and secondary levels, and technical and research education at higher levels<sup>5</sup>.

National Education Policy 1970 was another important document which contained many of the recommendations of the 1959 Commission. The main areas of focus were postgraduate and higher education. Area study centers were established in the existing universities. Centers of Excellence were established in different universities. Universities were strengthened by the recruitment of new staff and an increase in the salaries of staff. However, the policy could not be implemented due to war with India and the separation of East Pakistan from the Federation<sup>6</sup>.

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<sup>4</sup> (Raza, 2010)

<sup>5</sup> (Nazir, 2020)

<sup>6</sup> (Mahmood, 1997)

In 1979, the Military Government of Zia introduced several reforms. The main stress was on religious studies, which were made compulsory up to degree classes. Pakistan Study was also made a compulsory subject up to degree classes. New universities and colleges were established in different parts of the country. During the 1990s, the same policies continued without any change.

An important change was witnessed during the time of Pervez Musharraf. Under the leadership of the well-known educationist Dr. Ataur Rahman, several reforms were introduced, including the establishment of the Higher Education Commission and the National Vocational & Technical Training Commission.

### ***Organization Under the Present System***

#### ***Legal and Policy Framework***

Article 25A of the 1973 Constitution of the Islamic Republic of Pakistan provides that, "the state shall provide free and compulsory education to all children of the age of five to sixteen years in such a manner as may be determined by law." Then, there is The Right to Free and Compulsory Education Act of 2012 of the National Assembly of Pakistan, which accepts the right of every child to education, irrespective of gender. Earlier, there was The Education Act of 1974, amended in 1992, prescribing compulsory education between the ages of 5-14 years and free secondary education for students in the age bracket of 10-18 years.

After the Eighteenth Constitutional Amendment to the Constitution of Pakistan in April 2010, education became a provincial subject. There is the National Ministry of Education and Manpower Training looking after the affairs of education in the Federal Capital Territory<sup>7</sup>.

#### ***Operational Level***

At the operational level, the apex bodies are the Provincial Departments of Primary & Elementary and Higher Education, headed by the Administrative Secretaries under the supervision of Ministers of Education, Elementary or Higher Education as the case may be.

Under the supervision of the Departments, there are Directorates of Education (Primary & Elementary, Higher, Technical) as the case may be. The Directorate is the enforcement hand of the Government at the Provincial, Regional/Divisional, and District levels with different attached and subordinate offices. At the grassroots level, there are educational

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<sup>7</sup> (schoolvisor, 2021)

institutions – Primary, Middle, High, and Higher schools, Degree colleges, and Universities as the case may be.

### ***Evaluation/Examination System***

The evaluation system for the purpose of certificates and degrees awarding are the Boards of Intermediate and Secondary Education and the Universities. There are several Boards within a Province or a Division. These are autonomous bodies supported by laws and rules. At present, there are some 32 Educational Boards in Pakistan<sup>8</sup>.

Examinations at Bachelor and higher levels are conducted by the Universities/Degree Awarding Institutions in the public and private sectors. There are 177 universities in both the public and private sectors in Pakistan<sup>9</sup>. The examination at Bachelor and Master levels is mostly written with a portion dedicated to oral examination called Viva Voce. The examination system in Pakistan is not consistent with the requirements of present times. The stress is on rote-learning rather than the capacity for understanding and analyzing. Every student is supposed to study biological or physical sciences at the Intermediate level. There is little scope for humanities and social and economic sciences. The latter are opted by students who don't get an opportunity to study the biological or physical sciences. The result is that there is a lack of talent in these latter branches of learning. In competitive exams, posts sometimes remain unfilled due to the non-availability of suitable candidates.

The paper is mostly of subjective components called questions, which means an essay has to be written as an answer to every question. This takes away the objectivity from the system of evaluation. One or two questions are based on an objective pattern which tests the real knowledge of the examinees. This portion has to be increased to test the real knowledge and make the system objective and scientific. In the current times, students have been awarded 1100 plus marks in papers of 1100 Marks! It seems as if those were the greatest geniuses ever born.

### ***Religious/Madaris/Seminaries***

These institutions are mostly non-profit organizations where children from poor backgrounds are sent for the purpose of religious education. These institutions have their own Boards and Exam-conducting institutions. There are estimated to be as many as 35,000 such institutions in Pakistan. The

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<sup>8</sup> (BISE Boards Intermediate and Secondary Education in Pakistan, 2022)

<sup>9</sup> (Corners, 2022)

Federal Ministry for Education & Manpower Training has established a Directorate General of Religious Education (DGRE) which has so far registered some 5,000 institutions since 2019<sup>10</sup>.

All the evils of our Education System can be observed in Religious Education, too. There is no stress on understanding and analytical thinking. The most favorite technique is learning by rote in which the teacher acts as a receptacle of knowledge from whom the students take their share. This is not a good system. The best system will be the one where the stress is on the capacity to think and reflect. This element of thinking and reflection is lacking in both the secular as well as the religious education systems in Pakistan.

Another downside of Madrassa education is that the student is subjected to harsh treatment by the teachers and senior colleagues. The younger ones are made to collect alms and meals for the inmates of the seminary. Thus, the begging student loses the sense of self-respect and human dignity.

However, in most cases, the problem is blown out of proportion by the West and the secular elements in Pakistan. These seminaries serve some useful purposes as well. The children of poor families, if not looked after in the religious seminaries, will be a far greater problem. Where will they go, and what will they be doing all the time if there are no seminaries? They may become a part of some other undesirable situation. Moreover, the students enrolled in Madaris are less than 1% of the total enrollment. They constitute 0.7% to 0.9% of the total enrollment in the country<sup>11</sup>.

### ***Current System in Terms of Skills/Learning Levels***

This section deals with the levels of learning or skill levels. These levels have been designed for various age brackets. Thanks to the understanding of psychology, this part of education remains identical in most systems of education in both the developed and developing world. Pre-schooling starts at the age of 3-4 years, and primary education starts at the age of 5-6 years.

#### ***Elementary/Basic Literacy***

Elementary education is imparted in primary schools in the public and private sectors. The age bracket for students is 5-12 years. This level of education is free and compulsory. Pakistan has 150,129 primary education

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<sup>10</sup> (Abbasi, 2021)

<sup>11</sup> (Andrabi, 2005)

facilities, of which 88% are in the public sector and 12% are in the private sector. Total enrollment is 18.751 million, and some 5 million children are out of school, of which 60% are girls and 40% are boys<sup>12</sup>.

### ***High and Higher Secondary***

This level of education is from class 6 to class 12. There are 48,300 middle schools in the country (class 6-8), 32,000 high schools, and some 6,000 inter-colleges. Total enrollment at the middle level is about 8.3 million, at the high school level it is 4.5 million, and at the secondary school level, it is 2.33 million for 2020-21<sup>13</sup>.

### ***Higher Education/Graduation and Post-Graduation***

After intermediate, there is a 4-year Bachelor of Science/ Arts program or a 2-year associate diploma. Bachelor programs are offered by degree colleges and universities.

### ***Research***

After Bachelor Programme a student may opt for MS/MPhil and then Ph.D. These programmes involve research and an MPhil Degree would require two to three years of studies. A Ph.D. would require another two to three years or more. There are some 174 Public and Private Sector Universities in Pakistan<sup>14</sup>.

## ***Current System of Education (Subject Matter)***

### ***General Education***

The most common type of education with respect to subject matter is general education. At the primary/elementary level, the student learns what may be termed as functional literacy, including reading, speaking, and writing. At the higher and higher secondary levels, most students opt for humanities and liberal arts, or in other words, languages and social sciences. Here, the choice is not optional but often compulsory. Such an education has its own values, like creating civic sense in students, but the problem is that there are very few job opportunities for graduates of such programs. They typically seek clerical or teaching jobs. This type of education can provide jobs for a minority of students only.

