

FOREWARD

The SAARC Human Resource Development Centre (SHRDC) in 2004 has organized three training courses: (i) Environment Population & Development; (ii) Good Governance; and (iii) Labour & Employment. The SHRDC, as a programme activity, will publish reports of all the training courses. Report on Good Governance for the training course organized during the period August 30 to September 12, 2004 is the second of the series. The Report highlights various challenges faced by the South Asian region due to poor governance and argues that governance problem can prudently be overcome through building institutional capacities and empowerment of communities. The Report suggests a multi-dimensional strategy for improving the governance in the SAARC region.

I wish to congratulate SHRDC staff for their hard work and dedication, particularly Mr. Kiran Rupakhetee, Research Associate (Training) and Ms. Wadiat Kazmi for editorial support. It is hoped that this Report will contribute in a constructive fashion to the on-going efforts made on enhancing the knowledge base, and skills to address problems of poverty and social sector development in the SAARC region within the framework of Poverty Reduction Strategy Papers (PRSPs); Millennium Development Goals (MDGs); and SAARC Social Charter. The Report is published for wider dissemination of information on human resource development and available on SHRDC Website (www.shrdc-isb.org.pk). I request your valuable comments and views on the Report, enabling us to improve quality of our training courses and their coverage.

(Dr. Muhammad Aslam Khan)
Director (SHRDC)

Executive Summary

Governance is concerned with the use of authority and exercise of control over society and the management of its resources for political, social and economic development through result-oriented policies and strategies. Good Governance has always been considered desirable for sustainable economic and human development and environmental conservation.

2. South Asian region is marked by social disparities with large portion of the population excluded from the economic, social and political mainstream. Personal interests squeeze public space and impede the performance of public institutions. The big challenge for the region, therefore, is to embark on achieving high growth and decent living standard amongst the comity of nations. It needs substantial progress to integrate with the global economy to improve trade to GDP ratio and inflow of foreign capital. The SAARC region desires to make important strategic choices in order to ensure its sustainable socio-economic development. The quest for an effective governance structure to provide a foundation for this process is of utmost importance. In order to find a way forward, it is necessary to formulate a vision and plan of action for good governance.

3. Good Governance requires internal plural vision- vision which is not allied to one political party or ruling elite but which apply across all regions and classes. It requires a government which recognizes participation and democratic debate to achieve sustainable development by releasing resources for the development of education, health care, nutrition, sanitation, infrastructure and credit to the poor. This requires that interrelationship between good governance and sustainable development must be improved; reforms such as economic, civil service and judicial should be ensured. In this framework, public accountability is essential for maintaining public confidence in government's policies and activities.

4. Reasons of poverty are manifold, but it mainly emanates from poor governance-transparency, corruption, non-responsiveness, favouritism, bureaucracy, inefficiency, lack of accountability, ineffectiveness of implementation etc. Efforts to reduce poverty largely hinges on creating an environment to empower individual household and communities particularly vulnerable. To improve the situation, good governance strategies should include devolution of power to local bodies at an accelerated rate. Empowerment of local communities would improve transparency in decision making, implementation, monitoring and evaluation of programmes and projects to reduce poverty and improve well-being of millions of households living in poverty. Financial devolution to local bodies will give more authority to greater control over the use of local natural resources. It will also make them increasingly

responsible for financing local infrastructure. This would have positive impact on employment and increase income to household and on poverty reduction.

5. SAARC Human Resource Development Centre (SHRDC)'s training course on "**Good Governance**" from 30 August to 12 September 2004 was organized to discuss governance issues in depth, particularly for achieving targets of socio-economic progress set by the regional Poverty Reduction Strategy Papers (PRSP), Millennium Development Goals (MDGs), and SAARC Social Charter.

6. The course have been found beneficial from the guest lectures and interaction of knowledge and experience of participants belonging to mid-level functionaries, trainers/professionals from the Government, Semi Government organisations, working under the Ministries of Establishment, Home, Interior, Law, Human Resource Development, Planning & Development and other related organisations and NGOs of SAARC Member States.

7. The training programme was based on five different modules i.e. (i) the state of Governance, a Conceptual Framework; (ii) Governance for Sustainable Development -interrelationship between governance, decentralization and poverty eradication (iii) Empowerment; (iv) Civic engagement; and (v) Social policy.

8. The resource persons, well qualified in their field, in their deliberations shared theoretical understanding on the respective topics, and pointed out problems and challenges faced by the region due to bad governance. They also updated the participants with latest refinements in the field. The suggested policies and programmes provided way forward to address challenges faced by member states. The floor discussion on cross cutting issues further enriched the process. Country Reports were presented by the participants on their respective country highlighting ground realities followed by group discussion, which provided a comparative assessment of the situation. The field visits in and outside Islamabad were organized to expose the participants to the operational side of the training course.

9. The structured questionnaires designed to solicit participants' views / comments on training course provided SHRDC a valuable input and ways in which it could improve its future training programmes. Participants' overall opinion of the training course was very good. They felt that selection of the topics was relevant and most of the resource persons were experts in their respective fields. They suggested more group work exercises and resource persons from other SAARC member states. Participants showed their concern on the physical facilities of the SHRDC. Their recommendations include having separate rooms for group work exercise, uninterrupted internet facilities; more computers on computer lab, and oval or circular shaped sitting arrangement at the lecture hall.

Background

Governance is defined as the manner in which power is exercised in the management of a country's economic and social resources. In any society, it defines an environment which enables individuals, institutions and governments to raise their capability levels in order to realize their full potential. It enlarges the set of available choices, and secures human development in a participatory manner i.e. facilitates the state, civil society, the private sector, community based organizations and individuals to help build capacities, which will meet the basic needs of all people, especially the poor, the disadvantaged and the marginalized. Broadly, it covers three distinct aspects: i) the form of political regime; ii) the process by which authority is exercised in the management of a country's economic and social resources for development; and iii) the capacity of governments to design, formulate and implement policies and discharge its administrative functions.

2. Experience from many countries shows that while good governance can help secure human well-being and sustained development it is equally important that poor governance could well erode the individual capabilities, as well as erode institutional and community capacities to meet even the basic needs of sustenance of the populace, particularly the weaker segments of the society.

3. Quality of governance is increasingly being recognized as among the primary factors behind the most remarkable development successes of human history. It is also the factor, which explains the most glaring disappointments and missed development opportunities for many countries. Moreover, substantial public and private resources are allocated, particularly in the developing countries to support strategies for human development. This is possible only when the processes that support such outcomes become more efficient and effective in achieving the desired objectives.

4. In the majority of less developed countries' markets, by and large, fails to ameliorate sufferings of the poor in terms of provision of services and utilities. The government intervention, as the main provider of public goods such as education, health, nutrition, clean-drinking water and sanitation, electricity, link roads etc. is essential. The management of public resources and achieving the quality in the provision of these services requires that the governance issues be addressed prudently, particularly the management of financial resources. A participatory mechanism, empowering communities helps to reduce pilferage of public funds and thus improves governance. Good governance also requires exercise of legitimate political power by the designated bodies.

5. In the SAARC member states, like other developing countries, institutions are not fully developed and required capacities to achieve sustainable balanced growth. In some of these countries, weak institutions also promoted cronyism and discrimination against poor and the destitute. As a result, benefits of public policies and programmes have not reached to the majority of the population. Even in countries where development has been relatively better, there are instances of loose or even poor governance that have contributed to gaps between inherent potentials of people and the actual realization.

