

**Pakistan National Conservation Strategy  
Mid – Term Review**

**The Report on  
Public Consultation at  
Federal and Provincial Levels**

**March 2000**

**Prepared by**

**Ministry of Environment,  
Local Government and Rural Development  
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## Contents

<b>Acronyms</b>	<b>2</b>
<b>Acknowledgements</b>	<b>4</b>
<b>About This Report</b>	<b>5</b>

### *Section One – The Backdrop*

<b>Chapter 1</b>	<b>Compendium</b>	<b>6</b>
	1.1 Specific Objectives	
	1.2 Who Were Consulted	
	1.2 The Process	
	1.3 Reflections	

### *Section Two – Consultations With Public Sector*

<b>Chapter 2</b>	<b>Minutes of Individual Meetings</b>	<b>9</b>
	3.1 Federal Government	
	3.2 Northern Areas	
	3.3 Balochistan	
	3.4 NWFP	
	3.5 Punjab	
	3.6 Sindh	
	3.7 Azad Jammu and Kashmir	
<b>Chapter 3</b>	<b>Workshops</b>	<b>30</b>
	4.1 Federal Government	
	4.2 Northern Areas	
	4.3 Balochistan	
	4.4 North West Frontier Province	
	4.5 Punjab	
	4.6 Sindh	

### *Section Three – Annexes*

1. Terms of Reference for NCS – MTR
2. Lists of People Consulted
3. Workshop Design
4. Analytical Framework
5. Indicators for Sustainable Development [NCS Implementation]
6. Processes Leading to Sustainable Development
7. Constraints
8. Priorities for Future

## Acronyms

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
AS	Additional Secretary
DS	Deputy Secretary
JS	Joint 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
CDWP	
CEEP	
NDP	National Drainage Programme
PSDP	Public Sector Development Plan
ADP	Annual Development Plan
EAD	Economic Affairs Division
JICA	Japanese International Cooperation Agency
JEA	Joint Education Advisor
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
HSF	High Sulphur Fuel
LSF	Low Sulphur Fuel
PSO	Pakistan State Oil
HSFP	
IPPs	
PAARC	
NAD	

PCSIR	
NARC	National Agriculture Research Council
NIO	National Institute of Oceanography
M&E	Monitoring and Evaluation
MoE	Ministry of Environment
NAs	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
LG&RD	Local Government and Rural Development
UNIDO	United Nations
SDA	
SIDBP	
FPCCI	
SDPI	Sustainable Development Policy Institute
PC1	Project Concept 1
PE&DD	Planning, Environment and Development Division
GM	General Manager
I&D	Irrigation and Drainage Department
EPD	Environment Protection Department
PBC	Pakistan Broadcasting Corporation
CTL	Communication, Training and Logistics
AJK	Azad State of Jammu and Kashmir
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 and Northern Areas Affairs
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
EPRC	Environmental Protection and Resource Conservation Project
RO	Research Officer
TO	Technical Officer
FSMP	Forestry Sector Master Plan
NCSU	National Conservation Strategy Unit

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Due thanks are extended to Dr. Asif Hussain, Director EPA AJK, who personally coordinated the consultations in AJK and provided substantial input even in difficult circumstances.

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The documentation has been done by the NCS – MTR Coordinator Ms. Maheen Zehra.

## **About This Report**

This report presents the proceeding of discussions held during public consultations. The report is divided into three sections.

Section one presents the rationale that was established to hold public consultations as part of the NCS – MTR methodology. This section also gives an overview introduction to the process of public consultation along with the expected outcomes and methodology adopted. This section also gives details on who were consulted and why. The learnings and reflection part depicts the lessons learnt and implications that emerged for analysis. A few words for the External Review Team rationalize the deliberate attempt that has been made to avoid interpretation and analysis of actual responses and discussions that were held during the workshops and individual meetings.

Section two presents the detailed documentation of public consultations. The order of description complies with the chronological sequence of individual meetings and workshops.

Section three consists of annexes. The overall terms of reference for NCS – MTR are enclosed as Annex 1. Annex 2 presents the list of people consulted individually and during workshops. The workshop design is given in Annex 3 followed by the analytical framework in Annex 4. Annex 5 constitutes the list of projects and programs that were identified as indicators for progress towards sustainable development [NCS Implementation]. List of processes leading to sustainable development is enclosed as Annex 6. Annex 7 contains the lists of constraints and gaps identified by the participants. Annex 8 consists of priorities for future as listed by the workshops' participants.

A lot of information was collected through the consultation process, putting it together was a challenge given the versatility and scope of discussions. All through the documentation process the temptation to analyse and drive conclusions from the findings have been avoided so that the external review team could have the freedom to undertake independent interpretation and analysis.

It is hoped that in its present form the report presents the substance in its totality.

# **Chapter 1      Compendium**

Eleven months ago, when the Mid Term Review of Pakistan National Conservation Strategy (NCS – MTR) initiated, the prevalent understanding was that the study focus would be on extensive statistical data analysis. The end result was perceived to be a report on investments made by public sector and civil society into the 14 core areas of NCS with recommendations on future re-prioritization of core areas and programs and projects listed under these core areas. The first task was to develop a methodological framework as part of the principle terms of reference of NCS – MTR. In order to do that the NCS document was revisited. It was like opening the Pandora’s Box. A strong realization was that the NCS is not just about 14 technical [physical] core areas. It talks about operating principles, instruments for change and supporting programs.

Lots of contemplation and deliberations among PEP partners went into thinking about possible ways in which this review could be made as comprehensive and encompassing as the NCS itself is. A prime consideration was to keep the scope doable and manageable within the meager resources available at NCS Unit. The major breakthrough came about in June 1999 when DFID agreed to bring in Dr. Stephen Bass from IIED. During his short stint (of 3 days) he pulled together different threads of the scope of this MTR into a viable and flexible enough methodological framework. Among various tasks, focus group discussions with public, private and NGO sector was identified an important building block in the MTR exercise. It was strongly felt that in order to make MTR a futuristic exercise, it is imperative to talk to people, to find out the subjective impressions and objective views of the people at the helm of affairs “the real stakeholders of NCS”. While it was decided to out source the private and NGO sector consultation, the NCS Unit at Ministry of Environment took on the responsibility of contacting public sector actors. This was deemed important for three reasons. Firstly, this opportunity would have provided Ministry of Environment with a great chance to interact and extend its outreach to other ministries and departments at federal and provincial level. Second and more important reason was to revitalize the debate processes, which were the hallmark of NCS development era. The third reason was to build the capacity of Ministry of Environment for sustaining this process beyond MTR exercise. While the MTR coordinator took the lead, the Section Officer NCS managed the financial arrangements for the process and co-facilitated. In addition, the three Deputy Directors of NCS Unit took turns in assisting the process.

### **1.1 Specific Objectives**

The idea was thought through and rethought through as it stood important but vague how to define the objectives and steer the discussions toward finding out what we were looking for “an evidence of change”. The analytical framework developed with the help of Dr. Bass provided a springboard to generate such discussion. Accordingly following specific objectives of public consultations were identified:

- Review of NCS implementation status [progress in terms of NCS outcomes and processes, failures and their reasons]
- Identification of issues and constraints
- Identification of emerging issues under the changed context
- Identification of priorities in the face of changed context
- Identification of key informants for detailed discussions with the external review team

### **1.2 Who Were Consulted**

A major question was who to talk to. As it appeared, there were several generations of stakeholders in view. One, those who were actively involved in development of the NCS as senior tier of public service (secretaries, director generals, etc.). Most of these had been retired and thus approaching this tier was nearly impossible. Two, those who were second lieutenants at the time of NCS development, now holding the offices of secretaries and director generals at federal and provincial levels. Collecting these people for workshops would

have been extremely difficult due to their responsibilities. Three, those who are currently responsible for implementation of public sector programs (directors, section officers, deputy directors, technical officers, and research officers, etc.). It was therefore decided that the secretaries at the federal and provincial levels would be consulted individually while the others would be invited to participate in workshops.

### **1.3 The Process**

Public consultations were designed in two stages as mentioned above, (i) Individual meetings with secretaries, additional secretaries, joint secretaries, and heads of federal and provincial departments; (ii) A one-day workshop with key informants.

When the individual meetings were held at federal level, the direction became clearer. The analytical framework was modified in the light of discussions held with federal level officials. At the same time, the political situation changed and it did not remain possible anymore to conduct the workshop in Islamabad. It was therefore decided to take the process to provinces and administrative regions. The Northern Areas, which was least affected by the changed political scenario at the time, was chosen to kick off the discussion process. The workshop in Gilgit, further refined the approach. Since, during the first hour of the workshop it became apparent that the focus group discussion methodology in its theoretical sense will be too limiting to generate a meaningful response from the participants. The scope of discussion was therefore expanded. By that time Dr. Arthur J. Hanson had come on board as the team leader for the MTR external review team. His input at this stage proved to be of immense value. He guided the refinement of the consultation process.

The workshop agenda included:

- Presentation on NCS, its scope and mid term review process in order to set the tone of discussion.
- Presentation and discussion on definition of sustainable development in order to ensure a common understanding of the subject.
- Presentation followed by discussion on the analytical framework developed for NCS – MTR
- Identification of indicators for progress towards sustainable development followed by extensive discussion.
- Identification of processes implied followed by extensive discussion on linkages.
- Identification of issues and constraints followed by discussion.
- Identification of future priorities followed by discussion.

The consultation process continued at provincial level with Quetta, Peshawar, Lahore, and Karachi being the locations for more workshops. In case of the Azad State of Jammu and Kashmir (AJK), further political changes took place around the workshop schedule. The NCS – MTR team visited AJK twice in order to pull through the organization of workshop. However, in vain, it was decided that another round of thorough individual meetings should ensure gathering the necessary information from stakeholders.

The federal level workshop was last in line. The decision to hold the federal level workshop towards the end paid off, as the MTR team was able to share their provincial experiences and gauge the response from the federal representatives.

### **1.4 Reflections**

The experience of public consultations was indeed an enriching one. From an inward point of view, the NCS Unit has achieved several milestones. It was the first time since the ratification of NCS that the NCS Unit reached out to other line ministries and departments both at federal and provincial levels. Now there are focal points within all ministries and departments at federal and provincial levels. The perception of the Unit's role became clearer. The Unit is now much more aware of public sector expectations from it. It now has a basic understanding of the capacity building needs it has to address in order to effectively coordinate the implementation of NCS. Within the other sections of the Ministry of Environment, the initial feeling was that through this MTR the NCS Unit is trying to claim credit for other people's achievements. The consultation process has considerably defused this feeling. The intra-ministerial cooperation has begun where other sections are also using the data collected by the NCS Unit.



On the other hand, from an outward point of view, this exercise has brought NCS to the forefront of the national sustainable development agenda. It has provided a forum for other line departments and ministries to not only debate the issues pertaining sustainable development but also exchange information with each other on projects and programs with multi-sectoral objectives currently being implemented to gear collaboration and an integrated approach to development.

There are many lessons in this exercise for a bystander who is not part of the state machinery. This part covers some observations that may not be covered under the main thrust of this report.

The public sector that is readily blamed for bad governance leading to non-implementation, misuse of resources and what not also has a human face to it. Human resource is the key to effective planning and delivery of any program. It appears that it is this resource in the public sector, which is being highly mismanaged. More frequently expressed concerns are related to following issues:

1. The responsibilities have been devolved but without adequate empowerment.
2. The financial resources available to implementers both at personal and professional levels are far from appropriate.
3. The rules of business and availability of resources have little space for institutionalization of debate processes for planning and monitoring.
4. Allocation of qualified expertise among departments and line agencies is done irrespective of their field of specialization.

## *Section Two – Consultations With Public Sector*

### **Chapter 3 Minutes of Individual Meetings**

#### **3.1 Federal Government**

At the federal level public consultations were held with the public sector officials and heads of institutions. Following objectives were identified to facilitate the discussion:

- Seeking view of key actors in the public sector on implementation of NCS
- Seeking views of top level decision makers on future course of action for sustainable development
- Gearing up participation of key stakeholders in the MTR process;
- Nomination of Focal Points in the relevant Ministries for in-depth interaction vis-à-vis NCS MTR.

Following is the summary account of discussions that took place with different officials in various ministries:

#### **3.1.1 Mr. G.M. Samdani, Secretary Ministry of Population Welfare, Islamabad August 5, 1999**

Mr. Secretary has also worked for sometime in the Ministry of Environment and Planning & Development Division, therefore the perspective provided by him was wholesome and incisive.

1. He used term achievement instead of improvement, and that was in the context of Mass Awareness. People are more aware of environment and its relative problem then they were in 1980s.
2. He was also of the view that NCS brought several new ways of working but those could not be institutionalised due to several factors such as:
  - Frequent transfers of staff; several people were technically trained but how many of them are working in the Ministry of Environment;
  - Lack of political commitment; he termed it as the most important factor for institutionalisation of any element. He repeatedly emphasised that the PM has to be convinced about the importance of environment and the implications of negligence of this vital area.
  - Vague mandate of the NCS Unit; “NCS Unit has been groping in the dark since its inception”, he said. It lacks clarity of vision, clarity of mandate and the powers that are imperative to monitor implementation.
3. He suggested the following way forward:
  - First and foremost political advocacy to gauge political commitment; Parliament should be mobilised.
  - The Ministry of Environment should explore the ways in which environment and sustainable development can be integrated into the work of other line ministries e.g. explore ways of integrating population and environment.
  - For doing it the NCS Unit should identify right people from the Ministries. With them work on setting priorities and identify the areas for integration.
  - He very kindly suggested that he would nominate an appropriate person from his Ministry to act as a focal point for the NCS Unit.

At a later date, in response to a reference, Dr. Sualeha Suhag has been nominated as the Focal Point for the NCS Unit.

#### **3.1.2 Dr. Aleem Mehmud, Additional Secretary, Ministry of Finance, Islamabad September 10, 1999**

Also present were Finance Advisor, Mr. Farooq Hassan Gilani and Deputy Finance Officer Mr. Ghulam Hussain Niswana. The MTR Team constituted Ms. Maheen Zehra Coordinator NCS MTR, Mr. Ayub Chaudhry SO (NCS) and Mr. Asif Sahibzada Deputy Director Project Planning Monitoring and Evaluation NCS Unit.

The discussions are summarised below.

