

**PAKISTAN'S NATIONAL CONSERVATION
STRATEGY:
RENEWING THE COMMITMENT TO ACTION**

**Draft Report of the Mid-Term Review
July 2000**

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EXECUTIVE SUMMARY

This report is the culmination of a one-year effort to undertake a Mid-term Review (MTR) of the achievements, impacts and prospects of Pakistan's National Conservation Strategy (NCS) since the beginning of its implementation in 1992. The report has been prepared by an independent review team, based on materials developed through an intensive process coordinated by a Government of Pakistan appointed MTR Coordinator. This evidence comprised studies and the results of consultative meetings throughout Pakistan involving government, civil society, the private sector and international donor agencies. These studies are available as separate reports.

Irrespective of the considerable methodological challenges attending the task of reviewing such a wide-ranging initiative as the NCS, which has 14 major objectives and some 68 programs, plus related local initiatives including provincial conservation strategies, the authors of this report are confident of the conclusions and recommendations. These results are directed to each of the major sectors participating in the implementation of the NCS—federal, provincial and local governments, civil society organizations including major conservation organizations such as IUCN-Pakistan, and private sector bodies.

The main conclusions can be summarized as follows:

- Achievements under the NCS have been primarily awareness raising and institution building rather than actual improvements to environment and natural resources.
- The NCS is not operating adequately as a national sustainable development strategy.
- The presence of the NCS has strengthened civil society institutions and their influence.
- NCS implementation capacity requires much improvement.
- The catalytic power of the NCS continues but needs reinvigorating and refocusing through development of an NCS-2.

These conclusions lead to six main recommendations briefly described here and considered in more detail in Chapter 7 of the report.

RECOMMENDATION 1. Ensure that the NCS is fully owned by government, the key partners and stakeholders, and by building on the concerns and needs of the people of Pakistan.

- Revitalize and recommit to the NCS at the highest levels of the federal government with a focused, strategic approach that can lead to demonstrable environmental improvements in the coming year.
- Ensure that overall planning for devolution and for NCS district-level initiatives proceed together, with recognition of the need to incorporate a sustainable development approach within local level governance.
- Key NCS stakeholders should take stock of what they have individually and collectively accomplished under NCS and engage in a joint process to redefine and strengthen strategies that work.
- Revitalize and expand strategies for individual and community-level awareness-building about NCS objectives.
- Focus much greater attention on incorporating the views and needs of poor people and communities, and on their direct participation in sustainable development goal setting and implementation.
- Establish a multi-stakeholder forum and strengthen partnerships among government, civil society, and the private sector.

RECOMMENDATION 2. Switch the NCS from top-down and supply-driven to a bottom-up demand-driven approach.

- Draw upon the existing NCS and provincial experience with local level planning and projects for application to the government's devolution plans, and for application in future activities under the NCS and provincial conservation strategies. This bottom-up approach needs to be complemented by stronger abilities to deal with truly national and international issues.
- Refocus NCS processes towards a demand-driven approach, with appropriate changes in priorities and how they are set, and with acceptance of adaptive management.

RECOMMENDATION 3. Prepare NCS-2 to serve as Pakistan's sustainable development strategy for 2002-2012, with a greater emphasis on poverty reduction and economic development in addition to environmental sustainability.

- Establish a transition team to design a revised National Conservation Strategy for sustainable development, reporting to the Chief Executive and Cabinet no more than 10 to 12 months after its establishment.
- Gender integration should be given a much more prominent role within all NCS activities, with achievable objectives that can be monitored and reported on. While this is a matter that should be acted upon within activities already underway

or planned under the NCS and other strategies, it is vitally important that gender integration be featured within NCS-2.

RECOMMENDATION 4. Make government institutions work towards an “enabling framework” for sustainable development.

- Revamp the “macrostructure” for NCS administration and management to improve policy, planning and implementation capacity, to increase effectiveness in working with the provinces and special areas, and to facilitate activities not directly under the control of government.
- Ensure that reforms planned for the civil service are well-instituted within the NCS management system, with particular attention to capacity development.
- An effective framework for monitoring, reporting and evaluation (MRE) of the NCS should be put in place using the results of the MTR as a starting point. It should report to a Cabinet Committee, and be supported by a NCS steering committee in the MELGRD, comprising key stakeholders, with PEPA acting as its Secretariat since the NCS Unit has failed to perform this function.
- Clarify rights, responsibilities, relationships and accountability for results on the part of each agency charged with implementing components of the NCS.

RECOMMENDATION 5. Expand the range and scale of financial mechanisms for meeting NCS objectives.

- Expand internal resource mobilization in support of the NCS and provincial conservation strategy initiatives.
- Develop innovative sources for funding and investment in environment and sustainable development. These would have the added benefit of acting as economic incentives for sustainable development by ‘green business’ and by progressive NGO and community organizations.

RECOMMENDATION 6. For donors, demonstrate commitment to a renewed NCS through consistent and coordinated support.

- The Government of Pakistan should take the lead in establishing a donor coordination forum for the NCS, covering the existing and proposed range of initiatives in environment, natural resource management, and sustainable development, and, as appropriate, linkages of these areas to other key donor themes, especially those for health and social action.
- Donors should seek ways of assisting both government and non-government implementers of the NCS as they develop a demand-driven approach for NCS-2.

ABOUT THIS DRAFT REPORT

This report was prepared by the External Review Team (ERT) and is based on findings of the Team, including other results from the year-long Pakistan National Conservation Strategy Mid-term Review process. This draft is being circulated for comments prior to its finalization. Some additions to acronyms, references and to annexes are still to be made.

Comments and suggestions may be sent to MELGRD (NCS Unit) in the Government of Pakistan, or to the Head of the Islamabad Office of IUCN-Pakistan, which provided logistical support for the ERT.

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Throughout the entire effort the NCS MTR Coordinator Ms. Maheen Zehra has performed a difficult task in a remarkable fashion. She deserves the heartfelt thanks of all involved in this review. The ERT members wish to signal our deep appreciation of her capable, hard work and intellectual contributions.

While the information gathering and much of the analysis has been a very collective effort, the content of the report is the responsibility of the principal authors.

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ACRONYMS

NOTE – This list is still subject to updating and change

DFID	Department for International Development UK
IIED	International Institute for Environment and Development
IUCN	The World Conservation Union
NCS	National Conservation Strategy
MTR	Mid Term Review
PEP	Pakistan Environment Programme
NGO	Non Governmental Organization
MoELGRD	Ministry of Environment, Local Government and Rural Development
MoWD	Ministry of Women Development
MinFAL	Ministry of Food, Agriculture and Livestock
SO	Section Officer
DS	Deputy Secretary
JS	Joint Secretary
AS	Additional Secretary
AD	Assistant Director
DD	Deputy Director
FA	Finance Advisor
DFA	Deputy Finance Advisor
P&D	Planning and Development
EPA	Environmental Protection Agency
NWFP	North West Frontier Province
EIA	Environmental Impact Assessment
ECNEC	Executive Committee on National Economic Council
NDP	National Drainage Programme
PSDP	Public Sector Development Plan
ADP	Annual Development Plan
EAD	Economic Affairs Division
JICA	Japan International Cooperation Agency
PEPA	Pakistan Environmental Protection Agency
EU	European Union
SAP	Social Action Programme
NACS	Northern Areas Conservation Strategy
BCS	Balochistan Conservation Strategy
SPCS	Sarhad Provincial Conservation Strategy
OGSP	Oil and Gas Sector Programme
HDIP	Hydrocarbon Development Institute of Pakistan
NIO	National Institute of Oceanography
MRE	Monitoring, Reporting and Evaluation
NA	Northern Areas
SD	Sustainable Development
BEPA	Balochistan Environmental Protection Agency
DG	Director General
GoB	Government of Balochistan
GoNWFP	Government of North West Frontier Province

GoS	Government of Sindh
GoPunjab	Government of Punjab
GoP	Government of Pakistan
VOs	Village Organizations
CBOs	Community Based Organizations
MELGRD	Ministry of Environment, Local Government and Rural Development
UNIDO	United Nations Industrial Development Organization
SDPI	Sustainable Development Policy Institute
PC1	Project Concept 1
PE&DD	Planning, Environment and Development Department
GM	General Manager
I&D	Irrigation and Drainage Department
EPD	Environment Protection Department
AJK	Azad State of Jammu and Kshmir
MACP	Mountain Areas Conservancy Project
ERNP	Environmental Rehabilitation in NWFP and Punjab Project
SDNP	Sustainable Development Networking Programme
ACS	Additional Chief Secretary
COs	Community Organizations
KANA	Kashmir Affairs and Northern Areas Division
AKRSP	Aga Khan Rural Support Programme
FRC	Frontier Resource Centre
GEF	Global Environment Facility
UNDP	United Nations Development Programme
GNP	Gross National Product
TA	Technical Advisor
WWFP	World Wide Fund for Nature Pakistan
EPRC	Environmental Protection and Resource Conservation Project
FSMP	Forestry Sector Master Plan
NCSU	National Conservation Strategy Unit
PEPA	An Act to Provide for the Protection, Conservation, Rehabilitation, and Improvement of the Environment, for the Prevention and Control of Pollution, and Promotion of Sustainable Development (Act No. XXIV of 1997)

CHAPTER 1. MEETING THE CHALLENGE OF SUSTAINABLE DEVELOPMENT

1.1 The Mid-Term Review (MTR) of Pakistan's National Conservation Strategy (NCS) is very timely. Ten years after preparations for the UNCED meeting in Rio, 15 years after the Brundtland Report, and almost three decades after the Stockholm Conference on the Human Environment, Pakistan is still faced with daunting challenges. Despite the progress outlined in Chapter 3, which is quite considerable regarding improved awareness and some institutional development, many fundamental development constraints remain. These include: inequitable economic growth and widespread poverty, feudal social structures that are reflected in political power relationships, absence of local government and exclusion of the majority of the population in decision-making and access to basic services, unabated environmental degradation and failure of institutions to provide sufficient integration of environmental, social, and economic policy objectives.

1.2 *Economic growth.* The growth momentum in Pakistan has slowed down in the 1990s. While annual economic growth was 6% in the 1980s, it fell to 5% in the early nineties, and has further declined to 4% since the mid-90s¹. This trend was not sufficient to significantly raise living standards for a population growing at an average annual rate of 2.6%. Equally important, growth in Pakistan has not been accompanied by desired social and environmental outcomes.

1.3 *Human development.* Social indicators in Pakistan continue to be among the worst in the world. Pakistan lags behind South Asia countries in several areas. Infant mortality is 95 per thousand live births relative to 77 on average in South Asia, illiteracy is 59% relative to 49% in South Asia, and access to safe water is 62% relative to 81% in South Asia². Viewed from a gender perspective or in absolute numbers, these statistics point to an even worse performance. Thus, "approximately 30 million people cannot meet minimum nutritional norms, 42 million adults (over two-thirds of the population) are illiterate, 58 million people do not have access to health facilities, 28 million people are without safe drinking water and 87 million people lack basic sanitation facilities³." A recent study⁴ indicates that the number of the absolute poor has increased from 24 million to 42 million (i.e., almost doubled, between 1990 and 1994), providing further evidence of a deterioration in human development indicators.

1.4 *Environmental sustainability.* While environmental data are limited and of variable quality, there is evidence of widespread environmental degradation in Pakistan. Water availability has declined from 5,300 cubic meters per capita in 1951 to a borderline 1,200 m³/cap today (barely above 1000 m³ per capita, the indicator of water scarcity). A recent survey by the Government of Punjab revealed that water from 10 of 11 surface samples, and 2 of 4 ground water samples, was unfit for human consumption. While agriculture continues to consume over 90% of annual freshwater

¹ World Bank 1999a.

² World Bank 1999a.

³ Planning Commission, GOP 1998.

⁴ Mahbub-ul-Haq Center 1999.

withdrawals, about 38% of Pakistan’s irrigated land is waterlogged and 14% is saline. Application of agricultural chemicals has increased by almost a factor of ten since 1980. Air pollution exceeds WHO guideline values in almost all samples collected by provincial environment departments. Despite important efforts, deforestation has also continued unabated, with forest cover shrinking by about 3.1% annually and woody biomass by about 5% annually—the second highest rate in the world. Energy use continues to be very inefficient and commercial fuels not accessible to rural households and the poor. Despite considerable natural gas reserves, the country continues to use high sulphur fuels, leaded gasoline, and about 60% of households continue to rely on solid fuels. Finally, since 1992, floods have affected millions of people and damaged thousands of houses and large areas of cropland⁵.

1.5 *Biodiversity and natural resource conservation.* The situation for Pakistan’s very limited natural forest cover has declined over the past decade despite the Forest Action Plan. The Baluchistan juniper forest, unique in the world, continues to be cut beyond its capacity to regenerate. The condition of mangroves in the coastal zone is precarious, and even more precarious is the status of certain aquatic wildlife, such as the Indus freshwater dolphin. In the mountainous regions of Baluchistan, the NWFP, the Northern Areas and AJK, the wild populations of goat and sheep, including the Markhor, have declined to a point where they have been extirpated from many valleys. The situation is serious when considering many of the formerly abundant species. When it comes to examining genetic diversity, the problems are not well understood throughout the country in relation to the onslaught of biotechnology, genetic mining for plant species and varieties, and the impact of the biosafety protocol under the Biological Diversity Convention.

1.6 *The costs of inaction.* From a macro-economic perspective, when human development and natural resource depletion are taken into account, the *genuine domestic saving*⁶ of the country is in reality much smaller than what is indicated by the traditional *gross* or *net domestic saving* rates of the National Accounts. In Table 1, *genuine domestic savings*, estimated to be 2.5% of GDP, or less than a quarter of gross domestic savings, is clearly indicative of Pakistan’s declining natural asset base.

Table 1. Genuine Saving in Pakistan

PAKISTAN	Percentage of GDP in 1997
<i>Gross Domestic Savings</i>	10.4
Consumption of Fixed Capital	6.4
<i>Net Domestic Saving</i>	4
Education Expenditure	1.9
Energy Depletion	1.1
Net Forest Depletion	1.6
CO2 Damage	.8
<i>Genuine Domestic Savings</i>	2.5

Source: World Bank, 1999c

⁵ Banuri and Khan 2000.

⁶ An indicator of the true savings of a country after taking into account investments in or depletion of human, physical, and natural capital (World Bank, 1999c)

1.7 In addition, the social cost of environmental degradation is likely to be enormous and will continue to increase. The direct health and productivity impacts have been conservatively estimated at US\$ 1.5 to 3.0 billion annually, or 2.3 to 4.6% of GDP⁷, almost half of which are attributable to water pollution and two thirds constitute the toll on human health from premature mortality, morbidity and reduced economic activity. This cost is almost doubled if the impact of indoor air pollution—an important neglected issue given the heavy reliance of households and particularly the poor on solid fuels—are included.⁸ The magnitude of this cost is enough to offset much of the annual economic growth and the effectiveness of the Social Action Program, for which the government has set a target of 2% of GDP.

1.8 This somewhat dismal list of sustainability concerns might raise the response that in the face of other very immediate and serious governance, security and financial problems, why tackle these problems now? Why not wait till other issues are successfully overcome? There are several reasons not to delay:

- *Sustainable development fits with other urgent reform needs.* In particular, SD can contribute to the success of devolution, and to the economic reform required to reduce current losses and inefficiencies.
- *Link to poverty reduction.* The value of sustainable livelihoods, reduced risk from natural disasters and from air and water-borne sources of disease, and improved access to natural resources are essential needs for both rural and urban poor in Pakistan.
- *Danger of losing a decade's investment in environment and sustainable development.* The NCS has opened new thinking and the beginnings of important institutional change. All of this is fragile and could be lost if there are not strong signals of its significance, and most importantly, if there is not continuity on the part of the institutions and donors.
- *Environment and security are becoming interlocked issues.* The potential that environmental decline has to create social unrest and other impacts on national and regional security is being explored in a number of areas around the world. Preliminary indications are that Pakistan is highly vulnerable at this time if environmental conditions continue to decline.
- *Environment is a unifying theme, reflecting the heritage of the nation.* Pride in the natural wonders of a country and their sustainable use over centuries can bring together rather than divide people. The great diversity of landscapes and world recognition of many aspects such as the Karakoram and other mountain ranges, and the 'cradle of civilization' in the Indus Valley are part of this heritage. The realization that important elements are under threat should provide for a common objective of improvement.
- *Sustainable development is changing international expectations for policy and governance, with important political and economic overtones for Pakistan.* The

⁷ Brandon and Hommann, 1995.

⁸ Gandapur and Bouzaher, 1999

growing significance of environment and social elements in trade relationships, the opportunity to gain access to new financial resources to handle national contributions to solving global environmental concerns, and obligations under multilateral environmental agreements are examples of why no country can afford to ignore sustainable development concerns. There is increasing understanding that open, participatory processes linking government, civil society and market players are likely to set the dialogue globally and locally. Rio+10 in 2002 is the next major global stock-taking.

1.9 A successful sustainable development strategy will have to address three key needs. It will have to mainstream the environment in a way that achieves widespread acceptance and brings conservation into traditional policy making areas such as economic growth based on industrial and agricultural development. It will have to focus much more on quality of life and human development, including the links to health and education. And it will have to demonstrate that addressing sustainability concerns will contribute to poverty reduction, for example, by providing and safeguarding livelihood opportunities. All of this is highly dependent on capacity building and institutional development started over the past decade, and on more general issues of governance and priority-setting. It will have to be supported in a variety of ways including re-alignment of institutions and budgets, better knowledge and monitoring, and a search for non-conventional sources of funding.

1.10 The past decade brought with it an awakening of interest in Pakistan concerning these issues, stimulated in large measure by the NCS. Understandably, perhaps, a considerable amount of attention has focused on ecological conservation. It is vital that this continue, for any nation stands vulnerable when its natural wealth enters into a decline. But, as other countries are discovering, the challenges of sustainable development go right to the heart of economic and social concerns. Thus it will be helpful in Pakistan to consider a three-pronged approach in which the needs of people are kept front and centre in all efforts to improve the environment and sustainability. This approach highlights three elements:

- *Environmental Health.* The burden created by air and water pollution, vector-borne diseases, and exposure to toxic substances can be reduced by more effective action on the part of municipal authorities, through education linked to family planning efforts in communities, preventive health measures, worker safety, and disaster reduction efforts.
- *Sustainable Livelihoods.* Natural resources and biodiversity are important considerations in poverty reduction, community development and, ultimately, in more participatory approaches to management of land and water resources. Currently the curves are moving in the wrong directions—many resources are declining while population and demand for rural livelihoods are on the increase. This huge challenge is central to the future health of rural ecosystems as well as economic opportunities.
- *Sustainable Industrial Development.* Export markets for several Pakistani products will move industry towards environmental improvement. This will require strong and credible regulatory institutions and far greater use of market-based instruments and voluntary measures. Cleaner production and cleaner energy

are two obvious outcomes. But getting there is a major challenge since Pakistan is still at an early stage where the regulatory framework is largely untested.

1.11 In brief, these points highlight what should be high priority concerns of a national sustainable development strategy. The argument is made in many countries that sustainable development should proceed hand-in-hand with other reforms. Indeed it is perhaps in times of crisis that the greatest gains can be made, since the economic inefficiencies and other structural reforms that must be tackled can have longer-term benefits for environment and natural resource management. But this does not happen serendipitously. It requires careful consideration of social impacts, and reform to ensure that the right kind of management processes are put in place. The NCS has been a well-intended effort at a national dialogue and action for sustainable development. We, the members of the External Review Team (ERT), will examine the strengths and weaknesses of what has happened to date. But at the start of this report, we wish to convey—with a sense of urgency—that the effort for sustainable development should continue and be strengthened in Pakistan.

CHAPTER 2. THE NCS REVIEW

Why a Review and for Whom?

2.1 The NCS Mid-Term Review (NCS MTR, see Annex 1 for TOR) is intended to “enable the stakeholders (government, civil society and supporting institutions) to take stock of the current situation and take necessary steps for mid-course correction.”⁹ Taking stock of the NCS ideally should include: (1) both quantitative and qualitative assessments; (2) getting a sense of what has been achieved collectively and individually; (3) sharing experiences of what worked and what didn’t work; (4) exchange of views and impressions through interviews and focus groups; (5) revisiting goals and targets; and (6) seeking renewal of commitments. Much of this was accomplished over the year-long process, with the ERT members (Annex 2) coming in at the late stages to assess the findings and to prepare the final report. It was not an easy task and this “ideal” approach could not be fully applied, as noted later in this Chapter.

2.2 The ERT feels confident that it has been able to address key issues in a reasonable fashion, and that the conclusions and recommendations presented in Chapter 7 are solid. But ultimately it will be up to the many actors involved in NCS to determine how the observations of the report can best be implemented nationally and at more local levels. Thus we have not tried to be totally prescriptive at any point in the report—there is more than one pathway to sustainability. Furthermore, while we illustrate progress and problems with many examples, there are many more that have not been discussed. It would be impossible, even in a report of twice the length of this document to do full justice to the interviews, background reports and range of experience of a decade of planning and implementation of the NCS.

NCS Context 1980-2000

2.3 The Pakistan NCS is one of the best-known national conservation strategies, externally admired for its vision and potential at the time it was adopted. It was developed in response to the World Conservation Strategy (WCS) launched by IUCN in 1980. The WCS was one of the first global initiatives to highlight sustainable development.¹⁰ The NCS emerged after almost a decade of discussion and analysis, and was adopted at the highest levels within the government of Pakistan.¹¹ It was highly attractive to donors, especially in the period after the Earth Summit, when sustainable development awareness percolated into the programs of development agencies. Key events during the formulative and implementation periods are noted in Box 1.

⁹ MELGRD. *Pakistan National Conservation Strategy, the Mid Term Review: A Process Overview*. March 2000.

¹⁰ The WCS was produced in revised form in 1991. *Caring for the Earth: A Strategy for Sustainable Living*. IUCN/UNEP/WWF, Gland.

¹¹ IUCN and the Government of Pakistan. 1992. *National Conservation Strategy*. 451 pages.

Early Implementation Perspectives

2.4 David Runnalls¹² in a 1995 review (Box 2) concluded that the NCS

“Goes much further than that of any of the much acclaimed Green Plans of the OECD countries. It goes further than the National Conservation Strategies of other developing countries. Pakistan has set itself a formidable challenge...It is not surprising that its implementation is difficult, uneven, and time consuming. For it requires not only changes in the institutions of government and in the way policy is formulated; it also requires fundamental changes in the way people think about their relationships to the natural environment and to such fundamental issues as social equity and the elimination of poverty.”

2.5 The implementation plan within the original NCS document, and a follow-up 1993 document focuses on budgets for individual programs, in order to garner donor support and to demonstrate practical results. As Runnalls noted: “In a perverse way this may also turn out to be one of the document’s weaknesses. For it shifts the focus to the familiar terrain of project preparation and approval...and away from the fundamental shifts in the structure of public institutions and macroeconomic policy implied by the main arguments of the document.”

Box 1. NCS Development and Implementation 1980-2000.

Pertinent milestones for the Pakistan NCS included:

- *A nine year gestation (1983-92):* leading to a strategy unprecedented in the country’s history for its comprehensive nature and focus on conservation as a critical component of development. Initial request to IUCN from government came in 1983. NCS adopted in 1992.
- *A focus on government leadership and consultation:* the NCS document was prepared with the assistance of a secretariat established in 1988 over a 3 year period under supervision of the Deputy Chairman of the Planning Commission, one of Pakistan’ most powerful bureaucrats. It involved more than 3000 people through workshops and other consultations.
- *Three operating principles were established:* achieving greater public partnership in development and management; merging environment and economics in decision making; focusing on durable improvements in the quality of life of Pakistanis.
- *Government spending* on natural resource management and efficiency of resource use was to increase from 4% of national investment to 8% by 2000.
- *Seven level strategy for implementation:* federal and provincial leadership; departmental responsibility; district coordination; community participation; individual action; corporate tasks; government and NGO support.
- *1993-98 Plan of Action:* was presented via a Cabinet-level Implementation Committee to Pakistan donor consortium in 1993. 14 core areas (see Annexes 1 and 5 of this report) plus four cross-cutting areas for immediate action: institutional strengthening (technical, regulatory and participatory); supportive framework of regulations and economic incentives; broad-based communications for public awareness; project implementation in priority areas.
- *NCS attracted external funding from the start:* IBRD began environment project identification in 1985, leading to EPRCP which ran from 1992 to 1999 in support of capacity development within government. The World Bank agreed to accept NCS in place of a NEAP. PEP partnership established with funded by CIDA in 1995 (CIDA and UNDP largely funded the NCS preparation process.) Other donors responded by increasing emphasis on environmental portfolio.

¹² Runnalls, D. 1995. *The Story of Pakistan’s NCS*. IUCN-Pakistan.

**Box 2. Early Lessons Learned about NCS Development and Implementation.
(Runnalls, 1995. The Story of Pakistan's NCS)**

Why did the Strategy work initially? **Indigenous process** that penetrated fairly deeply into government, driven by consensus at senior levels, so there was acceptance by all concerned ministries, with signoff; provinces had opportunity for comment; in addition NGOs, mass media, public and private sector all had involvement. **A spirit of partnership was fostered; the search process involving expertise from Pakistan and abroad** identified key issues and catalyzed interest and alerted government of serious nature of problems and later participation of Pakistan in Rio Earth Summit as Chair of G77. **Key inputs from several outside advisors** in early years. **Donor agencies backed a process rather than a project. Insistence on quality**, especially on the part of some support organizations such as IUCN.

Preliminary lessons learned (to 1994-95). **NCS is a political document** that should facilitate the Strategy's acceptance by the economic community and to protect government implementers from the rest of the bureaucracy. **NCS should be a SD strategy** (it already enjoyed the support of some Pakistani finance ministers). **SD requires major institutional change** for its implementation, not only within government—create and develop new institutions, revise and strengthen existing ones, and create linkages among federal departments and between federal government and provincial and local governments. **Process is at least as important as the final product.** Implementation plan largely about **capacity building**. Outside organizations must **be sensitive to the indigenous nature** of the process. **Outside consultants should be chosen well and used sparingly.**

Linkages: Environmental Sustainability, Economic Growth, and Poverty Reduction

2.6 Clearly for the NCS to be effective as a sustainable development strategy, it had to deal effectively with the linkage of poverty reduction, wealth generation that can actually benefit the poor, and environmental sustainability. How can environment contribute to 'pro poor growth' and 'pro poor human development'? In two ways:

- *By avoiding or mitigating the health and productivity impacts of pollution* caused by an array of factors, chief among them: (i) air emissions, particularly in the large cities, from traffic, industrial sources, and homes, with a high incidence of respiratory problems; (ii) water contamination causing high morbidity and mortality from water-borne diseases (e.g., diarrhea, hepatitis, and typhoid); (iii) inadequate management of hazardous chemicals used in both industry and agriculture; (iv) inadequate solid waste management; (v) inadequate hygiene practices and food quality standards; (vi) substandard housing conditions; and (vii) inadequate safety, hygiene, and labor practices in the work place.
- *By reducing the occurrence and impacts of natural resource degradation, and by improving conservation for economic development and livelihoods opportunities of the poor.* The intensification of agricultural production (particularly in the Indus Basin), through irrigation, increases in both yield and area under cultivation, has led to increases in production and food supply. However, this has been accompanied by increased salinity and soil degradation, riverine deforestation and mangrove destruction, as well as decline in biodiversity, fish resources, and water quality impairment from agro-chemicals. Future economic development opportunities will be constrained if the degradation of the natural resource base continues unchecked. Meanwhile population and consumption continues to grow

rapidly and poverty is not being reduced. This growth further exacerbates land degradation, deforestation, marine and coastal degradation, as well as urban and industrial pollution. It is this double-pronged set of problems that create a vicious circle of lost opportunity and degradation that can and should be addressed.

2.7 A second key question is how can environmental sustainability contribute to economic growth?

- *By including environmental considerations in macro-economic and sectoral policies and the associated incentive structures*, gradually it should be possible to move away from a situation where every signal is to ‘cut and run’ today, because it may not be accessible tomorrow. To avoid this race to the bottom in terms of sustainability means ‘leveling playing fields’ in a fashion that reduces corrupt forest practices, unfair water allocation, and makes cleaner energy sources more available, while making it more difficult to access low quality fuels. Policies that foster the adoption within Pakistan of internationally accepted environment and resource management practice—a ‘race to the top’—also helps economic development by attracting progressive businesses that can transfer environmentally-sound technologies and by providing a greater access to environmentally-conscious markets in the USA and Europe in particular.
- *By providing safeguards for clean growth* the population of Pakistan will become healthier, more productive and therefore better contributors. The existing air and water pollution problems are contributing significantly to poor health, with the greatest ill-effects likely being experienced by the poor. As well, through better management of ecosystems and through improved urban planning, the risk attached to natural resource hazards such as floods, drought, and windstorms can be significantly reduced, with lower losses to productivity and less need for emergency measures.

2.8 We stress these types of linkages from the beginning, and return to them throughout the report. For they are the foundation on which the future of the NCS and of sustainable development in Pakistan depends.

NCS Focus during Implementation

2.9 Examination of the NCS through this framework of a focus on the twin needs of the poor and of economic development clearly shows that the NCS:

- was largely focused on achieving environmental outcomes (centered around ecosystem integrity);
- policy focus was geared towards environmental institutions and very weak on macro-economic and sectoral policies;
- ‘incentives’ focus was mainly on regulation and ‘command and control’ type approaches, and very weak on economic instruments;
- lacked prioritization, as evidenced by the absence of any form of evaluation of costs and benefits and fiscal implications, except in the most general terms; and
- clearly did not address poverty reduction—the most fundamental of the core development issues—as directly as it might have.

Thus the NCS became a largely environmental guidebook (similar to the more conventional National Environmental Action Plans) with a large “shopping list” of needs at all levels rather than serving as an implementable strategy for *institutional transformation* towards sustainability. In Table 2 we summarize where NCS appears to have placed greater or lesser emphasis in addressing environment-economy and environment-poverty concerns.

Table 2. NCS Relative Emphasis on Environmental, Social and Economic Areas.

Key linkages between environmental sustainability and economic growth	Key linkages between environmental sustainability and poverty reduction
<p><i>NCS focused more on:</i></p> <p>Safeguards for internalizing the cost of environmental degradation:</p> <ul style="list-style-type: none"> • NEQS • EIAs • Monitoring and enforcement • Strengthening of environmental institutions • Mass awareness <p><i>NCS focused less on:</i></p> <p>Macro-economic and sectoral economic policies:</p> <ul style="list-style-type: none"> • Economic Pricing (water, energy) • Pollution taxes * • Removal of env. damaging subsidies (agriculture, oil and gas) • User charges and cost recovery • Energy sector reforms • Agric. and forest sector reforms (taxation, land distribution and renegotiated rights and responsibilities, irrigation policy) <p>* initiative awaiting implementation</p>	<p><i>NCS focused more on:</i></p> <p>Safeguarding the country’s natural resource base, with the implicit assumption that this would lead to a better quality of life for all Pakistanis in the long-run.</p> <p><i>NCS focused less (and not directly) on:</i></p> <ul style="list-style-type: none"> • Health outcomes (through clean water and air, hygiene, housing, and education) • Livelihood outcomes (through sustainable management of natural resources) • Prevention/mitigation of environmental risks and economic shocks • Empowerment and social capital development

How the NCS Was to Be Implemented

2.10 The initial NCS implementation Coordinating Cabinet Committee was established in March 1992. It included the Minister for Environment as convener, the Minister for Finance and Economic Affairs, the Minister for Education, the Minister for Science and Technology, the Minister for Food and Agriculture, the Minister of State for Cooperatives and Forestry, the Deputy Chairman, Planning Commission, Secretary General, Finance and Revenue Divisions, Secretary, Finance Division, Secretary, Environment and Urban Affairs Division, and the Additional Secretary,

Inter-Provincial Coordination. Unfortunately this cabinet committee only ever met twice. It can be revitalized and updated in terms of membership, since the concept was good. A NCS Coordination Unit was established to provide the secretariat support for implementation.

2.11 The main approach to NCS implementation was to be via four partnerships: government and NGO (*for NGO capacity building*), government and private sector (*regulations and incentives*), within the government (among agencies and federal-provincial for *institution building*), and a *mass awareness campaign* to link government and the public at large. An important move was the development of the Pakistan Environmental Programme (PEP), launched in July 1994, aiming to build capacity of four institutions—the NCS Unit of MELGRD, the Environment Section at the Planning and Development Division within the Planning Commission, the Sustainable Development Policy Institute (SDPI) and the World Conservation Union IUCN-Pakistan Program. PEP, funded by CIDA, and rather thoroughly reviewed at various times¹³ has endured and is currently the essential, albeit imperfect mechanism, for NCS coordination. A second major project was the Environment Protection and Resource Conservation (EPRC) Project funded by the World Bank and implemented through MELGRD. The EPRC not only focused on institutional development but also undertook some pilot natural resource management projects.

2.12 In a 1993 plan of action prepared for a donor coordination meeting laying out the five-year plan priorities¹⁴, it was suggested that a financial outlay of Rs. 19.234 billion, exclusive of on-going water management, forest management, sewage and several other environmental programs, would be required. As much as 82 % of the overall allocation was to be spent on provincial governments and special areas, 16 % on federal agencies and 2.6 % on an NGO support fund. The allocation by subject area was to be 38% for pollution prevention and control including urban waste management, 10% forestry and plantations, 10% watershed protection, biodiversity conservation 9%, with 33% shared among the other nine core areas. This plan became the main implementing document for the NCS, not updated since.