6. The training course on “Good governance” was designed to address:

- Why disparities across region have increased?
- Why member states facing problem of implementation of policies and progress?
- Why economic management is lax?
- Why majority of the population is denied basic needs such as food, water, social services and shelter?
- Why prevailing system of incentives favours few? and
- Despite a visible movement towards decentralization, a significant number of poor have little opportunities for participating in socio-economic development, even in institutions of local governments?

Objectives

7. The key objective of the training programme was to increase awareness on good governance concept and its importance in South Asia in the context of Poverty Reduction Strategy Paper (PRSP), Millennium Development Goals (MDGs) and World Trade Organization (WTO). It dealt with important issues of governance and its linkage with sustainable human development with special focus on

- Address the problem of Poverty
- Causes of policy ineffectiveness such as low economic growth in some member states or economic mismanagement
- Reasons of rampant corruption and social exclusion
- Human and social costs arising from illiteracy, low level of healthcare, unmanageable inequality and security risks
- Crisis of legitimacy and environmental conservation.

Methodology

8. The training programme has followed an integrated, participatory and operationally oriented approach. Training methodology included lectures by resource persons, discussions on cross cutting issues, case studies, report presentation by the participants on their respective country and exposure visits in and outside Islamabad. All audio, visual aids like multimedia projector, slide projector, overhead projector, flip chart and board etc. were used for the training programme.

Modules

9. The training course included following five modules on the basis of which sessions were organized:

- The state of Governance: Conceptual Framework
- Governance for Sustainable Development or interrelationship between governance, decentralization and poverty eradication
- Empowerment
- Civic engagement
- Social policy

The Concept Paper containing these modules and justification of the training programme is at Annex-I

Participant's Profile

10. The training course was designed for the mid-level functionaries, trainers/professionals from the Government, Semi Government organisations, working under the Ministries of Establishment, Home, Interior, Law, Human Resource Development, Planning & Development and other related organisations and NGOs of SAARC Member States. Out of 25 expected participants, from Bangladesh, Bhutan, India, Maldives, Nepal, Sri Lanka and Pakistan, only 13 participants from Maldives, Nepal and Pakistan attended the course. *The list of the participants is at Annex-II.*

Inaugural Ceremony

11. The inaugural ceremony of the training course was held on August 30, 2004 at SAARC Human Resource Development Centre, Islamabad. The ceremony was started after the recitation from the Holy Quran followed by Welcome Address by the Acting Director, SHRDC, and introduction to course objective by the Course Coordinator.

12. **Acting Director, Dr. M. Zahangir Kabir** in his welcome address mentioned that SAARC Human Resource Development Centre, a regional institution under the South Asian Association for Regional Cooperation has been functioning in Pakistan with the objective to conduct study, impart training and disseminate information on HRD related issues in the SAARC region. The present training course is an effort towards this direction. He mentioned that good governance is a process of executing plans of the nation based on greater interest and priorities of the people. It envisages creating a just society with equality and cooperation as fundamental characteristics. He hoped that the training course would be useful for the participant and thanked Member Governments of SAARC countries for nominating participants.

13. **The course coordinator S. Ejaz Ali Wasti** introduced the course modules. He explained that governance is the process of decision making and the process by which decisions are implemented or otherwise. Participation, rule of law, transparency, responsiveness, consensus orientation, equity, effectiveness and efficiency and accountability are inherent characteristics of good governance.

Getting acquainted

14. Dr. M. Zahangir Kabir, Acting Director, Mr. S. Ejaz Wasti, Course Coordinator and Mr. Kiran Ruapkhetee, Deputy Course Coordinator had the getting acquainted session with the participants. The session provided participants with an opportunity to introduce themselves along with their academia and professional responsibilities. Participants were also informed regarding their lodging, boarding and other logistic arrangements. Governance issues in South Asia, contents and methodology of the training course were also discussed in the following session. At the end, participants were taken to city tour of Islamabad.

Business of the Training Programme

Training Sessions

15. All the training sessions were organized as per working programme of the training course (*Annex III*). The papers presented by resource persons are placed *at Annex-IV*

16. All the three sessions of **second day** of the training were taken by **Mr. Kamran Malik**, Management Executive, Human and Institutional Development, Pakistan Poverty Alleviation Fund, Islamabad. In the first and second sessions he dealt with **“The Concept, Characteristics and Best Practices of Good Governance”** and **“Good Governance through Human Development: Problems and Prospects”** respectively. The last session was allocated for group works on the basis of the presentations he made to assess the level of understanding of the participants.

17. The speaker termed governance as the management of development process involving both the private and public sectors. He was very emphatic that it is institutional environment in which the citizens interact among themselves and with government agencies/ officials. The speaker was of the view that good governance is a joint enterprise between elected officials, citizens and organizations, which requires a meaningful partnership between the state, civil society and the people who comprise it. It requires the state sharing with the private sector and the civil society responsibility for policy making and implementation. In this process, all partners are accountable to their constituencies, to each other and to society as a whole.

18. Speaking on **“Good Governance through Human Development: Prospects and Problems”** Mr. Malik emphasized the link between good governance and human development, economic growth and poverty reduction. Poor economic management and lack of accountability are some of the reasons why targets for reducing social and economic inequalities have not been achieved. He emphasized that the State must create a democratic environment in which people can voice their rights and demands and ensure a more equitable distribution of power. Good governance provides an enabling environment and a participatory society. The speaker was of the view that there are no universally applicable prescriptions for good governance. However, citizens are the indispensable factor in these processes. Rule of law, transparency, and accountability, which are core elements of the good governance, should be respected both by the state and by the people.

19. The last session was spared for the group work. The group discussion centered on the two sessions deliberations. The Group leaders presented their findings.

20. On the **third day** of training programme, **Dr A.R. Kemal**, Executive Director, Pakistan Institute of Development Economics (PIDE), Islamabad was the speaker of the first session. The title of his presentation was “**Corporate, National & International Governance with Reference to South Asia**”. In his deliberation Dr. Kemal covered the concept of corporate governance and its significance, factors for improved corporate governance, obstacles for improved corporate governance and ultimately political governance. He described that corporate governance is important for national development as it helps in increasing the flow of financial capital to firms in developing countries and also helps in overcoming barriers such as actions of vested interest groups to achieving sustained productivity growth. It promotes corporate environmental and social responsibility and ultimately helps increase efficiency of public sector agencies. The speaker touched upon the obstacles to improve corporate governance. Actions of the oligopolistic coalitions and powerful vested interest groups, unhealthy inter-firm price competition, resistance of cartels in the adaptation to new conditions are some of the obstacles. He pointed out that close interaction between the institutions of political governance and those of corporate governance is very vital. This is possible through the central roles of the legislative, regulatory and judicial bodies and proper implementation mechanism.

21. **Dr. Rehana Siddiqui**, Chief of Research, Pakistan Institute of Development Economics (PIDE), Islamabad took the second session of the day on “**Interrelationship between Good Governance and Sustainable Development**”. Dr. Rehana in her deliberations focused on the relationship between good governance and sustainable development incorporating the concept and issues of good governance and sustainable development. She mentioned that meeting the needs of the present generation without compromising the needs of future generations is sustainable development. It is possible through integration of economic growth, ecological balance and social development and this integration is possible only through good governance. She underlined the need to improve the interrelationship between good governance and sustainable development, reforms, particularly fiscal reforms and governance process should be ensured. Besides, broad-based reforms such as, economic, civil service and judicial reforms should be carried out. More importantly, she underscored the empowerment of citizen through awareness.