- The MTR Team provided a brief on the process and possible outcome of the NCS MTR.

- In response to a query, the AS confirmed that Finance Ministry is a key actor when it comes to policy formulation i.e. all priorities and policies in the country are set with the consent of this Ministry.
- Concern was expressed by the FA on scope of NCS. He elaborated that the priorities and programmes chalked out for NCS were too broad to monitor. As a result there's a constant lack of coordination. He also critiqued the mandate of the NCS Unit stating that in its present capacity the NCS Unit can not coordinate or monitor the conservation related activities and results of investments made in the environment sector by other Ministries and departments.
- The following were recommended by the AS and FA.
  1. The NCS should be crisply reprioritised;
  2. The Ministry of Environment should thrive to set up models such as pilot projects for environmental conservation.
  3. These projects should be closely monitored and lessons learnt should be carefully recorded.
  4. On the basis of those results major policy changes can be brought about.

In response to a request for nomination of focal point the AS nominated the FA Mr. Farooq Hassan Gilani and DFA Mr. Ghulam Hussain Niswana as focal points for the NCS MTR.

### **3.1.3 Mr. Syed Shahid Hussain, Secretary, Ministry of Water & Power, Islamabad August 13, 1999**

Also present were Mr. Ashraf Nadeem Joint Secretary and Mr. Rashid Ali Deputy Secretary. The discussion is summarised as under:

1. The NCS-MTR team gave a brief overview of the scope and purpose of MTR exercise.
2. In response to a question on what have been the gaps in implementation of the NCS, the Secretary said:
  - The basic issue in implementing NCS is that of good governance. How much calibre is acknowledged right at the top. Find a good leader. For example, the Federal Public Service Commission (FPSC) is totally based on lack of merit.
  - A more inter-sectoral approach was imperative for implementation of NCS that was largely an issue of good governance structures. Sectors such as population should have been integrated within the environmental agenda.
  - System is in place, but the core of that system is missing.
  - He also said that NCS has always been seen as an 'ambitious document' and probably what needed was to look at its recommendation within more practical realities. There generally has been a short-term vision among the development sector across the country.
  - He gave several examples of public sector institutions and infrastructures that require immediate reforms such as P&D Auditorium, National Library, University Grants Commission.
3. The Secretary also discussed some future possibilities:
  - NCS implementation should be devolved at provincial level and governance structure at the provinces should look after the project under NCS. For example, a cell on NCS implementation can be set up within the Chief Minister's office.
  - In order to carry forward the inter-agencies and intra-sectoral links, every stakeholder's area should be focused within the given parameters of line departments and agencies involved.
  - Economic reforms are the key to sustainable restructuring. We have been living beyond our resource limits.
  - Much of resources available to us went into infrastructure developments such as large dams. However, the governance structures were not created as strong as they should have been to manage these developments. Maintenance of these dams should have been a major focus after their establishment to ensure longer and effective lives of these projects.
  - The operational decisions must be taken at the level that is more accountable for implementation such as the secretaries and the their staff. Instead of following orders from their higher ups that are not fully involved in carrying out these decisions, the implementers themselves should be given more power of decision making. For example, the system of PM being chair of most of the decision making committees which affect projects' implementation directly should be disbanded.
  - Similarly, ENERCON within the Ministry of Environment and the provincial EPAs should examine the environmental impact of programmes and projects. And all RBOD/LBODs should go to EPA for EIA as a mandatory procedure.
  - The EPA Director General should be a member of the ECNEC & CDWP where the development plans are finalised.

- Projects like NDP that are envisaged to have great impact at the grassroots level should be scrutinised more in detail. So far it has been a piecemeal approach. More efforts are needed to study the feasibility for appropriate disposal of affluent under this project.

In response to a request for nomination of focal point the Secretary nominated the DS Mr. Rashid Ali as focal points for the NCS MTR. His contact # is 9203213

### **3.1.4 Mr. Munir Ahmed, Joint Education Advisor, Ministry of Education, Islamabad August 13, 1999**

Following discussion took place:

1. The NCS team provided a brief background of the NCS MTR exercise.
2. The JEA commented on the sustainable development scenario and highlighted the following:
  - He said that there are a few improvements that are visible in the environmental and sustainable development scenario:
    - Measures like CEEP – a capacity building project.
    - Integration of environmental issues into text books.
  - Nevertheless, these improvements were marked with some gaps in the design such as:
    - Limited input in terms of resources and management structures.
    - Most of the projects were one shot operation.
  - There remained the dire need of orientation of a large number of teachers.
  - Various messages on environmental issues were designed however they should have been designed in more befitting manner and aiming at larger population.
3. The JEA also highlighted some fundamental constraints to implementation of NCS recommendations:
  - The ministry of Education didn't have funds. Several proposals have been submitted to the Ministry of Environment to initiate joint activities. However the process is not going as rapidly as it should.
4. The JEA also suggested the following:
  - Based on the outcomes, the successful projects should have been expanded and replicated nation wide.
  - Compulsory syllabus of matriculation must have environment as an integrated subject matter.
  - Teachers training project has tried to integrate environmental education (EE) in the education programme. However, this needs to be taken a step further in the form of a mega project on EE. Text books for classes 6<sup>th</sup>, 7<sup>th</sup> and 8<sup>th</sup> should be revised.
  - Political commitment should be like 'ghee in every salan'. Without a strong political commitment none of the initiatives will go very far.

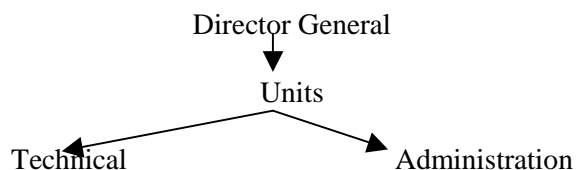
In response to a request for nomination of a focal person for the MTR exercise, Mr. Aurangzeb Rehman was nominated as the Focal Point for MTR.

### **3.1.5 Mr. Zaheer Ahmed, Joint Secretary, Economic Affairs Division, Islamabad August 17, 1999**

Also present in the meeting was Mr. Zaidi Deputy Secretary EAD Affairs. The discussion went on as follows:

1. The JS commented on several initiatives that depict progress toward NCS implementation. In his comments he gave example of some projects/programmes such as:
  - The Pakistan Environment Programme – a capacity building initiative under taken as one of the recommendations in the NCS.
  - As a result of programmes such as Pep, environment has been on the priority agenda of government and some of the donors as well such as, JICA's offer for a grant, EPA has environment as a priority, ADB is also involved in some environmental initiatives, EU has been actively investing in environment, etc. This shows that environment can remain on priority of several stakeholders/investors. Nevertheless, NCS has not been able to invite as much prioritisation among the donors for environment as was needed to implement the NCS recommendations.

2. Some of the constraints and gaps were also highlighted by the JS in his discussion:
  - Events like the sanctions following the nuclear explosions played a major role in halting and/or decreasing the pace of development in Pakistan.
  - Several proposals from the EAD has gone to the Ministry of Environment about a response is still awaited.
  - Governance is also a major issue within the Ministry of Environment particularly and within all government institutions at large.
3. Some of the suggestions for way forward were also discussed:
  - Programme like PEP should go beyond capacity building.
  - In light of suggested reforms and changes coming in October the Ministry of Environment must get its act together.
  - Environment should gain more priority within the donor community.
  - Programmes like PEP, aimed at capacity building should be supported by supporting projects for capacity building.
  - The Director General of PEPA should be combined with the NCS Unit.
  - There should be more coordination within the different components of Ministry of Environment such as follows:



- Ministry of Environment should monitor the coordination between federal and provincial EPAs and other departments.
- In the present circumstances the donors can influence this indirectly as a governance issue
- The new projects and programmes should have a built in conditionality that on the basis of their success they will go further other wise they will be pulled out.

The JS nominated Mr. Arshad Sultan Section Officer at EAD as a Focal Point for MTR.

### **3.1.6 Mr. Yonus Khan, Secretary Women’s Division, Ministry of Women Development, Islamabad August 19, 1999**

1. The Secretary was requested for his comments on the progress made towards environment and sustainable development in Pakistan. The Secretary pointed out several issues and commented on problems that are hindering development per se. Following were the important discussions that took place in this regard:
  - Since last 8 years, the Ministry of Environment has not approached this Ministry for any collaboration. This is clear indication of lack of coordination and inter-ministerial collaborations. Women’s development is seen as a cross cutting supporting programme in NCS but there is not much happening in different projects that are on ground.
  - Governance issues are primarily restricting the much needed collaborative process necessary for NCS implementation.
  - The basic purpose for creating NCS unit i.e. coordination has not been achieved. MoWD was never consulted in any of the initiatives undertaken by the Ministry of Environment be it planning or monitoring of projects or be it communications and awareness campaigns carried out by the Ministry of Environment.
2. Commenting on any outcome against NCS recommendations the Secretary said:
  - IUCN is doing a good job in the environment sector which indicates NGOs’ and private sector interest and invest going into this sector.
  - There are government initiatives also that depict improvements and more devolution of decision making at the grassroots such as the SAP, Area Development Programme, and BCS, community participation is at the core of all these initiatives.
3. Suggesting for future directions the Secretary said:

- Models need to be created at all levels that can provide case studies for other sectors to incorporate good practices for environment and sustainable development.
- More incentive should be defined for communities and district and local government level implementers.
- Female population should be considered an active stakeholder in NCS implementation. This needs to be made apparent in all project designs such as water supply schemes, pesticides/pollution control programmes, NRM projects including empowerment components, social and economic empowerment plans, health schemes specifically mother and child health care, and all livelihoods programmes.
- Donors need to play an important role in giving priority to women issues in all environmental related programmes and projects. Moreover, they should come forth to allocate more resources for women development issues integrated within programmes and projects.

Ms Noreen Hassan was nominated as the Focal Point for MTR by the Secretary MoWD.

### **3.1.7 Mr. Tehseen Iqbal, Joint Secretary, Ministry of Petroleum, Islamabad August 27, 1999**

1. The JS was requested for his comments on the progress made towards environment and sustainable development in Pakistan. He pointed out several initiatives that he thought have been helping the development process. Following were the important discussions that took place in this regard:
  - Efficient fuels industry has seen several major initiatives such as establishment of HDIP – a major step towards fuels that produce least possible emissions
  - OGSP programme of CIDA has been successful in reducing noise and air pollution levels to a great extent
  - The reduction of sulphur – power plants are using 3% HSF to LSF 1%
  - Refineries are also producing LSF and imports are being encouraged to bring the levels down to 1.5%
2. However, there are several issues as well which are hindering the progress. While shedding light on some of these issues the JS mentioned:
  - Limited funds are major problem. PSO is the only agency to import and private sector is not involved in this process.
  - Including private sector can be beneficial in that the limited input by PSO can be expanded
  - There are several political reasons playing behind this mechanism
  - It is an established fact that petrol is a major source of environmental pollution
  - Coal has not been used as fuel by a large section of industry even though we have huge deposits of coal that can be utilised by open pit mining
3. While mentioning a few recommendations to be taken forward as part of the sustainable development agenda, the JS stressed on following points:
  - Energy efficiency is the main thrust of this Ministry and it should focus its resources and expertise on the same – e.g. coal resources can be a very good source of energy if used effectively
  - The major oil source contains Higher Sulphur Fuel Oil (HSFO) which needs to be checked
  - Refineries use crude oil and therefore natural gas and petrol produce a lot of sulphur which is going unchecked
  - Water is the future of energy
  - Natural gas is not the future recommendation for ecologically fragile areas of Pakistan such as NAs
  - Pakistan has huge resources of gas and new deposits are being explored – the need is to strategize future plans carefully
  - Import of gas from Turkmenistan would be the cheapest mode of gas import for any country – but this require careful planning and implementation
  - Political struggles and strives have been leading the country to pay heavy prices on part of its natural resource for the benefit of a few privileged entities
  - Political leadership is required out of the span of traditional power loops of a few political figures in order to retain a sense of betterment in the coming days

In response to identifying a focal point for MTR exercise, the JS took the responsibility himself.

### **3.1.8 Mr. Afzal Shigri, Additional Secretary Inter-Provincial Coordination, Cabinet Division, Islamabad, August 27, 1999**

1. The AS was requested for his comments on the progress made towards environment and sustainable development in Pakistan. Holding an important position as that of inter-provincial coordination, his comments were of

immense interest to the MTR team. However, due to time constraint a detailed discussion did not take place. While commenting on Pakistan's development scenario following discussion took place with the AS:

- Information exchange is the major area where lack of coordination is present within and among provinces
  - If the financial resources are not shared within provinces as well as federal level, how can we expect them to provide information and assist in any other possible way
  - There is wide evidence of conflicts between provinces which largely hinder any kind of collaborative efforts
  - The bureaucratic procedures are used to their full efficiency for creating more block holes instead of facilitation
  - The continuous tussle between centre and provinces merely counts for questioning back and forth of clarifying each other's roles
2. He further suggested that a cabinet committee be called to look after this issue of lack of coordination and devise a mechanism for such coordination. Federal ministries should establish liaison with the provinces on not just projects but on policy and decision making issues as well. Although, provinces hold their autonomous status of decision making bodies but decisions of national interest, particularly if they affect any of the provinces, should be made in full confidence of the provinces.

### **3.1.9 Mr. Abdul Rauf Malik, Joint Secretary Planning, Ministry of Agriculture, Islamabad August 27, 1999**

1. The JS was requested for his comments on the progress made towards environment and sustainable development in Pakistan. With his background as the Chairman PAARC, he was able to make important contribution to the discussion on improvements made towards Pakistan's development agenda over the last seven to eight years.
2. The JS pointed out several initiatives that he thought have added to the development process of the country:
  - National Arid-Land Development Resource Institute (NAD) project, initiated during the reign of President Laghari, provided an important ground for fulfilling the research needs in the arid agriculture area with particular reference to soil conservation
  - Private sector initiatives have also been significant. E.g. Hamdard research institute and PCSIR's role in agricultural research activities
  - A number of agriculture projects specifically irrigation efficiency projects can be directly traced to the recommendations of the NCS
3. While discussing the evolving scenario of socio-economic context of Pakistan in the agriculture sector, the JS pointed out some major issues:
  - Food security
  - Production increase vertically instead of horizontally – e.g. Jojobar Project
  - Social development plans succumbing to political pressure
  - Governance issues – lack of structural reforms not limited to agriculture sector alone
  - Translation of governance to grassroots level and bringing transparency to existing operations
4. While suggesting the future course of action, the JS suggested following considerations for reprioritisation of development plans:
  - Implementation on policies and frameworks is the weakest area in Pakistan that needs immediate attention in all sectors
  - The explicit disparity in the feudal systems predominant particularly in the agriculture sector need to be addressed
  - The question of sustaining initiatives and approaches taken by the development projects need to be assessed before making huge investments without proper phasing out processes

In response to the request for nomination of a focal point for MTR, the JS nominated himself.