Constraints on Environmental Action during NCS Implementation

2.13 The extent of environment and sustainability neglect, and continued poor performance of environmental institutions can be attributed to four major constraints:

- *Lack of political commitment and weak governance.* Despite the NCS framework for sustainable natural resource management and environmental protection (which was prepared in a uniquely consultative way prior to being adopted by the Cabinet), and input through a number of donor-funded initiatives, environmental considerations are still not fully integrated into the country's economic growth and poverty reduction plans.

¹³ e.g. Simon Miles, B.D. Bell, Tariq Qurashi, and Athar Ali Khan. 1998. *Pakistan Environment Programme. Mid-term Review Report*. CIDA.

¹⁴ Government of Pakistan. January 1993. *The Pakistan National Conservation Strategy. Plan of Action. 1993-98*. 81 pp.

- *Weak institutional capacity.* Despite important progress in establishing a regulatory capacity and environmental institutions both at the federal and provincial level (updated environmental legislation provides for delegation of monitoring and enforcement powers at the provincial level), this institutional apparatus will remain largely ineffective, as long as the country does not have:
 - the necessary human resource capacity and incentives for implementation;
 - a credible monitoring and enforcement system;
 - a sustainable funding mechanism (based on “cost recovery” and the “polluter-pays-principle”); and
 - a process of engaging the public through information disclosure, education and mass awareness programs, and participatory mechanisms.
- *Weak policy framework.* This is reflected in:
 - inadequate valuation of resources (e.g., water, energy);
 - little or no influence on sectoral policies (e.g., energy, urban, transport, agriculture, irrigation, forestry, health, and education), and import/export policies;
 - weak understanding of linkages between environment and poverty outcomes; and
 - limited forums and processes for debate, learning action on sustainable development.
- *Weak fiscal management and resource mobilization.* Despite a provision in the 1997 Environmental Act for instituting a “pollution charge” for industrial effluent, and provincial “sustainable development funds”, no broad based policies are in place for promoting cost recovery, re-use and re-cycling, user charges (e.g. from nature tourism and National Parks), and environmental fees and taxes. Consequently, environmental agencies are necessarily dependent on very slim budgetary transfers and continuously seek donor funding (e.g. from CIDA, SDC, GTZ, ADB, EU, UNDP, and World Bank).

2.14 All of these factors relate to the overall issue of a crisis in governance within Pakistan that unfolded and worsened over the decade. It was certainly not an easy time to be introducing ideas as bold and inclusive as those of the NCS. Underlying the problems of governance are basic constraints such as a society still partly under feudal arrangements with weak government-civil society relations and subject to corruption.

General Analytical Framework for the NCS Review

2.15 The NCS conceptualization emerged in the late 80s in a context within Pakistan of massive poverty, severe environmental degradation, lack of awareness, and extremely limited institutional capacity to deal with environmental issues. The NCS’s highly participatory and inclusive approach was in many ways futuristic. However, with three major and overlapping objectives¹⁵, 14 core areas with a number of cross-cutting issues, and no less than 60 clusters of outcomes (most of which had specific quantitative targets associated with them) within 68 programs, NCS was

¹⁵ (1) conservation of natural resources, (2) sustainable development, and (3) improved efficiency in the use and management of these resources.

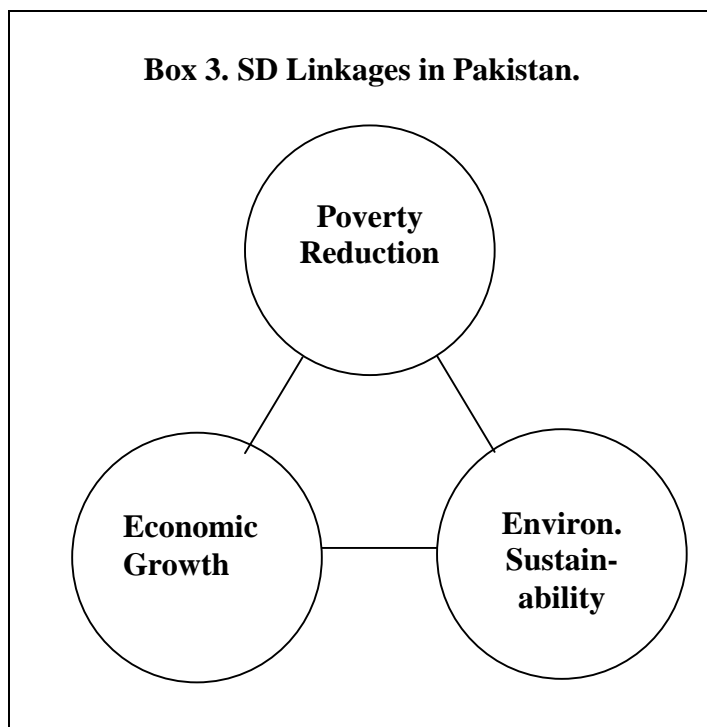
inherently complex. But it appeared to lack four fundamental ingredients: (1) *a clear enough implementation road map*, (2) *a monitoring system geared towards evaluating tangible changes in the behavior of institutions and environmental quality on the ground*, (3) *a system of accountability for outcomes*, and (4) *a multi-stakeholder process for keeping an overview of the NCS, learning and enriching it*. These four points occupied the MTR to a considerable extent.

2.16 NCS's implementation was stifled by its weight and ambitiousness. In addition, there were weaknesses in appraising and providing mitigating measures for risks associated with achievement of objectives (e.g., macro-economic factors and constraints to resource mobilization, political will on the part of decision-makers) and implementation capacity. These were reflected in the lack of an evaluation and monitoring system and the lack of capacity and flexibility to learn and adapt—adjusting course and targets as appropriate. The points raised in these two paragraphs are reviewed in more detail later in this report. They are introduced here because they had an important impact on the capacity of the ERT to fully address the MTR TOR, as noted below.

Evaluation Criteria

2.17 The MTR itself was complex, and was based on equally ambitious terms of reference (reflective of NCS complexity). It became very clear quickly to the ERT that a detailed analysis and evaluation of the specific objectives of the 14 core areas in quantitative terms was neither feasible, given the time frame and resources available, nor appropriate. Thus the ETR agreed to adopt three evaluation criteria:

- *A simple sustainable development framework against which to assess achievement of the stated objectives of the NCS.* This framework (Box 3) allows development objectives to be characterized in terms of three types of outcomes and the linkages between them: (1) economic growth; (2) poverty reduction and social development; and (3) environmental sustainability. Many of the traditional development efforts have focused on achieving poverty reduction and social well-being through economic growth. Less attention has been paid to the linkages between environmental sustainability and economic growth on the one hand, and environmental sustainability and poverty reduction, on the other. Therefore much less is known about the nature of these linkages. This 'critical triangle' of development outcomes is by no means a panacea. But it represents a simple way to start identifying the *essential institutional and policy linkages* that need to be at the core of the country's sustainable development agenda.
- *A qualitative rather than quantitative assessment of the 60 outcome groups of NCS.* In this case, because of the paucity of reliable quantitative information, we have used anecdotal evidence, results of focus group meetings, impressions from site visits, expert opinion and the collective experience of the MTR partners, to piece together an evaluation of outcomes.
- *A review of the processes/systems intended to communicate and implement the NCS.* This review is based largely on institutional analysis derived from interviews inside and outside of government, with limited comparisons based on experience internationally.



MTR Analysis Approach

2.18 The analysis draws primarily from documented case studies of on-the-ground experiences of different approaches and projects over the past 10 years, and from extensive focus group consultations, and individual interviews about progress and problems. In addition, a number of implementation sites throughout the country were carefully selected through desk studies and interviews in order to identify a representative range of the different delivery approaches (i.e. ‘institutional models’ or ‘institutional arrangements’) that had been piloted across the different regions and sectors. The overall MTR approach (detailed in Annex 1) consisted of:

- *Preparation of background studies and assessments.* Nine studies were commissioned, covering a range of stakeholder consultations and cross-cutting issues. These were carried out from October 1999-April 2000. In addition, PEP partners and the World Bank contributed evaluations of their programs. The studies are listed in Annex 4.
- *Desk study.* During the desk study, information was collected from studies, reports, books and articles related to the sectors covered under NCS. In addition to this initial review, discussions were held with relevant central-level stakeholders, local line agencies, and NGOs to seek additional information.
- *Consultations and focus group discussions.* In addition to the MTR public consultations held in various parts of the country in late 1999, discussions were held by the ERT with relevant stakeholders, national and local agencies of government, and other key informants. The final list of institutions and people

consulted and cases is presented in Annex 5. The institutional arrangements observed are discussed in Chapters 3 and 4.

- *Field visits.* Field visits in March-April 2000 by members of the ERT consisted of visits to provinces and territories to investigate the state of provincial conservation strategies and to visit selected projects, with interviews to collect detailed information and evaluations. However, it is important to note that, except for a few cases, field visits were targeted to key informants, and not beneficiaries directly. The field visits are noted in Annex 6.
- *Validation workshop.* A national multi-sectoral meeting, attended by more than 80 participants, was convened in mid-April by the Minister of MELGRD to share initial findings and recommendations of the MTR and obtain stakeholder feedback.

2.19 The information gathered through the background reports, desk studies and field visits was synthesized to identify the roles, responsibilities and relationships of key actors in NCS implementation, and to consider the extent to which outcomes had been achieved. It is important to note that no systematic review or analysis of the individual 14 core areas and associated 68 programs was conducted since that task proved beyond the capacity of information and time available to the ERT.

2.20 The ambitious terms of reference for the MTR included a matrix with seven key outcome areas and eleven core processes/systems (Annex 3). This was to guide the overall effort, especially with respect to performance evaluation. While the matrix was useful for general organization of the MTR's efforts and findings, it was never intended for quantitative measurement of performance. Furthermore, there are some important missing elements. The ERT has used the matrix as general guidance, so that comments concerning the core processes/systems are found in the text of the MTR report. But the performance of the NCS is considered largely in qualitative rather than quantitative terms, derived from inputs from the stakeholders and the material pieced together from a wide variety of sources, including information provided by the NCS Unit in the course of the MTR.

Constraints and Limitations in Conducting the Review

2.21 The MTR faced a number of challenges over the year-long implementation. Indeed, combined with the time taken to organize the MTR, it was an extraordinarily long and quite complex undertaking. The intent of the MTR is certainly to provide a high quality, serious examination of NCS performance. We believe this has been achieved—but even more might be achieved if lessons learned from this review can be applied for future record-keeping, continuous review and evaluations. The following constraints and limitations therefore deserve attention.

2.22 The approach of having a MTR Coordinator (Maheen Zehra) appointed within government throughout the process was an excellent idea. Having the individual seconded from one of the cooperating partners (IUCN-Pakistan) was useful to all parties, but it was not without operational issues.

2.23 The management of the process involved “weaving a cloth combining a complex mix of players, interests, competing sectors, federal and provincial government departments.” This process was essential for building consensus on the purpose of the MTR and for addressing the varying perceptions and interests of key actors, including the PEP partners, donors, etc. It was hindered by the limited culture for a consultation approach within the government and, at various times, by the cumbersome governmental rules of business. In a sense the MTR had to rekindle the spirit of participation and inquiry that had characterized the formulation of the NCS—overcoming inertia and educating many of the actors who were new to the NCS.

2.24 Missing from the initial effort was the ERT, which was appointed much later in the process. The MTR Coordinator believes that, had the ERT been involved in the early stage of the process to provide inputs in the design, many of the operational and methodological issues could have been resolved much more quickly so that the MTR might have been completed in half to two-thirds of the time elapsed from the start in June 1999.

2.25 There is also an issue regarding the varying quality of the background studies prepared as part of the review. Several organizations were involved in the contracting and conduct of the studies. The work was carried out with quite limited financial resources. While some of the studies were of considerable value, a few provided only limited insight.

2.26 The most significant limitations centre around two matters. The first is simply the lack of reliable environmental and other information. This is commented upon in various parts of the report. It is a problem made worse by the long period spanned by the review, which makes it difficult to assemble reliable information. The second matter is the lack of much direct consultation with beneficiaries throughout the MTR. In general this is a problem with the NCS—the opinion sampling of people who are likely to be affected by NCS implementation is not well developed across the wide range of program areas.

2.27 It has been pointed out to the ERT that rarely are comprehensive strategies in Pakistan subject to such thorough review as the current one attempts to be. Thus the inherent challenges are in a sense even more regrettable since it is impossible to be as quantitative or as definitive in many of the observations as would be desired. On the other hand, it is highly encouraging that the national government, the other PEP partners, and others involved in the NCS implementation have demonstrated a considerable commitment to the review process, and to the use of the resulting product.

CHAPTER 3. NCS IMPACTS 1992 – 2000

3.1 This chapter presents the bulk of findings about NCS performance. We have divided into six sections. The first is an overview of how the NCS fits into the *political economy of environment and development/conservation* concerns within Pakistan. This is important, for as noted in the 1993 NCS action plan, the NCS had already “begun to shape our very approach to governmental decision making...away from direct administration and towards partnership.” The second is *awareness raising*. Third is the critical issue of *institutional development*, including capacity-building, within the three sectors. Fourth is examination of *outcomes* (not simply outputs) arising from the commitments of this past decade. This is, of course, a difficult but essential element of the review. Fifth, a summary of *views arising from public consultations* is included for comparison with the observations derived in other ways. And, sixth, the subject of *Monitoring, Reporting and Evaluation* (MRE) is examined.

NCS and the Political Economy of Conservation in Pakistan

Creating New Space and Coalescing Agendas.

3.2 While the first phase of NCS action has not produced many tangible outcomes where the environment is demonstrably improved, or sustainable development implemented, it has led to successes in certain areas, and especially in creating institutions and awareness as well as a platform for policy debate and formulation. Within government, perhaps the main achievement of the NCS is the development of a policy framework, including the 1997 Pakistan Environmental Protection Act (PEPA)¹⁶, the designing of the national environmental quality standards (NEQs) through a consensus building process, the agreement to levy a pollution charge on industry (thus giving substance to the “polluter-pays-principle”), the establishment of environmental tribunals, the formalization of the rights of citizens to protect collective environmental rights through the judicial system, and a framework for providing fiscal stimulus to environmental activities. This process has helped enhance mass awareness of environmental issues, which is demonstrable at various levels of society.

3.3 The NCS process opened up a new space outside of the one traditionally occupied by a coalition of feudal lords, powerful elites, and the government bureaucracy. The coming together of a number of groups of widely varying business, development, social and governance interests around the environmental agenda, has created a sense of goodwill and partnership between government agencies, the private sector, and the independent sector. While this would not have been possible without an injection of external direct financial support to the government by donors, the drive towards such action came mostly from the independent sector and built on change agents within the government wherever they were available. Indeed, the institutional structures of the independent sector—including transparency, inquiry, cooperation, participation, and continuity—were a key factor in opening up a new type of space between the government and its citizens.

¹⁶ PEPA is the acronym for *An Act to Provide for the Protection, Conservation, Rehabilitation, and Improvement of the Environment, for the Prevention and Control of Pollution, and Promotion of Sustainable Development* (Act No. XXIV of 1997).

3.4 Despite failed, and, in retrospect, overambitious expectations in terms of a projected doubling of environmental investment (expected to reach 1.7 percent of GDP), the practical significance of the NCS document is not exclusively in terms of its stated quantitative goals. Rather, it lies in the framework it provided, the baseline information that was collected under its auspices, the model of participatory strategy development it introduced, and the network of stakeholders it mobilized. In addition, the implementation of the NCS helped create and strengthen key institutions, and thus provided an opening for subsequent initiatives.

The Role of Policy Communities¹⁷ in Shaping NCS in the Future

3.5 Since conservation cannot succeed without political will and strong stakeholder support, the NCS process should continue its effort to generate strong political support. This would happen only if the environmental programs speaks to the socio-economic agendas of the country which are represented by many powerful networks: (1) economic and trade liberalization, consisting almost exclusively of economists and business interests promoting market solutions; (2) the poverty eradication network which is united around community empowerment, development and institution building; (3) the agriculture network which consists of agronomists united by the green revolution's promise of dramatic yield increases; (4) the energy network, united for a long time around the unrealized potential of hydro power; (5) the urban agenda network, united almost exclusively by the vision of real estate development; and (6) the international NGOs and donor networks which combine a multitude of visions, ranging from pure conservation, social transformation, development effectiveness, and opening up markets and business opportunities. By and large most of these networks still operate at cross-purposes much of the time, with limited consideration of sustainable development.

3.6 NCS experience so far has shown that the community development and conservation/environmental NGOs, which form the backbone of the environmental and sustainable development policy network, still have a major role to play in bridging the gap among the objectives of other powerful policy community networks. This should become one of the stated core objectives of the NCS, and not an incidental one. Mainstreaming the environment and focusing on the links between economic growth, poverty eradication and human development would help bridge many of the gaps between the environmental agenda and the goals of the more traditional and powerful policy communities. Over time the outcome should be developing synergies between different programmatic objectives, strengthening of the environmental policy community, and improving resource mobilization and overall effectiveness.

¹⁷ “A policy community is defined as a network of individuals and institutions with interest and expertise in a particular area, and therefore a stake in the process of decision making regarding that area. It is based on the idea that policy-making is not a monolithic exercise located in one ministry or agency. It involves cooperation between governmental agencies—environment, finance, commerce, foreign affairs, energy, and agriculture—as well as non-government entities—NGOs, business associations, media groups. The decision making process invariably reflects the relative political influence of these groups and involves political negotiations and compromises between them.” (Banuri and Khan 2000).

Awareness Raising

3.7 The NCS has created awareness about environmental protection and management needs, and, to a lesser extent, about ways in which environment and economy link, and about social impacts of environmental damage. The basis for these observations comes from interviews in the major sectors, monitoring of media stories, past evaluations of organizations influential in the implementation of the NCS, and actual instances of environmental action, including advocacy campaigns. Many of those consulted during the MTR consider awareness raising to be the single most important achievement of the NCS. It is also pointed out, however, that the NCS was not alone in creating this awareness. The expanded interest of the international community and of global media certainly would have raised the profile of environment and sustainable development to some extent even in the absence of the NCS. And other organizations such as the Family Planning Association of Pakistan take messages about environmental health and sanitation to local villages quite independently of any connection to the NCS.

3.8 Unfortunately there are no reliable surveys of how far the NCS has penetrated at the community level, nor of which messages are being absorbed by either rural or urban populations. Thus the basis for building mass awareness campaigns is quite weakly developed, and a strategy for national environmental education is lacking.¹⁸ Some environmental awareness activities in Pakistan do not profess a connection with the NCS, although their objectives are in line with it. Government departments such as the forest and wildlife divisions do not directly refer to the NCS as justification for their work.

3.9 Hagler Bailly, in its review of mass awareness conducted for the NCS, observed that “behavioral change does not just *support* the NCS environmental awareness campaigns—it *is* the NCS.” This comment should be kept in mind, for it succinctly expresses an important message. Without significant behavioral shifts within institutions and on the part of individuals, the objectives of the NCS will never be fully addressed. In Box 4 key findings from the Hagler Bailly report are summarized. They reveal a situation where there is limited appreciation of the range of tools available for mass awareness and a disconnect between this theme and the limited efforts for environmental education within schools. There is also a suggestion based on monitoring of media clippings by SDPI that environmental stories peaked in 1997 and have dropped some 30% in frequency since. To some extent these observations follow patterns in other countries, where public interest peaked just before the 1992 Earth Summit.

3.10 The Communications Strategy originally designed by the NCS is now redundant and lacks ownership. This strategy should be revised in light of the NCS Unit’s experience with mass awareness and, more importantly, using the research conducted to devise the provincial strategies’ communications component. A round table comprising stakeholders from the government, NGOs, and civil society should

¹⁸ See Hagler Bailly Pakistan. March, 2000. *Mass Awareness Initiatives. Final Report*. MTR NCS.

**Box 4. Development of Mass Awareness through the NCS.
(Mass Awareness Initiatives – Hagler Bailly Final Report NCS MTR)**

Five key objectives: Help civil society develop environmental awareness; basic environmental knowledge and role of people; how to anticipate, avoid and solve environmental problems; develop ability to contribute and evaluate environmental policies, measures and programs, develop sense of urgency leading to direct participation in appropriate action.

NCS focus: Communications strategy and environmental education with “systemic support for effecting behavioral change” rather than reactive publicized solutions to environmental problems.

Was there an environmental education strategy? Despite several efforts, basically no. “Environmental education is not considered part of the continuum of mass awareness that begins with communications and ends with environmental education. As this basic concept was never explained explicitly, in the NCS or any other document, mass awareness has become synonymous with communicating via the mass media only.” Private sector schools (52-54% of students) have been ignored.

Curriculum development: Approach in NCS is “revise, restructure and update” with a focus on existing curricula. The curriculum of the formal education sector is so rigidly defined that environmental education has been unable to penetrate it fully, although there are some signs of changes, especially in some regions. Pilot material development projects have been developed within the Ministry of Education. Environmental education has been included in the Postgraduate Teaching Certificate and Certificate of Teaching curricula. ‘General Science’ in the future will be termed Environmental Education. In NWFP and the NAs there is active work on curriculum development.

Mass awareness:

- At least 35 awareness raising campaigns on specific issues have been undertaken nationally or locally by government or civil society organizations.
- National level campaigns were undertaken by the NCS and through MELGRD, the latter with considerable EPRC financial support. In both cases, while useful materials were developed, there was lack of coordination, and a lack of continuity since they were project activities with a fixed life span.
- Mass awareness and education initiatives are in various stages of development and implementation in provinces even where there is no PCS but there is a definite value arising from the efforts in those areas with a conservation strategy process.
- WWF plays an important role in all media and in on the ground resource centres.
- Role of communications officers and environmental information centres (IUCN, EIMC in Peshawar and rural areas, SDPI is extremely important.
- Forum for Environmental Journalism (FEJP); Journalists Resource Centre (JRC) formed in 1988 and tries to use Urdu press, radio and TV.
- NCS Bulletin became *The Way Ahead* with investigative reporting on SD issues.
- Monitoring of SDPI environmental press clippings revealed that number of stories peaked in 1997 and has dropped at least 30% since.
- Houbara Bustard Campaign to stop foreigners hunting a bird designated under CITES but permitted by Ministry of Foreign Affairs is the “effort is the closest that Pakistan has come to a systematic awareness-raising program.” Also, the Kirthar National Park Highway Campaign – “first instance where the pressure of civil society forced the government to rethink its options and modify a project against its will.”

What works (and doesn't): Communications training could focus on communication as a process: drawing, photography, puppetry, and street theatre; plus advanced themes such as TV production. Radio is the key mechanism for reaching most people. Non-traditional: *ulemas* and *jirga*, already acted upon in SPCS: *hujra* (daily meeting of men); *godar* (area where women gather). A major weakness of SPCS (like the NCS) is that it was difficult to get government to take full ownership of a communications strategy. SPCS, however, has long list of interesting short-term mass-awareness goals that could serve as a source of ideas and experience for others.

be formed to review the existing environmental education and communications strategies. In order to assess behavioral change as a result of mass awareness drives, a market survey needs to be carried out. Without this, it will not be able to measure future achievements.

3.11 It also should be pointed out that there has been remarkably little use of awards and competitions as positive incentives for behavioral change and awareness-building. Cost for such initiatives could be met from a number of sources, including private sector firms, membership-driven NGOs and governments.

3.12 One of the most useful mechanisms for encouraging a high level of interest on the part of the media has been the support services provided to journalists and NGOs via the Sarhad Provincial Conservation Strategy (SPCS). One of the challenges for the SPCS has been to help its constituency to grow outside the government system, as well as within it. Both the Frontier Forum for Environmental Journalists (FFEJ) and the Frontier Resource Centre for NGOs and community-based organizations have been given considerable strategic boosts by the SPCS. FFEJ holds courses for journalists in the province to familiarize them with environmental issues (for which the journalists pay) and is resulting in an increasing body of stories. The Urdu press in particular is being targeted. The FRC offers training, research and documentation and networking services, with a concentration on practical local SD. Importantly, it offers NGOs something other than money. The work of these support services, plus the round tables in the NWFP (see Potential Success Stories later in this chapter), is building up expectations of government-civil society partnerships in decision-making, and expectations of improved transparency—which will help to drive the SPCS and increase the level of sustainable development awareness.

Shaping Institutions in Government, Civil Society and the Private Sector

Pre-NCS Institutional Framework: A Brief Overview

3.13 Prior to the launching of the NCS, Pakistan lacked adequate institutional infrastructure required for implementing a comprehensive environmental policy and diverse programs. Ideally, federal and provincial governments should play a central role in formulating/designing/mainstreaming appropriate policies and programs, in mobilizing and allocating financial resources and by providing an enabling environment. In the absence of strong institutions, GOP's role in the past had been rather weak: marked by incoherent and sporadic efforts with very little impact. The role of the private sector in addressing environmental issues was dismal, and very few NGOs had the wherewithal to play an effective role in this area. The weak institutional base in Pakistan posed innumerable obstacles in the way of promoting sustainable development.

NCS Institutional Vision

3.14 In discussing the agenda for action and the implementation strategy, NCS envisaged:

“An institutional development plan, to assign individuals responsibility for taking action. These individuals and agencies must exist and be capable of taking action, if not, they must be created. Sustainable development is a new paradigm, requiring action on previously neglected environmental and collective issues. Hence institutional development is necessary. A monitoring and evaluation plan, to allow on-going and periodic assessment of progress.”

The NCS called for the strengthening of the existing institutions through capacity building and creation of new ones where necessary. It recommended improved collaboration and coordination among key relevant institutions.

3.15 The NCS underscored the importance of recruiting trained personnel for various key areas that were suffering from the shortage of requisite skills such as:

- technical staff to assess and monitor emission controls;
- trained extension staff with government and NGO;
- a cadre of environmental social scientists, including economists;
- primary scientific research staff; and
- well-trained administrative professionals who combined organizational efficiency with technical knowledge.

GOP and donor support were established to address these capacity building needs.

3.16 Recognition of the pivotal role of governmental, non-governmental and private sector institutions in the implementation was certainly an essential element of the NCS. Indeed this recognition of support from all three sectors was almost revolutionary in the extent of cooperation demanded of organizations. In the next section further details of the NCS vision for these three sectors are provided in Boxes 5 to 7, and an outline of actual performance.

Institutional Shaping 1992-2000

Public Sector (Box 5)

3.17 The performance of the national governmental institutions can be summarized very succinctly: the institutions were set up as anticipated but they are not functioning well.¹⁹ In this section we examine some of the problems that have emerged with key implementing bodies at the national level (and in the case of the EPAs, also at a provincial level). There are other issues that are not treated here, including relationships among government units, leadership failures at the cabinet level, and provincial action. These points will be discussed at a later point in this chapter.

- The NCS Unit was established soon after the adoption of the NCS but it failed to carry out the rather ambitious tasks assigned to it for various reasons. The observed weaknesses are:

¹⁹ See Tariq Banuri and Shaheen Rafi Khan. 2000. *Environmental Strategy Background Report*. SDPI for MELGRD and World Bank; and Aamir Matin and Aqil Shah. March 2000. *Institutional Development for NCS Implementation*. MTR NCS. UNDP, Pakistan.

- Position within a ministry with relatively weak influence to date (MELGRD);
- No real powers other than “persuasion”;
- Burden of administrative work—the Joint Secretary is also JS Administration;
- No clear monitoring mandate, and yet the NCS should have been learning from pilot activities, and evolving to deal with emerging trends;
- Short-term staff, with rapid turnover (5 Joint Secretaries in 8 years) – but who have been given a long-term responsibility (the NCS having a long time horizon);
- Contract staff who do not know the government system well – and yet are supposed to influence many parts of government, federal and provincial;
- Mainly generalists on staff, who therefore cannot engage with technical people from other bodies;
- Small size of staff – in relation to the large scope of NCS activity.

3.18 Largely as a consequence of these constraints, the NCS Unit has not properly communicated its role, promoted the NCS to the provinces, screened development projects for environmental soundness, or given assistance for developing environmental regulations. Indeed, the MTR was the first opportunity for some time for it to get out into the provinces. The NCS Unit is so ill-equipped that many staff seem to have forgotten their mandate. Stakeholders in the BCS, for example, complained that there was inadequate briefing on the NCS contents and approach.

3.19 The Environment Section in the Planning and Development Division was created in 1993. This section has experienced a high turnover rate of its Chief. It faces merger with another section during the on-going “right-sizing” exercise. Recruitment of project funded consultants, slow initially but adequate now, has created a somewhat hostile working environment in the section. Stakeholders within the Government Sector complain that the Section in fact has been a hurdle in the formation and processing of NCS related projects. The expectation that the Section will positively influence annual and national development plans remains under question.

3.20 Federal and Provincial EPAs were already in place prior to the NCS adoption. The 1997 Act assigned EPAs the responsibilities to administer and implement the provisions of the Act, to prepare national implementation policies for approval by PEPC, implement these approved policies, coordinate environmental policies and programs nationally and internationally, promote public education and ensure the enforcement of the National Environment Quality Standards.

3.21 A number of donor assisted projects have attempted to strengthen the institutional capacity of both the Federal and provincial EPAs (in particular the World Bank EPRC Project) through providing professional/support staff and providing physical facilities and equipment etc., but the EPAs continue to face numerous challenges including: the issues of the regularization of their staff, shortage of funds for recurring expenses etc. EPA responsibilities are greater than their capacity to deliver, and they are mired with various organizational and structural issues, and low political commitment. On the other hand, unlike views about the NCS Unit, there is still a strong hope expressed by many people that the potential roles envisioned for the EPAs still can be achieved.

Box 5. NCS Vision for the Government and Its Impact

The institutional development at the federal and provincial level entailed:

- Building a capacity to review major policies and large projects for environmental impacts, and some capacity to anticipate and mitigate them through policy revision or project redesign.
- The ability to establish authentically the conservation prices of critical resources, and some capacity to move towards those prices.

The capacity to enhance resource allocation to priority NCS core areas and develop a system for rational and stable resource sharing with local governments and NGOs. The steps were to include:

- Creation of an NCS Unit in the Environment and Urban Affairs Division (EUAD) now the MELGRD to act as staff agency to the Pakistan Environment Protection Council (PEPC) and secretariat to the Pakistan Environmental Protection Agency (PEPA).
- Creation of an Environment Section in the Planning Commission, with linked cells in provincial planning and development departments (P&Ds) to facilitate development and conservation of the environment and to meet the need for environment-economic policy analyses that could be integrated into policymaking. These units were mandated to establish natural resource and environmental targets; scrutinize policies and programs of natural resource sustainability and environmental soundness and to participate in the annual and five-year planning processes of the government and promote environmentally sustainable development in sectors of the economy.
- Other Ministries and Divisions: focal points.
- The Provincial EPAs were to be strengthened for enhancing their environmental impact assessment capacities. In addition, their capacity building for effective collaboration with local governments in small industry waste collection and treatment and with provincial traffic police to control vehicular emissions was proposed.
- AJK and Northern Areas: Environment Departments, Environment Sections in Planning and Development Department and EPAS.
- The NCS Unit in the EUAD was entrusted with critical regulatory (and evaluation) the NCS in capital and revenue budgets, collaboration with other ministries in framing of environment regulations, plus screening of development projects for environmental soundness.
- Incremental installation of environmental analysts, first in resource-related Ministries, and then in Ministries overseeing large infrastructure projects. The EUAD along with provincial EPAs was charged with the establishment of standards for emission levels, licensing and policing existing industry to ensure environmentally compatible discharge standards and the overall development and maintenance of the capacity to monitor and assess the quality of Pakistan's environment.
- Enhanced inter-agency collaboration involving the Cabinet, Establishment and Management Services Divisions, along with provincial (S&GADs) and management consultants—to review external relationship protocols of involved agencies, making coordination/collaboration routine.
- The NCS envisaged institutional strengthening for increased inter-agency collaboration through two mechanisms: first, strengthening the external relationship protocols of each agency and second, strengthening and reorienting the existing coordination forums. Both approaches were to be followed simultaneously to achieve efficient, equitable and sustainable development.

Box 6. NCS Vision for the Private Sector.

The NCS envisaged the institutional development in the private sector through the creation of the capability in the leadership and consultative forums of organized industry and trade to identify, seek policy support for, and implement environmentally benign industrial processes, and to promote environmentally compatible products. The corporate sector was expected to play a role in emission standards setting and in the formulation of goal-oriented regulations for their enforcement. Numerous senior government-industry round tables were envisaged. NCS required industry to establish environmental committees in local chambers of commerce and their federations in order to encourage compliance with emission standards by members and to cooperate with local governments in pollution abatement and environmental clean-ups.

Box 7. NCS Vision for NGOs and Community Organizations.

It was recognized that 9 out of 14 NCS program areas relied on community organizations for their implementation, while a tenth (supporting institutions for common resources) could only be implemented by community organizations, supported by catalytic agencies. This entailed carefully working out the institutional arrangements by which the catalytic agents were supported.

- NGOs registered under the laws of Pakistan were to be supported by federal, provincial and local governments to aid in the creation of grassroots institutions for common resources issues.
- Community participative programs were to be facilitated by government departments, supported by the grassroots institutions.
- Establishment of an independent and non-profit research Institute for independent analysis and advice on the implementation of NCS at Islamabad - the Sustainable Development Institute.

