Reforming the Energy Sector and Cost Effective Sources of Energy for Industrial Development

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Abstract:

Pakistan's energy sector faces critical challenges that hinder industrial development and economic prosperity. Rising energy demand and reliance on costly imported fossil fuels strain the economy and exacerbate environmental issues. Controversial agreements with Independent Power Producers (IPPs) have led to high electricity costs, impacting industrial growth and economic stability. To address these challenges, the Pakistan Power Minister's Task Force aims to reform the energy sector through a comprehensive review of the current energy mix, infrastructure, and governance. Key strategies include promoting renewable energy, modernizing infrastructure, strengthening regulatory frameworks, and fostering public-private partnerships. Implementing policies focused on cost-effective energy sources, energy efficiency, and innovation is crucial for sustainable industrial development. The recommendations outlined include diversifying energy modernizing infrastructure, enhancing sources, regulatory oversight, and fostering research and community engagement. By pursuing these measures, Pakistan can achieve a more resilient, sustainable, and economically viable energy landscape that supports long-term industrial growth.

Key words:

Energy sector, Industrial development, Renewable energy, Regulatory reforms

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Introduction

Pakistan's energy sector is not suitable for industrial development that leads to a prosperous and economically developed nation. Energy demands are on the rise, and energy is extremely expensive, which not only negatively impacts households but also hampers industrial growth. Pakistan is heavily reliant on imported fossil fuels, which burdens the economy and affects both the environment and society. Pakistan has entered into controversial agreements with Independent Power Producers (IPPs). The Power Division has facilitated the commissioning of forty-six (46) thermal independent power projects (IPPs) with a gross capacity of 22,174 MW, but the energy they provide is extremely costly, which is detrimental to industrial development and economic growth.

To achieve sustainable industrial development and address these issues, a task force has been set up to reform the energy sector and identify costeffective energy sources for industrial development. The Task Force is tasked with conducting a comprehensive review of Pakistan's energy sector, including its current energy mix, infrastructure, and governance structure, and identifying cost-effective energy sources, including renewable energy options, to meet the growing demands of industry and commerce. Developing a roadmap for energy sector reform, including recommendations for policy, regulatory, and institutional changes, as well as identifying potential financing mechanisms and investment opportunities to support the transition to a more sustainable energy mix, is also essential. The future of a prosperous Pakistan is directly linked to cost-effective sources of electricity, as this is directly related to industrial growth.

Problem Statement

The power sector plays a vital role in uplifting the economy and promoting industrial development in a country. Pakistan's total installed power generation capacity is 43,775 MW, with 59% of energy coming from thermal fossil fuels, which is reported to be expensive due to the import of fossil fuels. However, there is a perception that the industrial base in Pakistan is severely impacted by the power sector, resulting in the closure of several industries. Therefore, this research will examine the challenges related to the perceived energy issue, particularly its high cost and negative impact on the industrial base, and will critically evaluate and analyze the situation regarding energy sector reforms and cost-effective energy sources for industrial development.

Research methodology

The research methodology used in this study is mixed and includes data collection. It incorporates various techniques and processes used to systematically investigate the topic. Key methods include brainstorming, which fosters creative idea generation; a literature review, which synthesizes existing scholarly work to contextualize and identify research gaps; and secondary data analysis, which leverages pre-existing data for new insights. Situational analysis assesses the current state of affairs, identifying internal and external factors impacting the research area. Analyzing the legal and constitutional framework provides insights into regulatory constraints and opportunities. Comparative analysis, such as evaluating Pakistan's energy sector against global best practices, identifies areas for improvement. SWOT analysis examines strengths, weaknesses, opportunities, and threats, while PESTLE analysis explores political, economic, social, technological, legal, and environmental influences. Lastly, GAP analysis identifies discrepancies between current and desired states, guiding strategic planning and development. These methodologies collectively enable a thorough, multifaceted exploration of complex research questions. Based on the findings, a logical framework has been developed to address the challenges.

Key Findings:

After thorough research and analysis, it becomes clear that Pakistan is not an energy-deficient country but an energy-efficient and energy-surplus country. According to the National Electric Power Regulatory Authority's (NEPRA) 2022 yearly report, Pakistan's total installed power generation capacity is 43,775 MW. The breakdown of energy production in different areas of Pakistan is as follows: i. Thermal energy: 59% ii. Hydroelectric power: 25% iii. Nuclear energy: 9% iv. Wind energy, solar, and biogas: 7%

Current Energy Demand and Capacity: Current energy demand in Pakistan: 30,000 MW

Total production capacity in Pakistan: 26,000 MW **Shortfall**: 4,000 MW **IPPs production capacity**: 16,000 MW **SOEs:** 10,000 MW

Pakistan, therefore, needs to harness cost-effective sources of energy as opposed to conventional sources, which are a waste of valuable resources and unsustainable for the country's industrial base and overall economic development. However, renewable energy sources cannot currently replace conventional power entirely due to their intermittent nature and lesser development. Thus, a balance between the two sources is required until renewable energy can fully replace conventional power. There is an urgent need to tap into renewable energy sources and accelerate the transition due to their cost-effectiveness and sustainability. The world is rapidly moving toward renewable energy. For instance, "...the Kalyon Karapinar solar power plant is a large-scale initiative located in Turkey's central Anatolia region. It stands as the largest photovoltaic power plant in Europe and the world. This impressive project has 3.2 million solar panels across 2,000 hectares, producing enough energy to power two million homes. The climate of the site is desert-like, unsuitable for farming or living."

Literature Review

A comprehensive review of research articles and related policies reveals that the power sector in Pakistan faces numerous challenges (Kiani, 2020). Consultations with various sources and energy sector policies confirm these issues (Ministry of Energy, 2020; NEPRA, 2020). Despite an abundance of renewable energy resources, including solar, wind, hydroelectric, and biomass (Saeed et al., 2020), Pakistan's power sector is plagued by frequent power outages, energy shortages, high energy costs, dependence on fossil fuels, and inefficient energy infrastructure (Aziz, 2007; Gillani, 2010). These challenges have negatively impacted industrial growth in Pakistan (Pakistan Institute of Development Economics, 2020). However, a reformed energy sector can ensure industrial development, economic well-being, job creation, and environmental sustainability (Ali et al., 2020; Bhutto et al., 2019).

