

Khyber Journal of Public Policy



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Khyber Journal of Public Policy (KJPP)

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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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- 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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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.

Critical Analysis of the Role of Institutional Mechanism in Strengthening Federal-Provincial Harmony – Way Forward

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Abstract:

This paper investigates the challenges and inefficiencies in Pakistan's public sector performance, focusing on the implementation of reforms and citizen-centric policies. Despite efforts to boost economic growth and reduce poverty through loans and programs by the Asian Development Bank (ADB) since 1998, significant issues persist. The reforms aimed to enhance feedback mechanisms, stabilize the economy, and support development programs, yet the anticipated changes have been inadequate. The study highlights the impact of inter-provincial conflicts and the uneven resource allocation exacerbated by the 18th Amendment to the Constitution and the role of the National Finance Commission (NFC) and the Council of Common Interests (CCI). Recommendations include increasing provincial shares of national resources, strengthening the CCI's decision-making role, and fostering greater intergovernmental coordination. To improve Pakistan's federal structure, the paper calls for a more collaborative and participative federalist approach.

Key words:

Public Sector Performance, Federalism, National Finance Commission, Council of Common Interests, Economic Reforms

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Introduction

Despite claims of increased performance, Pakistan has had difficulty implementing changes. To boost the economy and lower poverty rates, the government has been applying for loans from supranational organizations. This raises the question of how well public sector organizations perform and why change is not evident. Concerningly, citizens are not being treated like customers either.

In order to address these problems, a study was carried out to evaluate the impact of various factors on the effectiveness of Pakistani public sector organizations. There hasn't been much research done in Pakistan compared to similar studies conducted in other nations. In 1998, the Asian Development Bank (ADB) implemented a number of reforms to bolster Pakistan's public sector and stabilize the country's economy (Pakistan and ADB, 2020). These changes were made to strengthen the feedback system, advance macroeconomic stability, spur economic growth, and lower poverty rates. The Rural Finance Sector Development Program, Trade, Export Promotion and Industry Program (TEPI), the Energy Sector Restructuring Program, the Microfinance Development Program, the Governance Program, the Financial (Non-Bank) Markets Program, and the Decentralization Support Program are just a few of the sector programs that the ADB has approved.

Despite these attempts, there hasn't been enough change implementation. To ensure that public sector organizations perform to the required standard, the government must address the underlying causes of this problem and take decisive action. Additionally, citizen-centric policies must be implemented to treat citizens as important clients and enhance the overall effectiveness of Pakistan's public sector organizations.

The Asian Development Bank began a number of reforms in 1998 to help Pakistan's public sector balance the economic crisis. The main objective of these reforms was to strengthen the feedback system to meet the demands of macroeconomic stability, resurgent economic growth, and lower levels of poverty. The Trade, Export Promotion and Industry Program (TEPI) (1999), the Energy Sector Restructuring Program and the Microfinance Development Sector Program (2001), the Governance Program and Financial (Non-Bank) Markets Program (2002), and the Decentralization Support Program are just a few of the ADB's main agenda items that have been approved in various sectors (Pakistan and ADB, 2020).

Inter-provincial disagreements have a long history in Pakistan and frequently result in conflicts that impede the nation's growth. The uneven allocation of resources among the provinces is what ultimately leads to these disputes. Through the National Finance Commission (NFC) and the Council of Common Interests, the 18th Amendment to Pakistan's Constitution sought to solve this problem (CCI). Effectively implementing these ideas still presents some difficulties. The provinces do not agree on how to distribute resources, which frequently causes conflicts and delays in decision-making.

Additionally, the provinces' ability to use the resources effectively and efficiently needs to be strengthened. Therefore, it is necessary to investigate how the NFC and CCI might be more effectively used to enhance Pakistani provincial cohesion and development.

Statement of the Problem

To achieve sustained socio-economic growth in Pakistan, concord between the provinces and the federation is essential. There is still a dearth of efficient coordination and communication between the federal and provincial administrations, notwithstanding the Council of Common Interests (CCI) and the National Finance Commission (NFC) Award's constitutional provisions. As a result, there are inefficiencies, redundant efforts, and uncoordinated policies that impede both social and economic progress. Weak connections between the provinces and the federation's regulatory agencies, such as the Planning Commission and the Finance Division, worsen the issue. In order to better understand how the NFC and CCI might improve provincial harmony and development, this research will examine the factors that either impede or support their efficient operation. The results of this study will shed light on the best ways to enhance inter-institutional cooperation in Pakistan to achieve long-term socioeconomic growth.

Central Questions and Hypothesis

The goal of the current study is to pinpoint the main reasons impeding Pakistan's efforts to achieve federal-provincial unity. How much does a lack of institutional coordination hinder the establishment and maintenance of harmonious relations between the federal government and the provinces? By examining how well federal and provincial institutions carry out state matters for the benefit of the general public, this study investigates the significance of institutional processes in fostering federal-provincial concord. Through this research, the study aims to identify the crucial systemic gray areas that contribute to Pakistan's current state of political discord between the federal and provincial administrations.

Literature review

It is a well-established topic in the literature that there is a connection between political and budgetary systems. Various theories have been proposed by researchers to explain this connection. Political-fiscal (de)centralization and fiscal federalism are themes that have been extensively explored and explained in the available literature. However, scholars have different ways of describing how stakeholders affect political and financial institutions, leading to distinct but equally important outcomes. The results of extensive

research into the impact of stakeholders in the legislative and budgetary literature have not been compelling. The terms "centralization" and "decentralization" refer to characteristics of various systems, and the term "(de)centralization" has several definitions in the literature. Bryce was the first to consider the dynamics that contribute to centralization and decentralization in a systematic and comparative manner, and the constitutional devices used by nations include federations with both centralized and decentralized forms of governance (Fayaz Hussain Tunio & Agha Amad Nabi, June 2021). While Rondinelli and Nellis define devolution as the transfer of responsibility and resource allocation from the federal to the lowest layer of governments, Schneider defines political decentralization as the process by which central governments enable non-central government tiers (Rondinelli, July 2016). Leacock contends that traditional federalism is becoming increasingly ineffective at managing the requirements of the contemporary economy and predicts that this will result in centralization. Therefore, the goal of this study is to examine how stakeholders may help Pakistan's federal and provincial institutions work together to promote budgetary and political concord (Fayaz Hussain Tunio, July 2021).

Research Methodology

This qualitative study employs a number of methodological techniques. First, a review of the existing literature on the topic will be conducted. To comprehend the fundamental issues, arguments, and conclusions surrounding the topic, it will be necessary to analyze various articles, papers, and publications from reliable sources. After the data has been thematically evaluated, conclusions will be drawn by identifying trends and themes. Finally, the study's conclusions will be discussed, and recommendations for policymakers and other relevant parties will be provided.

Organization of the Paper

To begin with, the study provides a historical overview of the federal structure and institutions of Pakistan. This history includes the pre-partition federal institutions and those created in the aftermath of the partition. Subsequently, the study outlines the core issues and challenges to the federal harmony of Pakistan. Further, the study undertakes a SWOT analysis of the issue. Finally, the study provides concrete guidelines for policymakers.

A Brief History of Federal Structures and Institutions in Pakistan

Since its independence, Pakistan has had a federal structure, which is the result of several circumstances. First of all, it inherited a British India constitutional legacy. Second, a federal structure was required from 1947 to 1971, when Pakistan was divided into two separate geographical regions. Last but not least, as independent governments, Pakistan's provinces have evolved unique ethnic and linguistic identities. Punjab was created in 1849, NWFP (now Khyber Pakhtunkhwa) split off from Punjab in 1901, Sindh split off from Bombay in 1937, and Balochistan was created in 1970. These provinces were directly administered by the British.

Soon after the division, the provinces that the British had indirectly administered were absorbed into their own provinces. Along the border with Afghanistan, there were additional Federally Administered Tribal Areas (FATA) and Provincially Administered Tribal Areas (PATA). In addition, until the Kashmir conflict with India was settled, Azad Jammu and Kashmir (AJK) was established as a legal-administrative entity with its own constitution, legislature, and Supreme Court. Lastly, Gilgit-Baltistan, a part of Jammu and Kashmir that broke away starting in 1936, never had a representative in either the AJK or Pakistani legislatures after independence. The aforementioned elements highlight how complex Pakistan's federal organization is, with distinct systems of government in charge of different regions (Waseem, August 2010).

Indian Independence Act as Adopted in Pakistan and 1956 Constitution:

Defining a Federal Structure

The Indian Independence Act was passed in 1947 by the British imperial authority, granting independence to its Indian colony. On August 14, 1947, this Act ceded the British Crown's suzerainty over India to the newly founded nations of India and Pakistan. The Government of India Act, 1935, which had previously served as British India's constitution, was modified to align with the goals of independence set forth in the 1947 Act, facilitating a peaceful transition to independence. Until the separate constituent legislatures of both nations enacted their own constitutions, these two constitutional documents together functioned as an interim constitutional framework for both nations.

Three Governor Generals, four Prime Ministers, and two constituent legislatures were all involved in the lengthy and challenging process of drafting the constitution for Pakistan. The first constitution of Pakistan was drafted in 1956 after a lengthy nine-year process. The Awami League, the main Muslim political party from East Pakistan, the nation's most populous region, as well as all Hindu minority parties, rejected the 1956 constitution

(Pakistan: A Political History, September 2022). This lack of agreement among ethno-national groupings caused political unrest throughout the nation, which eventually led to the abrogation of the constitution and the introduction of the first martial law on October 7, 1958. Four federal ministries underwent changes between its proclamation and abrogation. The 1962 constitution was adopted by executive order under the military dictatorship of General Ayub Khan.

The third constituent assembly passed Pakistan's present constitution in 1973. However, during the military regimes of General Zia-ul-Haq (1977-1985) and General Musharraf, this constitution was suspended twice (1999-2002) (Mubasher Bukhari, August 2022). The military administrations drastically altered the constitution's Islamic and federal nature when it was reinstated in 1985 and 2002. One such provision on both occasions was the president's authority to dissolve the lower chamber of the federal legislature. Due to the concentration of power in the presidency, the succeeding parliaments were compelled to provide legal protection for the military dictators' actions during the interim between the suspension and restoration of the constitution through the 8th and 17th Amendments (The International Idea, April 2018).

Constitution of 1962: A Centralized Federalism or Federal Centerism?

Pakistan's second constitution, which was drafted just six years after the first one in 1956, established a federal structure in 1962. President Ayub Khan had annulled the 1956 constitution in 1958, and after observing a change in popular opinion, he established a legislative panel under the direction of Justice Shahab-ud-din. Justice Manzoor Qadir, who created and wrote the complete constitution, received the panel's report. Ayub passed it on July 8, 1962, without the requirement of a presidential order. The written constitution described the institutions of the state and featured Urdu and Bengali as national languages. It benefited the president since modifications could be enacted quickly with his backing. The law was deemed passed if the president did not act within 30 days, but it required a 3/4ths majority of the assembly to pass if he did. If the president did not respond after 10 days, the Basic Democrats' viewpoint would be deemed definitive. To satisfy the desire for provincial autonomy, the constitution granted the provinces all remaining authorities while granting the federal government the specified functions in the Federal List (Kashif Iqbal Rana Imran, December 2021).

Break-up of the Country: Failure of Federalism

Federalism's failure was one of the causes that led to the dissolution of Pakistan in 1971 (Dr. Ghulam Ali, Dr. Sajjad Ahmad, Dr. Benish Khan, 2021). East Pakistan eventually seceded from Pakistan as a result of the central

government's refusal to distribute authority to the provinces, which fostered suspicion and animosity (now Bangladesh). Economic inequalities, along with the government's disregard for the linguistic and cultural distinctions between East and West Pakistan, worsened the problem. Consequently, the "Two-Nation Theory," the idea on which Pakistan was founded, lost significance and credibility (Yaqoob Khan Bangash, March 2012).

The military and bureaucracy in West Pakistan consolidated their control, further alienating the Bengali community in East Pakistan. The demand for independence was exacerbated by the military government's resistance to handing over authority to the elected officials of East Pakistan and its harsh repression of the Bengali nationalist movement. The 1962 constitution's adoption of a unitary form of government further undermined the federal structure and deprived the provinces of their sovereignty. Thus, a major factor in Pakistan's dissolution in 1971 was federalism's inability to meet the aspirations of the people of East Pakistan.

Numerous academics and historians have emphasized the federal system's contribution to Pakistan's dissolution. For instance, Shuja Nawaz claims that "one of the primary contributing factors in the dissolution of Pakistan was the inability of federalism to accommodate the demands of the people of East Pakistan and the abandonment of their political, economic, and cultural rights" (Nawaz, 2008, p. 77). Similarly, Ayesha Jalal argues that "the unitary system of government adopted under the 1962 constitution undermined the federal structure and deprived the provinces of their autonomy, which ultimately led to the disintegration of Pakistan," and "the centralization of power in the hands of the military and the bureaucracy" (Jalal, 1994, p. 191). Thus, a major factor in Pakistan's dissolution in 1971 was federalism's failure to take into account the diversity of its population and to satisfy their needs and ambitions.

Post-1973 Federal Order: Federal Institutions or Paper Tigers?

The Assembly established a Constitution Committee in 1972 with the goal of creating a constitution. The draft constitution was presented by the Committee on December 31, 1972, and adopted by the Assembly in a single vote on April 10, 1973. The Constitution of the Islamic Republic of Pakistan 1973 was enacted on August 14, 1973, and it came into force when Mr. Fazal Illahi Choudhary was inaugurated as president and Mr. Zulfikar Ali Bhutto was sworn in as prime minister.

Pakistan's bicameral legislature, consisting of the President, the National Assembly, and the Senate, was established under the 1973 Constitution. The National Assembly initially had 200 general seats and 10 seats reserved exclusively for women, totaling 210 seats. There were 63 senators. Later, in

1985, the number of seats in the National Assembly was increased from 200 to 237 through a Presidential Order, adding seven general seats and ten additional reserved seats for women. Additionally, ten seats were allocated for people of color. The Senate's membership also increased from 63 to 87. Each province and other units of the federation are allocated a certain number of seats in the National Assembly, which is elected for a five-year term. These seats are distributed based on population. The ten seats designated for minorities are chosen by separate electorates.

The 18th Amendment, adopted in 2010, removed the President's authority to issue a proclamation of emergency and transferred control of 15 ministries from the federal to the provincial levels. The amendment sought to uphold the principle of democracy and advance an efficient local government structure. The nation applauded this action as it aimed to address issues related to the nation's and its citizens' development. The amendment, which changed the name of the North-West Frontier Province to Khyber Pakhtunkhwa, was intended to reduce political hostilities between the provinces and diffuse the Presidency's authority (Content, 2020).

Major Changes to the Constitution:

- Amendment to Article 6 to deter future military coups.
- Article 58(2b) was repealed and replaced with provisions for the Dissolution of the National Assembly. The President retained the power to dissolve the National Assembly only if a vote of no confidence was passed against the Prime Minister.
- The total strength of the cabinet was fixed at 11% of the total membership of Parliament.
- All governors were required to be both residents and registered voters of their respective provinces and were to be appointed by the President under the discretion of the Prime Minister.
- Provinces were now legally required to establish local government systems, devolve the political electoral process, and grant administrative and financial responsibility and authority to elect representatives.
- The Prime Minister was designated as the chairperson of the Council of Common Interests, whose members include Chief Ministers and three members of the federal government.
- An amendment to Article 157 required the federal government to seek provincial government approval before installing hydroelectric power stations in the provinces.
- The Prime Minister was granted the power to provide the names of three candidates for the Council of Common Interests, in consultation with the leader of the opposition, to a parliamentary committee for confirmation.
- Insertion of Article 175(a) governing the appointment of judges of the Supreme, High, and Federal Sharia Courts.

- With the substitution of Article 243, the control and command of the armed forces of Pakistan rests with the federal government and ultimately the President. The President was granted the authority to appoint the chairman of the Joint Chiefs of Staff, as well as the Chief of Army Staff, Chief of Naval Staff, and Chief of Air Staff.
- The North West Frontier Province was renamed to “Khyber Pakhtunkhwa.”
- As a constitutional duty, the State is required to provide free and compulsory education to all citizens of Pakistan from the ages of 5 to 16 years.
- Under the amendment to clause 1, the names of provinces “Baluchistan” and “Sind” were substituted with “Balochistan” and “Sindh,” respectively.
- Barring individuals who have acquired foreign citizenship from contesting in national elections for Parliament.
- The electoral process for all elections in Pakistan, excluding those for the Prime Minister and Chief Minister, is to be conducted by secret ballot.
- The concurrent legislative list in the 4th Schedule was removed in its entirety, and various ministries and powers were clearly divided among the provincial and federal governments, ensuring a clear division of power and authority.

Regarding the success of the 18th Amendment in establishing a federal system of governance, it has been determined that the amendment has achieved only limited success. Although it has provided the necessary means, regulations, and power divisions required for the establishment of a federal system of governance, its success is only apparent at the macro level. The amendment has failed to provide a clear framework for establishing a grassroots-level federal system, thereby falling short of its intended purpose.

Core Issues in Current Federalism The NFC Award

For five years running, the NFC program grants the creation of financial formulae for allocating economic resources and funds between the federal government and the provinces. The federal government collects taxes that are divided into separate pools, including their distribution. This group of taxes consists of five different types: income tax, sales tax, wealth tax, capital gains tax, and taxes such as customs charges and export tariffs.

The National Finance Commission (NFC) program is responsible for creating the financial formulae that control how economic resources are distributed over a five-year period between the federal government and the provinces. This includes the distribution of federal tax revenue, which may be divided into several tax categories such as income tax, sales tax, wealth tax, capital

gains tax, customs duty, and export duty.

Seven NFC awards have been given out since the Constitution was put into effect in 1973, the first one being in 1975. Intoxicating liquor production, sale, and transportation are all prohibited by the 18th constitutional amendment, although their use, private possession, and production for personal use are still permitted. Sadly, this increased the amount of illicit alcohol production, including rum running, bootlegging, and moonshining.

Pakistan has historically been a centralized federation, with the federal government having broad authority to levy taxes and the provinces having few options for generating income. Two crucial policy gaps result from this: first, provinces always need financial help, which the federal government provides using the surplus cash amassed in the center, and second, the provinces' ability to generate revenue from indigenous resources is diminished. The federal government shared a modest amount of additional resources with the federating units up until the 7th NFC Award. However, it was determined in 2010 that the federal government would receive 42.5 percent of every hundred rupees, while the provinces would receive 57.5 percent.

A new NFC formula is necessary to fulfill the spending demands in light of population expansion or cost limitations, as it not only offers adequate incentives to reward efficiency and effort but also clarifies the political economy of NFC. There are ongoing deadlocks that need to be addressed due to the unanimity requirement established for NFC ratification. To advance the discussion, it is imperative to consider creative alternatives for future allocations and to have research-supported discussions in a neutral academic forum.

CCI: The Gap Between Theory and Practice

According to Article 153 of the Islamic Republic of Pakistan's Constitution, adopted in 1973, the Council of Common Interests is a legally recognized institution. This committee, which the President appoints on the proposal of the Prime Minister, works to settle conflicts over power distribution between the federal government and the provinces. According to Article 154(1) of the Constitution, the CCI supervises and controls associated institutions and develops and regulates policies on the issues enumerated in Part II of the Federal Legislative List. The CCI carries out its duties in accordance with its Rules of Procedure, which outline the steps that must be taken.

In Pakistan, the Council of Common Interests, an important constitutional body, is essential to preserving the balance of power between the federal and provincial governments. Its responsibility is to ensure that laws and

regulations pertaining to the issues on the Federal Legislative List are correctly drafted and implemented, with adequate oversight and control over associated institutions. The CCI's Rules of Procedure guarantee that its operations are carried out in a fair and transparent manner.

It is important to note that the CCI has come under fire in Pakistan from several political parties and civil society organizations for failing to appropriately reflect the interests of the provinces. Critics claim that the CCI frequently favors the federal government and does not adequately consider the demands and concerns of the provinces. In some cases, the provinces have objected to CCI rulings, which has led to court disputes and complicated the relationship between the provinces and the federal government.

The CCI functions through its Rules of Procedure, which provide for the following procedures:

- Meetings of the Council (Rule 5)
- Circulation and confirmation of minutes and decisions (Rule 6)
- Manner of submission of cases to the Council (Rule 10)
- Implementation of decisions of the Council (Rule 11)
- Correction of minutes and decisions of the Council (Rule 12)
- Reference against the decisions of the Council (Rule 13)

The Issues of Royalties and Natural Resources

Coal, gold, copper, bauxite, mineral salt, chromite, iron ore, oil & gas, and a wealth of other minerals and natural resources are abundant in Pakistan. Rice, textiles, leather goods, carpets, sporting goods, and chemicals are among the leading exports of the nation. Top imports include equipment, gasoline, plastics, steel, paper, tea, and iron. Sindh's significant quantities of copper and gold ore make up a sizable portion of the nation's mineral resources. However, since the 18th Constitutional Amendment, the federal and provincial governments of Pakistan have been in conflict over the authority to collect royalties on energy and mineral resources. The central government asserts the legal authority to collect royalties despite the fact that the amendment provided provinces with a 50/50 ownership stake in natural resources. Currently, after subtracting two percent in administrative costs, the federal government collects royalties on crude oil and natural gas and distributes the money to the provinces.

The provinces contend that they have the authority to collect royalties on their own, independent of the federal government. Following the 18th Amendment, they also want to control the oil and gas business, but the federal government insists that it has the legal authority to do so. Even though the federal government receives 100% of the company's profits, the provinces

only get a 12.5% royalty. Sadly, the petroleum policy does not stipulate that any portion of the royalties should go to the union councils or tehsils where these resources are being mined.

Uncertainty exists over whether the federal government's promised portion will be funded by the 12.5 percent provincial royalty or by the federation's own oil revenue. Conflicts and discontent are being caused by groups residing in wealth-generating areas not receiving a fair deal, as seen in Dera Bugti. Communities residing in Sindh and Balochistan's oil and gas producing regions endure similar socio-environmental injustices. The government must ensure that the residents of these places receive a fair portion of the royalties produced by their resources and that their opinions are taken into consideration when making decisions. In addition to advancing socioeconomic growth, this will support peace and stability in these areas.

Reluctant Federation, Ineffectual Provinces

Pakistan is a federal parliamentary republic where the national government and the provinces share authority. However, there has been a strong centralization of authority that frequently has ignored the political sensibilities of the provinces. This has given the appearance that the central government wants to rule with a hard hand and that opposition is not allowed. Recurring military interventions and constitutional breakdowns have strengthened centralization and anti-democratic trends, while non-participatory governance and political management have increased mistrust and mutual dread.

Additionally, economic growth is a crucial component of creating a state, but over time, economic inequities have worsened, hurting impoverished people and smaller provinces. Major complaints have been made against the center as a result, and it has been challenging for the provinces to reach an agreement on the National Financial Commission Award, which has been postponed by four years. The financial crisis has been exacerbated by each province's advocacy for a mechanism to allocate money from the federal divisible pool according to its own interests.

Additional concerns that require quick action include Balochistan's request for a higher gas royalty and NWFP's demand for its rightful portion of the province's hydropower's net profit. Since it hasn't convened in years, the Council of Common Interests, a body for interprovincial cooperation and dispute resolution, needs to be revived.

The center must acknowledge and respect the political sensibilities of the provinces, encourage participatory government, and counteract anti-democratic movements in order to establish a more successful federal system

in Pakistan. All provinces' economic growth must be given top attention, and economic inequality needs to be reduced. Finally, it is important to address the problems that each province is confronting, and institutions for interprovincial coordination and dispute resolution need to be rebuilt to encourage collaboration and consensus-building.

Is There a Need to Redesign Federal Institutions?

Since the nation's founding in 1947, there has been discussion over the federal structure of Pakistan. Power has been disproportionately distributed in favor of the federal government over time, which has left the provinces feeling ignored and unimportant. As a result, there is a climate of mistrust and mutual dread, which encourages separatist groups and calls for more autonomy. In order to overcome these difficulties and foster inter-provincial peace and collaboration, Pakistan's federal system needs to be redesigned.

The centralization of authority within Pakistan's federal system is one of its main drawbacks. According to political analyst Ayesha Siddiq, "the key elements fueling separatist movements have been the centralization of power at the federal level and the marginalization of the provinces" (Siddiq, 2016). The view is that the central government does not respect the political sensibilities of the provinces and wants to rule with a heavy hand as a result of this concentration of power. Consequently, economic inequalities have worsened, and resentment toward the center has grown.

Lack of political management and participatory governance is another problem. The federal structure of Pakistan has been characterized by non-participatory governance and political administration, which has resulted in a lack of trust between the federal government and the provinces, claims economist S. Akbar Zaidi (Zaidi, 2019). Due to the resulting lack of collaboration and consensus-building, it is challenging to address the problems that each province faces.

Additionally, ongoing military interventions and constitutional failures have strengthened trends toward centralization and anti-democracy. To address these issues, Pakistan's federal structure must be redesigned to promote decentralization and greater participation from the provinces. This has resulted in a perception that the central government does not respect democratic values and is more interested in promoting inter-provincial harmony than promoting inter-governmental harmony. This may be accomplished by providing the provinces more autonomy in decision-making and policy-making through the devolution of powers from the national government to the states. To encourage collaboration and consensus-building, organizations for interprovincial coordination and conflict management, like the Council of Common Interests, must be reactivated.

The equitable allocation of resources and investments in infrastructure development must also be priorities, and economic imbalances must be addressed. The National Financial Commission Award, which needs to be changed to ensure a just distribution of funds in the federal divisible pool, can help with this.

In order to encourage unity and collaboration among the provinces, Pakistan's federal structure needs to be modified. Decentralization, democratic governance, and fair economic growth can all contribute to this. Only then will Pakistan be able to handle the problems that each province is currently facing and advance a more efficient federal structure that respects the political sensibilities of each province and encourages inter-provincial harmony and collaboration (Faisal-Iqbal, 2014).

The NFC, FATA Merger, Provincial Revenues

Coherent and dynamic exchanges between the center and the federating units, as well as functional financial arrangements, are necessary for a federal system to operate well. Pakistan has long been a centralized federation, with the federal government having broad authority to levy taxes and leaving the provinces with few options for generating income. Although the 7th National Finance Commission (NFC) Award was a brave move toward provincial autonomy, it has long-term unsustainable financial issues. According to the NFC assessment, a budget deficit is neither desirable for a healthy economy nor consistent with the IMF agreement. Furthermore, the center is unable to implement any policy changes due to the current fiscal resource allocation system. The 18th Constitutional Amendment has made the issue even more problematic since some of its clauses make the award rigid, which causes deadlocks to occur in consecutive years.

To address important national obligations and reward budgetary discipline and effort, a realistic solution is required. The best resource distribution system should encourage the federal government and the provinces to exert their greatest efforts in generating resources. The political economy of the NFC also needs to be clarified, as the requirement for unanimous consent of the NFC has frequently resulted in impasses. As a result, we need a new NFC formula that can cover spending demands, recognize efficiency and effort, and encourage all parties to cooperate for shared prosperity.

Several departments have been devolved to the provinces as a result of the 18th Amendment, which has also put the federal government in a position where it is compromised when it comes to upholding international accords. Although resources shouldn't be concentrated again, a new system that can handle national obligations while rewarding budgetary discipline and effort is required. This is only possible if we eliminate discretionary expenditure in

favor of systematic evidence-based transfers and constitutionally mandated spending appropriations.

Pakistan must work toward a system of resource allocation that is as efficient as possible without imposing any inefficiencies on the other federation members. To make sure that nobody receives a free lunch, the necessary mechanism would need to be evaluated in light of the capabilities of the jurisdiction and the requirements of the populace. The 7th NFC Award was a brave start, but further research is required to develop a new formula that will motivate all stakeholders to cooperate for shared prosperity (Iftikhar Ahmad, May 2021).

Can CCI Play a More Proactive Role?

In Pakistan's federal system, the Council of Common Interests (CCI) is a constitutional body that is very important. The CCI was set up in accordance with Article 153 of the Pakistani Constitution to ensure coordination and cooperation between the national and provincial governments. By addressing a number of issues, such as resource distribution, inter-provincial coordination, and policymaking, the CCI can significantly enhance Pakistan's federal system. This essay will discuss the ways in which the CCI can strengthen Pakistan's federal structure and will include pertinent citations to back up its claims.

One of the CCI's most important responsibilities is to ensure that resources are distributed fairly among the provinces. Pakistan is a diverse nation with various levels of development in its provinces and regions. Economic disparities and tensions between the provinces can result from the unequal distribution of resources. Resource distribution among the provinces can be made more equitable with the help of the CCI. The CCI is a crucial forum for reaching agreement on national policies and the equitable distribution of resources, according to Shahid Kardar, a former governor of the State Bank of Pakistan (Kardar, 2017).

By enhancing inter-provincial coordination, the CCI can also improve Pakistan's federal system. The provincial and federal governments have occasionally worked in opposition to one another in the past, which has led to inconsistencies and inefficiencies in policy. The CCI can serve as a link between the federal and provincial governments, ensuring that laws are applied consistently across the nation. The CCI "can play a critical role in bridging the gap between the federal and provincial governments and ensuring that policies are implemented consistently across the country," according to a report by the Institute of Regional Studies (Institute of Regional Studies, 2014).

The CCI can help Pakistan's policy-making process. To ensure that proposed federal government policies align with the interests of all provinces, the CCI has the authority to review and approve them. The CCI may also suggest laws tailored to the needs of certain states, provinces, or regions. "The CCI may play a vital role in establishing policies that are suited to the individual requirements of different areas of the country," said Dr. Ishrat Hussain, a former governor of the State Bank of Pakistan (Hussain, 2013).

But for a variety of reasons, the CCI hasn't been able to successfully carry out its mandate. One of the main causes is the CCI not holding regular meetings. In the past few years, the CCI has only convened a handful of times, and those sessions have frequently been marked by contention and a lack of agreement. The CCI has lost its effectiveness as a result of the absence of regular meetings, and the sessions that do occur are frequently marked by conflicts and a lack of consensus, according to a report by Dawn (Dawn, 2021).

The absence of political will to strengthen the CCI is another factor contributing to its ineffectiveness. The CCI is a constitutional body, and neither the federal nor provincial governments are required to abide by its recommendations. As a result, the CCI's recommendations are frequently disregarded by the federal and provincial governments. "The CCI lacks the capacity to execute its recommendations, which makes it impossible for the CCI to play an effective role in developing the federal system of Pakistan," said a report from the Pakistan Institute of Legislative Development and Transparency (Pakistan Institute of Legislative Development and Transparency, 2019).

By guaranteeing fair resource allocation, enhancing inter-provincial collaboration, and improving the policymaking process, the CCI may significantly contribute to the improvement of Pakistan's federal system. The CCI must, however, overcome its existing difficulties in order to do this (Irfan Khan & Bakhtiar Khan, December 2020).

Restructuring the Provincial Administration

Pakistan is a federal republic composed of four provinces, the capital territory, and several tribal regions under federal control. The principal administrative entities responsible for achieving development objectives and providing public services are the provinces. However, Pakistan's existing system of provincial government is frequently criticized for being wasteful and incapable of providing residents with the services they need. In this essay, I will discuss some ideas for restructuring Pakistan's provincial government to better achieve the country's development objectives.

Redefining the functions and duties of provincial governments is the first step toward reforming the provincial administration in Pakistan. Critical sectors such as health, education, and law enforcement currently fall within the limited jurisdiction of the provinces. These sectors still experience significant federal government influence, which often leads to inefficiencies and bureaucratic delays. Greater autonomy and responsibility over these sectors must be granted to provincial governments to improve service delivery and development outcomes. By doing so, they would be able to develop policies and programs that are tailored to local interests and needs rather than relying on centrally enforced federal solutions.

Enhancing the capacity of provincial governments to effectively deliver services is the second phase. This may be achieved through various measures, including providing technical support and training to provincial officials, increasing funding for provincial governments, and improving the recruitment and retention of talented staff. Enhancing their capacity would improve provincial governments' ability to manage public services effectively and efficiently.

Improving provincial governance is another crucial issue that needs attention. In Pakistan, rent-seeking and corruption are prevalent and often undermine the efficiency of public service delivery. Therefore, it is essential to implement policies at the provincial level that promote accountability, transparency, and good governance. For example, anti-corruption agencies could be strengthened, and public officials might be required to disclose their assets and sources of income. The government could also take steps to enhance public participation and accountability, such as through open hearings and community-based monitoring.

The fourth step is to promote better coordination and collaboration between provincial governments. Currently, there is limited interprovincial cooperation, which often results in duplicated efforts and inefficient resource use. To address this, the federal government could encourage greater provincial collaboration by facilitating the sharing of best practices and supporting joint projects in areas like infrastructure development and public service delivery.

Finally, greater decentralization of authority and resources would benefit Pakistan's provincial administration. The limited control that provincial governments currently have over revenue generation often results in insufficient funding for essential services such as health and education. Greater fiscal autonomy and flexibility could be achieved through local revenue generation enabled by increased decentralization.