It was envisaged that a common set of arrangements for the release of funds and evaluation of performance would be followed for both the NGOs and for the community participative programs.

Private Sector (Box 6)

3.22 The Environment Technology Programme exists to promote the use of environmentally safe technologies for the production of environmentally safe products by Pakistan's manufacturing/industrial sector. This program is the key private sector component of the NCS, operated via the Pakistan Chamber of Commerce network. It emphasizes the adoption of measures for pollution abatement, waste management and recycling, chemical recovery, more efficient utilization of natural/economic resources, production and installation of instrumentation and control systems for utilizing the more efficient and environmentally safe production technologies. A mutually supportive relationship between industry, government, and research institutes seems to be developing slowly but with growing expectations for concrete results. More needs to be learned from where the private sector has adopted sustainable practices *spontaneously*—learning the lessons of effective policy and market signals that match with producer motivations.

NGOs and Community Organizations (Box 7)

3.23 SDPI was established in 1992 to serve as a source of expertise and advisor services for government, private sector and non-governmental initiatives in support of

the NCS. Now, SDPI is facilitating the flow of international institutional knowledge and research on sustainable development into Pakistan besides contributing research on key public interests/policy/SD issues. SDPI has become a productive training ground for Pakistani analysts and experts and has undertaken several projects in the program areas recommended by the NCS, including the initial thrust of developing the environmental technology approach described above. SDPI needs to be made more effective through focusing its resources on selected core issues. It is certainly a success story in the making, with a substantial audience for its advice within and outside of government, a growing international audience and collaborative work.

3.24 IUCN-Pakistan is an older institution with international origins. The Pakistani organization was established in 1985 with the initial purpose of assisting the GOP in the development of the NCS. It played a pivotal coordinating role in the formation of the NCS and, more recently, has reoriented its project approach to a program approach. IUCN-P in the post-NCS period has expanded perhaps tenfold in terms of staff, funding, projects and programs. Its implementation portfolio has enlarged and geographical coverage enlarged. IUCN has actively assisted the development of provincial conservation strategies in the NWFP, Balochistan and Northern areas. Under PEP, six IUCN-P units have received support for institutional strengthening. IUCN-P now possesses very considerable management expertise and specialist skills and contributes to the annual and national development plans and provides technical expertise to many units within federal and several provincial governments. Throughout the NCS process, IUCN-P has proven to be a valuable networker, facilitator, convenor, and more recently, deliverer of field activities.

3.25 NGOs and Civil Society have taken the NCS as an opportunity and many of their initiatives derive strength from the Strategy. This is true of various community development organizations as well as environmental and conservation organizations. Some, for example Sungi, have overtly focused on the NCS. They have emerged as advocates for environment and conservation. Some CBOs have undertaken impressive projects e.g., solid waste collection and disposal, involving the community. The Pakistan NGO Forum, with five coalition forums, is a commendable effort of NGOs and CBOs providing collaboration in the provinces.

More Effective Institutional Performance is Needed

3.26 The weakness of government performance at all levels, but especially at the federal level was highlighted repeatedly in both review reports and in interviews. Action is urgently needed. The signal being sent by government is exactly the opposite of what is needed. For example, in the private sector focus group, government's "non-facilitative attitude" was highlighted as the second-most important constraint after lack of financial resources.

3.27 This attitude is perceived to include "lack of commitment, willingness or ability to undertake, support or promote environment-friendly initiatives." It was noted that "government industries continue to dump their chemical waste on the Grand Trunk Road and elsewhere, setting a bad example, and providing proof of their lack of commitment to environment...Government ministries delay work, by their bureaucratic red tapism, and any sanction from the government takes time...Government has not provided the incentives promised to industry." The fear is

expressed that implementation of NEQS could open yet another area of corruption. These views are serious, for there is ample evidence around the world that private sector action is not likely unless government sends appropriate signals and creates an enabling situation for innovation and investment. And without concerted action by industry, cleaner production will not take place.

3.28 The starting point for improvement should be reorganization within the MELGRD, and other federal institutions. It is beyond the scope of this Report to provide a full road map for needed changes. But we provide two important examples here where improvements might be made, and more recommendations in Chapter 7:

- The NCS Unit in MELGRD has been unable to perform its task effectively for a number of reasons, including continuity in leadership and access to sufficient professional staff. To more effectively undertake coordination responsibilities and meaningful MRE, a Policy, Planning and Evaluation (PP&E) Section should be created within the Ministry under a Director General, but with direct links to the Secretary. This Section should be staffed by professionals in relevant sustainable development fields. Professional staff from the existing NCS Unit should be brought to the PP&E Section and new professional staff recruited, as required. Staff incentives should be strongly geared to performance in coordination and facilitation. Like other parts of the government, the NCS unit suffers from short tenure of staff at any particular job.
- The Environment Section in the Planning and Development Section has been functioning under “stop-gap” arrangements. Continuity has been missing; instead there are frequent “adjustments.” Recruitment Rules of the Environment Section have been approved. Regular professionals should be inducted into this Section as quickly as possible to continue building capacity there. The Section should retain its independent existence and not be made part of restructuring.

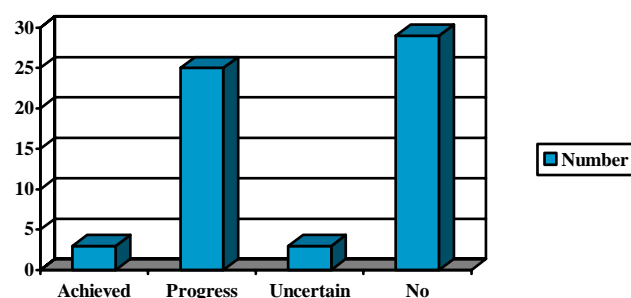
Assessing Outcomes

3.29 The NCS has had sufficient time for implementation so that it is fair to consider outcomes and impacts rather than focus on inputs, outputs, or indeed the processes that it has used. But the NCS document is hardly clear on this subject because timelines in some cases are very long (to 2021 for example) and with some degree of confusion between output and outcome. As already indicated, it is difficult to get the kind of quantitative and objective information that would provide adequate assessment. In this section we focus on four key approaches to assessing progress towards improvements in the relationships of environment, economy and social well-being. The first is our subjective review of 60 outcomes (labeled as outputs in the NCS document). Secondly, we have identified, and briefly discuss, interesting potential success stories that we believe are at the cutting edge of what can be accomplished within the umbrella of the NCS. The role of provincial and district conservation strategies is the third area for review. And finally, the important issue of gender integration within conservation strategies is examined.

ERT Subjective Assessment of NCS Program Outcomes/Outputs

3.30 In Chapter 10 of the NCS a series of tables (10.1 to 10.14) provide quite detailed targets about what was expected to be accomplished via the NCS under the various program areas. In some cases the targets have been quantified, with expected results to be achieved by 2001. Mid-way through the ERT mission, team members, assisted by the MTR Coordinator, developed a simple scoring of whether the targets are likely to be met by 2001. While this assessment is subjective, we have confidence in it, and provide the full results in Annex 7. A summary of the results is provided in Box 8. The graph shows that few targets are expected to be achieved fully, while progress will be made on almost half. But for the largest number (29 of 60) little or no progress has been made. This observation among others has led the ERT to pose the apt question regarding NCS progress, “is the glass half-empty, or half-full?” We shall return to this question at a point later in the report. Successes appear biased towards natural resource conservation, with little progress concerning pollution and waste.

Box 8. Progress in Achieving NCS outputs Anticipated by 2001.



NCS CORE AREAS	ACHIEVED	PROGRESS	UNCERTAIN	NO/LITTLE PROGRESS	NUMBER OF OUTPUTS ASSESSED*
1 Soil		1		6	7
2 Irrigation		3	1		4
3 Watersheds		2			2
4 Forests		3			3
5 Rangelands		2		2	4
6 Water/Fish		2		2	4
7 Biodiversity		7	1	2	10
8 Energy Effic		2	1	2	5
9 Renewables		2		3	5
10 Pollution	1			6	7
11 Waste				4	4
12 Commons	1				1
13 Population	1			1	2
14 Heritage		1		1	2
TOTALS	3	25	3	29	60

(* See Annex 7 in this report and Tables 10.1 to 10.14 in the NCS for further information on specific targets within each of the 14 core areas.)

Potential Success Stories

3.31 Through a combination of ERT field visits, focus groups, interviews and background information it was possible to identify a number of potential success stories of activities related to NCS themes at various levels: national, regional and local. We use the word “potential” because each is still at an early stage of demonstrating its full value in relation to sustainable development. Some undoubtedly will become models for replication in other settings, or become more fully developed. We are encouraged by the progress of each. There are other cases for possible inclusion that we have not described. So far no one in Pakistan has developed either criteria for, or an actual inventory of success stories. We strongly urge that this be done through the PEP partners.

National

3.32 *Environmental Technology Programme for Industry (ETPI)* promotes the use of environmentally safe technologies for the production of environmentally safe products by Pakistan’s manufacturing/industrial sector. It is a joint project of the Federation of Pakistan Chambers of Commerce and Industry (FPCCI) and the Government of the Netherlands. In phase I (1996-1999), 18 environmental audits of selected industrial units from leather, sugar, textile, paper or pulp, fertilizer and edible oil and ghee sectors have been conducted to identify their environmental problems. Of these, 8 industrial units have been selected as National Demonstration Project (NDPU) and their action plans prepared. Environmental solutions in terms of cleaner production technologies, in-house improvements and end-of-pipe treatments have been designed and implemented. The program aims to comply with NEQS and ISO 14000; carry forward to action NCS recommendations; and identify improved process technologies. To come are environmental audits of other industrial sectors: steel, petrochemicals, industrial chemicals, pesticides and insecticides, dyes and pigments, cement, food processing, dairy, automobiles and polyester fiber and yarn sectors.

3.33 *SDPI: Opening policy dialogue space.* The development of SDPI is one of the success stories that may be most directly attributed to the NCS. It is a driver of ideas, opening “space” for discussions that were previously very difficult to undertake within Pakistan. Its research is not abstract but is attached to advocacy and training functions. These functions have helped it to build a reputation as the environmental “leader” amongst development research institutions in Pakistan, with considerable convening power. There is still more “intellectual push” from SDPI than there is a “demand pull” from government. And there is still a need to develop a continuous-improvement “cyclical” policy approach that commissions and considers research and then adapts accordingly. However, because of the lack of this, SDPI is adept at identifying the ‘leverage points’ for change within the government system. If SDPI has had to work on the outside more than it wished, this may explain several observations that it has now taken up too much of an adversarial position with government—critiquing loudly rather than working with all parties to explore and

train for SD. A comprehensive report prepared by SDPI has documented its contribution to the NCS core areas.²⁰

3.34 *NEQS: Basis for effective pollution regulation.* The point is made repeatedly by those dealing with pollution control that, if you can't measure it, it doesn't count in decision-making. The other side of this observation is that, if there are no effective standards, then pollution measures are meaningless. The need is more complex because standards should be related to specific industries and become an important element for enabling regulations, in this case for the 1997 Act. The National Environmental Quality Standards (NEQS) have been developed to meet these requirements for effective pollution control. They were defined in 1993 with little public consultation, and revised further in 1995 and 1999. Both new and existing industries were to be in compliance by 1 July 1996. This has not happened—not an unusual initial outcome if experience during early stages is compared with other countries.

3.35 There is need for an action plan for NEQS finalization for specific industries, and for their promulgation and implementation. It requires attention not only to the standards themselves, but also to certification of laboratories, self-monitoring and enforcement. There is a need for agreement with provinces, industries, and with municipalities on phasing of implementation. The NEQS will play an essential role in relation to the planned system of pollution charges. PEPA is responsible for their management and implementation and PEPC approves revisions. While widespread violation of the NEQS is still the rule rather than the exception, they have provided an important signal to industry that change will be necessary. It is an important lever to have these standards in place. The challenge now is finding effective mechanisms for implementation.

3.36 *SDNP: Using the Internet for human sustainable development communication, awareness raising and problem-solving.* The information revolution accompanying the establishment of the World Wide Web and introduction of e-mail could only be successful within countries if there was good connectivity available at a reasonable cost. Most organizations required a shift in corporate culture in order to make the transformation. In 1992 the Sustainable Development Networking Programme (SDNP) was established through UNDP support to the MELGRD with the work carried out via IUCN-Pakistan. SDNP quickly became the country's leading advocate for maintaining Internet access under reasonable financial terms, established the early networks, and for a time became the largest Internet service provider (ISP). It is reasonable to say that it pioneered the pathway to electronic information networking within Pakistan, especially for development organizations. SDNP presents much potential as a communication tool about NCS objectives and implementation.

3.37 The private sector has now surpassed SDNP as an ISP, and SDNP is beginning to concentrate on how to ensure better access to information on sustainable human development, for example, by creating a major web site relevant to Pakistan's needs, and by building a within-Pakistan Internet backbone that will reduce the costs of purchasing expensive international bandwidth. In the process SDNP is seeking to

²⁰ SDPI. April 2000. *Report for the National Conservation Strategy MTR. SDPI's Contribution to NCS Core Areas: an Overview.*

become financially self-sufficient through the sale of various services. None of this is easy, particularly since there are formidable obstacles to reaching out to client groups who live well away from established data-ready telecommunication systems and who are hampered by low literacy rates and poverty. Thus SDNP, judged a great success for what it has already done in creating awareness and actual connectivity, faces a future where it must re-invent itself in a fashion that will serve sustainable development information needs in a much more distributed way. Its future role could be an extremely valuable adjunct to the devolution initiative now underway, and also to backstop state of environment reporting and other information dissemination needs of MELGRD, of other units of government and of civil society and business organizations.

3.38 *Compressed Natural Gas (CNG): Pilot efforts to introduce a clean fuel source.* The operation of Pakistan's fleet of trucks, buses and smaller vehicles such as motorized rickshaws contribute to heavy air pollution in cities and along crowded motorways. The problem is made worse by the import of cheap rebuilt engines for vehicles, lack of maintenance and inspection of vehicles, use of leaded fuel, and the import of low quality fuels. There are few examples of improvements in this situation. One is the vehicle emissions-testing laboratory established in Peshawar; another is the vehicular tune-up program of the National Energy Conservation Centre. However the only vehicular emission standard currently prescribed by EPA is for carbon monoxide.

3.39 A longer-term win-win approach will be to convert more vehicles to compressed natural gas. This fuel source is abundant within Pakistan, thus reducing the need for imported fuel, has a much lower level of harmful emissions, and should be a cheaper source for vehicle operators. There are several constraints to its widespread use: feasibility and cost of conversion, development of service facilities throughout the country, some safety factors in relation to use, and the inertia involved in any major transformation.

3.40 There are several promising initiatives underway, driven by various government units. These include the provision of a network of CNG refuelling stations (currently more than 60 with as many more under construction) strategically placed within cities and along major roadways. Secondly, there are individual federal and provincial initiatives. The Hydrocarbon Development Institute of Pakistan hopes to have 150,000 vehicles converted by mid-2000. In Lahore and Quetta there are pilot projects for equipping motorized rickshaws with conversion kits so that the engines can run on CNG. Over the coming five years much progress should be expected on the use of CNG, not only for vehicles but also in domestic and commercial uses. All of this is consistent with projections in the NCS. Indeed, it is one of the few themes within the NCS where an established target (network of filling stations) will be exceeded by 2001. But it is important that the transformation be done on an economically-sound basis, with minimum dependence on new subsidies.

Regional

3.41 *Sindh: Orangi Welfare Project (Trust).* A community based solid waste management project by OWP in partnership with Karachi District Municipal

Corporation West (DMC West) was launched in 1998. The street sweeping and collection as well as disposal of household waste in the community bins were assigned to the OWP. DMC West took on the responsibility of keeping the roads clean and collection of waste from central waste bins. The OWP was delegated the responsibility to organize, mobilize and administer the activities at community level. OWP organized the people by establishing working groups at street level and assigned them the responsibility of keeping their area clean. Neighborhood infrastructure is being maintained via individual assessments into a common pool. This effort has led to numerous other initiatives as a consequence of the trust-building that has taken place, including development of reasonably-priced schools, plus water, electricity and gas connections earlier denied. The community, once labeled as violent, is now a more peaceful area. Additional opportunities for vocational training and for awareness-building on key issues such as women's health are on the horizon through this cooperation of government and community.

3.42 *Balochistan: Conservation and sustainable use of biodiversity in Torghar, Killa Saifullah District.* The mountains of northern Balochistan were once rich in wildlife, and held significant populations of Straight-horned Markhor, Afghan Urial, Leopard and Balochistan Black Bear. Uncontrolled hunting, exacerbated by the surplus of cheap automatic weapons related to the Afghan civil war, caused some of these populations to be either wiped out or at the verge of extinction by the mid eighties. The late Nawab Taimur Shah Jomezai, tribal chief of Torghar area requested initiation of a conservation plan that has become very community-oriented, with technical assistance from US institutions.

3.43 The plan was very simple and pragmatic. It proposed that all existing hunting by both locals and outsiders be stopped. A small number of game guards were to be selected from the tribesmen. It was decided that the programme would be funded through the proceeds generated by a controlled limited trophy hunting of Afghan Urial, primarily by foreign hunters. The controlled trophy hunting of animals was a critical component of the plan and had two key objectives: to generate sufficient revenue to underwrite a game guard programme and to create a strong linkage between the abundance of urial and markhor populations and economic well being of the local people. In 1994, the Torghar Conservation Project was converted into an NGO and was registered as the Society for Torghar Environmental Protection (STEP). The result has been: elimination of poaching; enhancement of local income; and awareness raising.

3.44 *Northern Areas and NWFP: Mountain Areas Conservancy Project.* Through a remarkable coalition of communities, government organizations, NGOs such as IUCN-Pakistan and WWF, and donors such as GEF and UNDP, ecological integrity issues are starting to be addressed in four large 'conservation areas', two within NWFP and two within the NA. The objectives are to protect watersheds and important biodiversity elements within whole valleys, while building economic opportunity for people in local communities. The effort builds on models pioneered through AKRSP, but extends this effort to include decision-making up to the district level. Past programs have empowered village level institutions and created self-financing mechanisms. Conservation issues include the use of upper rangelands in the surrounding mountains, protection of endangered wildlife such as ibex, markhor and snow leopard, utilization and conservation of wild plants, local water resource

development, park management and ecotourism in areas of traditional grazing and hunting activities. At the district level, conservation committees are being established to begin addressing a host of complex issues related to allocation of hunting licenses among communities, given that animals migrate; access to pastures; practical matters related to wildlife management, technical issues such as GIS use, and conflict resolution.

3.45 *Punjab: Kasur tanneries project.* This is an important case demonstrating what can be done for cleaner production when real demand, commitment, funding and management can be linked. All four elements are essential. Some 230 family-owned tanneries are concentrated within one large site, where about 15,000 people live and work. There are some 300,000 people living in the vicinity. Apparently, there is a high rate of cancers and other diseases. The tannery site is surrounded by artificial lagoons receiving untreated tannery wastes, including chromium salts. These lagoons drain into an irrigation drainage channel, eventually finding its way to a main river. Demand for improvement came directly from tannery operators. The cost of improvements is over USD10 million. After a poor start, tight deadlines, good community and government liaison, an experienced manager and external technical reviews (the project is being implemented via UNIDO) have combined to produce remarkable progress in the development of the necessary pre-treatment and treatment facilities for the lagoon wastes. In addition, a chromium recycling facility is being built within the tannery site. And the contaminated lagoon sites are being drained, rehabilitated and eventually may be returned to agricultural use. The system should be functional later this year. The Kasur tanneries project is becoming a model of interest to other tannery operators in Pakistan. Over time various cost recoveries will be introduced to make the operation as financially self-reliant as possible.

3.46 *NWFP: Round Tables and Focal Points.* While the ‘fora’ associated with the NCS effectively disbanded after its formal approval, under the SPCS *separate round tables (RTs)* have been set up for agriculture, industries, urban environment, environmental education, culture and tourism, NGOs and communications. This opening up of debate has allowed RT members to treat the SPCS tactically, subject to real demands and events, identifying issues that count, and neglecting those that they think do not count. As such, RTs hold promise for a strategic approach of regular debate, mobilizing networks, action and review. RTs have already provided a nexus for the various policy communities connected to SD to come together. They have influenced projects and information flows, as yet they have not really impacted on policy. However, there is no overall round table – the agenda has been disaggregated into set ‘core areas’ which may not all be of equal priority, and which need to be brought back together occasionally to sort out learning and new priorities. As yet, RTs have not met in the field to discuss real issues. Experience in other countries shows this can be the best way to share understandings and perceptions.

3.47 The SPCS introduced the promising concept of conservation strategy *focal points* within government. These are ‘insider’ posts within the various departments. Some are government staff, while others are IUCN staff. They link the various departments concerned to the SPCS Support Unit and to the relevant RTs (each focal point’s technical agenda more or less corresponds to one of the RT themes). The job of the focal points is to gain intelligence as to the plans and progress of the various departments, and to use expert and persuasion powers (and occasionally links to

donors) to encourage a greater mainstreaming of environmental concerns. The counterpart is senior—the Additional Secretary. This is a simple way of trying to improve links, but it is certainly improving information flows and many focal points are gaining respect. There is a need for focal points, or other mechanisms, to maintain better links with the federal level.

Provincial and District Conservation Strategies

3.48 The ‘cutting edge’ innovations described immediately above derive from the Sarhad Provincial Conservation Strategy (SPCS). The NCS recommended that the detailed debate, planning and implementation of NCS recommendations at provincial levels should be through participatory provincial strategies. However, the hope of having in place a second tier of conservation strategies covering all provinces and areas of Pakistan has not been realized fully to date. This has not been for lack of effort. It was a goal that depended upon a great deal of cooperation and political willingness that varied considerably among the different parts of the country. It would appear that the larger and more mature the governance situation, the more difficult is the process. Thus the two provinces where the concept has so far failed to catch hold have been the largest in terms of both population, cities and administrative complexity: Sindh and the Punjab. By far the most advanced model is the SPCS in the NWFP, prepared in 1996 and now well into its implementation. The Balochistan Conservation Strategy is close to the implementation stage. It will face major challenges since it is very ambitious, complex and will operate within a highly traditional setting facing huge development challenges. The proposed conservation strategy for the Northern Areas is at an earlier stage, with extensive consultations on approach still underway. It appears to have considerable cross-sectoral support, although perhaps lacking in high-level bureaucratic interest. Initial dialogue is taking place in AJK. A useful summary of constraints and opportunities in the development of provincial conservation strategies is provided by Haroon Ayub Khan in a background report prepared for the MTR.²¹

3.49 Also of interest, especially given the current decentralization focus of government, are various experiments in district level conservation, particularly the Chitral and Abbotabad Conservation Strategies in the NWFP. Finally, it is somewhat surprising that little effort or progress appears to have been spent on building urban conservation strategies. Only Peshawar is formally included within a provincial strategy (and a local Agenda 21 is planned for this city).

Sarhad Conservation Strategy

3.50 NWFP is an instructive case to examine. It has been a ‘frontier’ province in many ways for conservation strategies. The record is impressive. NWFP has undertaken the first:

- formal response to the NCS (the Chief Minister requesting a formal briefing in 1991);
- provincial conservation strategy;

²¹ Haroon Ayub Khan. March 2000. *A Review of Provincial and District Conservation Strategies*. NCS MTR study prepared for MELGRD.

- round tables (informed by the Canadian model);
- district conservation strategies (DCSs) – in Chitral and Abbotabad;
- Environmental Protection Act;
- attempt to define ‘indicators for sustainability’ to measure progress;
- concepts for SD Funds; and
- the first liaison attempts between a PCS and private sector/DFIs.

3.51 Thus much experience in conservation strategies has accrued over time, in the order NCS, then SPCS, and now via the DCSs. While the NCS process within government has effectively stopped learning due to its very weak management at the centre, there is certainly continued learning through the SPCS and DCSs. It is IUCN-Pakistan, and to a lesser extent, the other PEP partners and some foreign donors, that are actively monitoring that learning.

3.52 Two basic questions were examined in relation to the link between the NCS and the SPCS:

- What have been the impacts of the NCS on NWFP?
- What lessons can we learn from the SPCS/DCS processes that could be useful in design for a future NCS, including making it useful for stimulating further provincial or more local action?

3.53 In essence, the original NCS led to broad awareness and paved the way to participatory policy and planning in the NWFP. It is still occasionally referred to in speeches and seminars. The SPCS process started off with considerable support, due largely to the NCS and charismatic high-level NCS ‘champions’. But subsequent changes in attitude and investment have been attributed to the SPCS – not the NCS. There has been almost no subsequent use of the NCS document, or communication between the NCS Unit and NWFP PE&D. Even though the Unit is invited to SPCS round tables, it does not even reply. The impacts of the NCS are now felt through the SPCS. This leads to a view that the SPCS ‘translated’ the NCS for NWFP—and in response to the second question above, “why do we need to go back to the original ‘language’?”

3.54 There are certain lessons of the SPCS/DCS processes that NWFP stakeholders believe should be brought to bear on the next phase of the NCS. The principal lessons are institutional. SPCS implementation efforts include an attempt to create a better performing institutional landscape through establishing linkages especially via stakeholder round tables and via focal point officers representing conservation strategy knowledge and interests within departments. These two elements have been described in the NWFP Potential Success Story discussed earlier in the Chapter.

3.55 A revised NCS may in fact have value to the NWFP if it can help in the development of a *system* for continuously improving attention and policy on environmental matters. It would include expert support from federal and international levels to the NWFP and other provinces and departments, particularly in information and in understanding and approving projects, plus handling macroeconomic and international issues.

3.56 Future NCS implementation might also pay more attention to fostering learning between provinces: A useful idea from IUCN-Pakistan has been their own Strategies Support Panel to help learn from the various conservation strategies. There is a proposal that this should include the progressive construction of a ‘tool kit’ manual of proven approaches. The approach might be extended to all conservation strategy actors, not just IUCN-Pakistan.

3.57 Where interests may converge in a most significant fashion is around the need to develop better local governance. This need has been articulated forcefully by the current national government and it is a responsibility that will have to be reflected both federally and provincially, with a strong bottom-up approach and an enabling framework at the top tiers of government. Thus the two district conservation strategies initiated in the NWFP will provide experience valuable to the entire conservation strategy system. At present both are in an early stage of implementation and, not unexpectedly perhaps, are facing difficulties.

3.58 A major problem for the DCS in the NWFP is that there is no strong, client-oriented local administration with which to work. This also applies to the various line departments at district level, which should be responding to local stakeholders. On the other hand, the deputy commissioners, who have an integrated mandate, have been supportive of the DCSs. It has been difficult to tackle more than two district strategies. The prospects of running 22 DCSs simultaneously in NWFP are way beyond the current capabilities. Local institutional strengthening should be a strong element in any revised approach to the NCS and provincial strategies.

3.59 Another area of potentially general consideration is the need to recognize and balance strategic and comprehensive approaches. While the PSDN has “sampled” districts, covering less than 10 per cent of them, on an issues basis it is attempting to cover almost everything. It is trying to take a lead on nine ‘core areas’ through round tables and demonstration projects. This approach is too comprehensive. Being spread too thin means that few results on the ground are achieved, leading to frustration. It means that no one really gets to grips with the issue of tradeoffs and priorities. It means that monitoring is difficult and almost anything could be done in the name of the SPCS, including possibly damaging approaches. There are possible solutions:

- An umbrella round table could focus on identifying and ‘managing’ the top few themes;
- Major projects can be encouraged to implement pilot activities on priority themes (e.g. the GTZ/GoNWFP UIEP);
- A provincial ‘state of sustainable development report’ should point to, and investigate, all promising activities, especially spontaneous investments taking place.

3.60 There is also certainly a need to explain more fully, and deal with varying expectations of what is meant by “strategy” and “strategic planning”. Many of the problems of the SPCS and DCS have come from different expectations of how far to go in a strategy. Some (especially those in government) expect detailed designs and budgets. At the DCS level, people merely expect “more of whatever the last project was”, which is usually more infrastructure. Others, especially at the provincial level, emphasize more a “market of ideas” followed by concrete policies and laws only

when they have been proven—policy, trials, monitoring and spread of “best practices.” These are issues of significance to the NCS since it attempts to be so comprehensive.

Balochistan Conservation Strategy (BCS)

3.61 This strategy is in the process of being formally adopted by the provincial government and has been the subject of many consultations. The document certainly falls into the comprehensive category. Like the NCS and the SPCS it tries to provide a combination of strategy and state of environment reporting. Thus the BCS presents a valuable amount of information. But it might well prove too complex. For example, there are 14 core programs, leading to an incredibly complex implementation matrix (Table 4.3 in the fourth draft of the BCS) that lays out roles and responsibilities. It is hard to imagine that agencies will be able to assimilate, communicate and act upon the amount of prescriptive information presented in this table and other parts of the BCS document. It should be noted that this observation is not a criticism of the information itself. Sustainable development is multi-faceted, with responsibilities and accountability that should be accepted across society. Yet, as was the case with the NCS, a provincial strategy that occupies almost 350 pages of text (all in English), is not very likely to be acted upon with a high degree of accountability.

3.61 The perception of the Balochistan Strategy is that it is driven from the top-down—heavy on concept and ideal approaches rather than focusing on what works and on possibilities for incremental change. Clearly it presents a vision that is important, but it is a framework that is not particularly driven by local communities and tribal groups. It has, however, been informed by many of the lessons arising from both the NCS and the SPCS. In particular, there is a greater effort to focus on issues of poverty, and on monitoring of progress.

Evolution of Other Strategies

3.62 It is very difficult to determine when, or even whether, other provincial strategies will emerge. There are some encouraging signals from both the Punjab and Sindh, but the most realistic view is that action will take place only when there is a strong and sustained desire for it to happen—and so far the signals have been mixed. One may ask whether the lack of a PCS in these two provinces makes a difference? There are two points that stand out. First, it is striking how much interesting and useful experimentation has taken place in the NWFP as a consequence of the SPCS. There may be a payoff of some considerable dimensions during this decade. This is not to say that environmental and sustainability concerns are being ignored totally in Sindh and the Punjab. But there is less coordination and, in the Punjab, a sense of environment serving as a kind of ‘punishment posting’ for senior governmental staff. The second point is simply that, without a coherent set of provincial strategies throughout the country, it will be more difficult for a revitalized NCS to be as effective as it should be. The NCS should be allowed to focus on national and international issues, and on supporting provincial strategies—the latter being driven largely from the provinces.

3.63 The Northern Areas and AJK efforts to develop conservation strategies are interesting and deserve on-going support. In both cases there is interest in learning

from the strengths and weaknesses of NCS and the SPCS implementation. They are moving at a deliberately slower pace in order to build strong support, especially, in the case of the Northern Areas, to ensure that community and district level interest is properly built. By the time a Northern Areas strategy is agreed upon, it is anticipated that there will be a solid base of action projects already underway, thus minimizing the problem of producing a reference document that is lacking in implementation capacity. This “dual-track” concept makes a great deal of sense. There should be no sense of complacency, however, for either of the Northern Areas or AJK. It would be wrong to conclude that adequate mainstreaming of conservation strategies within either government or business is by any means certain at this point. The efforts still do not attract sufficient support from senior officials and there is an inadequate funding base to support all desired programs.

3.64 As noted earlier, the main cities throughout Pakistan have no specific conservation strategies to meet their special needs. Indeed, the NCS has a weakly-developed section on sustainable cities. The opportunity to build a coherent strategy for each should be acted upon with a degree of urgency. Urban conservation strategies, or perhaps Local Agenda 21s, should be considered for several of the large cities in Pakistan, initially, Karachi, Lahore, Rawalpindi/Islamabad, and Peshawar.

Comparing National, Provincial and District Conservation Strategies

3.65 It is intriguing and significant to understand what drives the three levels of strategies, to ask questions about how they should be related in the future, and what more needs to be done to make them perform well in the context of governance reform in Pakistan? These questions will be examined in greater detail within the concluding section of the report. Here we wish to note several observations that should be kept in mind while reading other sections of the report.

3.66 We have been struck by the extent to which most activities operating at local levels have been demand-driven, while those operating at higher levels, especially at the NCS level, are supply-driven. The NCS deals with a worthy set of concepts that have an influence on the lives of people, but in the complex and abstract way in which they are presented, they represent an abundant *supply* of new thinking that appears to be beyond the grasp of institutions to implement properly. At very local levels, people and local institutions are reasonably clear in what they *demand* in the context of their particular community, household, etc. Pollution control objectives, waste management, clean drinking water, access to irrigation water of sufficient quality and abundance, income from wildlife protection, are examples. At the provincial level there is a mix of practical demands and an extensive supply of theoretical constructs about adequate natural resource and environmental management. This is abundantly clear in both the Sarhad and Balochistan Conservation Strategies.

3.67 These observations have led the ERT to conclude that the closer strategies operate to clients—the people of Pakistan and their local institutions—the more likely they are to reflect actual interest and demand, and therefore the more influential they are likely to be. Of course, there is still a need to have a continuing supply of ideas that may go beyond current demand, but as long as these are so far beyond the capacity and perhaps even interest/knowledge levels of people, it will be difficult to implement them. In essence, this means placing much greater emphasis on

development of local level implementation and understanding of demand. It reinforces the need for the whole conservation strategy process to work in ways that are consistent with the government efforts at devolution, and to be able to monitor the demand side of sustainable development as carefully as possible in order to be reasonably certain of current concerns within specific districts and at the community level.