Scope of Study

To critically analyze the energy sector and cost-effective energy sources for industrial development, identify key areas requiring reform, and suggest feasible policy options. The scope will further cover the generation and distribution capacities of the power sector, including production capacities of both state-owned and private power generation companies. Different research methodologies have been adopted for various aspects of the power sector analysis. The following TORs have been considered:

- Situational analysis of the current state of the power sector.
- Analysis of the potential, issues, and contributions of Pakistan's energy sector toward industrial development and economic well-being.
- Examination of the existing legal, institutional, and policy framework for managing and regulating the energy sector.
- Comparative analysis of Pakistan's energy sector against global best practices.
- SWOT analysis of institutions responsible for producing, distributing, and regulating electricity.
- PESTLE/GAP analysis.
- Development of a practical plan using a log frame matrix to find practical and viable solutions.

Pakistan total installed power generation capacity:

According to National Electric Power Regulatory Authority's (NEPRA) 2022 yearly report, Pakistan's total installed power generation capacity is 43775 MW.

The breakdown of energy production in different areas of Pakistan is given below:

- i. **Thermal energy**: 59%
- ii. Hydroelectric power: 25%
- iii. Nuclear energy: 9%
- iv. Wind energy, Solar and Biogas: 7%

Some of the major IPPs with power generation capacity Natural gas and Oil-fired Plants

S.No	Name of power plant	location	Status	Capacity
1	Hub Power Company (HUBCO)	Baluchistan	Oil-	1292 MW
			powered	
2	K-Electric Bin Qasim Power	Karachi	Natural	1260MW
	Station		gas & oil	
3	Fauji Kabirwala Power Company	Punjab	Natural	157 MW
			gas	

Coal-Fired Power Plants

S.No	Name of power plant	Location	Status	Capacity
1	Port Qasim Power Plant	Karachi	Coal-fired	1320 MW
2	Sahiwal Coal Power Project	Punjab		1320 MW
3	Engro Thar Block II Power Plant	Sindh	Indigenous	660 MW
	-		Thar coal	

Hydroelectric Power Plants

S.No	Name o	f power	plant	location	Status	Capacity
1	New	Bong	Escape	Azad Jammu &	Hydroelectric	84 MW
	Hydropower Project		Kashmir			
2	Patrind	Hyd	ropower	On the border		147 MW
	Project		of KP & AJK			

Wind Power Plants

S.No	Name of power plant	location	Status	Capacity
1	Zorlu Enerji Pakistan	Sind	Wind	56.4 MW
			power	
2	Three Gorges Second and Third	Sind		49.5 MW
	Wind Farms		-	
3	Fauji Fertilizer Company	Sind		49.5 MW
	Energy Limited (FFCEL) Wind		-	
	Farm			

Solar Power Plants

S.No	Name of power plant	location	Status	Capacity
1	Quaid-e-Azam Solar Park	Bahawalpur	Solar	100 MW
2	Various small-scale solar	Punjab &		
	projects	Sind		

State-Owned Hydro-Power Projects

The primary state-owned enterprise responsible for hydropower generation in Pakistan is the Water and Power Development Authority (WAPDA). Here are some of the major state-owned hydropower projects in Pakistan along with their capacities:

S.No	Name	Location	Status	Capacity
1	Tarbela Dam:	Khyber		4888 MW
		Pakhtunkhwa,Sawabi,		
		Indus River		
2	Mangla Dam:	Mirpur, AJK, Jhelum River		1000 MW
3	Ghazi-Barotha	Attock, Punjab, Indus river		1450 MW
	Hydropower Project			
4	Warsak Dam:	Mohmand , KP, Kabul river		243 MW
5	Chashma Hydropower	DIKhan, Indus river		184 MW
	Project			
6	Dargai Hydropower	Malakand, River Swat		20 MW
	Project			
7	Renala Hydropower	Okarra, Punjab, Lower Bari		1.1 MW
	Project	doab canal		
8	Neelum-Jhelum	AJK	Hydro	969 MW
	Hydropower Plant			
9	Allai Khwar	Indus River Battagram		121 MW
	Hydropower Project			
10	Gomal Zam Dam	WANA/Tank		17.4 MW

S.No.	Name of GENCO	Generation Capacity
1	Jamshoro Power Company Limited (JPCL or GENCO-I)	1,024 MW.
2	Central Power Generation Company Limited (CPGCL or GENCO-II)	2,402 MW.
3	Northern Power Generation Company Limited (NPGCL or GENCO-III)	1,300 MW
4	Lakhra Power Generation Company Limited (LPGCL or GENCO-IV)	150 MW.

Power Generation Companies: (Coal-fired)

Current Situation

Current energy demand in Pakistan: 30,000 MW Total Production capacity in Pakistan:26,000 MW Shortfall: 4000 MW IPPs production capacity: 16000 MW SOEs: 10,000 MW

The Task Force comprises representatives from 40th MCMC so that different perspectives could be looked into. This report presents the findings and recommendations of the Task Force, outlining a vision for a more sustainable, efficient, and cost-effective energy sector that can support Pakistan's industrial development and economic growth and aligning it with Sustainable Development Goals (SDGs).

Exploration of Policy guidelines

Energy Sector Reforms:

The task force is working to address significant issues in the energy sector, such as inefficiencies, outdated regulations, and poor management. This initiative aims to create an environment conducive to investment and innovation through business facilitation, increased transparency, and improved collaboration (Ahmed et al., 2021).

Issues also exist with Independent Power Producers (IPPs) concerning the power sector. The Private Power and Infrastructure Board (PPIB), an autonomous body of the Power Division, Government of Pakistan (GoP), provides a one-window facility for investors in power generation and related infrastructure. While IPPs have played a crucial role in addressing Pakistan's energy shortages, a primary concern is the high cost of electricity generated by IPPs, which has contributed to the country's circular debt problem (Kiani, 2022). According to the National Electric Power Regulatory Authority (NEPRA), the cost of electricity generated by IPPs is significantly higher than that produced by public sector power plants (NEPRA, 2022).