In conclusion, reforming Pakistan's provincial administration is essential for improving service delivery and development outcomes. This can be achieved by redefining the functions and responsibilities of provincial governments, enhancing their capacity to provide services, promoting good governance, encouraging greater cooperation and coordination between provinces, and increasing decentralization of authority and resources. These actions could improve the lives of Pakistan's citizens by making the provincial government more responsive, efficient, and accountable (Yasub Ali Dogar, August 2018).

SWOT Analysis

SWOT analysis is a strategic tool used to evaluate the strengths, weaknesses, opportunities, and threats of an organization, program, or policy. In the case of the Council of Common Interests (CCI) and the National Finance Commission (NFC), a SWOT analysis can provide a comprehensive understanding of their role in the federal structure of Pakistan. Here is a SWOT analysis of the CCI and NFC:

Strengths:

- The CCI and NFC provide a platform for the provinces to participate in the decision-making process at the national level and ensure that their interests are represented.
- The NFC provides an effective mechanism for the distribution of financial resources among the provinces based on agreed-upon formulas, which can help address disparities in development across different regions.
- The CCI has the authority to resolve inter-provincial disputes, which can help prevent conflicts and promote cooperation among the provinces.

Weaknesses:

- Both the CCI and NFC have been criticized for being ineffective in addressing the issues faced by the provinces and for being dominated by the federal government.
- The lack of transparency and accountability in the decision-making processes of the CCI and NFC has also been a cause for concern, as it can lead to allegations of bias and favoritism.
- The CCI has limited powers, and its decisions are not always binding, which can limit its effectiveness in resolving inter-provincial disputes.

Opportunities:

- Strengthening the role of the CCI and NFC in the federal structure of Pakistan can help address the growing demands for greater provincial autonomy and decentralization.
- Improving the transparency and accountability of the CCI and NFC can help build trust among the provinces and promote cooperation and consensus-building.
- The increasing demand for equitable development across different regions of Pakistan provides an opportunity for the CCI and NFC to play a more proactive role in addressing disparities in resource allocation and development.

Threats:

- Political instability and conflicts between the federal government and the provinces can limit the effectiveness of the CCI and NFC in promoting cooperation and resolving disputes.
- The lack of political will and commitment to decentralization and devolution of power can undermine the role of the CCI and NFC in promoting provincial autonomy and equitable development.
- External factors such as economic downturns or natural disasters can limit the resources available for distribution among the provinces and challenge the effectiveness of the NFC in addressing regional disparities.

SWOT analysis suggests that the role of the CCI and NFC in the federal structure of Pakistan has the potential to address inter-provincial disparities and promote greater provincial autonomy and cooperation. However, this requires addressing the weaknesses and threats identified and building on the strengths and opportunities to strengthen their effectiveness and impact.

Conclusion

Federalism in Pakistan draws its structural and operational dynamics from historical, legal, institutional, and moral sources of legitimacy. This contrasts with the nation-building agenda's innate drive toward centralization. The actual meaning of federalism in Pakistan continues to be somewhat elusive despite several attempts to make the state operate as a federal institution. The federal history of the nation has been characterized by numerous ups and downs, including failed constitutions, military takeovers, language disputes, the division of East Pakistan, and erratic political procedures.

Depending on whether a military or civilian administration is in power,

Pakistan's federal system has either advanced or regressed. Military-led governments view federalism as a formula for weakening state authority, whereas civilian administrations tend to be populist and consensus-based. However, both types of administrations have exhibited a tendency to exert financial and policy control at the expense of the provinces. As a result, despite Pakistan's progress in liberalizing the concepts of coordination and collaboration between the provinces and the center, federalism as a sign of shared sovereignty remains elusive.

Although it was hoped that the 1973 Constitution would stabilize the federal system, this has not been the case. The federal system has been further undermined by the 18th Amendment, which stripped the center of its authority and reduced it to a puppet in the hands of the provinces. Disputes between the center and the provinces have exacerbated the situation, leading to anarchy in the state, and previous constitutions failed to protect federalism in Pakistan. The federal system has also been harmed by military takeovers, and the partition of East Pakistan is proof that the nation has always had trouble cooperating with its constituent parts.

Addressing these concerns and adopting a novel federalist strategy are imperative if Pakistan is to reform its provincial government for better development outcomes. To ensure that authority and resources are divided properly, the federal government must cooperate with the provinces. A more inclusive approach to governance is required, involving civil society, NGOs, and local communities more. The center should play a facilitative role by offering technical and financial support, while the provinces should be given more freedom to determine their own development goals.

In conclusion, the history of Pakistan's federal system has been turbulent, marked by failed constitutions, military takeovers, and tension between the center and the provinces. A new federalist strategy that is more collaborative, participative, and inclusive is needed to advance development goals. Together, the center and the provinces may achieve common development objectives while safeguarding the integrity of the federal structure.

Recommendations/ Way forward

Here are some recommendations for improving the performance of Pakistan's federal structure by enhancing the functioning of federal institutions, notably the NFC and CCI:

1. Increase the share of provinces in national resources by revisiting the formula used for the distribution of resources under the NFC Award.
2. Ensure that the NFC Award is issued in a timely manner to avoid delays in the disbursement of funds to the provinces.

3. Strengthen the role of the CCI in decision-making related to important national issues, such as natural resources, water management, and national security.
4. Ensure that the decisions made by the CCI are binding and implemented in both letter and spirit.
5. Increase the frequency of CCI meetings to ensure regular and timely consultations between the federal government and the provinces on important issues.
6. Improve coordination between different levels of government, including federal, provincial, and local governments, to ensure effective implementation of policies and programs.
7. Promote a culture of trust and cooperation between the federal and provincial governments, and ensure that each level of government respects the autonomy and jurisdiction of the other.
8. Improve the capacity of provincial governments to effectively utilize the resources allocated to them through capacity-building programs, training, and technical assistance.
9. Strengthen monitoring and evaluation mechanisms to ensure transparency and accountability in the utilization of resources by provincial governments.
10. Encourage greater participation of the private sector in the development of the provinces by creating an enabling environment for investment and business growth.
11. Ensure that the resources allocated to the provinces are used to improve the social and economic conditions of the people, especially in underdeveloped areas of the country.
12. Promote greater citizen participation in decision-making related to the development of the provinces through increased transparency, access to information, and public consultations.

By implementing these recommendations, the performance of Pakistan's federal structure can be improved, leading to greater development and prosperity for the people of the country.

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Food Habits and Nutritional Crisis in Pakistan: Impact on Performance and Future Health

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Abstract:

Pakistan is grappling with a severe nutritional crisis driven by poor food habits, insufficient awareness, and pervasive poverty. This crisis is exacerbated by rising rates of malnutrition, stunted growth, and micronutrient deficiencies. This research investigates the link between food habits and the nutritional crisis in Pakistan and assesses its impact on individual performance and future population health. Utilizing a mixed-method approach, the study combines qualitative and quantitative data to analyze Pakistani food habits and their effects on nutritional status. Findings reveal that unhealthy food choices, such as the consumption of fast and junk food, are major contributors to the crisis. The repercussions include diminished cognitive function, compromised immune systems, and higher vulnerability to chronic diseases. The paper advocates for comprehensive strategies, including awareness campaigns, educational programs, and policy interventions, to improve food habits and address the nutritional challenges facing Pakistan.

Key words:

Nutritional crisis, Food habits, Malnutrition, Health impact, Policy interventions

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Introduction

Pakistan is a developing country with a population of approximately 220 million people. Despite significant progress in various sectors, including health and education, Pakistan faces a severe nutritional crisis. Malnutrition affects a large portion of the population, especially children and women. According to the World Food Program, almost 37% of children in Pakistan are underweight, and 45% of children under the age of five are stunted. Furthermore, around 26% of the population suffers from food insecurity, which means they do not have access to sufficient and safe food to maintain a healthy and active life.

Analyzing dietary patterns and linking them directly to health outcomes has numerous benefits, especially when looking at the diet as a whole rather than individual vitamins or foods. This approach can effectively combine the complex and interrelated factors of various dietary exposures, as the foods people usually consume contain both nutrients and non-nutrients. By adopting new, healthier behaviors, it may be possible to avoid serious health issues, including diabetes and obesity. In Pakistani households, food preparation by females takes into account the family members' "likes and dislikes." During the pandemic, sedentary habits, anxiety, and boredom associated with being stuck at home could negatively affect lifestyle choices, reduce the quality of diets, and lead to overconsumption. A healthy diet and regular exercise can help with weight loss and boost energy levels.

Healthy eating can improve physical and mental health, increase the likelihood of seeking out and enjoying social activities, and become a regular part of daily life over time. Proper nutrition and the inclusion of superfoods can enhance learning potential, while unhealthy eating habits can lead to weight gain, obesity, and chronic diseases that increase the risk of at least 13 different types of cancer. In Pakistan, most working men and women do not consume fruits as part of their diet, and fast food is a significant component of the overall diet. Analysis of the eating patterns of 50 day scholars and 50 hostel residents showed that various unhealthy eating behaviors had been adopted, including consuming sugar-sweetened beverages and highly processed foods. Cultural, health, social, environmental, lifestyle, and economic factors can influence a person's food preferences and should be considered in Pakistani individual food intake and dietary pattern research.

Undernutrition can lead to underweight, poor academic performance, poor general health, difficult pregnancies and births, and lower economic production. Malnutrition causes extreme weight loss, decreased body mass index (BMI), and several vitamin and mineral deficiencies. According to Pakistan's National Nutrition Survey, 17.7% of children under the age of five are wasted, and four out of ten have stunted growth. Malnutrition during pregnancy is one of the leading causes of malnutrition in children, leading to stunting. Malnourished children have weakened immune systems and are therefore more susceptible to diseases and infections. Stunting can result from chronically inadequate nutritional intake and recurrent infections, and its consequences on delayed motor and cognitive development are irreversible. Stunting during the first 1000 days of birth is linked to poor school performance, as malnutrition can disrupt brain development and make children more susceptible to illness and absenteeism.

According to the 2018 National Nutrition Survey, nearly one in eight adolescent girls and one in five teenage boys in Pakistan are underweight. Overweight or obese teenagers in both rural and urban areas of Pakistan experience similar health problems. Eating foods high in trans fats, salt, and sugar can lead to increased cholesterol, diabetes, osteoporosis, and high blood pressure. Iron deficiency affects 18.2% of women of reproductive age in Pakistan, with a higher prevalence in rural areas. Pakistan is currently facing a triple burden of malnutrition, including undernutrition, overweight or obesity, and several micronutrient deficiencies. Crucial nutritional complications include protein-energy malnutrition, vitamin deficiencies, iron deficiency anemia, and iodine disorders. Anemia, caused by iron deficiency, is a common nutritional issue. Political will and coordinated action are needed to address the root causes of malnutrition, which include poverty, ignorance, population growth, political unrest, poor harvests leading to food shortages, and natural disasters.

Problem Statement

Pakistan is facing a severe nutritional crisis due to poor food habits, lack of awareness, and poverty. The issue is becoming more critical with the increasing number of people suffering from malnutrition, stunted growth, and micronutrient deficiencies. The poor food habits of the Pakistani population, including the consumption of unhealthy food, fast food, and junk food, are contributing to the nutritional crisis. The impact of this crisis on the performance of individuals and the future health of the population is

significant, as poor nutrition leads to decreased cognitive ability, weakened immune systems, and increased susceptibility to chronic diseases. Therefore, it is crucial to investigate the relationship between food habits and the nutritional crisis in Pakistan and to understand the impact of this crisis on the performance of individuals and the future health of the population to devise effective strategies for addressing this critical issue.

Significance and Scope of Study

Malnutrition is a serious problem that requires immediate and proper redress, as malnutrition during early childhood or pregnancy can have long-lasting negative effects on a child's growth, development, and overall well-being. Malnutrition can also affect brain growth and is linked to lower academic achievement. To prevent or manage malnutrition and maintain good nutrition, healthy eating habits, physical activity, and government regulations are encouraged.

In order to address malnutrition in Pakistan, it is important to recognize that different provinces have varying policy priorities and levels of development and implementation of multi-sector nutrition action plans. Therefore, coordination with national policy development activities is essential.

Pakistan's ruling class has neglected nutrition, resulting in high rates of malnutrition among women and children compared to other emerging countries. Low household income, urban life, and the mother's educational level are the main risk factors for poor nutrition. According to NNS 2018, 14.4% of people are underweight, 24% are overweight, and 13.8% are obese. Sindh has the highest rate of iron deficiency anemia, followed closely by Baluchistan and Punjab. According to WHO, 50% of children under five years of age have stunted growth, 40% of children are underweight, and 9% are wasted. Fifty-four percent of people in Pakistan suffer from vitamin A deficiency, while 40% of the population suffers from vitamin D deficiency. Furthermore, 61% of children have iron deficiency anemia. Lack of awareness sessions regarding healthy eating and lifestyle habits is a significant issue in Pakistan. The main risk factors for women's poor nutritional status are similar to those for men, and attention should be paid to disadvantaged homes to improve the nutritional status of women and children.

Nutrition issues have persisted in developing countries, including Pakistan, due to low-income households that cannot afford diverse and healthy foods. Sindh and Baluchistan exhibit a similar nutrition trend, whereas Khyber Pakhtunkhwa and Punjab have a comparable pattern based on income elasticities. Therefore, each province must establish nutritional regulations, and individuals should choose nutrient-dense food commodities wisely.

Since this nutritional crisis hints at serious ramifications, the scope of this study spans the following:

- To analyze how the nutrition crisis affects the health of people living in developing countries, including Pakistan.
- To determine the food habits that influence the performance of people.
- To derive interventions that can control the nutrition crisis and promote healthy food habits.

Review of the Literature

According to the National Nutrition Survey conducted in 2018, the prevalence of stunting (low height-for-age) among children under five was 38.4%, while the prevalence of wasting (low weight-for-height) was 17.7%. Anemia is also a significant health issue in Pakistan, with a prevalence of 53% among women of reproductive age, according to a study published in the *Journal of Nutrition*. Poor food habits are one of the major contributors to the nutritional crisis in Pakistan. A study published in the *Journal of Public Health Nutrition* found that dietary diversity was low among Pakistani households, with only 30% of households meeting the minimum dietary diversity score. Another study published in *BMC Public Health* found that children from households with poor dietary diversity were more likely to be stunted.

Limited access to nutritious foods is also a significant issue in Pakistan. According to a study published in the *Journal of Nutrition*, the cost of a nutritious diet was high compared to the average income of Pakistani households. This makes it challenging for individuals to afford nutritious foods, leading to reliance on less nutritious and less expensive options.

The nutritional crisis in Pakistan has a significant impact on performance and future health. Malnutrition and undernutrition can lead to poor physical and cognitive development in children, which can negatively impact their academic performance and future employment prospects. A study published in the *Journal of Nutrition* found that stunted children in Pakistan had lower cognitive scores than non-stunted children. Malnutrition and undernutrition also increase the risk of chronic diseases later in life, such as diabetes and heart disease.

Literature suggests that traditional Pakistani diets are rich in carbohydrates and fats, with a focus on rice, chapati, meat, lentils, and vegetables. However, in recent years, there has been a shift towards a more Westernized diet, characterized by high-calorie, high-fat, and low-fiber foods. This shift in diet has been attributed to factors such as globalization, urbanization, and changing lifestyles. Relevant literature also highlights the severity of the nutritional crisis in Pakistan, with high levels of malnutrition and undernourishment. The Global Hunger Index (GHI) 2021 ranks Pakistan 92

out of 107 countries, with a score of 28.4, indicating a serious level of hunger. The literature also suggests that the nutritional crisis in Pakistan is driven by poverty, lack of education, and limited access to nutritious foods.

Most of the information on food habits and associated factors comes from epidemiological research conducted in wealthy countries, while studies on food habits in developing countries, particularly in South Asia, are scarce. The relationship between food patterns and lifestyle traits among South Asian communities is also not well understood. Differences in genetic makeup, environmental exposures, and food consumption between Western and non-Western countries make it difficult to generalize the results of studies on dietary patterns of Western populations to developing countries.

Few studies have been conducted on Pakistani eating habits, and the ones that have been done relied on small and unrepresentative samples and were limited to specific diseases. As a result, there is still a knowledge gap regarding the characteristics and variations of Pakistani dietary habits. This study aims to identify different eating patterns and explore their relationship with sociodemographic, anthropometric, and lifestyle factors in a sample of low-income urban residents in Pakistan.

Cereals are the main food source for daily nutritional requirements, providing more than two-thirds of all energy and half of all nutrients consumed during COVID-19. On the other hand, fruits and vegetables accounted for 40% and 30% less of the energy consumed by households, respectively. A study published in the *Journal of Nutrition* showed that worsening dietary diversity and intake regarding energy efficiency were negatively correlated with rising monthly income. Wage earners were 0.15 and 0.28 times more likely to experience a loss in dietary diversity compared to farmers and workers in paid positions, respectively. Additionally, medium and large households were 1.95 and 2.64 times more likely to have decreased diverse food consumption compared to small homes.

Research methodology

A mixed-methods approach will be used to examine the impact of food habits and the nutritional crisis on performance and future health in Pakistan. The study will consist of both quantitative and qualitative analyses. The data will be analyzed using descriptive and inferential statistics. Descriptive statistics, such as frequencies and percentages, will be used to summarize the data. Inferential statistics will be used to examine the relationships between food habits, nutritional status, and performance.

Situational Analysis

Pakistan's population comprises five primary ethnic subgroups that originate from different regions of Central and South Asia: Urdu-speakers, Punjabis, Sindhis, Baluchis, and Pashtuns. Despite living in the same region, these groups may face food insecurity and dietary limitations due to pronounced disparities in cultural practices, dietary preferences, health beliefs, and behavioral patterns. The unique sociocultural and dietary patterns of each ethnic group may either safeguard or undermine food security, which could be attributed to the absence of mingling between these groups. Despite significant efforts over the past six decades, Pakistan's malnutrition indicators have not shown significant improvement. The trend of "convenience" is a key emerging factor influencing food choices.

A majority of study participants reported eating three meals a day and enjoying "Traditional Pakistani Cuisine." They prefer their children to develop the same habit of consuming home-cooked meals that require minimal preparation and cooking time. Convenience was translated by Pakistani households into sub-themes of "Time," "Availability," and "Familiarity." In Pakistani households, the responsibility of food preparation falls on females who consider the likes and dislikes of family members. The participating housewives select daily meals for their families, primarily taking into account the preferences of the family head, children, and other members. The meals are frequently prepared at home and enjoyed by all family members. Worldwide, there is a particular preference for meat, and chicken and red meat consumption have not significantly changed.

Research into individual food intake and dietary patterns reveals how cultural, health, social, environmental, lifestyle, and economic factors impact a person's food preferences. While there are differences in the eating habits of working women and men, the majority usually eat breakfast, although some only do so occasionally. Breakfast typically consists of cereal, toast, eggs, jam, and sometimes paratha. Most people consume two main meals a day, lunch and dinner, although some only eat dinner. These meals often include rice, bread, and/or curry. Women usually have a combination of meat and vegetables in their main meals. Fruit is not a common part of the diet for most working men and women. Fast food is also commonly consumed.

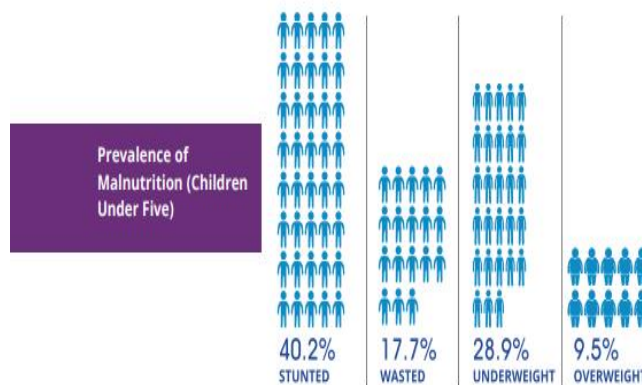
A study of the eating habits of 50 day scholars and 50 hostel residents found that undesirable eating behaviors had been adopted by many of them. Hostel residents were more likely to consume multiple meals each day as a percentage. Of the students studied, 10% of hostel residents were underweight, while 32% of day students were normal weight, 5% were overweight, and 3% were obese. The proportion of underweight students was

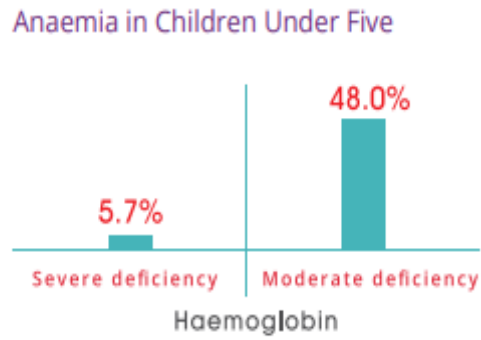
the same for hostel residents and day students, but there were more normal-weight and overweight day students and more obese day students than hostel residents.

During the pandemic, it became apparent that sedentary behaviors, anxiety, and boredom caused by staying indoors could lead to lifestyle changes, poorer diets, and increased overeating. The study involved predominantly female participants (82.1%) between the ages of 18 and 29, of which 90.3% were students. The prevalence of overweight individuals increased from 16.0% before the pandemic to 20.0% during the pandemic. Most participants reported consuming more food during the outbreak. Before the pandemic, 47.9% of respondents reported engaging in physical activity for 0.5–2 hours, but post-pandemic physical activity decreased while food intake increased by 50.6%. The majority of participants (89.7%) reported an increase in screen time during the pandemic, which was positively associated with increased food consumption. Prior to the pandemic, 48.8% of participants reported 4 hours of screen time.

Nutritional Status of Children Under Five Years of Age in Pakistan

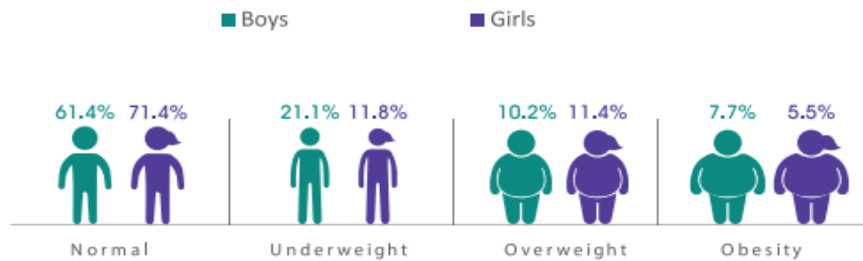
Pakistan's National Nutrition Survey reveals that malnutrition is a prevalent issue among children under the age of five. The survey found that 17.7% of children under five years old are wasted, and four out of ten children in the same age range have stunted growth. Additionally, there is a double burden of malnutrition, as overweight is prevalent among 9.5% of children under five, while nearly one-third of them are underweight (28.9%). Over the past seven years, the percentage of overweight children under five has increased from 5% in 2011 to 9.5% in 2018. This upward trend highlights the need for immediate attention and action to address the issue of malnutrition in Pakistan.





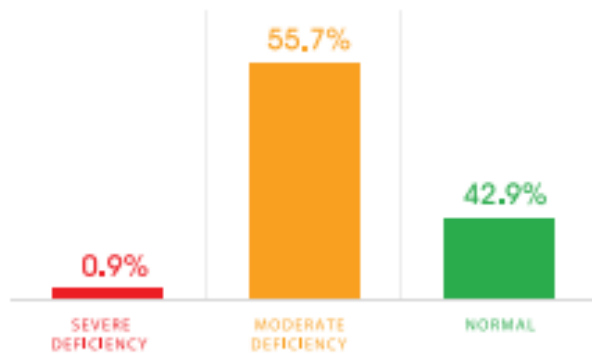
ADOLESCENTS NUTRITION (10-19 YEARS)

Nutritional Status of Adolescent Girls and Boys



Based on NNS 2018, approximately one in eight adolescent girls in Pakistan are underweight, while one in five teenage boys suffer from the same condition, which affects them more significantly than girls. Overweight is more prevalent among adolescent girls, with a rate of 11.4%, compared to 10.2% for boys. Obesity is a public health concern, with a rate of 5.5% among adolescent girls and 7.7% among adolescent boys in Pakistan. Regardless of whether they live in rural or urban areas, overweight or obese teenagers in Pakistan face similar health problems.

Haemoglobin Status Among Adolescent Girls



Nutritional Status of Women of Reproductive Age (WRA) (15-49 years)

Women of Reproductive Age (WRA), aged 15 to 49, in Pakistan suffer from a dual burden of malnutrition. Undernutrition affects one in seven people (14.4%), a decline from 18% in 2011, while overweight and obesity are on the rise. By 2018, 37.8% of people were found to be overweight or obese, an increase from 28% in the National Nutrition Survey (NNS) conducted in 2011. Disparities between urban and rural areas are apparent: urban women are more likely to be overweight and obese, while women in rural areas are more likely to be undernourished.

Iron Deficiency Anemia in WRA (15-49 Years)

18.2% of Women of Reproductive Age (WRA) suffer from iron deficiency. This is particularly noticeable among women living in rural (18.7%) as opposed to urban (17.4%) environments. Sindh has the highest rate of iron deficiency anemia, with roughly a quarter (23.8%) of all WRA sufferers, closely followed by Baluchistan (19.0%) and Punjab (18.7%).

Legal Analysis

The Constitution of Pakistan guarantees the right to food and adequate nutrition to all citizens. However, there is a lack of effective implementation of the legal framework and policies related to food security and nutrition. The National Nutrition Policy was launched in 2018 to address the nutritional crisis in Pakistan, but it has yet to be fully implemented.

Several legal challenges hinder the improvement of food habits and the addressing of the nutritional crisis in Pakistan. One major challenge is the lack of regulation of the food industry, which contributes to the availability of unhealthy and nutritionally inadequate food options. The government must develop and implement policies to regulate the food industry and ensure that all food products meet minimum nutritional standards.

Another legal challenge is the lack of access to justice for individuals affected by the nutritional crisis. There is a need to develop legal mechanisms to hold the government and private actors accountable for violations of the right to food and adequate nutrition. This can be achieved through the development of legal aid services, the establishment of specialized courts to handle food-related issues, and the promotion of public interest litigation related to food security and nutrition.

The legal analysis of the nutritional crisis in Pakistan highlights the need for a rights-based approach to addressing the issue. The government must fulfill its obligations to ensure the right to food and adequate nutrition for all citizens, including through the development and implementation of effective policies and regulations. The legal framework must also provide for access to justice for individuals affected by the nutritional crisis to ensure that their rights are protected and that they can hold the government and private actors accountable.

Pakistani Dietary Guidelines for Better Nutrition

In 2019, the United Nations' Food and Agricultural Organization and Pakistan's Ministry of Planning, Development, and Reform released guidelines for proper nutrition, which include the following recommendations:

- Maintain a healthy body weight by consuming foods from all dietary groups and engaging in regular physical activity.
- Aim for half of your daily cereal consumption to come from whole grains.
- Eat five portions of fresh fruits and vegetables every day.
- Consume two to three portions of milk and milk-based products each day.
- Eat fish, eggs, and meat products in moderation.
- Promote the consumption of pulses for wholesome growth.
- Consume enriched cereals, wheat, and other items.
- Use less edible oil and fat when cooking.
- Limit salt in cooking and always use iodized salt.
- Limit consumption of fatty foods, highly processed foods, soft drinks, confections, bakery goods, bottled fruit juices, and sugar.
- Transition from a sedentary to an active lifestyle.

- Breastfeed infants for at least two years and continue to nurse in addition to supplemental food after the first six months.
- Women should increase their daily consumption of all food groups, especially those high in iron, and exercise caution while pregnant and nursing.
- Drink plenty of water.
- Review the nutrition information on packaged food items.

Following these guidelines can help ensure a balanced and healthy diet.

Universal Salt Iodization in Pakistan

Iodine is essential for thyroid function as well as for the growth and development of both the body and mind. The most straightforward way to address iodine deficiency issues is to ensure adequate daily consumption of iodized salt. Approximately 80% of families in Pakistan use iodized salt, with a higher percentage in urban households compared to those in rural areas. However, according to the National Nutrition Survey of Pakistan, only 31.6% of individuals in KP-NMD consume iodized salt regularly. In contrast, the usage of iodized salt exceeds 85% in ICT, Punjab, AJK, and GB.

Institutional Analysis

Nutrition Wing of the Ministry of National Health Services Regulations and Coordination (GOP)

The Ministry of Health (MOH) is the primary government agency responsible for ensuring the provision of high-quality health services and promoting healthy lifestyles and environmental practices. The mission focuses on improving access to and availability of high-quality healthcare for rural residents, impoverished communities, women, and children. The focus includes ensuring access to water, sanitation, hygiene, and essential public health services such as nutrition, immunization, and healthcare for women and children.

Their objectives are to:

- Enhance the delivery of comprehensive health services
- Strengthen stewardship management functions
- Improve human resources management

Ministry of National Food Security and Research

The Ministry of National Food Security and Research is responsible for ensuring food security and promoting agriculture in Pakistan. The ministry's

role is critical in addressing the nutritional crisis in the country by ensuring the availability of nutritious food and promoting healthy food habits.

The ministry has launched several initiatives to address the nutritional crisis in Pakistan, including the National Nutrition Strategy and the National Zero Hunger Program. The National Nutrition Strategy aims to improve nutrition outcomes by promoting awareness of healthy diets, increasing access to nutritious foods, and improving the quality of health services. The National Zero Hunger Program is a multi-sectoral initiative that aims to reduce hunger and malnutrition in Pakistan.

However, the ministry faces several institutional challenges in implementing these initiatives effectively. One major challenge is the lack of coordination between different departments within the ministry and with other government agencies. This lack of coordination results in a fragmented approach to addressing the nutritional crisis, with little synergy between different initiatives.

Another challenge is the limited capacity of the ministry to implement and monitor nutrition programs effectively. There is a need for capacity building within the ministry, including staff training and the development of monitoring and evaluation systems to ensure the effective implementation of nutrition programs.

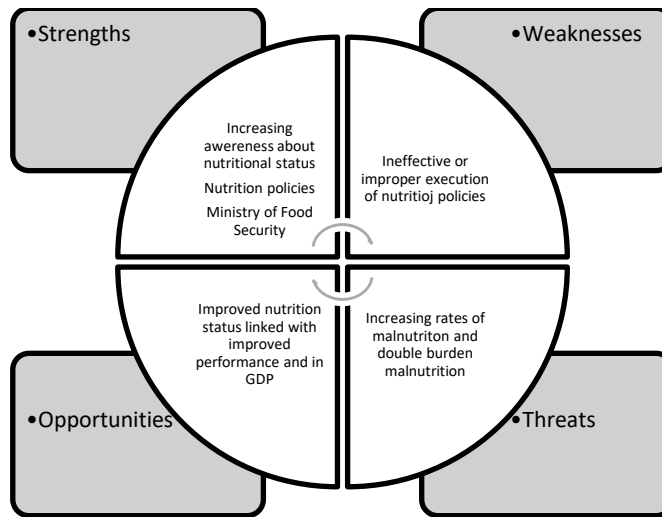
Moreover, the institutional analysis of the nutritional crisis in Pakistan highlights the need for a multi-sectoral approach to addressing the issue. The Ministry of National Food Security and Research must work in collaboration with other government agencies, civil society organizations, and the private sector to address the root causes of the nutritional crisis, including poverty, limited access to nutritious food, and poor food habits. The institutional challenges faced by the ministry must be addressed through capacity building and institutional reforms to ensure effective implementation of nutrition programs and policies.

Gap Analysis

One of the main challenges in addressing malnutrition in Pakistan is the complexity of policy frameworks following devolution. There has been limited cross-sectoral engagement because nutrition has been viewed as a technical issue that primarily falls under the purview of the health sector. Each province has different policy priorities and varying levels of development and implementation of multi-sector nutrition action plans, with no coordination with national policy efforts. The Ministry of Planning, Development, and Reform's Nutrition Section's National Scaling Up Nutrition (SUN) Secretariat suggests that the FNG approach may help people

better understand provincial malnutrition situations and improve coordination across sectors and stakeholders at the federal, provincial, and local levels. Despite the existence of nutrition guidelines, they are not widely promoted, and a small percentage of the population is aware of them, further exacerbated by being offered only in English. The health ministry prioritizes medical or hospital initiatives, and limited access to resources is attributed to poor governance.

SWOT Analysis



Findings

Pakistan is facing a severe nutritional crisis that is impacting the performance and future health of its population. Poor food habits, limited access to nutritious food, and inadequate awareness about the importance of a balanced diet are the main causes of this crisis. Major issues and challenges regarding food habits and nutritional crises are highlighted as follows:

The majority of people in Pakistan lack awareness about the importance of a balanced diet and healthy food habits. As a result, they do not know which foods are nutritious and which are harmful to their health. This lack of knowledge leads to the consumption of unhealthy and unbalanced diets, causing malnutrition and other health problems. The majority of the population lives in poverty and cannot afford to buy nutritious food. Moreover, many rural areas lack access to clean water and electricity, making it difficult to store and prepare healthy food. This limited access to nutritious food leads to malnutrition and other health problems, especially in children.