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<sup>12</sup> (Yousafzai F. , 2022)

<sup>13</sup> (Yousafzai A. , 2022)

<sup>14</sup> (Lane, 2022)

In the field of general education, individual subjects include social sciences, physical and numerical sciences, and so on. For example, a scholar may complete their bachelor's degree with chemistry as a major and pursue MS, MPhil, or Ph.D. in some branch of chemistry. However, only a limited number of students may be able to find jobs, as their qualifications are general and not applied.

### ***Specialized Education***

In Pakistan, specialized education starts after intermediate or twelve years of schooling. Fields of specialized education include medical, dental, engineering, agriculture, and other specialized fields. Specialized education programs last four to five years, after which a student earns a bachelor's degree in the respective specialization, such as medical or engineering. Specialized education in the country is somewhat better than other branches of education. The main fields of specialty are discussed in the following sections.

#### ***Health Sciences***

There are 122 medical colleges in Pakistan, with 48 in the public sector and 74 in the private sector<sup>15</sup>. After qualifying intermediate with biological sciences, a student gets admission to a medical college after passing the prescribed tests. The medical bachelor degree is called MBBS in Pakistan. After four years of education, there is an additional year of practical education in a teaching hospital, called a house job. After the basic course, MBBS, most doctors pursue further studies in specialized branches such as surgery, medicine, dermatology, and urology. In most medical colleges, there are also courses in dentistry, called BDS.

The condition of medical education is in somewhat better shape. However, the commercialization of medical education in particular, and education in general, makes it impossible for poor students to get education in medical colleges. Moreover, doctors graduating from these colleges often focus more on recouping their investment than on serving humanity, making treatment costly in the country. Besides medical education, there are institutions providing four-year study programs in allied health sciences such as pharmacy, nursing, and diagnostic sciences.

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<sup>15</sup> (Urooj, 2022)

### *Engineering Education*

Another important branch of specialized education is engineering. There is a four-year bachelor's program in various branches of engineering such as civil, mechanical, and electrical. There are 174 engineering universities/colleges in Pakistan<sup>16</sup>. Engineering education in Pakistan mostly covers the classic areas of study. Most institutions produce batches of civil, mechanical, and electrical engineers yearly, with little regard for job prospects. As a result, many engineers remain jobless in the country. Many students go abroad in search of jobs, often finding employment unrelated to their studies. There is a pressing need to update the curriculum and align it with current job market demands.

### *Technical Education and Management Sciences*

Technical education is another important area of education in Pakistan. Technical education may be classified based on the duration of the program. After matriculation, a student may enroll in a two-year program leading to a diploma.

Another branch of this education is management sciences and commerce education, which includes subjects like accounting, finance, and banking. Examinations for the four-year program are conducted by universities. This type of education is valuable in terms of job prospects and market demands.

### *Agriculture, Forestry, and Environmental Sciences*

Agriculture, forestry, and environmental sciences are important branches of education serving humanity. Agriculture strives to improve food security. Pakistan, being an agricultural country with a suitable climate and soil, has several prestigious universities offering four-year graduate programs after intermediate.

However, agriculture education in Pakistan is conservative and based on classical studies, with a lack of research and innovation. As a result, food security is not ensured, and a significant amount of wheat has to be imported due to below-optimal production.

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<sup>16</sup> (Lane, 2022)

### *Animal and Biological Sciences*

Like other specialized sciences, animal and biological sciences offer four-year graduate programs. Courses include Doctor of Veterinary and Animal Sciences and similar programs. Livestock is an important component of the agriculture sector, contributing more than 50% to agriculture.

### *Other Branches of Specialized Education*

Besides the mentioned branches, there are other specialized fields such as nuclear engineering, metallurgy, marine sciences, and more. Education in Pakistan faces several issues, including a lack of innovation and outdated curricula. Course revision must be a priority in every field of education to keep pace with changing times.

### *Special Education*

There are many physically challenged children in Pakistan. The government addresses their needs through schools for children who are blind, deaf, or have other debilitating conditions. In Punjab, there are 288 institutions for special children. In Sindh, there are 54 institutions for physically challenged children<sup>17</sup>. In Khyber Pakhtunkhwa, there are 18 institutions, and in Balochistan<sup>18</sup>, there are 11 institutions for physically handicapped children<sup>19</sup>. There are also schools for handicapped children in three major cities of AJK. These institutions are mostly in the public sector, but there are also private sector institutions.

### *Adult and Non-Formal Education in Pakistan*

Besides formal education, there are measures for adult education for those who missed schooling when they were young. Past projects include "Nai Roshni Schools" from the 1980s. Currently, the prison departments teach basic literacy skills to inmates so they may become useful citizens after serving their terms of punishment<sup>20</sup>.

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<sup>17</sup> (Tahirkheli, 2022)

<sup>18</sup> (Wonders, 2022)

<sup>19</sup> (Disabilities, 2020)

<sup>20</sup> This is based on personal observations of the author when he served as Inspector General Prisons G-B.



## ***Education in Other Parts of the World***

Education has been one of the most important objectives of all civilizations. It broadens the perspective of humanity and guides individuals toward better and enlightened lives. A study of ancient civilizations reveals that teachers have always been treated with respect and honor. In current times, the importance of education has further increased due to the complexities of modern life.

### ***Education System of the United Kingdom***

In the United Kingdom, education starts after the third birthday of a child. This is called preschool and extends to the age of five. This stage prepares students for primary school, which is divided into two stages. The first is from age 5-7 and is called Key Stage 1. The second phase starts at age 7/8 and goes to 11/12 years of age. This education is compulsory and is provided by the government or private sector. There may be community schools based on partnerships between local communities and the government<sup>21</sup>.

Secondary education is for students aged 11/12 to 15/16. On the basis of this education, students are awarded the General Certificate of Secondary Education (GCSE). Such education is provided by government schools or academies, which are privately funded schools. This education is followed by further education (FE). This two-year course is offered by universities and colleges. The next stage is higher education (HE), which includes postgraduate diplomas and doctorate degrees.

Medical and engineering<sup>22</sup> education are some branches of specialized education. This kind of education starts after secondary education/A Level. In medical education, two years are foundation studies, while the next three to four years are practical education in community-based hospitals<sup>23</sup>. The literacy rate in the United Kingdom is 99%<sup>24</sup>.

### ***Education System of the United States of America***

In America, the first formal stage of schooling is primary/elementary education for ages 5-12, followed by secondary schooling up to the age of 16/18. This education is compulsory and is provided by the federal

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<sup>21</sup> (database, Education System in the United Kingdom, 2022)

<sup>22</sup> (UCAS, 2022)

<sup>23</sup> (SI-UK, 2022)

<sup>24</sup> (UNA-UK, 2021)

government, especially for the poorer classes. This education may also be provided by the private sector or community-based schools.

After 12 years of schooling, students may opt for higher studies in engineering or other fields. This is a program of five or more years. There are some variations among the systems of different states. Higher education is acquired in universities or various disciplines of the university, such as schools of medicine<sup>25</sup>. The national literacy rate in the USA is 99%<sup>26</sup>.

### ***Education System of India***

India is our eastern neighbor and remained under British hegemony like Pakistan. Both countries have some identical problems, but India has more developed and mature institutions than Pakistan. They have a stable democratic system, which is a great advantage in their favor. Their education system, like ours, evolved during the British era. Presently, the education system of India is more or less similar to that of Pakistan. There is primary education, divided into two parts: lower primary for ages 6-10 and upper primary for ages 11-12. This is followed by high school for ages 13-15 and then secondary education for ages 16-18<sup>27</sup>.

Then, there is tertiary education, the first stage of which is the bachelor program, spanning 3-5 years with an option to exit. The second stage of higher education is research, culminating in a doctorate. Drastic changes were introduced through the National Education Policy 1920. The area that witnessed the greatest changes is the bachelor program, which now includes two years of applied/practical education. If a student opts to exit after this period, they will have some skills to utilize<sup>28</sup>. The national literacy rate in India is 72.23%<sup>29</sup>.