### **3.1.10 Mr. Abdul Rashid, Joint Technical Advisor, Ministry of Science and Technology, Islamabad August 13, 1999**

1. The JTA was requested for his comments on the progress made towards environment and sustainable development in Pakistan. While commenting on Pakistan's development scenario following discussion took place:
  - While identifying the list of projects for NCS implementation, the expectation was that the NCS Unit will coordinate the process of locating resources for these projects
  - Cross cutting project coordination role was identified for the Ministry of Environment as it was thought at the time that technically they are more equipped than anyone else in Pakistan

- A number of projects started in this line of action – e.g. solid waste management projects, NIO, PCSIR, study on Rawal Lake pollution levels, etc.
  - Advocacy to the donors for investing in the environment
2. He added by mentioning the key building blocks that were largely absent to operationalise these extensive plans:
    - Political commitment coupled with allocation of sufficient resources
    - Accountability and transparency in government operations
    - Mechanisms to follow up and review – extensive systems for M&E and results based management systems
    - Projects that were considered small were handed over to MoE e.g. fuel efficiency and cooking stoves
    - Capacity building for developing and managing environmental projects – organisations like IUCN can help build capacities of government institutions in developing such projects
    - Efficient governance structures and financial management mechanisms
    - Over and/or heavy staffing has been a menace
    - Political and personal vested interests have been hindering the progress leading to continuous regression
    - Quick transfers and relocation of staff within and among Ministries – at least 5 years tenure an ensure building of a trust required for officers to become effective leaders
  3. He nevertheless, voiced some useful suggestions that could be considered as way forward:
    - Effective legal systems and legalising the environmental act into a full fledge legislation can build pressure for implementation
    - Investments in capacity building of implementers for managing environmental initiatives in the spirit of sustainable development
    - Effective monitoring systems that are not imposed but built-in the project designs – particular mention was made of the results based monitoring systems
    - Enhancing government and private sector collaborations to discourage the prevailing mistrust between the two

The JTA himself will be the focal point for MTR.

## **3.2 Northern Areas**

### **3.2.1 Secretary P&D NAs**

A meeting with the Secretary was held to request his comments and view on improvements towards sustainable development over the past seven to eight year and give suggestion regarding what should be the future priorities. His first point was to change the image of government that has been prevailing since last one decade. The role of government as the deliverer should be highlighted. The NGO sector has been functioning in isolation and they need to come together with the government however, their existence has some what been felt as threatening to the state rather than supporting it initiatives. NCS Implementation done in isolation within the government sector has borne very little fruits.

The recent stress on environmental issues in NAs is not because of NCS but more so by default given the rich flora and fauna of these areas. The environment is a recently introduced term by the NGOs to planners and community people. Much is still needed in terms of sensitising the planners and communities and implementers to environmental issues with a clear understanding. The basic needs of the communities as consumers of natural resources must be explored before telling them to stop cutting trees for firewood. The potential of hydro electricity needs exploration to enhance capacity. Irrigation efficiency and watershed management are newly acquired terminology that need clarification in a manner that is understood and accepted by communities.

In addition he, stressed that capacity building of available human resources need to be more focused. The research officers should be given training that is development oriented instead of academic.

### **3.2.2 Akbar Shahzad AD Curriculum**

In response to the request for views and comments on improvements in sustainable development process, Mr. Shahzad very kindly gave his input. He commented on teaching techniques and the evolution in teaching materials that are now more aimed at making student understand the concepts through hands-on



practice rather than limiting academic circle to class room atmospheres. He commented on limitation faced due to financial resources in bringing long lasting change to teachers training process. In order to strengthen the initiatives taken and integration environmental and conservation subjects within the teacher's training curriculum resources are always a problem.

We should take advantage of existing resources human and physical available within the private and NGO sector to build upon institutional strengthening of public sector institutions. Institutions should be free of political influences in order to perform the desired level of functions.

### **3.2.3 Ghulam Rehman Chief Conservator NAs**

In response to the request of NCS - MTR team for comments and suggestions, the chief conservator said that NCS is an important document or guideline for whole nation. It has given primary focus to green sectors including forestry. Implementation of NCS recommendations however has been ignored to a great extent due to federal government's non-interest.

Lots of investment however, has gone into the green sector at provincial levels. Those projects that are remaining in NAs are largely the expired projects such as nurseries and watershed management. In wildlife for example, Marcopolo Sheep are at the verge of extinction thus sustainability of any initiative taken has been all together ignored and thus left to deplete.

Forestry is a sector that has been under immense pressure since independence in 1947. Private and protected forests have been primary bones of contention. Communities as end users had never been involved in planning and protection activities. Institutional strengthening has been virtually absent. NGOs are putting in a lot of efforts but they alone can not take important measures such as policy decisions. A common understanding is long due between public and private initiatives.

### **3.2.4 Wazir G. Mehdi Secretary Food and Agriculture**

The Secretary discussed openly with MTR team his vies and comments. The Secretary was the member of Biodiversity Steering Committee. His personal interest has always remained in the NCS implementation. The food and agriculture depart of NAs has direct link with the federal MoE. However, MoE also needs to play its role, they should organise meetings and establish functional contacts with the provincial departments and implementing agencies. Linkages with the NCS Unit of MoE are totally missing.

NAs has been involved in conducting research and undertaking conservation activities that are recognized as national initiatives like Karakorum National Park. The Khunjab National Park was establish on personal interest of the then government head Mr. Bhutto who wanted to make this park better than the one in Nairobi. These projects were however, initiated without explicit involvement of NCS recommendations. The input and interest of federal government has been on the decrease over the last many years. Environment did not remain a priority in the political circles. The emerging issues have been changing in the light of global priorities. Although Pakistan has tried to keep itself abreast with changed global context by becoming signatory of many conventions and documents but internally the commitment did not get generated for may factors.

The Secretary nominated Director Agriculture as the focal point for future interaction with MTR team.

### **3.2.5 Shahzada Ibrahim Director Academic NAs**

The Director stressed that the NCS recommendations should be reflected in the curriculum to ensure wider understanding and acceptance of issues identified therein. He made mention of the education coordinator for NACS suggesting that more input should go into designing capacity building on institutions that will be identified as key implementing agencies. Existing resources both human and financial are limited nevertheless should be utilised in an optimal way. Training does not require extensive amount of resources but it has the potential to produce long lasting results that go a long way in sustaining good initiatives and efforts.

The existing system in NAs has responsible structure where responsibilities should be delegated properly for maximum output. One person from each district of NAs may be trained to share the experience in their respective districts. A master training programme should therefore be institutionalised.

### **3.3 Balochistan**

#### **3.3.1 Mr. Mohammad Ali Changezi, Director General (B-EPA) Government of Balochistan**

The key points of the meeting held with DG (B-EPA) who also hold the additional charge of Chief Conservator of Forests, are listed as below:

- For Sustainable Development (SD) and successful implementation of conservation strategies the basic area to focus on is the Capacity Building of staff on merit basis.
- The BCS is a good reference document, but to implement the strategy Government must establish self-supporting cells and sections in Govt. departments with skilled personnel having professional capacity, knowledge, aptitude and talent.
- For SD and change the Govt. has to take a calculated risk and do something different from regular course of action.
- It is unfortunate that mostly the Govt. Dept lacks merit. Right person should selected/placed for the right job.
- There has been some development since 1992 in terms of SD. The awareness and realization of general masses has increased at a good rate, keeping in view the literacy ratio. Due to awareness the attitude of the people toward natural conservation has changed.

#### **3.3.2 Major (Retd) Ali Raza, Secretary Agriculture Government of Balochistan**

The key points of the discussion held with Major (R) Ali Raza is as follows:

- The Secretary nominated Mr. Arif Ansari, DG as focal point for future correspondence
- The expected development in the area of Fisheries could not be achieved. International standards have gone high, and we are lacking in achieving those hygiene standards. The reason being lack of infrastructure, processing plants and skilled and technical staff. Many European courtiers has stopped the import of fish, due to the unhygienic handling and storing the fish at our harbors and boats.
- The basic need is provision of infrastructure, personnel with technical knowledge and marketing of the product.
- Similarly in Agriculture sector, due to lack of farm to market roads and food processing plants the farmer and economy both are suffering. Balochistan produces a variety of fruits but due to lack of infrastructure and processing plants and above all lack of autonomy the direct export is not possible. The high transportation charges results in the low prices at farms and high prices in the market.
- Agriculture department has introducing new varieties of Apple, Dates etc. with quality control and techniques.
- The major problem in Balochistan is the scarcity of water. The water table of ground water is receding fast, large quantity of rainwater go waste. We need to conserve our water resources.

#### **3.3.3 Mr. Ghulam Rasool Husni, Secretary (Environment, Forest, Livestock and Wildlife), GoB**

The key points of discussion held with Mr. Ghulam Rasool Husni is as follows:

- Top priority should be conservation of Bio-Diversity and Range Land Management. In the province where water is scarce due importance should be given to biodiversity. A large number of households depend upon the income generated through cattle, wool, leather etc.
- The awareness level of the masses has risen, but no concrete development has taken place so far. There is some development in private sector, but in public sector output is far less than the input.
- Main reasons for lack of development is corruption, lack of political will and most important personal liking is given priority over national interest.
- In the province development should be according to the topography, weather and availability of water.

### **3.3.4 Mr. Mohammad Amin, Secretary (Irrigation, Water and Power), Govt. of Balochistan**

The key points came under discussion in the meeting with Mr. Mohammad Amin are listed as below:

- The most important issue of the province is availability of water. The ground water mining is being over exploited and natural recharge is less; as a result the water table has gone low. Due to less rainfall and failure in conserving the water the fruit orchids are diminishing at a rapid rate.
- To conserve and artificially recharging the water-table several small check dams has been built in the southern part of province, but many more need to be built. But, check dams recharge only fraction of the water table, to control the level of water table, withdrawal needs to be controlled. There should be some control on digging new tube wells.
- The flat rate of electricity has given rise to undue extraction of water.
- Further, because of the lack of scientific knowledge farmers uses water on all types of crops. In some cases the return from crops is less than the value of water. Farmers need to be educated through community mobilisation. The NGOs, CBOs and VOs should be involved in the National Drainage Programme (NDP).
- Community participation is the most important step, Govt. has to act bi-directionally to work closely with the community.

### **3.3.5 Mr. Ghulam Sarwar Mengal, Secretary (Education, Information, Sports, Tourism, Culture and Youth Affairs), Govt. of Balochistan**

The key points of the meeting with Mr. Ghulam Sarwar Mengal were:

- The Secretary nominated Mr. Naseer Baloch as a focal point for future coordination and communication.
- The general awareness level of the people has risen but no concrete development has taken place.
- There are no follow-up initiatives on projects from Federal level.
- The policies of the Government are not consistent, with the change of Govt. the policies and priorities are changed and on going projects are put in a cold corner.
- The five-year plans have no link with the PSDP, and majority of projects is not completed because of lack of financial resources.
- The donor funds are not always required, many programmes can be undertaken with local resources.
- There is an utter need of coordination between Federal and Provincial departments, line departments, agencies and NGOs. The P&D department must take lead in developing this coordination.

## **3.4 NWFP**

### **3.4.1 Mr. Ishtiaq – Focal Point Industries, SPCS**

The NCS–MTR team met with Mr. Ishtiaq to discuss progress made towards environment and sustainable development agenda of NWFP as recommended in the provincial conservation strategy SPCS.

1. Some interesting points were brought to light by Mr. Ishtiaq. Key discussion is presented below:
  - While taking forward the recommendations of SPCS, the NCS does not have direct links with the kind work being done. A follow up process on strengthening the relation between provincial conservation strategy such as the SPCS and the original national strategy has been lost some where.
  - Although no roles are identified for the NCS Unit in implementing the SPCS, there seems to enough evidence present in linking the achievements made under SPCS to the original broad objectives of the NCS itself. For example, the pollution abatement projects are directly built upon the core area of NCS. Other examples are the SIDBP, SDA, UNIDO's initiatives and initiatives undertaken by the Directorate of Industries projects.
  - Similarly, the Sarhad Chambers of Commerce established the 1<sup>st</sup> environmental protection Cell – a major outcome from SPCS, one that is aspired by the NCS itself.
2. While mentioning the gaps and constraints, Mr. Ishtiaq highlight following points:

- Communication strategy of the NCS, although know to have been made, but never been implemented.
  - Dissemination of information on NCS and then building wider linkages inter- and intra-provinces for sharing is also missing.
  - Federal government is part of the round tables at provincial level but not enough participation is present as they are many a times absent during discussions and meetings. For example, we never saw NCS Unit as a participant to any of these round tables.
  - Not enough attention is being given to capacity building needs of the institutions at provincial level that are primarily responsible for implementation.
  - Inter-sectoral linkages – e.g. with NGOs such as SDPI or with institutions such as FPCCI
3. While suggesting a future course of action for NCS implementation/reprioritisation, Mr. Ishtiaq stressed that the federal government should come forward in directing the provincial government to link implementation on NCS. In his view, a strong link between the provincial conservation strategies and the NCS is a prerequisite for fruitful implementation on the country's environmental and sustainable development plan.