There is a significant challenge in terms of food security. The country's population is rapidly increasing, and food production is not keeping up with

demand. Additionally, climate change, droughts, and floods are affecting the agricultural sector, leading to food shortages and rising food prices. Pakistan has one of the highest rates of malnutrition in the world. According to the Pakistan Demographic and Health Survey 2017-18, 36.9% of children under the age of five are stunted, 17.7% are wasted, and 28.9% are underweight. Malnutrition not only affects the physical growth and development of children but also impacts their cognitive development, leading to poor performance in school.

While Pakistan has a rich and diverse culinary heritage, many traditional dishes are high in calories, salt, and fats. Moreover, the consumption of fast food and sugary drinks has increased in recent years, leading to a rise in obesity and other health problems. Despite the severity of the nutritional crisis in Pakistan, the government has not taken sufficient action to address the issue. There is a lack of investment in the agricultural sector, and effective policies to promote healthy food habits and improve access to nutritious food have not been implemented.

The study also found that food habits in Pakistan are heavily influenced by cultural and socioeconomic factors. People tend to consume more rice, wheat, and meat-based dishes, which are high in carbohydrates and protein but low in essential nutrients such as vitamins and minerals. Furthermore, the lack of knowledge about healthy eating habits and the importance of a balanced diet leads to poor food choices. The study also revealed that the food distribution system in Pakistan is inadequate, leading to unequal access to nutrient-rich foods.

The study highlighted the potential impact of poor nutrition on performance and future health. Malnourished individuals are more susceptible to diseases, infections, and chronic health conditions such as diabetes and hypertension. Poor nutrition can also impact cognitive development, leading to poor academic performance and reduced earning potential in the future.

Conclusion

In conclusion, the nutritional crisis in Pakistan is a complex issue that requires a multi-faceted approach to address. A comprehensive approach is needed to tackle the challenges related to food habits and access to nutritious food. Increased awareness, investment in the agricultural sector, and effective government policies are essential to ensure the future health and performance of Pakistan's population.

The study also recommends increasing access to nutrient-rich foods through a more efficient and equitable food distribution system. It suggests promoting nutrition education programs to raise awareness about healthy eating habits

and the importance of a balanced diet. Finally, the study underscores the need for policymakers to prioritize the nutritional needs of the population to ensure future health and well-being.

Recommendations

To increase awareness and promote good nutrition, nutrition guidelines and rules should be widely publicized at all levels, including through banner ads, public service announcements on news channels, and social media. These guidelines should be available in local languages to ensure that the general public can easily understand them. Apart from this, the following are a few recommendations to address the nutritional crisis in Pakistan:

- **Increase access to clean drinking water:** Waterborne diseases and poor sanitation can lead to malnutrition and stunted growth, especially in children. Therefore, it is essential to improve access to clean drinking water and promote safe hygiene practices to prevent disease.
- **Promote nutrient-rich food choices:** Encourage the consumption of nutrient-rich foods such as fruits, vegetables, whole grains, and lean protein sources. These foods should be affordable and accessible to all, especially those living in low-income areas.
- **Implement fortification programs:** Implement food fortification programs to address micronutrient deficiencies. For example, fortifying wheat flour with iron and folic acid has been successful in reducing the prevalence of anemia in Pakistan.
- **Enhance food safety:** Improve food safety standards and practices to reduce the risk of foodborne illnesses, which can affect nutritional status and performance. This can be achieved through public health interventions, such as food safety education campaigns and regulation enforcement.
- **Increase agricultural productivity and diversity:** Promote sustainable agricultural practices that increase productivity and diversity of crops. This can improve food security and increase access to nutrient-rich foods, especially in rural areas.
- **Address cultural and social barriers:** Address cultural and social barriers that may prevent individuals from adopting healthy food habits. For example, addressing gender inequalities can improve women's access to education, income, and decision-making power, which can positively impact food choices and nutrition.

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Governance Situation in Khyber Pakhtunkhwa and Fulfilment of SDGs: A Critical Analysis and Way Forward

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Abstract:

Since the adoption of the 2030 Agenda for Sustainable Development by over 150 world leaders at the United Nations Summit in 2015, substantial progress has been made in aligning national strategies with the 17 Sustainable Development Goals (SDGs). Pakistan, as a pioneer in endorsing and integrating SDGs into its National Development Agenda, has established a comprehensive framework for implementation. Specifically, Khyber Pakhtunkhwa has developed legislative, institutional, and policy mechanisms to support SDGs localization. This includes setting up an SDGs Support Unit, creating district-level localization plans, and establishing advisory committees. However, challenges persist, including gaps in data collection, limited human resource capacity, and insufficient integration of SDGs at the district level. To address these issues, improved coordination, enhanced data reporting, and better alignment of policies and investment strategies with SDG priorities are essential. Strengthening these areas will be crucial for Khyber Pakhtunkhwa and Pakistan to effectively achieve the 2030 Agenda.

Key words:

Sustainable Development Goals (SDGs), Khyber Pakhtunkhwa, Data Reporting, Localization, Policy Integration

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Introduction

At the United Nations Sustainable Development Summit on 25 September 2015, more than 150 world leaders adopted the new 2030 agenda for Sustainable Development. World leaders came up with a set of 17 Sustainable Development Goals (Fig-1) linking the three dimensions of sustainable development: economic development, social inclusion, and environmental sustainability. The SDGs have come into action since the beginning of 2016 and will continue till 2030. The United Nations Development Programme (UNDP) will support governments around the world in tackling the new agenda and taking it forward over the next 15 years. The 2030 Agenda is a plan of action for people, planet and prosperity. The SDGs aim to leave no one behind and achieve decent lives for all on a healthy planet³.

To provide legislative and institutional support for achieving SDGs, the Khyber Pakhtunkhwa province enacted 96 acts and framed over 36 sectoral policies since 2016. Despite the legislative, institutional and policy support there is much gap in data collection and reporting thereby the government is unable to track actual progress towards achieving 2030 agenda.

Improved coordination, alignment of policies with SDGs framework, data reporting and effective monitoring and investment in corresponding sectors of SDGs through Annual Development Programme can help in achieving the 2030 SDGs agenda.

Fig-1: 17 SDGs



Problem Statement

Sustainable Development Goals (SDGs) are a set of 17 goals adopted by the UN in 2015 to achieve a more prosperous world. The SDGs aim to achieve shared prosperity, reduce economic disparity, create a cleaner environment, control climate change, and improve governance. The Government of

³ (UN Sustainable Development Group, n.d.)

Pakistan adopted the SDGs as its development agenda in 2016 through a unanimous parliamentary resolution. The provinces, following the federation and in the wake of the eighteenth constitutional amendment, have also taken several steps to achieve SDG targets and set a development direction for the next 15 years.

One of the key lessons learned from the Millennium Development Goals (MDGs) (2000-2015) was the lack of localization or a more top-down approach for achieving the goals. Business-as-usual may also not work for achieving the SDGs. This is evident from Pakistan's overall score of 57.7% on the SDG Index Ranking 2021, which places Pakistan 129th out of 165 nations. This standing requires substantial steps to embed the SDGs in the overall governance structure.

This research will critically analyze the governance initiatives taken at the institutional level and in development planning, along with considering budgetary processes for achieving the SDGs. In addition to this primary question, the research will be driven by the following key questions for an in-depth understanding and to arrive at informed conclusions and effective ways forward.

Research Questions

1. What are the governance mechanisms in place that can help achieve the SDGs?
2. What changes can be made to ensure that the SDGs are embedded at different tiers of governance?
3. How can institutional mechanisms, planning processes, or procedural setups be effective in the overall aim of achieving the Sustainable Development Goals?

Scope of the Study

The Government of Khyber Pakhtunkhwa has adopted the SDGs as its provincial agenda. In addition to this, the provincial government has been regularly developing strategic documents to guide the development process and achieve a more prosperous and equitable province. This study conducts an in-depth analysis of the SDGs and the governance, planning, and institutional mechanisms established to achieve them. The study is pivotal in identifying the course toward the achievement of the SDGs by 2030 and provides key recommendations for course correction.

Research methodology

Qualitative data have been collected from online literature available on the subject matter, essentially making it secondary research. The data have been analyzed through analysis tools such as situational analysis, stakeholder analysis, and PESTEL analysis. This research will address two questions:

1. What are the bottlenecks in the effective management of floods in Pakistan?
2. In what ways can Pakistan's response to flood-related disasters improve?

Qualitative Research

This paper provides an in-depth analysis of the governance structure in Khyber Pakhtunkhwa. A review of the existing governance setup was conducted, followed by an examination of its planning and institutional structure. A detailed analysis of the roles and responsibilities of the institutions was performed, identifying loopholes, overlaps, and their terms of reference (TORs).

Data Collection

Secondary data has been collected through visits to relevant departments. While a substantial amount of data is available with the departments, it is not reported regularly or properly. For key informant interviews, visits to relevant government departments were conducted, including the departments of Planning and Development, Education, Health, Environment, and Home. To capture political will, visits to the Provincial Assembly were also made to investigate the awareness and ownership of the SDGs at the legislative level.

Governance Tools for SDGs Implementation

Several governance tools can be used to measure the implementation of SDGs. First, Khyber Pakhtunkhwa's Sustainable Development Strategies (SDS) were analyzed. SDS is a long-term plan developed by the government to integrate sustainable development into its policies, plans, and programs. It provides a framework for coordination, prioritization, and implementation of the SDGs. The Voluntary National Reviews (VNR) are another tool used to measure the implementation of SDGs. VNRs are reports submitted by countries to the United Nations to share their progress and challenges in implementing the SDGs. Achieving the SDGs requires partnerships, as multi-stakeholder partnerships bring together different stakeholders, including governments,

civil society organizations, the private sector, and academia, to collaborate and leverage resources toward the achievement of the SDGs.

SDG Monitoring, Data, and Reporting

Budgeting and financing mechanisms were used to analyze resource allocation toward the implementation of the SDGs. These include fiscal policies, public-private partnerships, and innovative financing mechanisms that mobilize and channel resources toward sustainable development. Expenditure tracking of the Government of KP's resources was carried out through the collection of data from the Finance Department and Planning Department to map expenditures against relevant SDGs.

Literature Review

The SDGs are successors to both the MDGs and the 1992 Rio Declaration on Environment and Development. They aim to provide a universal agenda for "people, planet, and prosperity." The global SDGs framework adopted by the UN member states consists of 17 Goals to achieve, 169 targets to gauge progress, and 244 indicators to monitor and report on progress. However, SDGs are deeply interconnected and interdependent. Lack of progress on one SDG can derail progress on others. For instance, poverty (SDG-1) can lead to high malnutrition prevalence (SDG-2), which in turn leads to health issues (SDG-3) that may hamper access to quality education (SDG-4). Illiteracy can lead to unemployment (SDG-8), and the list goes on. While the SDGs are highly ambitious, achieving them by 2030 is essential for a better, peaceful, and prosperous future.

In summary, the 2030 Agenda with its 17 interwoven Sustainable Development Goals (SDGs) aims to provide a comprehensive and all-encompassing framework that all UN member states have pledged to achieve. In contrast to previous development agendas that mostly focused on economic growth, the SDGs are a universal framework comprising many policy goals in the economic, social, governance, and environmental spheres.

National Priorities

Pakistan was the first country to adopt the SDGs, with its firm commitment coming in 2016 when the National Assembly passed a unanimous resolution to adopt the 2030 Agenda as the "National Development Agenda." Since then, Pakistan has made significant progress toward mainstreaming the SDGs in national plans, policies, and strategies, including the Five-Year Plan, Vision 2025, provincial mid- and long-term growth strategies, and the country's long-term development perspective. The synchronization between Pakistan Vision 2025 and the 2030 Agenda reflects Pakistan's strong resolve to achieve the SDGs. Following the adoption of the SDGs as national development goals,

national and provincial parliamentary task forces on the SDGs were established in 2016 to ensure political ownership of the SDGs.

To institutionalize the SDGs, the Federal Ministry of Planning, Development & Special Initiatives (MoPD&SI) and provincial planning and development departments, with the support of UNDP, launched a Five-Year Joint Project, the “National Initiative for Sustainable Development Goals,” in 2016. Under this project, seven SDGs Support Units have been established in all provinces and regions to improve vertical and horizontal coordination among all stakeholders.

To practically pursue its commitment to the 2030 Agenda, Pakistan designed and approved a detailed National SDGs Framework. The Framework was approved by the National Economic Council (NEC). Under the Framework, a baseline on SDG indicators was established, and targets on indicators were set to feed into the SDG Monitoring and Evaluation Framework. In line with the National Framework, all provinces and regions have developed their respective frameworks, identifying and prioritizing local needs. The SDGs Frameworks (National/Provincial/Regional) are practical steps toward localizing the SDGs at national and sub-national levels and are useful tools considering the local context, needs, and priorities. Detailed prioritization and target-setting exercises have been undertaken during the framework. Of the 76 SDG targets prioritized in the national SDGs, 25 are of high priority.

Provincial Priorities

Under the national initiative for mainstreaming the SDGs and as part of the SDGs localization process, the SDGs Support Unit was established in the Planning and Development Department of Khyber Pakhtunkhwa in collaboration with UNDP in 2018. However, the institutionalization of SDGs localization in the province began before the formal establishment of the SDGs Unit by changing the nomenclature of the Special Development Unit to the Sustainable Development Unit (SDU) in 2016. The SDU was mandated to pursue the 2030 Agenda and align with the resolution of the National Assembly of Pakistan adopted in 2016.

The SDGs Support Unit is mandated to work in close coordination with provincial and federal technical committees, provincial line departments, UN agencies, and civil societies to mainstream the SDGs in local development plans and strategies, strengthen coordination, reporting, and monitoring mechanisms, align financing flows with the 2030 Agenda, and support integrated and innovative approaches to accelerate progress on SDGs in priority areas.

Given the wide scope of mainstreaming the SDGs within government planning and implementation, and to guide development processes, the

province has developed its SDGs Framework. This framework includes a baseline on SDG indicators, identification and prioritization of provincially relevant SDG targets (high, medium, and low), and the setting of targets (short, medium, and long-term). To further ensure informed decisions, policy formulation, and optimal resource allocation, the province has also developed toolkits, including the District SDGs Scorecard, SDGs Localization Plans for districts, and SDGs-Oriented Supplementary Annexures for PC-1, to localize the SDGs at the district level and further down to sector levels. The Provincial Mid-Term Development Strategy, i.e., Sustainable Development Strategy (2019-23), and the corresponding five sectoral plans have also been aligned with the SDGs.

To translate plans and policies into actions, the provincial government has initiated over 200 high-impact projects aimed at improving service delivery, living standards, economic growth, environmental sustainability, reducing regional disparities, and promoting good governance. Similarly, the provincial government has enacted and adopted 92 pieces of legislation across all sectors since 2018, with the aim of leaving no one behind.

Strategic Documents and Analysis

Strategic planning in the public sector is crucial for promoting good governance by focusing on the efficient utilization of resources, quantification, and measurement of performance, which ultimately improves transparency and accountability in government operations. Since 2010, the province has adopted a novel approach of developing Mid-Term Development Strategies to guide public sector operations, becoming a pioneer in introducing strategic planning. The ultimate objective of all these Strategic Plans, including the Comprehensive Development Strategy 2010-14, Integrated Development Strategy 2014-18, and Sustainable Development Strategy 2019-23, is to pave the path for sustainable development in the province.

Sustainable Development Strategy (2019-23)

The Sustainable Development Strategy (SDS) was developed and approved in 2019 after its predecessor, the Integrated Development Strategy, phased out in 2018. SDS is a planning instrument used by the provincial government to guide and steer strategic planning and budgeting.

The strategic context of SDS focuses on achieving the Sustainable Development Goals, positioning its objectives, sector plans, and milestones to align with the SDGs and relevant targets to ensure that institutional reforms and public sector investments contribute to the achievement of the SDGs. The strategic objectives of SDS also emphasize aligning the outcomes of the strategy with the SDGs. All nine thematic areas of SDS are aligned with the

SDGs. The SDS-linked five sectoral plans have also been aligned with the SDGs.

SDGs Framework Khyber Pakhtunkhwa

To strengthen the SDGs localization and operationalization, a detailed Provincial SDGs Framework focusing on baseline establishment, target setting, and shortlisting of provincial priority SDGs targets has been developed. Khyber Pakhtunkhwa is the first province to approve this framework from the provincial cabinet. According to the framework, 111 SDG targets and 171 corresponding indicators are relevant to the KP province. The prioritization exercise indicates that of the 111 locally relevant SDG targets, 65 of high priority require immediate focus and resource allocation. The framework also recommends and outlines a detailed implementation and monitoring mechanism to institutionalize, monitor, and subsequently achieve the SDGs.

Azm-e-Nau (Economic Recovery Plan): COVID-19 Response

Khyber Pakhtunkhwa was among the worst-hit provinces by the COVID-19 pandemic

Analysis

Situational Analysis

The Provincial Government of Khyber Pakhtunkhwa is pursuing Agenda 2030 in letter and spirit. Through various developmental initiatives, the provincial government has contributed to improvements in SDG indicators across the province. Out of 74 SDG indicators, the province of KP has recorded improvements on 46 indicators, progress was stalled on 3 indicators, and 23 indicators showed a decline. Improvements in the SDG indicators have been augmented and supplemented through the enactment and development of various legislations, acts, and policies over the past 7 years. The Khyber Pakhtunkhwa provincial assembly has developed 92 legislations/acts and 36 policies to achieve the SDGs in the province.

In addition, the Annual Development Programme for the last 7 years has been aligned with the SDGs, with the understanding that progress made on the ADP may automatically contribute to progress on the SDGs. The province of Khyber Pakhtunkhwa has set the scene for province-specific SDGs by integrating them into provincial plans and policies and establishing various institutional and coordination mechanisms at strategic and operational levels. The Planning and Development Department, through a participatory and consultative approach involving all administrative departments and field formations, has developed a provincial SDG framework. Out of 169 targets, 111 have been prioritized by the provincial government and are spread across

all administrative departments to be achieved by 2030. For example, targets of Goal 3 have been interlinked with health and so on. To address developmental needs and their interlinkages with the SDGs, the provincial government has appointed departmental focal persons for SDGs in each administrative department. The table below highlights all 111 provincial targets and their associations with relevant departments.

Sectors/Department	Relevant SDGs Target
Agriculture	Targets 2.3, 2.4, 6.4, 6.5, 6.6, 14.4, 15.1 and 15.3
Board of Revenue	Targets 1.4, 5.a and 17.1
Excise and Taxation	Targets 3.5, 9.1 and 17.1
Buildings	Targets 11.3 and 16.6
DWSS	Targets 1.4, 3.9, 6.1, 6.2, 6.3, 6.4, 6.5, 6.6, 6.a, 6.b and 11.6
E&SE	Targets 1.4, 4.1, 4.2, 4.3, 4.4, 4.5, 4.6, 4.7, 4.a, 4.c
Energy & Power	Targets 1.4, 7.1 and 7.2
Environment	Targets 3.9, 6.3, 6.4, 6.5, 6.6, 9.5, 11.4, 11.6, 12.4, 12.5, 12.b, 13.1, 13.2, 13.3, 15.1, 15.2, 15.3, 15.4, 15.5, 15.7, 15.9, and 15.a
Finance	Targets 1.a, 1.b, 5.a, 8.10, 9.3, 9.a, 10.c and 16.6
Food	Targets 2.1 and 2.2
Forestry	Targets 3.9, 6.3, 6.5, 6.6, 9.5, 11.4, 11.6, 12.4, 12.5, 12.b, 13.1, 15.1, 15.2, 15.3, 15.4, 15.5, 15.7, 15.9 and 15.a
Health	Targets 2.1, 2.2, 3.1, 3.2, 3.3, 3.4, 3.5, 3.6, 3.7, 3.8, 3.9, 3.a, 3.b, 3.c, 3.d
Higher Education	Targets 4.4 and 9.5
Home	Targets 3.4, 3.5, 3.6, 3.9, 10.3, 11.7, 16.1, 16.2, 16.3 and 16.10
Housing	Targets 11.a and 11.1
Industries	Targets 4.4, 8.8, 9.2, 9.3, 9.b and 12.5
Information	Targets 5.b, 9.c, 16.6, 16.9 and 16.10
Labor	Targets 5.4, 8.3, 8.7, 8.8 and 10.4
Law and Justice	Targets 8.8, 16.3, 16.6 and 16.7

Sectors/Department	Relevant SDGs Target
Local Government	Targets 1.4, 3.5: 3.9: 3.b: 5.5: 6.1: 6.2: 6.3: 9.1: 11.6: 11.7: 12.4 and 12.5
Mines & Minerals	Targets 8.8 and 9.3
Multi Sectoral	Targets 1.3, 1.4, 2.4, 3.4, 3.7, 4.4, 4.5, 4.7, 4.a, 5.4, 6.1, 6.4, 8.3 and 8.6
Population Welfare	Targets 3.2, 3.7, 5.6 and 11.3
Relief and Rehabilitation	Targets 11.b, 13.1 and 13.3
Social Welfare	Targets 3.a, 5.1, 5.2, 5.3, 5.4, 5.5, 5.a, 8.5, 8.7, 10.4, 11.7, 16.1 and 16.2
Special Initiatives	Targets 1.1, 1.2 and 4. a
Sports Youth and Tourism	Targets 8.6, 8.9, 11.4 and 12. b
ST&IT	Targets 4.4 and 9. b
Transport	Targets 3.6, 9.1 and 11.2
Urban Development	Targets 11.1, 11.2, 11.3, 11.7 and 11.a
Water Sector	Targets 2.3, 2.4, 6.4 6.5, 6.6, 7.2, 9.1 and 11. b
Roads	Targets 3.6, 9.1 and 11.2

The provincial government has also renamed the Special Development Unit of the Planning and Development Department as the Sustainable Development Unit, with an SDG mandate through a notification. Additionally, a dedicated SDGs Support Unit has been established within the Planning and Development Department, staffed to provide strategic and operational-level guidance and assistance to localize SDGs at provincial and sub-provincial levels. This involves aligning plans/policies and resource flows with SDGs and strengthening monitoring and reporting. The Unit has been jointly established by the Government of Khyber Pakhtunkhwa and the United Nations Development Program in compliance with the international commitment to achieving Sustainable Development Goals by 2030. The Unit aims to support the operationalization and localization of SDGs at the provincial level.

Implementation of SDGs demands coordinated efforts at all levels. To provide strategic and operational-level guidance and ensure integrated efforts for SDG implementation, the following coordination mechanisms at strategic and operational levels have been established:

- **Parliamentary Task Force:** This comprises Members of the Provincial Assembly and is divided into four thematic areas: Governance, Environmental, Social, and Economic clusters. The Task Force's function is to gain political support and deliberate on policy formulation and legislation, if required, to mainstream the SDGs at the provincial level.
- **Provincial SDGs Coordination Committee:** This committee has been notified in compliance with the decision of the NEC. Headed by the Chief Minister of Khyber Pakhtunkhwa, with various Provincial Ministers as members, the committee oversees and steers the achievement of SDGs in the province through the implementation of the Provincial SDG Framework.
- **Provincial Advisory Committee on SDGs:** Headed by the Additional Chief Secretary, this committee includes administrative secretaries of leading departments, UNDP, and the Chief SDG Planning Commission of Pakistan. The committee deliberates and advises on policy formulation, data generation, SOPs, course correction, and institutional reforms required in pursuit of the SDGs.
- **Steering Committee:** Headed by the Secretary of Planning and Development, this committee includes line departments, UNDP, and the Planning Commission. Its mandate is to discuss and approve the Annual Work Plan of the Project.
- **Departmental Focal Person Coordination Committee:** Headed by the DG-SDU, this committee includes focal persons from all line departments. The purpose is to augment ownership and generate suggestions from line departments regarding the implementation of the SDGs at the departmental level.
- **Development Partners Coordination Committee:** Headed by the DG-SDU, this committee includes all leading development partners and donors working in the province. The objective is to strengthen coordination with partners to mainstream SDGs in their respective portfolios.
- **District Advisory Committee:** Headed by the Deputy Commissioner concerned, with district heads of all line departments as members, this committee aims to acquaint district field officers with how to align resources and mainstream SDGs at the district level.

The SDGs comprise 17 Goals, 169 Targets, and 244 Indicators. Such a comprehensive development agenda involves numerous interlinkages with different types of correlations. In most instances, these relationships are positive and mutually reinforcing. However, achieving economic growth through Goal 8 and Goal 9 (Industry, Innovation, and Infrastructure) can increase carbon emissions and environmental degradation, which may impact targets related to the environment. Alongside this interconnected developmental framework, there are guiding themes/principles that connect and govern each aspect of the framework effectively.

The most important guiding principle or thematic area of the SDGs is the concept of localization. Each country must set its own targets against the SDG Targets/Indicators and prioritize the developmental agenda, considering its local context, constraints, and governance structure. Localization should extend beyond the national level to the provincial, district, and tehsil levels. Another key principle is "Leaving No One Behind and Reaching the Furthest Behind First," which ensures that policies address the most vulnerable first and that no one is left out of the development process. Additionally, there are five important Ps—People, Planet, Prosperity, Peace, and Partnership—that are woven around each SDG and Target. To achieve SDGs, strong institutions, as emphasized in Goal 16 (Peace and Justice), provide the governance mechanism for the entire development agenda.

Data Gap and Reporting

All SDGs are relevant for Khyber Pakhtunkhwa. However, not all 169 Global Targets and 244 indicators are applicable to the province. Some indicators are global (17 indicators), and 41 indicators are national. About 9 indicators are repetitive under various goals.

The Government of Khyber Pakhtunkhwa and the SDGs Unit, in consultation with district officials, representatives of youth, women, academia, and marginalized communities, identified 111 targets and 171 indicators that were found to be relevant and appropriate for Khyber Pakhtunkhwa. The indicators were further classified according to administrative level—National, Provincial, and District—to assign responsibility for monitoring. The actual list of selected targets and indicators with baseline data is available.

Of the 171 indicators, baseline data is available for 102 indicators, leaving a data gap for 69 indicators. Establishing a data collection system at the provincial and district levels is fundamental to obtaining disaggregated data at the local level. As baseline data for several indicators remains unavailable, increased support is needed for strengthening data collection and building the capacity of line departments. Significant efforts are required by the relevant departments to fill data gaps and regularly collect and report data to feed into the SDGs national and global progress monitoring systems in the coming years, following the standard UNSTAT online guidelines. Among these indicators, even those with some form of data may require computational methods, and line departments have limited capacity to collect and report on these indicators. Additionally, the Bureau of Statistics (BOS) needs to formulate and introduce new, integrated survey methodologies focusing on environmental data/statistics in line with the Framework for the Development of Environmental Statistics and other national and provincial surveys (PSLM, PDHS, MICS, etc.) to ensure reporting on indicators for which data is not currently available or generated regularly.

Baseline data for the 102 indicators was collected mainly from published official sources, considering the year 2014-15 as the baseline. Where baseline data was unavailable, other years closer to the baseline year were considered. For some indicators, baseline data was collected directly from departments or computed.

Following major official data sources at the national or provincial level were used for establishing the baseline for SDGs indicators:

- Khyber Pakhtunkhwa Official Development Statistics
- Khyber Pakhtunkhwa BOS Multi-Indicators Cluster Survey (MICS)
- Pakistan Economic Survey, Planning Commission
- Pakistan Standard of Living Measurement (PSLM) Survey
- Pakistan Demographic and Health Survey (PDHS), National Institute of Population Studies
- Poverty Reduction Strategy Paper II
- National Nutrition Survey
- Labour Force Survey
- Line Departments' data (e.g., Health and Education Departments)
- Data generated by international organizations/UN agencies (WHO, UNICEF, FAO)

Political Ownership

Pakistan Vision 2025 aims to reignite and sustain growth while considering equitable and environmental constraints. The goal is to improve living standards for every Pakistani, regardless of caste, creed, place of residence, or political or religious affiliation. The Government of Khyber Pakhtunkhwa has adopted SDGs as its provincial agenda. Additionally, the provincial government has been regularly developing strategic documents to guide the development process and achieve a more prosperous and equitable province.

Expenditure Tracking

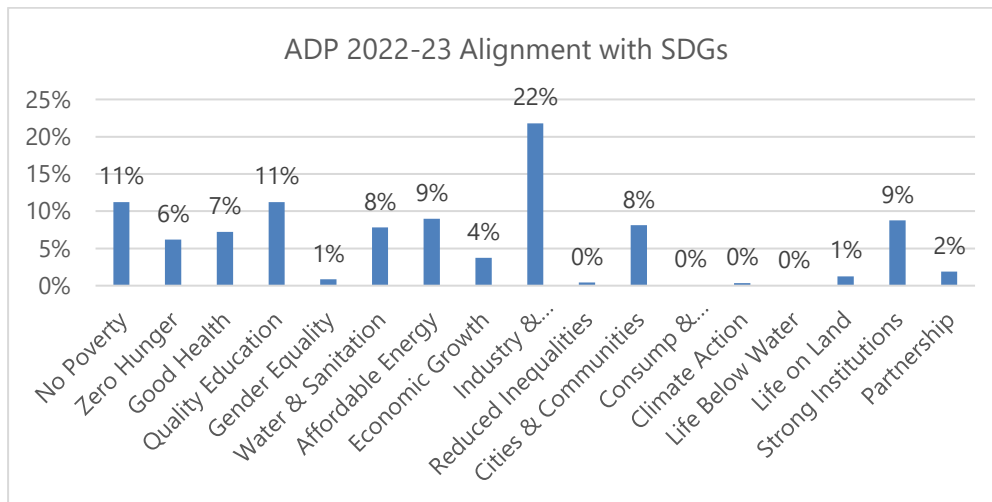
Khyber Pakhtunkhwa is a diverse province with varying landscapes, cultures, ethnicities, languages, and socio-economic profiles. The north is different from the south, not only in terrain but also in climate, culture, and natural resources. Therefore, it is important to uplift the entire province and address the needs of the furthest behind without discrimination. It is vital to build on the opportunities represented by each region to optimally use natural resources for effective poverty alleviation. The Government of Khyber Pakhtunkhwa developed a Medium-Term Development Framework for 2019-23—the Sustainable Development Strategy (SDS)—which includes 7 thematic areas as development priorities: health, education, economic growth, energy, local governance and urban development, and agriculture, among others. The Government of Khyber Pakhtunkhwa has also prepared

an SDG Framework that aligns provincial priorities with Sustainable Development Goals.

With this agenda, the Government of Khyber Pakhtunkhwa has continuously worked to uplift the entire province, allocating funds to regions, divisions, and sectors where they are most needed according to developed strategies. For example, the Merged Areas in Khyber Pakhtunkhwa are the least developed districts in the province, with the highest number of poor people (73%), lowest literacy rates, highest child malnutrition (42% wasting), very low drinking water coverage, one of the highest population growth rates at 2.41%, and over 5 million people. The Government of Khyber Pakhtunkhwa has made significant efforts to accelerate development in this region, as evidenced by the highest allocation of funds to these districts. In 2019-20 and 2020-21, 34% and 33% of the total local Annual Development Programme funds, respectively, were allocated to the Newly Merged Districts.

SDGs require investment and greater budget allocation to respective goals and targets. Especially, high-priority goals and targets need consistent and significant allocations to achieve the 2030 targets. It is essential to track government expenditure, identify loopholes, and address gaps.

The regular and development budget has been mapped against the SDG Targets and tracked according to the priorities set in the SDGs Framework.



The above graph shows different government allocations to the respective SDGs in 2022-23. From the graph, it can be seen that Goal-9, Industry, Innovation, and Infrastructure, received the most funds. This indicates that the government is more focused on building infrastructure. Following Goal-9 is Goal-1, No Poverty, which receives the second highest allocation from the Government of Khyber Pakhtunkhwa, with 11% of the total budget allocated

to it. Goal-4, Education, and Goal-3, Health, receive 11% and 7% of the total allocation, respectively.

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Issues & Challenges

- **Coordination:** Implementation of SDGs demands coordinated efforts at all levels. Though coordination mechanisms at strategic and operational levels have been established to provide guidance and ensure integrated efforts for the implementation of SDGs, the frequency of their meetings and level of interest do not reflect a priority for the subject.
- **Localization:** The most important guiding principle of the SDGs is the localization concept, which should extend beyond the national level to Provincial, District, and Tehsil levels. However, the capacity of lower-tier administrative setups poses a significant constraint to this concept.
- **Baseline Data:** Of the total 171 indicators, baseline data is available for 102 indicators, leaving a data gap of 69 indicators. Additionally, the baseline data for several indicators remains unavailable, and the existing data requires computational methods for collection and reporting. This situation calls for increased support for strengthening data collection and capacity building of line departments.
- **Budgetary Allocations:** The budgetary allocations and investments in SDGs are not at the desired level, which suggests that the 2030 agenda may not be fully met. Therefore, allocations, especially for high-priority goals and targets, need to be consistent and significant.
- **Tracking & Monitoring:** Existing investments towards achieving SDGs are neither properly tracked nor monitored, despite the efforts of the provincial finance and planning departments. Real-time tracking could assist policymakers in setting directions for investment in specific sectors.
- **Sectoral Plans:** Out of 74 SDG indicators, the province of KP has recorded improvements on 46 indicators, progress was stalled on 3 indicators, and 23 indicators showed a decline. This decline suggests that sectoral plans are not adequately aligned with the goal of achieving SDGs by 2030.
- **Methodologies:** The Bureau of Statistics (BOS) has still adopted conventional methods of data collection. There is an urgent need for BOS to formulate and introduce new, more integrated survey methodologies focusing on environmental data/statistics, in line with the Framework for

the Development of Environmental Statistics and other national and provincial surveys (PSLM, PDHS, MICS, etc.).