Another issue is the uneven distribution of IPPs, with most located in Punjab, limiting access to electricity in other provinces (Ministry of Energy, 2022). This has exacerbated existing energy disparities between provinces. Additionally, IPPs have been criticized for prioritizing profit over public interest, raising concerns about their social and environmental impact (Khan, 2021).

The Power Division has successfully facilitated the commissioning of fortysix (46) independent power projects (IPPs) with a gross capacity of 22,174 MW and investments exceeding US\$ 27 billion. These projects use various fuels and technologies, including hydro, Thar coal, imported coal, RLNG/gas, and oil. However, circular debt currently stands at Rs. 2.31 trillion, approximately 5.1% of GDP.

Controversial Terms and Conditions of Agreements with IPPs and Their Negative Impacts on Industry:

A significant conflict of interest exists, as 90% of IPP contracts are owned by individuals who were either part of the cabinet or linked to decision-making processes. This raises legal concerns and could lead to the nullification of these contracts in a court of law. Additionally, purchasing electricity from international IPPs at full capacity could be considered.

These contracts are also suspected to have resulted from kickbacks, underscoring the need for transparency and accountability in the energy sector.

Controversial Points in Power-Purchase Agreements (PPA):

- 1. Capacity Payments: Contracts often guarantee payments to IPPs based on their installed capacity, regardless of actual electricity generation, leading to financial obligations even during low demand or when cheaper alternatives are available (Ali, 2017).
- 2. Take-or-Pay Contracts: Agreements typically include clauses requiring the government to pay for a specified amount of electricity, whether consumed or not, placing financial burdens on consumers and the government (Khan, 2018).
- 3. Indexation of Fuel Prices: Contracts may stipulate that fuel costs are indexed to international market prices, exposing consumers to global fuel price fluctuations and resulting in higher electricity tariffs (Ahmad & Rehman, 2020).
- 4. Cost Overruns and Guarantees: IPP contracts often include provisions for the government to cover cost overruns or provide financial guarantees, transferring risk from investors to the public sector (Majeed & Jamil, 2021).
- Tariff Adjustments: Agreements may allow IPPs to adjust tariffs based on inflation, currency exchange rates, and policy changes, leading to tariff hikes and increased consumer costs (Khan & Khan, 2019).

- 6. Inefficiencies and Maintenance Costs: Contracts may lack strict provisions for monitoring and penalizing inefficiencies or poor maintenance, resulting in additional costs passed to consumers (Hasan, 2016).
- 7. Non-Utilization Penalties: Some contracts impose penalties on the government for not utilizing the agreed-upon IPP capacity, incentivizing overcapacity and higher costs (Majeed & Zaman, 2018).
- 8. Lack of Transparency: Contracts often lack transparency in pricing mechanisms, cost breakdowns, and financial arrangements, making it difficult to assess the fairness of tariffs and expenses (Hussain, 2020).
- 9. Long-Term Commitments: Contracts with lengthy durations, such as power purchase agreements spanning decades, lock consumers into high tariffs for extended periods, limiting flexibility and hindering cost reduction efforts (Shahbaz et al., 2019).
- 10. Limited Competition and Monopolistic Behavior: The dominance of a few IPPs in the market, combined with barriers to entry and limited competition, can result in monopolistic behavior and higher electricity prices (Zaidi & Mirza, 2017).

Negative Impacts:

- 1. Increased Production Costs:
 - High Electricity Prices: Pakistan's industrial sector faces high electricity tariffs. For example, the average industrial electricity tariff in Pakistan has been around PKR 18-20 per kWh in recent years, significantly higher compared to regional competitors like India and Bangladesh.
- 2. **Fuel Cost Adjustment**: Frequent adjustments in fuel prices, often passed onto consumers, lead to unpredictable costs for industries. In 2023, there were several instances where fuel cost adjustments ranged between PKR 3-5 per kWh, exacerbating cost uncertainties.
- 3. Decreased Competitiveness:
 - Export Decline: Higher energy costs make Pakistani products less competitive in international markets. According to the Pakistan Bureau of Statistics, textile exports, a major industrial sector, dropped by 14.7% year-on-year in 2023, partially due to high production costs.
- 4. **Operational Inefficiencies**: Industries face higher operational costs, reducing profit margins. A report by the Pakistan Business Council in 2022 highlighted that energy costs constitute about 30-40% of total production costs in energy-intensive industries like textiles and cement.
- 5. Load Shedding and Unreliable Power Supply:
 - Production Losses: Power outages cause significant production losses. In 2021, the Federation of Pakistan Chambers of Commerce & Industry (FPCCI) estimated that load shedding resulted in approximately PKR 210 billion in losses annually for the industrial sector.

- 6. **Increased Use of Generators**: To mitigate power outages, industries resort to using diesel generators, which are more expensive. The cost of electricity from diesel generators can be as high as PKR 35-40 per kWh, more than double the grid supply cost.
- 7. Impact on Small and Medium Enterprises (SMEs):
 - Financial Strain: SMEs, which account for about 30% of Pakistan's GDP, struggle with high energy costs. The Small and Medium Enterprises Development Authority (SMEDA) reports that many SMEs are forced to reduce operations or shut down due to unsustainable energy expenses.
- 8. **Investment in Alternatives**: Limited financial resources make it difficult for SMEs to invest in alternative energy sources like solar, which require high initial capital.
- 9. Environmental and Health Costs:
 - Pollution from Conventional Sources: Heavy reliance on thermal power (coal, oil, and gas) leads to significant greenhouse gas emissions. According to the Global Carbon Atlas, Pakistan emitted around 223 million tons of CO2 in 2022, with a substantial share from the industrial sector.
 - Health Impact: Industrial pollution contributes to health issues, increasing healthcare costs. The World Bank estimated that air pollution costs Pakistan nearly 5.88% of its GDP, around USD 47 billion annually, in terms of health costs and lost labor.

10. Investment Deterrence:

• **Reduced Foreign Direct Investment (FDI)**: High energy costs and unreliable supply deter foreign investors. The State Bank of Pakistan reported a 29% decline in FDI in 2023, highlighting energy costs and supply as major concerns for investors.