22. **Mr. Kamran Malik**, Management Executive, Human and Institutional Development, Pakistan Poverty Alleviation Fund, Islamabad, taking the third session of the day on “**Advocacy Strategies through a Civil Society for Good Governance: Policy and Process Framework**” cited the definition of advocacy of Advocacy Institute-USA, which says “advocacy is an organized effort to affect system or incremental change that seeks to involve citizen in the policy-making process”. The speaker added that advocacy is required for awareness raising, mobilization, participation, and information dissemination and lobbying. The speaker in his deliberation mentioned different approaches for advocacy. These approaches are: the public interest lobbying model, a citizen action approach, a transformation approach, and a combination of all these three approaches. The speaker also talked of different steps of advocacy planning. They are: knowing the issues, establishing objectives on the basis of available evidence and resources, stakeholders’ analysis, developing strategy and resource mobilization.

23. The **fourth day** of the training programme included two sessions and a Visit to National Reconstruction Bureau (NRB). **Mr. Azhar Saeed**, Coordinator, Human Resource Development Network, Islamabad, speaking on “**Challenges and Opportunities Faced by Decision Makers in Good Governance**” mentioned that good governance is the process of decision-making and the process by which decisions are implemented in the management of a country’s resources. Government (legislator, judiciary and executive), research institutes, religious leaders, finance institutions, political parties, the military, NGOs and the influential land lords, associations of peasant farmers, cooperatives in rural areas and worker unions, industrial associations and watchdog groups in urban areas are the main actors of governance. The speaker explained that new developments in governance paradigm have emerged. The paradigm believes that to ensure good governance, government, civil society and business must work together. The challenge for all the actors of the governance is to ensure the characteristics of good governance i.e. participation, transparency, rule of law, responsiveness, accountability, equity and inclusiveness in each decision are fully achieved.

Visit to National Reconstruction Bureau (NRB)

24. The participants visited National Reconstruction Bureau (NRB), Islamabad where briefing was made by the **Chairman, NRB Dr. Daniyal Aziz** and **NRB Member, Justice (R) Amjad Ali**. The participants were informed that major objective of National Reconstruction Bureau is to formulate policy/strategy options for national reconstruction in order to enable the state institutions to strengthen democracy in the country. The participants were informed that NRB acts as the focal organization as part of the Prime Minister's Secretariat to: -

- a. Generate fundamental thought on promoting good governance to strengthen democracy through the reconstruction of institutions of State related to all aspects of governance and social welfare.
- b. Provide support to the Federal Government and Provincial Governments in implementation of Local Government System.
- c. Interact with the government organizations for institutionalizing capacity building of local government at all levels.
- d. Process the amendments in the local government laws proposed by the Federal and Provincial Governments under Article 268 read with the Sixth Schedule of the Constitution of Pakistan 1973 for the approval of President of Pakistan.
- e. Initiate proposals for reconstruction of civil services at the Federal, Provincial and Local Levels and assist the concerned governments in implementation of the approved proposals.
- f. Liaise with the national and international think tanks on issues relevant to governance.
- g. Organize seminars, workshops and conferences in the areas of Bureau's activity and disseminate knowledge through media amongst all stakeholders.
- h. Perform such other functions as shall be assigned to the Bureau by the Prime Minister

25. The Chairman informed that as part of strengthening democracy in the country, the provincial governments promulgated the Local Government Ordinance, 2001 to install a new integrated Local Government System with effect from 14 August 2001 to function within the provincial framework and adhere to the Federal and Provincial laws. The new system reorients administrative system to allow public participation in decision-making. The essence of this system is that the local governments are accountable to citizens for all their decisions. It enables the proactive elements of society to participate in community work and development related activities. It has also removed rural-urban divide. The new system provides three-tier local government structure in which there is only one line of authority in the district and district bureaucracy is responsible to the elected representatives. More operational autonomy is ensured to the district level offices. Administrative and financial powers of the defunct divisional offices have been, by and large, delegated to the District level. In this context, the need was to orient elected people's representatives and officials about the new system and the NRB is working hard through orientation trainings, workshops and through publication of different manuals related to administrative functioning of local bodies. The participants were informed that the Bureau is also involved in research and training activities as well to strengthen the local governance system.

26. **Mr. Shahnawaz Hussain, Chief, Planning Commission**, Islamabad took the second session of the day on “**Monitoring and Evaluation of Policies, Programme and Projects for Good Governance**”. This session incorporated conceptual clarity of the terms, project, monitoring and evaluation. It also dealt with the problems in the process of monitoring and evaluation. The speaker mentioned that monitoring is a systematic and purposeful tool available to policy makers and planners to the implementation of public policies and progress. It is basically carried out to assess whether a programme/project is being implemented as was planned. Evaluation on the other hand is the process of judging the value of the project after its completion. Evaluation judges the achievement of the project in relation to activities planned and overall objectives. Besides, evaluation analyses whether the project had desired effects on intended beneficiaries. The speaker also talked about the problems related to monitoring and evaluation of good governance related projects. Poor project preparation based on inadequate data, frequent transfer of project director/staff, lack of capable management, poor interagency coordination are management related problems. Financial problems constitute unrealistic cost estimates and over estimation of benefits, lack of financing arrangements, inadequate allocations, late release of funds, cost over-run etc. Political intervention is another problem in this regard, which affects the normal implementation of policies and programmes.

27. Three sessions were held on the **fifth day** of training programme. Speaking on “**Power and Powerlessness in Sustainable Good Governance**” **Mr. Masood H. Kazilbash**, Consultant, Islamabad mentioned that once we talk about power and powerlessness in good governance, people come at the centre and sustainable human development should be the focus of good governance. He cited UNDP’s discussion paper, which says that sustainable human development places people at the center of development process and makes the central purpose of development as creating and enabling environment in which all people enjoy a long, healthy and creative life. It also recognizes that much cannot be achieved without a dramatic improvement in the status of women and the opening of all opportunities to women. Good governance system is participatory involving all members of governance institutions in decision-making and people can hold decision makers accountable.

28. The next session was by **Mr. Zahid Elahi**, Governance Advisor, CIDA, Islamabad, on “**The Principles of Empowerment and Strategic Planning for Good Governance**”. He explained that social exclusion necessitates the need of empowerment and good governance. Social exclusion blocks the opportunity to move out of poverty. It creates a situation by which people are unable to participate in political life, education, employment, health care and access to

justice. The problem of social exclusion can be addressed through multi-pronged approach based on phased inputs concentrating on awareness raising, facilitation and support of democratic processes, targeted bottom up pilot interventions and capacity building. Once the problems of social exclusion are addressed, empowerment process can be initiated. The speaker added that good governance by definition includes issues such as human rights, efficiency, transparency, accountability and responsiveness of institutions, social discipline, law and order, inclusiveness etc. Therefore, in achieving good governance, the role of people is immense. Thus strategic planning for good governance should ensure the centrality of people. The speaker mentioned that clarity of vision/mission, development of strategic options, selection of strategies, formulation and implementation of action plan, allocation of resources and monitoring and evaluation are imperative steps of strategic planning process.

29. The last session of the day was scheduled for the group work exercise on “**Opportunities and Constraints of Good Governance in South Asia**” which was facilitated by **Ch. Israr ul Haq**, Director, National Centre for Rural Development (NCRD), Islamabad. Before the group work, the speaker gave his brief deliberation on the concept of good governance along with associated issues. He mentioned that the challenge is to create a system of governance that promotes supports and sustain human development. The speaker opined that lack of well defined policy framework, leadership transparency, freedom of information, legal system, law and order situation, ownership, committed public service mechanisms, adequate resource availability and ownership are the constraints of good governance.