3.68 The ERT also has examined other elements of what is different or missing at the three levels of conservation strategies. This comparison is summarized in Table 3. It reveals three interesting points in addition to the supply/demand issue. One is the flow from conservation principles to developmental priorities in moving from NCS to DCS. Secondly, the NCS still has to deal with macropolicy and international links as a set of concerns that may affect the other two levels. Third, the issue of scale-up and resource mobilization will be huge concerns at the district level, likely with a high degree of provincial intervention for both.

Table 3. How the NCS, SPCS and DCSs Currently Shape Up – and What is Missing.

<i>NCS</i>	<i>Provincial CSs</i>	<i>District CS</i>
Guidelines	Policy/ plan in progress	Plans
1980s/early 1990s concerns	1990s concerns	Current concerns
Intellectual push	Networks freely discussing and promoting SD	Demand pull—for demonstration and action
Natural resource conservation principles	Broad mix of conservation and development issues	Developmental priorities
MISSING STILL? <ul style="list-style-type: none"> • Macroeconomic integration/arguments • International links • Federal policy • Links to PCSs • Information support • Monitoring • Learning and review 	MISSING STILL? <ul style="list-style-type: none"> • Prioritization • Institutional reform • Provincial policy change • Support to private sector 	MISSING STILL? <ul style="list-style-type: none"> • Local governance and institutional capacity • Resource mobilization • Means for scale-up to cover many districts

Gender Integration

3.69 Gender considerations should be a part of all elements of any strategy for environment and development. That point of view has been made abundantly clear from experience in various parts of the world and at major international gatherings, including the Earth Summit, the Social Summit and the Beijing Women's Conference. We found very limited evidence that gender integration is taking place within the framework of the NCS. The best evidence is within the NGO community, where there are active research programs, sometimes quite good levels of female staffing, and opportunities for women to take on leadership roles. AKRSP provides one of the best models at the community level. And IUCN-Pakistan at the national level. Within government this same level of integration is simply absent. What is striking is that the

topic rarely came up for discussion in interviews unless specifically raised by a member of the review team. The NCS itself does not provide penetrating insights into how gender and sustainable development are related.

3.70 A gender and environment workshop was held under the auspices of the MELGRD on April 10, 2000. This meeting summarized many of the gaps and constraints that currently exist within the Ministry (and likely, many other units of government). These appear to fall within four general categories: operational conditions that fail to be sensitive to gender matters; a lack of capacity building efforts; very limited analytical capabilities to measure and monitor the role of gender in environment and development; and lack of government ownership, leading to a perception that it is a donor-driven agenda. The consequence of these constraints is that gender concerns are not finding their way into policies and projects routinely. Nor is gender analysis routinely carried out at the important PC 1 or other project proposal stage.

3.71 There are some promising efforts that provide a sense of opportunity and direction for the future. The community level interventions taking place in the AKRSP-influenced areas provide perhaps the most advanced model, with components related to livelihoods, education and health, and more recently the addition of conservation initiatives. Women in some communities participate in decisions about game conservation and the revenues from trophy hunting. The focus on environmental education by WWF and IUCN-Pakistan focuses attention on gender considerations. This work might well profit by being coupled with initiatives of the Family Planning Association. There is some evidence of gender considerations within the fledgling environmental education efforts of government. This work could and should be more prominent within the overall national effort to enhance female literacy and schooling opportunities. Despite the recognition that rural women in particular pay a heavy price in key activities of daily living (seeking water, firewood and fodder, and cooking with solid fuel), action to address their needs is still unfolding at a slow pace. Finally, within large urban communities, initiatives such as the Orangi Welfare Project provide a sense of what might be accomplished when drawing upon the strengths of all community members. In particular this requires understanding of the value of women's perceptions, problems, ideas and knowledge base. Unfortunately this level of gender integration appears to be the exception rather than the rule.

3.72 Mainstreaming of gender can be looked at through a number of themes. Those identified at the MELGRD meeting (focused on the needs of this Ministry) are: awareness raising within and outside the Ministry; gender integration at project and program levels; affirmative action and an enabling environment to address operation concerns; resourcing for the gender integration process; and capacity building. These themes, while identified specifically in the context of the Ministry's needs, are of general application and should be brought forward for consideration in NCS activities both within and outside government. It is obvious that gender integration should be given a much more prominent role within all NCS activities, with achievable objectives that can be monitored and reported on. There should be a formal mechanism within the environmental assessment process to address gender integration within projects. Gender should be a prominent component within mass awareness and environmental education and environmental health campaigns. Gender analysis should be part of the action—and performance appraised in the reporting of

action, for example in the suggested State of the Environment Report required under PEPA.

Public Consultations

3.73 Six workshops plus a number of meetings with key individuals within federal and provincial governments were held in various regions in late 1999.²² These produced many observations about not only past NCS performance and achievements but also helpful information on the way ahead. As might be expected from the diverse opinions put forward, many of the observations and suggestions were contradictory. It was not reasonable to do an overall quantitative tabulation of views. Instead a summary table (Box 9) was produced by the MTR Coordinator to bring out the range of views expressed at the meetings. This is organized around physical outcomes of the NCS, comments on process, limitations/gaps, and suggestions for the future.

3.74 Several of the outcomes highlighted in consultations might be added to those described in our potential success stories. The observations about processes contributing to environmental protection and sustainable development are similar to those noted by the ERT. The list of limitations and implementation gaps is an excellent summary of the shortcomings of progress to date. The ‘way ahead’ contains no surprises and is helpful reinforcement of conclusions and recommendations to be discussed in this report. The public consultation views summarized in Box 9 therefore are very consistent with, and reinforce the overall findings of the MTR ERT.

Monitoring, Reporting and Evaluation (MRE)

3.75 Ambitious in scope as the NCS was, and with the complex agenda of 68 programs and additional support components, during its implementation overall monitoring, reporting and evaluation mechanisms have been neglected, although there has been a good monitoring track record with respect to some specific donor-supported projects. Only two overall arrangements can be traced through the NCS document and the MTR process. The first is this mid-term review of NCS, which was to take place in 1997, five years after Cabinet approval of the NCS. The second is the setting of a Cabinet Committee as a part of NCS approval by the Cabinet.

3.76 The mid-term review—the only initiative to provide an overview of NCS implementation—is taking place three years late. The Cabinet Committee apparently met only twice in the early 1990s. The proceedings of these meetings are not available. Normally Cabinet Committee meetings, and the detailed materials provided for such meetings, would provide a good mechanism for assessing progress, and a basis for objective deliberations on how to make periodic corrections in direction and implementation.

3.77 An appropriate and effective system of MRE would have provided instruments both for performance evaluation and advice, and for early warning of problems—the

²² See NCS MTR. March 2000. *The Report on Public Consultation at Federal and Provincial Levels*. MELGRD NCU.

basis for mid-course policy and programs adjustment. It also would have served to gradually build within government circles the visibility and clout for the NCS that would have made it a more central guiding strategy, knitting together many of the individual elements and strategies important for sustainable development. Good MRE likely would have changed the prevailing perception of the NCS being a static reference “document” to appreciation of its potential as a dynamic process to improve future economic, ecological and social well-being. Finally, it would have contributed to a culture of transparency and learning.

3.78 The absence of an appropriate MRE system means that a much-needed data base on performance is not available. The current review suffered considerably from this. For example, it was difficult to obtain reliable information on the impact of considerable financial expenditure spent in support of the NCS objectives set out in the original document. It is a monumental task to trace back almost a decade’s expenditure and then determine results.

Box 9. Key findings of public consultations conducted in the NCS MTR.
(Based on summaries of Public Consultation Meetings held in several regions during late 1999)

Physical Outcomes	Processes	Limitations / Gaps	Future Way Ahead
<p>Several success stories were reported as physical outcomes over the past decade of efforts in the field of environment and development. However, it was difficult to determine the full impact of these projects as well as their direct linkage with NCS. Moreover, physical data, either baseline or recent, is limited. ‘Success’ examples are:</p> <ul style="list-style-type: none"> ▪ HDIP – introduction of compressed natural gas under pollution control program ▪ Forest conservation under UNDP’s GEF grant ▪ On-Farm water management programs ▪ Kasur Tanneries Pollution Control Project ▪ Watershed management programs, Tarbela and Mangla ▪ Quetta Waste Management Project ▪ Environmental Rehabilitation in NWFP and Punjab ▪ Mountain Areas Conservancy Project ▪ Rural water Supply and sanitation programs under SAP and UNICEF ▪ Conservation and management of 	<p>Several processes were identified that directly or indirectly contributed to overall SD scenario in Pakistan. However, it was also stressed that these were supposed to happen with or without NCS:</p> <p><i>Mass awareness:</i> an across the board perception that there has been an increase in general awareness about environment and environmental issues; however, this did not transcend to development prioritization. Information dissemination about NCS has been negligible.</p> <p><i>Legislation:</i> environmental protection act has been in place however, its enforcement is stated to be virtually absent. Absence of sectoral legislative frameworks was identified as an essential but missing process.</p> <p><i>Institutional strengthening:</i> several support institutions were established under project like EPRC, PEP and PEPA. However, the effectiveness of these institutions has been marked with several questions.</p> <p><i>Economic resourcing:</i> this was implied as part of PEPA enforcement; however, it has yet to take place.</p> <p><i>Community participation:</i> this has</p>	<ul style="list-style-type: none"> • Lack of ownership of NCS • Weak institutional arrangements • Inflexibility of NCS to adopt to changing context • Lack of a consistent policy • Budgetary constraints • Lack of baseline data • Lack of political will • Lack of implementation capacity • Over ambitious planning • Inadequate dissemination of information • Lack of coordination between stakeholders • Administrative and operational problems • Absence of M&E mechanisms • Slow enforcement of PEPA • Lack of integration in sectoral programs • Inappropriate governance • Pervasive “no-follow up” culture • Influence of political interests • Inappropriate or no allocation of responsibilities for NCS implementation • Centralized implementation mechanisms • Short term planning • Lack of participation of civil society in development 	<p>Refocusing of NCS on current issues in order to make it a SD framework was a major recommendation from all public consultations. This strategic framework should include the following:</p> <ul style="list-style-type: none"> • Poverty alleviation • Climate change • Clean drinking water • Economic interventions to the grassroots • Solid waste management • Sustainable industrial development • Rural uplift • Marine environment • Green economics • Enforcement of environmental act <p>The above should be supported by establishing enabling institutions and mechanisms such as:</p> <ul style="list-style-type: none"> • Appropriate policy frameworks • Decentralization • Advocacy • Community participation • Reformed governance structures • Resourcing mechanisms • Effective institutions at federal and provincial level • Institutionalization of M&E

Physical Outcomes	Processes	Limitations / Gaps	Future Way Ahead
<ul style="list-style-type: none"> ▪ Juniper Trees Balochistan ▪ NRM project of the World Bank ▪ Sand Dunes stabilization project Balochistan ▪ Area Development Programs of UNDP ▪ Kalam Integrated Development Project ▪ Sarhad Provincial Conservation Strategy ▪ Siran Kaghan Forestry Projects ▪ Malakand and Dir Social Forestry Project ▪ Orangi Welfare Project ▪ Sindh Rural water supply and sanitation program of IDA and UNICEF ▪ Indus Delta Mangrove Rehabilitation project ▪ Rangeland management in Sindh 	<p>been a hallmark of the last decade. The innovative models of RSPs, and SAP were reported as successful examples.</p> <p><i>Capacity building</i>: has been part of certain project design but governance issues did not allow sufficient impact.</p> <p><i>Gender empowerment</i>: this has been addressed through some donor-funded projects; however it remains a weak area in general.</p> <p><i>Monitoring and evaluation</i>: has been part of a few donor-funded projects; however it has largely been a missing aspect of institutional culture.</p> <p><i>Coordination between NCS stakeholders</i>: was extensively debated, yet it was perceived to be virtually absent.</p>	<p>programs</p> <ul style="list-style-type: none"> • Inappropriate distribution of resources • Donor priorities over local realities • Absence of sectoral legislation and policies • Continuity of human resources • Low literacy level 	<ul style="list-style-type: none"> • Capacity building • Appropriate utilization of expertise • Economic incentives for private sector • Strengthening of civil society actors (NGOs and CBOs) • Information and communication technologies • Inter-agencies coordination • Institutionalization of EIAs • Redefinition of MoE's structure and role

3.79 The failure to develop a reliable environmental reporting system is another very important example of what happens when MRE is ignored. This essential data base is simply not in place for any of the key ecosystems or issues important at either a provincial or national level. The PEPA requires an annual ‘State of the Environment’ report, but such a document has not yet been made public—an obligation under the law.

3.80 PEPC has not been able to put a MRE process into place. Reviews pertinent to the NCS have taken place during the implementation of EPRCP and PEP and other major donor supported projects. But these are not a substitute for an overall MRE system with agreed, socially meaningful indicators. At the level of the Cabinet there is not a currently functional mechanism for acting in an integrated fashion on the results of MRE related to the NCS.

3.81 Some units outside of the government have, however, made a considerable effort in MRE. IUCN-Pakistan and SDPI have commissioned and undertaken quality research on a needs basis, and have built in their own evaluation needs. NGOs have formed a Pakistan NGO forum with five coalition forums—one in each province plus one in Islamabad/Rawalpindi. But MRE of the NGO community as a collective effort does not appear to be one of the functions of the forum. A focus on MRE in the private sector is completely absent.

3.82 In summary, an effective overall MRE for the NCS is not in place in the national government, private sector or civil society. A major failing of the NCS is thus the absence of consistent MRE of its performance. Therefore it cannot learn and adjust, a considerable weakness in today’s climate of rapid change. An effective framework for Monitoring, Reporting and Evaluation of the NCS should be put in place immediately, using the results of the MTR as a starting point. It should report to the Cabinet Committee, and be supported by a NCS Commission/Steering Committee in the MELGRD, comprising key stakeholders, with PEPA acting as its Secretariat since the NCS Unit has failed to perform this function. PEPA should, as mandated by law, release an annual ‘Pakistan State of the Environment Report’ starting within the next fiscal year, if not before. MELGRD should also regularly collect and disseminate environmental data to all stakeholders. The role and strengthening of the Federal Bureau of Statistics should be recognized and addressed as part of this process.

NCS Today and in the Future.

3.83 The NCS is at a critical point. There is certainly much evidence of well-intentioned hard work—inside government and especially outside. The enthusiasm of the earlier consultation and planning years and the early period of implementation has turned towards much more hard-edged calculation of what is truly needed for the future, and why the limited gains have been so difficult to achieve. In the process, there has been much experimentation, many exercises to enhance program and project management (of which only a fraction has been discussed here), and a growing sense of frustration that a valuable initiative is being partially wasted and put at peril by a governance system that is simply not performing well. The reality is that Pakistan is certainly not alone among countries having difficulties in the implementation of

sustainable development. But the early promise of progress makes these limitations the more difficult to accept.

3.84 The hope for the future is certainly in building on the extensive experience gained in partnering, including the dialogue now existing among government, the private sector and civil society. And, even more so, is the extremely valuable work that has taken place at the provincial, district and local levels, through the individual strategies and through specific projects and approaches, such as participatory field programs and voluntary/market-led private sector initiatives. Furthermore, there is no doubt that much more could be achieved if there is a proper revival of coordination at the national level, if the objectives of the NCS can be made more compatible with needs as articulated by the people (especially the poorer people) of Pakistan, and if initiatives under PEPA and other legislation can actually be followed up with action. Much more needs to be said about the future course of the NCS, especially in relation to the way forward over the next year or two (Chapters 6 and 7). First, however, we examine financial and managerial issues (Chapter 4) and some of the altered conditions globally and within Pakistan that may affect future NCS activities (Chapter 5).

CHAPTER 4. FINANCING AND MANAGING NCS

Financing the NCS

4.1 During the 8th Five Year Plan (1993-1998), Planning and Development data show that out of an overall planned financial commitment of Rs 21 billion for the 14 core areas, only 18% of the funds were released and even less were actually disbursed.

4.2 From a rough analysis of financial information collected by the NCS unit²³, the following tentative conclusions can be drawn over the 10-year planning horizon²⁴:

- In terms of both provisional and allocated budget (over a 10-year horizon), NCS clearly focused, and by far, on land conservation and irrigation efficiency as the top priority. Second-tier priority included forestry and institutional development, closely followed by watershed protection, water resources/fisheries, and energy efficiency (Box 10).
- The top priority programs (land conservation and irrigation efficiency) were allocated less than half of the budgeted amounts, but all other core areas had a relatively even match between planned budgets, allocations, and use.
- The overall financial picture of NCS is conveyed by the following three simple ratios:
 - 51% of planned financial resources were actually allocated—with the lowest ratio for “maintaining soils in croplands ” and the highest ratio for “conserving biodiversity”;
 - 38% of planned financial resources were utilized, which does not reflect actual disbursements for which data were not available—with the lowest ratio for “maintaining soils in croplands” and the highest ratio for “conserving biodiversity”; and
 - 74% of allocated financial resources ended up being utilized.
- Full data on donor contributions to financing the NCS were not available. However, if the planned foreign exchange component is used as a proxy, it appears that while rangeland/livestock, energy efficiency, and institutional development may have been targeted primarily for donor grant and loan financing, energy efficiency and preservation of cultural heritage would have been financed mostly from local resources (Box 11 and Annex 8.)
- In terms of provincial allocation and use of resources, the federal government had by far the highest priority, followed by Punjab, NWFP, Sindh, Balochistan, AJK, and Northern Areas (Annex 8, Tables 8-1 and Table 8-2).

²³ Akhtar A. Hai, Resourcing for National Conservation Strategy (NCS) Implementation. Applied Economics Research Centre, University of Karachi, March 2000 (Report prepared for NCS-MTR).

²⁴ With the lack of a financial information and monitoring system, and some glaring inconsistencies in the data gathered by the NCS unit, the conclusions drawn by the ERT based these data should be taken as purely indicative.

- Overall budget plans were based on a contribution of about 40% from the public sector and 60% from the private sector. Given the extent of private ownership over natural resources in Pakistan, the relatively high planned contribution of the public sector is a further indication of the weak focus by NCS on policies and incentives to internalize the social cost of natural resource degradation.

Self-financing Mechanisms

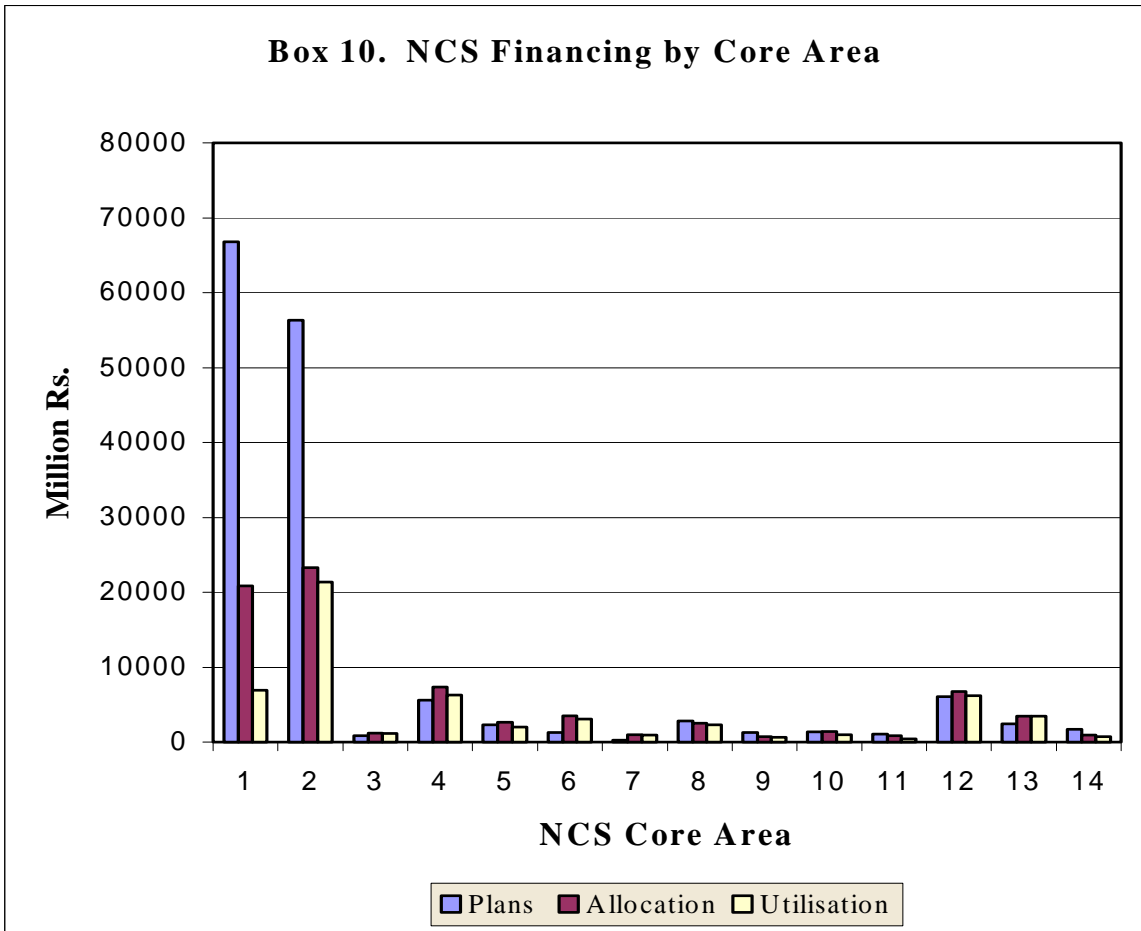
4.9 The proposed refocusing of NCS, as suggested by the ERT in this report, needs to be grounded in the evolving reality of the country's governance and financial situation. In particular, it is absolutely vital that the next phase of NCS be anchored in solid economic analysis emphasizing (1) cost effectiveness; (2) internal resource mobilization; (3) less reliance on budget transfers and foreign indebtedness; and (4) distribution of costs and benefits amongst stakeholders.

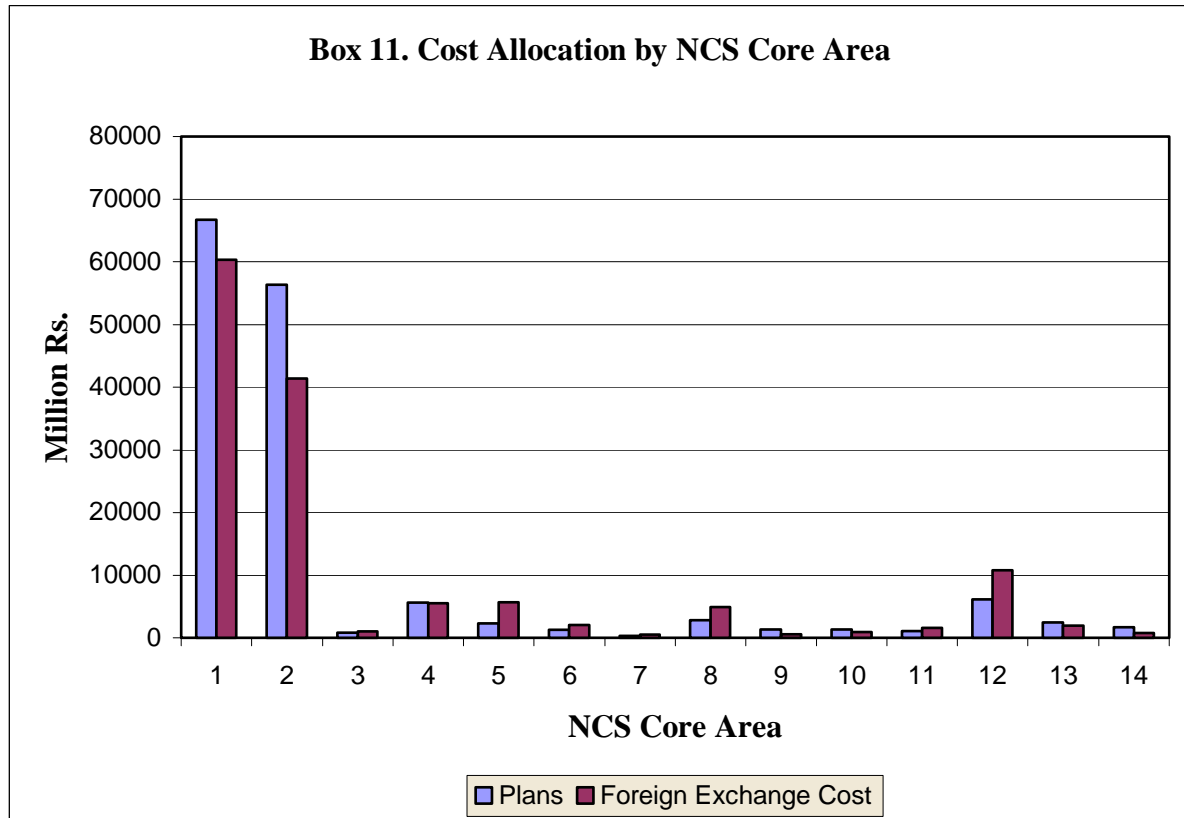
4.10 Although it was not possible to conduct for the present MTR exercise, it is important for the next NCS phase to estimate (*ex ante*) the potential revenue or cost savings from mechanisms other than budget transfers. As a general rule, the application of the "polluter pays" and "cost recovery" principles, through a combination of economic instruments and enforcement, should be the basis for internalizing most of the social cost stemming from environment degradation or use of ecological services. This will take considerable time, of course.

4.11 Areas which need to be investigated thoroughly include: (1) removal of subsidies; (2) removal of trade barriers for the import of clean technologies, fuels, and pollution control equipment; (3) industrial and toxic pollution charges; (4) input taxes on agro-chemicals; (5) user charges for environmental amenities and assessment services; (6) cost recovery for service provision (water, sanitation, solid waste management); and (7) a variety of green payment schemes. Within communities there is the additional need to build financial capital to permit borrowing for environmental improvements. This may be done through micro-credit schemes, for which there are a number of well-established models, and through dedicated fees such as those related to trophy hunting and waste disposal.

4.12 It is important to fully capture the economic values of global environmental benefits provided by Pakistan to the international community, though adherence to a number of international conventions. Instruments like GEF, Montreal Protocol, Prototype Carbon Fund, etc., should figure prominently in the overall resource mobilization approach. But the production of such benefits needs to be compatible with sustainable development in broader respects—single-purpose global concerns could otherwise easily squeeze out local requirements.

4.13 In summary, the funding base for the NCS and other conservation strategies needs to be broadened through a range of fiscal measures and through micro-credit arrangements. These would have the added benefit of acting as economic incentives for sustainable development. Pakistan should seek a full share of global funds that reflect benefits by Pakistan provided to the international community.





Management of the NCS Implementation Process

4.14 The processes employed for NCS implementation have been complex, even convoluted. There has been no clear ‘road map’ and responsibilities for implementation. This is not a surprise, for the issues involve many sectors and many institutions within society. But in the end there are two key elements affecting whether travel along the road leads to a destination or a dead-end. The first is ownership of the strategy. The second is effective leadership. Only if these two conditions are met can there be hope that the presence of other prerequisites such as access to financial resources, technical expertise, effective coordination and communication, and efficient administration will be effectively utilized.

Within Government Ownership and Leadership for the NCS

4.15 A strategy owned by everyone may in reality be owned by no one unless there is across-the-board leadership, effectively expressed. The concern with the NCS is the limited degree to which ownership actually has been solidly planted within the national government. The original mechanism, dependent upon the leadership of several ministers, and the active involvement of the Prime Minister/Chief Executive as chair of PEPC, has faltered. PEPC, as an apex body, has a legal mandate to formulate environmental policy and also to monitor it through PEPA. It was to provide the guidance on NCS progress. But it has not met regularly enough and seems to have relegated control of the NCS to the NCS Unit.

4.16 The NCS Unit within MELGRD was to act as a focal point for coordination, catalyzing action and monitoring the strategy. It is seen as the principal agent in the management of the NCS implementation process. It appears to have long forgotten its mandate and its position within the Ministry is weak. Externally, little that is positive is said about the NCS Unit. Halfway through, it was also asked to coordinate and monitor EPRCP, which diluted its focus on NCS considerably. The Joint Secretary, who serves as Head of the NCS Unit, is also looking after administration, and the Unit suffers from lack of professional support. There have been five Joint Secretaries in eight years—negating any kind of the essential long-term focus required for a successful NCS implementation approach. The Unit today stands as a weak tier in the NCS implementation process.

4.17 The Environmental Section in the federal Planning and Development Division and in the provincial P&D departments have not contributed as much as desired to the NCS implementation process. Stakeholders, including government departments (federal and provincial), view these as blocking progress. All Environmental Sections suffer from staff inadequacy and professionalism, and frequent transfers. The National Planning Commission is a logical enough body to play an important integrative role in ensuring that the three key elements of environment, economy and social matters are brought together in an integrated way. This has not happened through this mechanism, again, a situation where leadership and ownership have lapsed.

4.18 The federal and provincial EPAs have all been engaged in the NCS implementation process. The provincial EPAs suffer from staff shortages and competence issues, and lack of a consistent linkage with a department. The PEPA, however, seems to have engaged itself more as a ‘technical arm’ of MELGRD than an implementation arm of PEPC. Despite these constraints, PEPA has been able to prepare:

- A review of IIE and EIA regulations (1998)
- Pollution charges for industry (calculation and collection rates 1998)
- Environmental sample rules (1999)
- Provincial sustainable development fund utilization and procedure rules (1998)
- Regulations for certification of environmental laboratories for NEQS (1998)
- Industry self-monitoring and reporting rules for NEQS (1998)
- Hazardous substances rules (1998); and
- Draft implementing regulations for PEPA.

Thus, for at least one of the fourteen core areas of NCS (i.e., pollution control), the MELGRD has been able to make significant managerial progress in the past few years. It is important to note, however, that the larger management challenge lies ahead in making this system for pollution control actually become functional in terms of affecting outcomes.

4.19 These observations on management cannot be directly extrapolated to NCS implementation at provincial levels, since there is such variability in terms of the different stages of implementation and commitment. The general problem of ownership exists in all cases, however. And, where effective leadership and support for a provincial strategy exists, progress is made. Where it is lacking, progress has been extremely limited. In virtually every province and special region there is a serious gap

in the link with national government on management of both environmental protection and NCS implementation.

NCS Ownership and Leadership Outside Government

IUCN-Pakistan

4.20 IUCN-P has been the most important contributor outside government assisting in the implementation of NCS. Leadership has been strong and many would say that IUCN-P owns the process more than government at this point. It has successfully filled many functional gaps in NCS implementation and has acted as a link between the government, private sector, NGOs and donors. Indeed the 1993 Action Plan calls for IUCN-P to lead in coordinating the actions of NGOs in support of the NCS.

4.21 While IUCN-P has earned a paramount place in the NCS implementation process, it has done so with the recognition that it is in a long-term support relationship. An early CIDA review recommended a main role of “facilitation in four key areas— institutions, economic and legal incentives, awareness raising and the support of a select number of field projects.” Ultimately the NCS will be most successful if it is firmly embedded in key government management processes and decision-making. IUCN-P can help in this process but it is government that must actually internalize the results.

4.22 IUCN-P has assisted the government and other stakeholders, nationally and within the provinces and special areas by sitting directly with government staff. It has helped via the development of significant pilot projects. IUCN-P has played an active role in institutional development and capacity building. And, through PEP, it has been a partner in what is quite a unique approach to build a results-based management approach. Needless to say IUCN-P has been constrained in its own effectiveness by the limitations on ownership and priority accorded the NCS within government.

4.23 But IUCN-P also has grown considerably over the years as a consequence of its involvement with the NCS. This growth has come about not only in financial terms, presence throughout Pakistan, and in project implementation capacity, but also in terms of its ability to manage activities to the point where results in terms of outcomes and impacts can be demonstrated. IUCN-P is at a point where it can now play a very important role with government in cost-effective capacity development and management support. To do so, however, will require the prerequisite leadership and ownership issues to be resolved within government. And it should be recognized that IUCN-P, for all its strengths, has expanded rapidly and faces its own internal managerial and capacity-building needs. Thus, for it to continue to play an expanding support and implementation role, it will need further inputs—major financial resources, limited technical advisory and managerial inputs, and the continuing flow of outstanding and highly motivated recruits to its staff.

Sustainable Development Policy Institute (SDPI)

4.24 SDPI is a credible organization in conducting quality research on environment, SD, and core areas of the NCS, and has contributed to some training efforts. It has rendered policy advice to MELGRD, including the 1993-98 Plan of Action. SDPI has established its credentials as a respected institution to render advice and support to the

government, and has opened space for policy dialogue between the government, NGOs and other institutions. Up to the present time, it has not taken a particularly active role in addressing issues related to the management of policy formulation and implementation, or other aspects of detailed managerial issues affecting the NCS. As an independent institution still maturing, SDPI may wish to look at its future role in terms of the kind of advice that it might provide government on management matters. Throughout the world, independent environment and development organizations are recognizing that the problem is not so much one of non-recognition of environment and SD issues, but of finding effective administrative and management approaches.