Overall, the costly conventional power supply in Pakistan hampers industrial growth, reduces competitiveness, and leads to significant economic and social costs. Transitioning to more affordable and reliable renewable energy sources could mitigate these issues and foster sustainable industrial development.

Given this, there is now a need to focus on the diversification of renewable energy sources for cost-effectiveness, industrial growth, economic development, and the gradual reduction of Pakistan's dependence on fossil fuels until renewables are fully capable of replacing conventional power. Additional focus areas include enhancing energy efficiency measures, developing outdated infrastructure, promoting public-private partnerships, fostering research and innovation in the power sector, capacity building, and training to produce a skilled workforce in the energy sector. Aligning energy sector reforms and initiatives with the United Nations' Sustainable Development Goals (SDGs) will help Pakistan contribute to global efforts to achieve sustainable development, reduce poverty, and protect the environment. The following analysis was carried out by the task force to point out issues and challenges for policy recommendations regarding reforming the energy sector and cost effective sources of energy for industrial development: Situational Analysis of the Energy Sector in Pakistan: Potential, Issues, and Contributions

This analysis examines the current potential, issues, and contributions of Pakistan's energy sector towards industrial development and economic growth.

Potential of Pakistan's Energy Sector

Renewable Energy Sources:

Pakistan is endowed with substantial renewable energy resources, including solar, wind, hydroelectric, and biomass. The country's geographical location provides ample sunlight for solar power generation, with an estimated potential of 2.9 million MW (Saeed et al., 2020). Additionally, the wind corridors in the provinces of Sindh and Balochistan offer significant potential for wind energy, with estimates suggesting a capacity of 50,000 MW (Bhutto et al., 2019).

Hydroelectric Power:

Pakistan's topography, characterized by major rivers and tributaries, provides significant potential for hydroelectric power. The country has an identified potential of approximately 60,000 MW, of which only a fraction has been exploited (Malik et al., 2019). Large-scale hydroelectric projects, such as the Diamer-Bhasha and Dasu dams, are in various stages of development, promising to significantly enhance the energy mix.

Biomass and Waste-to-Energy:

The agricultural sector in Pakistan generates considerable biomass, which can be utilized for energy production. Biomass energy, including biogas from animal waste and crop residues, holds promise for providing decentralized energy solutions, particularly in rural areas (Ali et al., 2020). Additionally, waste-to-energy technologies can convert municipal and industrial waste into energy, contributing to sustainable waste management and energy production.

Current Situation:

Current energy demand in Pakistan: 30,000 MW **Total Production capacity in Pakistan**: 26,000 MW **Shortfall**: 4000 MW **IPPs** production capacity: 16000 MW **SOEs**: 10,000 MW

S. No.	Sector	Cost per unit excluding taxes (PKR per KWh)	Cost per unit including taxes (PKR per KWh)
1	Hydropower	1-2	4-6
2	Coal fired Power plant	6-8	10-12
3	Natural Gas	Domestic gas: 6-7 LNG: 10-12	Domestic gas: 9-11 LNG: 15-18
4	Nuclear	6-8	10-12
5	Oil fired Power plant	12-18	18-22
6	Wind power	5-7	8-10
7	Solar power	5-7	8-10
8	Biogas and other renewables	6-9	9-12

Cost of electricity per unit in different sectors in Pakistan

Power consumption Slabs:

Consumer Category	Consumption Slabs	Rate (PKR/kWh)
Residential	1-50 kWh	3.95
	51-100 kWh	7.74
	101-200 kWh	10.06
	201-300 kWh	12.15
	301-700 kWh	19.55
	Above 700 kWh	22.65
Commercial	Up to 5 kW	19.95
	Above 5 kW	20.95
Industrial	B1 (up to 25 kW)	17.95
	B2 (25-500 kW)	16.95
	B3 (above 500 kW)	15.95
	B4 (above 500 kW, off-peak)	13.45
	B4 (above 500 kW, peak)	21.45

http://www.nepra.org.pk

Total Number of DISCOs:

FY 2023 Losses: In the fiscal year 2022-23, DISCOs contributed to a surge in circular debt, adding Rs. 396 billion to the national total. This included Rs. 160 billion due to high losses and an additional Rs. 236 billion from under-recovery of electricity bills (Profit by Pakistan Today).

Overall Circular Debt: By June 30, 2023, the circular debt had reached Rs. 2.31 trillion, highlighting the chronic financial issues within the power sector (Profit by Pakistan Today).

DISCOs are operating at a loss and are responsible for the distribution, transmission, and management of power.

Issues:

- 1. Energy Shortages: Pakistan faces significant energy shortages, with a demand-supply gap of around 5,000 MW, resulting in frequent power outages and load shedding (Kiani, 2020).
- 2. **High Energy Costs**: The cost of energy in Pakistan is high, making it difficult for industries to operate efficiently and competitively (Pakistan Institute of Development Economics, 2020).
- 3. **Dependence on Fossil Fuels**: Pakistan's energy mix is heavily reliant on fossil fuels, contributing to greenhouse gas emissions and environmental degradation (Ministry of Climate Change, 2020).
- 4. **Inefficient Energy Infrastructure**: The aging and inefficient energy infrastructure leads to significant transmission and distribution losses (NEPRA, 2020).
- 5. Dollar Indexation with Reference to IPP Agreements.
- 6. Rapid Increase in Circular Debt.
- 7. Long-term Contracts with IPPs.

Contributions:

- 1. **Industrial Development**: A reformed energy sector can provide reliable and cost-effective energy to industries, promoting industrial development and economic growth (Kiani, 2020).
- 2. **Economic Well-being**: Access to affordable energy can improve the overall economic well-being of the population, reducing poverty and inequality (Pakistan Institute of Development Economics, 2020).
- 3. **Job Creation**: A thriving energy sector can create new job opportunities in the energy and industrial sectors (Ministry of Energy, 2020).
- 4. Environmental Sustainability: A shift towards cost-effective and renewable energy sources can reduce Pakistan's carbon footprint and promote environmental sustainability (Ministry of Climate Change, 2020).

Analysis of Pakistan's Legal, Institutional, and Policy Framework for Managing and Regulating the Energy Sector: A thorough analysis of this framework reveals key strengths, weaknesses, and areas for improvement.