### ***Education System of Some Other Countries***

The system of education in Bangladesh comprises three stages. First is primary education, which has a duration of eight years. Then, there is higher and secondary education of two years each. Higher education is taught at colleges and universities. There are colleges for medical and engineering

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<sup>25</sup> (Council, 2018)

<sup>26</sup> (Review, 2022)

<sup>27</sup> (Bus, 2022)

<sup>28</sup> (ILO, 2022)

<sup>29</sup> (Review, 2022)

studies<sup>30</sup>, making the system quite similar to that of Pakistan. The national literacy rate in Bangladesh is 74.66%<sup>31</sup>.

In Sri Lanka, the first level of education is primary education for ages 6-11, followed by middle/junior secondary for ages 12-14, secondary/senior secondary for ages 15-16, and post-secondary/advanced level for ages 17-18. This is followed by two years of vocational diploma from technical colleges, leading to employment. At the tertiary education level, there is a Bachelor of Arts/Science program, which is a three-year course, followed by a master's program, which is a two-year program. A doctorate is the final stage in education, taking 2-3 years of study<sup>32</sup>. The literacy rate in Sri Lanka is 92.38%<sup>33</sup>.

### ***Comparison with Pakistan: Similarities and Dissimilarities***

A comparison of the systems reveals certain areas of similarities but also some differences. Every society prioritizes certain areas to be addressed first and foremost. Certain areas need constant improvement. Important areas are discussed in the following sub-sections.

#### ***Important Areas of Similarities***

Regarding levels of education, there are few differences between the system of Pakistan and those of the other countries studied above. Formal schooling starts at the age of five in most of the countries, including Pakistan. Similarly, the levels of education, such as primary, secondary, and tertiary/higher education, are nearly the same. The number of years required at every level is the same, with only slight differences between Pakistan and the countries under reference.

#### ***Important Areas of Dissimilarities***

There are certain areas of difference. In most of the systems discussed above, such as Sri Lanka, India, the UK, and the USA, there are 1-2 years of compulsory practical education before a student is awarded a bachelor's degree. This is not the case in Pakistan. Technical and practical components of education enable a student to earn a livelihood after leaving education. In

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<sup>30</sup> (database, Education System in Bangladesh, 2022)

<sup>31</sup> (Star, 2022)

<sup>32</sup> (database, Education System in Sri Lanka, 2022)

<sup>33</sup> (Macrotrends, 2022)

Pakistan, a student will require some skill, such as a diploma in computers or a certificate in teaching, to find a job. In other words, education in Pakistan is theoretical and generalized.

From the discussion above, it is clear that education in Pakistan is formal and generalized. There is a lack of professional and skill-based activities in the education system of Pakistan. As a result, we produce large batches of bachelor's and master's graduates every year without job skills. So, after sixteen years of education, a person will still require some skills to enable them to get a job in the public or private sector.

The mushroom growth of educational institutions in the private sector has led to a decline in the standard of education. Now there are degree holders, but real knowledge is lacking.

### ***Changing Situation in Pakistan***

There have been significant changes in Pakistan over time. The problems faced by today's society are not the same as they were twenty to thirty years ago. The changing scenario has its own problems and opportunities. In the past, agriculture used to be the main support of the country, employing a large portion of the workforce. But now, there are other competitors. A considerable portion of the labor force goes out of the country to seek jobs, and the foreign exchange they send back is the main support of many households, especially in rural areas.

There has been a significant increase in population, leading to new social and economic issues. The investment in the information sector of the economy, especially telecom, has produced a number of linkages, giving rise to new jobs and opportunities. However, problems have also increased, such as cyber crimes and street crimes like phone snatching. The enormous growth in population necessitates more educational institutions. However, institutions alone are not the solution. There needs to be an overhaul of textbooks and instructional materials.

### ***Social Issues***

There has been a rapid increase in population and a rush towards major cities, creating new social problems. The development of media, especially social media, has produced awareness in the large youthful population of the country. The divide between rich and poor has increased exponentially, creating a sense of deprivation among the poor. The hygienic and sanitary conditions in parts of the cities where the poor live are pathetic, creating dire health issues in those areas. This sense of deprivation has led to an increase

in crime rates. Purse and phone snatching is a common scene on the streets of major cities.

Another important issue is the radicalization of Pakistani society. Even educated people can be led by religious and political demagogues. So, one day you may witness a mob lynching someone over a pretext of religion or ideology. The killing of a Sri Lankan factory manager in a sports goods factory in Sialkot recently is a notorious case that speaks volumes about the harm done to society by this process of radicalization. Discrimination based on creed, caste, and even gender are other important issues. The literacy rate of the female population is lower in comparison to males. This discrimination is more significant in urban areas, where most of the population lives. According to UNESCO, the adult literacy rate in Pakistan is 59.13%, further bifurcated into 71.12% for males and 46.47% for females, showing a significant gap between genders<sup>34</sup>.

Other social issues include child beggary, corruption, poverty, smuggling, child labor, and drug abuse, to name a few.

### ***Economic Issues***

Economic issues in the country have worsened over the last several years. The first important issue is stagnation in the production sectors of the country. Neither agriculture nor manufacturing is showing any signs of improvement. From production mode, the economy has shifted to service mode, mainly consumption-led growth, with imports several times more than exports. During the financial year 2021-22, imports were worth \$80.02 billion, while exports were worth \$31.76 billion<sup>35</sup>.

The agriculture sector has been hit by climatic conditions over the last couple of years, including heat waves and recent monsoon floods. A shortage in agricultural produce is a more serious problem. It not only jeopardizes the food security of vulnerable classes but also exerts pressure on the meager foreign exchange reserves of the country because the required food items have to be imported, which is costly for the already struggling poor.

Frequent outages of electricity and gas are causing significant problems for manufacturing. Moreover, the high overhead charges make Pakistani products less competitive, hindering rapid export growth to keep pace with the increased rate of imports. Similarly, there have been changes in traditional

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<sup>34</sup> (countryeconomy.com, 2022)

<sup>35</sup> (PAKREVENUE, 2022)

sectors. The information technology sector has expanded tremendously over the last two decades, requiring different skill sets and approaches.

### ***Education in the Context of the Changing Scenario***

Given the social and economic problems, there must be reforms in the education system. The functional literacy approach will not be enough. New skills, commensurate with the requirements of modern times, must be included in the syllabus.

Similarly, a larger population must be provided with education. The old classroom and blackboard concept must change. Multimedia and audio/video visual aids must be used to convey lessons to a much larger audience.

Moreover, classical disciplines of sciences and arts will not fulfill our needs. There have been interdisciplinary approaches, like biotechnology, requiring different skills and approaches. Thus, we need to bring reforms into our education system to make it compatible with the needs of the time.

### ***Issues and Challenges***

Education in Pakistan faces some serious issues and challenges that need attention. Some of these are discussed as follows:

There are issues with enrollment at the primary level. As was pointed out earlier, there are some five million students who are not enrolled. It is said that 60% of them are female students and 40% are male students.

According to one estimate, the dropout rate in Pakistan is about 7% of the total enrollment<sup>36</sup>.

The commercialization of education has led to the stratification of education. There are different institutions and syllabi for common people and elite classes.

Gender-based discrimination in education is another major problem<sup>37</sup>. More female children are out of school than their male counterparts.

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<sup>36</sup> (Yousafzai F. , 2022)

<sup>37</sup> (Kamal, 2022)

Lack of spending on education is another problem in Pakistan. The main chunk of resources goes to debt servicing, operational expenses, and defense of the country, leaving little to be spent in social sectors like education.

The literacy rate is very poor. According to the Economic Survey of Pakistan 2022-23, the literacy rate is 63%. Perhaps, we are better off in comparison with Afghanistan only in this region.