Conclusion

Pakistan has shown commendable commitment to the 2030 Agenda for Sustainable Development by becoming the first country to endorse the SDGs in 2015 and subsequently adopting them as its National Development Agenda in 2016. Political ownership of the SDGs is key to the effective institutionalization of these goals at the national and sub-national levels. Pakistan was one of the few countries to establish a Parliamentary SDGs Secretariat based at the National Assembly. On the strategy and policy front, all seven pillars of Vision 2025 are fully aligned with the SDGs, providing a comprehensive long-term strategy for achieving inclusive growth and sustainable development. Localization of the SDGs at the sub-national level has been ensured through the establishment of SDGs support units across the country in all provinces and regions and the development of National and Provincial SDGs Frameworks.

In Khyber Pakhtunkhwa, an SDGs Support Unit has been established in the Planning and Development Department. The approved SDGs Framework for the province is also in place. Additionally, all provincial strategic policies, plans, and strategies have been aligned with the SDGs. To advance SDG localization to the district level, District SDGs Localization Plans for pilot districts have been developed, and coordination systems in the form of District SDGs Advisory Committees have been created in all districts. A resource tracking mechanism to map provincial government investments against SDG targets is being undertaken regularly. However, despite progress on legislative, policy, and institutional fronts, challenges such as data gaps for regular reporting on SDG indicators, limited human resource capacities for implementing the SDGs, the implementation of KP's high-priority SDGs, and integrating SDGs into sectoral plans, especially at the district level, continue to derail SDG achievement.

Recommendations

1. The government of Khyber Pakhtunkhwa has established institutional, development, and planning mechanisms through the creation of the SDG Support Unit and various committees that can advance the SDG agenda. The government needs to harness the potential of these mechanisms and improve coordination among them to achieve the SDGs.
2. A bottom-up approach is key to achieving the SDGs, as it was the missing link in achieving the MDGs. The government should ensure that district-

level governance committees and mechanisms are strengthened to improve service delivery and ultimately achieve the SDGs at the district level.

3. For an effective reporting mechanism, the government of Khyber Pakhtunkhwa needs to strengthen its statistical institutions. Specific attention must be given to the administrative data generated by government departments, focusing on its reliability, accumulation, and reporting.
4. The Annual Development Programme (ADP) should be refined and reorganized to advance the priorities set in the SDG Framework. For instance, high-priority targets should receive funding on a priority basis. The ADP should be depoliticized, and allocations should be made according to these priorities.
5. The governance mechanisms in place, especially regarding the expenditure tracking mechanism, need to align with the priorities set in the SDG Framework. The Climate Change Financing Framework for Khyber Pakhtunkhwa, developed by UNDP and the Government of Khyber Pakhtunkhwa, can serve as a model for budgeting and tracking expenses at the SDG goal level and, preferably, at the SDG target level. This will provide a clear representation of provincial investments and allow for more efficient tracking of expenses.
6. Current sectoral plans do not sufficiently reflect the SDG agenda; therefore, the respective line departments should integrate the SDGs into their sectoral plans and prepare a policy action plan for the timely achievement of the SDGs.
7. The Bureau of Statistics (BOS) should formulate and introduce new and more integrated survey methodologies focusing on environmental data/statistics, in line with the Framework for the Development of Environment Statistics and other national and provincial surveys.

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CRITICAL ANALYSIS OF COMMITTEE SYSTEM IN SENATE OF PAKISTAN: CHALLENGES AND WAY FORWARD

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Abstract:

The Committee System in parliamentary settings plays a crucial role in legislative oversight and specialized scrutiny of governmental functions. This paper examines the significance of the Committee System in the Senate of Pakistan, particularly post-constitutional amendments. It discusses how these committees enhance legislative effectiveness, scrutinize government actions, and address national challenges like inter-provincial disputes and administrative inefficiencies. The Committee System has shown improvements, with increased meetings and legislative activity. However, it identifies areas for enhancement, including streamlined procedures, improved oversight, and strengthened capacity building. The paper offers recommendations categorized into short, medium, and long-term strategies. Short-term recommendations focus on empowering committee chairs and conducting performance audits. Mid-term suggestions include revising the Rules of Business and improving digital integration. Long-term strategies propose joint parliamentary committees and leveraging international parliamentary forums for capacity building. These measures aim to optimize committee performance, engage stakeholders, and align parliamentary practices with international standards.

Key words:

Committee System, Senate of Pakistan, legislative oversight, constitutional amendments, capacity building

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Introduction

Woodrow Wilson said, "Congress in session is Congress on public exhibition, whilst Congress in its committee rooms is Congress at work" (Mahmood, 2015). The Committee System in Parliaments is described as a *modus operandi* of division of legislative business and specialization, as every committee consists of technocrats or expert members. An effective and empowered committee system enhances the overall performance of parliament and reflects the vision and direction of public representatives and political parties on various legislative and policy matters. In modern democracies, the Committee System plays a major role in democratic governance. Parliaments today have a greater need to scrutinize, review, and investigate the workings of their Committee System to ensure it evolves and delivers results that meet public expectations.

Every parliament is accountable to the electorate for how well it ensures government agencies do their job. The committee system is a very efficient means of maintaining oversight and implementing adjustments in the workings of agencies controlled by the executive. Hence, the committees help parliament make sound and evidence-based decisions by examining issues from a stakeholder perspective and improving proposals before the House for onward transmission to the Government.

The Senate of Pakistan also has a well-entrenched Committee System that has asserted its effective role in the current political and federal dispensation and deals with a variety of issues of national importance confronted by the Federation of Pakistan. However, the passage of the 18th and 25th Constitutional Amendments has posed new challenges for the Committee System in the Senate of Pakistan. These challenges compel the Committee System in the Senate of Pakistan to be reviewed and restructured in terms of the constitutional, procedural, and capacity-building paradigm. The capacity of Senators and Secretariat staff needs to be enhanced to make the Committee System more responsive to the expectations of the public and the federation. Inter-provincial disputes on the National Finance Commission Award and the administrative, political, and financial problems faced by the merged districts of Khyber Pakhtunkhwa, as well as weak administration and financial systems in the provinces, are key challenges before the Committee System in the Senate of Pakistan.

Problem Statement

Pakistan is a federal state with a bicameral legislature as per the Constitution of the Islamic Republic of Pakistan, 1973. The Senate of Pakistan operates through a Committee System, which is an important tool for exercising effective oversight over the functions of the Federal Government. However,

in the wake of the 18th and 25th Constitutional Amendments, and amidst current economic and political uncertainties, the Committee System in the Senate of Pakistan is not vibrant enough to cope with mounting socio-economic challenges, inter-provincial disputes, and other matters of the federating units. The Committee System in the Senate of Pakistan needs to be restructured and empowered to address the current challenges faced by the federation of Pakistan. This paper will respond to the following questions:

- What is the structure, composition, and function of the Committee System in the Senate of Pakistan?
- What is the mandate of the Committees in the Senate of Pakistan?
- What major institutional and legal reforms have been introduced in the Committee System in the Senate of Pakistan over the years?
- What are the key institutional, legal, administrative, political, economic, and structural challenges/gaps in the Committee System in the Senate of Pakistan?
- What are the good practices in the Committee System in the Senate of the United States of America and the Rajya Sabha in India?
- How can the Committee System in the Senate of Pakistan be made more effective, empowered, and efficient in the current changing constitutional scenario?

Scope of the Study

The Senate of Pakistan operates through its Committees by referring legislative bills, points of public importance, national and international policy matters, and questions for scrutiny and recommendations. Without an effective Committee System in the Senate of Pakistan, the socio-economic and political rights of federating units cannot be safeguarded against the majoritarian rule in the National Assembly of Pakistan. This paper critically analyzes the existing Committee System in the Senate of Pakistan, its mandate, functions, and composition. The paper identifies various institutional, legal, administrative, and procedural gaps in the current Committee System. Furthermore, it provides a comprehensive way forward for making the Committee System more vibrant, effective, and responsive to the increasing demands of the federating units in Pakistan.

Literature Review

The Committee System in the Senate of Pakistan has been analyzed using research papers and journals written by various writers and institutions, including the Parliamentarian Pocket Guide for the National Assembly, the Senate of Pakistan Parliamentary Year Report 2021-22 published by the

Pakistan Institute of Legislative Development and Transparency (PILDAT), Comparative Analysis of the Functions of the Senate of the U.S.A and Pakistan by Tahir Mehmood, Senate Reforms by Ex-Senator Sanaullah Baloch, and Functions of Parliamentary Committees in Pakistan: An Analysis by Sidra Akram, a research scholar from the Department of Political Science and International Relations, University of Punjab. The research shows that, except for the writing of Ex-Senator Sanaullah Baloch, the rest of the literature only discusses the functions, compositions, and progress of committees during various parliamentary calendar years and their comparative analysis with other parliaments of the world. This is not sufficient to identify the institutional and procedural gaps in the existing Committee System in the Senate of Pakistan. These papers do not provide viable proposals for reforms and further improvements in the workings of the Committees in the Senate of Pakistan. In this paper, the institutional and procedural gaps have been identified in light of various challenges and issues, followed by viable recommendations.

Research methodology

For this study, secondary qualitative data has been collected from the website of the Senate of Pakistan, annual reports of the Senate for 2021, 2022, and 2023, the Pakistan Institute of Parliamentary Services (PIPS), the Pakistan Institute of Legislative Development and Transparency (PILDAT), the Constitution of the Islamic Republic of Pakistan 1973, the Rules of Procedure and Conduct of Business in the Senate 2012, the Rules of Business 1973, and Standing Orders in the Senate of Pakistan. A deductive method of study has been adopted, leading to theory and generalization. The analysis reveals certain gaps in the system, which hinder the Committee System in the Senate of Pakistan from effectively coping with the mounting challenges in the current political dispensation. Furthermore, the study is also based on the writer's observations as a functionary in the Senate of Pakistan.

Organization of the Paper

The research paper has been organized into three sections:

Section-I discusses the Committee System in the Senate of Pakistan, including the types of committees, their mandates, functions, and compositions.

Section-II critically analyzes the Committee System in the Senate of Pakistan through situational analysis and comparative analysis of the Committee System in the Senate of the United States of America and the Rajya Sabha of India. Various functional, constitutional, and procedural gaps will be identified as a result of the comparative analysis. Key issues and challenges faced by the Committee System in the Senate of Pakistan will also be identified in this section.

Section-III encompasses the conclusion followed by short-term, medium-term, and long-term recommendations, with a cause-and-effect diagram.

Committee System in The Senate of Pakistan

In Pakistan, there is a Parliamentary Form of Government. Article 59 of the Constitution of the Islamic Republic of Pakistan provides for the Senate of Pakistan. Article 67 of the Constitution provides for making Rules of Procedure and Conduct of Business in the Senate. Rules 158-172F of the Rules of Procedure and Conduct of Business in the Senate 2012 provide for Standing Committees as an oversight authority for each Ministry. Besides, there are Functional Committees, the Committee of Rules of Procedures and Privileges, Special Committees, the House Committee, the Finance Committee, the House Business Advisory Committee, and sub-Committees of the Standing Committees. At present, the total number of various Committees in the Senate is 51, having representation from all political parties in the Senate on a proportionate basis. Out of these 51 Committees, 37 are Standing Committees on various Ministries and Divisions.

The Senate Committee System is an important tool in the Senate of Pakistan to maintain an effective check on the functions of the executive. The House refers all matters of public importance, including Government and Private Members Bills, to Committees. The business is referred to the Committees by both the House and the Chairman of the Senate of Pakistan on matters of public importance. The Senate Committees have three main functions: (i) reviewing legislation, (ii) effective oversight of the executive, and (iii) resolving issues of public importance either through suo moto instruments or public petitions. All legislative bills, private members' bills, official bills, points of public importance, and questions are referred by the House to the concerned Standing Committees for examination and reporting with recommendations to the House. Each Committee comprises no fewer than 10 and no more than 14 members, according to the proportionate strength of political parties in the Senate. The Ministers or State Ministers of the concerned Ministries are the ex-officio members of each concerned Standing Committee. The Members elect their Chairman among themselves at the first sitting of the Committee. The Committees are assisted by the Secretariat in its meetings and other secretarial procedures. The Committees are also assisted in research work by a Directorate of Research in the Senate Secretariat.

Types of Committees in the Senate of Pakistan

The Senate Committees have been divided into the following categories:

- Standing Committees: Comprise 37 Committees for all Ministries and Divisions of the Federal Government.

- Domestic Committees: Include the Senate Finance Committee, Senate House Committee, Business Advisory Committee, and Library Committee.
- Other Committees: Include the Committee on Rules of Procedures and Conduct of Business in the Senate and the Committee on Delegated Legislation.
- Functional Committees: Include the Functional Committee on Government Assurances and the Functional Committee on Devolution.
- Select Committees: Constituted on certain amendments in a particular Bill referred by the House for consideration, amendment, and reporting to the House.
- Special Committees: Constituted on particular issues of national importance.
- Committee of the Whole: Constituted on urgent and most important national issues wherein the House turns into the Committee of the Whole to give policy guidelines to the Government on issues of national importance.

Mandate of the Committees in the Senate of Pakistan

The mandate of the Senate Committees has been extended, especially after the 18th Constitutional Amendment, to make the system more responsive to the post-devolution mechanism in the federating units as well as at the Federal level. The key mandates of the Committees are as follows:

- Constitutional Mandate: Article 66(5) stipulates that Parliament means either House (Senate of Pakistan or National Assembly), a joint sitting (of both Houses), or a committee thereof. The Senate of Pakistan derives its Rules of Procedure and Conduct of Business in the Senate, 2012 from Article 67 of the Constitution of the Islamic Republic of Pakistan. Similarly, sub-clause (3) of Article 66 binds any person to give evidence or produce documents before the Committees of either House, and non-compliance is a punishable act under the law. Article 88 gives the Finance Committee of the Senate of Pakistan the mandate to control its finances within the appropriated budgetary allocations.
- Legal Mandate: Chapter XVII, Section 158-205-A of the Rules of Procedure and Conduct of Business in the Senate 2012 details the functions, composition, elections of the Chairman of Committees, and procedures of all Committees in the Senate. Furthermore, section 187 of the Rules of Procedure and Conduct of Business in the Senate 2012, subject to clause (3) of Article 66 of the Constitution, confers powers of a civil court upon the Committees in the Senate. The Committees legislate laws, review bills referred by the House, and provide recommendations, presenting them to the House in the form of reports. The Committees play a role in primary

and subordinate legislation through consideration of legislative bills and intervening in the policies of administrative departments.

- Administrative Mandate: Rule 158 of the Rules of Procedure and Conduct of Business in the Senate 2012 provides for a Standing Committee for each Ministry of the Government, which shall deal with the subjects of the concerned Ministry. Through an amendment in rule 166(4) of the Rules of Procedure and Conduct of Business in the Senate 2012, the Senate Committees now keep oversight over the budgetary allocations and utilization by the concerned Ministry, and the Committee shall report the findings and recommendations bi-annually to the House. Through an amendment in rule 166(6) of the same rules, the Committees have been empowered to ratify membership of various administrative boards and councils of the Federal Government. The Functional Committee of the Senate on Devolution was constituted for regular oversight on the devolution process in the wake of the 18th Constitutional Amendment. Rule 47 of the Rules of Business 1973 provides that the Standing or Adhoc Committees of either House is to advise the concerned Divisions on general administrative policy or a special problem.

Powers of the Committees

The Committees in the Senate of Pakistan have the following powers and authority in disposing of their business:

- They can call any persons and papers before them for investigation.
- They can take evidence from any person.
- They can delegate all their authority to sub-committees, except the power to report to the House.
- All matters must be reported to the House before the expiry of the Parliamentary Year.
- They exercise the powers of a civil court under the Code of Civil Procedure, 1908 (Act V of 1908) for enforcing the attendance of any person and compelling the production of documents, subject to Article 66 of the Constitution of the Islamic Republic of Pakistan.

Analysis

Situational Analysis

In the wake of the 18th Constitutional Amendment and the changing scenario and demands of the federating units, the Senate of Pakistan has asserted its effective role through various amendments in its Rules of Procedure and Conduct of Business, 2012. A project titled "Restoration of Majesty and Transparency in Parliament (RMTP)" was initiated, which included a series of key initiatives, including committee reforms (Pakistan, Transparency in

Senate, 2015). The prime objective of the project was to further strengthen the committee system in the Senate of Pakistan. Key initiatives undertaken under the program are as follows:

1. **Finance Bill Involvement:** Before 2010, the Senate of Pakistan had no role in the Finance Bill. In 2010, through the Constitutional Amendment Act, it was envisaged that the Senate shall give recommendations on the Money Bill, including the Finance Bill and Annual Budget Statement, and the National Assembly shall consider these recommendations. The Senate Finance Committee considers the Finance Bill and Annual Budget Statement referred by the House and makes recommendations to the House for passage and onward transmission to the National Assembly; however, the National Assembly is not bound to follow the recommendations of the Senate Standing Committee on Finance in the Money Bill or Annual Budget Statement.
2. **Public Accounts Committee Representation:** In 2016, the Senate of Pakistan secured six members' representation in the Public Accounts Committee to have an effective oversight of the Federation's accounts (Pakistan, Role and Power of Senate, 2016).
3. **Committee of the Whole:** Under Rule 172-A, the House transforms into a Committee of the Whole for the consideration of matters of larger public interest. The Committee of the Whole drafted eight bills of national importance, including the Anti-Terrorism Act (Amendment) Bill, 2015, Arbitration and Conciliation Bill, 2015, Land Acquisition (Amendment) Bill, 2015, and Supreme Court (Number of Judges) (Amendment) Bill, 2015 (Pakistan, 2023).
4. **Judicial Appointments:** Under the 18th Constitutional Amendment, equal membership to the Senate and National Assembly in the "Parliamentary Committee for the Appointment of Judges" was enacted, which is an effective mechanism for appointments of judges of the superior judiciary (Pakistan, Article 175-A, 2010).
5. **Chief Election Commissioner Appointments:** One-third representation of the Senate in the committee for the appointment of the Chief Election Commissioner was also given in the 18th Constitutional Amendment.
6. **Ministerial Reporting:** After an amendment to Rule 265-A of the Rules of Procedures and Conduct of Business in the Senate, 2012, concerned ministers are bound to appear before the House every three months and report on all matters referred by the House and recommendations made by committees. However, the ministers seldom appear before the House on matters pending with the Division or administrative departments due to a lack of binding provision in the Rules of Business, 1973.

7. **Joint Committee Meetings:** The Senate started an innovative exercise of referring matters of national interest and public importance to joint committees in the Senate for holding joint meetings on such issues. However, such meetings are not regularly held, necessitating the provision of joint ministerial or joint parliamentary committees of both Houses.
8. **Transparency:** For accessibility to the general public and transparency, the minutes of the Business Advisory Committee of the House are regularly uploaded on the Senate's website.
9. **Expert Opinion:** Committees may seek expert opinions from legislative experts and academicians as Special Invitees with the approval of the Chairman Senate. However, due to financial constraints, such experts are seldom invited, and the committee chairs are not free in this sphere.
10. **Public Hearings:** Committees may also conduct stakeholder analyses on relevant subject matters under consideration and, for this purpose, may hold public hearings throughout the country with prior approval of the Chairman Senate. However, due to financial constraints, such public hearings are seldom conducted outside the precinct of Parliament.
11. **Public Petitions Table (PPT):** Committees address and resolve the collective problems faced by the general public through the PPT, and reports containing recommendations are submitted to the House (Pakistan, Rule 277, 2012).
12. **Council of Chairs:** A mechanism for regularly amending the rules pertaining to the functions of the committee was provided in the form of the Council of Chairs in 2015. However, the committee has held only four meetings so far, which is one reason for the stagnation of the system in the Senate of Pakistan.
13. **Standing Orders:** According to Standing Order 2.66 in the Senate, matters referred to the standing committees shall be taken up expeditiously and disposed of within thirty days (Pakistan, Standing Orders, 2015). However, committees often seek extensions for the presentation of reports on matters referred to them, which sometimes results in the lapse of particular business at the end of each parliamentary year.
14. **Secretariat Support:** The Senate Secretariat provides support to committees through the Committee Wing, headed by a Joint Secretary. Each committee has been assigned a Secretary Committee for administrative and procedural support. Committees are supported by professional directorates, including the Research Directorate, an up-to-date library, and the Legislative Drafting Unit. To build the capacity of parliamentarians who are members of various committees and committee staff, the Pakistan Institute of Parliamentary Services (PIPS) was established under a Board of Governors consisting of the Speaker of the

National Assembly and the Chairman of the Senate. Legislative Drafting Support Services was established in March 2023 within the same institution to assist the committee in reviewing legislative bills referred to them by the House (Secretariat, 2023).

15. **Committee Wing Responsibilities:** A Committee Wing in the Secretariat has been established to provide secretariat support to the committees. The wing is divided into two branches, and its responsibilities include all work connected with the standing, special, and select committees of the Senate. It provides secretariat support for committee meetings, including correspondence with members and ministries, and the presentation and circulation of reports. In addition, it provides secretarial support for the nomination and election of members to the committees and the summoning of witnesses if so desired by any committee.
16. **Non-Compliance Mechanism:** Non-compliance by ministries with any direction from the committees with the House's approval is referred to the Committee on Rules of Procedure and Privileges, which is the only mechanism that legally ensures compliance from the administrative divisions/departments of the Federal Government to follow the directions of the committees. There is no monitoring system at the secretariat and ministerial levels to follow up and implement committee directions. Necessary amendments in the Rules of Procedure and Conduct of Business in the Senate, 2012, and Rules of Business, 1973, are needed to institutionalize the monitoring, implementation, and compliance mechanism at the secretariat and ministerial levels.

Comparative Analysis of Committee Systems: Senate of Pakistan vs. Senate of United States of America

(Mahmood, A Comparative Analysis of the Functioning of the Senate, 2015)

America	Pakistan	Gap
Constitutionally, the Senate has equal power with the House of Representatives	Constitutionally less powerful than the National Assembly in terms of financial power	Constitutional
Committees are powerful, and their decisions are binding on the executive	Recommendatory role	Constitutional and procedural
Working in a presidential system of government	Working in a parliamentary system of government	Constitutional

Government bills automatically stand referred to the concerned committee	Bills are referred to the concerned standing committee after the successful carriage of a motion	Procedural
Bills are thoroughly scrutinized by expert members of the concerned committees	The committee composition is not based on expertise but rather political representation	Procedural
Committees prioritize the consideration of bills as per their mutual consent	The agenda is set solely by the Chairman of the Committee	Procedural
Regular public hearings are held on all controversial legislations	No regular hearings are held on controversial legislations or issues	Procedural
Follow-up on the reports of the committees on any legislation and any matter is binding	Reports of the committee on any legislation and matter are recommendatory	Procedural
Senate meetings are open to the public	Meetings are restricted to only concerned functionaries and individuals	Procedural
Individual committee websites	No specific websites of committees	Structural
Conference committee resolves bilateral differences over an issue between the two houses	Controversial bills are passed through a majority of votes of both houses in a joint sitting	Constitutional and procedural
The Constitution authorizes the Senate to impeach government officials on the basis of established malpractices	No such power is given to the Senate or its committees	Constitutional and procedural

From the above comparison, it is evident that the Senate Committee System in Pakistan lacks the power and authority present in the United States Senate, due to constitutional, procedural, and structural gaps. Addressing these gaps would require constitutional amendments and procedural reforms in the Constitution of the Islamic Republic of Pakistan and the Rules of Procedure and Conduct of Business in the Senate, 2012.

Comparative Analysis of Committee Systems: Rajya Sabha in India vs. Senate of Pakistan

Rajya Sabha India	Senate of Pakistan	Gap
Constitutionally less powerful than the Lok Sabha in terms of Financial Power	Constitutionally less powerful than the National Assembly in terms of Financial power	No
Recommendatory Role	Recommendatory Role	No
Working in Parliamentary system of Government	Working in parliamentary system of Government	No
Bills are referred to the concerned standing committee after successful carriage of a Motion	Bills are referred to the concerned standing committee after successful carriage of a Motion	No
Reports of the Committee on any legislation and matter are recommendatory	Reports of the Committee on any legislation and matter are recommendatory	No
No specific websites of committees	No specific websites of committees	No
Departmental Related Standing Committees (DRSCs) consisting of the members of both the Houses	Standing Committees of the Senate only	Procedural
The duration of Departmental Related Standing Committees (DRSCs) is one year period	The duration of Standing Committees is a 3-year period	Procedural

No duplicity of work in DRSCs	Duplicity of functions in Standing Committees of each House	Procedural
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From the case study analysis of the Indian Rajya Sabha, it is evident that constitutionally and procedurally both systems are working within similar parliamentary parameters with similar power. However, procedurally, the composition of DRSCs differs from the Standing Committees in the Senate of Pakistan. The joint DRSCs consist of members from both the Lok Sabha and Rajya Sabha, which helps avoid duplicity of work between the two Houses.

Issues and Challenges

In view of the institutional, procedural, and legal analysis and case studies, the following challenges and issues have been identified in the current Committee System in the Senate of Pakistan:

a. Political:

- The Committee System in the Senate of Pakistan faces challenges of in-house political bipartisanship. Since the House works through committees in legislation, oversight of the executive, and redressal of public grievances from all federal units, an objective and uniform approach from members towards resolving issues is essential.
- Ministers and State Ministers seldom attend committee meetings, demonstrating a lack of seriousness toward the importance of these meetings.
- The devolution of administrative, political, and financial powers to the provinces is a daunting challenge, especially the merger of ex-FATA following the 25th Constitutional Amendment and the provinces' shares in the National Finance Commission. This has created a new political tussle among political parties and between federal and provincial governments.
- Without a well-structured, flexible, informed, and proactive Committee System in the Senate of Pakistan, addressing political challenges and resolving issues faced by federating units is a distant dream.
- Important legislation under consideration in various committees is often blocked due to the political tendencies of members.

b. Economic:

- The country faces economic turmoil due to current account, fiscal, and trade deficits, rising inflation, population growth, deteriorating law and order, and overlapping administrative authorities in the post-18th Constitutional Amendment era.

- A state-of-the-art Committee System in the Senate of Pakistan and enhanced capacity building of members on financial and economic issues is necessary.
- According to a UNDP project paper, Senate committees should have access to high-quality and objective information on policy matters to make effective political decisions on important socio-economic and political issues in Pakistan (UNDP, 2017).
- Generally, members' primary sources of information are newspapers or social media, which they then bring to the floor of the House.
- Ministries lack a mechanism to constantly brief committee members on national importance and key economic and financial initiatives. There is no proactive and preemptive mechanism within the Senate Secretariat, Pakistan Institute of Parliamentary Services (PIPS), or at the ministerial level to brief Senators on economic and financial issues.

c. Procedural and Institutional:

- The committees in the Senate of Pakistan function under the Rules of Procedure and Conduct of Business in the Senate, 2012.
- There are several standing committees, leading to a duplicity of functions within the Senate and with the National Assembly. For example, the Committee on Government Assurances and the Committee on Rules of Procedures and Privileges both deal with executive accountability.
- The Functional Committee on Problems of Less Developed Areas could be assigned to the Standing Committee on Finance and Revenues or the Standing Committee on Planning Development and Special Initiatives.
- There are 38 Standing Committees in the National Assembly performing similar functions to those in the Senate, sometimes causing confusion due to overlapping recommendations.
- To ensure a uniform policy approach, the Rules of Procedure and Conduct of Business in the Senate should be revised to establish joint parliamentary committees or Joint Ministerial Committees with proper and equal representation of both houses, similar to DRSCs in the Lok Sabha and Rajya Sabha in India.
- On financial matters, the Senate Committee's role is advisory, and the National Assembly has the discretion to accept or reject its recommendations. For example, the National Assembly rejected five recommendations of the Senate Standing Committee on Finance, Revenue, and Economic Affairs on the Finance (Supplementary) Bill 2022.
- There is no limit on the number of extensions for report submission, causing delays in reporting to the House. At the end of the parliamentary year, unaddressed matters lapse without committee accountability.

- The Committee System lacks an in-house monitoring system for the quantum of output on referred matters. The Parliamentary Year Report 2021-2022 showed that 42 bills pending before various standing committees lapsed (Pakistan, Parliamentary Year Report, 2022).

d. Technological:

- There is a communication gap between Senate committees and government functionaries, with members seldom receiving timely working papers from ministries.
- Digitalization of communication between the Senate Secretariat's Committee Wing and ministries is required.
- Senate committees should take all stakeholders on board before considering matters of public importance, but mobilizing committees to public places is time-consuming and costly. A digital system for e-conferencing with the public would enhance outreach.
- The Senate of Pakistan is moving towards digitalization, with agendas and communications sent to members through digital gadgets. However, there is a lukewarm response from the government, hampering smooth communication between ministries and the Secretariat and committees.

Conclusion

Based on the discussions in the preceding sections, it is clear that no parliament can effectively function without a structured and efficient Committee System. Particularly in the post-18th Constitutional Amendment era, the Committee System in the Senate of Pakistan has played a crucial role, especially in legislation. According to a report by PILDAT, the Committee System has increased its effectiveness by holding 300 meetings in 2022 (PILDAT, 2022).

However, in terms of oversight and accountability of the government, there is a need to further streamline the Committee System in the Senate of Pakistan. Issues such as lack of internal accountability regarding members' conflicts of interest, timely disposal of business by committees before the parliamentary year expires, and ensuring timely compliance from the executive remain grey areas. Addressing these issues requires revisiting the Rules of Procedure and Conduct of Business in the Senate, 2012, and the Rule of Business 1973.

A well-informed and accountable Committee System, along with a responsive executive, can effectively address the socio-economic and political demands of federating units. This will contribute to enhancing governance and ensuring better outcomes for Pakistan's legislative processes.

Recommendations

Based on the situational analysis, case studies, and gap analysis, the following recommendations have been segmented into short-term, mid-term, and long-term categories:

Short Term (based on internal procedures)

1. Empowering Committee Chairs: Committee Chairs may be empowered to call upon experts, intelligence officials, and academicians for specialized input on policy matters. Committees should be able to conduct hearings outside the precincts of Parliament for stakeholder analysis.
2. Performance Audit: At the end of each Parliamentary Year, a performance audit of the progress of Committees and Ministerial compliance should be conducted by the House or its designated Committee.
3. Council of Chairs Meetings: Regular meetings of the Council of Chairs should be held to streamline the working of the Committees and propose amendments to the Rules of Procedure and Conduct of Business 2012.
4. Regular Updates: The Senate of Pakistan should devise an internal mechanism to regularly update Committees on issues faced by the federation, utilizing the Research Directorate within the Secretariat or the Pakistan Institute of Parliamentary Services.
5. Dedicated Secretary Committees: The Secretary Committees should be relieved of additional charges and assigned exclusively to their roles with proper Secretariat support to ensure professionalism.

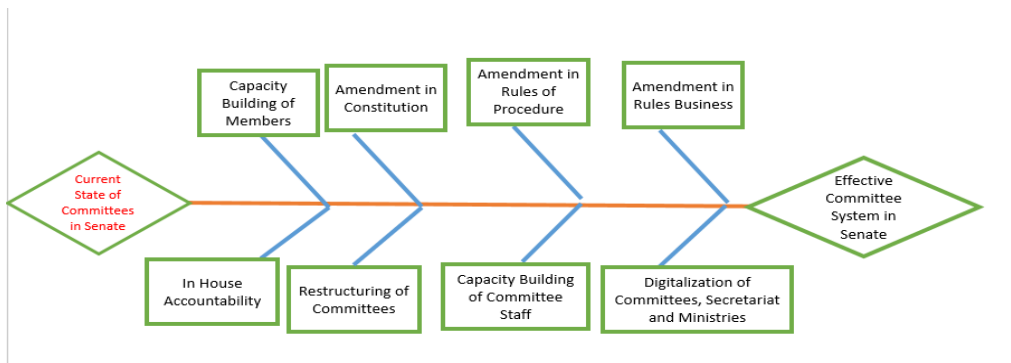
Mid Term

1. Amending Rules of Business 1973: The Federal Government should amend the Rules of Business 1973 to mandate administrative Ministries/Departments to comply with Committee directions within specified timelines and provide prior briefings to concerned Committees on key policy matters and challenges.
2. Digitalization and ICT Utilization: To create an informed Committee System, it should be aligned with the public, provincial legislatures, and federal ministries through digitalization and extensive use of Information Communication Technologies.
3. Periodic Review of Rules: The Rules of Procedure and Conduct of Business in the Senate 2012 should be revisited and reviewed every two years by the House Business Advisory Committee to streamline Committee procedures and prevent rule stagnation.