Analysis of Pakistan's Legal, Institutional, and Policy Framework for Managing and Regulating the Energy Sector: A thorough analysis of this framework reveals key strengths, weaknesses, and areas for improvement.

Legal Framework:

- **Constitution of Pakistan**: Provides the foundational legal structure for governance, including the distribution of powers between federal and provincial governments. Energy is a shared responsibility, with both levels having roles in regulation and policy-making.
- National Electric Power Regulatory Authority (NEPRA) Act, 1997: Establishes NEPRA as the main regulatory body for electricity. NEPRA is

responsible for licensing, tariff setting, and ensuring the reliability and efficiency of the power supply.

- Oil and Gas Regulatory Authority (OGRA) Ordinance, 2002: Establishes OGRA to regulate the oil and gas sector, including pricing, licensing, and consumer protection.
- **Pakistan Energy Efficiency and Conservation Act, 2016**: Establishes the National Energy Efficiency and Conservation Authority (NEECA) to promote energy efficiency and conservation.
- Alternative Energy Development Board (AEDB) Act, 2010: Establishes the AEDB to promote renewable energy projects, including solar, wind, and biomass.
- Environmental Protection Act, 1997: Provides the legal framework for environmental protection, including regulations for emissions and pollution from energy projects.

Analysis of Pakistan's Legal, Institutional and Policy Framework for Managing and Regulating the Energy Sector

A thorough analysis of this framework reveals key strengths, weaknesses, and areas for improvement.

Legal Framework Constitution of Pakistan:

The Constitution provides the foundational legal structure for governance, including the distribution of powers between federal and provincial governments. Energy is a shared responsibility, with both levels having roles in regulation and policy-making.

National Electric Power Regulatory Authority (NEPRA) Act, 1997:

Establishes NEPRA as the main regulatory body for electricity. NEPRA is responsible for licensing, tariff setting, and ensuring the reliability and efficiency of the power supply.

Oil and Gas Regulatory Authority (OGRA) Ordinance, 2002:

Establishes OGRA to regulate the oil and gas sector, including pricing, licensing, and ensuring consumer protection.

Pakistan Energy Efficiency and Conservation Act, 2016:

Establishes the National Energy Efficiency and Conservation Authority (NEECA) to promote energy efficiency and conservation.

Alternative Energy Development Board (AEDB) Act, 2010:

Establishes the AEDB to promote renewable energy projects, including solar, wind, and biomass.

Environmental Protection Act, 1997:

Provides the legal framework for environmental protection, including regulations for emissions and pollution from energy projects.

Institutional Framework Ministry of Energy:

Comprises two divisions: the Power Division and the Petroleum Division. It is responsible for policy-making, planning, and coordination of the energy sector.

National Electric Power Regulatory Authority (NEPRA):

An independent regulatory authority overseeing the electricity sector. It regulates tariffs, issues licenses, and ensures compliance with regulatory standards.

Oil and Gas Regulatory Authority (OGRA):

Regulates the oil and gas sector, including pricing, licensing, and compliance with safety and environmental standards.

Pakistan Atomic Energy Commission (PAEC):

Responsible for the development and regulation of nuclear energy for peaceful purposes, including power generation.

Alternative Energy Development Board (AEDB):

Promotes and facilitates the development of renewable energy projects.

National Energy Efficiency and Conservation Authority (NEECA):

Promotes energy efficiency and conservation measures across various sectors.

Policy Framework

The "National Electricity Plan 2023-27" outlines the strategic framework for the country's power sector over the next few years. Key features of this plan, particularly concerning Independent Power Producers (IPPs), include:

1. Renewable Energy Focus:

The policy emphasizes increasing the share of renewable energy in the energy mix, targeting 30% renewable capacity by 2030, which includes wind, solar, and hydroelectric power. This effort aims to reduce reliance on imported fuels and ensure sustainable energy production (Power.gov.pk; IEEFA).

2. Least-Cost Generation Plan:

The plan aims to adopt a least-cost generation approach, optimizing existing resources and integrating new renewable energy projects. This approach is designed to minimize the overall cost of electricity generation and reduce the financial burden on the power sector (Power.gov.pk).

3. *Circular Debt Reduction:*

A critical aspect of the policy is addressing the circular debt issue by improving the financial health of power distribution companies, enhancing billing and collection efficiencies, and reducing transmission and distribution losses (Power.gov.pk).

4. *Capacity Expansion and Overcapacity Management:*

The policy acknowledges past issues with overcapacity and aims to align future capacity expansion more accurately with projected demand. This includes revising power demand forecasts to avoid the financial strain of unused capacity (IEEFA).

5. *Hydropower Development:*

There is significant focus on hydropower projects, with large-scale developments such as the Diamer-Bhasha Dam included in the plan. These projects are expected to provide a reliable and significant share of the energy mix, though they come with high investment costs and long construction times (IEEFA).

6. Private Sector Participation:

The policy encourages private sector investment in the power sector, particularly through IPPs, by streamlining regulatory processes and creating a conducive environment for private investors (Power.gov.pk).

7. Regulatory and Institutional Reforms:

To support these strategies, the plan includes reforms in regulatory frameworks and institutional structures. This involves enhancing the capacity of regulatory bodies and ensuring transparency and accountability in the sector (Power.gov.pk).

Identification of Challenges and Areas for Improvement:

- i. Tariff Determination and Subsidies
- ii. Legal Framework for Renewable Energy
- iii. Power Theft and Non-Technical Losses
- iv. Financial Viability of Distribution Companies
- v. Capacity Building and Training
- vi. Environmental Compliance
- vii. Energy Efficiency Standards
- viii. Interagency Coordination
- ix. Investment and Financing Challenges
- x. Grid Infrastructure and Reliability
- xi. Circular debt
- xii. Capacity expansion and over capacity management
- xiii. Integration of renewable energy into the main grid

Best Practices around the world

Analysis of Pakistan energy sector by comparing it with the best practices around the world:

Pakistan's energy sector is characterized by its reliance on imported fossil fuels, aging infrastructure, and inefficiencies in governance and management. By comparing it with global best practices, we can identify key areas where reforms and improvements are needed to ensure sustainable and efficient energy production and distribution.