### **3.4.2 Mr. Zaibullah Khan – Additional Secretary LG&RD**

In response to the NCS–MTR team's request for a meeting with the AS, the primary question was raised by the AS that since the SPCS stakeholders are the stakeholders for the NCS than why a review is needed at this stage? Nevertheless, he agreed to meet with the team and share his views on the implementation on NCS over the last seven or eight years. While highlighting the major achievements made since the coming of NCS he mentioned the following points:

1. A number of projects and programmes can be ascribed to the NCS recommendations. Important steps such as the Environmental Act and emissions control project are worth special mention.
2. However, very little confidence is present for the government's initiatives and those undertaken by the private sector are regarded more than any of the government efforts.
3. It is important that SPCS should gain the public ownership. NWFP government has taken up this seriously and have launched several demonstration projects that are innovative, sustainable and replicable. For example, to assess the values of parks for recreation and other purposes a project is being developed which is currently at PC1 stage.
4. The AS suggested some areas for consideration:
  - Local government needs to have public co-operation that can be brought about through active community participation and an overhauling of the governance structures. For Example there is only one sub-engineer for over 240 tube-wells, this could be countered with community participation and capacity building.
  - Political stability and socio-economic scenario needs to be taken into consideration while developing any development plan
  - People's ownership is imperative for fruitful results of projects and programmes. The information is so highly technical that it never gets translated into easy-to-convey messages for the general public interest
  - NCS is over ambitious – the objects have been defined for too large a canvass to cover that the realistic details are not to drive

### **3.4.3 Mr. Mufti Javed Aziz, Chief Environment Section PE&D Department**

The Chief Environment Section showed strong reservations towards the NCS Unit. He commented that in seven years the unit has not done anything substantive. Neither did it contact any of the environment sections at provincial level. There has been virtually no orientation on NCS to any of the provinces. NCS Unit should have had officers or focal points at the provincial level. While recommending future course of action, he said:

- EPA – as an enforcing agency should have authority to enforce the environmental law.
- Capacity building needs should be done for the provinces.
- Absence of central monitoring units is a major constraint.

- Provinces need to be strengthened by the federal bodies.
- At the same time, local government needs to be strengthened and major projects should be given to them e.g. garbage disposal schemes, etc.
- Institutions should be decentralised.
- Governance needs to be reformed.

#### **3.4.4 Raqib Khan – Chief Engineer, Provincial Irrigation & Drainage Authority and GM Dev. & Planning**

While mentioning the progress made towards environment and sustainable agenda of Pakistan, Mr. Raqib said:

- There have been several projects and programmes that were and are being implemented according to the NCS recommendations.
- However, some major projects were faced with resource limitations and were rehabilitated into limiting their scope. For example, the Lift Irrigation project was marked with excessive expenditure which were much higher than the actual returns.
- Nevertheless, projects like the Harnessing of Torrent hill Project has integrated environmental impact assessment as a major component of it, in line with the NCS recommendations.
- There are failures at the provincial level also – e.g. since last 5 years the EPA has not been able to implement the emissions control law.
- NCS core areas should have focused on more individualised contexts of the provinces than lumping them together into a national agenda.

#### **3.4.5 Meeting with IUCN staff:**

A joint meeting was held at the IUCN Peshawar Office with the following staff members:

1. Mohammad Fahim – AGA Procurement
2. Dr. Rizwanul Haq – Acting Director Arid Tarnab
3. Aijaz Khattak – DD Water Management
4. Mohammad Zulfiqar – Project Analyst Planning Cell Food and Agriculture Department

Following discussion took place:

- Capitalistic agriculture is apparent in studying the investment trends, however the NCS recommendations are contrary to government's real approach
- Sustainable agriculture is endangered due to existing policies
- Foreign investment and private sector activities are profit oriented that accounts for lesser attention on sustainability of initiatives and more on revenue generation
- Mechanisms for implementation and its monitoring were not established originally even by the NCS itself.
- Several constraints are visible such as – resources, technical assistance, institutionalisation of innovative models and successful initiatives, etc.
- Strengthening the coordination role of P&D has never been given attention.
- Quality progress monitoring through a set criteria or mechanism has never been in place.
- A regular monitoring unit is needed instead of ad hoc activities to monitor progress.
- Land tenure rights, fragmentation of holdings has been identified as major constraints but it has never been backed by strong and clear cut legislative measures.
- No one has been made responsible for implementation of legislation which form an integral part of ADPs for 1999 – 2000
- New legislation needs to be developed through Land Revenue Department

### **3.5 Punjab**

Section Officer (NCS) went to Lahore for two days i.e. 12<sup>th</sup> & 13<sup>th</sup> November 1999.

### **3.5.1 Secretary, Planning & Development Department, Mr. Zahoor-ul-Haq Sheikh**

Section Officer (NCS) called on Secretary, Planning & Development Department on 12-11-99. Mr. Zahoor-ul-Haq Sheikh's response was very cold. He said that Planning & Development is not a relevant department for issues like data verification and Mid Term Review of NCS. The Environment Protection Department may be consulted which is the line department of the Ministry of Environment, LG&RD.

Section Officer (NCS) explained and tried to convince that NCS is not a document specifically relating to environment. It is a National Conservation Strategy, which covers issues of agriculture/soil, Fisheries/Water Bodies, Wildlife, education etc. etc. Still the Secretary, Planning & Development was adamant that this department is not the relevant body for such issues.

Section Officer (NCS) asked to nominate a focal point for future correspondence. He said that he has closed the Environment Section and there is no focal point.

Then, SO (NCS) requested him for committee room to conduct focus group discussion. He was kind enough to say that a formal request be made which was submitted to his office for November, 23<sup>rd</sup>, 1999.

For future correspondence, he advised to contact EPD only.

### **3.5.2 Chairman Planning & Development Board Mr. Tariq Sultan**

Section Officer (NCS) called on Chairman, Planning & Development Board, Mr. Tariq Sultan and invited him for meeting. He welcomed the invitation and promised to grace the occasion if he will not be committed somewhere else. About NCS progress from 1992-99, he said that he might not be in a position to say anything immediately. He advised the S.O. (NCS) to see Mr. Sadiq Malik, Senior Chief to coordinate in P&D department for focus group discussion.

### **3.5.3 Mr. Sadiq Malik, Senior Chief, Planning and Development Department**

Section Officer (NCS) called on Mr. Sadiq Malik, Senior Chief, Planning & Development Department on the recommendation of chairman Planning & Development Board. He will also work as coordinator in Planning Development Department.

While talking about NCS, he told that since 1992, awareness about environment has increased. Lot of projects have been implemented like EPRC, afforestation along rivers Ravi & Chanab (one of the best project), Wildlife Management Project, and Environment Section, Planning & Development (which has been closed) etc. In addition to this, a Sustainable Development Fund has been established. The members of the Board have been decided. Local Capacity was built through local and foreign training. He was of the opinion, that Environment has become a burning issue. If Environment is not being improved we are going to sink ourselves.

He further said that the closure of Environment Section is a bad omen and this matter should be taken up at the Federal level as the provincial decision makers are averse to it. Even this issue was taken up with the Vice President of the World Bank but of no use. He desired that the environment section in P&D department must be retained.

### **3.5.4 Additional Secretary (Planning), Agriculture Department, Mr. Khalid Javed Gilani**

The Additional Secretary Agriculture was enthusiastic to participate and desired that he may be sent the book of NCS for study. He will participate in the workshop as well. He recommended to consult Mr. Khalid Gill, Director (Soil) and Mr. Mushtaq Gill, Director General Water Management, Lahore. In his opinion, these persons can be very useful resource people.

They both should be invited. S.O.(NCS) could not see them due to shortage of time.

### **3.5.5 Secretary Irrigation & Power, Mr. Suleman Ghani**

S.O (NCS) called on Secretary Irrigation & Power who had a background of NCS due to his involvement in SPS. He desired that issues of surface water and quality of water should be the priority areas for future. No worth mentioning work has so far been done about the quality of water. Then, the issues of ground water, sharing of water, water pollution should be looked into. He nominated Mr. Israr-ul Haq, Director Flood as the focal point who will also participate in the meeting. He raised objection about authenticity of the data where the figures have been lumped together.

### **3.5.6 Director Floods, I&D Department, Mr. Asrar-ul-Haq**

Director Flood was of the opinion that NCS has not been implemented in its true spirit. However, the NCS formulation process helped to create awareness but at a limited scale. So, it was not effective and later on this consultative process also die down. No follow-up was arranged. The sharing of information is necessary and coordination/consultation with the provinces shall be made sustainable. It has to be on continuous basis. He also stressed about the water quality issues which have not been addressed properly.

He told that India has got a comprehensive plan about water including action plan and financial requirements. It is non-issue at national level. It should be a priority area as sustainability of agriculture directly relates to it. Surface water table is going down and hard patches are visible. After Tarbella's completion major water scheme has been launched. Water logging is seriously affecting the productivity of land and corresponding materials are not provided.

Water wastage is also a major issue. Pakistan's lot of water is going in the sea than unutilised irrigation efficiency. Our irrigation system was planned in 1890-1910 which needs improvement. He also raised the issue of institutional integration and recommended to invite the Director, International Irrigation Water management Institute, Lahore.

### **3.5.7 Additional Secretary EPD. Mahmood Javed, Additional Secretary, EPD, Lahore**

The Additional Secretary EPD will be the focal point. He promised to coordinate the meeting and will himself attend it.

He raised the issue of urban waste which includes, Municipal, Industrial and Hospital Waste. It is going to be the major problem in big cities in near future. This issue of urban waste/solid waste management must be given the priority. Then he said that it is the untreated effluent which is also affecting the quality of fresh water.

## **3.6 Sindh**

### **3.6.1 Mr. Iqbal Hasan Zaidi, Chief Environment Section, P&DD:**

Following key points were highlighted in a meeting held with Mr. Iqbal Hasan. In the meeting two Planning Officers; Mr. Irfan Ansari was also present.

- Poverty alleviation must be given top most priority for sustainable development
- Due to massive population growth a rapid degradation and damage has been done to the environment and natural resources of the country.
- The policies must remain consistent, unfortunately every new government present new policies and discard the previous government's policies. This not only effects the process of sustainable development but at the same time results in the wastage of government's limited funds and resources.
- The awareness level of the general public has risen, but needs further attention in terms of focused mass awareness campaigns. The media of radio; PBC, FM100 and FM101 is more effective than television, and must be given more attention to run such campaigns.
- Support from Federal Govt. to the provinces is almost nonexistence. Mostly, provinces generate their own resources for the implementation of programmes and projects. In such a scenario provinces must be given autonomy to chalk-out and implement such programmes for sustainable development.

### **3.6.2 Mrs. Mehtab Akbar Rashidi, Secretary Education, Government of Sindh**

The key points of the meeting held with Mrs. Mehtab Akbar Rashidi were:

- Nominated Mr. Anwaar Ahmed Zay, Additional Secretary Planning and Monitoring Cell as focal point for future communication.
- There has been some improvement for sustainable development since 1992 in terms of awareness. People are geared toward adopting SD practices, but no concrete accomplishment has been made in the area.
- In all the mass awareness campaigns and related activities aimed towards SD, Children must be the main focus.
- In the schools of Karachi only, more than 800 environmental clubs are functioning.
- The mass awareness campaigns have risen the expectations of general masses, now they need action, implementation and enforcement.
- Lack of commitment and political will is the main hurdle in the way of successful implementation of projects.
- Implementation must take place in phases. The major need is the Institutional Strengthening of departments and implementing agencies.
- For purposeful relation, Government must work closely with NGOs, Communities and Private Sector organisations.

### **3.6.3 Dr. Abdul Ghaffar Soomro, Secretary Agriculture, Government of Sindh**

The following are the key points of the meeting held with Secretary Agriculture, Govt. of Sindh:

- The Secretary nominated Mr. Mohammad Nawaz Balooch, Additional Secretary Agriculture, Fisheries and Livestock as a focal point from Agriculture Department for future communication.
- According to the Secretary the major need of the time is to conserve our water resources. River and rainwater is the main source of water for our crops, but due to lack of conservation much of the water goes waste. The shortage of water affects our crops and economy, we need to adopt scientific ways of conserving water resources.

### **3.6.4 Ms. Rukhsana Saleem, Secretary Population Welfare, Government of Sindh**

The key points came under discussion in the meeting with Ms. Rukhsana Saleem are listed as below:

- Nominated Mrs. Naseem Shahid, Additional Secretary Communication Training and Logistics (CTL) as focal point from the department for future communication.
- In terms of development since 1992, the number of service outlets of the department has increased. The quality of these service centres needs to be improved.
- General awareness level and acceptability of the issue of family planning has risen among the people.
- In the field of population welfare much funds are available in shape of foreign assistance and donors.
- To achieve long-term SD top most requirements are to bring attitudinal change and restoration of self-respect of the staff.
- To bring attitude changes and capacity building, orientation programmes and extensive training is needed, especially for administrative staff along with the technical staff.
- Good counselling is needed to discuss with staff that apart from monetary benefit they can have satisfaction and sense of achievement by providing good service delivery to the people.

## **3.7 Azad Jammu and Kashmir**

### **3.7.1 Meeting with A.C.S. (Development), Sardar Muhammad Abdur Rashid Khan – Dec.15, 1999**

Section Officer (NCS) called on Additional Chief Secretary (Development) on 15-12-99. He was requested to express his views about the steps being taken for the conservation of environment & sustainable use of natural resources since 1992, its effects and problems faced in order to suggest future course of action for ensuring sustainable use of natural resources and environmental conservation.



According to him Environment is part of forest but the Environment Protection Act says that Environment Section will be in the Planning & Development Department. Despite, this problem the situation of Environment is very good in AJK than in other parts of Pakistan due to following reasons:

1. AJK is not a feudal society & land holdings are small.
2. Literacy rate is very high. The ratio of literacy between males and female is 60% to 50% respectively. Enrolment is 98.9% to 94% for males and females respectively.
3. Topographic factors - land erosion has to be stopped through plantation to conserve soil.

He also indicated certain areas where improvement is required like no campaign has been launched on urban pollution, waste management, slums, vehicular pollution and noise pollution. He also talked about financial constraints. He stressed that environment & health campaigns should be launched. He nominated Dr. Syed Asif Hussain, Director EPA as the focal point for NCS-MTR and other environment related activities. He also holds the large of environment related activities. Secretary, P&D. Secretary Agriculture was also present in the meeting.

### **3.7.2 Meeting With Dr. Syed Asif Hussain, Director EPA – Dec.15,1999**

He started with the adamant position that NCS was not followed up properly by the Ministry of Environment. In order to formulate AJK conservation strategy some initiative has been taken through our local sources. But, the Ministry of Environment, Local Government and Rural Development response has been lukewarm. Out of EPRC Project, only Bhimber upland project was financed but no financing was provided for enhancing the capacity of Environment Section in the Planning & Development Department or to establish an environmental agency in AJK. On environment strategy paper, AJK is again a left out entity, which gave its response but later on never consulted or involved in its review.