Long Term

4. Joint Parliamentary Committees: To avoid duplicity of functions and ensure a uniform approach on national and international issues, joint parliamentary committees between the Senate and National Assembly should be constituted with equal representation of political parties from both Houses. This will promote sustainability, continuity, and uniformity in political and administrative approaches, and reduce public expenditure by avoiding simultaneous meetings on the same agenda items.
5. International Parliamentary Fora: The Senate of Pakistan, as a member of the International Parliamentary Union (IPU) and the Commonwealth Parliamentary Association (CPA), should leverage the technical assistance provided by these organizations for restructuring the Committee System and enhancing the capacity of Committee Members and staff.

Cause and Effect Model of Strengthening the Committee System in the Senate of Pakistan



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Critical Analysis of Foreign Funded Projects in the Domain of Security During Last 15 Years: Way Forward Inaam Ullah¹

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Abstract:

Recently, foreign hostile activity has morphed from conventional to irregular warfare with huge security threats of hybrid nature particularly in cyber space affecting nearly all fields of modern life of a nation or state. An analysis of foreign sponsored activities in kinetic, non-kinetic and hybrid domain including cyber space of Pakistan during last 15 years substantiates Indian support to TTP & Baloch sub nationals through use of Afghan and Iranian soil, US espionage activities by Blackwater and Dr. Shakil Afridi against Non NATO ally in context of war on terror and increasing cyber threats by Indian hacktivists and patriotic hackers as Pakistani cyber space system has several vulnerabilities. Hence, Pakistan facing such threats of modern warfare needs to work on highlighting the issue at UNO level, benefit from changing geo political dynamics by taking Afghanistan, Iran and other stakeholders on board to harness CPEC potential for comprehensive growth and particularly prepare a national response for cyber security.

Key words:

Asymmetrical Warfare, Hybrid Warfare, Cyber Warfare, , Regional Hegemony, Non-Kinetic Domain

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Introduction

Nations and states have been meddling in each other's affairs since time immemorial. Such warfare has undergone a drastic change from conventional to modern era wars, becoming asymmetrical and irregular to undermine adversaries in almost all walks of life. The study of security or warfare can be broadly categorized into kinetic and non-kinetic domains. The kinetic domain encompasses the traditional hardcore components of national security, whereas the non-kinetic domain concerns implicit components of waging war against a nation or state. The latter also comprises fifth-generation or hybrid warfare, including cyber war. Here, any direct or physical onslaught is not necessary, and war theory takes on an interactive strategic dimension.

India is considered an arch-rival and has waged conventional wars against Pakistan. The analysis of recent patterns of warfare indicates that Indian hostile activity has now assumed the character of non-kinetic, hybrid, and cyber warfare against Pakistan. Indian engagement on the western border through Afghanistan and Iran is no secret. India has been sponsoring TTP and Baloch sub-nationals to undermine the security of Pakistan. Indian consulates in Afghanistan, the arrest of Kulbushan Jhadev from the Iran-Pakistan border, confessional statements of TTP leaders, and Indian cyber-attacks and propaganda against Pakistan substantiate the latter's case presented in a dossier to the UN. Indian hostile activities gathered momentum particularly in the wake of 9/11 when the US, despite being an ally, also resorted to espionage and INGO activities against Pakistan in the form of Blackwater and Dr. Shakeel Afridi to fulfill its vested interests brazenly.

Indian war theory is actuated by Chanakya's teachings for state expansion and controlling neighbors through espionage and by any means necessary. Indian hostility towards Pakistan is also meant to divert attention from the core issue of Kashmir. Indian pursuit of hegemonic designs in the region has also pitted it against Pakistan. US espionage activity against Pakistan has remained centered around its commitments in Afghanistan in the backdrop of the war on terror, although similar activities by the US worldwide have been launched in view of its national interests across the globe.

Problem Statement

Foreign-funded projects by states against each other over the last 15 years have posed grim threats to their security worldwide. However, such foreign hostile activity has morphed from conventional to hybrid warfare, including cyberspace, affecting almost every dimension of modern national life. This situation calls for an analysis of these foreign-funded projects, the nature of their operations, their modus operandi, the factors behind their proliferation, and their profound implications to suggest

remedial measures.

Scope

The study aims to analyze foreign-funded hostile activity in Pakistan in the kinetic and non-kinetic domains over the last 15 years. It will delve into Indian support for TTP and Baloch sub-nationals on the western border of Pakistan through Afghanistan and Iran. The study will also cover US espionage and INGO activity, such as Blackwater and Dr. Shakil Afridi. Additionally, it will explore the latest trends in cyber warfare by India against Pakistan. After delineating various dimensions of these foreign-funded projects in Pakistan during the last 15 years, the study will put forth recommendations for policymakers for course correction.

Literature Review

The emerging modes of war are less focused on the Clausewitzian centrality of physical violence and more centered on asymmetric or irregular conflict, narratives and perception management, adverse use of norms, and ambiguous or covert use of force (Krishnan, 2022). A state's support for terrorist groups is commonly held as a factor that helps insurgent, militant, and terrorist groups to survive (Carter, 2012). The principal-agent analogy can be used to analyze factors determining foreign support to insurgent groups, such as inter-linkages between rebel groups and actors in other foreign countries (Salehyan, Gleditsch, & Cunningham, 2011).

The onset of the 21st century has brought drastic changes in the nature of warfare. It is not conventional wars but the activities of clandestine agents, such as cyber tools, information operations, NGOs, economic tools, non-state actors, insurgency, and terrorism, that harm states the most today (Nadeem, Mustafa, & Kakar, 2021). Fifth-generation warfare takes precedence over traditional warfare as it keeps the conflict simmering, but a full-scale war is eschewed, thus avoiding potential political consequences (Carson, 2018).

The INGOs and the US intelligence community remained hands-in-glove as the US and its allies' frontline actors remained engaged in small wars and insurgencies in the former USSR and the Third World. The NGOs realized the need for an information strategy, whereas the intelligence officials confronted the need for an NGO strategy (DeMars, 2001).

India has been meddling in the affairs of its neighboring countries. India's actions are influenced by classical realist Kautilya's 'immediate neighbor-distant neighbor' stratagem, and India's interference in the security affairs

of its neighboring countries, particularly Pakistan, is a real cause of instability in these countries (Khetran, 2017).

Development NGOs have become a potential 'second-order' security issue related to the macro-securitization of the War on Terror (Howell, 2014). During the past two decades, many NGOs and INGOs have emerged that are actually cover faces of covert operational cells of hostile intelligence agencies. A well-orchestrated plan of hostile elements is behind the concerted campaign to discredit Pakistan's sacrifices in the War on Terror (Javed, 2023).

Research methodology

The study relates to foreign-funded projects in the security domain and is essentially based on qualitative research. Mainly secondary data is being used for this study. Research articles, journals, books, online searches, and web access are being utilized for data collection. Statistics will also be used where appropriate.

Organization of the Paper

The paper has been organized into three main sections, detailed as follows:

1. Highlights Indian-funded activity in Pakistan in the kinetic domain during the last 15 years: This section discusses Indian support of TTP and Baloch sub-nationals on the western border of Pakistan through Afghanistan and Iran.
2. Highlights foreign-funded activity in Pakistan in the non-kinetic domain during the last 15 years: This section discusses US espionage and INGO activity against Pakistan in the form of Blackwater and Dr. Shakil Afridi.
3. Highlights foreign-funded activity against Pakistan in hybrid/cyber warfare during the last 15 years: This section discusses Indian cyber onslaughts of various kinds, from technical to propaganda warfare, against Pakistan.

Critical Analysis of Foreign funded Projects In Kinetic Domain

Indian Support of Tehreek e Taliban Pakistan (TTP)

In the wake of 9/11, Indian RAW fomented terrorism through Tehreek-e-Taliban Pakistan (TTP) using Afghan soil, where its consulates functioned as "control rooms." The main objective of India has remained to force Islamabad

to abandon its support for the independence movement in Indian-held Kashmir (IHK).

Historically, India did not denounce the USSR invasion of Afghanistan or even publicly express its disapproval. Instead, it developed ties with the Soviet-installed successive governments in Kabul, which tried to keep the Pashtunistan issue alive.

After the Najib government, the last Soviet-installed regime in Kabul, was overthrown in 1992, Pakistan mediated among the competing Mujahidin groups to form an interim administration led by Rabbani and Masood. Nevertheless, these leaders developed differences with Pakistan and turned hostile. Following the emergence of the Taliban, they also formed the Northern Alliance.

Due to their differences with Pakistan, India started supporting them for its own political interests, particularly to undermine Pakistan's influence in Afghanistan. India also provided military assistance from its bases in Tajikistan and Uzbekistan in the war against the Taliban. After 9/11, when the Taliban government fell, the Northern Alliance succeeded in seizing power.

India resorted to its diplomatic, intelligence, and security network established under the guise of development work in war-ravaged Afghanistan in the post-9/11 era to launch terror through its surrogates in Pakistan. India also leveraged resentment among Taliban sympathizers who were averse to Pakistan's support for the US-led war on terror.

Indian RAW, in collaboration with the Afghan National Directorate of Security (NDS), used these linkages for surrogate warfare against Pakistan. Both RAW and NDS provided money, training, and weapons to TTP and other groups, including Baloch miscreants, to unleash terror in different parts of Pakistan.

Evidence of Indian Involvement in Fomenting Terrorism by TTP

The civilian officials of federal and provincial governments, in addition to military sources, verified India's support for TTP. For instance, the spokesman of Pakistan's military disclosed to the media in 2009 that a large consignment of weapons of Indian origin had been recovered from TTP militants during a military operation in Mingora, KP.

In 2015, a letter from the Sindh Home Ministry revealed that RAW had given Rs. 20 million to TTP and other terrorist groups for fomenting terrorism in Karachi. In 2016, Aftab Sultan, DGIB, told the Senate Standing Committee that "out of 865 terrorists arrested during the last three years, a significant number

had connections with Indian RAW and Afghan NDS.”

The evidence suggests that TTP activists are being nurtured by Indian RAW in close collaboration with Afghan NDS. For instance, the connections of these intelligence organizations with TTP terrorists were revealed by captured terrorists and would-be suicide bombers.

Such connections were also disclosed by ex-TTP commander Latif Mehsud, who was captured in Afghanistan by US forces and later handed over to Pakistan. He was in Afghanistan to collect funds and instructions from Indian RAW and Afghan authorities. In his confession, he confirmed the Indian role in sponsoring terrorism in Pakistan.

Ehsanullah Ehsan, ex-spokesman of TTP, also testified to the Indian and Afghan roles in sponsoring terrorism in Pakistan. In a confessional statement during his custody under security forces, he said that TTP leadership had contacts with Afghan and Indian intelligence agencies, which were providing money and finance to them for carrying out terrorist activities in Pakistan.

He disclosed that RAW and NDS managed travel documents for them for their movement in Afghanistan. TTP and other militant organizations had established committees in Afghanistan through which they communicated and coordinated with RAW. Before moving anywhere in Afghanistan, TTP leaders contacted Afghan and Indian security officials, who granted them passage and guided their infiltration attempts into Pakistan.

Indian Support of Baloch Sub Nationals

India has been using Iranian territory to foment trouble in Pakistan. Both India and Iran began working together to support the Northern Alliance in Afghanistan in the mid-90s. Since then, they have cooperated in various fields, including working against Pakistan's interests in Afghanistan.

As in the case of Afghanistan, India, under the guise of business, development, and construction activities, established a spy network in Iran to use its territory for anti-Pakistan activities, particularly to support the Baloch insurgency.

Indian consulates in Afghanistan and Iran, especially those close to the Pakistani border, were also involved in fanning terrorism in the country. India used these consulates as meeting places for Baloch separatists and operation centers for their terror operations in Pakistan.

Evidence of Indian Involvement in Balochistan

The Indian consulate in Kandahar was essentially a control room for all the

terrorist activities organized by the separatist Balochistan Liberation Army. Pakistan's security forces apprehended Kulbhushan Yadav, an Indian intelligence officer, at the Pak-Iran border in Balochistan in 2016. He was a serving Indian naval officer, and in his confessional statement, he admitted that he was involved in sponsoring terrorism and subversive activities in Karachi and Balochistan, in which several Pakistanis had lost their lives.

A military court in Pakistan found him guilty of his crimes and sentenced him to death. Later, the ICJ granted India's request for consular access to Kulbhushan Yadav, following which his death sentence was suspended.

The Indian spying network was exposed in Pakistan when eight members of the Indian High Commission (IHC) in Islamabad were expelled from Pakistan in November 2016. They were working undercover for their intelligence bureau but were found involved in creating trouble and social unrest. According to Pakistan's Foreign Office, they had contacts with Tehreek-e-Taliban Pakistan (TTP), a terrorist organization.

Indian Philosophy & Motives

The Indian history of spying is very ancient. Even in the times of Kautilya, the system of espionage was used to gather information about neighboring states and enemies. Today, in the modern era, India's history of espionage in neighboring countries such as Afghanistan, Bangladesh, Bhutan, China, Nepal, Myanmar, Pakistan, and Sri Lanka is equally daunting.

The Arthashastra dealt with state affairs, state expansion, and how to control neighboring states through coercion or direct use of force. Spies were trained in special sciences to be proficient in the art of disguises and the secret language of espionage.

India has resorted to a well-chalked-out surrogacy technique of externalizing the burden of war to a deputy, who can both supplement and substitute the capabilities of the soldier as an infantryman. The relationship between the patron and surrogate is based on a classical Sanskrit principle or proverb written by Chanakya: "My enemy's enemy is my friend."

India has employed a multifaceted strategy, ranging from propaganda to open threats of military attack and the use of terrorist groups against Pakistan. India endeavored to divert the US-led war on terror to the freedom struggle in IJK, aiming to emphasize Pakistan's alleged involvement in cross-border infiltration.

Efforts to Highlight the Issue at Bilateral or International Level

The issue of Indian interference through the western border has been raised in almost every meeting between Indian and Pakistani leadership. They have

been reminded several times of their support for Baloch separatists and TTP to destabilize Pakistan through India's expanded presence in Afghanistan. It is believed that training camps, weapons, and money are all being routed through Afghanistan.

Pakistan has also been presenting dossiers at the UN level about Indian meddling in its internal matters and support for TTP as well as Baloch sub-nationals through well-planned espionage activities. Given the complexities involved in modern warfare and the limitations of the UN system, India has been able to circumvent any rigorous accountability.

Critical Analysis of Foreign Funded Projects In Non Kinetic Domain

US INGO Activity in Form of Blackwater

The media was abuzz about relations between the US and Pakistan once again touching on their sensitive norms when an American employee of the US Consulate in Lahore, Raymond Davis, killed two Pakistani motorcyclists in Lahore in 2011. Davis was driving his car in Lahore when a motorcycle with two men intercepted him at a traffic stop. Davis told the Pakistani police that the men had a gun pointed at him, so he drew his own gun and shot them. Assassination attempts by motorcyclists are not uncommon in some parts of the world. However, according to the police, Davis claimed that he was worried about being robbed when he shot the two men.

Although Davis claimed he was acting in self-defense, witnesses and the post-mortem examination indicated that the two men were shot in the back as well as the front. Davis shot the men through his windshield, got out of his car, shot them again, including in the back, and then photographed their bodies with a digital camera. During the initial interrogation, displaying official identity documents, he identified himself as a consultant. He also showed passes for visits to Islamabad and Lahore.

Diplomatic Efforts of US Administration & Confessional Statement

The significance that the U.S. attached to this brewing international incident was evidenced by the fact that John Kerry visited Pakistan on February 16, 2011. Amazingly, his statement was much more contradictory than what Davis had said about himself, claiming that Davis was a diplomat within the embassy and thus had diplomatic immunity. Still, U.S. President Barack Obama also claimed that the detained official Raymond Davis had diplomatic immunity under the Vienna Convention. However, the Foreign Office of Pakistan had a different view, as it had documents declaring Mr. Davis as 'administrative and technical staff.'

On February 21, 2011, the U.S. administration admitted that Davis was a

security contractor working for the CIA. In fact, Mr. Davis had worked for years as a mercenary for the CIA, including at times for Blackwater, the private security firm now known as Xe. Raymond was collecting intelligence and conducting surveillance on militant groups deep inside the country, as he was a member of a CIA team engaged in the surveillance of militant groups, including the Tehreek-e-Taliban-e-Pakistan (TTP). According to the forensic examination of the equipment found in his possession, it is said that he was in telephonic contact with 33 Pakistanis, of whom 27 were from TTP, LeJ, and LeT.

US INGO activity in form of Dr. Shakil Afridi

In 2011, a Pakistani doctor named Shakil Afridi went door-to-door, promising to deliver hepatitis B vaccines in Abbottabad, Pakistan. In reality, the CIA had recruited him to gather DNA samples for the operation against Osama bin Laden, the Al Qaeda leader. Ultimately, the US conducted the operation and had bin Laden assassinated on Pakistani territory.

Later, Dr. Shakil Afridi was apprehended by Pakistani security forces and sentenced to prison on charges of collusion with a foreign country. Pakistan also rejected the handover of Dr. Shakil Afridi to the US or any other country. Pakistan viewed Dr. Shakil Afridi as a very dangerous man with deep links to terrorist organizations within Afghanistan and Pakistan.

Implications for INGOs Working & Pak US Relations

The widespread controversy remained shrouded around the incident. Additionally, the deception fueled distrust of vaccine programs and damaged the global polio eradication effort.

Shortly after the assassination of Osama bin Laden, senior Taliban commanders banned polio eradication efforts in the most troubled areas of Pakistan, such as South and North Waziristan, until US drone strikes ceased. Generally, the public now feels that, under the guise of these vaccination campaigns, the US and its allies are running spying networks.

As of today, it seems too early to reevaluate the past. Dr. Shakil Afridi may be off the front page, but he is still significant to the psyche of Pakistan. In a way, he symbolizes everything that went wrong with the war on terror.

Dr. Afridi possessed everything in the worldly realm. He was an important and thriving physician, a successful businessman, and had a lovable family life. Locals considered him a humble Muslim, a devoted Pakistani nationalist, and a proud ethnic Pashtun. The real question then becomes: why did he help a foreign intelligence service find Osama bin Laden?

The government and establishment of Pakistan feel that traitors like Dr. Afridi cannot be allowed to remain the norm within the state. They wanted to show their resolve at the state level in handling the situation. The majority of Pakistanis also believe that Dr. Afridi is a traitor to the country.

Critical Analysis of Foreign Funded Projects In Hybrid Domain

Nature of Indian Cyber Attacks against Pakistan

Indian hacktivists and patriotic hackers have carried out website defacements on Pakistani government websites in the recent past. Some have also claimed responsibility for ransomware attacks on Pakistani airports and government websites. These perpetrators were most active on Pakistan's Independence Day and the anniversary of the Mumbai terrorist attacks.

Whether the Indian hacktivists and patriotic hackers were groups or individuals, and whether they acted in coordination with others, is still unclear. Some participants in defacement campaigns disappeared after their involvement, suggesting that these hackers were most likely script kiddies.

More patriotic or nationalist hackers tended to reappear from one defacement campaign to another. The Mallu Cyber Soldiers (MCS) is a hacktivist group that stands out due to the number of attacks it has perpetrated. The MCS is a group of Indian cybersecurity experts formed in October 2014, with the aim of protecting Indian websites from cyber attacks. The group informed website administrators of vulnerabilities and helped restore websites that were defaced. The MCS also retaliated for cyber attacks by defacing Pakistani websites in return.

Role of Indian State in Cyber Attacks by Indian experts

A Norwegian telecommunications firm discovered an Indian APT10 in 2013 when the APT targeted the firm with spear phishing emails. Two cybersecurity companies, Norman Shark and the Shadowserver Foundation, investigated the Indian APT and determined that the group had been active since at least 2010.

However, various cybersecurity experts believe that the Indian APT group is not composed of highly sophisticated hackers; it typically used freely available malware. The malware it developed was often an amalgamation, made by directly copying lines of code from hacker forums or online public coding projects.

Some experts also observed that the Indian APT sometimes reused its

command and control (C&C) infrastructure and decoy documents in spear phishing emails. Based on various cybersecurity reports on the Indian APT, it seems possible that this specific APT has support from Indian authorities or is part of the Indian state.

Case Study of Indian APT Group

The Indian APT carried out cyber espionage mostly against Pakistani private firms and government agencies, but also against international industries. These international cyber attacks were likely attempts to gain economic information. Reports from Norman Shark and the Shadowserver Foundation indicated that the Indian APT's operations did not always align with state interests.

Hence, it is possible that several poorly coordinated smaller operations within the Indian government compromised the APT's efficacy. Similarly, some operations might have been outsourced to a contractor who recycles the same infrastructure for various clients. In terms of tracking cyber attacks, all uses of shared infrastructure would appear as if they were perpetrated by the Indian APT.

Vulnerabilities of Pakistan in Cyber Space

The cyberspace vulnerabilities of Pakistan include NADRA, the National Power Control Center in Islamabad, the Sui Gas Network of Pakistan, the communication network with a landing site in Karachi, International Gateway Exchanges in Karachi and Islamabad, and the Microwave Radio System of Pakistan Railways. In a worst-case scenario, if a multi-front cyber attack were conducted simultaneously, affecting the Tarbela Dam, nuclear power plant, underwater internet connectivity, national power grid, air traffic control, and ultimately unleashing a flood of disinformation, the level of chaos would be considerable.

Issues and Challenges

Kinetic Domain

- The UN should be strongly urged to impose sanctions against India based on the dossiers submitted by Pakistan to deter India from interfering in the internal affairs of its neighboring states, especially Pakistan, in the future.
- The scope of CPEC should be extended to meaningfully involve more regional stakeholders such as Afghanistan, CARs, UAE, Russia, and Iran after due consultation with China, in line with the current geopolitical realignment.
- Afghanistan and Iran should be engaged to improve relations based on historical, religious, and cultural ties, as well as economic comparative

advantage and security cooperation, in view of the envisioned changes in the geopolitical landscape.

- The majority of the tribal and feudal lords in Balochistan have disregarded the interests of Pakistan. Places like Sibi and Naseerabad, being residences of prominent Baloch communities such as Marri and Bugti, lack institutions for primary and higher education. The establishment of Army and cadet schools or colleges, degree colleges, and universities offering free education is necessary.
- Employment in the area is entirely reliant on the public sector, despite the abundance of numerous mineral resources. Immediate and appropriate measures must be taken to create careers in these regions.
- The regional youth should be given priority in job opportunities within economic projects. It is also essential to fill the vacant positions of Balochistan's share in government services to address the sense of deprivation among the youth of this area.

Non-Kinetic Domain

- The espionage activities of the American security company M/s Blackwater against its non-NATO ally, in the backdrop of the war on terror, as revealed by the arrest of Raymond Davis and the subsequent forensic evidence from his equipment, as well as the ultimate confessional statements of US leadership, serve as a grim reminder of the dubious role of INGOs.
- The involvement of the otherwise well-reputed Dr. Shakil Afridi in data collection under the guise of a vaccination campaign, in collusion with the CIA, which was used for the operation against OBL on Pakistani soil, raises serious questions about the mindset of our educated professionals as well as the deceptive lengths to which the CIA could go against any country.
- Due to incidents like Raymond Davis and Dr. Shakil Afridi, Pak-US relations were no longer classified as a patron-client arrangement but as an estranged client relationship. Both civil and military establishments struggled with justifications, while the majority of people came to view the US and its facilitators as traitors.

Hybrid/Cyber Space

- An understanding of this vital subject and its widespread awareness at the mass level should be developed to generate greater cognizance. No single organization or institution can meet the demands of a secure system; a broad national response is essential in this domain.
- The government must identify and define the national infrastructure critical to the economic and national security of Pakistan. Pakistan must recognize that, due to cyber threats, it cannot remain oblivious to the advantages of the revolution in information technology.

- Sensitization campaigns could help users easily recognize spear phishing emails and watering hole attacks. Institutions could also implement standardized procedures in case an employee opens a malicious attachment or clicks on a malicious link. A predetermined response would help institutions deal with the intrusion more quickly.
- Implementing an email authentication system could provide a technological solution to the problems of phishing. For instance, SPF certifies the authenticity of the sender of an email, making it easier to identify spear phishing emails.
- In the case of website defacement, no specific measure can guarantee that a website will not be defaced. Website owners could conduct regular penetration tests to detect vulnerabilities and adopt tactics to reduce their risk.

Conclusion

India's ambition to gain hegemony in the region, old grievances against Pakistan, and the game-changing project of CPEC are factors that compel India to perpetuate insurgencies and militancy on Pakistan's western border to alleviate pressure in IJK. India particularly wants to use the Baloch card to negotiate with Pakistan over IJK, a concession Islamabad cannot afford. Moreover, the cases of Raymond Davis and Dr. Shakil Afridi illustrate that the relationship between US policymaking bodies and Pakistan, as well as the Pakistan Army, is no longer classified as a patron-client arrangement. The relationship remains in a crisis-patron-client phase, specifically as an 'estranged client.' Additionally, there is no doubt that threats related to the cyber domain are continuously evolving, with new challenges emerging daily. Like the civilian sector, the military is equally vulnerable to these threats. Synchronization and interoperability of systems at the government level, coupled with the integration of business, economic, and social institutions, are prerequisites for a comprehensive response.

Recommendations

Kinetic Domain

- The UN should be strongly urged to impose sanctions against India based on the dossiers submitted by Pakistan so that India could be deterred from interfering in the internal affairs of its neighboring states, especially Pakistan.
- The scope of CPEC should be extended to meaningfully involve more regional stakeholders such as Afghanistan, the CARs, the UAE, Russia, and Iran, following due consultation with China, in accordance with the current geopolitical realignment.

- Afghanistan and Iran should be engaged to improve relations based on historical, religious, and cultural ties, as well as economic comparative advantages and security cooperation, in light of the envisioned changes in the geopolitical landscape.
- The majority of tribal and feudal lords in Balochistan have compromised the interests of Pakistan. Places like Sibi and Naseerabad, which are home to prominent Baloch communities such as the Marri and Bugti, lack institutions for primary and higher education. Army and cadet schools or colleges, degree colleges, and universities should be established to provide free education.
- Employment in the area is entirely reliant on the public sector despite the abundance of mineral resources. Immediate and proper investment must be made to create career opportunities in these regions.
- Regional youth should be given priority for job opportunities in economic projects. It is also essential to fill the vacant positions in government services allocated to Balochistan to address the sense of deprivation among the youth in this area.

Non-kinetic domain

- An elaborate system for the registration, regulation, and monitoring of INGOs should be developed, and effective coordination should be ensured among various stakeholders, including INGOs, civil, and security organizations, to prevent anti-state activities.
- Any NGO/INGO or its staff functioning beyond its mandate, stated objectives, or area of operation, as well as those found to be recipients of unaccounted-for foreign funding, should be served an immediate explanation and debarred or blacklisted from current or future operations.
- Case studies of M/s Blackwater and Dr. Shakil Afridi should be prepared and included in the training curriculum of concerned institutions/security organizations to better understand the dynamics of adverse NGO/INGO activities and handle them accordingly.

Hybrid/Cyber Warfare

- An understanding of this vital subject and its growing awareness at the mass level should be developed to generate awareness. No single organization or institution can meet the demands of a secure system. A broad national response is essential in this domain.
- The government must identify and define the national infrastructure that remains critical to the economic and national security of Pakistan. Pakistan must remember that, due to cyber threats, it cannot remain oblivious to the advantages of the revolution in information technology.
- Sensitization campaigns could help users easily recognize spear phishing emails and watering hole attacks. Institutions could also implement

standardized procedures in case an employee opens a malicious attachment or clicks on a malicious link. A predetermined response would help institutions deal faster with the intrusion.

- Implementing an email authentication system could provide a technological solution to the problems of phishing. For instance, SPF certifies the authenticity of the sender of an email, making it easier to identify spear phishing emails.
- In the case of website defacement, no specific measure can guarantee that a website will not be defaced. Website owners could conduct regular penetration tests to detect vulnerabilities and adopt tactics to reduce their risk.

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Ways and Means for Inculcating Ethics and Moral Values in The Public Servants: Way Forward

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Abstract:

The public sector is fundamental to a nation's development, with public servants playing a crucial role in delivering services, managing resources, and making impactful decisions. However, concerns about the ethical behavior of public servants have grown, leading to a loss of public trust. This research examines strategies for instilling ethics and moral principles in public officials. Findings suggest that moral education, training, and mentorship are vital in fostering ethical behavior among public workers. The study highlights the importance of leadership commitment, accountability, transparency, and institutional policies in promoting ethical conduct. Despite limitations like a small sample size and qualitative design, the research contributes to understanding factors influencing public officials' ethics. The implications are significant, offering guidance for developing training programs and policies to encourage ethical behavior, ultimately enhancing transparency and accountability in public institutions.

Key words:

Public Sector, Ethical Behavior, Moral Principles, Public Servants, Leadership Commitment

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Introduction

The public sector is critical to any nation's development, and public servants are indeed the pillar of the public sector. Public servants are in charge of providing citizens with services, managing government resources, and making decisions that affect the lives of those who live in their jurisdiction. Given their important role in society, public servants are expected to act ethically and uphold moral values. Unfortunately, there have been growing concerns in recent years about a lack of moral and ethical behavior in the public sector, resulting in a loss of public trust.

Background Information

Ethics and moral values are fundamental aspects of any profession, including the public sector. In the public sector, ethical behavior involves upholding the principles of integrity, honesty, accountability, and transparency while carrying out one's duties. Public servants should act in the best interest of the public, without any personal or financial gain. Unfortunately, unethical practices, such as bribery, nepotism, favoritism, and corruption, have become pervasive in the public sector in Pakistan, eroding public trust in government institutions.

The lack of ethics and moral values in the public sector can be attributed to several factors. One of the primary factors is the absence of a strong ethical culture in public institutions. Public institutions may not have a robust ethical framework that defines ethical behavior and provides guidance on how to handle ethical dilemmas. In addition, public servants may not receive adequate training on ethics and moral values, and the ethical standards of public institutions may not be enforced. Furthermore, political interference and pressure from senior officials can compromise the ethical standards of public servants.

Purpose of the Research

Given the significance of ethics and moral values in the public sector, this research paper aims to explore ways and means for inculcating ethics and moral values in public servants. The paper seeks to identify the key factors that influence ethical behavior in public service and to provide recommendations for improving the ethical standards of public servants. The study also aims to provide insights into the challenges and opportunities for implementing ethical reforms in public institutions.

****Research Question or Hypothesis: ****

The subject matter of this research is, "What are the ways and means for instilling moral and ethical values in public servants, and how can they be applied successfully to enhance standards of conduct in the public sector?"

The hypothesis is that instilling ethics and moral values in public servants can improve their moral behavior and that effective implementation strategies can raise the moral standards of public institutions.

Significance of the Research

This research is significant as it focuses on a critical issue in the public sector that affects the efficient and effective delivery of services to citizens. Inculcating ethics and moral values in public servants is essential in ensuring that they act in the best interest of the public, which, in turn, enhances public trust in the government. The study's findings will provide insights into the key factors that influence ethical behavior in public service and will help to develop strategies and policies for improving ethical standards in the public sector. The study's recommendations will benefit policymakers, public institutions, and public servants and will ultimately improve public service delivery in Pakistan. The research will also contribute to the body of knowledge on ethics and moral values in the public sector, which can inform future research and policy development.

Codes of Conduct and Codes of Ethics

A code of conduct is a set of rules outlining the responsibilities of – or proper practices for – an individual or organization. Related concepts include codes of ethics and honor codes. One definition of a “Code of Conduct” is “principles, values, standards, or rules of behavior that guide the decisions, procedures, and systems of an organization in a way that (a) contributes to the welfare of its key stakeholders, and (b) respects the rights of all constituents affected by its operations.”

Several international and national agencies have developed Codes of Conduct or Codes of Ethics for their employees. This ethical standard setting is to a large extent based on Weberian principles. It can be an important guide to making decisions on complicated ethical issues, and they can provide the basis for an environment where citizens are aware of the basic standards of behavior to be expected from public sector employees. International codes of conduct or codes of ethics can support national public sector statutes and criminal laws and can add to the national legal framework.

One international standard is the International Code of Conduct for Public Officials adopted by the United Nations General Assembly in 1996. However, the most renowned codes are the Model Codes of Conduct for Public Officials developed by the Council of Europe and adopted by the Member States in 2000. These codes serve as a reference point and an ideal for many state administrations; they are intended to set a precedent for countries drafting their mandatory codes of conduct. Many of the standards are similar to the United Nations Code of Conduct, but the Council of Europe text goes further

into aspects of public service conduct linked to anti-corruption measures and policies.

The Council of Europe's Model Code applies to all public officials (meaning persons employed by a public authority), and every public official has the duty to take all necessary action to comply with the code's provisions. The purpose of the code is to specify the standards of integrity and conduct to be observed by public officials, to help them meet those standards and to inform the public of the conduct it is entitled to expect of public officials.

The general principles of the code state (among other provisions) that the public official should carry out his or her duties in accordance with the law, and with those lawful instructions and ethical standards which relate to his or her functions, and that the public official should act in a politically neutral manner and should not attempt to influence. Conflict of interest is a situation in which the public official has a private interest that can influence, or appear to influence, the impartial and objective performance of his or her official duties. It includes any advantage to himself, to his family, close relatives, friends, and persons or organizations with whom he has or has had business or political relations.