1. Energy Mix and Renewable Energy Integration Pakistan's Current Status:

- **Energy Mix**: Pakistan's energy production is dominated by thermal energy (59%), followed by hydroelectric (25%), nuclear (9%), and renewables like wind, solar, and biogas (7%).
- **Renewable Energy Potential**: Despite significant potential for solar (estimated at 2.9 million MW) and wind energy (50,000 MW), the adoption of renewable energy sources remains limited due to financial and infrastructural challenges (Bhutto et al., 2019; Saeed et al., 2020).

Global Best Practices:

 Germany: Germany has successfully integrated renewable energy into its grid, achieving over 46% of its electricity from renewables in 2020. Policies like the Renewable Energy Sources Act (EEG) provided feed-in tariffs and long-term contracts that incentivized investment in renewables (BMWi, 2021).

2. Energy Efficiency and Infrastructure Development Pakistan's Current Status:

- **Aging Infrastructure**: Pakistan's energy infrastructure is outdated, leading to high transmission and distribution losses, frequent outages, and inefficient energy use (Malik et al., 2019).
- **Energy Efficiency**: Efforts to promote energy efficiency are in place, but implementation remains weak, limiting potential benefits (Shahbaz et al., 2020).

Global Best Practices:

- Japan: Japan has invested heavily in smart grid technologies and energy-efficient appliances following the Fukushima disaster, leading to significant improvements in energy efficiency and grid stability (METI, 2020).
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3. Governance and Regulatory Framework

Pakistan's Current Status:

- **Regulatory Bodies**: Pakistan has multiple regulatory bodies, including NEPRA and OGRA, but suffers from coordination issues and limited enforcement capabilities (Ahmed et al., 2021).
- **Policy Implementation**: Policy implementation is often hampered by bureaucratic inefficiencies and lack of transparency (Saeed et al., 2020).

Global Best Practices:

• **United Kingdom**: The UK has a streamlined regulatory framework with Ofgem, the regulator for electricity and gas markets, ensuring transparent and efficient market operations (Ofgem, 2020).

4. Investment and Financing Mechanisms

Pakistan's Current Status:

- **Investment Challenges**: Attracting investment in the energy sector is challenging due to regulatory uncertainty and bureaucratic delays (Khan et al., 2018).
- **Financing Mechanisms**: Limited financing options and high capital costs hinder the development of renewable energy projects (Pakistan Institute of Development Economics, 2020).

Global Best Practices:

- **China**: China has become a global leader in renewable energy investment through strong government support, subsidies, and favorable financing terms for renewable projects (IEA, 2021).
- **India**: India's National Solar Mission offers various financial incentives and has established clear policies to attract domestic and international investment in solar energy (MNRE, 2020).

Lessons Learned:

- 1. Heavy investment in smart grid technologies and energy-efficient appliances.
- 2. Streamlining the regulatory framework to avoid overlap.
- 3. Strong incentivization of renewable resources.

SWOT analysis of Pakistan's energy sector related institutions responsible for producing, distributing electricity and regulating the sector

	electricity and regulating the sector				
Strengths	Weaknesses				
• Diverse Energy Mix: Pakistan's	Institutional Overlap and				
energy sector benefits from a diverse	Coordination Issues: Overlapping				
mix, including thermal, hydroelectric,	responsibilities among regulatory bodies like				
nuclear, and renewable sources (NEPRA,	NEPRA, OGRA, and AEDB (Alternative				
2022).	Energy Development Board) lead to				
Regulatory Framework: The	coordination challenges (Ahmed et al., 2021).				
existence of multiple regulatory bodies,					
such as NEPRA (National Electric Power	Aging Infrastructure: Outdated and				
Regulatory Authority) and OGRA (Oil	insufficient infrastructure, including power				
and Gas Regulatory Authority), provides	plants and transmission lines, results in				
a structured oversight mechanism	frequent outages and high transmission losses				
(NEPRA, 2022).	(Malik et al., 2019).				
Renewable Energy Potential:	Inefficiency and Governance Issues:				
High potential for solar and wind	Inefficiencies in management and governance,				
energy, particularly in regions with	coupled with bureaucratic hurdles, impede				
abundant sunlight and wind resources	effective implementation of energy policies				
(Bhutto et al., 2019).	(Shahbaz et al., 2020).				
Government Initiatives:	Financial Constraints: Limited				
Government initiatives aimed at	financial resources and investment in the				
promoting renewable energy and energy	energy sector restrict the development and				
efficiency indicate a strategic focus on	main tenance of infrastructure (Khan et al.,				
sustainable energy development (Ali et	2018).				
al., 2020).					
Opportunities	Threats				
Investment in Renewable	• Political and Economic Instability:				
Energy: Opportunities to attract local	Political turmoil and economic instability pose				
and international investment in solar,	significant risks to the energy sector's				
wind, and other renewable energy	development and sustainability (Ahmed et al.,				
projects (IEA, 2020).	2021).				
Public-Private Partnerships	Environmental Concerns:				
(PPPs): Potential to leverage PPPs for	Environmental challenges, including pollution				
infrastructure development and	from thermal power plants, and water scarcity				
innovation in the energy sector (Kumar	affecting hydroelectric power generation				
& Katoch, 2014).	(Bhutto et al., 2019).				
Technological Advancements:	• Security Issues: Security threats in				
Adoption of smart grid technologies and	certain regions can disrupt energy production				
energy-efficient appliances to improve	and distribution, affecting overall sector				
energy management and reduce wastage	stability (Malik et al., 2019).				
(Ali et al., 2020).	Global Energy Market Volatility:				
Capacity Building: Initiatives	Fluctuations in global energy prices,				
for training and skill development to	particularly for imported fuels, impact the cost				
build a competent workforce in the	of energy production and the broader				
energy sector (Saeed et al., 2020).	economy (IEA, 2020).				