Another issue in the Pakistani education system is waywardness and lack of direction. A student may go on earning degree after degree without any direction or destination. In most cases, the process abruptly comes to a halt after a person gets a job.

Infrastructure is poor and in need of repair. Institutions are established, and no heed is paid to their maintenance until they start crumbling down.

The system of evaluation is faulty. It encourages rote learning and cramming and discourages true learning.

## *Analysis*

### *Institutional Analysis*

It has been pointed out earlier that education is the constitutional right of every child in the country and that the government will provide for the same as per law. After the eighteenth constitutional amendment to the Constitution of Pakistan, education has become a provincial subject. The governments at the provincial level have established institutions responsible for policy guidelines, preparation and development of study material at various stages/levels of education, implementation through the operational arm of the government, and evaluation and feedback. Every chain in this elaborate structure has its own rules and values, some of which were discussed in detail in the preceding sections.

### *PESTLE Analysis*

#### *Political Aspects*

The political system in Pakistan is democratic to some extent, at least the institutions are there. There is political will to support the establishment and strengthening of educational institutions because politicians need to canvass for votes. Moreover, they wish to have some leverage in the shape of offering

some jobs, which necessitates the establishment and staffing of educational institutions.

### *Economic Aspects*

The economic health of the country is not very good, but there is pressure from different quarters to provide for education. Therefore, there are expected to be greater funds for education with the passage of time. Similarly, non-profit organizations and donors are also expected to contribute to education. So, on the economic front, there are some good prospects.

### *Social Aspects*

Our social values and norms have a positive outlook on education. Although there is a shift to materialism in current times, the importance of education cannot be denied. So, the social norms are also in favor of education. The use of unfair means in examinations and cramming are potential social threats, but there are positive aspects as well. The rapid urbanization and tremendous increase in population are likely to exert pressure on the present infrastructure, but the private sector is also investing in education, which is a positive social indicator in this regard.

### *Technological Aspects*

Technology has become a part of education. Online courses and the internet are supporting education in many ways. There may be use of teaching aids that technology has made available. So, this is likely to have a positive effect on education.

### *Legal Aspects*

There have been acts of parliament to provide for education in the country. The legislature is expected to take measures to ensure quality education for all in the country. Currently, education is a provincial subject, and provincial legislatures have passed certain laws in respect of education and related matters.

### *Environmental Aspects*

Pakistan is one of the countries most affected by climate change. The changing pattern of weather may have a negative effect on education. Schools had to be closed due to COVID-19. However, we may expect improvement in the



environment by sensitizing people about environmental issues through education.

### ***Gap Analysis***

The National Education Policy Framework 2018<sup>38</sup> prioritized four areas of focus:

1. Decreasing the number of Out Of School Children (OOSC)
2. Uniformity in Education Standards
3. Improving the Quality of Education
4. Enhancing Access to and Relevance of Skills Training

A glance over the system in all parts of the country reveals a significant gap between the policy objectives and the actual outcomes. A large number of school-age children are out of school. There is stratification of education in all parts of the country, with elitist institutions for the rich and government schools for common people. Similarly, the informal sector, like religious seminaries, has courses diametrically different from those in both public and private schools. In most cases, they work at cross purposes, defeating the objective of bringing about uniformity in the education system in the country.

Similarly, there is a great difference between the desired quality and the quality produced. Skills are also irrelevant to job markets and industry. So, there is a significant gap between policy and practice in the field of education in Pakistan.

To bridge the gap, we will require a lot of effort and many resources. The work must be started on a war footing. It must be approached with the same urgency as polio, COVID-19, or dengue. Only then can we expect some improvement.

(Ministry of Federal Education & Professional Training, 2018)

### ***Conclusion***

The issue of floods in Pakistan presents a complex and multi-faceted challenge that requires a comprehensive and proactive governance response. The impacts of floods are not only limited to immediate damages but also have long-term consequences on agriculture, livelihoods, and food security. The frequency and intensity of floods have been exacerbated by climate change, making it imperative for Pakistan to adopt adaptive measures and invest in early warning systems.

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<sup>38</sup> (Ministry of Federal Education & Professional Training, 2018)

Several challenges hinder effective flood management, of which the primary challenge is the lack of coordinated efforts among various stakeholders. The responsibility for disaster management is spread across multiple national and provincial authorities, leading to overlapping functions and potential gaps in response. There is a need for a joint effort involving all stakeholders, including the government, armed forces, civil departments, and local communities, to pool their resources and expertise to effectively mitigate the impact of floods.

Moreover, low literacy rates in flood-prone rural areas hinder the dissemination of early warnings through traditional media channels, including face-to-face interaction, although it's time-consuming. A mass awareness program utilizing various communication channels and technologies could significantly enhance preparedness and response.

The issue of constructing water reservoirs also poses a significant challenge due to political considerations and disagreements among different provinces. Resource mobilization and distribution during flood relief operations are other pressing challenges. The availability of relief goods is limited, and the infrastructure disruptions caused by floods can impede the transportation of aid to affected areas. Relying heavily on international aid is not a sustainable approach in the face of donor fatigue.

Developed countries have shifted their focus from flood control to flood resilience, emphasizing nature-based solutions, green infrastructure, and water conservation. Implementing sustainable urban drainage systems, nature-based solutions, and rainwater harvesting could help mitigate the impact of floods.

The challenges of floods in Pakistan demand a cohesive and forward-thinking governance response. Strengthening coordination among stakeholders, enhancing early warning systems, improving water management, and adopting nature-based solutions are essential steps towards effective flood mitigation and resilience. Addressing these challenges will not only reduce the immediate damages caused by floods but also contribute to long-term sustainability and better adaptation to a changing climate.

### *Recommendations*

1. Development of an early warning system that can disseminate information to all segments of the likely-to-be-affected population is the need of the day. There exists an elaborate system of an early warning system followed by NDMA and PDMA's, but to plug the gap of communication between the government and society, social mobilization is also required. If electronic and print media fail in spreading the word, face-to-face methods of sensitizing

about impending disaster can be managed, as exemplified by recent efforts of district administrations of Charsadda and Nowshera.

2. The early warning system will not suffice in mitigating the disaster but will help in relocating the vulnerable population and saving their precious lives. However, it is important to map out all vulnerable areas in Pakistan and start efforts to protect these areas through bio-engineering structures as well as relocating important and strategic installations to safe areas before the flood season.
3. To minimize damages to bridges and crops in watershed areas, all waterways and water channels need to be cleared from encroachments, whether permanent or temporary in nature. The flash floods cause maximum damage to these areas, and water is diverted to housing areas as the natural flow of flood water is perturbed. In this regard, a task force needs to be established by the provincial governments to clear encroachments and at the same time take measures to pursue the cases properly at judicial forums for removing hurdles in operations.
4. The Ministry of Climate Change and the Ministry of Foreign Affairs, through joint collaboration, may start a program for global awareness about the impact of global carbon emissions on Pakistan. Instead of doing it in a campaign mode, it must be a recurring process. Moreover, as the global aid regime is now focused on the European theatre and other areas of humanitarian assistance, a strong diplomatic outreach is required so that the scenario of Pakistan is showcased to the world.
5. In order to ensure food security and to ensure that the marketable and exportable agricultural products, i.e., the Cotton crop, are protected, it is important to take measures to save them. As Pakistan has GSP plus status, and in the absence of mitigating strategies, the GSP status might fail to produce the desired result. Floods of 2022 have damaged the cotton crop significantly. Moreover, to cater to the feeding requirements of the displaced population, it is imperative to adopt strategic stocking of essential food items. To protect the food baskets, it is recommended that zonal planning is carried out, restricting the developer mafia from converting agricultural lands into housing societies, and to implement the planning in such a way that all sectors of the economy are catered for.
6. The mapping of flood-prone areas needs to be supplemented by a workable and well-thought-out logistics plan. It can be done by establishing relief warehouses in safe locations in or in the vicinity of flood-prone areas so as to provide quick relief in times of flood, which otherwise becomes a longstanding logistics issue as rails, roads, and bridges are affected. Furthermore, as the local administration is the first responder in case of any

disaster, capacity building of the office of the deputy commissioner is also required by technological support in the form of gadgets.