Other Civil Society and Private Sector Organizations

4.25 A variety of civil society bodies, including some professional environmental and developmental organizations and local organizations have effectively utilized the NCS program areas for their own capacity development and implementation of projects. Some of these are documented in the “success stories” identified in the MTR. There is a story about ownership and leadership in each case. But in each case it is somewhat different. Sometimes the NCS has served almost as an “invisible hand” or a valuable point of reference or justification; in other cases, for example in the NWFP Environmental Journalists Forum, it and the SPCS are very central. Overall, the role of the NGOs and civil society in the management of specific elements of the NCS implementation is considered very significant, particularly in view of the fact that many have entered the arena late and still have limited expertise. Some stakeholders have commented that the NCS offers more ‘space’ for NGO inputs than other national processes.

4.26 It is unfortunate that the natural advantages of the private sector in providing efficient management interventions, rapid decision-making, cost-effective target achievement, and linkages for rapid technology transfer via multinational connections appear not to be finding their way into the NCS management process. The main exceptions are the ETPI and some work of Pakistani engineering and consulting firms.

CHAPTER 5. THE CHANGING CONTEXT

5.1 The crisis atmosphere within Pakistan has been worsening over the past decade and it may or may not have reached its low point. Here we will touch only on the basic economic, political, social and environmental features that may influence the context in which the NCS will continue to develop. While many of the features are driven from within Pakistan, other factors operate internationally, some at a global level.

National Factors

An Evolving National Economic Context

5.2 The poor overall economic performance of the last four years (very low average annual per capita GDP growth of 0.5 percent, the lowest in the region) has been exacerbated by recent events related to the testing of nuclear testing and more recently the change in government. This situation is increasingly being reflected in high pressure on the national budget. Early in 1997, in the face of a macroeconomic and banking crisis, the newly elected Government of Pakistan embarked on a wide-ranging stabilization and structural reform program. But these reforms were initiated in the context of poor governance, chronic high fiscal deficits and shortages of foreign exchange.

5.3 Pakistan's vulnerability will remain high even if a strong reform program is implemented. The country faces difficult serious structural constraints. Low domestic savings cannot sustain high investment for growth, and external savings are hard to attract because of perceived country risk. Public investments for human and physical capital formation are difficult to finance since about two thirds of government revenues are still tied to debt service and military expenditures.

5.4 Moreover, Pakistan is highly indebted with a combined external and domestic debt that now exceeds 90 percent of GDP. Public debt and public guaranteed external debt stands at US\$35 billion, or more than 50 percent of GDP, and the debt service profile is not favorable. Even after debt rescheduling, about US\$8.5 billion of principal payments are due in the next three years, while total debt service (including interest) requirements during this period reaches almost 30 percent of exports of goods, services, and remittances. Breaking these patterns will require strong reforms, and even then, the process will be long and fraught with risks.

5.5 From its start the NCS was to promote environment and economy linkages. Certainly some of the key linkages occur at the macropolicy level. Yet, the structural adjustment programs of the World Bank and the IMF, which have shaped much of Pakistan's economic policy since the mid-80s, and which stressed efficiency and subsidy elimination, did not explicitly incorporate environmental sustainability (Table 4). This situation is certainly not unique to Pakistan, and in the aftermath of the Asian Crisis both the Bank and IMF are becoming more sensitive on this issue. Future structural adjustment programs may well incorporate more concern for environmental sustainability.

Table 4: Integration of Sustainability Concerns in Economic Policy Reforms.

	World Bank, SAL 1988 –1991	IMF, ESAF/EFF, 1993 – 1996	IMF, ESAF 1998 – 2001	World Bank, SAL 1998-2001
Agriculture	No explicit mention of environment	Water-logging and salinity addressed		
Forestry		Reforestation		
Energy				Policy framework for the introduction of clean fuels and new technology
Industry			Enforcement of compliance by the industrial sector with sound pollution control strategies	Comprehensive pollution control scheme for existing and new industries
Cross-Sectoral		Progress in improving standards and regulations for air, water and waste pollution	<p>Enactment of rules and regulations for the 1997 Environmental Protection Act</p> <p>Promulgation of environmental assessment procedures</p> <p>Development of provincial capacity for monitoring and enforcement</p> <p>Implementation of mass awareness programs with regard to environmental protection</p> <p>Development of a comprehensive and prioritized pollution control and EIA enforcement system</p>	<p>Enactment of the Environmental Protection Law</p> <p>Action plan for the finalization and promulgation of NEQS and implementation at the national and provincial levels</p> <p>Develop provincial capacity in implementing EA procedures, monitoring and enforcement</p> <p>Develop a policy framework for mass environmental awareness</p>

Source: Banuri and Khan 2000

Evolving National Political Context and Devolution

5.6 Pakistan is in the process of undergoing important political changes. However, current environmental institutions and policies are still reflective of past trends of strengthening the role of the central government, and the future NCS will have to adapt to the new political realities arising from the government strategy for devolution. This strategy is based on the following overarching principles (details in Annex 9):

- The devolution of power for the genuine empowerment of citizens.
- The decentralization of administrative authority.
- The deconcentration of professional functions.
- The diffusion of power for checks and balances to preclude autocracy.
- The distribution of resources to the provincial and local level.

5.7 The following key characteristics of where the process stands as of mid April 2000 are particularly relevant for the NCS-MTR:

- The devolution plan implies a very significant change in Pakistan’s administrative structure and in the powers, roles and responsibilities of local governments, and thus their needs for capacity development. The plan would reverse the process of centralization that has been occurring in Pakistan over the past several decades.
- In most areas other than the political structure, the plan is still a general outline at the time of this writing. Details are yet to be worked out, and in particular the implications of devolution for the provincial governments (e.g. administrative structure, roles, staffing, etc.) are not specified, which provides an opportunity for NCS stakeholders to influence the final design and reinforce mainstreaming environmental concerns into local plans. This
- Although a set of functional responsibilities is suggested by the list of departments in District governments, the actual sharing or responsibilities with provincial governments is yet to be specified.
- Public debate on the plan has been called providing an opportunity over the next several months for incorporating NCS learning—and the NCS’s renewed vision—into the final devolution plan.

Localization Meeting Globalization—Finding the Balance

5.8 The world is being shaped by the far-reaching consequences of globalization, philosophies of privatization and of localization, the end of the Cold War, and by the new universe of knowledge economies dominated by the Internet and perhaps soon by biotechnology. It also is being influenced by the continuing, unacceptable levels of poverty, regional conflicts, global environmental change and degradation, demands for better governance and adherence to international standards—whether for human rights, investment or sustainably produced goods. There are few firm guideposts beyond recognition that failure to cope with the many elements of global change makes a country, communities and individuals vulnerable to new forms of poverty and isolation. These factors pose new challenges and opportunities for environmental stewardship and, more broadly, for strategies of sustainable development. Indeed, sustainable development itself has become one of the emerging worldwide trends.

5.9 Governments and the public sector are changing from owners and managers of economic and infrastructure operations to enablers and regulators. Their role in environmental management and the production and use of public goods (such as clean air and water) and creating markets where they do not exist (for example, ecological services related to biodiversity, watershed protection and carbon sequestration) will be increasingly emphasized at both national and local levels. Along with this change is coming decentralization of political and economic decision making to subnational levels. Decentralization opens opportunities for broader institutional change, increased democratization, participation and greater voice of civil society in decision making—and getting sustainable development attuned to exact local needs. Its desired effects may be constrained by the lack of capacity to cope with an increasing set of responsibilities and the existence of unequal power structures at local levels.

5.10 The private sector has become a decisive factor in many spheres, influencing environmental performance and long-term environmental sustainability. International

private resource flows to developing countries have contributed to this process as these flows became more than five times greater than ODA during the 1990s. Within the private sector (especially multinationals), there is a strategic shift from the traditional reactive approach to environmental protection (“do no harm”) toward the concept of sustainable development and corporate citizenship (“do most good”). Likewise, progressive investment bodies have moved from screening out bad practice, to seeking companies with positive roles to play in environmental conservation and social development. Environmental and social development issues are an integral part of this new approach. Pakistan needs to take account of this shift and benefit from it. *Public-private sector partnerships*, particularly for large infrastructure projects, are likely to increase in many countries, given the availability of private capital and governments' need to reduce public expenditure.

5.11 Reflected in *greater democratization*, the increasing role of civil society, demand for transparency and access to information are growing trends in the developing world, which means that environmental issues find easier channels and mechanisms to reach decision makers and influence economic and sectoral policies. The ease of information transfer globally also means that a country or sector will be subject to much more rapid and intense scrutiny about particular practices or problems. The demand for international frameworks to help shape global public policy has increased significantly. There are major consequences for national action on laws and policy.

5.12 The *globalization of the world economies* through trade, financial markets and information flows, is complemented by negotiations on global and regional environmental issues. These negotiations are leading to dramatic re-valuation of key resources such as water and forests, and shifts in the criteria for developing both renewable and non-renewable energy sources. In the future trade, investment and international environmental policies are likely to be come much more interlocked through a variety of voluntary actions (mainly private sector) and binding agreements (public and private sector).

5.13 *Continued rapid urbanization* is becoming a major driver of environmental action. Urban population, which more than tripled throughout the world in the past 50 years, is projected to double in the next 25 years, with more than 90 percent of the growth occurring in developing countries. In 1990, most people lived in rural areas, by 2030 the opposite will be true. Parallel with the demographic change, the share of poor people who live in urban areas is expected to rise. Environmental services, institutions, and policies have been failing to keep pace with this rapid urbanization, and today, 30 to 60 percent of the city dwellers in low-income countries lack adequate sanitation and safe drinking water, and growing air pollution causes severe health damage and economic hardship. These global figures are certainly reflected in the development patterns of Pakistan. *Rapid progress in science and technology* has created opportunities for more efficient and cleaner production, safer and healthier products and processes, the exploration of new resources, and easier access to information and knowledge. This is an area where Pakistan is lagging behind, especially in the advanced stages of creating sustainable technologies.

CHAPTER 6. THE WAY FORWARD

General Guidelines for NCS-2

6.1 There is a strong support, and a considerable sense of urgency, for developing an approach to a revised NCS that will enhance performance for sustainable development within the context of new and emerging realities facing Pakistan. In this chapter we examine some of the key needs and characteristics for NCS-2. We do not make the case that an NCS-2 is the only way forward for dealing with the issues of environment and development. Indeed, NCS-2 should largely be a means to identify, bring together, and support the most promising ways forward. And there does appear to be some consensus inside and outside government on the need to shift gears if there is to be an effective strategy in place to cover ever-growing needs over the coming decade. This is also the view of the ERT.

6.2 Building on our discussions with stakeholders and other analyses, we propose that the NCS should set the *process for guiding change* concerning SD, with a much more deliberate effort to keep on top of international, national and local changes. It certainly should not be a prescriptive plan that assumes an adequate state of knowledge. Rather it should actively *promote* the integration of environmental sustainability, economic growth and poverty reduction. It should encourage *demand* for action, allow *experiment* in addressing these demands, require greater *accountability* for such flexibility, and ensure *transparency and availability* of the evolving knowledge base.

6.3 NCS-2 would include a strong *federal policy* for SD, focused on key development aims but not forgetting the non-anthropocentric purposes of nature conservation. It would include policy guidelines for provinces and sectors. It would bring together the institutional system for a continuous-improvement approach. Above all, it would set the *enabling framework* in which civil society, the private sector and local communities and all levels of government can work effectively towards sustainability objectives. In other words, a future NCS might *support* those provincial, district and sectoral initiatives which are aimed at integrating environment and development, help *information-sharing* among them where possible, and help to *monitor and learn* from them—thus spreading models of success. It should not attempt to force them into a single approach or bureaucracy. In addition, the NCS should play a primary role in those functions that can *only be addressed at the national level*—notably, national monitoring and performance of environmental standards, integration with economic and other national policies and international relations.

6.4 Thus the ‘big book of plans’ represented in the current NCS needs to become a simpler policy statement, plus associated principles and procedures to help people interpret it in local conditions, with an institutional system for SD comprising:

- enabling legislation, market-based instruments and incentives;
- greater democracy of information;
- a continuing national forum to learn and revise the approach;
- a stronger ‘core’ institution, or institutions—closer to mainstream development planning and fully in the centre of decision-making within and outside government;
- better links with local, provincial and international initiatives; and

- ties to major development reforms, including devolution.

Fundamental to future success is a transformation from well-meaning comprehensiveness to a set of focused, but cross-cutting objectives that can be understood, acted upon, and monitored.

6.5 There are six key themes that require attention in designing an appropriate way forward. These areas are: (1) vision, scope and content of the NCS; (2) goal-setting and participation; (3) drivers, actors and links for an effective NCS; (4) NCS activities and how they should be organized in the future; (5) management, monitoring and coordination; and (6) innovation and investment for sustainable development, including the role of donors. All of these themes in one way or another relate to improved governance in general, and specifically for environment and development. In turn, governance reform requires institutional change and strengthening plus capacity-building. While Pakistan faces many challenges at present, most are related to these issues. In this time of reform, there are significant opportunities to address them.

6.6 In Box 12 we provide an overview of many characteristics of the existing NCS and what might be desirable in NCS-2. This synthesis is based on many of the observations presented in previous chapters. It is a ‘menu’ to keep in mind for the design process and to stimulate discussion about NCS-2 needs. It is organized according to the six categories noted in the preceding paragraph. Each category is discussed briefly in the sections below.

Box 12. NCS Characteristics and Suggested Directions for NCS-2.

1. Vision, Scope and Content.

NCS	NCS-2
Based on the ‘hopes and dreams’ of the 1980 IUCN World Conservation Strategy	Grounded in local realities
Many ideas for possible policies and projects	Provides a clear vision of environment, economy and poverty reduction linkages for SD
Comprehensive—self-contained	Strategic—recognizes other initiatives/strategies
Missing some key issues, e.g. clean water	Actively picks up issues as necessary
Complex and long-term—needs expert interpretation	Simpler—builds on what works locally and in short-term too.
Conservation ‘for the poor’	Enhances capacity of the poor to cope with, utilize and conserve environment
Economically naïve and marginalized bureaucratic solutions	Economically engaged and central, with incentive and market solutions incorporated
‘Translated’ international issues to Pakistan’s situation	Deals with international opportunities and threats
Mix of national, provincial and local affairs	Same mix but with greater focus on local demand side
Innovation from outside Pakistan, and local institutions with international links	Seeks and builds on local innovation (and good traditional practice) in addition
English communications medium	Urdu + regional languages also
Static (an excellent mid-80s to early 90s ‘milestone’)	Continuous learning with up-to-date information

Box 12 (continued).**2. Goal-setting and Participation.**

NCS	NCS-2
A plan <i>de novo</i>	Priority-setting with achievable goals
Many 'core areas' (14) and programs (68)	Several 'clusters' and fewer programs
'Conservation for development'	Poverty reduction and health/quality of life issues are related to sustainability of environment and natural resources and to cleaner technology goals
Considerable emphasis on biodiversity	Ensure National Biodiversity Action Plan is linked to other NCS objectives
Various experts consulted	The major policy communities participate
Consultation only if NGOs (IUCN) and donors involved	Consultation institutionalized and drives the NCS
Talking together and awareness building	Partnerships for action and implementation
Reducing space between government and stakeholders	Institutionalizing this space so that it is connected to policy shifts and implementation
Donors and IUCN choose priorities	Broader 'Forum' decides; with government and NGO capacity built to prepare projects
Used one-off data; but still huge gaps	Building and using regularly updated baseline information and key indicators
NCS is key database, even where information is out-of-date; limited access of information to public	NCS provides SD information strategy with pointers to dynamic information bases. It outlines public right to know based on SoE reporting, SDNPK and other Internet sources, etc.

3. Drivers, Actors and Links.

NCS	NCS-2
Strong constituency at NCS formulation stage	NCS constituency is revived, strengthened and continuously active
Centralized, but weak, drivers for implementation	Decentralized, but also stronger national coordination
'Everybody' is a target	Key policy communities are targeted
IUCN very active	More civil society and private sector activity, too
MELGRD at centre; sectoral ministries small role	Sectoral ministries involved more effectively
Government PEP partners weak	PEP partners become strong facilitators for industry/community action; government PEP elements become more effective in regulatory and planning roles
PEPC exists but not functioning well	Renewed PEPC—active in policy, 'at centre' of SD
NCS pressed on provinces by federal government	NCS supports provincial players
Very limited linkages to provincial strategies	Learning/coordination forum; clear responsibilities local to federal consistent with devolution
Driven by intellectual push	Consumers and community/informal sector are drivers
Involved national leaders but interest waned	On-going involvement of key leaders and elected bodies

4. NCS and NCS-2 Activities.

NCS	NCS-2
Emphasis on projects	Emphasis on the main goals of Pakistan's development
'Projects' all prepared in first 2 years and increasingly out-of-date	Themes and projects develop through the process and performance monitored
Projects as added burdens, not linked to 'mainstream' development in effective fashion	Emphasis on achieving objectives and changing 'business as usual' behavior
Extremely wide-range of projects, many weakly linked to NCS influence	Concentrate projects on cross-cutting areas and collaboration
22 programs needed new regulations	A schedule/critical path of regulations updated regularly
31 needed economic instruments	Focus on applying economic incentives selectively but making them operational
Capacity-building treated as formal 'training'	Capacity-building as 'doing', with effective monitoring

Institutional development achieved but not operating well	Build on this success by evolving effective institutional landscape/ governance structure for SD
Awareness raising achieved with a literate few, often indirectly; very limited community level penetration	Education/awareness are overt priorities—more radio, video, Internet, and use of systematic approaches within education system and in various programs
Gender given limited attention, especially within government activities	Gender integration within all major NCS activities
1997 Act punitive, although EPAs applying it ‘gently’ and selectively	Emphasis on effective enforcement, economic incentives for industry-specific) NEQS/BACT, and on actual performance
Focus on government regulation and control	Also codes of practice, certification, watchdogs
Some voluntary industry/business discussions/trials	Facilitate and support enhanced sustainable action by big business and SMEs
Limited attention to urban area strategies and activities	Promote and facilitate urban strategies and activities
Little baseline information-gathering	Regular baseline on environment and development performance, innovation, and awareness levels

5. NCS Management, Coordination and Monitoring.

NCS	NCS-2
Active NCS process management ‘frozen’ at document stage within government	Implementation progresses and is updated through good process management inside and outside government
A number of weak, overlapping bodies and no effective accountability apparent—NCS Unit, EPA, Env. Sections of P&D	Clear responsibilities—a system with accountability
Coordination by ill-equipped, invisible NCS Unit, ignored by other units of government	Well-resourced and influential secretariat, enables implementation of Strategy
Powers of persuasion to implement	Clear responsibilities and powers
IUCN-P providing direction and push for action	IUCN concentrating on support: helping build links and capacities; maintains ability to press for improved performance; window to international concepts
SDPI opens space for policy dialogue	SDPI develops additional capacity to monitor performance, engage in constructive policy dialogue and link local to national and international action
PEP partnership established	PEP partnership reinforced to fully utilize strengths of each partner for NCS implementation
Institutional capacities presumed	Institutional capacities built
Unclear responsibilities for SD	Clear sustainable development governance system
Emphasis on coordination of institutions at the ‘top’	Strengthen local institutions to forge coherence at ‘top’
High ‘walls’ remain between hierarchical institutions	Incentives and activities to work together are developed
MTR occurred late in first phase of NCS	Monitoring strategy for all components, with regular review of entire Strategy, and an adaptive management/ re-prioritization mechanism

6. Innovation and Investment.

NCS	NCS-2
Needs large outside investment	Mobilizes and redirects resources within the system
Focus on add-on costs	Saves money too; additional focus on self-financing
Limited cost-benefit analysis	Costs of inaction, and benefits of action are made clear
Private investment unaffected	Investment by private sector encouraged by appropriate incentives, enforcement of regulations, corporate-community partnerships, international market demands
Donors pick and choose from projects	Clear direction given to donors
Little effort to incorporate environment and SD into structural adjustment lending	SD criteria included in structural adjustment and economic policy reforms
Donor funds are poorly coordinated	Donor coordinating group established for NCS/environment/SD

Vision, Scope and Content

6.7 A major challenge faced by Pakistan today is to ensure that *short-term* decisions do not undermine *long-term* opportunities for improving welfare and needs for protecting and conserving the environment. The history of the country's political institutions clearly shows that these are geared to the short-term, and programs with a long-term horizon (such as the NCS and SAP) are difficult to sustain and implement, because they are costly, fraught with political interference, and do not produce quick, visible results for the more vocal and powerful constituencies and institutions. Overcoming this lack of institutional foresight is a key challenge for the NCS stakeholders. Developing a common vision of what comprises a more sustainable development path and making a difference in helping to move towards that vision requires a concerted effort and commitment of individuals, civil society, government, and the development community. This commitment was possible in 1989-1992. How can it be renewed?

6.8 We believe it will require at least three major "hooks." The *vision* must be consistent with mainstream needs, especially in relation to poverty reduction and national economic goals, and expressed in an understandable and convincing fashion. Second is the need for a narrowing of *scope* so that it is a credible undertaking. Failure of the current NCS to meet its very numerous and broad objectives has built a heavy barrier for future credibility when targets are set. Third, the *content* of the NCS needs to be brought more into line with current approaches worldwide and in relation to what is possible (less far reaching than the desirable) for the coming decade in Pakistan.

6.9 It is important to make sure that content can be translated into short-term successes. For one of the most striking observations arising from interviews is the expectation for demonstrable results in 3, 6, 9 or 12 month periods. Given the turnover of staff within administrative structures, the general suspicion that few government-sponsored efforts are likely to achieve their objectives, and the unwillingness to invest personal or corporate time and money in ventures unlikely to have short-term payoffs, this expectation and need is understandable. Thus the longer-term NCS vision must be turned into a sequence of milestones, leading rapidly to well-communicated 'success stories' spread throughout the country and visible at very local levels. The best way for this to happen is to vastly increase the participation of people and communities and organizations in the effort so they truly feel a sense of ownership in the NCS and its short-term successes.

6.10 The new vision should provide a clear national to local perspective on sustainable development along the lines already suggested in this report. This entails a shift much closer to poverty reduction and economic opportunities for people, while not losing sight of the absolutely essential resource and environmental conservation needs of Pakistan. NCS-2 should build on local people's experience and other assets—what they have, not just what they lack. The scope of NCS-2 should address the *need for enhancing genuine domestic savings*, which will require poverty reduction and a reverse in the unsustainable development of both human and natural capital; *environmental improvements* that demonstrably improve human health; meeting *energy needs from clean sources*; and *coping with environmental risks and adaptation to climate change*. The overall vision and content should emphasize continuous learning and adaptation.

Goal-setting and Participation

6.11 Goals for NCS-2 must be achievable and there should not be too many of them. Thus the massive number of existing core areas and programs will need to be reduced, with priorities set. This is not an easy task, of course, since there is a good reason for each of the existing themes. Indeed, it would be easy to add at least half a dozen themes that have emerged in the years since the NCS was initiated. The best way to proceed may be to establish several clusters into which the existing and any newer themes might be consolidated. It is not the role of the ERT to suggest what these clusters should be, or what the new goals might be. We suggest that anything more than about five clusters will be extremely difficult to manage. Certainly the number of programs that would result should be on the order of 15 or less rather than the enormous number in the current strategy. Cross-cutting goals (e.g., SD finance and investment strategies, public-private sector partnerships, gender and environment objectives), with a strong mandate to mainstream these goals in all the sectors, might be more effective than a large number of sectoral goals.

6.12 This does not mean that all the existing NCS initiatives will cease to be of interest to Pakistan. For example, extensive work on salinization and irrigation drainage was underway well before the start of the NCS, and there is little evidence that the NCS has influenced it over the past decade. Why then should it have such a prominent place, including top billing in expenditures (see Chapter 5)? NCS-2 goals should be set around those themes where there is a direct intervention and accountability path for those responsible for its implementation. It will be possible to build linkages with this and other important themes, even if they are not directly part of NCS-2 (see the next section).

6.13 If participation is to be broadened in NCS-2, it will require much more awareness-building, information exchange, and a stronger perception of benefits accruing, to those who participate in the development and implementation of the strategy. The hoped-for result would be genuine ownership of the NCS throughout society and a much more widespread capacity to participate in both planning and implementation of activities. There appear to be three major routes: well-institutionalized consultation processes for both policy development and impact assessment (which in some cases could now proceed electronically, perhaps via SDNP); partnerships and “forums” for joint decisions on priority-setting and implementation; and robust, transparent information gathering and dissemination mechanisms.

6.14 Participation within government as well as outside government is a problem. Therefore, it is vital that NCS-2 be designed in a fashion that provides on-going incentives to stay involved. Otherwise, the same failure to maintain initial levels of commitment could recur. The best way to do so is to provide a benefit that could not be obtained except by the presence of the NCS. Secondly, there must be a signal that the NCS genuinely counts as a high priority at senior levels of government. And, thirdly, that failure to meet NCS goals will have serious consequences.

Drivers, Actors and Links

6.15 The drivers for NCS-2 action will come from several directions. The point we have tried to emphasize throughout the report is the need to identify and encourage real demand for NCS interventions. The NCS cannot be sustained if it still relies on intellectual, policy or project ‘pushes’ from the top. This may appear difficult, especially for the more visionary goals or approaches, if they are “ahead of the times.” But, as the evidence in Chapter 3 indicates, there is substantial demand. Some of it is internationally-driven, as the greening of trade demonstrates. Other elements are likely to be expressed indirectly, for example, climate drivers acting through severe meteorological events such as drought or extreme storms, creating demand for improved response mechanisms. Most of the drivers should come through demand for addressing local, on-the-ground needs, such as improved sanitation in the face of declining water quality and worsening solid waste problems. Indeed this has been happening in the context of existing provincial and district strategies. The point is that it should not be necessary to resort to supply-driven approaches—ideas generated conceptually and then ‘sold’ to audiences. Fostering improved participation of people and communities in setting priorities will provide strong, decentralized drivers for NCS-2.

6.16 The key actors for NCS-2 should include all those involved over the past decade, but with adjustments in roles, plus many more organizations from civil society and the private sector, and from those units of government that should be playing a stronger role (e.g. finance and some sectoral units). At present there is no overall strategic institutional mapping of the actors and their projected future role. This should be developed—not as a theoretical exercise but as a practical tool for dialogue. What should take place is a careful targeting of key policy communities in particular, and support for their continuing input to the NCS.

6.17 At a national level PEPC is supposed to be a mechanism for bringing many of the key actors together. It has not worked very well and therefore should undergo a renewal that would facilitate the development of policies drawing upon agreement among the main actors. It needs a different composition, more representative of agencies such as Finance that play a key facilitating role in sustainable development. Similarly, the PEP partners need to review how they could work more effectively together on achieving NCS objectives. PEP has been the subject of external review, but suggestions for improved performance appear to have been internalized much more by the two non-governmental partners than by those within government. We wish to stress that it is extremely important to maintain a mechanism like the PEP partnership for the purpose of NCS-2.

6.18 The involvement of political leaders was a hallmark of the NCS at various times over its development and initial years of implementation. This does not appear to have been effective in bringing about actual results in terms of environmental improvement or sustainable development. Undoubtedly it was valuable in the early years for awareness-building. The interest levels within legislative circles have always been uneven. In the current context of change and reform, it is difficult to know just how NCS-2 could best link to political processes. Three points should be kept in mind: (1) it is vital that senior levels of the current leadership be allies in the NCS-2 process; (2) the NCS-2 development process be linked to bodies that will be elected at local levels; and (3) the NCS-2 itself function in a fashion compatible with a democratic approach.

6.19 There is strong acknowledgment that NCS-2 must take into account the systems that have been set up at provincial and district level through strategies subsequent to the original NCS, to identify and address priorities there. The same approach would apply to ‘sectoral’ strategies linked to SD, such as the Biodiversity Action Plan, Forest Sector Master Plan and Social Action Plan. These are currently so separate that it is clear they represent different power bases. It would help everybody if they were better linked. Indeed, we have identified more than a dozen such strategies that are important building blocks for NCS implementation. And the NCS must build on models that produce results and change outcomes towards sustainable development, whether connected to the NCS, to other initiatives, or spontaneous activities driven by people and local organizations—the latter being especially important. Taking all these points together, it is obvious that a key part of NCS-2 should be a well-articulated and implementable linkage strategy. The purpose should be to provide a framework for synergistic and enabling interaction, while not compromising the managerial, financial and other capacities of the NCS.

NCS-2 Activities

6.20 Clearly if NCS-2 is to be perceived as part of the mainstream of development and decision-making through its activities, the activities must have a profile that make them hard to ignore and they must come to be viewed as high-performance, goal-achieving initiatives of direct value to the country. They should generate pride and interest within Pakistan—even if they require difficult changes in behavior and do not represent “business as usual” solutions. Experience elsewhere with the theme of sustainable development is that it is a difficult notion to popularize. Even in the case of environmental protection, it can be a hard sell. Yet the declining conditions in Pakistan are such that demand for dramatically improved environmental, economic and social benefits is potentially very strong. The ‘Potential Success Stories’ in Chapter 3 are examples of how opportunities have been taken up or created. Thus NCS-2 will have a head start if it is well-designed to respond to demand, and to take advantage of what appears to be working.

6.21 Here, however, we will not concentrate on the actual activities that might be undertaken. Rather, we focus on key characteristics of activities that should be kept in mind in the design of NCS-2. First is that, as a strategy, NCS-2 should provide the overall framework to enable activities. NCS-2 should place major emphasis on how the various activities will support the main development goals of Pakistan. And, on a continuing basis, ensure that the NCS-2 objectives figure prominently and dynamically in these national development objectives. It should not be the detailed plan listing all projects and initiatives for the coming decade. It should set out the process and decision pathway for initiatives, and how performance can be monitored. But the actual themes and projects should develop in an adaptive fashion, taking into account the learning along the way.

6.22 The NCS-2 will need to take into account the progress already achieved in setting out environmental law and regulations, the NEQS, and the growing interest in environmental certification. But it should place a greater focus on the overall system of environmental protection that will be needed. Specifically, the NCS needs to provide guidance on the use of economic incentive approaches in the context of an overall

regulatory framework. A major portion of activities stimulated through NCS-2 should involve the private sector, on a much more substantial basis than in the past. There should be a concerted effort to involve small and medium-sized enterprises along with big business.

6.23 Institutional development and capacity-building are two of the most significant areas to be continued in NCS-2. How this should be done, however, must be reconsidered. At a strategic level within NCS-2, there is a need for a set of guiding principles and performance criteria for each. As part of the capacity-building effort, gender integration stands out for particular attention. It should be a component of all major NCS activities, but it clearly will not happen without dedicated capacity-building initiatives that lead to an increased understanding not only of why it is important in the context of a national conservation strategy, but also on how gender matters can be addressed.

6.24 Awareness-building and information gathering and dissemination about sustainable development themes and performance need to be highlighted as priorities for NCS-2. Some of the initiatives that are needed include the following:

- A regularly issued state of environment report coupled with a national conference: using key and meaningful indicators developed in the provinces and by sector agencies (but ensuring some mutual recognition between indicator sets of different provinces). This would highlight recent innovations. An independent ‘watchdog’ (or report), perhaps built on the existing efforts of SDPI, might spur the government system to improve action and transparency.
- Regular ‘state of environmental stakeholders’ surveys: ‘market surveys’ of stakeholders’ levels of awareness, commitment and judgments of priority environmental issues.
- Resource accounting: compiling and assessing the ‘balance sheet’ of environmental assets, their subtractions and additions in order to determine more accurately the genuine domestic savings of Pakistan, and relating this to the costs of inaction.
- Creating the economic argument for the environment in relation to key development aims (sustainable industrial growth, poverty alleviation, improved environmental health/quality of life).
- Macroeconomic scrutiny: assessing economic policy for its likely impacts on environmental assets (strategic environmental assessment).
- Information in a form that is accessible in local languages and relevant to issues of concern to the rural and urban poor, and information that could be used within a variety of programs such as family planning, school curricula for awareness building.

All these information components need to be assembled and disseminated in a way that reflects a greater democracy of information. NCS started this process, but much, much more needs to be achieved in the years ahead.

Management, Coordination and Monitoring

6.25 The challenge is to evolve—and not impose a blueprint for—a *system of environmental governance*, and more broadly, for implementation of sustainable development. This should support a continued policy shift towards such concerns, and do so in a way which is consistent with the (more recent) policy shift towards decentralization. The system should be proactive in relation to globalization issues such as those related to trade and to global environmental concerns.

6.26 But this system must not become a heavy, top-down bureaucracy which stifles progress in attempts at vertical (down to districts) and horizontal (cross-sector) integration. There will be some need for a national ‘body’ to oversee the whole progress of integrating environment and development: perhaps a commission or steering group, with thematic round tables that allow the various policy communities to come together—attracting private sector actors who will be creating environmental investments. Such a commission and its secretariat would be strongly linked to the provinces and encourage the growth of strong local institutions, while (to a well-judged extent) working with international stakeholders. If the NCS is identified with anything, it would be with this *system of networked institutions—the ‘meta-institution’ for SD and component processes*.