30. After brief deliberation, the participants were divided into two groups to discuss two points, namely constraints of good governance in South Asia and possible remedies. The groups after having intensive discussion came up with the following findings:

Constraints in Good Governance

31. The groups pointed out that social, political, economic and administrative factors are hindering good governance in South Asia. Social factors include illiteracy, poverty, injustice, insecurity and gender imbalances, lack of access to information, lack of ownership etc. Political factors are: political instability, lack of leadership, political and ethnic violence, poor implementation of agenda etc. Economic factors responsible for bad governance are lack of resources, misuse of public resources, unequal distribution of wealth etc. Lack of accountability, lack of transparency, interference, weak judiciary/ absence of just

and independent legal system, non- existence of rule of law etc. are the administrative factors constraining good governance in the region.

Remedies

32. In the light of constraints mentioned above, groups came up with social, political, economic and administrative remedial measures. Social measures include provision of quality education, gender sensitization, social reform programmes, access to information etc. Political measures which are necessary to improve the situation of governance are political reform to have real democracy, political capacity building, development of culture of tolerance and acceptance etc. Proper mobilization of resources, proper distribution mechanism, sustainability of polices etc, are the economic remedial measures. Administrative measures include reform in bureaucracy to increase its professionalism, capacity building, rule of law, transparency etc.

Visit to Environmental Rehabilitation in NWFP and Punjab (ERNP) Project

33. On the **sixth day**, participants of the training course visited different programme sites of Environmental Rehabilitation in NWFP and Punjab (ERNP) Project at Kotli Sattian, Murree. **Mr. Nazir Ahmed Malik**, Consultant, IUCN briefed about ERNP Project. Mr. Malik mentioned that ERNP was a Seven Years Programme (1997-2003) funded by the European Union and executed by the Department of Environment, NWFP, Department of Forestry, Fisheries, Wildlife and Tourism, Punjab. The project was implemented in collaboration with IUCN-The World Conservation Union

34. He added that the ERNP aims at halting and reversing the process of environmental degradation through integrated measures of rehabilitation/conservation of natural resources and sustainable socio-economic development with active participation of the local communities. The objectives are to develop and strengthen local capabilities for sustainable resource management and utilization; to interrupt the process of current degradation of the watershed lands and repair damage to natural resources; and to contribute to strike a balance between economic growth and conservation.

35. Mr. Malik was of the view that the project is a good example from good governance point of view because it is a demand driven project having full participation of the people. Besides, transparency and accountability factors are well considered in every component of the project. Mr. Malik informed that social

organization strategy, natural resource management strategy, training strategy, planning, monitoring and evaluation strategy, awareness strategy, environmental planning and assessment strategy were adopted as the strategies of the project. It was informed that ERNP strategies have been replicated by many partner organizations/projects in Pakistan. Mr. Malik also mentioned the achievement of the projects in different components namely Social Resource Development, Natural Resource Conservation and Rural Development, Human Resource Development and creating physical infrastructure. He opined that effective tripartite management based on trust, transparency and shared understanding enabled successful implementation of the projects.

36. After the briefing, the participants were taken to project sites. Participants saw the Cemented Path at Jhilla constructed by a Community Organization. At Chaint the participants observed Nursery, Mott Grass, Plantation, Homestead Fruit Orchards and Storage Tanks. The next programme was to interact with Battain Community Organization members and common people of that area. Composition, activities and financial status of the Community Organization was presented and later on the participants visited plantation and compost formation sites and also witnessed Roof Water Harvesting system at Lower Kotli, which was being managed by the community organization. The visit gave participants remarkable insight on the importance of peoples' participation in developmental activities.

37. No activity took place on the **seventh day**. There were three sessions on eighth day of training course. **Dr. Mohammad Anwar Butt**, Consultant, UNDP Support to Governance, NRB, Islamabad took the first session on **“Understanding the Concepts of Civic Participation”**. The speaker mentioned that civic participation refers to the involvement of the citizens. It helps enhance the outcome of the policy decisions with the participation of private actors in the public sphere. The speaker added that civic participation can be in different forms i.e. civic participation ranges from public/private partnership to public policy debates, volunteering on behalf of government etc. Besides, engagements of citizen's in public policy debate, contributing to the management of public goods are also civic participation. Civic participation is important because the closer the stage and key stakeholders are to the grassroots level; the better they perform to obtain results in delivery of basic services to the communities. He also spoke on the different stages of community participation. He stated that community development process in Pakistan is slow for many reasons. Top-down approach, controlled by the bureaucratic set-up, corruption, political interference, discontinuation of policies, programmes and financial resources are some of them. Keeping in view of the past experiences of lopsided development, the new local

government system, which was put in place on 14 August 2001, offers a better and sound mechanism to empower the people of Pakistan through participatory process. For civic participation, the concept of Citizen Community Board (CCBs) is provisioned by the new local government system. It is an institutional mechanism of seeking people's participation through sharing 25 percent of the development budget for sustainable community development.

38. **Dr. Butt** briefly also spoke about social policy and then carried out group work exercise. He mentioned that social policy is the study of social welfare and its interrelationship to politics and society. Afterward, the speaker carried out the group work. The participants were divided into three groups and asked to unveil the importance of social policy, its design and implementation and associated problems.

39. The participants mentioned that social policy is a framework to achieve certain objectives and goals, which is a sustainable, consistent and not over regulated. The objective of social policy is to ensure that people are living in healthy and educated environment to promote economic development and welfare of the nation. Identification of the stakeholders and development of consensus among them is very important factor in social policy. It should be designed in such a way that it involves community/stakeholders in order to prepare plans of their needs. Besides, the objectives of the project should be set with mutual discussion/dialogue with the community. The groups came out with their findings that political interference, division in the community on account of caste, religion, and social status, lack of confidence/ transparency at all levels are some of the obstacles in the design and effective implementation of social policy.

40. Delivering a lecture on “**Civic Participation in Local Governance**” **Mr. Roomi S. Hayat**, Director, NRSP, Islamabad explained that an open and transparent government, involving citizens in its activities and decision-making processes; a consistent and persistent flow of information from the government to its citizens and vice-versa; and efficient ways of informing citizens about their roles and responsibilities to participate as equal partners are three interrelated elements which are essential for civic participation at local level. Touching upon the local governance, he mentioned that it is a process by which those in authority are selected, monitored, and replaced. It can also be referred as the capacity of the local government to manage its resources effectively, and to implement sound policies. To be more specific, accountability to the people, political stability, violence free society, effectiveness in resource mobilization, rule of law and transparency are inherent characteristics of local governance. Workshops, public meeting, public hearing, community outreach, public/private committees, round

table conferences, focus group, joint teams, surveys, public interviews are the tools used to increase civic participation in local governance. He further mentioned that there are different influencing factors resulting in the success or failure of a participatory process i.e. commitment and belief in the efficacy of the process at the highest level of government, social capital / willingness of the people, presence of an activist /honest and competent person, willingness of the local government officials to involve civil society, provision of adequate funding, qualified human resources and recognition of the needs of the stakeholders.