7. The capacity of Rescue 1122 needs to be enhanced, and equipment must be provided to them according to the scale of the disaster. Rescue 1122 is accustomed to urban disasters, so it is imperative to increase their capacity to deal with mega disasters. This can be done through joint exercises with all stakeholders, including the Pakistan army and Pakistan Navy, so that a collaborative response can be made in case of disasters.
8. Urban flooding is frequent now and casts doubts over the existing status of municipal services; therefore, it is imperative to clear all sewerage lines from encroachments, and cleaning is required before every monsoon season. Moreover, keeping in view the collaborative prospects, it will be in the fitness of things if Rescue 1122, Municipal Administrations, and civil society collaborate and find solutions through collective wisdom, creating ownership. The city's infrastructure must be made keeping in view the possibility of urban flood, and hence provisions to be made for escape channels for floodwater. Local Governments, C&W, and nation-building departments have to collaborate for a sustainable solution.
9. In order to increase public participation, create a spirit of ownership, and boost social mobilization, it is recommended that the Civil Defense mechanism be made functional by the respective home departments of each province so that a workforce is available in times of disaster. The civil defense volunteers and workers must be compensated and trained well in modern techniques of disaster management.
10. The aid distribution must be on merit and devoid of any political mileage. Evidence-based distribution and maintaining a state-of-the-art monitoring and implementation mechanism are required to ensure this.

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# CRITICAL EVALUATION OF POLICE REFORMS IN KP IN COMAPRISON WITH THE BEST PRACTICES IN THE COUNTRY AND AROUND THE WORLD

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**Citation:**

Ullah, Z. (2023). *Critical evaluation of police reforms in KP in comparison with the best practices in the country and around the world*. Khyber Journal of Public Policy, 2(1), Spring

**Article Info:**

Received: 5/01/2023

Revised: 04/02/2023

Accepted: 20/02/2023


Published:31/03/2023

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**Abstract:**

The criminal justice system in Pakistan relies heavily on its three pillars: police, prisons, and judiciary. Since the enactment of the KP Police Act 2017, aimed at transforming the police into a professional and autonomous body, significant strides have been made. These include reforms in recruitment, training, and public accessibility, alongside the introduction of the Alternate Dispute Resolution Mechanism and ICT initiatives. However, challenges persist, such as weak investigation capabilities, difficulties in integrating ex-levies, and the need for an enhanced Counter Terrorism Department. Recommendations for improvement include ensuring full implementation of the KP Police Act, updating colonial-era police rules, developing forensic labs, and reinforcing investigation units. Enhancements in ICT, external accountability mechanisms, and legislative reforms are also vital. Addressing these areas is essential to achieving a more efficient and trustworthy police force, thereby strengthening Pakistan's overall criminal justice system.

**Key words:**

Police reforms, KP Police Act 2017, Criminal justice system, Law enforcement, Public service.

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## *Introduction*

The criminal justice system in Pakistan is built upon three foundational pillars: the police, prisons, and the judiciary. Each of these institutions plays a crucial role in maintaining law and order, ensuring justice, and safeguarding the rights of citizens. Among these, the police force stands as the primary institution responsible for preventing and detecting crime and upholding human rights. An effective and professional police force is essential not only for the internal stability of the nation but also for its economic growth and development. Achieving Goal #16 of the United Nations Sustainable Development Goals—“Peace, Justice, and Strong Institutions”—is closely tied to having a well-functioning and professional police force.

Historically, the police in Pakistan have operated under the Police Act of 1861, a law originally developed under the Irish Constabulary Model, which was used by colonial rulers as an instrument of oppression. This colonial legacy has left a lasting impact on the police force, with the need for comprehensive reforms becoming increasingly evident. Traditional approaches to police reform have often involved negotiations between political elites and police leadership, with minimal public consultation and limited parliamentary intervention.

Since Pakistan's independence in 1947, there have been numerous reports and recommendations aimed at reforming the police system, yet many of these have been poorly implemented. The Police Act of 1861 was eventually replaced by the Police Order 2002, which was later validated under the 17th and 18th Constitutional Amendments. More recently, the KP Police Act 2017 was introduced by the Pakistan Tehreek-e-Insaf (PTI) government with the objective of transforming the police into a depoliticized and autonomous public service.

While the KP Police Act 2017 represents a significant step forward, introducing several reforms to enhance the police's operational efficiency and public service capabilities, there remains substantial work to be done. Despite advancements such as improved recruitment processes, training, and public accessibility through initiatives like the Alternate Dispute Resolution Mechanism and various ICT advancements, the KP Police still face challenges. These include weaknesses in investigation processes, difficulties in integrating ex-levies, and the need for a more robust Counter Terrorism Department. Bringing the KP Police up to the standards of the best policing models globally will require continued reform efforts and strategic

enhancements.

### ***Problem Statement***

Since independence, approximately two dozen committees and commissions have been established to reform the police in Pakistan. However, due to weak political ownership and ineffective implementation, these reforms have largely remained aspirational. There is a limited understanding that without a commitment to democracy, transparency, accountability, and fundamental rights, police reforms will continue to be extensively discussed but minimally implemented. In the post-9/11 era, Khyber Pakhtunkhwa (KP) has faced significant challenges due to militancy, which has intensified the drive for police reform. The KP Police leadership, recognizing the need for reform, proposed several initiatives to the provincial government. For the first time in Pakistan's history, a provincial government demonstrated strong political will by enacting the KP Police Act 2017, increasing financial allocations, and supporting structural reforms.

This paper aims to explore key research questions, including the factors driving the reform process, the legal and structural framework of these reforms, significant changes within the KP Police, challenges encountered during the reform process, and recommendations for moving forward.

### ***Scope of Research***

This research focuses on the police reforms implemented in Khyber Pakhtunkhwa (KP), particularly those introduced under the KP Police Act 2017. It aims to evaluate the effectiveness of these reforms, examining their impact on the broader criminal justice system and identifying both successes and challenges in their implementation. The study seeks to provide a comprehensive understanding of how these reforms align with the overall criminal justice framework in Pakistan. By offering detailed insights into the legal, structural, and operational changes, the research will be valuable to policymakers, law enforcement officials, and scholars. Policymakers will benefit from a critical analysis of the reforms, guiding future legislative decisions, while prospective police officers will gain practical insights into navigating the evolving landscape of law enforcement in KP.

### ***Research methodology***

This research adopts a qualitative methodology to provide an in-depth

analysis of the police reforms in Khyber Pakhtunkhwa (KP), focusing specifically on the KP Police Act 2017. The study will utilize a range of secondary data sources to support its findings. This secondary data includes a comprehensive review of the KP Police Act 2017, as well as editorials, articles from leading newspapers, research papers, and working papers. In addition, the research will draw on relevant online resources to ensure a broad perspective on the topic. Data will be collected from various offices, including the Central Police Office in Peshawar and Lahore, to gain practical insights and supplementary information on the implementation and impact of the reforms. This methodological approach aims to provide a thorough and nuanced understanding of the police reforms, capturing both theoretical and practical dimensions of the subject.

### *Literature Review*

The review of literature for this research involved examining various articles and reports by prominent researchers, social scientists, and police officers concerning police reforms. These sources included publications in newspapers and magazines, as well as data collected from the KP Police and Punjab Police Headquarters.

The Law and Justice Commission report titled *\*Police Reforms: Way Forward\**, submitted to the Chief Justice of the Supreme Court of Pakistan, proposes several administrative and legislative measures. It advocates for a uniform police law across the four provinces, amendments to the Police Rules, and changes to the Qanoon-e-Shahadat Ordinance 1984, among other recommendations.