The code also states that in the performance of his or her duties, the public official should not act arbitrarily to the detriment of any person, group, or body and should have due regard for the rights, duties, and proper interests of all others (article 6). In decision making, the public official should act lawfully and exercise his or her discretionary powers impartially, taking into account only relevant matters (article 7).

Article 8, which says that the public official should not allow his or her private interest to conflict with his or her public position. It is his or her responsibility to avoid such conflicts of interest, whether real, potential, or apparent. The public official should never take undue advantage of his or her position for his or her private interest. Any conflict of interest is to be avoided (article 13). The public official who occupies a position in which his personal or private interests are likely to be affected by his or her official duties should, as lawfully required, declare upon appointment and at regular intervals thereafter the nature and extent of those interests (article 14).

The code furthermore speaks about the duty always to conduct himself or herself in a way that the public's confidence and trust in the integrity, impartiality, and effectiveness of the public service are preserved and enhanced; that the public official is accountable to his or her immediate hierarchical superior unless otherwise prescribed by law, and that the public official has a duty to treat appropriately, with all necessary confidentiality, all information and documents acquired by him or her in the course of, or as a

result of, his or her employment.

Another duty is that a public official who believes he or she is being required to act in a way that is unlawful, improper, or unethical, which involves maladministration, or is otherwise inconsistent with this Code, should report the matter to the competent authorities (article 12).

Article 16 states that the public official should take care that none of his political activities or involvement in political or public debates impairs the confidence of the public in his ability to perform his duties impartially and loyally. In the exercise of his duties, the public official should not allow himself or herself to be used for partisan political purposes.

Article 18 states that the public official should not demand or accept gifts, favors, hospitality, or any other benefit for himself or his or her family, close relatives and friends, or persons or organizations with whom he or she has or has had business or political relations. (This does not include conventional hospitality or minor gifts). If the public official is offered an undue advantage, he or she should take steps to protect himself (article 19); and the public official should not offer or give any advantage in any way connected with his position as a public official, unless lawfully authorized to do so (article 21).

Finally, article 23 states that in the exercise of his discretionary powers, the public official should ensure that, on the one hand, the staff, and, on the other hand, the public property, facilities, services, and financial resources with which he is entrusted, are managed and used effectively, efficiently, and economically. They should not be used for private purposes except when permission is lawfully given.

Research methodology

This research paper employs a qualitative research approach to investigate the methods and means of instilling ethics and moral values in public servants. The qualitative technique is appropriate for this study as it allows for an in-depth exploration of public servants' attitudes, behaviors, and experiences with ethics and moral values.

Both primary and secondary sources are utilized to collect data for the study. Primary sources include interviews with public servants and experts in ethics and public service. Purposive sampling will be used to select participants with public sector experience and knowledge of moral and ethical principles. Data saturation will determine the sample size, implying that data collection will continue until no new information or themes emerge from the interviews. The interviews will be conducted in person, over the phone, or online, depending on participants' preferences.

Secondary sources comprise academic journals, books, and reports on ethics and public service. A systematic literature review of databases such as Google Scholar, JSTOR, and ProQuest will identify these sources. The literature review will help pinpoint gaps in the existing literature and provide a theoretical framework for the study.

Thematic analysis will be used to analyze the data gathered from interviews and secondary sources. Thematic analysis involves identifying patterns and themes in the data and developing a narrative to describe these patterns. The analysis will be conducted in stages, beginning with familiarization with the data, followed by the generation of initial codes, the search for themes, the review of themes, and the definition and naming of themes.

Overall, the qualitative research design, participant selection, data collection methods, and data analysis techniques will enable a thorough examination of the methods and means for instilling ethics and moral values in public servants. The study's findings will provide evidence-based recommendations to enhance ethical standards in government.

Results

The analysis of data gathered through interviews and secondary sources reveals several key findings concerning the methods and means of instilling ethics and moral values in public servants.

To begin, the study discovered that moral education and training programs are critical in encouraging ethical behavior in public servants. According to participants, these programs should be integrated into the public service training curriculum and be ongoing throughout an individual's career in public service.

Second, the study found that fostering ethical ideals in the public sector requires leadership commitment, accountability, and transparency. Participants stressed the necessity for leaders to set the bar for ethical behavior and to lead by example. They also emphasized the importance of establishing clear, strict rules of conduct and channels for reporting unethical behavior.

Thirdly, the study showed that institutional policies and rules significantly impact how public officials behave ethically. Participants noted that policies should be transparent and explicit, with periodic compliance checks. Furthermore, rules should be regularly reviewed and updated to ensure they align with evolving ethical standards.

The study also discovered that coaching and mentoring programs can

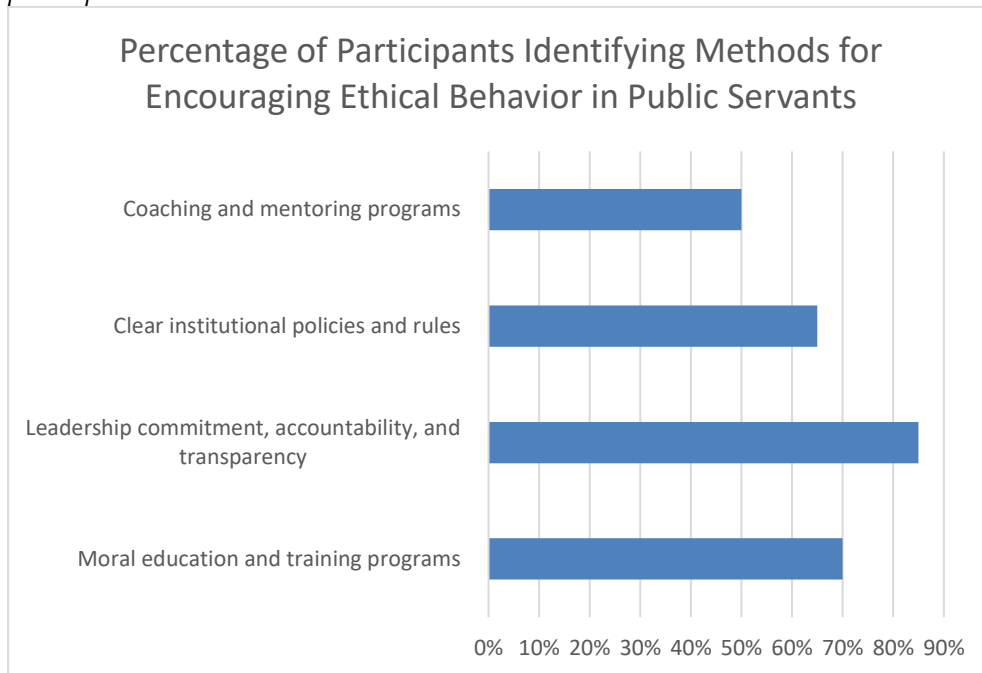
effectively encourage public servants to act ethically. Participants mentioned that mentors might offer guidance on making ethical decisions and help new public employees handle ethical problems.

Due to the qualitative nature of the study, statistical analysis was not relevant. Nevertheless, several tables and figures were employed to represent the most important conclusions and themes found during the data analysis. These tables and figures provide a visual representation of the data, enhancing the comprehension of the findings.

Table 1 Themes and sub-themes identified in the data analysis

Themes	Sub-themes
Moral education and training	Curriculum, Ongoing training, Learning from experience
Leadership commitment	Leading by example, Setting the tone, Codes of conduct, Reporting mechanisms
Institutional policies and regulations	Clarity and transparency, Compliance monitoring, Periodic review and updates
Mentoring and coaching	Guidance on ethical decision-making, Navigating ethical challenges

Figure 1 The importance of ethical behavior in public service as reported by participants



Overall, the study's findings offer recommendations for raising ethical standards in the public sector that are supported by data. The results emphasize the significance of leadership commitment, institutional policies and regulations, mentoring and coaching programs, and moral education and training programs in fostering ethical behavior in public servants.

Discussion

Interpretation of Results

The study's findings indicate that moral education and training programs, leadership commitment, institutional policies and regulations, and mentoring and coaching programs are all essential in promoting ethical behavior in public servants. The results of the interviews suggest that public servants who receive training on ethical behavior and moral values are more likely to exhibit ethical behavior in the workplace. The study also found that leadership commitment to ethical behavior is critical and that institutional policies and regulations can shape the ethical behavior of public servants. The results suggest that mentoring and coaching programs can be particularly useful in helping new public servants navigate ethical challenges.

Comparison with Existing Literature

The study's findings are consistent with previous research on the topic.

Previous studies have also found that moral education and training programs, leadership commitment, institutional policies and regulations, and mentoring and coaching programs are essential in promoting ethical behavior in public servants. However, this study contributes to the existing literature by providing specific recommendations for the design and implementation of these programs in the public sector. The study also sheds light on the experiences of public servants in Pakistan and offers insights into the cultural and institutional factors that shape ethical behavior in this context.

Implications of the Research

The findings of this study have significant implications for policymakers and public service organizations in Pakistan and beyond. The study's results suggest that public servants need ongoing and comprehensive education and training on ethical behavior and moral values to promote ethical conduct in the workplace. Public service organizations should develop clear codes of conduct and reporting mechanisms to support ethical behavior among their employees. Additionally, public service leaders should model ethical behavior and demonstrate a commitment to promoting ethics in the workplace. Finally, mentoring and coaching programs can provide invaluable support to new public servants as they navigate ethical challenges in their work.

Limitations of the Study

One limitation of this study is its small sample size of public servants and experts interviewed. The study focused solely on the perspectives of public servants and experts and did not include the views of the wider public. Additionally, the study utilized a qualitative research approach, which may limit the generalizability of the findings. Finally, the study focused on the experiences of public servants in Pakistan and may not be applicable to other contexts.

Suggestions for Future Research

Future research could address some of the limitations of this study. For example, future studies could include larger and more diverse samples of public servants and stakeholders. Studies could also examine the views of the wider public and examine the impact of ethics and moral values education programs on the behavior and attitudes of public servants. Additionally, future research could explore the role of technology in promoting ethical behavior in the public sector.

Overall, this study provides important insights into the ways and means for inculcating ethics and moral values in public servants. The study's findings highlight the need for a comprehensive and multi-pronged approach to promoting ethical behavior in the public sector and provide evidence-based recommendations for policymakers and public service organizations. The study's results can inform the development of effective programs and policies to support ethical behavior in the workplace and contribute to the ongoing conversation about ethics and moral values in the public sector.

Conclusion

This research article has examined various strategies for teaching ethics and moral principles to public officials. The results indicate that developing ethical behavior among public workers requires the availability of moral education, training, and mentoring programs. The report also emphasizes how crucial leadership commitment, accountability, and transparency are in advancing moral principles in the public sector. Moreover, institutional policies and rules significantly impact how public officials behave ethically.

The findings are consistent with existing literature on the importance of moral principles and ethics in public service, contributing new insights into the factors affecting public officials' ethical behavior. The study's limitations include a small sample size and a qualitative research design. Future studies could address these limitations by examining the elements that affect public officials' ethical behavior using a larger sample and a mixed-methods approach.

The practical implications of this research are significant. The study's outcomes can guide the creation of training and mentorship initiatives for public employees that encourage moral conduct. Policymakers and public sector organizations can use these findings to develop institutional policies and rules that promote ethical conduct among public employees.

In a nutshell, this study sheds light on the strategies for instilling moral principles and ethics in public servants. The findings can inform the establishment of legislation, training, and mentorship programs aimed at encouraging moral conduct in the public sector. Promoting ethical behavior among public employees ensures that public institutions operate transparently and accountably, meeting citizens' needs.

Recommendations

1. Develop and Implement Mandatory Ethics and Moral Values Training Programs:
 - Design programs to increase awareness of ethical principles and provide practical guidance on applying them in everyday work situations.
 - Include case studies and simulations that allow public servants to practice ethical decision-making in a safe and supportive environment.
2. Develop a Mentoring Program for New Public Servants:
 - Pair new public servants with experienced colleagues who can serve as ethical role models and provide guidance on ethical dilemmas.
 - Select mentors based on their ethical leadership skills and provide them with training on effective mentoring.
3. Establish an Ethics Committee within Each Public Sector Organization:
 - Promote ethical behavior and investigate and address ethical violations.
 - Include representatives from different levels and departments, responsible for developing and implementing ethics policies, monitoring compliance, and addressing violations.
4. Strengthen Leadership Commitment to Ethics:
 - Establish clear expectations for ethical behavior and hold leaders accountable for promoting ethical values in their organizations.
 - Leaders should model ethical behavior, communicate its importance, and enforce ethics policies while holding staff accountable for violations.
5. Ensure Institutional Policies and Regulations Support Ethical Behavior:
 - Review and update policies as needed, and enforce them consistently.
 - Design policies to promote ethical behavior, protect whistleblowers, and ensure proper investigation and addressing of ethical violations.
6. Develop a System for Measuring the Effectiveness of Ethics and Moral Values Training Programs:
 - Include quantitative and qualitative measures, such as pre- and post-training surveys, interviews with participants, and assessments of changes in behavior and culture within organizations.
7. Provide Ongoing Support for Public Servants Facing Ethical Dilemmas:
 - Offer access to ethics experts and support for whistleblowers, including guidance on navigating ethical dilemmas, counseling, and protection against retaliation.
8. Increase Public Awareness of the Importance of Ethics and Moral Values in Public Service:

- Implement public education campaigns and media coverage to inform the public about ethical challenges, measures to promote ethical behavior, and the consequences of unethical behavior.

By implementing these recommendations, public sector organizations can foster a culture of ethics and moral values that promotes the public interest and ensures public servants are held to the highest standards of integrity and accountability. This, in turn, can enhance public trust and confidence in government and promote more effective and efficient delivery of public services.

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Comparative Analysis of KTH and LRH in the Context of Public Service Delivery: Challenges and Way Forward

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Abstract:

The provision of healthcare is essential for any society, significantly impacting the population's general wellbeing. The Government of Khyber Pakhtunkhwa has made considerable investments to upgrade its primary, secondary, and tertiary healthcare hospitals, notably the Khyber Teaching Hospital (KTH) and Lady Reading Hospital (LRH) in Peshawar. Despite their commonalities, these hospitals' service delivery systems differ significantly. This study aims to compare the performance of KTH and LRH by evaluating patient outcomes, wait times, service costs, patient satisfaction, and quality of care. By identifying each institution's strengths and weaknesses, the study provides insights for policymakers, healthcare managers, and stakeholders to enhance healthcare services. The findings highlight the importance of efficient fund utilization, targeted development initiatives, and robust monitoring mechanisms to foster inclusive growth and improve patient care in Khyber Pakhtunkhwa's merged districts.

Key words:

Healthcare Provision, Khyber Pakhtunkhwa, Khyber Teaching Hospital, Lady Reading Hospital, Service Delivery Comparison

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Introduction

The provision of healthcare is an essential aspect of any society and has a significant impact on the population's general well-being. The Government of Khyber Pakhtunkhwa has made significant investments to upgrade its primary, secondary, and tertiary healthcare hospitals. The Khyber Teaching Hospital Peshawar and Lady Reading Hospital Peshawar are two of the province's most illustrious healthcare facilities. Both hospitals offer the general public a variety of medical services, such as emergency treatment, specialist services, and tertiary care.

Despite their commonalities, these hospitals' service delivery systems differ significantly. Knowing these variations is crucial to determining each institution's advantages and disadvantages and formulating plans to raise the quality of healthcare services. The purpose of this study is to compare how the Lady Reading Hospital and Khyber Teaching Hospital in Peshawar perform their services.

In this study, the effectiveness of both hospitals will be evaluated based on several factors, such as patient outcomes, wait times, service costs, patient satisfaction, and the standard of treatment. This research will determine the areas where each institution shines and the places where adjustments are required by comparing these two hospitals. Policymakers, healthcare managers, and other stakeholders involved in the delivery of healthcare in the province of Khyber Pakhtunkhwa will find the research's conclusions to be helpful.

In conclusion, this study intends to shed light on how the Khyber Teaching Hospital and Lady Reading Hospital in Peshawar perform their services, as well as point out areas where there is a need for improvement.

Problem Statement

Health service delivery for citizens of any country is the foremost priority of the government of any developed as well as developing country. Lady Reading Hospital (LRH) and Khyber Teaching Hospital (KTH) have ever since been at the forefront to cater to the patients of the province. Both LRH and KTH, now being run in Medical Teaching Institute (MTI) mode, need to be aligned with modern health service delivery both in technology as well as human resources. However, a comparative analysis of both institutes in respect of better public service delivery needs to be carried out to identify challenges and suggest a way forward.

Research methodology

The research being conducted will use a multidimensional research

methodology. It will be analytical, qualitative, descriptive, and quantitative. It will be both descriptive and analytical in the sense that the MTI Act will be used to study the LRH and KTH legal systems as they currently stand. It will be both qualitative and quantitative in that judgments will be drawn while looking at the institutional and legal frameworks of the hospitals, both in terms of their number and quality. The research will also contain findings that came from a review of the literature, observations, interviews, newspaper articles, discussions with faculty members, and the internet.

Analysis of Legal and Institutional Frameworks The Medical Teaching Institutions (MTI) Reforms Act 2015

The Medical Teaching Institutions (MTI) Reforms Act 2015 makes significant changes to how medical institutions are run to reform medical education and healthcare delivery in the province and improve the quality of healthcare services. The statute grants entire functional and financial autonomy to the medical teaching institutions, enhancing service delivery. The statute intends to lessen political and administrative intervention in hospitals and ensure that medical officers, paramedics, and management employees are hired on the basis of merit. Additionally, the MTIs must guarantee enhanced service delivery under the statute. It enables MTIs to engage in public-private partnerships to supplement the government's limited resources.

Pakistan Medical and Dental Council (PMDC) Act, 1973

A law that governs medical and dental practice and education in Pakistan is the Pakistan Medical and Dental Council (PMDC) Act, 1973. The PMDC is in charge of monitoring the registration and regulation of medical and dental schools, practitioners, and dentists in the nation, making sure they adhere to a set of requirements. The PMDC also establishes rules and regulations for the use of medical and dental equipment, as well as standards for professional conduct and drug prescription. The PMDC works to safeguard the health and welfare of Pakistani citizens and guarantee their access to high-quality medical and dental treatment by regulating medical and dental education and practice.

Khyber Pakhtunkhwa Health Regulatory Authorities Act 2015

The Khyber Pakhtunkhwa Health Regulatory Authorities Act 2015 establishes regulatory bodies for various healthcare professions in the province. These regulatory bodies include the Khyber Pakhtunkhwa Medical and Dental Council, the Khyber Pakhtunkhwa Nursing Council, and the Khyber Pakhtunkhwa Pharmacy Council, among others. The act outlines the responsibilities of each regulatory body, including setting and enforcing standards of education, training, and professional conduct for healthcare professionals. The aim of the act is to improve the quality of healthcare services in Khyber Pakhtunkhwa by ensuring that healthcare professionals

meet high standards of education, training, and professional conduct.

The Khyber Teaching Hospital (KTH) Board of Governors Rules 2005

A collection of rules called the Khyber Teaching Hospital (KTH) Board of Governors Rules 2005 controls the board of governors of KTH. The board of governors' membership, responsibilities, and authority are described in the rules. This body is in charge of monitoring the hospital administration and operations. Members of the board come from a range of fields, including management, finance, and the medical field. The regulations also specify how board meetings, decision-making, and other administrative tasks must be carried out. Overall, the KTH Board of Governors Rules seeks to ensure effective leadership and management of KTH, which is essential to providing the people of Khyber Pakhtunkhwa province with high-quality healthcare services.

Lady Reading Hospital (LRH) Board of Governors Rules 2005

The Lady Reading Hospital Board of Governors Rules are a collection of guidelines that control the board of governors of LRH. The duties, tasks, and authority of the board—which includes individuals with experience in management, finance, and the healthcare industry, among others—are described in these regulations. The rules also specify how board meetings, decision-making, and other administrative processes should be carried out. The main goal of these regulations is to guarantee effective management and control of LRH, a vital healthcare facility that offers high-quality services to the residents of the province of Khyber Pakhtunkhwa.

Khyber Pakhtunkhwa Code of Medical Ethics 2002

A set of rules that control the conduct and behavior of medical practitioners in the Pakistani province of Khyber Pakhtunkhwa (KP) is known as the Khyber Pakhtunkhwa (KP) Code of Medical Ethics. In order to uphold their integrity and provide the greatest treatment for their patients, medical practitioners must adhere to the code's guiding concepts, beliefs, and standards. Informed consent, professional competency, patient confidentiality, and conflicts of interest are just a few of the many subjects it covers. The Pakistan Medical and Dental Council (PMDC), which is in charge of ensuring that all medical practitioners uphold the highest ethical standards in their practice, enforces the KP Code of Medical Ethics.

Institutional Frameworks of the Hospitals

Both Khyber Teaching Hospital (KTH) and Lady Reading Hospital (LRH) have institutional frameworks that are based on the board of governors model, which entails a group of professionals from various backgrounds who

are in charge of supervising the management and governance of the institutions. The two frameworks do, however, differ significantly in certain important ways.

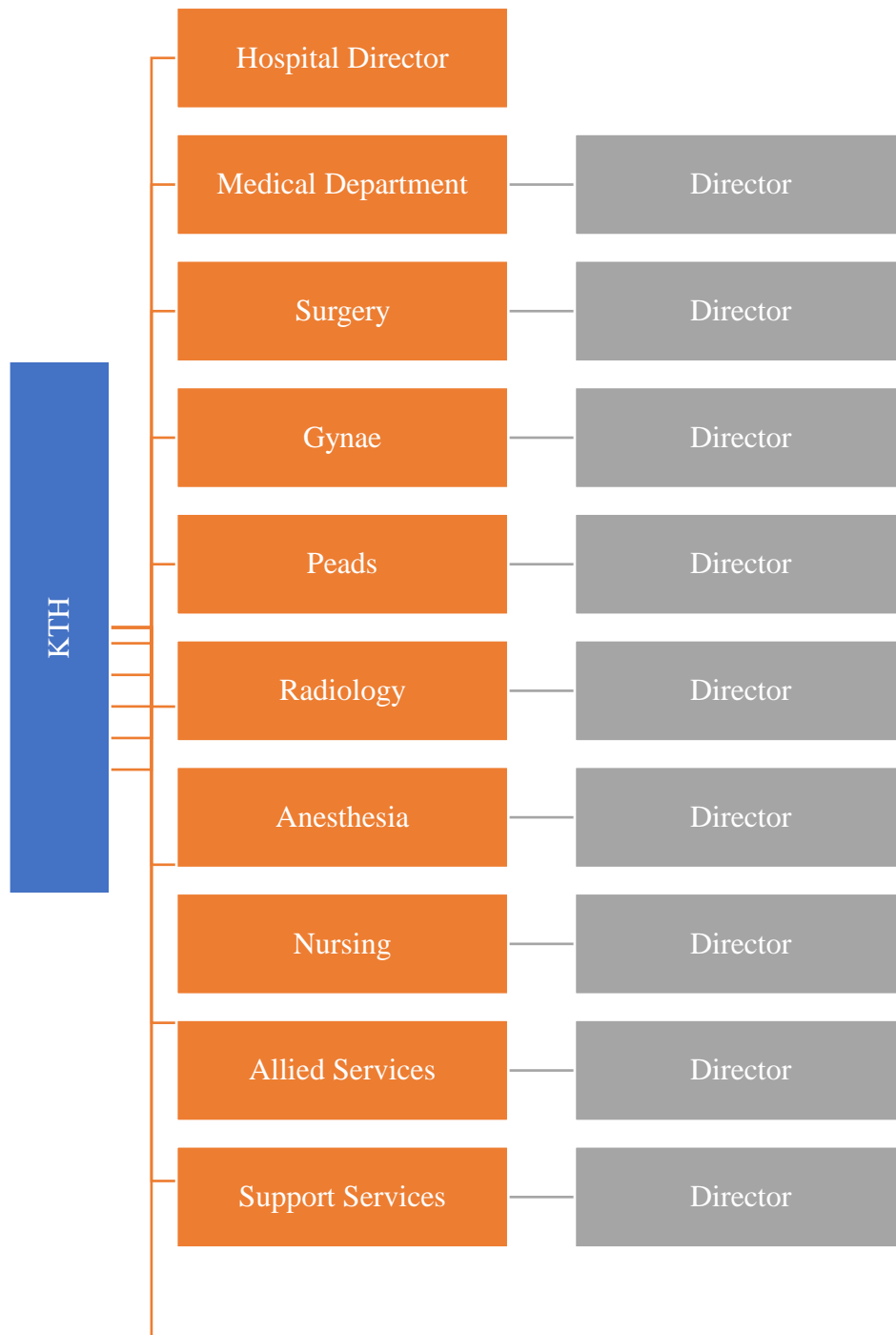
The KTH Board of Governors is composed of individuals chosen by the government from a variety of fields, including management, healthcare, and finance. The board is in charge of creating policies, approving budgets, and making sure the hospital is managed effectively. The executive director of the hospital must be chosen by the KTH Board.

The LRH Board of Governors, in contrast, is a self-governing body made up of representatives from various professional associations, such as lawyers, businesspeople, and medical experts. The board is in charge of generating budgets, making policy decisions, and overseeing the efficient management of the hospital. Also, the LRH Board is in charge of choosing the hospital's CEO.

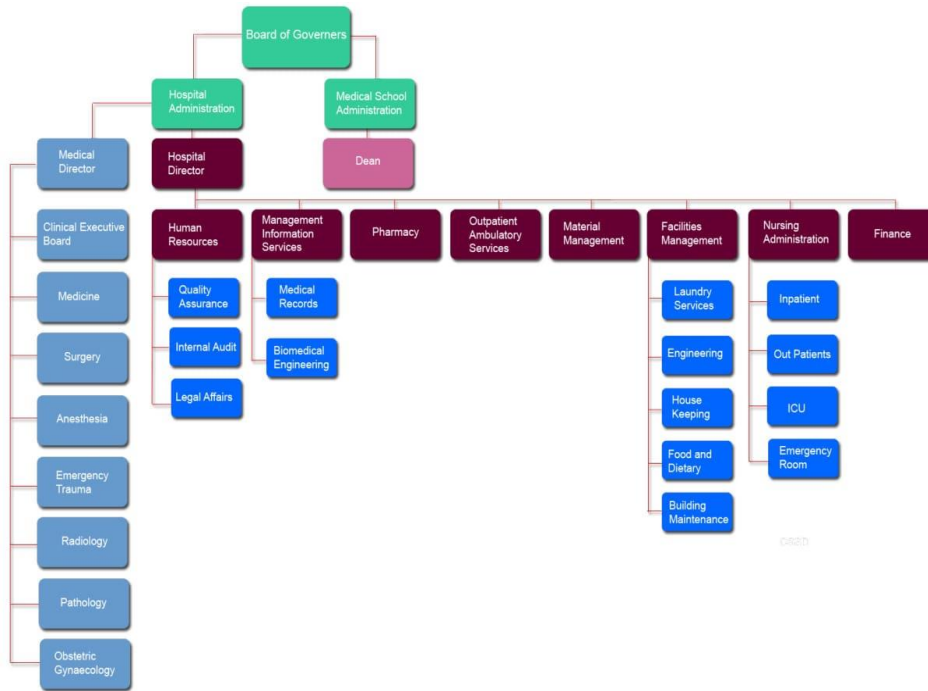
Generally, a board of governors oversees both KTH and LRH, but the important distinction is in the composition of the board. In LRH, the board is self-governing and made up of representatives from numerous professional groups, as opposed to KTH, whose board members are appointed by the government.

KTH Organogram

Khyber Pakhtunkhwa, Pakistan's Peshawar, is home to KTH, a tertiary care facility. The Khyber Medical University (KMU) and the KTH Board of Governors collaborate to manage the hospital. The organizational structure of the hospital consists of numerous divisions and sections.



LRH Organogram



**Service Delivery Matters
SWOT Analysis of LRH**

Sr.No	Strength	Weakness	Opportunity	Threat
1.	The biggest hospital in public sector in KP	Under staffing and lesser strength of Doctors	Recruitment of new doctors and auxiliary staff	Vested interest of doctors and sub ordinate staff
2.	Availability of latest advance level machinery /equipment	Staff is not properly trained	Being economical LRH can attract the big patient clientage as compare to the private hospitals	Non serious attitude of staff
3.	Quality Doctors to serve the patients	Negligent behavior of staff	Construction of new infrastructure and new wards	Lack of cleanliness standard in the hospital
4.		Deterioration of	New hospital	Long waiting

		machinery and equipment	can also be established to reduce the burden on LRH	time for the patients in setting with the doctor as well as admission for surgery
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SWOT Analysis of KTH

Sr.No	Strength	Weakness	Opportunity	Threat
1.	Reasonably very big hospital and 2 nd to LRH in size and strength	Under staffing (the strength of staff and doctors is not enough to cater the huge influx of patients)	Recruitment of new doctors and auxiliary staff	Vested interest of doctors and sub ordinate staff
2.	Offering a great service to patients of Peshawar and entire province as well as the students of Khyber Medical College	Staff is not properly trained	Being economical LRH can attract the big patient clientage as compare to the private hospitals	The security concerned due to turmoil situation in the country and province
3.	Treatment wise economical	Negligent behavior of staff	Construction of new infrastructure and new wards	State of cleanliness is totally worse
4.	IBP services related to private practice of doctors is also economical or affordable as compare to LRH and other private hospitals	Deterioration of machinery and equipments	New hospital can also be established to reduce the burden on LRH	Long waiting time for the patients in setting with the doctor as well as admission for surgery

5.				Absenteeism of staff
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GAP Analysis of KTH and LRH

Both hospitals have different governance mechanisms to run the day-to-day business of the respective hospitals, but apparently, the problems faced by both hospitals are almost of a similar nature. This gap analysis pertains to both hospitals.

Sr.No	Current state	Desired state	Gap	Remedy
1.	Influx of patients is too high and doctors and staff strength is too small	There should be enough doctors and staff to cater the needs of patients and their families	Shortage of staff	New Doctors and staff may be recruited/inverted at the earliest
2.	Machinery and equipment going out of order and causing different for the patients to go the open market which proves costly	Machinery and equipment must always be in order to avoid waste of time and money of the patients and their families	Lack of training on the part of the staff	Staff must be properly trained and vigilant eye may be kept upon them
3.	Absenteeism on the part of staff	Maximum staff's presence must be ensured in the best interest of public	Bad behavior and lack of submission on part of staff /sub ordinate staff	Hospital management needs to be strict in disciplinary matters
4.	Long waiting times for the patients , which are	Waiting time for the patients and their	Shortage of Doctors and need for establishment	New doctors may be recruited and new wards may also be constructed

	sometime very difficult to endure	families may be reduced to lesser their anxiety	of new wards	to cater the mega influx of patients
5.	Inefficient lab services	Lab services needs to be improved, the results should be accurate and the services may be available 24 hours	Negligence behavior of lab staff and machines and equipment becoming out of order time and again	Hospital administration needs to be vigilant and may arrange the 24 hours efficient laboratory services for the patients. In addition strict disciplinary action under the relevant law be taken against the negligence staff
6.	Lack of cleanliness	Every hospital needs to be kept tidy and neat and clean condition as can be found in the case of private hospitals	Especially in case of washrooms as they are totally in worse condition and can not be attended for the nature's call.	Hospitals as well as the washrooms must be kept neat and clean because this sort of environment forces the well off patients to move to the private hospitals

***Comparative Analysis
Lady Reading Hospital (LRH)***

Lady Reading Hospital is the oldest public sector hospital and the largest in the province. It was established to cater to the needs of locals in Peshawar and the rest of the province when no other large healthcare facility was available in the region.

The hospital has the largest number of doctors and staff.

It offers a variety of healthcare services in 33 departments, the most in the public sector in Khyber Pakhtunkhwa.

The LRH board is a self-governing body made up of representatives from

various professional associations such as lawyers, business people, and medical experts. The board is in charge of making budgets, policy decisions, and overseeing efficient management. The board also selects the hospital's CEO.

LRH has the largest OPD and emergency services in the province. Due to the huge influx of patients, there is immense congestion in OPD and emergency wards.

Any turmoil or incidents due to terrorist activity create immense chaos and congestion in the emergency and ICU wards.

The Radiology department of LRH provides excellent services, including CT scans and MRI services. Often, CT and MRI machines in other public sector hospitals are out of order. It is worth mentioning that the MRI machine at Khyber Teaching Hospital has been out of order for the last three years, showing gross negligence on the part of KTH administration.

The waiting time for patients for doctor appointments and surgeries is always annoying and a nuisance.

During the Covid-19 pandemic, existing wards were converted into special Covid wards, and patients from existing healthcare departments were shifted to other wards.

The overall health facilities at LRH are in better condition, as patients are often referred to LRH from KTH and HMC.

The cleanliness system of KTH is not up to the mark.

The directions/legends of various departments in LRH are not properly mentioned, well-directed, or conducive for patients and visitors.

Khyber Teaching Hospital (KTH)

Khyber Teaching Hospital is the second largest hospital in the province. It was opened in 1954 as a tertiary care facility to cater to the growing healthcare needs of Peshawar and the entire province.