About NCS, he said that it is a wonderful shelf book, least coordinated and without any follow-up. We had lot of meeting in the Ministry of Environment on projects like MACP, but this is first contact for NCS. He further commented that no work has been done at federal level for NCS implementation. It was never translated into projects. Project portfolio was prepared and 4 PC-1s were submitted by AJK, Planning & Development Department. No body in AJK knows the fate of it or any action taken on it. If this situation continues in future, there is no need of such exercise. He further vented his feeling by saying that NCS is not meant for Islamabad. AJK should be involved in its implementation and ownership base should be extended. If NCS has been implemented in proper manner, there has been no need of other provincial strategies. It is a total failure on the part of Ministry of Environment.

He further advised to separate database in two broad categories i.e., projects envisaged out of NCS and projects envisaged without NCS. He also complained that AJK's capacity has not been enhanced and training facilitates have not been extended to them. Out of their meagre resources, they have completed six studies on sewerage, legislation, mass awareness, sanitation, Hospital Waste, Quality of water and Waste Water. They have also prepared short term plans to address issues like water quality, Hospital waste management and environmental awareness which will be submitted shortly for approval of cabinet. AJK has formulated its strategy paper and completed the environment survey of the area. He again requested Ministry to change its attitude. He showed his willingness to coordinate meeting and facilitate future coordination with other provincial departments. It is a good gesture. SO (NCS) requested him to coordinate the holding of workshop.

Dr. Asif Hussain very kindly agreed to coordinate MTR team's visit in AJK. He also assisted the team in arranging meetings with other officials. He accompanied the MTR team to all meetings.

### **3.7.3 Meeting With Secretary Works, Sardar Muhammad Latif Khan – Dec.15, 1999**

Muzaffarabad is a valley surrounded by mountains. Air pollution is the biggest problem. The vehicular and rikshaw noise pollution creates lot of disturbance for the population. No improvement is visible since 1992. The situation is rather getting worse. Household waste & other solid waste are going directly to the river

without treatment that contaminates water and erodes its quality. Awareness about the gravity of the situation is very important. People are not very much aware of the damage they are causing to river and water.

He told that plantation/forest cover has increased over the years. Yet lot of check dams should have been constructed to avoid soil erosion in the watershed area. In the end, he recommended his name along with Chairman, Muzaffarabad Development Authority. Mr. Mohammad Maqbool War as focal points. Chairman, MDA was also present during the meeting. His telephone No. is 49110.

#### **3.7.4 Meeting with Secretary Electricity & Secretary Finance – Dec 15, 1999**

Secretary Finance has the additional charge of the Secretary Electricity who was abroad. He nominated Mr. Muhammad Iqbal Itiar, Chief Engineer, Area Electricity Board as the focal point. He was also present in the meeting.

#### **3.7.5 Meeting With Managing Director, Aklasc, Mr. Muhammad Ali-Ul-Hussain – Dec,16,1999**

It is very difficult to protect forest and environment, as the plantation speed is 1/4<sup>th</sup> of what is required to make this process sustainable. The cutting rate is much higher. This area is forest, which should be given priority. What is required? A well chalked out land policy and its strict implementation. The area under forest must be increased to arrest ever increasing gap between demand and supply. Forest is the only fuel wood for people living in upper portions of mountains.

The awareness about sustainable use of wood is not existent. If we talk about issues of sustainability and development, there is neither improvement nor sustainability. These two things are almost missing. To make it sustainable, more resources are required in Forest Sector. In addition to this the capacity of relevant departments may be increased. He was of the view that existing structure should be changed through re-organisation. To him, the organizational existing structure is not environmental friendly. He stressed to have a better coordination system at federal level, which have the representation and ownership of all the provinces NA & AJK.

#### **3.7.6 Meeting With Riaz Ahmed Khan, Secretary Industries & Commerce Department – Dec16,1999**

In his opinion the community organization (COs) can be the asset to cash upon in AJK. He quoted a comment of Shoaib Sultan, which says that AJK Community is standing at springboard where they brought NA community after 15 years of work. Here community stands at take-off stage. The participatory approach should be the corner stone of future projects so that political activity/involvement would be decreased.

The level of awareness in AJK is higher than other areas of Pakistan because of following seasons:-

1. Higher literacy rate.
2. Lot of immigrates & their return: They bring with them their new experiences of environmental, cleanliness.
3. AJK dispute helped the development of community organizations.
4. Socio-Economic conditions

So, the asset of COs should be cashed upon. He left in hurry due to some meeting.

#### **3.7.7 Meeting With Director General Wildlife & Fisheries Tourism, Mr. Shaukat Jan, Muzaffarabad – Dec16,1999**

About the sustainable development & use of natural resources and environment, nothing has been done in visible terms due to:-

- i. Initial stage of development
- ii. Low awareness level
- iii. Political pressures/involvement and

iv. Disturbance at borders

Forests are set on fire by the enemy which destroy wildlife and compel birds to migrate from their habitat. Then political system also effect development. I would not say it is adhocism rather it is “no-ism”. Everything is aimless and direction less.

In future, he stressed the need for proper planning and strategy formulation with clear cut action plan. Mass awareness should be an integral part of that strategy. A system should be evolved to avoid political and unwarranted pressures and religious community should be involved. It should be ingrained in the mind of Maulvees that cleanliness is half faith and environment is very much part of it and at some points it is even more important.

The issue of wood cutting should be studied in detail as these people have got no alternative fuel. A proper policy making shall be started to save forests. It should also be decided whether the inhabitants should be brought down in cites to save forest or some alternative arrangements should be made.

The protection of bio-diversity should be the future top priority. He also nominated two focal points:

1. Mr. Mohammad Yousaf  
Deputy Director/Director  
Fisheries & Wildlife  
Near Neelam Bridge, Red Fort  
Muzaffarbad
2. Mr. Muhammad Farooq Mughal  
Deputy Director (Tourism)  
Chattar Bagh Square  
Muzaffarbad

He also said that protection of bio-diversity would be a big service to environment. In his opinion, environment should be made part of education since class one. Local community should be involved with fix responsibilities and a sense of reprimand/punishment should be there.

### **3.7.8 Meeting With Secretary Agriculture, Livestock And Animal Husbandry, Chaudhry Muhammad Saddique – Dec16,1999**

He sees some visible achievements since 92 yet the result is still negative. Input is less than output. In rangeland management investment is there but the trend is still negative. Input should correspond to the requirements of the people. Thus situation is further aggravating and getting worse and worse. In addition to this, more funds are required to clean water & maintain quality of water.

The waste water shall be treated before throwing into river in my opinion, pollution level is increasing less funding is available to plant more trees. Thus input is less which need further improvement to reverse the existing trends. He nominated two focal points:-

- i. Mr. Muhammad Afzal Turk,  
Director General (Agriculture)  
Govt. of AJK  
Muzaffarabad
- ii. Ghulam Shakoor Kiyani  
Director Poultry  
Government of AJK  
Muzaffarbad

However he directed Mr. Tariq, Assistant Chief to clean the data.

### **3.7.9 Meeting with Assistant Director, Directorate of Social Welfare, Mr. Sarfaraz Ahmed Abbasi – Feb2,2000**

The AD responded openly to the request for information on improvements towards sustainable development in the country. His first comment after learning about the MTR exercise and its scope was that he has not seen the NCS itself but have read about it in “Jareeda” a quarterly published magazine by IUCN.

In AJK, around the time of NCS formulation there were no specific institutional arrangements to focus on environmental issues. In his opinion establishment of environment protection agencies at provincial level was a major achievement towards environmental conservation and sustainable development. These EPAs brought environment up front on the planning agendas of provinces. Several projects and programs were launched in the last 5 years that had environmental rehabilitation as their primary focus. To name a few he mentioned the following:

- Neelum Jehlum Valley Community Development Project
- Northern Resource Management Project

These projects took an integrated approach to development that ensured community participation in environmental rehabilitation and sustainable development.

The AD also stressed that in AJK, compare to other provinces, much has been achieved on the gender equality front. In line with the National Plan of Action, policy framework for government sector, projects for women development were initiated. An open quota is implemented at all recruitment levels. In line with NPA recommendations, the social welfare department requested involvement of women at all levels and reserve seats within departments to support affirmative action for women’s development. As a result, the law department reserved one position of SO for women. 6 women advisors have been posted in various departments.

Over time certain constraining factors have also effected the environmental scenario. The conventional development planning did not involve people in most developmental efforts and consequently the success rates were proved to be much lower than what it ahs been turning out during last 5 years. Factors like mass migration to urban areas and abrupt environmental changes affected negatively on natural resources and we witnessed events like forest fires and depletion in wildlife.

He also mentioned other constraints such as lack of opportunities for skilled and qualified labour force. In addition, the local communities are not organised. Many a time outsiders who are not accepted within local communities as readily carry out the mobilisation activities. The need to build capacity of local communities for organising themselves should therefore be recognised. Vocational skills development schemes should be encouraged to tap the potential of communities. Cottage industry should be promoted as part of micro credit schemes.

The establishment of social welfare department in 1992 initially aimed this. Various vocational activities organised by different departments were taken over by the social welfare department. However, devolution of power and decision-making never came through to support this initiative and its core purpose died out with passage of time. And then the NGOs came into the scene and took over these same activities with more organised efforts and ample resources. This to some extent has been contributing to the lack of co-operative relationships among NGOs and government line departments as one thinks the other is incompetent while the other believes that the former is able to accomplish much because of absence of limiting factors primarily resources.

### **3.7.10 Meeting with Deputy Director, Directorate of Local Government, Mr. Ghulam Murtaza – Feb2,2000**

While highlighting improvements towards sustainable development, the DD mentioned several milestone achievements. The rural water supply scheme was established with a two pronged objective that is to not only supply water to local communities but also to lessen the burden on environmental degradation. Awareness raising in local communities for waste management proved helpful. Solid waste management

schemes have also been effective i.e. in 1981 2 to 3% households had latrines this rate has now increased to 16% and is increasing still. Induced sanitation system has also been developed.

However, these initiatives have been largely successful because the local interests played an important role. There is no environmental policy that is being followed. The environmental act never reached to grassroots level as it still awaits implementation mechanisms.

The IGF's initiative to review FSMP was well received however, no project came under it or NCS. Resources have always been a limiting factor. Many watershed management projects lack participatory aspect for more success rate. In reviewing FSMP it was highlighted that it holds many assumptions that are not right. In AJK the forest area is 42% and the 25 year programme aimed for 50,000 to 600,000 increase whereas the total area is on 5 to 6 lack acres. Therefore, the programme had major technical limitations. FSMP had no emphasis on the sustainability of existing forests but on watershed and private area forests.

As for NCS, AJK has not role to play. It was never invited to the donor conference where a list of projects was identified as NCS implementation. Many factors played an important role such as political influencing, the fact that both NCS and FSMP were federal 'babies'.

While discussing the future needs for sustainable development plans, the DD pointed the need to address the inconsistencies in planning processes. Institutionalising good lessons should be given a priority as we can learn by our mistakes.

### **3.7.11 Meeting with Deputy Director (Planning), Industries Department, Mr. Farooq Ahmed Awan – Feb2,2000**

The DD established the fact the Industries department holds a regulatory role. If the federal authorities convey the instructions the same are implemented at provincial level. AJK is not part of the larger industrial scope of Pakistan the only industries that are functional here are wood and minerals. The AJK industries department has been sending its project proposals for environmental NOC. The department has also been conducting EIA of its projects. The environment department should play a more facilitating role in making industries more environmental friendly. The need to reorient our policy in EPA is the need of the hour. The EPA should be assisting us in becoming environmental friendly more than monitoring. However, monitoring role is also important but it should not be done at the expense of facilitating good practices.

### **3.7.12 Meeting with Director, Fisheries and Wildlife Department, Mr. Yousuf Qureshi – Feb2,2000**

Since there is only a meagre wildlife set up, there isn't a large pool of technical staff. The need to strengthen this department still remains. The existing protected areas are suffering due to lack of technical staff in the department. Major institutional strengthening and capacity building is required. The department under its management has 9 declared protected areas, 1 national park and game reservoir. There are 7 more game reservoirs that are located at the line of control between India and Pakistan and therefore working in those areas is very difficult.

As far as fisheries is concerned, 1992 not even a single breeding pond was available, now 130 ponds have been established to promote fishing industry. The fisheries department is also responsible for marketing of this industry. There is evidence of co-operation between EPA and fisheries department as well. However, there is no established mechanism of inter-departmental collaboration where EPA could guide other line departments on fulfilling EIA requirements.

Although both departments are marked with understaffing and technical resources, a lot of support and manpower problems are solved with local community's participation. For example, in Dir Kot the forests are famous for leopards. At one time four leopards could be sighted in one time. When the species faced threat of extinction due to hunting, the local communities got organised and formed a village organisation to save the leopards. This pattern of village conservation committees is being followed elsewhere with success.

While highlighting future priorities, the Director said that environmental hazards should be considered. The hydel power projects such as Neelam Jehlum Hydro Power Project and Kohala Basin Project should be revisited with more environmental safety perspective. The EIA should account for impact on environment in the next 10 to 15 years.

## Chapter 4 Focus Group Discussion Workshops

### 4.1 Federal Government

The federal level focus group discussion workshop was the last held as part of the public consultation process. The workshop was held on March 1, 2000 in Islamabad. List of participants is attached in **Annexes** with the largest number of participants. The participants were relevant administrative and technical staff (section officers, research officers, technical officers, etc.) and heads of institutions (joint secretaries and deputy secretaries) from federal ministries/departments. Following is a brief account of discussion that took place during the workshop.

The discussion started with an explicit poignancy and scepticism. While presentation on analytical framework was being made the participants questioned what are the physical achievements of NCS? What has been improved at ground zero i.e. land reclamation, increased forest cover, efficient irrigation system, pollution control. Is there any physical evidence available to study these changes/improvements? Was there a baseline developed at the time of NCS formulation that could now be used as a benchmark? The NCS Unit responded these questions in that the currently ongoing MTR is basically a review of effectiveness of NCS. As a strategy document what inputs it was able to generate in terms of investments by the public sector. How effective are the institutions that were created on recommendations of NCS. What is the progress on environmental legislation; what is the progress on over arching objectives of NCS?