Political	Economic	Social	Technologi cal	Legal	Environm ental
Strengths: Governme nt initiatives for renewable energy promotion	Strengths: Diverse energy-mix reducing dependenc e on imports.	Strengths: Growing awareness of environmen tal sustainabilit y	Strengths: Potential for technologic al advanceme nts in renewable energy.	Strengths: Regulator y framewor k for energy sector oversight.	Strengths: Renewabl e energy potential, such as solar and wind.
Weaknesse s: Political instability affecting policy continuity.	Weaknesse s: Financial constraints limiting infrastruct ure investment.	Weaknesses : Limited access to electricity in rural areas.	Weaknesse s: Insufficient investment in research and developme nt.	Weakness es: Inconsiste nt enforceme nt of regulation s.	Weakness es: Environm ental degradati on from fossil fuel usage.
Opportuni ties: Policy reforms for energy sector developme nt.	Opportuni ties: Investment in renewable energy projects.	Opportuniti es: Community engagement for renewable energy projects.	Opportuni ties: Adoption of smart grid technologie s.	Opportun ities: Strengthe ning legal framewor ks for renewable energy.	Opportun ities: Mitigation of climate change impacts through renewable energy.
Threats: Political interferenc e impacting regulatory autonomy.	Threats: Global energy market volatility affecting prices.	Threats: Social resistance to infrastructur e developmen t projects.	Threats: Technologi cal obsolescenc e of existing infrastruct ure.	Threats: Legal challenges to energy project implemen tation.	Threats: Natural disasters affecting energy infrastruct ure.

PESTLE Analysis of Pakistan's Energy Sector

GAP Analysis

1. Energy Mix and Diversification:

Current State: Pakistan relies heavily on thermal power (59%) and has limited renewable energy (7%) (NEPRA, 2022).

Desired State: Increase the share of renewable energy to reduce dependence

on fossil fuels and enhance sustainability.

Gap: Lack of sufficient incentives and investments in renewable energy projects.

2. Regulatory and Institutional Framework:

Current State: Multiple regulatory bodies with overlapping responsibilities and coordination issues (Ahmed et al., 2021).

Desired State: A streamlined regulatory framework with clear roles and efficient coordination among institutions.

Gap: Institutional overlap and lack of clear delineation of responsibilities.

3. Infrastructure Development:

Current State: Aging and inefficient infrastructure leading to frequent outages and high transmission losses (Malik et al., 2019).

Desired State: Modern, resilient, and efficient energy infrastructure capable of supporting industrial growth.

Gap: Inadequate investment in infrastructure modernization and maintenance.

4. Public-Private Partnerships (PPPs) and Investment:

Current State: Limited PPPs due to regulatory and bureaucratic challenges (Khan et al., 2018).

Desired State: Increased private sector participation and investment in energy projects.

Gap: Need for more favorable regulatory and business environments to attract private investments.

5. Research and Innovation:

Current State: Limited focus on and funding for research and innovation in energy technologies (Ali et al., 2020).

Desired State: Strong emphasis on research and development (R&D) to drive technological advancements and energy efficiency.

Gap: Insufficient support for R&D and innovation initiatives.

6. Capacity Building:

Current State: Workforce in the energy sector lacks adequate training and skills (Saeed et al., 2020).

Desired State: A skilled and competent workforce capable of managing and operating modern energy systems.

Gap: Need for enhanced training programs and skill development initiatives.

Conclusion

The Pakistan Power Minister's Task Force has embarked on a comprehensive initiative to reform the nation's energy sector, addressing industries' woes due to expensive power, structural inefficiencies, regulatory shortcomings,

and operational challenges. The primary focus is on tapping cost-effective energy sources, enhancing energy efficiency, reliability, and environmental sustainability. The task force's efforts include modernizing the energy infrastructure, promoting renewable energy, and ensuring fiscal sustainability. Additionally, identifying and utilizing cost-effective energy sources for industrial development are crucial for fostering economic growth and energy resilience in Pakistan.

Issues and Challenges

- 1. High energy costs due to the reliance on fossil fuels by most of the Independent Power Producers (IPPs).
- 2. Slow uptake of smart grid technologies and energy management systems.
- 3. Aging power plants, transmission lines, and distribution networks, resulting in high losses and unreliable energy supply.
- 4. Lack of development in decentralized energy solutions for rural regions.
- 5. Overlapping regulations and poor coordination among regulatory bodies.
- 6. Absence of a unified controlling entity to oversee energy sector regulation.
- 7. Underutilization of Public-Private Partnerships (PPPs) to leverage private investment and expertise.
- 8. A workforce lacking the necessary skills to manage and operate modern energy systems.
- 9. Inadequate alignment of energy sector reforms and initiatives with the United Nations' Sustainable Development Goals (SDGs).
- 10. Poor awareness campaigns on energy conservation and the benefits of renewable energy.
- 11. Limited partnerships to develop relevant curricula and enhance skills training.
- 12. Absence of supportive policies, such as Germany's feed-in tariffs, to encourage renewable energy investment.
- 13. Policy ambiguity and instability that discourage investment, unlike the clear frameworks in China and India.
- 14. Inconsistent tariff determination and unsustainable subsidies, leading to financial losses.
- 15. Difficulty attracting investment due to regulatory uncertainties and financial risks.
- 16. Lack of renegotiation of existing agreements with IPPs.
- 17. Absence of a standard template for future IPP agreements.
- 18. Failure to ensure competitive and transparent bidding processes.
- 19. Non-alignment of capacity payments with actual generation capacity.
- 20. Lack of burden-sharing of Transmission and Distribution (T&D) losses among IPPs, DISCOs, and the government.
- 21. Limited public accessibility to IPP agreements, leading to non-transparency and lack of accountability.
- 22. Failure to audit IPP agreements to identify irregularities or excess payments.