6.27 A strong NCS commission / ‘steering group’ would require some permanence, and representation from government, civil society and the private sector. It would recognize the value of bringing together ‘champions of change.’ The commission would need a much stronger secretariat—in staff, funding, and above all flexibility and influence—than has been provided to date by the NCS Unit (which we have suggested should be disbanded). This is so that it can run the strategy as a *system of networked processes* rather than as the implementation of a fixed plan. A renewed PEPC might form the basis for a NCS commission, but that option requires careful examination, since PEPC is environmental in its focus and also has performed in a less than optimal fashion. Other countries have established national SD councils or other organizations (e.g. in Canada it is the National Round Table on Environment and Economy). It should be pointed out that performance of such bodies has not been stellar anywhere. And not through lack of effort. The problems of mainstreaming the subject matter and keeping the attention of senior leaders are considerable.

6.28 The issues of management include the need for defining clear areas of responsibility and accountability, which was not well handled in the original NCS. This has been an important issue brought home in reviews of the PEP partnership and of the SPCS, for example. These reviews provide a useful basis for extrapolation to the future of NCS as a whole. What needs to be captured in the renewed strategy is a robust commitment to an accountability system, with appropriate attention to results-based management, periodic monitoring, adaptive management and periodic re-prioritization. The roles and responsibilities of the four PEP partners will continue to be central in NCS-2. These need to be agreed upon and every effort made to draw upon the strengths of each in a highly complementary fashion. There is then the question of whether the partnership should be expanded, so that a more balanced management structure is in place (placing greater emphasis on private sector and strong provincial partners in particular.)

6.29 The coordination effort of NCS-2 will have to be defined in a fashion that does not suggest top-down control. Nevertheless, there are important functions that need to be considered. These include, as examples, the following:

International Issues

- Environmental globalization: Coordination of Pakistan's contribution to MEAs—negotiation, implementation, reporting; ensuring coherence and efficiency in relation to the (overlapping, duplicative) agreements and relating these to economic and livelihood agreements and initiatives. Also keeping track of Pakistan's position in relation to global environmental problems and services (notably climate change and carbon storage; biodiversity conservation).
- Economic globalization: Intelligence on environment and SD aspects of globalization, debate and policy formulation—with the aims of both protecting vulnerable groups in Pakistan (property rights and the condition of NRs) and realizing opportunities (trade niches, access to technology, investment guidelines). Improving abilities for scrutiny of foreign companies.
- Regional issues: keeping track, and forging positions and good deals on, cross-boundary issues such as river basins, shared protected areas, transboundary pollution, marine pollution.

National Issues

- Continued *guidelines* for provincial and sectoral policies for "mainstreaming" environment and SD in a briefer NCS document with clear policy and basic principles. It would aim to help the sectoral/provincial processes of formulating policies, principles/criteria, standards, indicators and monitoring in a way that permits some national mutual recognition. It would offer 'tool kits' to help, for example, policy analysis, and the means to conduct strategic environmental assessments of development policies and programs, not just individual projects.
- Promoting SD within macropolicy concerns, whether these relate to economic matters such as structural adjustment loans, poverty reduction, national environment and security issues, environmental risks and opportunities, or other major matters of national significance.

Provincial, Urban and District Strategies

- A support service for the provinces: notably information, and developing leadership, with a major aim of ensuring that local (district and lower) institutions are able to 'drive' the whole strategy system from the bottom up.
- A coordinating role with respect to identifying funding sources and for enabling the funding to be applied in a timely and effective fashion.
- Learning forum for conservation strategies nation-wide: building on the IUCN strategies support panel, sharing learning between all active players in strategies; feeding information back to federal (and, where relevant) international levels.

6.30 It is not unreasonable that one target of NCS-2 should be to have a fully functional management system in place within a few years of the renewed Strategy's inception. Much of the last decade's effort has been spent on crafting the individual pieces. There is a good understanding of where the strengths and weaknesses are. It is a matter now of creating a *system* based on these components that is consistent with the more general efforts to improve governance within Pakistan and workable in relation to the problems of SD.

Innovation and Investment

6.31 The original NCS was in so many ways innovative for its time. In NCS-2 there is a need to maintain this spirit of innovation, but in a fashion that understands how innovation will drive solutions for sustainable development. An example is the way in which the expanded use of CNG can address several environmental, health and economic issues simultaneously within Pakistan. Another is the innovation surrounding micro-credit systems, and how this experience can now be extended to conservation concerns. And, within regulatory systems, the innovations being introduced to provide greater use of economic incentives, along with lower cost voluntary action incorporated through ISO14000 and other certification programs. For SD to be a reality a high level of innovation—whether for policy, information gathering and dissemination, technology or institutional relationships—will have to be fostered within Pakistan at all levels. NCS-2 should provide guidance and at least a rough road map of what is required for a strategy of SD innovation.

6.32 While the existing NCS did not purport to be an investment strategy, it certainly laid out explicit investment directions. However, our analysis revealed that most of the investment was focused on a few areas, and little was directed to the most innovative themes of the NCS, either from domestic or donor sources. This dilemma is likely to be compounded by the declining state of finances and donor “chill” currently affecting Pakistan. Perhaps this situation can be turned around with a focused NCS-2 that demonstrates what might be accomplished through specific, innovative directions, including greater attention to more or less self-financing initiatives.

6.33 The first issue is whether NCS-2 should be perceived as an investment strategy. The danger in setting out such an approach is that it will become a convenient aggregation of projects designed to attract the attention of donors in particular. We believe that this should not be the purpose of the NCS. As a strategy guiding the national SD effort, the NCS should, of course, be realistic in relation to resourcing expectations, but this should be done through establishment of the types of investment and mechanisms needed rather than a list of specific, costed initiatives.

6.34 The second issue is how to link innovation and investment more directly. This might be done through reserving a substantial portion of funding for NCS to be used in support of solutions that are not “business as usual” administration or other routine expenditures. The emphasis would be on funding pilot initiatives, research on new technologies, policies, participatory processes, and other innovative efforts. The proposed sustainable development fund is a mechanism that would be especially relevant. Also, it will be valuable to focus on the considerable number of options available, including self-funding mechanisms, which may require start-up money or on-going partial support; dedicated taxes; a reduction in perverse subsidies (which generally work against innovation); and the costs of inaction or of funding “business as usual” approaches. These points need to be made in NCS-2 to demonstrate that a broader range of funding mechanisms could be developed.

6.35 Donor support for NCS-2 needs to be more coordinated and operate in a fashion that optimizes use of overall scarce external resources. A SD donor coordinating group is needed, and should be considered as a proposal within NCS-2. This suggestion has

been made before but so far has not been acted upon. It is important that government provides clear direction to donors, and that a capacity to develop good projects and proposals be in place. The need for linking donor support to innovation is essential, especially for sources such as the GEF and some foundation sources. The donor community increasingly has expressed its interest in local initiatives and in supporting Pakistan NGO activities. Both trends are valuable and need to be fostered within NCS-2.

Timing, Process and Product

6.36 As Tariq Banuri has noted: “Strategies have to be grounded in the politics, the policies, the programs, the practices, the paradigms, the performance measures, and the pathologies that preoccupy both the populace and the policy-makers.” The NCS was designed for a particular time and has indeed helped to alter some of the paradigms and measures by which development in Pakistan ought to be measured. And, as noted in previous chapters, the times also have changed. Thus there are both new opportunities and constraints to be addressed in NCS-2. We believe the process of preparing for NCS-2 has informally begun through the extensive work of the MTR. It is important that the process now become formalized so that NCS-2 might be developed and accepted during 2001. It should not be stretched out over an extended time period such as characterized preparations for the original NCS.

6.37 The process should be designed to strengthen government ownership at the most senior levels and throughout the federal system, to produce effective partnerships especially with provincial government conservation strategies, NGOs and the private sector; to improve management and monitoring; and to reinforce demand-driven priority-setting. NCS-2 preparations should incorporate awareness-building so that it is seen to be an essential national strategy with implications for people throughout Pakistan. The media should play a role in the process.

6.38 NCS-2 will certainly not end with production of a document, although some sort of short document is obviously required. NCS-2 should be an on-going, dynamic process that continuously engages the people and institutions of Pakistan. What is produced as the initial NCS-2 Strategy should be only about 50 pages in length, ideally. It should be produced in Urdu and English and perhaps other languages. A variety of other documents will flow from the Strategy document. And a website should be regularly updated to provide information on the process of development, and, later, on implementation. The NCS-2 should become the guiding strategy for sustainable development in Pakistan, and be adopted by the federal government at the highest levels as the basis for detailed planning and investment decisions.

CHAPTER 7. CONCLUSIONS AND RECOMMENDATIONS

A Glass Half-empty or Half-full?

7.1 This first comprehensive review of almost a decade's progress of Pakistan's National Conservation Strategy reveals a 'glass half-empty, or half-full', depending on the perspective of the beholder. There is a great deal of frustration, mistrust, cynicism and anger towards government that more has not been accomplished on the ground. Indeed, further decline in environmental and natural resource conditions appears to be occurring, although baseline information and monitoring are too skimpy to make conclusive statements. Furthermore, few people believe that the NCS in its current form is an adequate approach for sustainable development, since it has had such a limited influence both on key social issues such as poverty reduction and on major economic concerns.

7.2 The idealism and enthusiasm that marked the emergence of the NCS makes its subsequent handling by politicians and bureaucrats appear to be a case of lost opportunity. As noted by one member of the ERT:

“The once ‘big, beautiful’ NCS has decentralized so much that it has ‘atomized’ and it is difficult to find the constituent pieces or drivers again. There is no central convenor or steering committee anymore (the Cabinet Committee on NCS Implementation initially met twice, but not since); and participation, which had so strongly characterized NCS preparation, is now much less apparent at the ‘centre’ of the NCS.”

Yet it would be wrong to conclude that the NCS has not made a valuable contribution over the past decade, or that it has lost its potential to be influential in the future.

7.3 Those viewing the glass as half-full see a base now established on which substantive future action can be built. The NCS has introduced a set of ideals and programs that could be central to Pakistan's future well-being—for a nation that was well behind many others in the world on dealing with environment and development. This has been done over a period marked by increasingly chaotic governance, financial crisis, and a difficult security situation. The results so far have been: an expanded awareness on the part of governments (federal and provincial/special areas) of the need for action on environment and sustainable development; considerable advances in the development of the institutional infrastructure for environmental management even though it is not working well yet; some very useful pilot projects; a start at building provincial and even district conservation strategies; and a considerable strengthening of civil society institutions. Even the survival of the NCS as a national strategy for almost a decade is viewed by some as a triumph in a country that has tended to alter its plans and strategies frequently.

7.4 Both views about the ‘glass of water’ are correct. The big question is whether, given the difficult circumstances of Pakistan today, progress can be accelerated and the NCS process strengthened sufficiently that real improvements to the country's environment and people's quality of life will be seen in the future. We believe the opportunity to make this happen exists. The NCS of the future should provide overall guidance for sustainable development in Pakistan. It should serve as a true national

strategy, not a bloated collection of projects, or an unmanageable set of objectives with limited accountability for their implementation.

7.5 Therefore it is important to examine the existing problems as openly as possible and consider their implications not only for government, but also the private sector, civil society and the donor community. In this chapter we want to provide a focus that can be kept easily in mind, rather than trying to review all components and channels for action of what is certainly one of the most ambitious and complex environment and development strategies adopted by a government anywhere in the world. Thus we restrict ourselves to five main conclusions (Box 13) and six major recommendations (Box 14). Some of the conclusions are expressed in terms that may appear very blunt and perhaps not giving full credit to accomplishments by people and institutions that have worked very hard on the NCS. The purpose is to focus on problems as clearly as possible so they can be adequately addressed in the hope that the NCS will be able to play a central role in Pakistan's future.

Conclusions – Five Key Lessons Learned and Views about the Future

7.6 The five key conclusions listed in Box 13 all point in one direction—the need for the federal government to take a more vigorous and coordinated approach in order to properly implement action related to the NCS, and to restore its original catalytic power. However, the NCS itself is dated and missing some key elements. Furthermore, it is far too complex to serve as an implementable strategy, especially in the difficult times currently facing Pakistan. Therefore it needs to be transformed into a new phase (NCS-2) in a fashion that maintains a coherent set of principles and provides overall direction for sustainable development.

Box 13. Five Key Conclusions of the NCS Mid-term Review

1. Achievements under the NCS have been primarily awareness raising and institution building rather than actual improvements to environment and natural resources.
2. The NCS is not operating adequately as a national sustainable development strategy.
3. The presence of the NCS has strengthened civil society institutions and their influence.
4. NCS implementation capacity requires much improvement.
5. The catalytic power of the NCS continues but needs reinvigorating and refocusing through development of NCS-2.

7.7 The individual conclusions are described in more detail below.

NCS MTR CONCLUSION 1

Achievements under the NCS have been primarily awareness raising and institution building rather than actual improvements to environment and natural resources.

NCS Success as a Catalyst for Environmental Sustainability Dialogue and Initial Action

7.8 The NCS contributed enormously to the early 1990s climate of support in Pakistan for environmental issues and community management of resources—although so also did big events such as the Earth Summit and subsequent donor intervention and agendas. In some other parts of the world, by the mid-90s the climate of government financial support for environmental action seriously declined, although not necessarily also at a popular level. These trends were evident also in Pakistan, although perhaps somewhat later. Elsewhere now, however, support for both environment and SD is again on the rise, spurred in part by new concerns related to trade, issues such as climate change and desertification, and growing evidence of the costs of inaction.

7.9 In Pakistan there have been notable achievements in institutional development, including the development of the 1997 Act and innovative measures such as the environmental tribunals, and the Sarhad Provincial Conservation Strategy with its associated district conservation strategies and round tables. While the overall system has been slow in coming together, there is certainly enough institutional development to take concrete action towards improved environmental protection and to implement some elements of sustainable resource management.

Progress on Improvements to Environment and Resource Management Insufficient

7.10 The NCS and its 1993 Implementation Plan were spuriously comprehensive, suffering both from a lack of prioritization and from not proposing an ongoing mechanism for dialogue to thrash out priorities. The ‘big book of plans’ is still referred to, but not with any firm degree of trust or accountability. Unfortunately very few of the action goals for natural resource or environmental improvement, as set out in the NCS for achievement by 2001, have any hope of being met by then.

7.11 The enormous investment target of the NCS has not been met, making many of those involved feel like a failure (irrespective of the irrelevance of some targets in today’s context). Yet there are very interesting and important pilot projects that provide insight for future efforts. Examples were provided in Chapter 3 of this report, and others could be cited. Thus, it is not that interesting activities cannot be designed and carried out. It is that, overall, the NCS is a top-heavy approach that placed a heavy burden on a weak governmental system that has responded by under-performing throughout.

7.12 Many projects have come—overtly or otherwise—from the NCS (350 government-implemented projects have provisionally been counted at the federal level alone). Few have been adequately assessed in relation to their contribution to outcomes and impact of the 68 NCS program areas.

NCS MTR CONCLUSION 2

The NCS is not operating adequately as a national sustainable development strategy.

The NCS Does Not Make Sustainable Development an Overarching Objective

7.13 Pakistan needs a national sustainable development strategy since the most significant improvements to the environment over the longer-term are likely to come about through a combination of poverty reduction and economic improvements. Shifting the arguments in the other direction, it is the poor who are most likely to be affected by declines in environmental conditions, natural resource scarcity and hazards. There is evidence that the *Genuine Domestic Savings* of Pakistan is being seriously reduced by a combination of natural resource depletion and pollution. The NCS, while making sustainable development one of three main objectives, has not followed through with a workable plan of action, or performed as a convincing strategy since it does not adequately address the linkages of environment, economy and poverty reduction. Nor does it really tackle the actions needed to *integrate sustainability* into environmental conservation and social and economic development—the main criterion of a strategy for sustainability.²⁵ The opportunity certainly exists to address this problem, and it is particularly timely to do so since countries around the world are reviewing ways to increase their national commitments to sustainable development in preparation for the next round of global discussions—to take place in 2002, a decade after the Rio Earth Summit.

7.14 It is clear that much confusion exists about definitions of sustainable development and how the theme should be represented in the NCS, and more generally, as a guideline for development directions and governance in Pakistan. There are three important points to bear in mind. First is that the internationally accepted SD definition

²⁵ This point plus 11 other criteria have been proposed by DFID, IIED and ODI (2000) as the basis of an effective SD strategy: people-centred, addressing structural causes of poverty including environmental causes; high level political commitment and influential local institutions; balance short-term priorities with future needs and long-term sustainability; process and outcome oriented; country led and local ownership; building on existing processes and strategies; comprehensive and integrated; participatory throughout; monitoring, learning and improvement; clear targets and priorities; capacity development throughout.

developed by the World Commission on Environment and Development in 1987 is still valid.²⁶ Second is that, as noted in Chapter 3, Box 3 of this report, for Pakistan it is vital to recognize that poverty reduction, economic growth and environmental sustainability should drive action for sustainable development. Attention to these imperatives will help to widen the ‘ownership’ of the NCS considerably. The key is to identify the relationships among these major goals while developing ‘triple win’ activities to relaunch the NCS. And third, that sustainable development action depends upon two vital elements: broad public participation in design and implementation of initiatives, and a high degree of innovation since ‘business-as-usual’ is not likely to generate successful solutions for improving sustainability.

NCS Influence on Linkages to Economic and Social Issues is Limited

7.15 While the NCS participatory processes influenced (positively) the way in which the Social Action Plan (SAP) was developed, these initiatives have not really come together (to look for poverty-environment win-wins, for example). Family planning program initiatives have not been influenced by the NCS, and there is limited transfer to the NCS of field experience gained over several decades by NGOs and government. Thus key ties that might be forged to poverty reduction strategies have not been made.

7.16 There has been very little ‘mainstreaming’ of the NCS in terms of changing the ways that key macroeconomic and social decisions are being made. The NCS was not being implemented as envisaged across the bureaucratic structure and processes in place during most of the 1990s. The high-momentum, participatory processes used in NCS preparation crashed headlong into bureaucratic silos driven by imperatives other than sustainability. The NCS correctly implied major changes in governance. The challenge of implementing it continues to be almost overwhelming in a country where the bureaucracy dominates, and yet is subject to many obstacles and weaknesses. The failure of government is widely acknowledged. But the new approach focusing on devolution offers fresh opportunity consistent with approaches such as those of the district level conservation strategies and for initiatives such as the Mountain Area Conservation Project.

Some Key Elements for SD are Missing or are not Expressed as Targets

7.17 The NCS is still the ‘touchstone’, albeit dated, for environmental projects in development planning, but several important new areas are missing from the 14 program areas. These areas are largely those that have become significant internationally in the past five years. They include: climate change, sustainable livelihoods, environmental security, trade and sustainable development (including certification processes), biotechnology, and the role of banking, insurance and investment. A major concern is how some of these new themes can be incorporated into the NCS without further overburdening it.

²⁶ One of the most important observations by the WCED is that “sustainable development is not a fixed state of harmony, but rather a process of change in which the exploitation of resources, the direction of investments, the orientation of technology development, and institutional change are made consistent with future as well as present needs.”

Lack of Major Policy Shifts

7.18 The NCS did not result in an overall policy shift towards sustainable development, with the exception of some environmental and resource management policies. Indeed the NCS has become gradually more invisible to many bureaucrats. There is a feeling that redefining the NCS in terms of policy, principles, standards, and performance—then developing a system of participation that invites and requires institutions and departments to develop their own responses, might be more effective than a centralized approach that is very difficult to coordinate. Various models exist in the world of how this may be done. Canada, has a Commissioner on Environment and Sustainable Development within the Office of the Auditor General reporting to Parliament on the performance of all government departments, based on their self-assessment of performance in implementing the SD policies each department has designed.

NCS MTR CONCLUSION 3

The presence of the NCS has strengthened civil society institutions and their influence.

Civil Society Institutions are the Strongest and Most Consistent Contributors to the NCS

7.19 The NCS has been a tremendous stimulus for the development of IUCN-Pakistan, SDPI, a host of environmental organizations and associations operating nationally or at more local levels, and for the expansion of some membership-driven organizations such as WWF-Pakistan. Some of the growth would likely have happened in the absence of the NCS, but it is hard to escape the conclusion that civil society has been proactive in seeking opportunities via the NCS. Furthermore, in contrast to government, these organizations have learned, have developed a capacity to be responsiveness to needs, and have increased their management abilities. Indeed several organizations now have a greater capacity to deliver than counterpart government units. Their value to the future of the NCS and to the people of Pakistan is exceedingly high. The challenge is to continue their growth and development while linking their success to capacity-building at all levels for government, and to make them more effective partners in work with communities and the private sector.

7.20 The key NGOs have become influential in maintaining the profile of the NCS, environment, and to some extent, sustainable development. They also have developed strengths in bringing forward these issues for media attention, and, on occasion, for opening important debates affecting policy on selected issues. This influence is, however, still quite limited, especially in relation to the big economic and social concerns affecting Pakistan. The opening of “new space” for discussion is a major step forward, but new skills and allegiances will be required for these civil society voices to have a broader impact in the years ahead.

Private Sector Bodies Have Great Potential But Are Less Advanced

7.21 The private sector is still lagging behind the leading civil society organizations in terms of its interest and commitment to the NCS and in terms of its own learning capacity. There are some very positive signals, including the useful dynamic established through the FPCCI, various pilot projects and business investments for pollution control. It is certainly possible that over the coming years much more can be expected in terms of progress by the private sector. Much of this is because of business openness (indeed vulnerability) to global pressures for greener production processes and improved corporate social responsibility.

Civil Society Organizations Can Expect to be Involved in the NCS for the Long-Haul

7.22 Some NGOs question their role in the NCS, worrying that they may be taking over responsibilities more properly belonging to government. This is particularly the case where they are taking on a more active role in project, or even program implementation. It would be disastrous for the NCS if, for example, IUCN-Pakistan were to pull away from its central support role. Similarly, the very useful role being played by SDPI in bringing forward policy issues could not be easily replaced. What has developed is a set of interacting institutions that are now highly dependent upon each other, although not taking full advantage of possible synergies. It is important that government should not be perceived to be simply handing over its responsibilities. On the other hand, it is a reality that government alone cannot adequately implement the NCS or most sustainable development initiatives. Hence the need for continuing growth of both civil society and private sector capacity—and using this capacity to help strengthen government’s own capabilities. It is entirely reasonable to build this somewhat complex system of partnership, with each element drawing upon its own strengths and comparative advantage.

NCS MTR CONCLUSION 4

NCS implementation capacity requires much improvement.

Accountability is Lacking

7.23 A strategy owned by everyone must incorporate accountability by all the key partners. This has not happened with the NCS so that not only is it difficult to define who is responsible for goals not being achieved, but, in some cases, even to find people in sectors that should have responsibility who are aware that the goals exist.

An Unworkable Design

7.24 The complex design of the NCS, and of the existing provincial strategies, has worked against its implementation, but continues to be replicated at each new round of strategic planning. The design has to be simplified, while retaining the capacity to

present an integrated approach focusing on key environment, economy and poverty reduction/quality of life concerns.

Coordination and Institutional Development

7.25 There is no continuing senior forum for the NCS. The donors, having backed a process in NCS preparation, are now distinctly backing projects only (with the exception of Canada through the PEP initiative). There is little NCS process management within government, and the NCS Unit is a marginalized unit. There has been little overall monitoring, even of NCS “project” inputs, let alone outputs or impacts. The planned information system has not been established, and the NCS Unit has no mandate for implementation. All of these problems have to be addressed, and in a fashion that raises the profile of the NCS nationally and with both existing and potential stakeholders.

7.26 When it comes to strictly environmental matters, several ‘central’ institutions were put in place quite rapidly, including the Planning Commission Environment Section, NCS Unit, EPAs federal and provincial, two Environmental Tribunals, and SDPI. Some institutions are far-from-perfect miniatures of what is needed in terms of well-trained personnel and effectiveness. As already noted, the institutional road map has included a significant increase in the number and effectiveness of professional, private sector and civil society organizations, nationally, provincially and locally. These have helped to provide leadership and support to NCS implementation. As partnerships, however, they need improvement—amongst themselves, and with government.

7.27 Improved environmental legislation, especially the 1997 PEPA, holds considerable promise, but it stresses punitive approaches and is so far only partially implemented. The NCS was heavy on promoting new regulations, but did not cover voluntary approaches, market instruments, and enabling legislation as much—topics that have evolved considerably in the international scene since the NCS was designed. Small numbers of progressive private sector firms are moving forward on environment and SD and expressing the need for action on improved incentives, while the majority still escape action and are still scot-free of the punitive measures introduced within legislation.

Only One Provincial Strategy is Truly Functional at Present

7.28 Institutional development in the form of local strategies has proceeded in some jurisdictions, especially through the Sarhad (1996), Balochistan (approval expected mid-2000), and Northern Areas (formulation stage) strategies, and two district strategies in NWFP. This matches the original intention of the NCS, although it is notable how little some of the federal government NCS players have been involved in the provinces. The situation in Sindh, Punjab, and perhaps AJK is much less promising. For the first two in particular, there have been strong institutional barriers to the development of a provincial conservation strategy. Thus the goal of having a second-tier of conservation strategies throughout Pakistan may be very difficult to achieve, and should only be pursued if it can lead to meaningful and implementable strategies.

7.29 These more local strategies are proceeding on a consensus-building and information sharing basis, structured around on-going round tables, cross-sectoral

partnerships, SD focal points within government, etc., rather than a static ‘document’ approach. In the process they have become less connected to the NCS. But there is an important learning opportunity for bringing the existing provincial experience to the national level.

NCS MTR CONCLUSION 5

The catalytic power of the NCS continues but needs reinvigorating and refocusing by developing NCS-2.

Public Awareness of the NCS and Environment Issues is Still Limited

7.30 Awareness of environment and development concerns, if measured by media stories, appears to have peaked in 1997 within Pakistan. There is little indication that the NCS reaches audiences at the community level in most parts of the country. Thus NCS potential to play a catalytic role needs to be rekindled in some very fundamental ways. This should be possible, and if done well, will build a level of support for further action within government. The current focus on devolution provides the ideal opportunity to spread important messages associated with the NCS throughout Pakistan, and, in turn to learn much more about local needs. As discussed at length elsewhere in the report and in the recommendations, this can help to transform the NCS into a demand-driven agent for change.

Within Government NCS Influence has been Declining—Nationally, and in Certain Provinces and Sectors

7.31 Major political commitment was built up at the time of agreeing to the NCS goals and plans, and some shadow of this commitment remains. But it is weak on the all-important area of institutional change, needed to implement the strategy. And as the impetus for this change slackens, overall attention to the NCS in budgets and in decision-making has slipped. Yet there is a recognition of the need for an umbrella mechanism. Indeed, if there were not an NCS, there almost certainly would be a need to re-invent it. The various sectoral and other plans and strategies evolved over the last decade are valuable in their own right, but do not add up to a whole. The NCS was to provide that whole.

“Brand Name” Recognition of the NCS is Helpful

7.32 There are various, and in the minds of some, competing approaches to what should become this “whole” in the future. It will be important to clarify linkages among several initiatives. These include the Biodiversity Action Plan, the possibility of an Environmental Strategy, various initiatives that may bear the label of sustainable development—all in addition to the NCS. It would not be wise either to ignore these or, most importantly, to assume that they can in any sense replace the role of the NCS as a nationally significant umbrella strategy for addressing environment and development. We suggest a revised NCS-2 with a clearer focus on sustainable development. The value of staying with the name is that it is a well-established “brand”, even if not

universally recognized. Furthermore, it has substantial set of accomplishments around which many more could be added.

Recommendations

7.33 The number of main recommendations (Box 14) has been kept small deliberately, and they are written simply. We want them to be reviewed and debated within many different circles. All six recommendations should be considered together, for they have been crafted with an integrated approach in mind. Detailed suggestions are provided in the context of each main recommendation. These more detailed recommendations are derived from the wealth of information brought together in the course of the MTR and should provide useful directions for the remaining period of the existing NCS as well as guidance for the NCS-2 redesign we propose.

Box 14. Six Main Recommendations of the NCS Mid-term Review.

1. Ensure that the NCS is fully owned by government, the key partners and stakeholders, and by building on the concerns and needs of the people of Pakistan.
2. Switch the NCS from top-down and supply-driven to a bottom-up demand-driven approach.
3. Prepare NCS-2 to serve as Pakistan's sustainable development strategy for 2002-2012 with a greater emphasis on poverty reduction and economic development in addition to environmental sustainability.
4. Make government institutions work towards an 'enabling framework' for sustainable development.
5. Expand the range and scale of financial mechanisms for meeting NCS objectives.
6. For donors, demonstrate commitment to a renewed NCS through consistent and coordinated support.

7.34 Change is needed immediately in order to get maximum benefit out of existing investment in the NCS, to raise its profile, and to lay the groundwork for NCS-2. We therefore have highlighted several recommendations for immediate action. In addition, there are recommendations that should be acted upon within a year. We have avoided the phrases "short-term" and "long-term". For much of the action that can be taken immediately will have long-term benefits. And we have avoided the temptation to make recommendations that will await implementation for more than a year. It is an important and demanding time to be contributing to Pakistan's restructuring. While the subject matter of sustainable development always looks to the longer-term, it must be able to demonstrate positive benefits almost immediately, if initiatives are to have credibility, given Pakistan's current situation.

7.35 While advice to government, and especially to the federal government, may appear to dominate within the recommendations, it is well to keep in mind the first key recommendation—that the NCS needs to be fully owned by people and organizations spread throughout Pakistan and in civil society and business as well as within bureaucracies. Government’s role is emphasized because it has been perceived to be a slow learner and weak performer in many ways, sometimes hindering rather than helping NCS implementation. We assume that NGOs and business will continue to grow in strength, but no national strategy can thrive without the facilitation and leadership of those in power. Thus, the message to civil society partners engaged in the NCS implementation process is that they should not plan for an early exit—their skills and inputs indeed must be enhanced and made more accessible through partnerships. Government agencies on the other hand must become more accustomed to needs and priorities being set in collaboration with stakeholders. Nowhere is this more true than with the NCS.

NCS MTR RECOMMENDATION 1

Ensure that the NCS is fully owned by government, the key partners and stakeholders, and by building on the concerns and needs of them people of Pakistan.

7.36 Since the NCS potentially touches on the lives of all citizens and many areas of governance, it should be influencing government and societal action from bottom to top—community and district to the provinces and federal government, by civil society and by the private sector.

1.1 Revitalize and recommit to the NCS at the highest levels of the federal government with a focused, strategic approach leading to demonstrable institutional strengthening and environmental improvements in the coming year.

IMMEDIATE

- Chief Executive makes public commitment to NCS and its renewal as Pakistan’s sustainable development strategy; Cabinet discussion and commitment to action on a select list of priorities with assigned accountabilities and leadership by specified ministers and government units.
- Suggested priorities for action results over 12 months include:
 - PEPC composition and mandate reviewed, with follow-up action and performance criteria established.
 - Completion of implementing regulations for 1997 Act.
 - Establish procedures for the operation of the Environmental Tribunals.
 - Finalize regulations on industry self-monitoring and their link to the national reference laboratory.

- Release the first State of Environment Report for Pakistan.
- Complete several pollution reduction projects now underway, e.g. Kasur Tanneries, as concrete examples of action.
- Set and meet achievable targets for five or more sectoral initiatives within the context of the current NCS.

1.2 Ensure that planning for devolution and for NCS district-level initiatives proceed together, recognizing the need to make sustainable development central to local level governance.

IMMEDIATE

- MELGRD Ministerial Advisory Committees on Environment and on Local Government jointly develop a “white paper” linking the NCS and devolution.

1.3 Key NCS stakeholders should take stock of what they have individually and collectively accomplished under NCS and engage in a joint process to redefine and strengthen strategies.

IMMEDIATE

- PEP partners and individual NCS stakeholder groups consider how the findings of the NCS Mid-term Review apply in relation to their individual efforts to implement NCS components, and how they might overcome barriers to progress.
- The PEP partners establish a national “forum” to examine how the NCS should be “owned, housed and implemented” in the future, and whether the partnership needs to be expanded, for example through the addition of one or more provinces and business organizations. The forum should provide an opportunity for the stakeholder groups to learn from each other’s experiences and aspirations.

1.4 Revitalize and expand strategies for individual and community-level awareness-building about NCS objectives.

WITHIN A YEAR

- Explore greater use of approaches that have proven successful, especially use of techniques such as radio broadcasts for reaching poorer people and communities and new approaches that can reach certain audiences (e.g. Internet for middle class urbanites).
- Commit to environment and sustainable development education on a much greater scale than in the past, drawing upon the pilot experience at both national and provincial/special areas levels, and accessing both the public and private school system.
- Include NCS awareness-raising components in both urban and rural support programs.

- Thoroughly revise the redundant NCS Communications Strategy. This strategy should be revised in light of the NCS Unit’s experience with mass awareness and, more importantly, using the research conducted to devise the provincial strategies’ communications component. A round table comprising stakeholders from the government, NGOs, and civil society should be formed to review the existing environmental education and communications strategies. In order to assess behavioral change as a result of mass awareness drives, a market survey of different social groups in each part of the country needs to be carried out. Without this, it will not be able to measure future achievements.

1.5 Focus much greater attention on incorporating the views and needs of poor people and communities, and on their direct participation in sustainable development goal setting and implementation.

WITHIN A YEAR

- Place greater emphasis on identifying beneficiaries and ensuring their views, constraints and strengths are actually addressed in actions resulting from the NCS.
- Make consultation an accepted and workable element of every aspect of the NCS, drawing upon strengths such as the Round Tables, focus groups, and mandated activities such as EIA.
- Design a feedback mechanism from district, to provincial, to national strategies. Initially this should communicate the results and concerns of recent consultations and round tables. Thereafter a more structured set of communications among the different ‘tiers’ of participation would be helpful, so that the NCS builds from the bottom up, as well as in response to national and international affairs relevant to the NCS.