#### 4.1.1 Outcomes Identified as Environmental and Sustainable Development Initiatives

The subsequent discussion started with identification of programs and project that mark the progress towards sustainable development since NCS formulation. The list of identified projects and programs are given in Annexes. Following examples were narrated in detail.

Box 1: Hydrocarbon Development Institute of Pakistan – a successful initiative

HDIP has introduced Compressed Natural Gas (CNG) as part of pollution control program. Currently 64 station present in Pakistan. 60 - 65 vehicles have been converted to CNG throughout Pakistan. The Institute is aiming to achieve the target of 150,000 vehicles converted to CNG by June 2000. The Institute is also in the process of developing a project in Renewable Energy in collaboration with the Ministry of Petroleum and Natural Resources.

In response to identifying the reason for increased acceptability of CNG, the factor that played a major role is that of economic benefit. The increase in use of CNG is primarily because of cost benefit i.e. the fuel rate goes down tremendously compare to a vehicle that uses petrol. This benefit over powers the environmentally friendly affects of CNG conversion. Therefore, it is not necessarily that the people have developed environmentally friendly attitudes that they have accepted the CNG technology, but because the market feasibility shows the cost benefit of this technology that goes in favor of customers.

Box 2: Annual Tree Plantation Campaigns

Holding the National Tree Plantation campaign is the initiative of the federal Ministry of Environment, office of the Inspector General of Forests. Every year during spring and monsoon seasons these campaigns are launched receiving nation wide participation. Approximately 200 million saplings are planted. The level of participation involves a spectrum of decision-makers, community members, NGOs, private sector, academic institutions, etc.

The representatives from the office of IGF accounted for a success rate of 70% emerging out of these campaigns. However, this statement was contested that is if the success rate is 70% then why there is

hardly any increase in the gross forest cover of Pakistan. The reply was that the factor of human population growth is much higher than the efforts to increase the forest cover. In Pakistan, major source of fuel wood is still provided by the forests. The increase in human requirements has been growing many folds and forests of the country are still being utilized as the main source of fuel and fire wood provision.

It was also said that the retention and maintenance of trees planted do not efficiently back plantation campaigns. However, the officials from the office of IGF stated that in rural areas the retention rate is 90% compare to 70% in urban cities. The Capital Development Authority (CDA) contributes significantly to the success of these campaigns.

#### **4.1.2 Processes Linked to Outcomes**

The participants identified the processes that played dominant role in achievement the outcomes. Major discussion revolved around the mass awareness campaigns that have been carried out by the Ministry of Environment. The electronic media i.e. television and radio have been utilised for these campaigns. However, the sustainability of continuing such efforts were marked by limited resources, these nevertheless served as tools to increase general information on environmental issues.

The factor retaining human resources for sustainability of initiatives was also discussed a process towards achievement of outcomes.

#### **Box 3: Talent Pools**

The Federal Ministry of Labor and Manpower has developed a database of qualified officials in the public sector (a talent pool). This database retains information on qualification and sector specific expertise of public sector employees across the range of public sector institutions. The Ministry has developed a questionnaire that is circulated every year to all other federal ministries and departments to update this database. However, to what extend this talent pool assists in actual retention of human resources or effective placement of right people in right position is still not clear.

In addition to the above discussion the participants identified a list of processes that were behind achievements and improvements made in environmental and sustainable development. The list is enclosed in **Annexes**.

#### **4.1.3 Constraints**

The participants listed out constraints and gaps that they though were hindering the progress towards sustainable development and NCS implementation. The list is attached as Annexes. Following is a summary of examples and cases presented by the participants during discussion.

#### **Box 4: Lack of Technical Appraisal of Development Projects**

Technical appraisals are virtually an overlooked aspect of project management cycle. Most projects are driven by decision making that accounts for only short term gains. No long term sustainability is kept in view.

This perception was strongly contested by some of the participants who were of the view that not every case is marked with this limitation. And in cases where this happened the reason was that Pakistan doesn't have advanced research facility through which we can assess repercussions and results for 10 to 15 years ahead of time. We are a developing country and we have to take risks, environment sector being one of these risks.



Lack of effective channels for raising awareness on environmental issues was recognized as a major constraint in conversation and environmental development efforts. The environment is not recognized as a sector that could bring economic perks and benefit compare to infrastructural development initiatives. The even more limiting aspect to this scenario is the fact that any infrastructure project doesn't account for environmentally safe measures.

Punjab Forest Project was initiated in 1973 to reduce the pressure of human settlements on forests of Murree. Under this project, fuel and fire wood was imported from down land Punjab. The irony stands that at present the amount of fuel wood being imported remains what it was at the time of this project initiation. The increase in population was never considered a factor that would have formed the basis for review of this quantity.

As it is widely accepted that the forest cover in country is below the required standards and that ban on tree falling and efforts to plants trees have been institutionalized. However, no account is maintained for the nullifying factor of reduction in forest cover and increase in tree plantation. Pakistan holds a considerable industry of wooden sports goods. Now the question remains that where is this demand for sports products is being met with. Of course some forests are being utilized for export. If the situation stands that forest cover is being decreased as rapidly as is understood than there should have been virtually no forests remaining by now. However, this is not the case the forest cover still holds at 4.8% since last so many years. This is a case of lack of proper survey and statistical data gathering procedures in the public sector.

Social Forestry Project introduced eucalyptus species to increase forest cover as farm forests. However, the results showed otherwise where community members and farmers were becoming increasingly adverse to continue the plantation. The reason being that initially plan was to establish pulp and paper industry for which these plantations will provide raw material and hence economic benefits to the planters (community members and farmers in this case). However, the paper and pulp market continued to export products to meet its need and the industry never got established. On the other hand, being an alien species the eucalyptus planters faced increased soil degradation on their farming lands. This situation created a lot of resistance among communities to accept even those schemes that were proving to be more successful.

#### 4.1.4 Future Prioritization

A list of priorities identified by the participants is given in **Annexes**. While discussing future priorities of sustainable development the participants gave several examples.

NCS explicitly focuses on irrigation efficiency as one of its 14 core areas. Drainage is a byproduct of

irrigation, which is hardly addressed by the NCS whereas it is the real problem. The only mention made in NCS regarding drainage problems is that drainage should be controlled by relying on biological means. These biological means are very limited. Drainage management requires infrastructure development for proper drainage of irrigation water.

Inherently, in Pakistan, whether Punjab or Sindh, the drainage systems are developed in such a way that they either fall into water channels or farms. Neither are environmentally friendly causing siltation, waterlogging and salinity. Every year, land erosion through floods is caused mainly due to lack of adequate infrastructure for drainage management. The development agendas should be brought up with enough understanding and comprehension of problems so that they don't increase the magnitude of existing issues.

#### Box 10: Awareness on NCS / Development Agendas

A major hurdle identified in lack of linking development initiative with the sustainable development plans such as NCS itself was the fact that very little information was spread among the masses. Awareness raising on NCS, its core areas, supporting programs was inadequately passed on among the key actors who were eventually responsible for implementation of development plans. The result being very little planning was done according to the identified plan of action for NCS implementation. Priority should be given to make implementers aware of this strategy and then develop their respective plans.

#### Box 11: Green Economics

The case of HDIP was reemphasized for the economic benefit it ensured for consumers. This environmental pricing proved to be a major reason for acceptability of environmental friendly technology. Therefore environmental economics should be introduced as part of planning for conservation and sustainable development initiatives.

## 4.2 Northern Areas

### 4.2.1 Discussion on Analytical Framework

The presentation of the analytical framework generated much discussion around the terminology and confusion arising thereof. Nevertheless, some valid suggestions were made:

- Replace the word conservation with sustainable development i.e. instead of National Conservation Strategy it should now be called National Sustainable Development Strategy. Some concern was raised that sustainable is not very widely understood term or it is more of a buzzword therefore would it explain the exact nature of Pakistan's implementation agenda.
- There are clusters that encompass different sectors. There is a need to specify these separately.
- Preservation of culture must be replaced with eco-tourism.  
These may help in further refining the framework however most of them were region specific (i.e., specific to projects/activities being done in NAs).

### 4.2.2 Progress towards Achievement of Outcomes

Slide presentation of analytical framework for assessment of conservation and sustainable development processes and outcomes lead to a discussion of why the outcomes are being credited to the NCS Unit when the unit played no role in implementing these. A major clarification absent here was the role that the NCS Unit was supposed to have played to ensure NCS implementation. It was not clear to whole lot of

stakeholders and key development agencies that the NCS Unit was merely a coordinating body established within the Ministry of Environment to look over the initiatives/projects being carried out in various sectors and are also covered by the recommendations in the NCS. Lack of communicating this link is a major gap identified during the discussion and an important suggestion was that KANA should also be involved.

Following are the key points discussed by participants while debating on the areas covered by the NSC:

- Role of NCS Unit in the implementation of NCS not made clear to all stakeholders
- Lack of clarification – the core area in the NCS document were not identified by the Ministry of Environment alone but by the relevant Ministries and Line Agencies
- Projects and interventions being carried out in the NAs have contributed to the implementation of NCS although they were not specified as such
- KANA should have also been involved as contributing directly to the implementation of NCS
- Awareness of NCS did not trickle down to the line departments and actual implementing agencies

A list of programs/projects identified as major outcomes is enclosed as **Annex**.

A general feeling present among the participants was that there have been many achievements in the areas of environmental conservation and sustainable development that could be warranted to the NCS itself. However, attributing these to the NCS would be an uphill task. This came out explicitly during the discussion as one of the participants said:

“Initiatives undertaken for conservation and sustainable development contributed *unconsciously* to the implementation of NCS without realizing that these are linked strongly with the core areas of NCS”.

Box 1: The case of NAs

**We all know that Federal govt. is not an executing agency but a policy framing body. Implementation on annual plans is the responsibility of provincial governments. This is the reason why in addition to the National Conservation Strategy the need for provincial strategies was identified. NWFP took the lead in developing their SPCS. The provincial strategies were more tailored to the needs and contexts of the provincial realities. However, the fact of the matter remains that not all provincial governments either took lead in developing their provincial strategies neither were successful in locating resources (donors) for initiating these processes.**

**The case of NAs is unique in that they have not just identified the need to develop their own customized strategy but also to make it more relevant to the areas’ realities, adopted its development as part of the ongoing implementation in sustainable development initiatives being undertaken by the local government. Thus giving birth to a ‘lining strategy’.**

There are indeed very many driving factors that ensured implementation under the core areas identified by the NCS. A strong factor was the presence of approaches introduced by Aga Khan Development Network in NAs. It was repeatedly mentioned by the participants also that the involvement of community by the AKDN / AKRSP brought in a new perspective that is evident even in the practices / approaches adopted by the government sector. The overwhelming success of these community participation approaches ensured integration of all ingredients that were necessary for making development rigorous and sustainable for the local people of NAs. Following box presents another example of un-anticipated factors that played an important role in highlighting success stories:

Box 2: Environmental Education - The success story

**The participants from Education Directorate narrated the example of Environmental Education (EE) initiative undertaken by the Education Directorate NAs with the help of AKRSP and IUCN.**

**He mentioned that the starting point was training of in-service teachers as nature club leaders. This was institutionalized through an intensive and extensive process of capacity building of Northern Areas Education Department that included training of pre-service teachers educators. Subsequently, EE was integrated within the training programme of NAs College of Education up to degree level. The faculty of the college developed the Urdu version of a teacher-training manual. In 1998, with the help of NACS Support Unit of IUCN, environmental messages were incorporated within the curricula and textbooks for primary level through an intensive workshop with the Education Directorate of NAs.**

**The process is continuing like a chain reaction with little input from external agencies. A few members of NAs Education Department have been hired as consultant by other provincial government departments. An evident example of instructional capacity building as well as inter-provincial collaboration so highly recommended by the NCS as necessary processes for NCS implementation.**

Another level of local government involvement in self- and external monitoring was an interesting discussion point raised by the participants. KANA's involvement as a key stakeholder in NCS MTR exercise was suggested. This however, is already embedded within the design of the public consultations.

#### **4.2.3 Processes Linked to Outcomes**

A question of NCS taking credit of the intervention that is being carried out in NAs. Ministry of Environment is providing a service to whole nation by documenting and recording the interventions and initiatives done or being carried out by all sectors in Pakistan and it not by any chancing taking the credit for doing any thing itself. The purpose is to see whether the NCS is still valid today, can we give this to donors as our plan of action or there is some need to review and revise it.

Major processes identified by the participants are presented below:

- Education/awareness
- Institutional strengthening and good governance
- Economic resourcing
- Improving participation
- Improving research
- Capacity building
- Gender equity
- Empowerment.

Box 3: Link with NCS

**There was certain level of misunderstanding among participants while identifying projects in the NAs falling under the core areas of NCS. One of the participants questioned: Whether all projects/programs and activities initiated since the approval of NCS would fall under NCS recommended areas even if they did not make any mention of NCS or any of its 14 core areas?**

**For example, watershed management and soil conservation activities have been happening in the area since long, with or without NCS's influence. But there has been no directive coming from the NCS Unit to initiate a project under any of these areas. This comment was made thinking that the NCS Unit was to take lead in initiating projects subscribed by the NCS document. An important clarification required at this point in discussion was what exactly was the role identified for NCS Unit based in the Federal Ministry of Environment. The projects/activities identified were very much to be implemented in the provincial context. NCS Unit or the Federal Ministry never**

**identified projects but the provinces did do during a course consultative process at the time of NCS development. It was never the responsibility of the NCS Unit to implement the NCS recommendation rather its role was to monitor what has been happening in the provinces who were the actual implementers of NCS recommendations.**

**Further discussion unveiled yet another aspect of the absent link between provincial level activities and the NCS recommendations. One of the participants highlighted that provinces did carry out their projects/programs as part of the action plans approved in the provincial ADPs and the Federal PSDPs. What has been missing is linking these identified areas of action with the core areas of NCS.**

Box 4: NCS and the provincial and district strategies

**The NCS being the national environmental plan for Pakistan did not encompass provincial realities minutely. This being a strong reason for developing individual provincial and then district conservation strategies. For example, tourism is not identified as a national priority but in case of NAs it plays an important role in the economic development as well as development planning of the areas. Therefore, a more focused NACS may be able to pay necessary attention to this sector as it is identified as a priority area for NAs.**

#### **4.2.4 Gaps and Reasons**

A major gap identified was lack of education among the line departments on the existence of NCS. This was never done except during this NCS-MTR exercise which does not hold the mandate to educate on NCS but to take stock on it. Awareness on NCS has been virtually absent. Further discussion on identifying gaps in NCS implementation and reasons behind these gaps led to some other interesting points were:

- The terms ‘sustainability’ and ‘conservation’ are used interchangeably leading to confusion on the exact role of a strategy document such as NCS
- Strategies should not be limited to documents such as NCS with little or no flexibility to leave room for changing contexts in the wider politico-economic scenario of country

Another important question was raised – Whether the conservation strategies and/or development action plans are flexible enough to account for the changes in external context. Do these strategies foresee and anticipate changes further down the line. These changes are very much identified by the communities and the local implementers. Therefore the largest criticism arising is the ignorance of human factor by the NCS. Detail responses of participants are recorded as **Annex**.