Dr. Shoaib Suddle, a former Inspector General of Police (IGP), explores the historical perspective of police reforms in the subcontinent and identifies key challenges in the reform process (Suddle, 2020). Mr. Syed Abbas Ahsan argues for the establishment of independent oversight bodies in the form of Public Safety Commissions (Ahsan, 2020). Ms. Maria Taimur emphasizes the importance of technology-based and gender-sensitive policing (Taimur, 2021). Mr. Ahmad Saeed Minhas and Mr. Akhtar Ali Shah provide a comparative analysis of different police laws across provinces, recommending enhancements to the investigation wing (Minhas & Shah, 2019). Mr. Kaleem Imam advocates for a proactive approach to combating crime and underscores the need for security of tenure for the IGP and other police officers (Imam, 2021). Lastly, Mr. Muhammad Ali Babakhel addresses the challenges faced by KP Police in the Newly Merged Districts (NMDs) (Babakhel, 2022).

## *Important Factors that Led to Police Reforms in Khyber*

### *Pakhtunkhwa*

#### *Political will*

Pakistan Tehreek-e-Insaaf (PTI) formed a coalition government in Khyber Pakhtunkhwa following the 2013 general elections. The campaign slogan for PTI was "Vote for Khan, Vote for Change," reflecting their promise to bring positive reform to the province. The people of Khyber Pakhtunkhwa supported PTI with the expectation of transformative changes. Under the leadership of Pervez Khattak, the government prioritized three key areas: police, education, and health. Significant efforts were made to implement concrete improvements in these departments (Babakhel, 2020). The police force underwent structural revamping, and resources were allocated to enhance its efficiency and effectiveness in maintaining law and order and addressing terrorism. A positive image of the police was cultivated through modern social media platforms such as Facebook and Twitter. PTI leaders, including Imran Khan, described the Khyber Pakhtunkhwa Police Force as a "model police" for the nation. Gradually, the public acknowledged and appreciated the improvements. The Khyber Pakhtunkhwa government enacted the Khyber Pakhtunkhwa Police Ordinance 2016, followed by the Khyber Pakhtunkhwa Police Act 2017, both of which marked significant milestones in enhancing the police force's performance in the province.

#### *Positive Role of Police Leadership*

The leadership of Khyber Pakhtunkhwa's police played a crucial role in reforming the province's police system. Nasir Khan Durrani, the then Inspector General of Police (IGP) for Khyber Pakhtunkhwa, spearheaded the reform process alongside Chief Minister Pervez Khattak. Durrani led with a proactive approach, providing the police force with much-needed motivation and direction. Under his leadership, the police force, previously plagued by terrorism in Khyber Pakhtunkhwa and erstwhile FATA, experienced significant changes. He dismissed over 400 officers who were involved in bribery, professional misconduct, or serious crimes. Durrani conducted regular crime meetings and held underperforming officers accountable, emphasizing the importance of timely solutions to the issues faced by the public at police stations. His efforts inspired KP Police officers to follow his example, contributing to the development of the KP Police as a model for the rest of the country.

### ***Counter Terrorism and Extremism***

Khyber Pakhtunkhwa was the front-line province in the war on terror, bearing the brunt of terrorist attacks and their nefarious designs. As the main pillar of the state responsible for maintaining law and order, the police force became a primary target for terrorist organizations aiming to weaken it. The police were instrumental in the struggle between success and failure in the war on terror. Daily attacks, including bombings, ransom cases, and suicide bombings, were common in Khyber Pakhtunkhwa. The KP Police made immense sacrifices to combat terrorism, often at great personal risk. Officers, from the Inspector General of Police (IGP) to constables, laid down their lives to protect their homeland. In response to the escalating threats, both the police leadership and the provincial government decided to revamp the police structure in Khyber Pakhtunkhwa to more effectively address the terrorism menace (Babakhel, 2022).

### ***Judiciary***

The judiciary has been a key supporter of police reforms, passing judgments and issuing directions to both federal and provincial governments on related matters. In the landmark judgment of Criminal Original Petition No. 89/2011, concerning Contempt Proceedings against the Chief Secretary of Sindh, the Supreme Court of Pakistan declared all out-of-turn promotions within police organizations across the country as illegal, unlawful, unconstitutional, and un-Islamic. As a result, thousands of officers were either repatriated to their parent departments or demoted to their original ranks. The court also halted the practices of cronyism and rewarding favored officers by influential figures within the police department. In September 2018, following directives from the Supreme Court, the Ministry of Law and Justice formulated a comprehensive report on police reforms. This report outlines a path forward for implementing meaningful reforms in Pakistan's police system.

### ***Media***

The media has played a proactive role in advocating for police reforms, especially when issues of human rights violations, police brutality, and interference in police work arise. For instance, media coverage of the rape and murder of 8-year-old Zainab in Kasur, Punjab, led to amendments in rape laws and the drafting of new Standard Operating Procedures (SOPs) by the police to handle such cases more effectively. Similarly, the gang rape of a woman on the motorway in Lahore garnered significant public attention and protests after being highlighted by the media.

### ***Public Pressure***

Public opinion and reaction are powerful tools that have pressured police officers and governments to implement meaningful changes. In Khyber Pakhtunkhwa, the case of Aamir Tehkali serves as a notable example. After a video showing the torture of Aamir Tehkali, an Afghan national, by a Station House Officer (SHO) went viral, widespread protests erupted in Peshawar. This public outcry led to the installation of CCTV cameras in police lockups and SHO offices to prevent custodial torture. More recently, large-scale public protests against militancy in Swat and surrounding districts compelled the police and intelligence agencies to redirect resources and address the terrorism in the region.

## ***The Legal and Structural Framework and Major Reforms in Khyber Pakhtunkhwa Police***

### ***Legal Framework***

#### ***Khyber Pakhtunkhwa Police Act, 2017 (Substantive Law)***

The successful implementation of initial reform measures motivated the PTI-led provincial government to enact the KP Police Ordinance 2016, which was followed by the KP Police Act, 2017. This law was enacted with the goal of making the police service apolitical, operationally autonomous, and accountable to civilian oversight. It is notable for granting the Inspector General of Police (IGP) complete operational autonomy. The Khyber Pakhtunkhwa Police Act is a comprehensive document, consisting of 14 chapters divided into a total of 144 sections. The Act provides a framework for the police's operational efficiency, public service, swift response, and accountability, establishing internal accountability mechanisms that had previously been either dysfunctional or selectively applied (Taimur, 2021).

### ***Rules***

The KP Police adheres to the Police Rules of 1934 and the Rules of Business 1985 for interactions with provincial and federal governments. Additionally, the KP Police Efficiency & Discipline Rules of 1975 govern disciplinary proceedings against provincial police officers up to the rank of DSPs.

### ***Regulations***

Regulations for police functions are issued by the IGP and include Standing Orders, Operational Guidelines, and Policy Guidelines.

## ***Structural Framework***

### ***Territorial Units***

The KP Police is organized into 7 regions and 33 districts to maintain law and order.

### ***Functional Units***

The KP Police includes several functional units: Elite Force, Special Branch, Counter Terrorism Department (CTD), Frontier Reserve Police (FRP), and Traffic Police.

### ***Dispute Resolution Councils (DRCs)***

In 2014, the KP Police introduced Dispute Resolution Councils (DRCs) to formalize local involvement in maintaining law and order. These councils are an alternative dispute resolution system involving victims, offenders, and local community elders to resolve disputes amicably (Warraich, 2021). Thirty-five DRCs have been established across KP, providing an effective alternative dispute resolution mechanism. Over the past four years, DRCs have resolved 19,107 cases in KP (Babakhel, 2020).