1.6 Establish a multi-stakeholder NCS consultative forum, and strengthen other partnerships among government, civil society, and the private sector.

WITHIN A YEAR

- Establish a cross-sector, mixed government/civil society/private sector NCS consultative forum that might meet about twice a year to review issues and progress.
- Establish more pilot projects based on voluntary and incentive driven approaches, and on municipal level private-public-community partnerships for water and waste management.
- Place much greater emphasis on the involvement of the private sector, including small and medium-size firms, insurance and banks, and other organizations not yet influenced by the NCS—creating the conditions for responsible business to thrive and ‘closing doors’ to bad environmental/social practice.

- Encourage international networks and partnerships between leading businesses and civil society groups so that SD methodologies and technologies can be shared.
- Build policy knowledge networks based on working partnerships so that experience is captured and used to inform policy reform.

NCS MTR RECOMMENDATION 2

Switch the NCS from top-down and supply-driven to a bottom-up demand-driven approach.

7.37 Priorities for the NCS should be driven as much as possible by problems being experienced in the different regions of Pakistan and by the needs of local people, communities and businesses within these areas. The NCS can and should deliver benefits at this level, thus ensuring that interest and commitment to its objectives will become more widespread, creating on-going demand for practical conservation and sustainable development action. This means improving the already promising participatory and analytical elements of district conservation strategies and on programs that directly link to communities. In some cases, this could also be in cooperation with other initiatives that have good local penetration. The production of the overly elaborate, theoretically satisfying but almost impossible to implement, complex plans represented by the existing NCS document and the draft Balochistan Conservation Strategy should be avoided in the future. Indeed this unwieldy comprehensiveness should be taken as a sign of a lack of participatory assessment of *practicable* priorities.

2.1 Review the existing NCS and provincial experience with local level planning and projects for applicability in the government’s devolution plans, and for future activities under the NCS and provincial conservation strategies.

IMMEDIATE

- Review the lessons being learned about demand-driven approaches from existing models being applied in the 14 NCS theme areas, e.g. community conservation organizations, rural support programs, pollution control driven by local interests (Kasur tanneries), district conservation strategies, district environment committees (Punjab), and Orangi experience. Ensure this information becomes quickly available to the key architects of devolution and within the NCS “family” including the provincial strategies.
- NCS implementers should actively participate in the public debate on devolution.

- Examine other locally-based initiatives, for example specific sectoral experience, the environmental components of family planning/community health programs and activities under SAP, to determine sources of useful experience for redesigning the NCS and related strategies.
- Building on the above, determine how gender considerations can be worked into local, demand-driven initiatives and community organization of the NCS and related strategies.
- Consider how the Balochistan Conservation Strategy, the Northern Areas proposed strategy, and other efforts currently at a planning stage in the NCS or provincially can be made as compatible as possible with a bottom-up demand-driven approach even if it means significant changes, especially in the case of the Balochistan Strategy.

2.2 Refocus NCS processes toward a demand-driven approach, with appropriate changes in priorities and how they are set, establishment of client-based relationships, and adaptive management.

WITHIN A YEAR

- Place much more emphasis within the existing NCS on fostering both rural and urban support programs that can deal with demands linked to poverty reduction and local resource conservation and management, while building greater local control over priorities and outcomes.
- Explore the feasibility of taking the district conservation strategy as a model for application throughout the country, or at least on a more extensive pilot basis beyond the NWFP.
- Examine whether it is feasible to create urban conservation strategies for the major cities, and if so, develop a bottom-up, demand-driven approach that can be used to identify a small number of high priority actions that will improve living conditions for the urban poor in particular. Ensure that international lessons of the Local Agenda 21 model are identified and shared at the beginning of this effort.
- Change the existing approach of working from a fixed ten year agenda, with little or no formal opportunity to incorporate learning or altered circumstances during implementation. This change will demand discussion among various NCS partners to draw out relevant experience on adaptive management approaches.

2.3 Recognize the need for financial sustainability, accountability and effective structures at local levels as prerequisites for this bottom-up approach.

- Undertake a detailed analysis of the impacts of various budget constraints on the implementation of devolution and local sustainable development, using two or more pilot districts.

- If deemed appropriate, support the merging of departments at the district level, for example Environment and Public Health in order to achieve more effective poverty reduction outcomes or other outcomes related to the NCS.
- Support the development of accountability mechanisms and capacity of local government through technical assistance on the part of government and donors, with NGO assistance to implement and monitor.

NCS MTR RECOMMENDATION 3

Prepare NCS-2 to serve as Pakistan's sustainable development strategy for 2002-2012, with a greater emphasis on poverty reduction and economic development in addition to environmental sustainability.

7.38 The need for a workable sustainable development strategy in Pakistan is stronger than ever. New issues have emerged, for example climate change, environment and security, and trade and sustainable development. Circumstances of governance, the economy and social development have shifted. And there is a continuing decline in both human and ecological conditions. Furthermore, there is greater awareness of the need to handle important cross-cutting issues that were not fully anticipated by the NCS, notably globalization and gender concerns. The focus of NCS-2 must still cover the essential environmental and natural resource conservation needs of Pakistan. But much more attention needs to be given to sustainability in economic and social systems too, and their links to environmental sustainability. Special attention is needed on the role of poverty reduction in bringing about environmental sustainability, while providing direct benefits to poor people, who are the most affected by lack of access to critical resources and poor environmental conditions.

7.39 NCS-2 therefore should be Pakistan's macro-strategy for sustainable development, operating synergistically with other important strategies such as the SAP, structural adjustment loans, and the Biodiversity Action Plan. Always, NCS-2 should have the major value added of ensuring sustainability through integration of these 'component' strategies. NCS-2 should be developed and approved in 2001, for implementation in 2002. The transition to NCS-2 presents an excellent opportunity for the switch to a demand-driven approach, linked to the national focus on devolution. The suggested characteristics for NCS-2 are discussed at some length in Chapter 6 of this report.

3.1 Establish a transition team to design a revised National Conservation Strategy for sustainable development, reporting to the Chief Executive and Cabinet no more than 12 months after its establishment.

IMMEDIATE

- Appoint a NCS-2 transition team drawing on people from government, civil society and the private sector, plus provinces/special areas. The team should include representatives of each PEP partner, be led by a senior federal government representative, have a well established link with PEPC, and proceed in a consultative fashion. The team should be supported by a secretariat with visibility and seniority. It should operate in a consultative fashion, taking into account the need for a bottom-up and demand-driven approach.

WITHIN A YEAR

- Prepare a genuine strategy document—short and focused with clear targets for action—not a document that combines state of environment reporting, investment approaches and other elements that divert attention from an implementable strategy.
- Take into account specific sectoral and cross-sectoral strategies that have emerged since the original NCS was developed, and ensure that they harmonize with NCS-2 objectives.
- Consider how certain themes that have emerged since the original NCS ought to be treated in NCS-2, for example, climate change, trade and sustainable development, market incentive approaches, environment and security, and gender.

3.2 Gender integration should be given a much more prominent role within all NCS activities, with achievable objectives that can be monitored and reported on. While this is a matter that should be acted upon within activities already underway or planned under the NCS and other strategies, it is vitally important that gender integration be featured within NCS-2.

IMMEDIATE

- Decisions should be made on a formal mechanism within the environmental assessment process to address gender integration within projects, and on gender being a prominent component within mass awareness and environmental education and environmental health campaigns.

WITHIN A YEAR

- Incorporate the results of the April 2000 national workshop into the NCS-2 Strategy and ensure that gender considerations are adequately dealt with in consultations for NCS-2 and State of Environment reporting.

NCS MTR RECOMMENDATION 4

Make government institutions work towards an “enabling framework” for sustainable development.

7.40 Governance reform should take into account institutional change and capacity building needs for sustainable development. The original concept of building responsibility for sustainable development throughout government remains valid, but it has not happened so far. Thus reform is needed in the way leadership and coordination are expressed through the cabinet and policy structures such as PEPC. A much more robust and widely respected unit is needed to coordinate and facilitate the implementation of the NCS within the federal government. And more attention needs to be paid to fostering and improving the relationships with provincial and local government. Indeed, with a demand-driven model based on devolution, drastic changes are needed in how the national government responds to local need.

7.41 Government will have to depend to a much greater extent on effective, efficient partnerships with NGOs and the private sector to implement sustainable development. Experience to date suggests that changes are needed to avoid an excessively rigid and slow-moving set of relationships. Government agencies rarely have played a facilitative role. They appear to hinder rather than help progress with the NCS at times. This must change—drastically and as quickly as possible.

4.1 Revamp the “macrostructure” for NCS administration and management to improve policy, coordination, planning and implementation capacity, to increase effectiveness in working with the provinces and special areas, and to facilitate activities not directly under the control of government.

IMMEDIATE

- A champion for the improvement of NCS administration and management is needed. Logically this responsibility at the senior level will be the Minister responsible for MELGRD and PEPC. The Minister should issue a directive delineating a plan for improvements.
- PEPC should have its composition, mandate and functioning updated. It should include representatives from the Finance Ministry and the private sector financial community, and additional representatives to cover areas of growing significance such as trade and foreign affairs. Unless decisions are made to restrict the focus of PEPC to environmental issues only (which is not recommended), PEPC should be transformed into a national commission dealing broadly with sustainable development, as defined in the context of

NCS-2. This choice must be carefully considered, for there needs to be an effective policy forum and senior body in place to provide direction in the coming year and beyond. PEPC will have to meet more regularly and be more accountable for its advice. This structure needs to accommodate a demand-led approach.

- The NCS Unit in MELGRD has been unable to perform its task effectively for a number of reasons, including its low standing, poor continuity in leadership, and inadequate access to sufficient professional staff. It should be disbanded. To more effectively undertake coordination responsibilities and meaningful MRE, a Policy, Planning and Evaluation (PP&E) Section should be created within the Ministry under a Director General, but with direct links to the Secretary. This Section should be staffed by professionals in relevant sustainable development fields. Professional staff from the existing NCS Unit should be brought to the PP&E Section and new professional staff recruited, as required.
- The Environment Section in the Planning and Development Section has been functioning under “stop-gap” arrangements. Continuity has been missing; instead there are frequent “adjustments.” The “Recruitment Rules of the Environment Section” have been approved. Regular professionals should be inducted into this Section as quickly as possible to continue building capacity there. The Section should retain its independent existence and not be made part of restructuring.
- The federal government needs to build a sense of ownership towards the NCS at the provincial and special areas level. At present there is a sense of alienation since the provinces feel poorly served. There are three key points that could help reverse this situation:
 - Speed up the flow of information, benefits and approval processes, thus reducing the sense that federal action hinders rather than facilitates action. Blocking grants for minor technical reasons is a particular irritant.
 - Facilitate sharing of experience among provinces and special areas.
 - Continue to build sustainable development initiatives with provinces where no PCS exists, but move towards development of provincial strategies only when there is a clear request to do so.

4.2 Ensure that reforms planned for the civil service are well-instituted within the NCS management system, with particular attention to capacity development.

IMMEDIATE TO ONE YEAR

- There are several key reforms that can improve NCS implementation:
 - Reduce the frequency of transfers so that government staff remain in a specific job long enough to understand the position and achieve objectives.

- Build professional staff into key positions rather than rely upon generalists. The need is very widespread: within EPAs (federal and provincial), Environmental Section of Planning and Development, NCS focal points within government sectoral departments, policy units, regulation, enforcement, monitoring and evaluation units.
- Focus on capacity building through action initiatives—‘accomplish while learning.’ Capacity development is about managing the process and outcomes as well as technical skills development.
- Recognize that all sectors need capacity development simultaneously if they are to function as parts of an overall effort to implement the NCS.
- Recognize and use the support function of IUCN-Pakistan and others, for example from the private sector, more effectively as a source for capacity-building efforts within government.

4.3 An effective framework for monitoring, reporting and evaluation (MRE) of the NCS should be put in place.

IMMEDIATE

- Set up the MRE system in a fashion that fosters adaptive management, through effective learning and periodic revamping of objectives and action based on evaluation results. This should use the results of the MTR as a starting point. It should report to a Cabinet Committee, and be supported by an NCS steering committee in the MELGRD, comprised of key stakeholders, with PEPA acting as its secretariat.

WITHIN ONE YEAR

- PEPA should, as mandated by law, release an annual ‘Pakistan State of the Environment Report’ starting within the next fiscal year, if not before.
- MELGRD should regularly collect and disseminate environmental data to all stakeholders. The role and strengthening of the Federal Bureau of Statistics should be recognized and addressed as part of this process.
- Disclosure and dissemination to communities of information gathered through public agencies should be strengthened and institutionalized. Decisions at all levels suffer because this is not done at present.

4.4 Clarify rights, responsibilities, relationships and accountability for results on the part of each agency charged with implementing components of the NCS.

WITHIN ONE YEAR

- The lack of accountability measures for NCS objectives perpetuates a system of promising more than can ever be delivered, and reduces public and private sector confidence in government. The transition team charged with preparations for NCS-2 should recommend a system of accountability,

and clarify responsibilities for the implementation of each recommended area of engagement.

NCS MTR RECOMMENDATION 5.

Expand the range and scale of financial mechanisms for meeting NCS objectives.

7.42 Sustainable development is about investment—for addressing problems arising from the past; for safeguarding resources, health and livelihoods today; and for improving prospects for economic, social and environment conditions in the future. The investments in the NCS appear to have been skewed towards a few traditional natural resource problem areas and were much less than originally anticipated. There are questions about how effective many of these investments have been. Given the financial crisis within government, it is clear that competition for funding of programs and even routine activities will continue to be very difficult. Thus new and innovative approaches to funding sustainable development initiatives is required—especially those that can channel private sector investment positively towards sustainability and away from damaging practices.

7.43 Elsewhere in the world there is a move towards such innovative approaches, even in countries not facing the same financial dilemmas as Pakistan. Part of the solution lies in addressing perverse macroeconomic policies. More of the financial burden needs to be shared by those creating environmental problems, especially for industrial pollution control. The need to value resources in a fashion that allows an equitable distribution of revenue and other benefits to local communities, and covers their management costs, is a challenge for which there are existing, promising pilot activities. And even very poor communities can benefit from microcredit approaches that simultaneously help to create wealth while improving environmental conditions. Finally, Pakistan can try to capture a greater share of the international financial transfers now being dedicated to addressing global environmental sustainability concerns.

5.1 Expand internal resource mobilization in support of the NCS and provincial conservation strategy initiatives.

IMMEDIATE

- Implement the pollution tax system, even if on a pilot basis.
- Ensure the concept of a sustainable development fund becomes functional.
- As part of Pakistan’s structural adjustment plans, examine the potential of cost-savings that might be made through implementing elements of the NCS, especially those areas dealing with perverse subsidies, taxes and self-

financing mechanisms, and possible means for support through structural adjustment lending and debt for nature swaps.

WITHIN A YEAR

- Look internally at pricing (energy, water), the process of importing pollution control equipment (where extra charges offset the import duty relief already granted), efficiency gains (water use, privatizing some municipal services, eco-efficiency in industry, switch to natural gas), credit access and self-financing, as means to reduce costs of implementing environmental and natural resource management and monitoring.
- Expand cost recovery initiatives through user fees (for higher quality services, solid waste removal, and dedicated taxes linked to actual environmental improvements, where people are willing to pay).
- Expand the number of rural support programs with a conservation component, based on a combination of microcredit and community savings initiatives. There is also potential for this to happen in selected urban settings.
- Reallocate funding within government budgets to address current imbalances that exist among key priorities of the NCS; and ensure this matter is addressed in relation to NCS-2.

5.2 Develop innovative sources for funding and investment in environment and sustainable development. These would have the added benefit of acting as economic incentives for sustainable development.

WITHIN A YEAR

- Green business opportunities should be fostered in Pakistan. Examples include environmental control engineering manufacturing and installations, general opportunities related to expanded trade in environmentally-certified products and businesses, energy conservation companies that make their money from the savings to businesses resulting from energy retrofits, and ecotourism. Because Pakistan is at a very early stage and with numerous barriers to smooth implementation, it will take time for the full potential to be realized. There should be a green business and sustainable markets components to NCS-2 and an examination within both government and the Pakistan Chamber of Commerce of how to create an enabling environment for private sector entrepreneurs, and in some cases, local communities to develop opportunities, for example an SD innovation fund.
- Pakistan should seek a greater share of global funds and markets (e.g. via GEF, carbon funds, various foundations and other sources for biodiversity protection) that reward global benefits produced by individual countries for

the international community. To do so will require competitive proposals, improved performance on existing transfers (e.g. under the Montreal Protocol), and demonstration of a capacity to monitor results.

NCS MTR RECOMMENDATION 6.

For donors, demonstrate commitment to a renewed NCS through consistent and coordinated support.

7.44 Relationships between Pakistan and donors have slipped to the point where several donors are no longer actively pursuing new initiatives or have pulled out. In addition to the factors such as nuclear testing and change in government that have led to this situation, there is a strong sense of frustration on the part of some donors about the general level of achievement and even government's capacity to develop suitable plans for implementation. On the part of the government and some NGOs, there is frustration about the consistency and capacity of donors to make commitments towards priorities that are in Pakistan's best interests. Indeed, there is a level of wariness to extending the already heavy burden of debt with more foreign loans, even where these appear to be worthwhile. Improved collaboration between donors, government and civil society organizations is highly necessary, although not an easy task at present. Donors need to recognize the value of staying with the demanding task of supporting Pakistan's sustainable development needs. If they do not, problems are likely to become worse within Pakistan, with longer-term repercussions not only for the country but for the world.

7.45 A great value of the NCS is the innovative partnership arrangements that have been initiated between government, NGOs and, to some extent, with the private sector. These have both depended upon, and opened up important opportunities for development assistance cooperation that can be built upon and expanded in the future. There should be a more coordinated approach to donor assistance in order to make best use of limited funding, especially in relation to these partnership opportunities.

6.1 The Government of Pakistan should take the lead in establishing a donor coordination forum for the NCS, covering the existing and proposed range of initiatives in environment, natural resource management, and sustainable development, and, as appropriate, linkages of these areas to other key donor themes, especially those for health and social action, economic growth and poverty reduction.

IMMEDIATE

- Convene a meeting of donors to discuss the conclusions of the MTR, set out the pathway for NCS-2, and develop a plan for improved collaboration among donors and between government and donors.

- Individual donors should take stock of what they believe to be the value of their contributions to the NCS and, in general, of the scale of their investment in support of environment and sustainable development—and how they might address these themes in the future individually and on a collective basis. It would be helpful to have this baseline information accessible in the early stages of planning for NCS-2.

6.2 Donors should seek ways of assisting both government and non-government implementers of the NCS as they develop a demand-driven approach for NCS-2.

WITHIN A YEAR

- Donors should pay greater attention to environment and sustainable development as they put together support for devolution.
- Planning for support of NCS-2 ought to begin as soon as possible to ensure that there will not be a hiatus in donor funding as occurred in the early years of the NCS.
- There is a need to evolve policies and funding for the particular circumstances that currently exist in Pakistan. It is especially important to recognize the special role that civil society organizations and hybrid organizations such as IUCN-Pakistan (which includes both governmental and non-governmental bodies as members) have in management and capacity-building for sustainable development. They require continuity in funding if they are going to be strong partners. Their needs should continue to be addressed by donors, no matter how difficult donor relationships with government may be at times.

ANNEXES

Annex 1. Terms of Reference for the Mid-term Review of the Pakistan National Conservation Strategy.

I. BACKGROUND

A 1998 review of strategies for sustainability carried out for the World Bank observed that national sustainable development strategies 'are imperative in that they provide a framework for analysis and a focus for debate on sustainable development. In addition, they institutionalize processes for negotiation, mediation and consensus building, for issues, which are inherently conflictual. Furthermore, they facilitate planning and the implementation of action, which can change or strengthen values, knowledge, technologies and institutions with respect to priority issues. Strategies can assist countries [to] solve interrelated economic, social and environmental problems by developing their capacities to treat them in an integrated fashion... Cross-sectoral strategy initiatives...provide a foundation from which a national sustainable development strategy can be developed.'²⁷

The Pakistan National Conservation Strategy (NCS) situated Pakistan's socio-economic development within the context of a national environmental plan. The NCS began with a two-year start-up phase, followed by three years of preparation, during which a strategy document was prepared, reviewed, revised and submitted to cabinet for approval. Pakistan's NCS was approved by cabinet in March, 1992, and has been regarded as one of the largest and most comprehensive documents of its kind in the world. The authors and stakeholders of the document endeavored to make this the central document against which sustainable development in Pakistan would be measured. The main implementation phase was launched with a donor conference in January 1993, although some implementation began in 1991, with allocations in the federal budgets of 1991-2 and 1992-3.

The strategy has been commonly referred to as more than just a product, but a process based on a participatory methodology that had the net effect of creating an "environmental movement" within Pakistan, committed to implementing its goals and objectives. This development is key to the central tenet of the NCS, which postulates that documents and policies do not make change, only people do.

The NCS has three macro objectives.:

1. Conservation of natural resources;
2. Sustainable development; and
3. Improved efficiency in the use and management of these resources.

Achievement of these objectives is contingent on the viability of the three key operating principles: achieving greater partnership in development and management, merging environment and economics in decision-making; and focusing on durable improvements in the quality of life of Pakistanis.

The NCS contained three sections. The first, *Pakistan and the Environment*, addressed the global environmental context, Pakistan's resources use and environmental impacts, and existing institutions and policies related to the environment.

After outlining the environmental problems and the means of mitigating them, the second part, *Elements of the National Conservation Strategy*, focuses on opportunities for improvement in the primary, secondary and tertiary sectors.

Part three, *Implementation Arrangements*, identified 14 core theme areas for priority implementation, along with the detailed commitment needed by government, NGOs and the private sector over ten years 1991-2001:

- maintaining soils in croplands
- increasing irrigation efficiency
- protected watersheds

²⁷ Ndey-Isatou, Njie, 'Review of Literature on Strategies for Sustainability in Africa', prepared for the World Bank Study on the Implementation of Environment Support Programmes

- supporting forestry and plantations
- restoring rangelands and improving livestock
- protecting water bodies and sustaining fisheries
- conserving biodiversity
- increasing energy efficiency
- developing and deploying renewables
- preventing and abating pollution
- managing urban waste
- supporting institutions for common resources
- integrating population and environment programs, and preserving the cultural heritage

From these core themes, 68 programs were identified. Each program was presented in detail with communication, extension, research and training components, as well as long-term goals, outputs, and the resource investments required. The NCS indicated how to integrate these programs into existing and proposed national, sectoral and subsidiary plans. It then proposed building institutions to support the action agenda and implementation plan, paying particular attention to federal-provincial leadership, increasing inter-agency cooperation, enhancing departmental capacities, improving district level coordination, involving the corporate sector, and cooperation with communities and NGOs. Community-based management is identified as the key means of meeting these commitments. The report called on government, NGOS and donors to support and nurture local participatory organizations for the management of common resources throughout the country.

The Pakistan NCS has been called 'over-ambitious in scope',²⁸ and early implementation plans were scaled down to more practical dimensions. Nevertheless, as one of the most comprehensive early National Conservation Strategies, it broke new ground as a planning document for the country's future sustainable development, and became a model for other countries in South Asia.

An NCS Mid Term Review Committee, comprising The Environment Section of the Planning Commission, the NCS Unit of the Ministry of the Environment, IUCN and the Sustainable Development Policy Institute, has met during the second half of 1998 to develop terms of reference for the NCS Mid Term Review.

II. PURPOSE/OBJECTIVES OF THE MID TERM REVIEW

This section aims to answer the following questions:

1. Why? What is the review trying to achieve?
2. For whom? Who is going to use the results of this review?
3. What is going to be assessed?

In order to articulate a purpose, the important considerations were: do we want to generate a rationale that the context and circumstances have changed so much that we need another NCS -- OR do we want to refocus and reprioritize our sustainable development process in a more effective direction -- OR do we want it to act as a signpost that warns our implementing and supporting institutions about the major gaps and shortfalls in our approaches.

Purpose

Keeping in view the time and magnitude of effort that went into the development process of current NCS, the NCS Mark 2 seems to be an unrealistic and untimely endeavour. Hence a more appropriate target that can be achieved through this exercise would be:

The NCS MTR will enable the stakeholders (government, civil society and supporting institutions) to take stock of the current situation and take necessary steps for mid-course correction

Specific Objectives

²⁸ Carew-Reid, J. (Ed.), *Strategies for Sustainability: Asia*, Earthscan, London, 1997

1. To assess the progress achieved since the adoption of the NCS, taking into account all the influential factors.
2. To analyse and collate lessons learned so far, draw conclusions and formulate recommendations regarding adjustments of NCS as a holistic and integrated strategic guideline for sustainable development in Pakistan.

Objective No. 1: This would entail: achievements with regard to the core programme areas; institutional development; capacity development; legal framework development; policy development; (financial instruments, fiscal incentives, monetary and credit policy links, sustainable trade policy). The above will be approached through an assessment of public sector programmes, donor funded programmes and projects and initiatives undertaken by NGOs and private sector organizations.

Objective No. 2: It clearly suggests that the MTR should be seen as a forward-looking study. In examining the achievements and problems of the past, it should point clearly towards the future in its recommendations. It should offer clear direction on the following questions:

- to what extent should the NCS be reformulated, refocused or rewritten to take into account new developments and changes in the context?
- what should be the future role of supporting institutions, including national and provincial governments, donors, NGOs and others?

In the above context some key questions have been identified by the PEP Steering Committee for MTR. These will be widely circulated in order to seek comments from as many stakeholders as possible.

III. METHODOLOGY

For a meaningful review of the NCS, following tasks are envisaged:

- i. **AGREE ON AN ANALYTICAL FRAMEWORK for COVERING CONSERVATION AND SUSTAINABLE DEVELOPMENT PROCESSES AND OUTCOMES** – both to encompass the many dimensions of sustainable development, and to provide a rigorous ‘filing system’ for the varied findings on NCS progress, which will be evident at many levels such as inputs made into and outputs achieved from NCS implementation. In addition, to assess whether sustainable development is being achieved, we need to assess the actual **outcomes (or impacts)** of the activities. Or, if impacts are not yet evident (many will take time to appear), we need to assess the quality of the various **processes** that help to make the transition to satisfactory outcomes. If we can assess both of these so much the better.
- ii. **FOCUS GROUP DISCUSSIONS ON THE CHANGING CONTEXT, AND ON PROGRESS AND NEW PRIORITIES IN ENVIRONMENTAL CONSERVATION AND SUSTAINABLE DEVELOPMENT** – issues not really covered by the NCS - globalisation of markets, new international obligations, etc. We need many perspectives on this, to regroup the priorities. Furthermore, a contextual discussion will help to focus and revise the sustainable development analytical framework; and it will reveal people who have useful information, for later detailed interviews, etc.
- iii. **REVIEW DEVELOPMENT OF THE MAIN INSTITUTIONS PROPOSED BY THE NCS** – the institutions provide the only continuity and ‘glue’ for the NCS. Their work defines, *de facto*, how the NCS is evolving. A lot has been achieved in setting new institutions up, and it is time to take stock of how they are working - individually and together. Furthermore, each institution is facing constraints, which need to be identified and removed for further progress.
- iv. **REVIEW PROVINCIAL AND DISTRICT STRATEGIES** – Such a review should also be a helpful exercise for people involved in the provincial strategies, giving them both a chance to reflect on their own strategies, and to feed back to the NCS.
- v. **REVIEW LEGISLATION / POLICY CHANGES PERTAINING TO NCS** – legislative and/or policy changes and amendments as required for the implementation agenda of the NCS is due consideration here.
- vi. **REVIEW MASS AWARENESS ON ENVIRONMENTAL/CONSERVATION ISSUES** – the NCS advocates access to information on environmental and conservation issues in order to

- ensure NCS implementation in a holistic fashion.
- vii. REVIEW FINANCIAL ADJUSTMENTS PERTAINING TO THE NCS – reflect on the resource allocation and funding allotted by external concessional lending, domestic resource mobilisation, and private investments for NCS implementation.
 - viii. CREATE A DATABASE OF ALL PROJECTS RELATED TO THE NCS - Such a database would reveal the changing ‘shape’ of government/donor commitment and investment in different types of SD activities. Seeing the ‘big picture’ may reveal the real-life priorities, which can then be compared to the NCS’s goals and assumptions.
 - ix. REVIEW PROGRESS AND IMPACTS OF A SAMPLE OF NCS PROJECTS - Identifying projects which have been successful will reveal what processes are helpful for them (those processes connected to NCS, and other processes that might need to be accommodated by it). Finally, the involvement of PEP personnel in project reviews will give them useful feedback on the actual outcomes of projects and the effective processes that contributed.
 - x. REVIEW THE OVERALL NCS PROCESS AND ITS MANAGEMENT - This should help future promotion of the NCS. It is obviously also needed for adjustment of the whole process in the second half of the NCS term.
 - xi. PRODUCE A DRAFT SYNTHESIS REPORT, SUMMARISING FINDINGS AND WAYS FORWARD - to bring together all the evidence in a form, which enables debate on findings, recommendations and next steps.
 - xii. DEBATE MTR FINDINGS AND PROPOSED WAYS FORWARD - the results of the MTR must be widely ‘owned’ if people are to act on them. Up to this point, there will have been much discussion with individuals and focus groups. Now the ideas need to be put to those at the ‘centre’ of the NCS - the PEP partners, and especially the NCS Unit, and others - including a multi-stakeholder workshop.
 - xiii. PRODUCE AND DISSEMINATE FINAL NCS-MTR REPORT - to summarise the changed contexts and challenges, to communicate findings and any agreed adjustments to NCS to all NCS stakeholders and to act as a basis for funding discussions with donors.

IV. RESPONSIBILITIES AND COMPOSITION OF THE EXTERNAL MTR TEAM

A four-person team will carry out the external review mission. If possible, the Team Leader should be identified early in Phase I and should be involved in designing the data-gathering exercise. It is envisaged that the team should include at least one senior Pakistani in addition to senior international consultants.

The External Review Team will prepare a draft final report of the MTR and present it to a multisectoral workshop. Based on comments received at the workshop, a final report of the MTR will be submitted to the Ministry of Environment for wider circulation to stakeholders and further action.

The ERT will conduct its work from a combination of materials prepared in advance by the NCS MTR Team, from interviews and field visits in various areas of Pakistan, from review of documents of the NCS and other development efforts in Pakistan, through limited comparisons with ‘best-practice’ strategies in other countries, and from the individual experience of the ERT members. Background work and responses regarding the design and preliminary products arising from the advance work commissioned through IUCN-Pakistan will take place in the months prior to the ERT meetings. Team activities within Pakistan are scheduled for a three-week period during March - April 2000. It is anticipated that the final report will be produced by mid of April 2000.

V. TIME PERIOD

It is envisaged that the overall MTR will take approximately 10 – 12 months starting from May 1999.

Annex 2. Pakistan National Conservation Strategy Mid-Term Review – External Review Team Members

Arthur John Hanson (Team Leader)

Dr. Hanson is presently Distinguished Fellow and Senior Scientist at the International Institute for Sustainable Development (IISD) in Winnipeg, Canada. He is a member of Canada's National Round Table on Environment and Economy which advises the Prime Minister, the Canada Foundation for Innovation and the Canadian Biotechnology Advisory Council which advises seven federal ministers. He is a member of the China Council for International Cooperation on Environment and Development. Dr. Hanson is member of the board for the Great Plains Institute in Minneapolis. Between 1992 to 1998, Dr. Hanson served as the CEO and Member of the Board for IISD. Prior to that he was Professor of Environmental Studies at Dalhousie University, Canada and from 1978 to 1987 he served as the Director of the School for Resource and Environmental Studies at the same university.

He has extensive experience with international agencies, including the World Bank, UNDP and the Canadian International Development Agency. He has initiated a number of major capacity building and research activities in Asia, North America and globally. Dr. Hanson has particular expertise in Southeast Asia, where he lived for a number of years working with the Ford Foundation.

His academic training is in ecology and natural resource management, with a PhD from the School for Natural Resources at the University of Michigan, and other degrees from the University of British Columbia. He is currently working on how nations affected by convergent economic and environmental crises can secure pathways for sustainable development.

Stephen Michael John Bass

Stephen Bass is an environmental planner and forester with 15 years of international experience, principally in Western Asia, Europe, the Caribbean and Southern Africa. He has served as the Director of the Forestry and Land Use Programme of the International Institute for Environment and Development (IIED) for the past 6 years. Prior to that he was the Associate Director for the same programme at IIED. He has also served as the projects manager for Southern Africa and the Caribbean with IUCN (The World Conservation Union) in Zimbabwe and consulted for the Conservation for Development Centre of IUCN in Zimbabwe, Pakistan and Switzerland. He has provided principal input to national conservation strategies for the three countries.

Stephen Bass has specialized in the development, implementation and monitoring of natural resource and forest policy, in particular national conservation strategies and forest monitoring systems including certification.

His experience in Pakistan has also been along the same lines. He has carried out natural resources monitoring for the Joint Donors for AKRSP in Pakistan. He has conducted field analysis and design for the forestry component of the AKRSP in Northern Areas and other forestry projects in Baluchistan and Karachi with IUCN.