23. Capacity payments not tied to actual performance and availability of electricity.

Recommendations

By implementing the following policy recommendations, Pakistan can develop a sustainable, efficient, and cost-effective energy sector that supports industrial development and economic growth while contributing to global efforts in environmental sustainability:

S# No.	Policy Recommendations	Action By	Timeline
1	 Diversification of Energy Sources: Increase the share of renewable energy in the energy mix by providing incentives such as tax breaks and guaranteed prices. Facilitate investment in solar, wind, hydroelectric, and biomass energy projects. 	Federal /Provincial Govt. NEPRA and AEDB	Medium Term
2	 Enhancement of Energy Efficiency: Implement and enforce energy-efficient standards for appliances, buildings, and industrial processes. Promote the adoption of smart grid technologies and energy management systems. 	Federal /Provincial Govt. NEPRA and AEDB	Medium Term
3	 Infrastructure Modernization: Invest in upgrading and expanding power plants, transmission lines, and distribution networks to reduce losses and ensure reliable energy supply. Develop infrastructure to support decentralized energy solutions, particularly in rural areas. 	Federal /Provincial Govt. for action as per PPP Policy. Ministry of Planning /development Donors and International funding	Long Term
4	 Strengthening Regulatory Frameworks: Streamline the regulatory framework to eliminate overlaps and enhance coordination among regulatory bodies. A central controlling autonomous body be established 	Federal /Provincial Govt. NEPRA	Long Term
5	 Investment Facilitation: Create a conducive environment for private sector participation through clear policies, reduced bureaucratic hurdles, and attractive financing options. Explore public-private partnerships (PPPs) to leverage private investment and expertise. Amendments in rules/policies be made. 	Federal and Provincial Government, AEDB Ministry of Commerce & Industry	Long Term

6	Research and Innovation:	Federal and	Short Term
	Establish research centres and innovation	Provincial	
	hubs focused on energy technologies, grid	Government,	
	management, and energy storage.	Ministry of	
	Provide funding and support for research	Science &	
	and development (R&D) initiatives in	Technology	
	renewable energy and energy efficiency.		
7	Alignment with Sustainable Development	Federal and	Long Term
	Goals (SDGs):	Provincial	_
	• Ensure that energy sector reforms and	Government,	
	initiatives are aligned with the United	AEDB	
	Nations' Sustainable Development Goals		
	(SDGs) to promote sustainable		
	development, reduce poverty, and protect		
	the environment.		
8	Community Engagement:	Federal and	Medium
	Engage local communities in renewable	Provincial	Term
	energy projects to ensure acceptance and	Government,	_
	participation.	Ministry of	
	 Implement awareness campaigns to 	Information	
	educate the public on energy conservation		
	practices and the benefits of renewable		
	-		
	energy.Policies be formulated.		
0		Federal and	Mallana
9	Rural Electrification:		Medium
	Prioritize rural electrification to increase	Provincial	Term
	access to electricity and support regional	Government	
	development.		
10	Knowledge Sharing:	Federal and	Medium
	 Facilitate knowledge sharing and 	Provincial	Term
	technology transfer to drive innovation in	Government	
	the energy sector.		
11	Educational Partnerships:	Federal and	Medium
	Collaborate with educational institutions	Provincial	Term
	to develop relevant curricula and enhance	Government,	
	skills training.	Pakistan	
		Engineering	
		Council	
12	Policy Incentives:	Federal and	Long Term
	 Implement policies similar to Germany's 	Provincial	
	feed-in tariffs to encourage investment in	Government	
	renewable energy.		
13	Tariff Determination and Subsidies:	Federal and	Long Term
	• Establish a clear and transparent tariff-	Provincial	
	setting mechanism that reflects the true	Government	
	cost of power generation, transmission,	NEPRA	
	and distribution.		
14	Investment and Financing Challenges:	Federal and	Medium
	Improve the investment climate by	Provincial	Term
	providing clear, consistent policies and	Government	
	guarantees.		
	 Develop financial instruments and 		
	incentives to attract both domestic and		
	international investors.		

15	Renegotiate existing agreements with IPPs:	Government of	Long Term
	Review and renegotiate existing contracts	Pakistan, CPPA	
	to ensure fair and competitive pricing,		
	removing undue advantages and		
	ambiguities.		
16	Standardize future agreements:	Government of	Long Term
	Develop a standardized template for	Pakistan	
	future IPP agreements, incorporating best		
	practices, transparency, and clarity.		
17	Competitive bidding:	Government of	Long Term
	Introduce competitive bidding processes	Pakistan	
	for new IPP projects, ensuring fair		
	competition and market-driven pricing.		
18	Public disclosure:	Ministry of	Short Term
	 Make IPP agreements and related 	Power and	
	information publicly accessible, promoting	Energy	
	transparency and accountability.		
19	Transparency and Accountability:	Government of	Short Term
	Audit Existing Agreements: Conduct a	Pakistan	
	comprehensive audit of existing IPP		
	agreements to identify any irregularities or		
	excessive payments.		
20	Capacity Payments and Performance	Government of	Mid Term
	Guarantees of IPPs:	Pakistan	
	 Performance-Based Payments: Link 		
	capacity payments to actual performance		
	and availability of electricity.		
21	• Night markets should be closed by 8 pm,	Govt. of	Short term
	similar to EU and China.	Pakistan	
		through district	
		administration	
22	• All factories, tube wells, and home	AEDB	Long term
	cooking should be converted to solar		
	power.		
23	EV charging infrastructure should be	GoP	Medium
	powered by solar panels.		term
24	• Existing taxis (Suzuki Mehran and others)	Federal &	Medium
	should be converted to electric vehicles by	Provincial govt.	term
	installing EV kits.		
25	High-end consumers should be	GoP	Long term
25	• Figh-end consumers should be incentivized to adopt electric vehicles,		Long term
	with heavy taxation on petrol to		
	discourage its use.		

Log Frame Matrix for Energy Sector Development in Pakistan Overall Goal:

Reform Pakistan's energy sector to ensure efficiency, reliability, and sustainability while promoting cost-effective energy sources for industrial development.

S#	Proposed	Responsibilities	Resources	Timeline	KPIs
1	actions Increased adoption of renewable energy	NEPRA / AEDB reports, renewable energy project data	Government policy documents	3 months	Percentage increase in renewable energy capacity
2	Enhanced energy infrastructure	Ministry of Power & Energy	Project reports, site inspections	1 year	Number of modernized power plants and transmission lines
3	Financial incentives for investors	GoP/ AEDB	Investment policy documents	6 months	Number of financial incentives introduced for investors
4	Financial strategy development	GoP/ concerned Ministry through State Bank of Pakistan	Strategy documents, funding agreements	6 months	Development of financial strategies, funding secured
5	Stakeholder engagement	Ministry of power & Energy	Meeting attendance records	3 months	Number of stakeholder meetings

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