41. Three session were held on **ninth day** of training course. **Mr. Muhammad Muneer**, Consultant, Islamabad spoke on “**Stakeholders and their Empowerment through Social Inclusion for Good Governance**”. Mr. Munir’s deliberation was based on Pakistan’s experience, especially on Local Government Ordinance (LGO), 2001. He mentioned that the state of governance in Pakistan has been in disarray. It is unfortunately getting worse with each passing decade. The edifice of government and its ability to deliver even the basic services at the doorsteps of the community continues to crumble resulting in a high degree of disenchantment and hopelessness among the common man. He added that this situation was precarious and immediate corrective measures were urgently needed. In this connection, the government has undertaken bold initiatives regarding community empowerment by establishing local governments based on the local government ordinance 2001. However, the process of delegation of authorities or duties from the central government to the local units will not fulfill its potential unless an enabling environment for citizen participation and community empowerment contained in the ordinance is created. The speaker explained the functions and powers at Union, Tehsil and District level mentioned in LGO 2001 and also talked about Devolution Trust for Community Empowerment (DTCE) to promote participation and community empowerment at the grass root level.

42. **Syed. Zulfiqar Ali Shah**, Tehsil Nazim, Chiniot on “**The Meaning & Relevance of Local Governance & its Relationship with Participation**” took the next session. The session was completely based on the speaker’s own feelings, experiences, the achievement he has made and problems observed as Tehsil Nazim of Tehsil Municipal Administration (TMA), Chiniot. He mentioned that Local Government Ordinance, 2001 of government of Pakistan came into being in 14 August 2001 with new hope. The Ordinance has created an environment where district government, member of legislative assemblies, community and donor could work together. Tehsil Municipal Administration (TMA) started working on community participation projects through Citizen Community Boards (CCBs). TMA has successfully utilized all the reserved funds for CCBs. To date CCBs

projects worth more than 50 million rupees have been initiated. Most importantly, TMA Chiniot achieved distinction in local governments due to its success with public private partnership projects.

43. **Mr. Noman Kadir**, National Project Manager, POPs Enabling Activity, Pakistan Environmental Protection Agency, Islamabad speaking on “**The Relationship between Environment and Good Governance**” discussed the linkage of good governance with environmental administration incorporating population explosion, associated quest for growth and development and ultimate environmental and ecological issues. He asserted that integration of environment, economic growth and social development is the core of sustainable development, which is an uphill task with out having good governance in the system. He suggested that mis-management of natural resources, bio-diversity, and environmental issues should be minimized and it is the need of the day to preserve/protect and maintain quality of environment in its best quality.

44. Two session at SHRDC and a visit to CRPRID was scheduled for **tenth day**. Mr. M. Asif Zaman Ansari, Director General, NCRD, Islamabad, Pakistan took the first session of the day on “**Case Studies & Best Practices of Policies and Mechanism for Participation and Accountability at Local Level**”. He noted that participation and accountability at local level is possible through good governance. A responsive and responsible political system, a workable policy frame-work, awareness of the human development needs, prioritization of needs for sustainable human development, availability of economic and financial resources and delivery oriented administrative system are the elements of good governance. The speaker discussed in detail Local Government Ordinance, 2001 of Pakistan, which tries to ensure accountability (both financial and social) and participation at local level. He pointed out some of the weaknesses surfaced during the implementation of the aforementioned act i.e. lack of knowledge about their role and responsibilities, low level of people’s participation, lack of proper training to elected representatives and staff, and corruption. He recommended for evolving local government framework through the involvement of stakeholders and monitoring and evaluation mechanism to ensure popular participation.

45. **Mr. Gani Marwat**, Director, Micro Enterprise Division, National Commission for Human Development, Islamabad delivered a lecture on “**Volunteerism for Good Governance**”. His deliberation covered aspects like good governance, sustainable human development, volunteerism and linkages between volunteerism and good governance. He affirmed that volunteerism fosters ownership through sharing of knowledge, solidarity, participation and improves accountability, promotes governance and ensures sustainability in terms of effectiveness and

efficiency. He explained civil society and volunteerism is required for good governance as government lacks the skills, financial depth, administrative competence or flexibility to address the problems. Volunteerism is very crucial to form a partnership between citizens, governments, and business community.

Visit to Centre for Research on Poverty Reduction and Income Distribution (CRPRID), Islamabad

46. At Centre for Research on Poverty Reduction and Income Distribution (CRPRID), Islamabad, **Sheikh Murtaza Ahmed**, Project coordinator, of the Centre briefed about the objectives and functions of the Centre. Center for Research on Poverty Reduction and Income Distribution (CRPRID), an autonomous body linked to the Pakistan Institute of Development Economics (PIDE) has been established to conduct advanced applied research on Poverty and Income Distribution issues. The Centre undertakes studies, research and qualitative analysis to inform major policy making bodies on poverty issues focuses on social sector development. The Center uses a multi-disciplinary approach where national and international experts from academic, research, public, private and non-governmental organizations, carry out research to inform public policy related to poverty reduction. It disseminates research findings widely through discussion groups, workshops, seminars, conferences and publications.

Visit to Tehsil Municipal Administration (TMA), Chiniot

47. Participants visited Tehsil Municipal Administration (TMA), Chiniot on **eleventh day**. Mr. Zulfiqar Ali Shah, Tehsil Nazim, Chiniot and other officials working at TMA, Chiniot, gave briefing. During their briefing, they have touched upon geography of Chiniot, activities of Tehsil Municipal Administration & other related issues.

48. Tehsil Nazim informed that Tehsil Chiniot is at the top of the list in Punjab in respect of implementation of CCB projects & utilization of CCB funds. As a result, municipal functionaries from all over Pakistan are visiting Chiniot for guidance in respect of CCB projects. He emphasized that a well-organized system empowered with full authority is absolutely necessary to make the new set work and address the problems in future

49. After Tehsil Nazim's presentation, Tehsil Officer (Finance), Tehsil Officer (Infrastructure & Sanitation), Tehsil Officer (Planning & Coordination) & Tehsil Officer (Regulation) presented activities of TMA related to their working areas. It

was mentioned during the briefing that in local government ordinance 2001, government established planning wing in all TMA's & the wing is responsible to exercise control over land use, land sub-division & land development, to prepare spatial plan & development plans for Tehsil, to coordinate with district government & union administration to develop & manage schemes & to regulate / process the citizen community board schemes.

50. After the briefing at TMA office, the participants were taken to field where they interacted with the Chairman & member of Madina Community Citizen Board and saw different projects being undertaken by the Community.

51. The first session of **twelfth day** was by **Dr. M. Aslam Khan**, Chief Poverty, Planning & Development Division, Government of Pakistan, Islamabad. In his deliberation on "**Security: A Pre-Condition for Poverty Reduction & Good Governance**". Dr. Khan dealt in detail the concept of good governance, security risks of poor governance, obstacles affecting development process in the country. Through example and with data support, he emphasized that rise in poverty in Pakistan is also because of weak governance. He mentioned that low social indicators such as health, education, inequality, poverty and crisis of legitimacy are because of poor governance. He was of the view that growing inequality in the form of poverty, income inequality and assets ownership inequality are obstacles in achieving security, which is the precondition for poverty reduction in the country. He noted that governance crisis in Pakistan is multi-dimensional, mainly caused by corruption, mismanagement of public resources, poor service delivery by public institutions. He mentioned that to address the problem of governance in Pakistan, the government has initiated various policies, which include civil reforms, judicial reforms, and governance reform programmes.