Ghulam M. Samdani

Dr. Samdani recently retired from the Government of Pakistan. His last posting was Secretary, Ministry of Population Welfare. He has been extensively involved with the formulation and implementation of population policy of the government of Pakistan. He has served as Secretary for the Ministry of Environment. In addition to these roles, Dr. Samdani has supervised liaison with multilateral and bilateral donors on behalf of the government. He also has served as Chairman for the Agricultural Prices Commission. His extensive tenure within the government has been one of great resilience and buoyancy. Dr. Samdani's multi-sectoral background on policy and implementation work is evident in his understanding of the government's operating procedures and priority setting.

Dr. Samdani holds a Doctorate in Urban and Regional Planning. He specialized in Human Settlements. He has also served as teaching assistant and research associate at Cornell University. He has carried out advisory work for the UN Centre for Housing in New York and the UN Centre for Human Settlements. In addition, Dr. Samdani has also worked with HABITAT and ESCAP for their human settlement and environment programmes.

Aziz Bouzaher

Dr. Bouzaher is currently working as a Senior Environment/Natural Resource Economist and Team Leader for Pakistan/Afghanistan, Nepal and Bhutan Environment with the World Bank in Washington D.C. Before this he worked as Environment and Resource Economist for Europe and Central Asia, Middle East and North Africa Regions for Bank. He has been the Head of the Project Preparation Unit (Mediterranean Environmental Technical Assistance Programme) for the Bank in Cairo Egypt. His experience in the Bank covers both "brown" and "green" environmental issues, as well as policy and institutional development issues, with extensive involvement in natural resource management and agriculture.

Prior to his assignment with the World Bank, his work focused on environmental economics. Mr Bouzaher was an Assistant Professor, Agricultural and Resource Economics at the University of Illinois during 1984-1988. Between 1988 to 1990 he served as a Senior Advisor to the Algerian Government and a lecturer at the University of Algiers teaching Engineering Economics. He was Senior Researcher and Visiting Associate Professor at the Center for Agricultural and Rural Development for Iowa State University in USA between 1990-1992 and later he joined as Director, Resource and Environmental Policy Division at the same institution.

With a doctorate in Operations Research and Economics from Georgia Tech in Atlanta Georgia USA, Mr. Bouzaher's work experience has familiarized him with social and economic environments in many countries of North Africa, the Middle East, Europe and Central Asia, South and East Asia. He holds numerous publications to his credit in the field of ecological-economic studies.

Annex 3. Analytical Framework for MTR Assessment as Proposed by MTR Committee.

Key Outcomes Core Processes/Systems	Ecological processes and natural resources conserved (Soil, Forests, Watershed and Water bodies)	Biological diversity conserved	Resource productivity maintained (rangeland, live stock and fisheries)	Resource quantity, and efficiency maintained (energy, irrigation, renewable)	Pollution controlled (pollution abatement and urban waste management)	Integrated population and environment programs	Culture conserved
Improving awareness /education /advocacy/knowledge management for C/SD							
Supportive legislation							
Institutional strengthening (good governance)							
Economic resourcing/ guarantees							
Improving participation in C/SD debate/action							
Improving research /analysis/ monitoring and learning on C/SD							
Capacity building technology and resilience							
Gender equity incorporated where needed							
'Mainstreaming' NCS into sector policies, plans and budgets							
Ensuring coherence and coordination between sectors/ agencies/ departments and actors							
Empowerment where it is needed							

Annex 4. Key Activities and Commissioned Studies for the NCS MTR.

Developing the focus, scope and methodological framework of NCS MTR was a task that needed careful thinking. In May 1999, at the beginning of NCS MTR, the foremost step was to revise the TORs in order to define the purpose, scope and expected outcomes of this exercise (Annex 1).

The next step was to develop a methodological framework for collection of information. The methodological framework evolved over a period of 4 months assisted by Dr. Stephen Bass, who joined the MTR team at NCS Unit for a brief duration of 3 days. During this time, a task list was identified for taking the MTR process forward. In addition, an analytical framework was developed that served as a springboard for information collection. The following tasks were identified to make NCS MTR a viable exercise.

1. Agree on an **analytical framework on sustainable development**, for use throughout Review
2. **Focus group discussions** on the changing context
3. Review development of **institutions** proposed by the NCS (Secondary review)
4. Review the progress of **provincial and district strategies**
5. Create a **database of all projects** relating to the NCS
6. Review a **sample** of these projects
7. In light of the above, review the **overall NCS process** and its management
8. Produce a **draft synthesis report**, summarising findings and recommendations
9. **Multi-stakeholder debate** on findings and ways forward
10. Produce and disseminate **final report**.

The first five were to be carried out by the internal MTR Team as phase one of the exercise. While the last five tasks were to be handled by the external review team in addition to review and verification of the information collected during phase one of NCS MTR. The external review team, in order to verify the collected information, was also envisaged to hold meetings with key actors and visit field projects across Pakistan.

The task list for information collection went through further refinement in that it was decided that there would be nine background studies feeding into the final review report. These nine studies constitute the main dossier for the external review team. A significant development took place in December 1999 when UNDP extended its collaboration to MTR process. Subsequently it was decided that two out of the nine background studies would be managed by UNDP.

The nine studies are listed below:

1. A Report on Public Consultations at Federal and Provincial Levels – Prepared by the NCS Unit MELGRD.
2. A Database on Public Sector Investments in the Core Areas of NCS 1992/93 – 1999/2000 – Prepared by the NCS Unit MELGRD.
3. Environmental Strategy Background Report – Prepared by Dr. Tariq Banuri and Dr. Shaheen Rafi Khan, SDPI, through the World Bank.
4. Mid Term Review of National Conservation Strategy – Environmental Legislation – Prepared by Hagler Bailly Pakistan.
5. Institutional Development For NCS Implementation – Prepared by Dr. Aamir Matin and Mr. Aqil Shah, Sub Regional Resource Facility, UNDP Islamabad.
6. A Review of Provincial and District Conservation Strategies – Prepared by Mr. Haroon Ayub Khan.
7. The Mid Term Review of National Conservation Strategy – Mass Awareness Initiatives – Prepared by Hagler Bailly Pakistan.
8. A Study of The Contribution of The Private Sector and Non-Governmental Organizations Towards The Implementation of The Pakistan National Conservation Strategy – Prepared by Arshad Zaman

Associates [Annexes for this study are separately compiled and are available with the MTR Coordinator].

9. A Study of Resourcing For National Conservation Strategy Implementation – Currently being prepared by Mr. Akhtar A Hai, Applied Economic Research Centre, University of Karachi, through UNDP.

In addition to the above studies, each PEP partner prepared a working paper that highlights their respective contribution to NCS implementation. These working papers were submitted to the external review team.

The information collection phase continued over a period of twelve months: May 1999 to April 2000.

The external review took place from March 13 to April 16, 2000 with the write-up completed during May and June.

ANNEX 5. List of Persons Consulted by NCS MTR (ERT)

1. Mr. Omar Asghar Khan Minister of Environment, Local Government and Rural Development UBL Building, Jinnah Avenue Islamabad
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5. Mr. Aart van der Horst First Secretary (Rural Devp) Royal Netherlands Embassy Islamabad
6. Mr. Chaudhry Inayat Ullah Sustainable Development Advisor UNDP Saudi Pak Tower Islamabad
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8. Mr. Mahboob Elahi Director General (Environment), M/o ELG&RD, Islamabad
9. Mr. Asif Shuja Khan Director General, Pakistan Environmental Protection Agency, Islamabad
10. Mr. Shafqat Ezdi Shah Secretary, M/o ELG&RD, UBL Building Jinnah Avenue, Islamabad
11. Mr. Onder Yucer, Mr. Chaudhry Anayatullah, UNDP Islamabad
12. Ms. Sabira N. Qureshi PEP Gender Consultant, Islamabad
13. Dr. Shahrukh Rafi Khan Executive Director, SDPI Islamabad
14. Mr. Ruedi Hager Resident Coordinator, SDC, Islamabad
15. Mr. Syed Asad Sibtain Deputy Secretary (NCS Unit), M/o ELG&RD, Islamabad
16. Mr. Zafarullah Khan Secretary, M/o Water & Power, "A" Block, Pak Secretariat, Islamabad
17. Mr. Justice Faqir M. Khokhar Secretary, Room 308, "S" Block, Ministry of Law, Justice & Human Rights, Pak Secretariat, Islamabad
18. Mr. Malik Saeed Khan Member, Room 216, 2nd Floor, "P" Block, Planning Commission, Islamabad
19. Mr. Muerz, Councillor (Economic Affairs), Embassy of Germany, Islamabad
20. Mr. Muhammad Arshad Gill, Advisor (NORAD), Royal Norwegian Embassy, Islamabad
21. Mr. Watanave First Secretary, Embassy of Japan, Diplomatic Enclave, Islamabad
22. Mr. Ali Akbar, Chief Executive, SPO Islamabad
23. Mr. Jamie Banks Second Secretary (Devp.), British High Commission, Islamabad.
24. Mr. Victor Carvell Counsellor, Canadian High Commission, Islamabad.
25. Mr. Louis L. Bono, Economic Officer, US Embassy, Islamabad
26. Mr. Musharraf Rasool GoNWF Peshwar

- | | |
|---|--|
| <p>27. Mr. Masood ul Mulk Chief Economist, PE&D Department Peshwar</p> <p>28. Mr. Philippe Zahner Team Leader SDC, Peshwar</p> <p>29. Mr. Afzal Latif Director BADP Peshawar</p> <p>30. Mr. Mustafa Aziz Executive Director FRC Peshawar</p> <p>31. Mr. Shuja SPCS Peshawar</p> <p>32. Mr. Sethi SPCS Peshawar</p> <p>33. Mr. Iftikhar Malik SPCS Peshawar</p> <p>34. Mr. Arshad Samad Khan SPCS Peshawar</p> <p>35. Dr. G. M. Khattak 45 D1, Phase I, Hayatabad Peshawar</p> <p>36. Mr. Bashir Ahmed Khan Director KARI Juglote, Gilgit</p> <p>37. Mr. Stephen Rasmussen General Manager AKRSP Baber Road, Gilgit</p> <p>38. Mr. Pervaiz Ahmed Manager Social Devp / Training AKRSP, Gilgit</p> <p>39. Mr. Safdar Parvez Programme Manager AKRSP, Gilgit</p> <p>40. Mr. Anwar Ali Khan Coordinator Forestry AKRSP, Gilgit</p> <p>41. Mr. Irshad Khan Abbasi Project Manager / Head NAs Gilgit Conservation Center NLI Colony, Near Imamia Eid Gah, Shahrae Quaid-e-Azam, Jutial,</p> | <p>Gilgit</p> <p>42. Mr. Shams ul Haq Memon Secretary Forest, Wildlife & Environment Sindh Secretariat Barrack No. 10, Frere Road, Karachi</p> <p>43. Mr. Mehboob Alam Ansari Wild Life Conservator Karachi</p> <p>44. Mr. Shahid lutfi EPA Sindh Karachi</p> <p>45. Mr. Umar Khan District Administrator West Karachi</p> <p>46. Mr. Alauddin Orangi Welfare Project Karachi</p> <p>47. Dr. M. Ishaq Mirza SUPARCO Karachi</p> <p>48. Dr. Syed Ali Ghalib Zoological Survey, Karachi</p> <p>49. Dr. Shahid Amjad NIO, Karachi</p> <p>50. Dr. Quddosi Kazmi Marine Reference Collection Centre Karachi University, Karachi</p> <p>51. Mr. Azharuudin Khan ETPI, Karachi</p> <p>52. Mr. Shahzeb / Ms. Rafia Haider FEJP, Karachi</p> <p>53. Mr. Younas Bandhani Bahnn Beli, Karachi</p> <p>54. Ms. Meher Marker Noshervani Shirkat Gah, Karachi</p> <p>55. Ms. Anisa Mumtaz St. Patrick College, Karachi</p> <p>56. Mr. Qazi Faez Isa SHEHRI, Karachi</p> |
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PELA, Karachi
58. Dr. Qadeer Baig
NGORC, Karachi
59. Mr. Shams Kassim Lakha
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61. Ms. Seema Malik
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62. Prof. Atta ur Rehman
HEJ, Karachi
63. Dr. Ejaz
WWF, Karachi
64. Dr. Tanveer Arif
SCOPE, Karachi
65. Mr. Karamat Ali
PILER, Karachi
66. Mr. Mohammad Ali
Fisher Folk Forum, Karachi
67. Mr. Zafarullah Khan
ENGRO, Karachi
68. Dr. Samiuzaman
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69. Mr. Mirza Arshad Baig
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71. Ms. Dhunmai Cowasji IUCN
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72. Mr. Ali Raza Rizvi IUCN Karachi
73. Mr. Umar Afridi IUCN Karachi
74. Ms. Shireen IUCN Karachi
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76. Mr. Muhammad Sharif
77. Secretary Education, M/o
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80. Mr. Ali H. Habib, WWF, Lahore
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85. Ms. Surayya Jabeen Family
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86. Ms. Furkhunda Tabassum Health
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87. Mr. Abbas Rashid, Society for
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88. Ms. Arifa Subuhi, Administrator
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89. Dr. Asif Hussain, Director
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100. Dr. Raja M. Arif, Secretary,
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112. Mr. Rashid Javed Director
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GoBalochistan Quetta
113. Mr. Irfan Ahmed Kasi Director
General QDA, GoB Quetta

114. Mr. Amjad Durrani, General Manager BDA GoB, Quetta
115. Mr. Arif Masood Ansari Director Planning, Agriculture Department GoB, Quetta
116. Mr. Javed Bashir Director Fisheries Department GoB, Quetta
117. Mr. Zafar ur Rehman Deputy Director, Industries Department GoB, Quetta
118. Mr. Manzoor Ahmed Conservator Forest Department GoB, Quetta
119. Mr. Mohammad Yousef, DFO Wildlife GoB, Quetta
120. Mr. Mohammad Ali Batur Research Assistant, EPA GoB, Quetta
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122. Mr. Ghulam Rasool Hasni Secretary Environment, Forest, and Wildlife Department GoB, Quetta
123. Mr. Sardar Naseem Tareen President STEP Quetta
124. Mr. Kamal Hassan Siddiqui Member BCC&I Quetta
125. Dr. Shahida Jaffery, Chief Executive BRSP Quetta
126. Ms. Sajida Qureshi Principal Women Technical Training Centre Quetta
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146. Ms. Musarrat Bashir Deputy
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Annex 6. Field Visits by ERT Members.

[in preparation]

Annex 7. Achievement of NCS Outputs by 2001. (Based on Tables 10.1 to 10.14 in NCS Chapter 10, as judged qualitatively by ERT.)

A. Summary by Core Area - Progress in achieving NCS outputs anticipated by 2001.

NCS CORE AREAS	ACHIEVED	PROGRESS	UNCERTAIN	NO/LITTLE PROGRESS	NUMBER OF OUTPUTS ASSESSED
1 Soil		1		6	7
2 Irrigation		3	1		4
3 Watersheds		2			2
4 Forests		3			3
5 Rangelands		2		2	4
6 Water/Fish		2		2	4
7 Biodiversity		7	1	2	10
8 Energy Effic		2	1	2	5
9 Renewables		2		3	5
10 Pollution	1			6	7
11 Waste				4	4
12 Commons	1				1
13 Population	1			1	2
14 Heritage		1		1	2
TOTALS	3	25	3	29	60

B. Outcomes as listed in the 1992 NCS, with assessment assigned by ERT. Where appropriate some categories have been clustered, as indicated by numbers).

MAINTAINING SOILS IN CROPLANDS

All cultivated soil protected/draind by field border trees @25 trees/ha; at 25% of cultivable waste (2.93 mha) upgraded by plant cover, with regional variations recognizing differences in water availability. **NO**

2 mha of sodic soils improved with gypsum applications. **NO**

(1) Through organic manure application, soils with > 1.2% organic matter to spread from 4% to 20%; another 50% to have >0.8% organic matter content. (2) Improved organic matter content of about 20% of cropland by direct and indirect return of residues. **NO**

1 mha of moderate and severely saline tracts brought under plant cover in different regions of the country (including halophyte plantations). **NO**

Increased biological nitrogen fixation in priority areas (e.g. sandy soils); about 15-20% of cropland. **NO**

25% of barani croplands with effective soil conservation coverage. **NO**

Partial physical drainage in schemes with least downstream environmental impact. **PROGRESS**

INCREASING IRRIGATION EFFICIENCY

(1) Financially feasible reduction of losses in 35,800 km of canal system, with priority to reduction in saline groundwater (SGW) zones. (2) Economically feasible reduction of losses in selected distributaries. **PROGRESS**

Economically and organizationally feasible reduction of losses in 39,000 water courses with priority to those in SGW zones. **PROGRESS**

Increase in the water reaching the root zone of crops in 60,000 + hectares. **UNCERTAIN**

Financially and organizationally feasible improvement in water harvesting in selected torrent-irrigated areas. **PROGRESS**

PROTECTING WATERSHEDS

Protection, management and maintenance of the priority water sheds in active monsoon area most prone to surface erosion and silt production; 10% of total watershed area or more specifically 33% of Mangla and Tarbela watersheds. **PROGRESS**

Organized communities in 10% of upland watershed villages. **PROGRESS**

SUPPORTING FORESTRY AND PLANTATIONS

(1) Intensive management of 0.1 mha of high hill closed forests by departments; improved management of priority watershed, riverine, and mangrove forests. (2) Trees planned on 50,000 ha marginal agriculture lands by private owners; improved management of all plantations. (3) 220,000 ha of community land afforested, and 100,000 ha regenerated, being the best 2% of poor forest and rangeland. **PROGRESS**

(1) An average of 5 fruit and shade trees in and outside courtyards of projected 25 million dwelling units in 2001. (2) An additional 25% of the 200,000 km of canals and roadsides planted; the maintenance of present 36,000 km, and new avenue plantations. (3) Urban plantations in open spaces and along main roads, where and to extend possible, maintained by urban governments and local authorities. **PROGRESS**

Field border trees in cultivated land, on cultivable waste, and as part of the watershed programme (see boxes 10.1 and 10.3 in NCS) **PROGRESS**

RESTORING RANGELANDS AND IMPROVING LIVESTOCK QUALITY

A 25-30% increase in rangeland productivity from the current 25m tonnes TDN/annum. **NO**

Selective stabilization of dunes adjacent to water supply channels and major highways. **PROGRESS**
30% of the non-descript cattle population (75% of total) converted to fewer numbers of crossbreeds. **NO**

15% increase in feed per animal; more stall feeding in fragile mountain areas, to ease grazing pressure. **PROGRESS**

PROTECTING WATER BODIES AND SUSTAINING FISHERIES

Reduced pressure on the mangroves from control of harvesting, clear felling, and pollution. **PROGRESS**

Sustainable harvesting of marine capture fisheries. **NO**

(1) 12,000 ha of watershed under fish farming and 6,000 ha under fish ponds, up from 5,000 ha under both in 1990. (2) Improved pen fish culture in 5,700 ha of small reservoirs. **PROGRESS**

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Significant deployment of integrated pest management as an alternate to exclusive use of chemical pesticides. **NO**

CONSERVING BIODIVERSITY

15 national parks. **PROGRESS**

5 new wetland reserves. **PROGRESS**

15 national parks and 5 wetlands of international importance with management plans. **PROGRESS**

Proper maintenance of 5 existing priority parks and improved maintenance of other existing and new parks. **NO**

Management plans and proper maintenance of 20 representative sanctuaries (at least 3 in each zone); improved maintenance of 20 others; basic patrol of rest. **NO**

20 community game reserves (at least 3 in each of 6 zones). **PROGRESS**

20 private game breeding farms (at least 3 in each of 6 zones) with attendant benefits of resulting legitimate trade. **UNCERTAIN**

Substantial headway in saving 5 priority species from extinction. **PROGRESS**

Functional institutions in these areas. **PROGRESS**

First listing of data base completed and preservation programme for priority germplasm and medicinal plants instituted. **PROGRESS**

INCREASING ENERGY EFFICIENCY

Revenues from 425 MW supply by reducing transmission and distribution losses from 24.6% in 1986-87 to 15% by 2000. **UNCERTAIN**

9.1 MTOE through 10% energy savings by conservation in large industry sector. **NO**

0.352 MTOE savings per annum in other industry, construction, domestic sectors. **NO**

25-40% fuel saving for 1.2 m households. **PROGRESS**

Up to 500 MW additional cogenerated energy. **PROGRESS**

DEVELOPING AND DEPLOYING RENEWABLES

(1) Energy needs of 600,000 households met from biogas plants. (2) 18 MW equivalent from open-core gasifiers and solid-state fermentation units, serving 50,000 households. **PROGRESS**

115,000 direct solar cookers; 30,000 solar water heaters installed in households. **PROGRESS**

5 MW from windmill pumps for lifting water and for energy supply to households and small industry in deserts. **NO**

25 MW from woodfuel-based plantations for local electricity supply. **NO**

Additional 40 MW from micro and mini-hydel generation. **PROGRESS**

PREVENTING/ABATING POLLUTION

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A shift of about 10% in the composition of forthcoming industry towards innocuous, inert, biodegradable, or non-toxic processes, wastes, and products, which in addition either use the wastes of another industry, support on environmentally benign practice, contribute to energy conservation, make pollution abatement equipment, or substitute a safe process for an environmentally degrading one. **NO**

Post-1991 large industry in the most, moderately, and potentially hazardous categories in compliance with EPA standards by incorporating pollution abatement technologies. **NO**

Around 750 most hazardous, 1,250 moderately hazardous, and 2,500 potentially hazardous units in compliance with EPA standards, after a grace period, by retrofitting pollution abatement equipment. **NO**

70,000 small industry units in 10 industrial centres covered by a waste collection system; 10 central industrial waste treatment plants (CIWTP) in operation. **NO**

Petrol lead content brought down from 0.42 – 0.63 gm/l to 0.15 gm/l. **NO**

75 CNG stations set up. **ACHIEVED**

U.S. EPA vehicular emission standards, 1975, applied and adhered to (in grams per mile CO = 15.0, HC = 1.5, NO_x = 3.1). **NO**

MANAGING URBAN WASTES

Improved solid waste management and efficient use of solid waste values in the eight cities and 60 small towns selected under this programme. **NO**

Energy generation from waste in 12 cities. **NO**

Four cities with Werribee type sewage farms; 13 towns with oxidational ponds; in addition, about 40% of urban population served by some form of improved effluent management. **NO**

Capacity to monitor and absorb advanced world technology for recycling plastics; and expanded indigenous plastics recycling non-formal industry. **NO**

SUPPORTING INSTITUTIONS FOR COMMON RESOURCES

8,000 rural and 3,550 urban grassroots organizations undertaking community development initiatives under this programme. **ACHIEVED**

A 33% reduction in TFR, from 6.6 to 4.4. **ACHIEVED**

A sharper decline of population growth in the ecologically fragile areas; relatively more of incremental population retained in robust rural areas; relatively more rapid growth in selected medium sized cities with investment opportunities. **NO**

PRESERVING THE CULTURAL HERITAGE

Expanded preservation programmes for priority sites among the presently designated archaeological and historic monuments and heritage sites; designation and conservation of priority old city and historic towns, buildings and localities of architectural merit. **PROGRESS**

Inventory of threatened and preservation of regionally significant resource conserving practices, either live or in recorded form. **NO**

Annex 8. Financing of the NCS

Financial distributions among jurisdictions

Table 8-1. NCS Financial Allocations by (Million Rs.)

Core	Federal	Punjab	Sindh	NWFP	Baluchistan	N. Areas	AJK	Totals
1	14,208.623	-	-	2,599.330	3,686.810	145.560	246.833	20888.156
2	5,255.749	10,510.320	3,919.700	1,883.390	1,680.820	54.940	-	23306.919
3	908.346	-	-	-	211.860	10.495	100.967	1234.668
4	303.799	3,193.180	1,214.156	1,208.540	352.780	22.712	1,091.920	7391.087
5	270.865	1,384.840	216.151	205.680	403.393	72.533	145.781	2704.243
6	3,017.897	268.885	25.280	207.321	-	14.584	16.156	3556.123
7	726.391	82.751	21.913	129.096	-	34.019	2.250	1003.420
8	787.303	-	-	14.156	-	-	1,741.433	2550.892
9	595.400	-	11.624	116.906	-	-	17.354	750.284
10	108.640	261.586	289.186	335.849	419.817	4.433	9.099	1438.610
11	75.307	5.960	789.100	-	-	-	-	881.367
12	1,754.917	36.771	44.353	2,907.685	-	52.554	1,955.105	6763.385
13	2,669.580	-	25.980	776.780	-	23.123	0.100	3508.563
14	280.861	-	24.000	22.742	-	-	613.500	955.103
Total	30,963.678	15,744.293	6,581.443	10,407.475	6,755.480	434.953	5,940.498	76,827.820
	Federal	Punjab	Sindh	NWFP	Baluchistan	N. Areas	AJK	
%age	40%	20%	9%	14%	9%	1%	8%	

Table 8-2. NCS Utilization (Million Rs.)

Core	Federal	Punjab	Sindh	NWFP	Baluchistan	N. Areas	AJK	Totals
1	2,678.412	-	-	1,705.140	2,250.890	142.163	189.073	6966.678
2	4,146.186	10,243.180	3,596.800	1,763.010	1,583.320	54.940	-	21389.436
3	901.079	-	-	-	136.870	10.495	92.607	1144.051
4	243.306	2,711.920	1,212.506	1,210.630	156.735	21.328	715.931	6276.356
5	126.616	1,136.250	216.151	73.671	292.794	71.863	107.243	2029.588
6	2,569.143	260.347	25.280	203.334	-	14.230	14.776	3093.11
7	726.264	72.207	21.462	99.734	-	30.655	1.660	958.982
8	578.902	-	-	12.056	-	-	1,688.901	2287.859
9	520.406	-	10.975	100.003	-	-	17.354	657.738
10	104.570	121.267	219.115	335.849	194.599	3.348	6.458	995.206
11	6.307	5.838	438.000	-	-	-	-	461.145
12	1,750.322	19.895	41.909	2,592.885	-	52.370	1,730.338	6199.719
13	2,655.480	-	24.875	768.180	-	17.613	0.100	3479.248
14	273.163	-	20.000	19.742	-	-	445.103	772.008
Total	17,280.156	14,570.904	5,827.073	8,884.234	4,615.208	419.005	5,009.544	56,606.124
	Federal	Punjab	Sindh	NWFP	Baluchistan	N. Areas	AJK	
%age	31%	26%	10%	16%	8%	1%	9%	

Table 8-3. Donor Support to NCS Core Areas**NCS Key Financial Indicators and Donor Support (#)**

NCS Core Areas	Local Cost	FEC*	Donor Agencies	Allocation	Utilisation
1.Maintaining soils in croplands	66751.482	60337.68	GoP, WB, AusAid, ODA/UK, Netherlands, GoJapan, ADB, IDA, UNDP, FAO, WFP, EEC	20887.156	6965.678
2. Increasing irrigation efficiency	56336.167	41390.95	Japan, USAID, IDA, ADB, OECF, SDC, WB, IBRD	23304.919	21387.436
3. Protecting watersheds	830.414	1025.362	WFP, USAID, WB, FAO, UNDP, EEC	1231.668	1141.051
4. Supporting forestry and plantation	5600.3	5504.689	IDRC, Canada, ADB, USAID, IDA, OECF, German, KFW, Dutch, GTZ, WB, WFP	7387.087	6272.356
5. Restoring rangelands and improving livestock	2293.208	5682.047	UNDP, ADB, IDB, German, FAO, EEC, IFAD	2699.243	2024.588
6. Protecting water bodies and sustaining fisheries	1290.611	2081.111	ADB, UNDP, WB, USAID	3550.123	3087.11
7. Conserving biodiversity	303.159	551.081	GEF, UNDP, WB, EC	996.42	951.982
8. Increasing energy efficiency	2794.034	4942.225	ODA, Swedish, UNDP, Japan, NEDO, GEF	2542.892	2279.959
9. Developing and deploying renewables	1327.048	595.597	GTZ, USAID, ADB, CIDA, UNDP	741.284	648.738
10.Preventing and abating pollution	1374.51	972.499	UNDP, EEC, WB, ADB, UNEP, UNIDO, IDB, GTZ, Netherlands	1428.61	985.206
11.Managing urban waste	1094.56	1589.1	French, WB, Kindom of Spain	870.367	450.145
12. Supporting institutions for common resources	6100.157	10839.74	UNICEF, USAID, UNDP, WB, ODA, NORAD, EU, UNIDO	6751.385	6187.711
13.Integrating population and environment programs	2486.2	1968.103	UNFPA, Dutch, WB, USAID, ODA, UNICEF	3495.563	3466.248
14.Preserving the cultural heritage	1697.067	746.748	UNICEF	941.103	758.008

Annex 9. Government of Pakistan Devolution Plan.

Key aspects of the government's strategy (based on the National Reconstruction Bureau's summary and press conference):

Political Aspects and Broader Framework

- The voting age is lowered to 18 from 21 to ensure the participation of Pakistan's youth in the election process.
- Both men and women will be granted equal representation in Union councils and in Village councils.
- An integrated rural-urban structure will be created. (The existing system is believed to lack any unification between the role of the District and Local Councils which oversee the rural areas and the Town Councils which oversee the urban areas.)
- The new system provides the urban areas with more representation at both the local and district levels and removes the municipal boundary as an instrument of local governance, thus allowing for integrated treatment of urban-rural areas at the district and tehsil level.

Administrative Structure

District Government

- The District government (level immediately below the province) will constitute the district assembly, a directly elected Chief Mayor and Deputy Chief Mayor who will contest as joint candidates, a district administration, and a district police.
- The Chief mayor will head the district administration and will direct policies and make local budgets with the approval of the district assembly.
- In the District Assembly, each member will be elected by the voters from an entire Union Council (the level immediately below the district), on the basis of adult suffrage. This District Assembly member will also be the chairman of the Union Council.
- The District Assembly will additionally have 20% female members and 5% peasants/workers, elected indirectly by the Union Councilors.
- The District Assembly will ratify appointments of district officers and will have legislative functions relating to district taxation, budget, bylaws and rules, and development plans.
- Finally, the district assembly will also play a monitoring vis-a-vis the district administration through a specialized committee system that has channels of communication on each issue with monitoring committees at lower levels. Open public hearings by specific committees are also suggested to instill transparency.
- The District administration will be headed by the Chief Mayor and coordinated by the District Coordination Officer (Grade 20). A District Officer will head the district department. The administration will consist of 13 departments. Although the District administration will initially be set up with the existing line departments, a gradual move toward corporate governance driven by an entrepreneurial approach is envisaged.

Lower Levels

- A fairly complex governance structure is envisaged at levels below the district, including Tehsil Councils, Union Councils, and at the lowest level Village Councils.
- Union councils will be elected by adult suffrage using the multiple member ward system; these councils will be set up in both urban and rural areas. Seats will be reserved for minorities and peasants/workers. Also, women and men will be ensured equal representation in the council.
- Citizens' Community Boards (for villages, towns, and cities) will be established to monitor the delivery of government services and will be expected to serve as an instrument for participation. They will be officially recognized and will be eligible for government matching funds if they raise resources from the community.
- The union councilors will elect from among thana, and district Public Safety and Justice committees who will undertake citizen monitoring of police and judicial committees.
- The members of the Union Council representing a village will constitute the Village Council. Local citizens may also be included in this council to ensure maximum representation. It is envisaged that the Village Councils and the Citizens Community Boards will work together on local projects.

GOVERNMENT OF PAKISTAN'S DEVOLUTION PLAN (Continued)

Decentralization of Functional Responsibilities

General

- The District administration will consist of 13 departments: Coordination, Finance Planning and Budget; Agriculture, Public Works, Health, Education, Literacy, Commerce & Industries, Law, Environment, Democratic Development, Information Technology, and Revenue and Magistracy.
- The implications of this structure for provincial-level departments and employees working in the local jurisdictions (e.g. education, health, environment, various public works departments, etc.) are not spelled out.

Police

- Although law and order will essentially remain a provincial subject (in terms of training, organization of the police force), the head of the District Police will be selected by the Chief Mayor and the appointment will be ratified by the District Assembly.
- Furthermore, The Citizens Community Boards and the Union, Thana and District Public Safety and Justice Committees will perform a monitoring role with regard to the performance of the police force.
- Apart from the district head of police, no other police official will be subordinated to any elected representative. The summary removal of the district police chief or any of his subordinates will be initiated or approved by the Chief Mayor on the recommendation of the district Public Safety and Justice Committee, and the removal will be effective after two-third ratification by the District Assembly.
- Village police may be constituted and controlled by a Public Safety Committee of the Union Council.

District judiciary

- Extensive reforms of the local judiciary are envisaged, to promote prompt and effective delivery of justice, local handling of most cases, and reduction in litigation. These objectives are to be furthered through decentralization, institutional strengthening, and withdrawal of quasi-judicial powers from administrative agencies, and encouragement to alternative dispute resolution mechanisms.

Fiscal Aspects

- Transfers of resources from provincial to local levels are to take place under Provincial Finance Awards, based on Provincial Finance Commissions established by each province, in a transparent and predictable manner.
- Local resource mobilization will be encouraged, although it is recognized that local governments will remain heavily dependent on fiscal transfers from the provinces.