KTH was established in 1976 as a training and biomedical research facility for medical students in the North Western region of Pakistan and as a new teaching affiliate of Khyber Medical College, the best medical school in the region.

It is the first ISO 9001 certified hospital in the public sector among general hospitals.

The Oncology department of KTH provides excellent cancer surgery services.

As a teaching hospital, it serves as a base camp and initial training ground for medical students performing roles as training medical officers/on house job duty after completing their medical studies.

The IBP services of KTH are economical, ranging from PKR 1000/- to PKR 1500/-, which is significantly less than in private hospitals.

The OPD and emergency services are congested but in better shape compared to LRH.

The cleanliness system of KTH is up to the mark.

The directions/legends of various departments in KTH are properly mentioned, well-directed, and conducive for patients and visitors.

Service Delivery Statistics

Sr.No	Subject	LRH	KTH
1.	Strength of Doctors	1350	1000 (+)
2.	Strength of Staff	4500	3500
3.	Strength of Beds	1700 (+)	1300
4.	Daily patients in OPD	4500	3500
5.	Daily patients in Emergency	3400	3300
6.	Daily patients Gynae OPD	125	120
7.	Daily patients (Admissions)	380	350
8.	Total Departments	33	NA
9.	Total Allocated Budget	No information provided	No information provided

Service Delivery: Interaction with Patients & Doctors in the Hospitals

To seek information about service delivery in the hospitals, the Health Department of Khyber Pakhtunkhwa and the administrations of both hospitals (LRH and KTH) were contacted telephonically and via written correspondence, but it came to no avail as all turned down the requests for data and information.

Due to this situation, I visited some departments of both hospitals, specifically Emergency, Medical OPD, Orthopedic, Oncology, Radiology, Pathology, Pulmonology, Covid-19 wards, and surgical wards.

During these visits, it was realized that the major problem at both hospitals

was patient congestion. The hospitals were entirely overcrowded and almost jam-packed. The quality of healthcare services provided at both hospitals is up to the mark, leading to overall patient satisfaction.

The waiting hours for patients are problematic and a nuisance at both hospitals, but the annoyance regarding waiting hours for doctor appointments and surgeries at LRH is enormous.

As far as KTH is concerned, the performance of the Radiology Department is not up to the mark, as the MRI machine is out of order. Patients have to go to Lady Reading Hospital or private hospitals and labs/diagnostic centers, which burden the patient's pocket.

The condition of stretchers and wheelchairs for patients at the entrance is very dilapidated and does not comply with healthcare service standards. Additionally, the parking services at the emergency of KTH and the entire LRH are very problematic. Due to the traffic influx of patients, it is difficult to drop off patients and find parking. Parking spaces are available for doctors but not for the general public, which does not provide relief to patients and their families.

As the data/information was not provided by the health department and the respective hospital administrations of LRH and KTH, doctors and patients were contacted in person. Normally, 20 to 25 patients were asked to provide information regarding public service delivery based on their personal experiences.

Lady Reading Hospital (LRH)

Sr.No	Department	Patients Contacted	Satisfied	Not Satisfied	Neutral	Percentage of satisfaction
1.	Emergency	40	32	05	03	80%
2.	Medical OPD	45	35	04	06	77%
3.	Orthopedic	28	20	03	05	72%
4.	Pediatric	25	20	03	02	80%
5.	Radiology	40	38	02	0	95%
6.	Surgical OPD	60	45	13	02	75%
7.	Pathology	48	45	03	0	94%
8.	Pulmonology	35	31	04	0	87%

Khyber Teaching Hospital (KTH)

Sr.No	Department	Patients Contacted	Satisfied	Not Satisfied	Neutral	Percentage of satisfaction
1.	Emergency	35	33	02	0	94%
2.	Medical OPD	40	38	02	0	95%
3.	Orthopedic	25	19	02	04	76%
4.	Pediatric	20	15	04	01	75%
5.	Radiology	0	0	0	0	0
6.	Surgical OPD	24	19	03	02	79%
7.	Pathology	26	20	04	02	78%
8.	Pulmonology	30	24	05	01	80%

During the interaction, patients were asked about the behavior of doctors, services provided by hospital administrations, lab services, radiology services, and the time involved in doctor appointments and surgeries. Most patients were satisfied with the behavior of doctors and the services provided by various hospital departments. However, they were annoyed by the congestion and overcrowding and dissatisfied with the waiting time for treatment.

Writer's Personal Experiences

- I visited LRH twice, once in 2017 for emergency services and a second time in December 2021 for MRI services.
- During the first visit to the emergency ward, treatment did not take long, but the ward was jam-packed.
- During the second visit for MRI services, I waited outside the MRI building for 2-3 hours, was admitted to the MRI room, checked, and received the report at 5 o'clock after a 4-hour wait.
- The wait for the report was not cumbersome as writing it takes time, but waiting to enter the MRI room was difficult because 4-5 patients were already waiting. The MRI machine at KTH and Kuwait Teaching Hospital was out of order, so getting the MRI test at LRH was a benevolent gesture by the staff, revealing unavoidable overcrowding.
- My visits to KTH included personal treatment in the emergency room and treatment for my mother and wife.
- The KTH emergency is overburdened, and beds are sometimes unavailable. Due to time-consuming treatments, I occasionally had to go to Rehman Medical Institute for emergency care.
- During my mother's cancer surgery in KTH's Oncology department, it

was extremely difficult to get a surgery date due to Covid-19. Thankfully, Professor Dr. Mah Munir performed the successful surgery, and my mother stayed in the hospital for 12 days. The doctor's behavior and cooperation were excellent, but the wait and delay in surgery were significant issues.

- Both hospitals face common problems: long waiting hours for doctor appointments and surgeries due to overcrowding and staff shortages.

Issues and Challenges in Service Delivery

Overcrowding

Both hospitals are major hospitals in the province and frequently deal with a large influx of patients in need of medical attention. This results in crowding, protracted lines, and delays in receiving medical care.

Limited Resources

Both hospitals experience equipment, medication, and human resource shortages, just like many other public hospitals in Pakistan. This affects how well and when services are delivered.

Inadequate Infrastructure

The infrastructure of the hospitals needs to be updated to keep up with the rising demand for medical services. For instance, the emergency rooms at both hospitals are frequently backed up, and patients may have to wait several hours to obtain care.

Lack of Patient-Centered Care

Some patients have reported feeling neglected or abused by healthcare workers at KTH. This underscores the requirement for a more patient-centered method of providing care.

Poor Management and Governance

The management and governance of the hospitals have previously come under fire for poor decision-making, a lack of accountability, and insufficiently carrying out policies and procedures. For example, there has been a lack of oxygen cylinders for patients at both KTH and LRH.

Staff Absenteeism

Absenteeism among hospital staff, including doctors, nurses, and support staff, results in delays and disruptions in service delivery. This can lead to longer wait times for patients and reduced quality of care. Strict disciplinary action should be initiated against the doctors and staff who are faltering.

Communication Barriers

Communication barriers between healthcare providers and patients, particularly those who do not speak the same language or come from different cultural backgrounds, can hinder effective diagnosis and treatment.

Lack of Accountability

There have been reports of corruption and lack of accountability in the management and governance of the two hospitals. This can result in misuse of resources, poor decision-making, and reduced trust in the hospitals. A vigilant eye should be kept on the doctors, management, finance managers, procurement managers, and subordinate staff to curb all corrupt practices, with strict disciplinary action initiated against the culprits as per law and exemplary punishments imposed to avoid any future corrupt practices.

Inadequate Patient Record-Keeping

Poor record-keeping practices lead to inaccurate diagnoses and treatments. This also contributes to longer waiting times as healthcare providers may need additional time to gather information about a patient's medical history. Manual as well as computerized records of all patients must be maintained properly so that whenever a patient revisits the hospital for treatment, a complete track record is available to aid in imminent medical treatment.

Security Concerns

Both hospitals are located in a volatile region, and security concerns impact the delivery of healthcare services. For example, attacks on hospital staff or facilities can disrupt services and create a challenging work environment.

Conclusion

In conclusion, the comparative study of service delivery at Khyber Teaching Hospital (KTH) and Lady Reading Hospital (LRH) in Peshawar, Pakistan, highlights both similarities and differences between the two institutions. Both hospitals face common challenges such as staff shortages, inadequate infrastructure, and limited resources. However, there are also notable differences in areas such as patient satisfaction, waiting times, and the availability of specialized services.

While KTH has made progress in recent years in improving service delivery, there is still a long way to go. Key areas for improvement include addressing staffing shortages, investing in infrastructure and equipment, improving patient record-keeping practices, and strengthening accountability mechanisms.

LRH, on the other hand, has shown success in addressing some of these challenges through the implementation of innovative service delivery models, investment in infrastructure, and staff training programs. However, there is still a need for further improvement in areas such as waiting times, patient experience, and the availability of specialized services.

Overall, this study highlights the importance of ongoing efforts to improve healthcare service delivery in Pakistan. By investing in staff training, infrastructure, and accountability mechanisms, policymakers and healthcare providers can work to address the challenges faced by hospitals such as KTH and LRH, ultimately improving the quality of care for patients in the region.

Recommendations

1. Increase Staffing Levels

Both hospitals face a shortage of healthcare professionals, which can lead to long waiting times and reduced quality of care. The government and hospital management should focus on recruiting and retaining qualified staff to meet the growing demand for healthcare services. Increasing the number of doctors and staff will help to overcome patient overcrowding and reduce waiting times.

2. Improve Infrastructure and Equipment

KTH and LRH need to invest in modern equipment and infrastructure to ensure that patients receive high-quality care. Upgrades to facilities, such as operating rooms and diagnostic laboratories, can improve the accuracy and speed of diagnoses and treatments.

3. Strengthen Accountability Mechanisms

Both hospitals need robust accountability mechanisms to ensure that healthcare professionals adhere to ethical and professional standards. Complaints and feedback mechanisms should be established to improve transparency and quality of care.

4. Focus on Patient-Centered Care

Hospitals should prioritize patient-centered care, ensuring that patients receive care that meets their needs, preferences, and values. Patients should

be treated with empathy and respect, and their feedback should be actively sought and incorporated into hospital policies and procedures.

5. Provide Specialized Services

KTH and LRH should focus on providing specialized services, such as cardiac surgery, neurosurgery, and cancer care. Patients often have to travel long distances to receive specialized care, and improving access to these services can improve health outcomes and reduce healthcare costs.

6. Strengthen Coordination and Collaboration

KTH and LRH should improve coordination and collaboration among different departments and healthcare professionals to ensure seamless and coordinated care. This can be achieved by implementing electronic health records, establishing multidisciplinary teams, and conducting regular team meetings and case conferences.

7. Enhance Patient Safety

KTH and LRH should focus on enhancing patient safety by implementing evidence-based practices, such as hand hygiene, medication reconciliation, and infection control measures. Hospitals should also have a system for reporting and analyzing adverse events, near-misses, and errors to identify and address root causes.

8. Increase Community Engagement

Both hospitals should increase community engagement by involving patients, families, and community members in hospital decision-making processes. This can be achieved by establishing patient and family advisory councils, conducting community health needs assessments, and hosting community outreach events.

9. Implement Quality Improvement Initiatives

KTH and LRH should implement quality improvement initiatives, such as Lean Six Sigma and Plan-Do-Study-Act cycles, to identify and address inefficiencies and improve quality of care. Hospitals should also track and report on key performance indicators, such as patient satisfaction, wait times, and clinical outcomes.

10. Strengthen Research and Innovation

KTH and LRH should strengthen research and innovation by establishing a research culture and promoting research activities among healthcare professionals. Hospitals should also invest in innovative technologies, such

as telemedicine and remote monitoring, to improve access to care and patient outcomes.

11. Vigilant Monitoring of Subordinate Staff

A vigilant eye should be kept on subordinate and technical staff regarding the maintenance and protection of infrastructure, machinery, and equipment. Staff must take personal interest in maintenance and protection to prevent equipment issues, such as the long-term disrepair of the MRI machine at KTH.

12. Training and Ethical Training of Subordinate Staff

Subordinate and technical staff must be properly trained to run the day-to-day business of the hospital and maintain and protect infrastructure, machinery, and equipment. There must be ethical and moral training to ensure loyalty to the hospitals and decent, well-behaved interactions with patients and their families.

By implementing these recommendations, KTH and LRH can improve their service delivery and provide better healthcare services to the people of Khyber Pakhtunkhwa.

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Critical Analysis of Auditing Practices for Ensuring Financial Prudence in AGPR Challenges and Way Forward

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Abstract:

In 1996, the Government of Pakistan, with the World Bank's support, initiated the Project to Improve Financial Reporting and Auditing (PIFRA) to modernize financial reporting in line with international standards. Central to this initiative was the New Accounting Model (NAM), designed to adapt to technological advancements and global best practices. This study assesses the extent of NAM's implementation under PIFRA, noting significant improvements in financial management through the SAP/ERP system in Accounts Offices. However, challenges persist due to ongoing use of legacy auditing practices, which have compromised the project's goals. Despite the move towards a modified cash basis of accounting with plans to transition to accruals, issues such as inadequate liability and asset accounting and underutilization of SAP/ERP software have affected the transparency and effectiveness of financial reporting and auditing practices.

Key words:

Financial Reporting, Audit Practices, Financial Transparency, Technology Integration, International Public Sector Accounting Standards (IPSAS)

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Introduction

The Government of Pakistan, with the help of the World Bank (WB), introduced the Project to Improve Financial Reporting and Auditing (PIFRA) in 1996 to comply with international accounting standards. As part of this, the New Accounting Model (NAM) was introduced to keep pace with technological advancements and bring the rules, regulations, and procedures into conformity with international best practices. Additionally, the formal implementation of International Public Sector Accounting Standards (IPSAS) would facilitate the customization of the financial reporting formats mentioned in NAM, aligning them with relevant IPSAS requirements. The introduction of the New Accounting Model, an essential component of PIFRA, provides a platform offering steps towards both theoretical and practical changes across the country. The study aimed to understand and assess the extent to which NAM has been implemented in Pakistan with the introduction of PIFRA. The earlier system of classification and accounting was considered unsatisfactory due to numerous technical omissions; modern accounting required implementation in an organized and coherent manner, enabling knowledgeable managers to make rational decisions based on maximizing organizational performance. Despite challenges, the project brought some reforms to Pakistan's accounting system. However, given the scope and size of PIFRA and NAM, the transition from the legacy system of accounting has not been implemented to the satisfaction of multiple stakeholders and accounting standards. The New Accounting Model sets national standards for accounting and financial reporting based on a modified cash basis of accounting and will gradually move towards an accrual basis. This requires the use of skilled accounting staff to provide appropriate, relevant, and reliable financial information to support fiscal and budget management, financial decision-making, and reporting processes. Most of the structural reforms introduced by the Government of Pakistan over the last decades can be seen as aspects of NAM, which, collectively, may be viewed as ways to improve accountability and control in the public sector accounting system (Buzdar, 2020).

Problem Statement

The accounting system of Pakistan was inherited from the century-old accounting system of colonial administration. The old accounting system lacked timeliness, accuracy, and most importantly, transparency. The Government of Pakistan launched the World Bank-funded project PIFRA (I, II) in 1996 to meet international standards for financial management and prudence in auditing and accounting functions. Although the PIFRA project was completed in 2014, multiple stakeholders still face problems when interacting with Accounts Offices in general and with AGPR in particular. This situation calls for in-depth research into auditing practices to ensure financial prudence in AGPR and other Accounts Offices in the post-PIFRA scenario to identify fault lines and suggest a way forward.

Literature Review

The idea behind introducing fiscal prudence and discipline in the accounting system was to meet the requirements of Generally Accepted Accounting Standards (GAAS) in public sector organizations and donors' organizations. The preparation and use of new financial information aimed at efficient and effective decision-making, increasing efficiency at the operational level, and improving accountability through inbuilt audit checks for different functional deliverables of accounts offices. There is a growing trend worldwide for government accounting to shift from a cash basis to an accrual-based accounting system. The available literature, including audit manuals for various Human Resource (HR) modules such as General Provident Fund, Pension, and Salary, as well as research studies and reports on financial prudence in auditing practices, was reviewed. Additionally, international best practices for financial prudence were also examined. Around the world, there is increased awareness of the crucial need for better performance and greater accountability in public financial management (PFM) systems. Indeed, many countries are working hard to crack down on corruption by reducing incentives to

commit corrupt acts and increasing the likelihood of detection. However, much more could still be done.

Research methodology

The primary objective of this research is to assess the impact of PIFRA on improving accounting and auditing (pre-auditing) standards in Pakistan and to identify the problems in implementing NAM. The research method for this study is qualitative research, which will draw data from both a literature review of previous studies in this field and interviews conducted with relevant persons in the CGA organization. The data used in this research paper primarily comes from interviews and the study of several journals, including the Journal of International Financial Management. Additionally, journal articles will be reviewed because they are more precise and focused on a narrower scope of analysis. Another commonly used source to achieve research objectives is studies conducted by major organizations like the World Bank, IMF, and Asian Development Bank. Studies by these esteemed institutions are particularly useful for providing statistical information. Moreover, firsthand information will be collected from relevant office bearers in the offices of AGPR/AG in the respective provinces regarding service delivery improvements to stakeholders in the post-PIFRA scenario.

CRITICAL ANALYSIS OF AGPR DELIVERBALES

Legal Mandate of AGPR and Accounts Offices for auditing function:

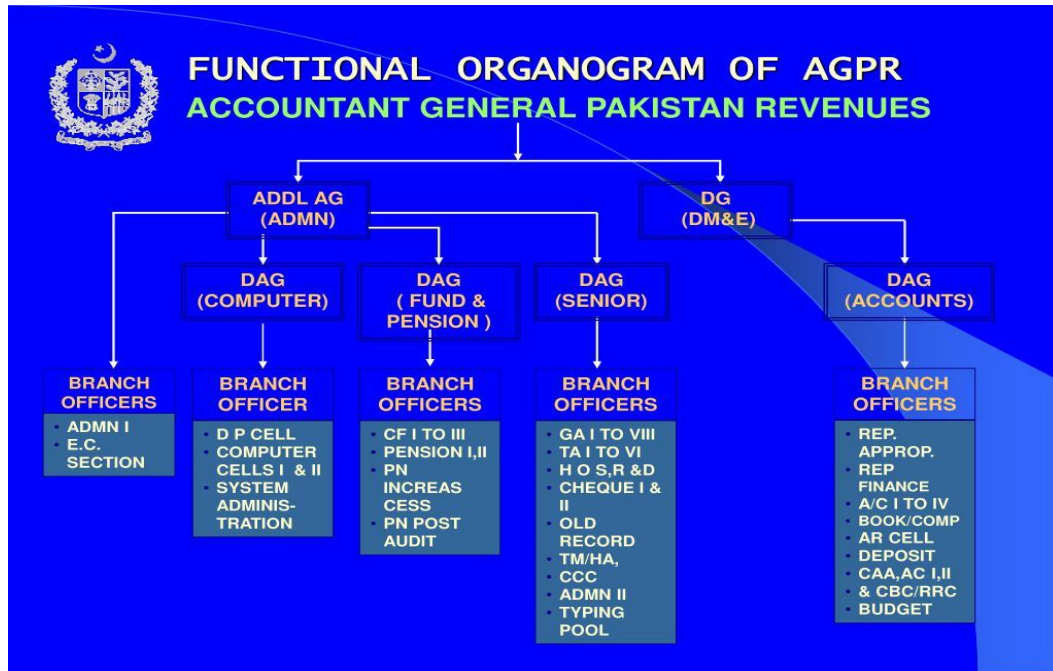
The Accountant General of Pakistan Revenues and its sub-offices derive their legal mandate from Section 6(a) of the Controller General of Accounts Ordinance 2001. The legal mandate for auditorial functions and powers is derived from Section 5(b) of the Controller General of Accounts Ordinance 2001, which states: "to authorize payments and withdrawals from the Consolidated Fund and Public Accounts of the Federal and Provincial Governments against approved budgetary provisions after pre-audited checks as the Auditor-General may, from time to time, prescribe." Similarly, Section 5(h) states: "The Controller

General of Accounts will develop and maintain an efficient system of pensions, provident funds, and other retirement benefits in consultation with the concerned Government” (Controller General of Accounts (Appointment, Functions and Powers) Ordinance, 2001).

There are five main deliverables of Accounts Offices, including AGPR, Islamabad, as follows:

1. Preparation of financial statements and appropriation accounts for the Federal Government and production of consolidated financial statements for the whole of Pakistan per the Financial Reporting Manual under the New Accounting Model (NAM).
2. Processing of payroll for Federal Government employees by the Pay Master General.
3. Custodian of Public Account receipts and payments, including the General Provident Fund (G.P. Fund) for Federal Government employees.
4. Pension payments to retired Federal Government employees.
5. Payment authorization of contingencies, developmental budgets, and employee-related expenditures.

The functions of AGPR are achieved mainly through the System Application & Product (SAP) software installed in all Accounts Offices under PIFRA. These deliverables are achieved through the following organizational structure of AGPR, Islamabad.



Interestingly, the organizational structure remained the same before and after the PIFRA scenario, except that additional sections were created to cater to the new SAP/ERP-related functions. The spirit of PIFRA was to centralize auditing and accounting functions with minimal human resource requirements. However, change management from the legacy system of auditing was not properly carried out in Accounts Offices, and the new system was not readily accepted by the old employees. In AGPR, the following components are performed through SAP/ERP:

- a. Integration of Salary Network
- b. Pension / Commutation Calculation through the system
- c. Consolidated Personal Information
- d. Updated GP Fund Accounts
- e. GP Fund Calculation through the system

Critical Analysis AGPR Deliverables:

All the Accounts Offices in the country, and the office of the Accountant General Pakistan Revenues, Islamabad, in particular, have generally improved their service delivery to their respective stakeholders over time. The latest services for in-service employees, pensioners, GP fund subscribers, and line departments include online salary slips, a bill tracking system, bill summary reports, budget execution reports, vendor information, DDO reconciliation, scheme-wise budget execution reports, and PSDP execution reports (Financial Accounting & Budgeting System).

Considering the deliverables of AGPR, the foremost issue identified during this research is that the Financial Statements of the Federal Government do not reflect a true and fair picture of the Federal Government's finances. AGPR has not yet started commitment, asset, and liability accounting (Financial Statement of the Government of Khyber Pakhtunkhwa). Although AGPR, Islamabad has all its deliverables reflected on its official website, it does not include its core function of reflecting financial statements for the Federal Government and producing Consolidated Financial Statements of the Republic as per the Financial Reporting Manual (Financial Reporting Manual).

Despite the installation of SAP/ERP state-of-the-art software in AGPR and all Accounts Offices across the country, it has been underutilized and is not being used to its full capacity. The primary challenge is the acceptance of the software in the operations of Accounts Offices. Despite provisions for online transfer of LPC and electronic ledger maintenance for GP Fund subscribers, LPC is still issued manually in case of employee transfers, and a manual ledger is maintained for GP fund withdrawals by employees. The time delay in service delivery by AGPR is causing inconvenience to its stakeholders in the issuance of cheques and other financial information for decision-making.

The objectives of the PIFRA project were to improve the traditional government accounting system by shifting towards a modified cash basis of accounting, double-entry bookkeeping, commitment

accounting, fixed asset accounting, and accrual accounting of debt, as well as opening separate bank accounts for public accounts and confidential funds in the SBP (Buzdar, Problems in Implementation of PIFRA's New Accounting Model, 2020). In line with these objectives, neither a separate bank account for the Public Account has been opened, nor is the Public Account reflected as a liability in the Financial Statements of the Government (Financial Statement of the Federal Government, 2015).

PIFRA Components:

Main components of PIFRA project were Financial Accounting & Budgeting System (FABS), Government Auditing and Training and Change Management (HRM). In order to achieve the targets of PIFRA, New Accounting Model (NAM) was introduced to replace the old accounting practices. This system is mainly based on the modified cash basis accounting. The bases of the Modified Cash basis accounting are:

- a) Double Entry Book keeping system
- b) Recording of Commitments
- c) Fixed Assets Recording
- d) Integration of Budget & Expenditure Flow
- e) Accurate and Timely Reporting
- f) Cash Forecasting
- g) International Credibility
- h) Assets will be recorded
- i) Commitments will be Recorded

Automation Solution (SAP/ERP)

In order to maintain uniformity, a common automation solution has been chosen for the entire country under the PIFRA project. The world-renowned, state-of-the-art integrated software SAP/ERP is the Enterprise Resource Planning (ERP) system being implemented in all accounting entities throughout the country. This ERP offers numerous functionalities that are highly flexible and can be modified according to the specific requirements of each organization. Considering the needs at the national level, the Government of Pakistan has purchased three essential modules of SAP. They are:

- **Basis (System Administration) Module:** This module covers overall system administration, including user authorization, server operations, user roles, connectivity between sites across the country, and various server-related issues.
- **Financial Module:** This module handles the financial aspects of the system. It manages the generation of various financial reports, such as monthly, quarterly, and annual accounts; budget preparation and maintenance; expenditure booking; and project and commitment accounting.
- **Human Resource (HR) Module:** The HR module updates employee records, manages GP Fund accounts and their calculations and payments, handles pension/commutation calculations and payments, and processes salaries for government employees.

The following Table (1) depicts the updated status of Federal and provincial government employees' salaries, pensions, and GP fund status data, taken from the FABS office of the CGA, Islamabad.

Government	Salary No. of Employees	G.P Fund Subscribers	No. of Pensioners
Federal	411035	439084	342127
Punjab	1017472	957394	553829
Sindh	481126	473599	271745
Khyber Pakhtunkhwa	556508	538949	196643
Baluchistan	236306	253699	856553
Total	2,702,447	2,662,725	2,220,897

CRITICAL ANALYSIS OF AUDITING PRACTICES IN

ENSURING FINANCIAL PRUDENCE IN AGPR

The Government of Pakistan, conscious of the need to improve its accountability systems and processes, has implemented the World Bank-sponsored Project to Improve Financial Reporting and Auditing (PIFRA) as part of its financial management reform program (Ceesay, 2004). PIFRA is designed to support the introduction of a top-to-bottom government budgeting, accounting, and auditing system. Beginning its first phase in 1997, PIFRA has reached a satisfactory level of implementation. Based on a diagnostic analysis of the status of accounting and auditing functions, the project was designed to achieve the following overall objectives:

- i. Improve public sector accounting and financial systems, including budgeting.
- ii. Provide the basis for enhancing public sector accountability.
- iii. Support improved institutional capacity for economic policymaking and management.

To achieve these objectives, the project included fundamental components for enhancing public sector accountability. When project design involves all stakeholders early, sets realistic goals, and addresses issues of competency and vested interests, it can reduce efforts to impede reform. Sometimes, as in the case of Pakistan with the Project to Improve Financial Reporting and Auditing, this lesson is learned the hard way—but at least it has been reflected in PIFRA II, scheduled for implementation from late 2005 to 2010 (Hashim, 2005). To fulfill outreach and transparency objectives, PIFRA II provided basic IT infrastructure and fully involved users of PIFRA information at various levels of government. The salient features of the proposed PIFRA II, apart from continuing the implementation of PIFRA I deliverables, were: strengthening government financial management policy and capacity, including building a highly skilled internal audit staff through training and recruitment, and developing a comprehensive set of internal controls, internal audit work programs, and reporting regimes. Successful completion of this component will help achieve adequate financial management across government.

PIFRA I delivered an internal audit manual; PIFRA II rolled out the use of the manual to all government departments with the appointment of internal auditors in departments.

Key accounting control objectives and their respective controls are essential to the system of accounting operated at all levels in the Federal and Provincial Governments. Some controls will meet several control objectives while ensuring financial prudence in AGPR:

Government auditing:

This function involves the certification (pre-audit) process, comprising two components: a verification function and an audit function. For claims above a certain threshold, as set by the Ministry of Finance/Auditor-General, both functions of the certification process shall be carried out. Conversely, for claims below the set threshold, only the verification function will need to be performed (Accounting Policies & Procedures Manual, 1999). Financial prudence can be achieved with the following objectives in the business process of the auditorial function:

Accuracy:

The information in the accounts and the supporting subsidiary records shall be accurate, representing the actual substance of past events, without undue errors or omissions. This includes the correct and consistent classification of transactions and the recognition of revenues and expenditures in the correct time period. This objective shall be addressed by budgetary control procedures, a proper approval, certification and authorization process for payments, review and authorization of payroll schedules by a delegated authority, reconciliation of cheque/transfer advice to claims prior to signing by an authorized signatory, and reconciliation of tax and revenue receipts to tax authority records.

Existence/Validity:

All transactions accounted for must be genuine transactions. This objective shall be addressed by a proper approval, certification and authorization process for payments, claims stamped as paid upon authorization for payment, an audit trail from the payment to the source documents supporting the claim, review and authorization of payroll schedules by a delegated authority, reconciliation of cheque/transfer advice to claims prior to signing by the delegated authority, no duplicate receipts, regular complete and up-to-date bank reconciliation, performance of regular stock takes, maintenance of a physical assets register, including procedures for disposal and existence checks of assets. c) **Economy:** The accounting system shall include controls to ensure the prudent allocation of government resources. This objective shall be addressed by expenditure approval, certification and authorization procedures, a competitive procurement process, central purchasing facilities, and asset management policies and procedures. d) **Effectiveness:** The accounting system shall include controls to ensure the effective performance of government responsibilities. This objective shall be addressed by clearly defined responsibilities, a scheme of delegation and reporting lines, comprehensive procedure notes, and a human resources program including recruitment, training, and appraisal.

Efficiency:

In practice, there will often be a trade-off between economy and effectiveness. The accounting system should seek to operate as efficiently as possible by optimizing the relationship between these two variables. This objective shall be addressed by pre-audit (certification) of payments, issuing payments through direct bank transfer, use of the imprest system for small payments, and collection of revenue through SBP/NBP

Minimize risk of fraud and corruption:

The accounting system shall include controls to minimize the risk of fraud and corruption. This objective shall be addressed by segregation

of duties, so that certain accounting functions are performed by different officers, including accounts and audit, recording of receipts and collection of money, approval/authorization and issuance of payment, recording of expenditures and issuance of payment, budgetary control procedures, and pre-audit of claims for payment.

Business Process of Pre-Audit in AGPR:

Accountant Generals are responsible for authorizing all payments of the government in the Federation and Provinces. Each department has a designated Drawing and Disbursing Officer (DDO) who initiates the payment process for each claim. The DDO prepares the payment claim on prescribed formats, attaches the required documents (invoices, sanctions, etc.), and submits these documents in hard form at the counter of AGPR/AG offices. The personnel of AGPR/AG office at the counter receive these claims and issue a token number to the DDO, which is used for tracking purposes. The claims are sent through a manual diary system to the concerned pre-audit section, where the bills are processed by the AGPR/AG office staff. The pre-audit process of AGPR/AG consists of manual processes where a claim physically passes through the desks of different officers, and their remarks are noted on the billing documents. Simultaneously, the claim is recorded in the SAP system and processed through the workflow. At the end of this process, either the bill is approved/passed or rejected. The passed bills are sent to the cheque section for cheque printing. Finally, the cheque or rejected bills are handed back to the DDO from the token counter.

Given the cumbersome audit function of AGPR, the role of pre-audit was entrusted to the line departments under AGPR. However, this objective was not realized until the provision of the Chief Internal Auditor functions, which was introduced belatedly through the Public Financial Management Act, 2019 (Finance Act, 2019).

Online Bill Submission:

Using the online billing solution, the DDO will not need to visit the AGPR/AG office for submission of claims. He is provided with a web-based portal, accessible from his personal computer (PC), for submission of bills. The DDO will have unique user login information. The DDO will input values in some fields of the online portal and attach scanned copies of the supporting documents. The portal will generate a token number for the submitted bill.

The above process is too time-consuming and prone to malpractices in AGPR (Ali, 2020). Particularly, government employees in line departments are hesitant to visit the AGPR office because the pre-auditing business process is done manually and employee service-related documents are still prepared using the old legacy system.

The list of outcomes for internal stakeholders includes: re-engineered business processes, prompt processing of claims, improved HR functionality, improved monitoring of budgets, accurate, timely, and transparent reports, good governance, improved decision-making processes, cash forecasting systems, and an automated financial management system with greater internal controls, facilitating system-based audits, more visible audit trails, and a high level of accountability. For external stakeholders, the impact includes: increased assurance, transparency, and accountability in public spending, compliance with international accounting standards, dissemination of information, and increased confidence, reliability, and trust in the public sector (Buzdar, 2020).

To a greater extent, the above components are successfully achieved through the auditoria functions of AGPR. However, the following stakeholders and gap analysis will further highlight the actual objectives of auditing in the post-PIFRA scenario.