### ***Annual Police Plan***

Chapter 4, Section 17(6) of the KP Police Act, 2017, requires the provincial police officer to draft an annual policing plan. Additionally, Chapter 4, Section 22(2) assigns responsibility for this plan to the district police officer (DPO), ensuring alignment with the provincial plan (Babakhel, 2020). The policing plan outlines priorities and strategies at both the provincial and district levels for crime control.

### ***Public Safety Commissions***

Chapter 5 of the Police Act 2017 establishes Public Safety Commissions to oversee police activities. These commissions act as a bridge between the police and the public, with well-defined criteria for member selection (Government, 2017).

### ***Improving the Quality of Investigation***

Prior to the 2017 Act, the quality of police investigations lacked professional attention and adequate resources. Chapter 4, Section 26(8) of the Act mandates that the SP Investigation report to the concerned DPO, whereas previously the SP Investigation reported only to the AIG Investigations (Babakhel, 2020).

### ***Implementation Commissioner***

The KP Police Act, 2017, introduced a legal framework for overseeing implementation with the creation of the office of an 'Implementation Commissioner' under Section 143 (Government, 2017).

### ***Public Liaison Councils***

The Police Act 2017 facilitates public-police coordination through Public Liaison Councils, as outlined in Chapter 5, Section 47. These councils, comprising 70% members from village councils and 30% from local notables, assist the police in crime prevention, public order maintenance, and reporting hate speech (Babakhel, 2020; Government, 2017).

### ***Police Policy Board***

A Police Policy Board, consisting of senior police officers, meets quarterly to address major policy issues and challenges faced by various police formations.

### ***Policy and Operational Guidelines***

Policy Guidelines (PGs) and Operational Guidelines (OGs) provide directives for police activities, including history sheet preparation, safety procedures during raids, and responses to terrorist attacks.

### ***Police Training Schools***

Eight specialized training schools, such as the School of Intelligence in Abbottabad and the School of Explosives Handling in Nowshera, have been established to enhance the operational capacity of the KP Police.

### ***Recruitment and Promotion Exams***

To ensure transparency and merit, recruitment for constable ranks is conducted by accredited testing agencies like ETEA. Promotion exams for junior police officers are also administered by ETEA.

### ***Posting of SHOs***

A transparent mechanism for posting Station House Officers (SHOs) involves a pool of reputable officers maintained at the RPO Office, with selection done by a panel including the RPO, DPO, and SP Investigation. The tenure for SHOs is fixed at one year.

### ***DDO Powers to SHOs and OIIs***

All SHOs and Officers In-Charge Investigations (OIIs) in KP Police have the powers of Drawing and Disbursing Officers, allowing them greater budgetary autonomy and operational efficiency.



### ***Police Assistance Lines (PAL)***

Police Assistance Lines across KP offer 13 different services to the public, such as issuing Police Character Certificates, tenant registration, and lost item entry.

### ***Information and Communication Technology (ICT) Initiatives***

The KP Police has developed Criminal Record Verification System (CRVS) and Vehicle Verification System (VVS) software, which field officers use on tablets to identify criminal records and stolen vehicles. These tools have led to the arrest of 3,567 criminals and 234 stolen vehicles (Government, 2022).

### ***Internal Accountability***

A robust Internal Accountability Wing, headed by a DIG, has been established, resulting in over 7,000 police officers receiving minor and major punishments (Government, 2022).

### ***Merger and Training of Ex-Levies and Khasadars***

Following the 25th Constitutional Amendment, over 26,000 ex-levies and Khasadars were integrated into KP Police. Over 23,000 have been trained in collaboration with the Pakistan Army, with the remainder expected to complete training by March 2023 (Government, 2022).

## ***Comparative Analysis***

### ***London Metropolitan Police Model***

The modern police force in England was established by the Metropolitan Police Act of 1829. The key features of English policing are:

1. The police force in England is preventive in nature, with a primary aim of prominent patrolling by officers in uniform.
2. The command and control style is based on a centralized and quasi-military organizational structure.
3. The police force in England is professional, impersonal, and patient.
4. The authority of the English constable is derived from three official sources: the Crown, the law, and the approval and cooperation of the citizenry.
5. The Secretary of State does not have explicit or implicit authority to direct or oversee police operations.

For the past 193 years, policing in Britain has adhered to these principles. The Metropolitan Police Act of 1829 ensures the independence of the chief

constable, who is insulated from political maneuvering and influence concerning individual case decisions. Additionally, the London Police have specialized investigation units for homicides, robberies, terrorism, etc., and all police officers are recruited at the constable level.

### ***Punjab Police***

The Punjab Police force is the primary governmental organization responsible for maintaining law and order in the Punjab province. Operating under the leadership of the Inspector General of Police, it manages and addresses all criminal cases and functions under the Police Order of 2002. Established on March 22, 1861, the Punjab Police is the oldest police force in Pakistan and also the largest, with over 220,000 employees (Babakhel, 2020). It has jurisdiction over an area of 205,344 km<sup>2</sup>, with its headquarters located in Lahore, Punjab.

### ***Comparative Analysis of Punjab Police and Khyber Pakhtunkhwa Police***

S #	Item	Punjab Police	KP Police
1.	Police Law	Police Order 2002 is in place. The IG does not enjoy complete operational autonomy. Posting of senior field officers is decided in consultation with the CM.	Police Act, 2017 is in force. The IGP enjoys full operational autonomy in the transfer and posting of field officers.
2.	Financial Autonomy	The IGP receives a one-line budget from the Finance Department and utilizes it according to requirements.	The IGP receives a PS-wise budget from the Finance Department and must frequently seek grants and reappropriations through the Home Department.

3.	Investigation	Specialized units, such as the Homicide Unit, are established. There is a higher conviction rate (9%) in major crimes in 2021. (Government, 2022)	No functional specialization. The investigation branch is weak with a low conviction rate (5%) for major crimes in 2021. (Government, 2022)
4.	CTD	Well-established CTD with regional headquarters and specialized personnel (corporals). Strength of 5,900, 14 PSP officers, and a Rs. 200 million secret budget. (Government, 2022)	CTD has facilities in only two regions and lacks specialized workforce. Strength of 3,200, one PSP officer, and a Rs. 5 million secret budget. (Government, 2022)
5.	FSL	The Punjab government has established a state-of-the-art independent FSL lab (PFSA), which aids in crime investigation.	No well-equipped FSL.
6.	Specialized Police Training Schools	Punjab has 3 basic recruit training schools and one specialized elite school.	KP has 4 basic recruit training schools and 8 specialized schools.

7.	Information and Communication Technology	Punjab Police, in collaboration with PITB, has developed HRMS and PSFMS. Additionally, they have computerized FIRs. The Safe City Project in Lahore is another successful IT initiative.	Work on HRMS and PSFMS is in progress. There is no computerized FIR system. The Peshawar Safe City Project has not yet started.
8.	Alternate Dispute Resolution Mechanism	No such system in place.	Thirty-five Dispute Resolution Councils (DRCs) have been established across KP, assisting the public with civil nature cases.
9.	Recruitment	Recruitment of constables is conducted by Punjab Police officers and ASIs are selected by the Public Service Commission.	Recruitment of constables is done through an accredited testing agency (ETEA) and ASIs are selected through the Public Service Commission.

## *Issues and Challenges*

### ***FATA Merger***

Following the 25th Constitutional Amendment, the former Federally Administered Tribal Areas (FATA) were merged into Khyber Pakhtunkhwa (KP). FATA had a distinct governance structure, different from the rest of the country, where the Political Agent served as the police chief, judge, and administrator. With the merger, the jurisdiction of the police extended to FATA, and more than 26,000 ex-levies and khasadars were absorbed into KP Police. The levies and khasadars are mostly illiterate, untrained, and poorly equipped. More than 23,000 of them have been trained with the help of the Pakistan Army (Government, 2022). Infrastructure development, training, and the supply of arms and ammunition to the police in the newly merged districts (NMDs) are underway. The resurgence of the Tehrik-i-Taliban Pakistan (TTP) and militancy, post-U.S. withdrawal, along with maintaining law and order in the NMDs, remains a major challenge for KP Police.