52. **Ms. Foukia Sadik Khan**, Visiting Research Associate, SDPI, Islamabad addressing on "**Economic Development, Gender and Governance**" explained three different concepts namely economic development (focusing on structural adjustment), poverty and gender and their inter-linkages. She spoke at length about Structural Adjustment Programme (SAP) in Pakistan and its impact on governance, poverty and gender. She mentioned that in the 1980s Structural Adjustment Programmes came into being in order to reduce the controlling role of the government by emphasizing on deregulation, privatization, role of the private sector and the market. She was of the view that SAP was intended also for governance in term of autonomy of the State Bank of Pakistan, Audit and Account Reforms, judicial reforms, civil sector reforms etc. Regarding the impact of SAP on gender, she mentioned that it remained negative. Studies have shown

that because of SAP many industries were closed down and labors especially women got pushed from formal sector to the informal sector losing their income. Women were also suffered because of inflation and increasing price of basic utilities and other commodities

Country Report Presentations

53. The country reports were presented by Maldives, Nepal, Pakistan and Sri Lanka. Mr. Abbas Shareef from Maldives, Mr. Mahendra Kumar Thapa from Nepal, and Gulam Mustafa from Pakistan presented their country Reports. The Guidelines for Country Report Preparation and Country Reports are at *annex V and annex VI respectively*.

54. The final day of the training course was scheduled for **Working Group Exercise** supervised by Syed Ejaz Ali Wasti, Course Coordinator and Mr. Kiran Rupakhetee, Deputy Course Coordinator. The working Group Exercise was based on their visits to different programme sites of Environmental Rehabilitation in NWFP and Punjab (ERNP) Project at Kotli Sattian, Murree and Tehsil Municipality Administration (TMA), Chiniot and its project sites. Based on their own observations at the field, the participants were asked to discuss three points: (i) general impression about the projects; (ii) problems realized; and (iii) possible remedy measures to improve the situation. The group discussions and their findings are at *Annex VII*.

Evaluation Session

55. The participants were distributed structured Evaluation Forms for their comments, suggestions, opinions and observations on various aspects of the training like selection of the resource persons, selection of the topic, durations of the training, views about general management etc. All the comments gathered show that participants overall opinion of the training course was very good. They felt that selection of the topics was relevant and most of the resource persons were experts in their respective fields. They showed considerable interest to have more group work exercises, individual assignments and report writing at the end of the course utilizing the knowledge gained. They suggested inviting resource persons also from other SAARC member states. Participants showed their concern on the physical facilities of the SHRDC. Their recommendations include having separate rooms for group work exercise, uninterrupted Internet facilities; more computers on computer lab, and oval or circular shaped sitting arrangement at the lecture hall. The participants also suggested making future training programs more objective

oriented. The Evaluation of the training course in tabular form is *at Annex VIII and Annex IX respectively*.

Concluding Ceremony

56. Concluding and Certificate Distribution Ceremony was chaired by Dr. M. Zahangir Kabir, Acting Director, SHRDC. The ceremony was started with the recitation from the Holy Quran. On behalf of all the participants, Mr. Mohammad Salim of Maldives expressed views regarding the training programme. He mentioned that the participants understood the importance of good governance for the purpose of poverty alleviation and human resource development. The training gave a wonderful opportunity to the participants to know each other and their professional experiences and knowledge. He hoped that the participants would try to apply the knowledge they gained through training course back home from their respective positions.

57. In the concluding remarks the Acting Director mentioned that SAARC Human Resource Development Centre has arranged training Programme on “Good Governance” to make the participants able to understand the importance of the issue of governance in context of South Asia and its relation with sustainable human development. . He mentioned that it is encouraging to note that the training course was very useful to the participants. He assured participants that their suggestions, observations and comments would be taken into consideration to make future training programmes more result oriented. After the closing ceremony the Acting Director gave away certificates to the participants.

**SAARC HUMAN RESOURCE DEVELOPMENT CENTRE
(SHRDC)**

Training Course on Good Governance
(30 August – 12 September 2004)

(CONCEPT PAPER)

A) INTRODUCTION

Governance means the process of decision making and the process by which decisions are implemented or otherwise. The concept is not new and as old as human civilization. Since governance is the process of decision making and the process by which decisions are implemented, an analysis of governance focuses on the formal and informal actors involved in decision making and implementing the decisions made and the formal and informal structures that have been set in place to arrive at and implement the decisions.

Government plays a predominant role in governance both in rural and urban, beside other involved in governance depending upon the level, like in rural areas, influential landlord, associations of farmers, cooperatives, NGOs, religious leaders etc, while in urban areas, besides the actors as said for rural areas, media, international donors, multi-national cooperations etc. may play a role in decision making or influencing the decision making process. Thus governance can be used in several contexts such as corporate governance, international governance, national governance and local governance.

Good Governance has 8 major characteristics:

1) Participation

All men and women should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their interests. Such broad participation is built on freedom of association and speech, as well as capacities to participate constructively.

2) **Rule of Law**

Legal frameworks should be fair and enforced impartially, particularly the laws on human rights.

3) **Transparency**

Transparency is built on the free flow of information. Processes, institutions and information are directly accessible to those concerned with them and enough information is provided to understand and monitor them.

4) **Responsiveness**

Institutions and processes try to serve all stakeholders.

5) **Consensus Orientation**

Good governance mediates differing interests to reach a broad consensus on what is in the best interests of the group and, where possible, on policies and procedures.

6) **Equity**

All men and women have opportunities to improve or maintain their well-being.

7) **Effectiveness and Efficiency**

Processes and institutions produce results that meet needs while making the best use of resources.

8) **Accountability**

Decision-makers in government, the private sector and civil society organisations are accountable to the public, as well as to institutional stakeholders. This accountability differs depending on the organisation and whether the decision is internal or external to an organisation.

It is clear that good governance is an ideal which is difficult to achieve in its totality. The countries, who have come close to achieve good governance in its totality, are able to achieve sustainable human development.

It is a known fact that economic growth is a means to sustainable human development not an end itself. There are five aspects to sustainable human development all affecting the living of the poor & vulnerable.

1) **Empowerment**

The expansion of men and women's capabilities and choices increases their ability to exercise those choices free of hunger, want and deprivation. It also increases their opportunity to participate in, or endorse, decision-making affecting their lives.

2) **Co-operation**

With a sense of belonging important for personal fulfilment, well-being and a sense of purpose and meaning, human development is concerned with the ways in which people work together and interact.

3) **Equity**

The expansion of capabilities and opportunities means more than income – it also means equity, such as an educational system to which everybody should have access.

4) **Sustainability**

The needs of this generation must be met without compromising the right of future generations to free of poverty and deprivation and to exercise their basic capabilities.

5) **Security**

Particularly the security of livelihood. People need to be freed from threats, such as disease or repression and from sudden harmful disruptions in their lives.

According to the Human Development Report 1999, South Asia remains region divided between the types of rich and despair of the poor. A region where

the richest one-fifth areas almost 40 percent of the income and the poorest one-fifth makes do with less than 10 percent. A region where today begins with the struggle of survival for 515 million poverty ridden destines, and tomorrows threatens the future of 395 million illiterate adults, where women are often denied basic human rights and minorities continue their struggle against prejudice and discrimination, about one twelfth of the world's population live in a state of severe deprivation, lacking & sufficient access to adequate nutrition, health, housing, safe water, sanitation, education and employment, so the big challenge is to put the region on the path of humane responsible development, as what have been the main problem in the region's governance and how they can be addressed.

The present training programme of SHRDC is a step toward this important issue. The training programme will discuss the issues, problems, best practices adopted by SAARC Countries or in the process of adopting to the address/challenge the issues, what role the government, civil society, & other areas are planning what problems they are facing & what remedial actions economic, social, and sustainable development strategies and policies, institutional structures, human & institutional capacity holding, development projects and programmes they are taking.