**STAKEHOLDERS ANALYSIS OF AUDITING
PRACTICES IN AGPR:**

Stakeholder	Power	Interest	Strategies for improvement of auditing practices
Office of the CGA & AGPR	High	Low	Internal control framework for line departments and devolving the role of pre-auditing
M/O Finance	High	Low	International best practices like green book of USA
Government Employees	Low	High	Use of SAP/ERP for all transactions and manual practices be done away forthwith

GAP ANALYSIS IN AUDITING PRACTICES OF

AGPR:

Current Situation	Desired situation	Action needed
SAP/ERP maintains database of all government employees	All transactions like LPC, Service history, leave calculation; maintenance of service book should be done through SAP.	Office of the CGA/AGPR/AGs need to start utilizing SAP/ERP to its true potentials as this software is capable of doing the desired functions.
Financial Statements don't reflect true and fair picture of the Federal & Provincial Governments	Liability and Asset Accounting be started for presenting true state of affairs of the government organizations	Asset & Liability modules be operationalized as per NAM by office of the CGA and all accounting offices
No difference in accounting treatment of Consolidated fund and Public Account	Both consolidated fund and public Account should be dealt separately as per constitution	M/O Finance and CGA should open separate account for public account maintenance in SBP
All line departments of Government	Cumbersome process of pre-auditing for employees and contingencies expenditure in AGPR	Pre-audit functions need to be devolved to the line departments and rolling out of internal control framework in by CGA office.

Conclusion

From the foregoing analysis, it can be concluded that overall financial management, with regard to financial prudence in AGPR and other Accounts Offices, has significantly improved under the Integrated Financial Management System (IFMS) through PIFRA, as the Accounts Offices are now using state-of-the-art SAP/ERP software. However, the auditing regime in the post-PIFRA period has continued as in the legacy system, which has compromised the true objectives of the project. The financial statements prepared by AGPR and other Accounts Offices do not reflect a true and fair picture to the relevant stakeholders, as neither liability accounting nor asset accounting is done. The auditing practices have also exacerbated the issues of financial prudence in AGPR, as this function under PIFRA I was entrusted to the line departments, and an internal audit manual was prepared by the World Bank for this purpose. The foremost conclusion from this research is the continuation of manual practices, such as the issuance of Last Pay Certificates and other government service-related requirements, which has led to under-utilization of SAP/ERP and questioned the transparency in Accounts Offices. Although AGPR, Islamabad, introduced online bill submission in some line ministries on a pilot basis at a much belated stage, SAP/ERP has not been utilized for online LPC, service statements, leave calculations, and replacement of service books, raising questions about the financial prudence in auditing practices of AGPR.

Recommendations

Following recommendations are given for addressing the identified challenges and issues in Accounts Offices generally, and AGPR particularly:

1. The Office of the Controller General of Accounts (CGA), Islamabad, being the supreme head of all accounts offices, must take the initiative to streamline auditing functions in Accounts Offices and transfer the pre-auditing functions to the line departments in accordance with the internal audit manual envisaged in the PIFRA I project. Additionally, the CGA must establish principles governing internal financial control

for government departments in consultation with the Ministry of Finance and the Provincial Finance Departments, as required by the CGA Ordinance of 2001.

2. The Office of the CGA, Islamabad, should approach the Ministry of Finance and the State Bank of Pakistan to open a separate Public Account in SBP for the maintenance of the Public Account, in line with Article 78(2) of the 1973 Constitution of the Islamic Republic of Pakistan. Consequently, the Office of the CGA and all Accounts Offices must commence liability accounting immediately to present a true and fair picture of public sector organizations.

3. Since the financial statements of both the federal and provincial governments do not reflect the asset status of the respective governments, the Ministry of Finance should develop an asset depreciation policy for various types of assets. The Office of the CGA and its subordinate accounting offices should then implement asset accounting under the New Accounting Model.

4. The pre-audit function, being an executive department responsibility, should be transferred to the line departments. The Office of the CGA, Islamabad, must play a proactive role in developing an internal control framework based on the COSO model, similar to the Government Accountability Office (GAO) in the USA. This framework should be provided to the departments for implementation and compliance.

5. Although AGPR, Islamabad, has initiated online bill submission on a pilot basis, this transition should be expedited and rolled out to all departments for online bill submission and cheque issuance.

6. SAP/ERP, being state-of-the-art software, should be utilized to its maximum benefit for government employees. All transactions, including LPC, leave calculation, and maintenance of service books and service history of employees, should be processed through SAP, and the manual preparation of these requirements should be discontinued immediately.

7. The Controller General of Accounts should develop an internal financial control framework and extend it to all public sector organizations, along with the extension of SAP/ERP to all public sector entities.

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CRITICAL ANALYSIS OF INITIATIVES IN THE CONTEXT OF LEGISLATION AND INSTITUTIONAL REFORMS FOR TACKLING WOMEN ISSUES IN KHYBER PAKHTUNKHWA

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Abstract:

Women's issues encompass challenges disproportionately impacting women, including discrimination, gender-based violence, unequal access to education and employment, and restricted reproductive rights. This study critically examines the legislation and institutional reforms in Khyber Pakhtunkhwa (KP) aimed at promoting gender equality. A significant challenge is the weak implementation of laws due to inadequate resources, corruption, and institutional limitations. Cultural attitudes and norms perpetuate gender inequality, complicating efforts as laws fail to address root causes effectively. Institutional reforms often exclude marginalized women's perspectives, particularly those from rural and low-income backgrounds, reducing their overall effectiveness. Achieving gender equality in KP requires robust legislative and institutional reforms, along with broader societal changes, such as promoting gender sensitivity and challenging patriarchal norms. Enhanced community education and awareness raising efforts are crucial for addressing cultural attitudes and behaviors sustaining gender inequality. Strengthening implementation and improving the inclusivity of women's voices in policymaking are essential steps toward gender equality in KP.

Key words:

Gender equality, Women's rights, Institutional reforms, Cultural attitudes

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Introduction

Women's issues refer to a broad range of challenges and injustices that disproportionately affect women around the world. These issues can take many different forms, including discrimination, gender-based violence, unequal access to education and employment, and restrictions on reproductive rights. Historically, women have faced significant obstacles to achieving equality and gaining access to the same opportunities as men. As Budhwar et al. (2005) highlight, gender inequity persists in both developed and developing countries, despite the progress made in recent years.

Women's issues are not just a matter of fairness or social justice; they also have significant economic and political implications. Craig and Gordon (2008) argue that excluding women from education and the workforce means societies miss out on their valuable contributions and potential for innovation. Furthermore, when women are not represented in government and other decision-making bodies, their perspectives and priorities are often overlooked. This oversight can result in policies that do not adequately serve the needs of women and their families, perpetuating a cycle of inequality and disadvantage.

Addressing women's issues involves a wide range of stakeholders, including governments, nongovernmental organizations, and individuals. These efforts may include advocacy, policy reform, education, and direct action to address specific issues like violence against women or unequal pay. Governments play a crucial role by enacting and enforcing laws that promote gender equality, while nongovernmental organizations often lead grassroots movements and provide support services to women in need. Individuals, too, have a part to play in challenging discriminatory attitudes and practices in their communities.

In regions like Khyber Pakhtunkhwa (KP), the challenges are particularly pronounced due to deep-seated cultural attitudes and norms that perpetuate gender inequality. Despite the implementation of legislation and institutional reforms aimed at addressing women's issues, enforcement remains weak, and the reforms often fail to address the root causes of the problem. Cultural attitudes and social norms that justify violence against women and restrict their access to education and healthcare continue to prevail in many communities.

Moreover, institutional reforms frequently exclude the perspectives and voices of marginalized women, such as those from rural and low-income backgrounds. This exclusion limits the effectiveness of reforms in addressing the diverse experiences and needs of women in KP. To achieve genuine gender equality, it is essential to include these voices in the policymaking process and ensure that reforms are comprehensive and inclusive.

Ultimately, addressing women's issues in KP and elsewhere requires not only robust legislative and institutional reforms but also broader societal changes. Promoting gender sensitivity, challenging patriarchal norms, and enhancing community education and awareness are crucial steps in this process. Strengthening the implementation of existing laws and improving the inclusivity of women's voices in policymaking are essential for making meaningful progress toward gender equality. Recognizing and valuing women's contributions to society, and ensuring that their rights and needs are addressed, are vital for building more equitable and just communities.

Problem Statement

- The province of Khyber Pakhtunkhwa (KP) in Pakistan has a long history of gender inequality and discrimination against women. Despite various legislative and institutional reforms, women's issues continue to persist in the region. Analyzing the context of legislation and institutional reforms for women's issues in Khyber Pakhtunkhwa is a complex and multifaceted task that requires a comprehensive understanding of the sociocultural, political, and economic factors shaping the status of women in the region. These factors include deeply entrenched cultural norms, patriarchal attitudes, and systemic barriers that hinder women's progress and perpetuate gender disparities. The persistence of gender-based violence, unequal access to education and employment opportunities, and restrictions on reproductive rights are just a few examples of the ongoing challenges faced by women in KP. Despite the existence of laws aimed at protecting women's rights, the enforcement of these laws is often weak, and the intended reforms fail to address the underlying causes of gender inequality. Additionally, institutional reforms frequently exclude the voices and perspectives of marginalized women, particularly those from rural and low-income backgrounds, further limiting their

effectiveness. This study aims to critically analyze the legislative context and institutional reforms that have been implemented in Khyber Pakhtunkhwa, with a focus on identifying the gaps and challenges in their implementation. By examining the sociocultural, political, and economic factors that influence the status of women in KP, this research seeks to provide a nuanced understanding of the barriers to achieving gender equality in the region and offer insights and recommendations for more effective policies and practices that can address women's issues comprehensively and inclusively.

Research Objectives

- The following are the objectives for a critical analysis of the context of the legislation and institutional reforms for women's issues in Khyber Pakhtunkhwa:
 1. To identify and analyze the key legislative and institutional reforms that have been implemented to address women's issues in KP.
 2. To assess the effectiveness of these reforms in improving the status of women in the region.
 3. To identify gaps and challenges in the implementation of these reforms and evaluate the reasons behind these challenges.
 4. To propose recommendations for further legislative and institutional reforms that can address the root causes of gender inequality and discrimination against women in KP.

Literature Review

- The issue of women's rights and gender equality in Khyber Pakhtunkhwa (KPK) has been the subject of much academic and policy research in recent years. The literature review helps the researcher identify the existing legislation and institutional reforms in Khyber Pakhtunkhwa for addressing women's issues. This method involves a systematic review of published literature, reports, and other relevant documents.

Women's Issues in Khyber Pakhtunkhwa

- Khyber Pakhtunkhwa is one of the provinces of Pakistan, situated in the northwest part of the country. Despite women comprising almost half of the population, they face a range of challenges and barriers to equality and empowerment. Here are some key facts and statistics about women in Khyber Pakhtunkhwa:

Women's Education

- Women in Khyber Pakhtunkhwa have lower rates of literacy and school enrollment compared to men. According to a 2017 report by the Pakistan Bureau of Statistics, the literacy rate for women in Khyber Pakhtunkhwa is 45.2%, compared to 71.2% for men.

Violence

- Women are vulnerable to violence in Pakistan due to the dominance of men in society, which leads to widespread violence against women. Gender-based violence is a violation of human rights (Parkinson, 2022). Worldwide, there are still many different types of violence against women, from domestic abuse and sexual assault to more serious types like honor killings and acid attacks (Ashraf et al., 2017). Women in Khyber Pakhtunkhwa face high rates of gender-based violence, including domestic violence, sexual assault, and honor killings. According to the Aurat Foundation, a women's rights organization in Pakistan, there were 2,297 cases of violence against women reported in Khyber Pakhtunkhwa in 2020.

Gender Inequality

- The achievement of gender equality is a key objective since it is regarded as a fundamental human right and is economically necessary for social justice and progress (Balakrishnan et al., 2016). Girls and women should be free from violence, and attaining the 2030 Agenda and its global goals will demand quick and strong action on the part of women (UN Women, 2016). UN Women also pushed for the effective

implementation of gender equality and the empowerment of women and girls to carry out the 2030 goal (UN Women, 2017). One area where gender inequity is particularly pronounced is in access to education. Girls in Khyber Pakhtunkhwa often face significant barriers to accessing education, including cultural attitudes that prioritize boys' education, lack of safe transportation to and from school, and a shortage of female teachers. In addition to education, women in Khyber Pakhtunkhwa also face significant challenges in accessing employment opportunities, especially in male-dominated fields. They often have limited opportunities for career advancement and are more likely to work in informal sectors. Another major issue related to gender inequity in Khyber Pakhtunkhwa is violence against women. Domestic violence, honor killings, and forced marriages are all too common, and women who speak out against these practices often face further discrimination and ostracism. Efforts to address gender inequity in Khyber Pakhtunkhwa have been slow, but progress is being made. Activists and organizations are working to raise awareness about the issue and push for policy changes that promote gender equality. However, there is still a long way to go before women in Khyber Pakhtunkhwa can enjoy the same rights and opportunities as men.

Employment Opportunities

- Women in Khyber Pakhtunkhwa face limited economic opportunities, particularly in rural areas. According to the same 2017 report, the female labor force participation rate in Khyber Pakhtunkhwa is only 19.4%, compared to 68.4% for men.

Health Facilities

- Women in Khyber Pakhtunkhwa face a range of health challenges, including limited access to maternal and reproductive health services, high rates of maternal mortality, and limited access to mental health services. According to the Pakistan Demographic and Health Survey 2017/18, only 52.6% of women in Khyber Pakhtunkhwa received antenatal care from a skilled health provider during their last pregnancy.

Political Participation

- Women in Khyber Pakhtunkhwa are underrepresented in politics, with few women holding elected office or participating in decisionmaking processes. In the 2018 general elections, only 2.6% of the candidates for provincial assembly seats in Khyber Pakhtunkhwa were women.

Legislative and Institutional Reforms in Khyber Pakhtunkhwa

- Khyber Pakhtunkhwa (KP) has a history of gender inequality and discrimination against women. Over the years, various legislative measures have been taken to address women's issues in the province.

Context of Legislation for Women's Issues in Khyber Pakhtunkhwa

1. In 2006, the KP government passed the Domestic Violence (Prevention and Protection) Act, which criminalized domestic violence and provided legal protection to women against violence and abuse in their homes.
2. One significant legislative accomplishment in Khyber Pakhtunkhwa is the Domestic Violence (Prevention and Protection) Act, passed in 2010. The law criminalizes domestic violence and provides legal protection for women who are victims of abuse. The act also established a Protection Committee to oversee the implementation of the law and provide support to victims.
3. Khyber Pakhtunkhwa Harassment of Women at Workplace Act 2010 This legislation aims to prevent and protect women from harassment in the workplace. It establishes a mechanism to investigate complaints of harassment and provides for the punishment of offenders.
4. Khyber Pakhtunkhwa Domestic Violence Against Women (Prevention and Protection) Act 2019 This law was introduced to protect women from domestic violence. It provides legal protection and support for women who have been victims of domestic abuse.
5. Khyber Pakhtunkhwa Women Empowerment (Protection Against Harassment at Workplace) Act 2016 This law provides for the protection of women from harassment and discrimination in the

workplace. It requires employers to establish a complaint committee to investigate complaints of harassment and ensures that women are not subjected to any adverse consequences for reporting incidents of harassment.

Institutional Reforms for Women's Issues in Khyber Pakhtunkhwa

- In addition to legislative measures, the government of Khyber Pakhtunkhwa (KP) has undertaken several institutional reforms to address women's issues in the province. Some of these reforms include
1. Women Development Department the Women Development Department (WDD) was established in KP in 1987 with the aim of promoting gender equality and empowering women in the province. The department is responsible for developing policies and programs to address women's issues and also provides financial and technical assistance to women's organizations and groups.
 2. Provincial Commission on the Status of Women (2018) The Provincial Commission on the Status of Women (PCSW) was established in KP in 2018. The commission is an independent statutory body that aims to promote gender equality and protect women's rights in the province. It is responsible for monitoring and evaluating the implementation of laws and policies related to women's issues and making recommendations for further reforms.
 3. Women's Crisis Centers The government of KP has established several Women's Crisis Centers (WCCs) across the province to provide support and assistance to women who are victims of violence and abuse. The centers provide a range of services, including legal aid, counseling, medical care, and shelter.
 4. Gender Mainstreaming in Government Departments The government of KP has also introduced gender mainstreaming policies in various government departments to ensure that gender equality is integrated into all aspects of policy and decision-making.
 5. Political Empowerment of Women (2017) The government of KP has also taken measures to increase women's participation in politics and decision-making. In 2017, the province passed a law mandating that

political parties must allocate at least 5% of their tickets to women candidates in local government elections.

Research Methodology

- Several research methods can be employed to analyze legislation and institutional reforms aimed at addressing women's issues in Khyber Pakhtunkhwa. The choice of methods depends on the research questions, the availability of data, and the resources at hand. Given that the current research is descriptive and based on secondary data collected from various sources, a document analysis tool was used to examine the legislative context and institutional reforms in Khyber Pakhtunkhwa.

Document Analysis

- This involves reviewing relevant legal and policy documents related to women's rights and gender-based violence in Khyber Pakhtunkhwa. These documents may include the constitution, laws, regulations, policies, and guidelines pertinent to women's rights and gender-based violence. This method helps identify gaps in the current legal and policy framework and provides a better understanding of the context surrounding women's rights and gender-based violence in the region.

Critical Analysis of Legislation and Institutional Reforms in Khyber Pakhtunkhwa

1. **Legislative Reforms in Khyber Pakhtunkhwa:** Domestic Violence (Prevention and Protection) Act, 2006: The Domestic Violence (Prevention and Protection) Act, passed by the KP government in 2006, is a significant legislative measure aimed at addressing domestic violence against women in the province. The Act criminalizes domestic violence and offers legal protection to women against abuse in their homes.
 - One strength of the Act is its recognition of a broad range of behaviors as domestic violence, including physical, sexual, psychological, and economic abuse. This broad definition acknowledges the various forms of abuse women may face and

provides legal recourse for protection. However, implementing the Act has been challenging.

- There is a lack of awareness among the public and law enforcement officials regarding the Act's provisions, leading to unreported or inadequately addressed cases of domestic violence.
- The Act's limitation lies in its application solely to married women, excluding those in other intimate relationships, such as unmarried women living with their partners. This narrow definition may leave a significant number of women unprotected.
- Additionally, the Act does not provide adequate support services for women victims, such as shelters, counseling, or medical assistance, posing a significant barrier for women seeking to leave abusive relationships.

2. **Domestic Violence (Prevention and Protection) Act, 2010:** It should be noted that the Domestic Violence (Prevention and Protection) Act was actually passed by the National Assembly of Pakistan in 2009 and implemented in Khyber Pakhtunkhwa (KP) in 2010. This comprehensive legislation aims to prevent and protect women from domestic violence throughout Pakistan.

- The Act defines domestic violence as any act or conduct against a woman, including physical, sexual, emotional, verbal, and economic abuse, committed by a husband or other family member. It provides legal protection and empowers women to seek restraining orders against their abusers.
- A key strength of the Act is the establishment of a Protection Committee in each district to oversee its implementation and support victims. This Committee, composed of representatives from various government departments and civil society organizations, is responsible for ensuring that victims receive immediate medical and legal aid, counseling services, and shelter. Despite these positive aspects, implementation remains a challenge.

- There is still a lack of awareness among the general public, law enforcement officials, and the judiciary about the Act's provisions, which can result in improper identification, reporting, and prosecution of domestic violence cases.
 - Cultural and societal barriers, such as stigma, fear of retaliation, and lack of access to support services, continue to prevent women from reporting domestic violence and seeking legal protection.
 - The Act has faced funding issues, resulting in limited resources for Protection Committees and insufficient support services for victims.
3. **Khyber Pakhtunkhwa Harassment of Women at Workplace Act, 2010:** The Khyber Pakhtunkhwa Harassment of Women at Workplace Act 2010 aims to prevent and protect women from workplace harassment. However, some critical issues need addressing.
- A significant issue is the lack of awareness and training among employers and employees. Many employers are unaware of the law's provisions and lack the training to implement it effectively, leaving many women uninformed about their rights and less likely to report harassment.
 - The complaint process is slow and cumbersome. Employers are required to establish a complaint committee to investigate harassment complaints, but the committee may take up to thirty days to report its findings, and further delays may occur before the employer takes action. This can lead to delays in justice for victims.
 - The law applies only to formal workplaces, leaving informal or homebased workers without legal protection or recourse against harassment.
 - Additionally, the law does not provide compensation or redress for victims, meaning that even if an offender is punished, the victim may not receive compensation or support for the harm suffered.

4. **Khyber Pakhtunkhwa Domestic Violence against Women (Prevention and Protection) Act, 2019:** The Khyber Pakhtunkhwa Domestic Violence against Women (Prevention and Protection) Act 2019 is a significant step towards protecting women from domestic violence in the province. However, some critical issues need to be addressed

- A major issue is the lack of awareness and training among law enforcement agencies and the judiciary. Many police officers and judges may not be familiar with the Act's provisions, resulting in improper handling of domestic violence cases and insufficient protection and support for victims.
- The law's definition of domestic violence is limited to physical violence, sexual violence, and emotional, psychological, and economic abuse, excluding other forms such as stalking and harassment.
- The law does not provide support or rehabilitation services for victims, such as medical or psychological support and financial assistance, leaving many victims vulnerable and without resources to recover from abuse.
- The law applies only to married women or women in a domestic relationship with the abuser, excluding women in other types of relationships and potentially leaving them unprotected.

5. **Khyber Pakhtunkhwa Women Empowerment (Protection against Harassment at Workplace) Act, 2016:** The Khyber Pakhtunkhwa Women Empowerment (Protection against Harassment at Workplace) Act 2016 is crucial for protecting women from workplace harassment and empowering them in the workforce. However, there are some implementation issues.

- A primary issue is the lack of awareness and training among employers and employees. Many employers are unaware of the law and lack the necessary training to implement it, leaving many women uninformed about their rights and less likely to report harassment.

- The complaint process is slow and cumbersome, with committees taking up to thirty days to submit findings and further delays in employer action. This can result in delayed justice for victims.
- The law applies only to formal workplaces, excluding informal or homebased work, leaving many women vulnerable to harassment without legal protection.
- Additionally, the law does not provide compensation or redress for victims, so even if an offender is punished, the victim may not receive any compensation or support for the harm suffered.

*Analysis of Institutional Reforms for Women's Issues in Khyber
Pakhtunkhwa*

1. **Women Development Department KP, 1987:** The establishment of the Women Development Department (WDD) in KP in 1987 was a significant step toward promoting women's development and empowerment. However, several critical issues with the implementation of the department's programs and initiatives need addressing.
 - A major issue is the lack of financial resources and funding. The department's budget is often insufficient for effective program implementation and may not receive necessary government support, limiting the impact of its initiatives.
 - The WDD's programs may have a limited scope, focusing on training and education but not addressing root causes of gender inequality and discrimination, such as access to healthcare, political representation, and economic opportunities.
 - The department may lack the capacity and resources to effectively implement its programs, particularly in reaching women in rural and remote areas where barriers to development are more significant.
 - Cultural and social resistance may hinder the department's

efforts, with patriarchal norms potentially obstructing women's participation in its programs and causing social stigma.

2. **Provincial Commission on the Status of Women (2018):** The establishment of the KP Provincial Commission on the Status of Women in 2018 was a positive step toward promoting gender equality. However, several issues with the commission's mandate need addressing.

- Lack of awareness and visibility among the public is a significant issue. Many women may not know about the commission, its mandate, or its services, limiting its impact.
- The commission's limited mandate may restrict its effectiveness, as it can promote women's rights and monitor legislation but may lack enforcement powers.
- Political and institutional resistance may limit the commission's effectiveness, particularly in a context with entrenched patriarchal norms and political actors who may not prioritize women's rights.
- The commission may face financial constraints, with an insufficient budget to implement its programs effectively.

3. **Women Crises Centers:** The establishment of Women's Crisis Centers in Khyber Pakhtunkhwa (KP) represents a significant advancement in addressing the challenges faced by women in the province. These centers are designed to offer support and assistance to women who have experienced violence, abuse, or other forms of discrimination.

- One of the primary strengths of the Women's Crisis Centers in KP is the wide range of services they provide. These centers offer a comprehensive array of services, including medical assistance, legal aid, counseling, and vocational training. This breadth of support ensures that women who have endured violence or abuse receive the necessary resources to rebuild their lives.
- Another notable strength is their focus on serving women in

rural and remote areas. These centers are strategically located in regions where women might face substantial obstacles to accessing services, such as limited transportation options, social stigma, or restrictive cultural norms. By situating centers in these underserved areas, they help women overcome these barriers and access the support they need.

- The Women’s Crisis Centers have been effective in raising awareness about women’s rights and empowering women to take action against violence and abuse. Through the provision of counseling and legal aid, these centers assist women in understanding their rights and the available options for addressing violence and abuse. This support fosters greater confidence among women in reporting incidents of violence and seeking the help they require.
 - Despite these strengths, the Women’s Crisis Centers in KP face several challenges. One major issue is their limited capacity. With a finite number of staff and resources, these centers may struggle to meet the demand for their services, particularly in areas with high rates of violence against women. Additionally, there is a lack of coordination and collaboration among various government agencies and civil society organizations working on women’s issues in the province. This fragmentation can lead to duplicated efforts and a lack of cohesive and effective strategies for addressing the challenges women face.
4. **Political Empowerment of Women: 2017:** The Political Empowerment of Women Act, passed in Khyber Pakhtunkhwa in 2017, represents a significant step toward promoting gender equality in politics. The Act mandates that political parties allocate a minimum of 5% of their tickets for women in local government elections. It also requires that at least one-third of the total number of seats on local councils be reserved for women.
- While the Act is a positive step toward increasing women's participation in politics and ensuring their representation in local government, several limitations need to be addressed:
 - **Applicability:** The Act applies only to local government

elections. Although it mandates that political parties allocate a minimum of 5% of their tickets to women in these elections, it does not extend to national or provincial elections. Consequently, women may still face barriers to participation at higher levels of government.

- **Implementation Challenges:** The Act's implementation may encounter difficulties, particularly in ensuring that political parties adhere to the 5% quota and that women elected to local councils can effectively participate and influence decision-making.
- **Limited Impact on Women's Empowerment:** While the Act is a crucial step toward increasing women's political participation, it does not address other structural barriers that hinder women's achievement of equal political representation and empowerment. These barriers include unequal access to resources and social norms that restrict women's mobility and agency.

CONCLUSIONS AND RECOMMENDATIONS

Legislative Reforms

- The Domestic Violence (Prevention and Protection) Act (2006) is an essential step toward addressing domestic violence against women in KP. However, its implementation and enforcement need to be improved. Further measures should be taken to ensure that all women are protected from domestic violence, regardless of their marital status. Additionally, support services for victims of domestic violence need to be established to help them leave abusive relationships and rebuild their lives.
- The Domestic Violence (Prevention and Protection) Act (2010) is a significant legislative measure for addressing domestic violence against women in KP. However, there is a need for increased awareness, funding, and support services to ensure its effective implementation and protection of women's lives.
- The Khyber Pakhtunkhwa Harassment of Women at the Workplace

Act (2010) is an important step toward protecting women from harassment in the workplace. Nonetheless, many issues still need to be addressed to ensure its effective implementation. The law needs to be more widely promoted and enforced, and the complaint process should be streamlined to ensure timely justice for victims. Moreover, the law should be expanded to cover informal and home-based work, and victims of harassment should be provided with compensation and support for the harm they have suffered.

- The Khyber Pakhtunkhwa Domestic Violence Against Women (Prevention and Protection) Act (2019) is a significant step toward protecting women from domestic violence. However, there are still critical issues with its implementation that need to be addressed. The law needs to be more widely promoted and enforced, and law enforcement agencies and the judiciary should receive adequate training on its provisions. The definition of domestic violence should also be expanded to include other forms of violence, and victims should be provided with necessary support and rehabilitation services. Finally, the law should be expanded to cover all types of relationships so that all women can receive the necessary protection and support from domestic violence.
- In conclusion, while the Khyber Pakhtunkhwa Women Empowerment (Protection Against Harassment at the Workplace) Act (2016) is an important step toward protecting women from harassment in the workplace, many issues still need to be addressed to ensure its effective implementation. The law needs to be more widely promoted and enforced, and the complaint process should be streamlined to ensure timely justice for victims. Moreover, the law should be expanded to cover informal and home-based work, and victims of harassment should be provided with compensation and support for the harm they have suffered.

Institutional Reforms

- The establishment of the Women Development Department in KP in 1987 was a positive step toward promoting women's development and empowerment in the province. However, there are still many critical issues that need to be addressed. The department needs adequate financial resources and funding to implement its programs effectively.

Its programs should address the root causes of gender inequality and discrimination in the province. Additionally, the department needs the necessary capacity and resources to reach out to women in rural and remote areas and address cultural and social resistance to its programs and initiatives.

- The establishment of the KP Provincial Commission on the Status of Women in 2018 was a positive step toward promoting gender equality and women's empowerment in the province. Nonetheless, there are still critical issues that need to be addressed. The commission needs to raise awareness and visibility among women in the province, expand the scope of its mandate to enforce its recommendations, address political and institutional resistance to its initiatives, and receive adequate financial resources and funding to implement its programs effectively.
- Women's Crisis Centers in KP are a positive step toward addressing the issues faced by women in the province, but challenges remain. These centers need to be adequately resourced to meet the demand for their services, and there needs to be greater coordination and collaboration between different actors working on women's issues in the province.
- In conclusion, while the Political Empowerment of Women Act is a positive step toward promoting gender equality in politics, it needs to be complemented with other reforms that address structural barriers to women's empowerment. Additionally, the Act's implementation must be closely monitored to ensure its effectiveness in increasing women's representation in local government.

Issues and Challenges

- Access to Data: One of the biggest challenges is the limited availability of data related to women's issues in Khyber Pakhtunkhwa. This can make it difficult to conduct a comprehensive analysis of the context of legislation and institutional reforms for tackling women's issues.
- Cultural and Language Barriers: Cultural and language barriers can pose a challenge in conducting research on women's issues in Khyber Pakhtunkhwa. Engaging with women from different cultural backgrounds and communicating effectively can be difficult,

particularly if they speak different languages.

- **Political Instability:** Khyber Pakhtunkhwa has experienced political instability and conflict in recent years, creating a challenging environment for research. The safety and security of researchers and participants may be at risk, and the availability of resources may be limited.
- **Bias and Discrimination:** Biases and discriminatory attitudes towards women in Khyber Pakhtunkhwa can affect the research process and the quality of data collected.
- **Lack of Resources:** There may be a lack of resources available for conducting research on women's issues in Khyber Pakhtunkhwa, including funding, equipment, and trained personnel.
- **Limited Representation of Women in Decision-Making Processes:** Women in Khyber Pakhtunkhwa are often underrepresented in decision-making processes, which can limit their input in the development and implementation of legislation and institutional reforms related to women's issues.
- **Complex Legal and Institutional Frameworks:** The legal and institutional frameworks related to women's issues in Khyber Pakhtunkhwa can be complex and difficult to navigate. Identifying relevant legislation and policies and understanding their implementation and enforcement can be challenging.

Way Forward

- **Tackling women's issues in Khyber Pakhtunkhwa (KPK)** will require a comprehensive approach involving legislative and institutional reforms as well as cultural and societal changes. Here are some potential ways forward:
- **Strengthen and Enforce Existing Laws:** KPK should ensure that existing laws protecting women's rights are effectively enforced, including laws on domestic violence, sexual harassment, and child marriage. The government should also work to close legal loopholes that allow perpetrators to avoid punishment.

- **Pass New Legislation:** Gaps in current legislation may need to be addressed. For example, there may be a need for specific laws on workplace harassment or honor killings. The KPK government should work to pass new legislation aligned with international standards and addressing the unique needs of the region.
- **Increase Women's Participation in Decision-Making:** Women should be included in decision-making processes at all levels of government. This includes appointing more women to decision-making positions and ensuring that women's voices are heard in policy-making discussions.
- **Improve Access to Education:** Education is a key factor in improving women's rights and reducing gender-based violence. KPK should work to improve access to education for girls and women, including providing scholarships and addressing cultural barriers that prevent girls from attending school.
- **Address Cultural Norms:** Many issues faced by women in KPK are deeply rooted in cultural norms and attitudes. The government should work to raise awareness about women's rights and address harmful cultural practices, such as honor killings and forced marriages.
- **Increase Economic Opportunities:** Women in KPK often face economic disadvantages, which can contribute to their vulnerability. The government should work to create economic opportunities for women, including providing job training and promoting women's entrepreneurship.

Responsibilities of Departments/Ministers

- **Ministry of Women's Affairs:** This ministry has primary responsibility for promoting and protecting women's rights. It should create policies and programs that address the specific needs of women, including gender-based violence, access to healthcare, education, and employment.
- **Ministry of Justice:** This ministry is responsible for ensuring that women have equal access to justice and legal protection. It should enforce laws that protect women from gender-based violence and discrimination.

- Ministry of Education: This ministry promotes and improves access to education for all citizens, including girls and women. It should ensure that girls have equal access to education and that schools are safe and welcoming environments for girls.
- Ministry of Health: This ministry provides healthcare services to citizens, including women. It should work to improve access to healthcare services for women, particularly in rural and remote areas.
- Ministry of Labor and Social Affairs: This ministry creates policies and programs that promote gender equality in the workplace and address issues such as sexual harassment, equal pay, and parental leave.
- Ministry of Information and Broadcasting: This ministry is responsible for promoting public awareness and education. It should work to promote gender equality and raise awareness about the issues faced by women in the country.

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