#### **4.2.5 Future Directions**

Discussion on future directions for the NCS was marked with a number of suggestions for reprioritization of the NCS and enhancing its present 14 core areas. A detailed list of areas identified that need to be made part of the NCS is presented in **Annex**. However, most of the areas identified are specific to the environmental conditions and local socio-economic context of the Northern Areas.

### **4.3 Balochistan**

#### **4.3.1 Outcomes Identified**

A list of programmes/projects identified as major outcomes is enclosed as Annex 2. It is important to note that the project/outcomes identified by the participants were marked as the major initiatives undertaken by the government of Balochistan for implementation on the recommendations of the NCS. However, a general feeling was prevalent that information and awareness on NCS recommendations was not as comprehensive as needed to link initiative with NCS.

Some important outcomes were defined as common to more than one sectors e.g. Balochistan Conservation Strategy, although mentioned as an outcome for ecological processes is nevertheless an integrated and overarching project that encompasses several areas of sustainable development for the Balochistan province.

Similarly some of the major projects were identified in more than one area of key outcomes in the analytical framework for the specific relevant aspects of these projects. For example, the BRSP was mentioned in more than one key outcome area for the diversity of initiatives undertaken by the programme.

Box 1: Forest Depletion - a case for unsuccessful development

**Considerable amount of discussion was generated on the impact of development interventions on the natural environment and the realization of local government's role. The discussion was with the point of view for government to act as an agent of change for the betterment of environment rather than depletion of resource base. Special mention was made of the unique Juniper Forest cover found exclusively in Balochistan province. The tree cover is being depleted at the rate of 2% per year even after protective measure undertaken by the local government. The recent initiative of launching yet another project for forest conservation under UNDP's GEF grant. Although a limited scope project, it nevertheless present the case of counter-productive development activities that required further measures to influence the negative impact of development initiatives.**

#### 4.3.2 Processes Linked to Outcomes

The outcomes/projects identified earlier were then linked to the process that were the pushing factors for successful implementation of these initiatives undertaken by the public sector under the NCS core areas.

It was rather interesting as the participants not only linked outcomes with processes but also defined the intensity of role that a particular process played in success of a given initiative. A list of processes linked to given initiative for key outcome areas are presented in Annex 3.

#### 4.3.3 Constraints and Gaps

The discussion highlighted the need for translating the national agenda into provincial context to ensure implementation. Detailed responses are presented in Annex 4.

Box 2: NCS and the sustainable development agenda

#### **Major issues in Environment and Sustainable Development and the NCS**

- **M/o Environment, being a relatively young federal institution wasn't able to develop niche in the development sector of Pakistan.**
- **Division of development sectors into 14 core areas of NCS. The format of NCS translated the scope environment and conservation into concretely divided core areas that left hardly any room to look at the sustainable development agenda as presented in the NCS in a holistic manner.**
- **The need to disseminate the NCS messages was never worked upon.**
- **The provincial level translation of NCS did not include strategic framework specific to local realities.**

#### 4.3.4 Future Directions

The discussion around prioritization for future led to some interesting deliberations. A detailed list of de-facto responses is presented in **Annexes**. An interesting point of view was presented by some of the

participants that the concept of green accounting should be introduced to place value on natural resources. Major discussion revolved around governance issues.

Box 3: Governance - the key to meaningful change

**Some interesting discussion was generated on future directions for NCS. Institutional strengthening and right sizing has been high of every new government's agenda. Improvement in service delivery mechanisms has seldom been observed as the result of government's notifications and improvement measures. The flaw primarily lies at the institutional level. The capacity building of institutions and the implementation staff should be seen at two levels. So far any capacity building efforts have been piecemeal in that they either focused on training the officers or line department staff or bringing changes into the existing systems at implementation ends. The two have never been focused together, at least in case of Balochistan. The difficulty has risen as the officer who got training had to either go back to prevailing systems of operations which were not working already or they decided they shouldn't go back at all to their original duty stations (this has been seen more as many of the staff opted to explore other employment opportunities than to return to their departments).**

**Similarly, the advocated changes in the systems (although minor) were not readily accepted by the existing staff as they felt more comfortable continuing with their 'old ways' over changing anything that didn't promise much perks.**

**The need to develop institutional understanding of the better operational capacity has to be seen at both institutional systems and individuals who will be responsible to carry these out. This should be complimented with creation of governing structures at grassroots or local community levels.**

#### **4.4 North West Frontier Province**

Interesting discussion among the participants was generated on sustainable development progress in Pakistan over the last seven years. Below is the summarized account of discussion, a complete account of responses provided by the participants is enclosed in the **Annexes**.

##### **4.4.1 Outcomes Identified**

The discussion on outcomes of sustainable development efforts revolved around the projects and programmes initiated at provincial level. A detailed list of programmes and projects listed by the participants is presented as **Annexes**.

Box 1: SPCS - Contributing to the NCS Implementation

**While identifying specific projects/programmes that contributed to the environmental conservation and sustainable development, some participants were of the view that many of the initiatives owe their existence to the Sarhad Provincial Conservation Strategy (SPCS). The SPCS was developed to implement the core areas of NCS therefore developmental efforts are directly linked to implementation of NCS targets.**

**The fact that the local government took great interest in the development of SPCS as well as through out the implementation process, depicts the key interest and commitment of public sector as a major participant in sustainable development. This is also true in the light of translating national agendas into provincial level implementation plans. Development of SPCS was a major**

step to this end.

**This however, did not substantiate the development of governing mechanisms to be immune of the same faults that were limiting the implementation of NCS national agenda.**

#### 4.4.2 Processes Linked to Outcomes

While it was difficult to establish the direct link of outcomes to specific processes, the participants worked backward in breaking down the major project components in order to specify the processes that were required for implementation. A list of the processes identified by participants is enclosed as Annex 3.

Box 2: The Missing Link

**While linking processes to the identified outcomes, it was became apparent that some of the key processes were not perceived as playing any role in the implementation of strategies. For instance, lack of coherence and coordination between sectors, agencies and departments was identified as a gaps rather than a process supporting the implementation of a sustainable development effort.**

**Similarly, in the presence of the provincial conservation strategy, the link with NCS was not accepted with explicit evidence. Rather an indirect result of the NCS recommendations was suggested to have played the NCS mainstreaming role.**

#### 4.4.3 Constraints and Bottlenecks

The participants critically acclaimed a long list of gaps and constraints that are effecting the implementation of both national and provincial conservation strategies. The responses of participants are presented as Annex 4. The key issues that were highlighted remained on the premises of structural reforms, governance and institutional development. However, coordination role of the federal Ministry (NCS Unit) and the collaboration between federal and provincial EPAs was identified as major gaps. In addition, issue of capacity building of implementers at provincial level was also brought to light during discussion.

Box 3: Delegation Vs Empowerment

**We are faced with the problem of identifying qualified people or building appropriate capacities of professional staff within the public sector who are delegated the responsibilities for environment and conservation. The rules of business do not support the empowerment of the people who are delegated with specific responsibilities. They are given the power but not empowered to use these powers to meet the desired objectives.**

**To enforce environmental laws the relevant department are primarily faced with two issues: Firstly, no mechanisms are specified for enforcing the environmental laws; and secondly, the capacity building of the officers/professionals to ensure law enforcement is not given any attention.**

**The environment department needs to give more emphasis to issues of governance in order to play the desired role.**

#### 4.4.4 What Needs to be Done in Future

A complete list of priority areas identified by the participants is presented in Annex 5. This section primarily covers the discussion that was generated among participants.

The participants keenly discussed the role of federal coordination for implementation of development agendas at provincial level. Greater need to integrate coordination aspect within the planning documents of provinces was identified as one way to ensure federal and provincial linkages. MoE can initiate



coordination for this at provincial level. The Capacity building of provincial EPAs and environment section in P&DDs.

Box 4: National Plans - an Imposition upon Provinces

**NCS is an imposing document. Although it was developed in an extensive participatory manner, it nevertheless was imposed on the provinces. Ideally the provincial plans would have fed into the national strategy rather than vice versa. The federal level planning documents are always faced with the difficulty of getting translated into provincial plans or even generate necessary level of ownership at provincial level. Therefore, the provincial plans should converge into the federal or national plans.**

The programme and projects that are developed every year and become part of the provincial and federal planning documents are usually planned ambitiously. Major reasons for insufficient implementation on sustainable development strategies primarily stems from the fact that these strategic framework don't entirely build upon available resources.

Box 5: Unrealistic Planning

**Plans need to be made according to what is available and not what could be made available. Unrealistic target setting has been resulting in lack of sufficient resources to implement these strategies. The same problem lies at the core of NCS recommendations and resource allocation. The programmes and projects that were identified as plan of action for implementing NCS amounted to 150.07 billion Rupees. If GNP and social sector allocations are considered then hardly 5% is available for 10 years implementation.**

Ensuring meaningful participation of provinces in the planning of national conservation and development plans is required at the core of all planning practices. The participants highlighted this during discussion. The fact that federal level ministries devise development plans and ask the provincial governments to implement these holds many limitations.

Box 6: Partnership Vs Dictatorship

**There should be an effective partnership between federal and provincial governments rather than the former imposing plans over the later. For example, the Deputy Secretary at the federal Ministry of Industries presented a paper saying, "this is the policy framed under the document ratified by Cabinet in 1992 called NCS. At federal level the pattern is that we plan a policy or framework and send it to the provinces for implementation."**

**This example clearly highlighted the absence of transferring resources and seeking consent from the provinces for carrying out implementation of development plans. The same case stands for NCS, the development process ensured participation however at implementation stages delegations of resources was never done. Future plans must ensure that participation of provinces goes beyond planning processes. Provinces should also be involved in allocation of sufficient resources for implementation of plans.**

#### 4.5 Punjab

The focus group discussion held with officials in Punjab province generated the most critical discussion on NCS implementation. The subject matter discussed was rich in content. Although specific to the needs

identified locally, it raised several interesting questions around the issues pertaining to NCS implementation at provincial level. Initially, there was some level of animosity felt among participants towards “environment”. The discussion however, provided new insights vis-à-vis government’s attitude towards NCS or subsequent developments.

#### **4.5.1 Outcomes Identified as Environment and Sustainable Development Initiatives**

The participants, as outcomes depicting improvement in environment and sustainable development scenario identified a long list of projects and programmes (Annex 2). It was interesting to note that the majority of workshop participants were of the view that development initiatives undertaken by the provincial government did feed into the wider implementation of NCS. However, NCS as a policy framework can not take to its credit the implementation on these initiatives at provincial level as there were driving forces that ensured undertaking of developmental efforts even without NCS recommendations. For example, before NCS, the process of identifying programmes and projects for development has been done on need analysis by foreign technical advisors, donor motivation/priorities, and/or research analysis. Donor driven initiatives although didn't always prove to be successful were nevertheless addressing development needs.

Box 1: NCS Stakeholders

**Though participants were extremely poignant in the beginning, after the first venting out, the discussion became very lively and productive. Some people commented that this is the first time after 1990 when such an opportunity has been provided to Punjab. As it turned out these were the people involved in the development of NCS. Director General LG&RD, mentioned that in Pakistan first and second five year plans are considered to be milestones in the history of planning commission. When NCS was being developed the impression for their generation of professionals was that NCS would prove to be the best of all plans ever developed in Pakistan both in content and implementation. This impression faded out rapidly as Punjab never became part of conservation agenda in its true sense.**

**Presently, although Punjab holds extreme potential to take the sustainable development agenda forward, it is not recognized for its available resources specifically human resources. For example, in Punjab P&D alone there are 3 officers having MS in environmental policy management. One of them has worked with the M/oE for 4 years. Another person (RO of defunct Environment Section) has been involved in inception, management and monitoring of EPRC in Punjab.**

#### **4.5.2 Processes Linked to Outcomes**

While linking processes to the identified outcomes, the participants raised some interesting questions. Comparing Punjab with other provincial realities, it was discussed that being the most populous province, the environmental conservation and sustainable development agenda should have given appropriate priorities.

Box 2: The Punjab Province Conservation Strategy

**During further discussions a question was raised as to why there’s no Punjab Conservation Strategy given the fact that Punjab has the largest population and therefore proportionally issues related to natural resources, urbanization, solid waste management, etc are greater in magnitude. The Conservator Forests responded that Punjab has suffered due to a tussle between two environmental giants in Pakistan. He added that another reason was that the government of Punjab was too arrogant to bow down to donor’s conditionalities.**

**Another important question was regarding the role of M/oE in advocating for provincial conservation strategies. The Conservator forest responded to this question also by saying that Ministry has been hijacked by donor agendas.**

Mainstreaming NCS into Punjab's sectoral policies and plans was an absent factor contributing to NCS implementation at provincial level as highlighted by participants. Similarly, very little evidence could support inter-sectoral and agencies/department coherence and coordination. Participants criticized that projects and programmes are implemented independently at provincial level and federal levels with little or no collaboration. There is evidence for discrimination by federal government towards provinces.