B) OBJECTIVES

The major objective of the training programme is to make the participants understand on the importance of the issue of governance in context of South Asia, its relation with sustainable human development. The subject will be looked into the context of MDGs, how the South Asian countries would achieve MDG in the present situation & what progress & action are being taken to achieve MDG, as well the effect of WTO. The approach would be to concentrate on those aspects of good governance over macroeconomic policies, the transparency & effective resource management etc.

C) APPROACH

The training programme will have an integrated, comprehensive introductory and operationally oriented approach, of the important issue of governance & its linkage with sustainable human development, with objective to development capacities that are needed to realise development that gives priority to the poor, advances women, sustain the environment and creates needed opportunities employment and other livelihood.

D) METHODOLOGY

Training methodology includes lectures by Resource Persons, discussion on cross cutting issues, case studies, report presentation by the participants and exposure visits in and outside Islamabad. All audio, visual aids like multimedia projector, slide projector, overhead projector, flip chart and board etc. will be used for training programme.

E) EXPECTED OUTCOME OF THE TRAINING PROGRAMME

At the end of the training programme the participants will further increase their knowledge on the importance of governance, public administration, capacity building and sustainable development & important issues related to governance situation analysis. What are the related actions on economic, social and sustainable development strategies, policies, institutional structure, human & institutional capacity building mechanism & how actions are formulated & implemented through integrated approach, coordination & consensus building mechanism and understand the role of Government, NGOs, civil society and private sector. Example of success stories, partnership initiatives, best practices and innovative experiences will be discussed which will further enlighten the knowledge of the participants.

F) DURATION OF THE TRAINING PROGRAMME

Duration of the training programme will be two weeks. It will start on 30th August and end on 12th September, 2004.

G) VENUE

SAARC Human Resource Development Centre, Islamabad – Pakistan.

H) PARTICIPANTS

This training course is primarily designed for the mid level functionaries, trainers/professionals from the Government, Semi Government organisations, working under the Ministries of Establishment, Home, Interior, Law, Human Resource Development, Planning & Development and other related organisations and NGOs of SAARC Member States. There will be 25 participants in total, 3

from Bangladesh, Bhutan, India, Maldives, Nepal, Sri Lanka and 7 from Pakistan (being the host country). The nominating/sending Member Government shall have to bear the two way air ticket for the participants, while SHRDC will provide local hospitality boarding and lodging and a daily pocket allowance.

I) COURSE PRE-REQUISITES

Each participant is required to prepare and submit in advance a “Country Report.” The report should cover the following:

- What is the situation today?
- What are the major areas of concern?
- What are the main vulnerable sectors?
- What are the actions being taken in term of economic, social and sustainable development strategies and policies, projects and programme, & how the actions are implemented?
- Role of Govt., NGOs, private sector, donor, at all level.
- Some examples of success stories best practices and experience at local, national & regional level.

MODULES

There will be altogether five modules. The details are as below:

- The state of Governance, Conceptual Framework.
- Governance for Sustainable Development or interrelationship between governance, decentralization and poverty eradication.
- Empowerment.
- Civic engagement.
- Social policy.

MODULE – 1

The State of Governance, Conceptual Framework

In order to build human capabilities & creating a security environment, where citizen can live with dignity and equality, it is necessary to understand the links between governance & human development. As we all know the concept of

governance is not new, it is as old as human civilization, and the process of decision making and decisions are implemented. Governance can be used in several contexts such as corporate governance, international governance, national governance and local governance. This module will make participants to understand the conceptual framework of governance with emphasis on Good Governance focusing on national, international, corporate aspects with the objective to develop the understanding political, economic and good civic governance.

Good political governance emphasis the role of the accountability & transparency. It achieve its goals through constitutional framework. Good Economic Governance expresses the role of state not only to ensuring macro economic stability but is also concerned with investment on people & basic infrastructure, protection of environment and promote economic growth with social justice, while civic governance, include civil society, household, media, professional group as vital in securing fundamental human potential and economic right. The content of the modules are:

- Good Governance context.
- Characteristics of Good Governance covering political, economic & civic.
- South Asia's crisis of Governance.
- Governance mapping.
- Corporate, national and international Governance.

MODULE – 2

Governance for Sustainable Development

Good Governance is essential for sustainable development. Sound economic policies, solid democratic institutions responsive to the needs of the people and improved infrastructure are the basis for sustained economic growth, poverty eradication, and employment creation, while sustainable development is a process aiming at finding short and long term balance, rather than some finite policy options, therefore, system of governance need to recognize that sustainable development governance should allow continual process of refinement, dialogue, diversity adaptation and change.

The concept of sustainable development was launched by the World Commission on Environment and Development, which define it as a form of development that meet the needs of the present. To achieve sustainable development, we must apply long term perspectives and be cautious in taking

choices that will have a lasting impact on our descendants' freedom of choice, their ability to meet their need, and even their prospects of survival.

In 1992, the Rio Earth Summit focused the international community on the critical linkage between environment and development. Agenda 21, provided a framework for sustainable development that called for tackling poverty, development & environment as one, by focusing on people resource & productivity. In 2002, world set eight millennium development goals (MDGs) on sustainable development.

This module will explain the efforts, issues, strategies, failures/success stories linked to international summits/meetings held in context of sustainable development. It will also help to build clear definition and proposals on new framework of global governance to better meet the principles of sustainable development in a globalizing world, where governance is a framework of social and economic system and legal & political structures through which humanity manage itself. It will also help to examine the philosophy and theory of sustainable development & its application in South Asia context. The content of the module are:

- Philosophy and theory of Sustainable Development.
- Basic issues/problems in pursuit of Sustainable Development.
- Interrelationship between governance & sustainable developments.
- Outcome of governance debates at World Summit's Sustainable Development.
- Challenges and opportunities faced by decision makers in areas of sustainable development.
- Sustainable development strategies.
- Role of government in regional and international cooperation, integrated environment and trade policies for sustainable development.
- Governance issues and public administration role, institution building and Human Resource Development strategies for sustainable development.
- Evaluation and monitoring of policies, programmes & projects for sustainable development.

MODULE – 3

Empowerment

Nearly half of the total world population living in poverty. Over 500 million people in the region suffer from severe deprivation, with little or no access to adequate nutrition, health, housing, water, sanitation, education and employment. In South Asia, around 45% of the population lives below the income required to

meet basic minimum need. In order to have access to these need, there is dire need of communities creating an environment that can empower them so that they exercise their voice in the affairs of governance as they know their local conditions and can decide what are their priority problems.

Under this module the participants will be able to understand the issues of empowerment and governance thus making link to strength the voice of poor in influencing public policies as well as in making institutions more accountable and responsive to their needs. Furthermore, they will refresh the advantages of community driven development by relating basic concepts such as decentralization, participation, working with communities in creating institutional environment required for communities to design and manage their own programme. The content of the module are:

- The concept of power and powerlessness.
- Principle and strategies of community driven development.
- Community empowerment and strategic planning.
- Different concept of advocacy: mobilization, representation & empowerment.
- Steps in advocacy planning.
- Understanding social, economic, cultural and political issues.
- Component of advocacy strategies, policy and process framework.

MODULE – 4

Civic Participation & Governance

There has been trend over the past few years that civil societies are exercising influence in all social & development activities which has resulted in improvement and sustainability in development & social activities especially those designed to reduce poverty and promote equitable development. But still there is lack of clarity on the general concepts of working with civil society, there is lack of clarity about terms and concept such as civic engagement, governance, participation, ownership and accountability. There is also a gap between theoretical understanding on actual application of tools and methods to promote civic engagement for development.