### ***Resurgence of Militancy and Role of CTD***

The number of terrorism incidents in KP has increased by more than 50% this year compared to last year. So far in 2022, over 75 police officers have lost their lives in militant attacks, and 123 have been seriously injured (Government, 2022). The total number of terrorist incidents this year exceeds 500 (Government, 2022). The TTP and IS-K are the primary terrorist groups responsible for these attacks. The situation has worsened since the U.S. withdrawal from Afghanistan and the release of many terrorists from Afghan prisons. The southern districts of KP are experiencing a significant increase in terrorist attacks. While the Counter Terrorism Department (CTD) has made some progress, much work remains. The CTD in Punjab is well-established with resources and infrastructure at the regional and district levels, and its intelligence gathering and monitoring mechanisms are highly professional. In contrast, the CTD in KP lags behind Punjab's CTD in all aspects.

### ***Weak Investigation Wing and Low Conviction Rate***

Historically, the investigation wing of KP Police has been weak. Although KP Police has remained operationally effective, the investigation branch is under-resourced, leading to poor investigations and low conviction rates. The conviction rate for major crimes is only 4% (Government, 2022), compared to Punjab's 11% and the U.S.'s 17%.

### ***Forensic Science Laboratory***

KP lacks a state-of-the-art Forensic Science Laboratory (FSL). The existing FSL in KP Police is under-resourced in terms of both human resources and finances. This inadequacy results in early bails and a low conviction rate. In cases of sex crimes, KP Police often rely on Punjab's FSL, which is both time-consuming and expensive.

### ***External Oversight and Public Safety Commissions***

KP Police frequently faces scrutiny regarding issues such as custodial torture or high-handedness. The case concerning the scrutiny committee for selecting members of the Provincial Public Safety Commission is currently sub judice in the Peshawar High Court, rendering the PSCs non-functional. Additionally, the position of the implementation commissioner has been vacant for four years.

### ***Equipment and Barracks; Budget Issues***

In KP Police, there are barracks for only 21,000 police personnel, with the remainder living in rented accommodations (Government, 2022). The provincial government is facing a financial crunch, having released only 2 billion rupees against a demand of 19 billion for FY 2021-22 (Government, 2022).

### ***Financial Autonomy; Attached Department***

The police remain an attached department of the Home Department. Although the Police Act has granted the IGP the status of an ex-officio secretary, he lacks financial autonomy. Summaries for the Chief Minister must go through the Home Department.

### ***Shortage of PSP Officers; Salary Package and Hard Area Declaration***

There is a shortage of PSP officers in KP Police, impacting overall administration and performance. There are only 65 PSP officers in KP from BS-17 to BS-21, against a sanctioned strength of 164 (Government, 2022). KP has not been declared a hard area by the Federal Government, and the salary package is considerably lower compared to that of Punjab Police.

### ***ICT Initiatives***

ICT initiatives facilitate informed decision-making and enhance transparency

in transactions. KP Police should focus more on ICT and seek assistance from the KP IT Board or PITB. Safe City Projects could improve law and order in the province.

### ***HRMS and Police Station Record Management System***

The Human Resource Management System (HRMS), Case File Management System, and Police Station Record Management System are not yet in place. This lack of systems leads to inefficient use of human resources and weak investigations, which ultimately results in acquittals and a low conviction rate.

### ***Conclusion***

Khyber Pakhtunkhwa (KP) Police has a storied history of sacrifice and valor, evolving significantly since the country's independence in 1947. The KP Police Act of 2017 represents a modern approach to policing and a positive step forward. It has granted the much-needed operational autonomy to the police, reducing political interference. Additionally, KP Police has implemented quality reforms in workforce recruitment, training, promotions, and the transfer and posting of officers. The introduction of the Alternate Dispute Resolution Mechanism, through Dispute Resolution Councils (DRCs), has been widely praised across the country. Public access to police services has been simplified with the establishment of Police Assistance Lines (PAL) centers and ICT initiatives. The internal accountability mechanisms are also robust. These reforms have significantly improved the image of KP Police as a service-oriented and approachable force.

However, there is still room for improvement. The investigation branch remains a weak link and requires strengthening. The challenge of integrating and training ex-levies and khasadars from the former FATA region continues. The resurgence of militancy underscores the need for a revamp of the Counter Terrorism Department (CTD). Furthermore, Public Safety Commissions need to be made functional to ensure effective external oversight by the public.

### ***Recommendations***

To enhance policing in Khyber Pakhtunkhwa (KP) and across Pakistan, the following recommendations are proposed:

1. Implementation of Police Act: The KP Police Act 2017 is a progressive law, yet its full potential has not been realized due to the vacant position of

Implementation Commissioner for four years. This position should be filled promptly, and both the Police leadership and political executives must adhere to all provisions of the Act.

2. **Police Rules 1934:** Currently, KP Police follows the outdated Police Rules of 1934, which are based on the colonial Police Act of 1861. New rules should be drafted in alignment with modern policing practices and the Police Act 2017, and then submitted to the Provincial Cabinet for ratification.
3. **Forensic Science Lab:** KP should establish Forensic Science Laboratories similar to the Punjab Forensic Science Agency (PFSA). A proposal for this has already been sent to the provincial government and should be actively pursued for prompt implementation.
4. **Investigation:** KP Police plans to recruit over 500 law graduates as Investigating Officers (IOs) at the Sub Inspector level. This process should be expedited in coordination with the KP Public Service Commission. Additionally, specialized units like Homicide Units should be developed following the Punjab Police model.
5. **Information and Communication Technology Initiatives:** KP Police is implementing a Human Resource Management System (HRMS) and Case File Management System (CFMS) similar to Punjab's systems. This implementation needs constant supervision and acceleration. Computerization of FIRs and completion of the Peshawar Safe City Project should also be prioritized to enhance crime detection and prevention.
6. **Police Accountability:** The Public Safety Commissions are non-functional due to a pending case in the Peshawar High Court regarding the appointment of members. Police leadership should actively pursue this case to expedite the functioning of these commissions.
7. **Alternate Dispute Resolution:** The Dispute Resolution Councils (DRCs) have effectively reduced the burden on police and the judiciary. DPOs should ensure that reputable individuals are appointed to DRCs, which should also be extended to Newly Merged Districts (NMDs).
8. **Counter Terrorism Department:** Recent terrorism has undermined public confidence and affected local businesses. The Counter Terrorism Department (CTD) needs to be strengthened based on the Punjab model. The provincial government's willingness to allocate additional funds and seats should be followed up for timely implementation.



9. Merger of Ex-Levies and Khasadars: The training of ex-levies and khasadars should be expedited, and new recruitment should be undertaken for vacant positions in NMDs. The apparatus of CTD, Special Branch, and Elite Force in these areas also needs enhancement to address emerging threats.
10. Centralized Database: Currently, there is no centralized database for police organizations in Pakistan. KP lacks integration of computerized criminal records across units and districts. Establishing a centralized database at both central and provincial levels is essential for effective monitoring and sharing of criminal information.
11. Security of Tenure: Police officers, from the rank of IG to Constable, lack security of tenure. Achieving meaningful improvements in policing requires ensuring security of tenure as mandated by the Police Act. Both senior police officials and political leaders should uphold this principle.
12. Legislative Reforms: Effective police reforms require concurrent reforms in the prison and judiciary sectors. Legislative changes in the laws of evidence and police rules are necessary. Additionally, the police should be removed from the attached department status by altering the rules of business, allowing summaries for initiatives to be submitted directly to the Chief Minister through the Chief Secretary. A one-line budget, similar to that of Punjab, should be allocated to the IG to enable prioritized spending.

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