Box 3: The Planning Processes

**The loan conditionalities are too soft to comfort for the development initiatives. This does not only mean that there is more flexibility to plan but also that the planning can be made effective by ensuring collaboration between sectors and/or departments. However, the planning processes are cumbersome. Planning Commission at federal level is primarily responsible for complicated process and centralized planning.**

**Personal biases and political influences and 'connections' also play a role in distribution of available resources to different provinces. The skewed distribution of resources, primarily financial resources, becomes justified on the ground of having different realities. This however, has been detrimental in case of Punjab (the largest province of Pakistan) where by the token of differing realities, not enough initiative were taken even in the presence of explicit potential of the province. The centralized planning processes are among the major hindering factors.**

#### 4.5.3 Constraints

While the participants listed an extensive number of constraints to sustainable development, some interesting examples were given to support the reality of major gaps. The list of constraints identified by the participants is enclosed as **Annexes**. This section presents the examples that were provided during discussion.

While discussing the importance of participatory planning for project implementation, some people were of the view that local experts and community people design projects and programmes according to foreign consultants' expert advice rather than an extensive in-house need analysis. As a result the end outcomes are not achieved and the project is rendered unsuccessful. No attempt is made to find the actual causes for the failure as seldom do we write end-of-project appraisal. Insufficient support or inappropriate technical assistance was recognized as another constraint to sustainable development.

Box 4: Technical Incompetence

**A project by Asian Development Bank for Rehabilitation of Riverine Tracts suffered due to Indus Water Treaty. Only support not given by the project was what the local authorities had suggested that since the water table had fallen in the areas therefore installation of tubewells was suggested. It was proposed by the local authorities got incorporated into the PC1 but since another document developed by the donor had advised against installation of tubewells, these were never provided. This interference which starts from day one by the donor leads to insufficient measures to counter problems. The donor has in their minds what they want to fund and what not regardless of the local needs identified.**

**Another project under implementation Forestry Sector Development Project identified social forestry as the basic need for forestry sector development. Institutional support was asked for the implementation of the project. The donor did not agree to provide infrastructural support because it was not approved by the donor. This did not ensure sustainability aspect as once the project is finished it would not be continuing as the rented building will be vacated and the staff will be**

**dislocated. Social forestry will end as it is a process not a product.**

Another major constraints identified by the workshop participants was that of skewed developmental priorities for different provinces.

Box 5: Skewed Developmental Priorities

**In the country's economic growth, other provinces' contribution to taxes is less than 45% Punjab 68% when it gets to federal it becomes 52%. There was a time when there were 49 development projects in NWFP when there was none in Punjab. Whereas small provinces and civil society at large is under the impression that Punjab, being the largest province, gets the largest share in development funds. What ever is refused here for Punjab on principle basis next day it got accepted somewhere else, in NWFP or Sindh. The question is Why? Isn't the federal government being biased towards development in some provinces and not others.**

**The point is that the authorities in capital are not willing to accept that the technical appraisal and subsequent approval of the projects is beyond their capacities and it has to be left at the discussion of provincial departments. Reciprocal to this actually happens. Major projects are approved at the federal level and provinces are asked to implement. If a province defies this rule it pays the penalty.**

Another major constraint highlighted during discussion was the unwarranted influence of politicians imposed on selection of development projects. Several examples were given to support the evidence of this problem.

Box 6: Political Projects Vs. Developmental Projects

**There have been instances when unanticipated impositions have been thrust over the provincial government to implement. Since the orders came from the highest quarters of decision-makers, there was not other way than to comply following them.**

**For example, schemes like Motor Way project was never part of any provincial ADP not even a PC1 form was developed for this project. Yet it came about because a few politician saw this huge infrastructure as feather in their cap. The cases of Apna Ghar Scheme and Raiwind Hospital are no different. Such projects are created out of ideas more than practical planning and farsighted impact assessment.**

**One of the participants said that local governments are at time caught between the rock and a hard place. The local government ends up fighting problems of solid waste management, water and electricity supply, etc. On the other hand, environmentalists and foreign experts come to ask about whether an EIA was conducted for this project.**

#### **4.5.4 Future Prioritization**

An extensive list of future priorities is enclosed as Annex 5. This section primarily highlights the discussion that was generated among participants.

Box 7: Decentralized Developmental Strategies

**Presence of provincial conservation strategies for effective implementation of NCS was rated as the most important factor contributing to sustainable development in Pakistan. It was discussed that NCS did emphasize developing conservation strategies at decentralized levels beyond provinces.**

This is why SPCS and subsequently, Chitral District and Abbottabad District strategies came on board. However, strategies should also be developed at community levels as there are isolated incidents where such strategic frameworks were developed and successful results were observed. For example, the Ibex Trophy Hunting initiative is one instance where community involvement was ensured through development of the strategic focus supported by appropriate incentive for the local community. The community was made responsible of looking after the safety measures for endangered Ibex population in the area and as the population increased the hunting activity was introduced where 75% of income went to the community and 25% as government's management charges.

Such initiatives should be encouraged as they directly bear effect on grassroots development.

## 4.6 Sindh

### 4.6.1 Outcomes Identified

The list of outcomes identified as indicators of improvements in environmental and sustainable development scenario are given in Annex 2. This section primarily presents a synthesis account of discussion generate among the participants.

Box 1: Assessing the Impact of NCS

The Secretary Forests, Environment and Wildlife accounted that he has been involved in the process that led to the development of NCS document. To him, NCS did provide adequate framework for further the conservation and sustainable development agenda in Pakistan. However, it has never been taken as the policy framework in its truest sense.

Two questions need to be answered when looking back at what happened after NCS was formulated:

1. Has the macro objectives of the NCS been achieved during the past seven to eight years?
2. Have the operating principles set out by the NCS proved to be fruitful in implementing the NCS recommendations?

It is generally said that NCS is ambitious in nature and it is difficult to translate some of its recommendations into doable tasks. Another major reason giving the evidence of under-implementation has its ground in lack of resources, primarily financial. Although a marvel of sustainable development agenda for Pakistan, NCS has not been very successful in attracting enough donor investment into implementing its programs.

After a lapse of eight years, we should look into the reasons behind some of the basic factors for under-implementation of NCS. We may not be surprised to find out that the over-ambitious nature of the document and high hopes for financial investments never came about.

MTR must also assess the impact of supporting programs that were to play pivotal role in bringing about the desired spin off from NCS. Lack of monitoring and evaluation mechanisms should specifically be looked at in this regard.

The changing local experiences and international scenario should also be looked upon if re-prioritization of NCS is underway.

The participants also questioned the MTR exercise as an attempt to relate developmental effort to the NCS even with enough evidence that NCS did not play any role in initiating these efforts.

Box 2: Direct and Indirect Influence of NCS

**There are divided views on implementation of NCS. Some stakeholders in development sector are of the view that nothing has happened on NCS. While there are people who say that things have happened because they were supposed to have happened and NCS did not bear any influence on these initiatives. While yet another group of intellectuals stress that although indirectly, NCS has been the influence for initiation of major programs and projects that made considerable contribution of sustainable development in Pakistan.**

**We need to come to a consensus in order to assess exactly what can be owned by NCS as its direct influence and what were the other factors that did lead to active efforts/initiatives for development without even the knowledge of an existing framework in the form of NCS.**

#### 4.6.2 Processes Leading to Outcomes

The participants were able to discuss the factors that played affective role in bring about improvements as a result of the developmental initiatives. A detailed account of responses made by the participants is presented in Annex 3. This section captures the discussion that was generated.

Box 3: Push Factors for Development

**In response to identifying the push factors that made initiatives to take place, several responses were made. For example, initiative were taken because there was need present due to local environmental or developmental issues. In addition, the local EPA advocated for the need to initiate certain projects or programs.**

**Awareness raising was one of the major driving force for EPA to gear public attention towards environmental issues. Moreover, EPA also worked very closely with Sindh Forest Department as well as Sindh Education Department to raise environmental awareness. They supported the Education Department to initiate environmental clubs in local schools. Similarly, the EPA organized a campaign with Forest Department to provide saplings to private organizations and NGOs for promoting tree plantation.**

Box 4: Engendering Developmental Efforts

**The Orangi Pilot Project worked very closely with the local community to bring halt to increasing environmental degradation. The involvement of women of the community is especially noteworthy in this instance. The community mobilization for solid waste management primarily started with organizing women of the local community thus realizing their role as environmental managers. Another highlight of the OPP was the social forestry component that was primarily run by women.**

#### 4.6.3 Constraints and Gaps

A detailed list of responses made by the participants is attached as Annex 4. Below is the key discussion that was generated among participants while highlighting the gaps and constraints in NCS implementation.

Box 5: NCS Priorities

**The reason for unsuccessful attempts at relating major initiatives to the recommendations of NCS is that inflexibility observed in NCS. The framework has been restricted to the 14 core areas and even the supporting programs are marked limitations.**

**If re-prioritization of NCS comes under question at this point in time, a major hurdle to overcome would be enlarging the scope of NCS into a document that is dynamic and more successfully identifies the mechanisms for implementation, primarily the institutional arrangements.**

**NCS brought to life the Ministry of Environment and gave birth to NCS Unit, but these institutions (specially the later one) has over the period fallen victims to bureaucratic pitfalls and dysfunctional modus operandi of the way government works.**

#### Box 6: Ill Planned Initiatives

**One of the participants narrated the example of Korangi Creek Project. The project was aimed at developing infrastructure at Korangi Creek site to build a jetty where fishing trailers and small ships could come with their catch. This project, while still in the conceptualizing stages, was considered a major developmental project for boosting the fishery industry.**

**However, the project design was marked with 2 major technical faults. One, the technical advisors never considered the fact that the opening of the creek was too narrow for trailers and ships to pass thorough in order to reach the jetty. Two, the waters were too shallow for even smallest of trailers and boats to be anchored on the jetty.**

**Now since a lot of investment was made into infrastructural project, the authorities established a rule that all sea catch will be sold from the newly constructed jetty. Now the situation is so that trailers catching fish unload their catch at a different jetty which is then transported to this new jetty and sold here. This is a typical example of misdirected resource utilization.**

#### Box 7: Devolution of Decision Making Processes

**The NCS has not been able to influence devolution of decision making process. The decision making powers are still centralized where provincial governments are directed to, rather than consulted, over implementation of development plans.**

**The federal ministries are proud of their role of directing the provinces to implement their developmental plans. This has created more disharmony than laying ground for inter-provincial coordination as ironically suggested a prerequisite for NCS implementation.**

#### Box 8: Victims of Our Own Developmental Efforts

**We are faced with the brunt of our own developmental efforts that initially focused on problem solution rather than sustainable effects. Short sighted measures to boost industrial sector or acquisition of technology, mostly imported from the developed Western world, led to insufficient, and at times, no analysis of environmental degradation process. Countering measures are still a far cry.**

**If we talk about lack of investment of the donor driven resources, on one hand, then we also need to look at donor created hazards on the other hand.**

**NCS was also not encompassing enough to address the multi-faced development game.**

#### 4.6.4 The Way Ahead

Box 9: National and Provincial Conservation Strategies

**Focused sustainable development initiatives according to locally identified priorities should be pursued instead of broad and ambitious strategic frameworks like NCS. This however, was counter argued. The need to have a national vision for achievement of sustainable development in the long term was stressed upon by several participants. These broad visionary strategies should be extensively deliberated at the provincial and district levels in order to draw locale specific action plans that compliment holistic national sustainable development.**

Box 10: Information Exchange

**The MoELGRD was appreciated for organizing this focus group discussion workshop. It was strongly suggested that a similar mechanism should be established, coordinated by the Ministry, to discuss NCS implementation. This will not only facilitate exchange of information and invite ideas for future steps as well as provide room for inter-agency/department collaborations. Such mechanism could also be established to facilitate inter-provincial coordination and learning. NCS had introduced debate processes in Pakistan. Establishment of such mechanisms would also revitalize the debate process that was a hallmark of NCS.**

Box 11: District West Solid Waste Management Program – A Success Story

**Administrator District West of Karachi Municipal Corporation narrated an interesting example of managing within the limited resources.**

**The solid waste management system of Karachi has the capacity to deal with only 60% of the waste produced by this big city. Since the existing equipment is also not up to the mark, the realistic level of this system's capacity may even be well below 60% with all staff present at work in one time.**

**The municipal corporation took an innovative stance to manage the city waste within the limited resources. They worked with Sindh EPA and the local community organization called Orangi Welfare Project. This was a local community based organization of the area. With the help of this CBO, the municipal corporation started to advocate containing solid waste of the community. They identified 70 garbage collection sites and together with the help of the community. This created a model initially for five streets of the community where all households contained their garbage in humbly installed bins which than was taken to the two large garbage dumping sites constructed by the municipality. This initiative was taken with much appreciation by the other community members and even the EPA visited the site.**

**Such innovative initiatives undertaken by the small number of local authorities must receive appreciation by the government. Acknowledgement of such innovations could play an effective role in encouragement of other departments and authorities to experiment innovations utilizing their limited resource base.**

Box 12: Institutional Mechanisms



**Every department must have a small environmental cell as the focal point for environment section and provincial EPAs. This will institutionalize linkages among departments and agencies.**

Box 13: Ensuring Law Enforcement

**The legislation needs to be translated into operational rules and guidelines for monitoring for enforcement. For example, presently there is 50,000 rupees fine on shipping pollution of harbors. There are 56 other laws besides the Environmental Law. However, enforcement on any of these is very loose.**

Box 14: Capacity Building – An Institutional Mechanism

**Capacity building of existing institutions in terms of human as well as financial and technical resources should be the key instrument for sustainable development. Without institutional capacity building the mechanisms for monitoring and evaluation could not be established. Strategic frameworks, such as NCS, should ensure to provide enough argument for the need to establish the capacity building mechanisms. This will ensure stronger mechanisms for monitoring and evaluation that is the need of the day.**

Box 15: consolidation Efforts Vs. Increased Number of Projects

**Consolidation of initiatives (findings from the projects and programs) should be done in order to ensure institutional learning mechanisms. Instead of initiating new projects, the existing projects as well as those projects and programs that are in the pipeline should be consolidated for impact assessment. This becomes imperative given the high rate of ‘unsuccessful stories’ compare of limited number of successful examples in social development sector of Pakistan.**

#### **4.7 Azad State of Jammu and Kashmir**

The focus group discussion at AJK was planned to be held in December 1999. However, as it turned out the Minister of KANA visited the area on the same and many of the government officials had to divert their day's agenda to meetings and briefings with the Minister. The NCS MTR team therefore decided to hold another round of meetings with individual officials in the AJK government.

The summary of discussion held during the 2<sup>nd</sup> round of individual meetings is presented under AJK section in chapter 3.