This module will able to clarify terms and concept, linkages to governance, ownership, accountability and empowerment. It will also explain both theoretical & application of methods for civic engagements through case studies. The content of the modules are:

- Understanding the government concept of civic participation.

- Linkages to governance, ownership, accountability and empowerment.
- Civic engagement.
- Civic participation in local governance.
- Civic participation in national governance.
- E-Citizen – E – Government.
- Association of local government.
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MODULE – 5

Social Policy

A key message of the World Development Report 2000 on Poverty is that economic growth is necessary but cannot achieve widespread poverty reduction. The Report lists three essential pillars: Opportunity, Security and Empowerment to achieve a significant rate of sustained poverty reduction among poorest group.

This module will help to increase the ability of the participants on the relationship between economic growth, & the policies conducive to decrease inequality, & the access of poor to the social benefit of development together will their inclusion in decision making foras. The following are the contents of the module:

- Assessment of relevance of existing social policies.
- Assessment of obstacles to design & implementation of effective social policy.
- Security, policies and programmes.
- Mainstreaming Gender consideration in development.
- Participating, monitoring & evaluation.
- Conflict and consensus building.

ANNEX-II

**SAARC Human Resource Development Centre
(SHRDC)
Islamabad, Pakistan**

Training Course on

Good Governance
(30th August – 12th September 2004)

L i s t o f P a r t i c i p a n t s

| S. No. | Details of the Participants | | |
|-------------------|------------------------------------|--------------------|---|
| | Name | Designation | Address In Their Home Countries |
| 1. | Mr. Ahmed Rasheed | Deputy Director | Office: Ministry of Atolls Development, Male' Republic of Maldives. Phone No. (960) 317751, 785313 Fax: (960) 327750 Email: zaihooni27@hotmail.com Residence Address : M. Niyadhuruge Miriyaas Magu, Male' Republic of Maldives. Phone No. (960) 312545. |
| 2. | Mr. Abbas Shareef | Legal Officer | Office: The President's Office, Boduthakurufaanu Magu, Male', 20113, Republic of Maldives. Phone No. (960) 314 560; (960) 323 701 Fax: (960) 325 500 Email: abbas@po.gov.mv Residence Address : Yellow Rose, Henveiru, Dhillie Magu, |

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| | | | Male', Republic of Maldives. Phone No. (960) 327 581, (960) 785 582 Email: abbax@hotmail.com |
| 3. | Mr. Mohamed Saleem | Administrative Officer, | Office: Ministry of Planning and National Development, Ghazee Bldg, Male', 20-05, Republic of Maldives. Phone No. 00960 317170 Fax: 00960 327226 Email: saleem@planning.gov.mv Residence Address : H. Reiykunnaruge' Male' Republic of Maldives. Phone No. 00960 321622, 317170, 322124, 753058 Email: maabwv16@hotmail.com |
| 4. | Mr. Mahendra Kumar Thapa | Under Secretary, Personnel Administration Section | Office: Ministry of General Administration, Harihar Bhawan, Lalitpur, Nepal. Phone No. 5525183, Fax: 0977 1 5523358, Email: sainbule@yahoo.com . Residence Address : Sainbu VDC – 9, lalitpur, Kathmandu, Nepal. Phone No. 0977 1 5551812, Email: thapa_mahendra@hotmail.com , |
| 5. | Dr. Ghulam Asghar Abbasi | Deputy Chief, Health Section | Office: Room No. 513, Health Section, Planning and Development Division, "P" Block, Pak. Secretariat, Islamabad, Pakistan. Phone No. 092 51 9217949 Fax: 092 51 9201777 Email: asghar42@hotmail.com Residence Address : 15, Bolan Block – 108, Gulshan-e-Jinnah, |

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| | | | F-5/1, Islamabad, Pakistan. Phone No. 092 51 9207007 |
| 6. | Mr. Gul Badshah | Assistant Chief, Public Investment Programming Section, Planning & Development Division, Islamabad. | Office: Planning and Development Division, Room No. 341, P-Block, Pak. Secretariat, Islamabad, Pakistan. Phone No. 092 51 9201964, Residence Address : House No. 29, Street No. 36, Sector No. G- 10/4, Islamabad. Phone No. 092 51 2112128 |
| 7. | Mr. Muhammad Farooq | Assistant Chief, Economic Appraisal Section | Office: Room No. 308, Chughtai Plaza, Blue Area, Economic Appraisal Section, Ministry of Planning and Development, Islamabad, Pakistan. Phone No. 092 51 9204509 Fax: 092 51 9204227 Email: sameenafpk@yahoo.com Residence Address : House No. W – 592, Ratta Road, Rawalpindi, Pakistan. Phone No. 092 51 5541232 Mobile: 0333-5264396 |
| 8. | Ms. Azra Rafiq | Additional Director (Economic Policy) | Office: National Institute of Public Administration, Lahore. Pakistan. Phone No. 092 42 9200941, Residence Address : 104 – Upper Mall Scheme Scotch Corner Lahore, Pakistan. Phone No. 092 42 5711643 |
| 9. | Mr. Ghulam Rasool Javed | Research Officer | Office: Planning and Development Department, Northern Areas Secretariat, Gilgit, Pakistan. Phone No. 092 05811 50481 Fax: 092 05811 50215 |

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|-----|----------------------|--------------------------------|---|
| | | | <p>Residence Address : Cat – III/VII, VIP Colony, Hospital Road, Gilgit, Pakistan.</p> |
| 10. | Mr. Abdul Sami Khan | Additional Secretary (Dev.) | <p>Office: Planning and Development Department, Azad Government of the State of Jammu and Kashmir, Muzaffarabad, Azad Jammu and Kashmir. Phone No. 092 058810-32304 Fax: 092 058810 32512 Email: greatsamirab@yahoo.com</p> <p>Residence Address : Brigadier Najam Shaheed Road, Shaukat Line, Gojra, Muzaffarabad, Azad, Jammu & Kashmir. Phone No. 092 058810-45423</p> |
| 11. | Muhammad Adnan Nazir | Research Officer | <p>Office: Ministry of Labour, Manpower and Overseas Pakistani, Government of Pakistan, Room No. 602, 6th Floor, 'B'-Block, Pak. Secretariat, Islamabad, Pakistan. Phone No. 092 51 9208395 / 9212715 Email: adnan_eco@yahoo.com</p> <p>Residence Address : House No. 296, FF, Street No. 01, Rawal Town, Islamabad, Pakistan. Mobile: 0300-5383990,</p> |
| 12. | Mr. Asif Jahangir | Deputy Secretary (Services-II) | <p>Office: Services, General Administration & Co-Ordination Department, Government of Sindh, Karachi. Pakistan. Phone No. 092 21 9211937</p> <p>Residence Address : B. 9, Block L, North Nazimabad, Karachi, 74700, Pakistan.</p> |

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| 13. | Dr. Ghulam Mustafa | Assistant Chief | Office: Planning and Development Division, Govt. of Pakistan, Islamabad, Pakistan. Phone No. 9214047 Residence Address: House No. 1042, Street No. 68, G-10/4, Islamabad, Pakistan. Phone No. 092 51 2100541 Mobile: 0333 5163687 |
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**SAARC HUMAN RESOURCE DEVELOPMENT CENTRE
(SHRDC)**

**Training Course on Good Governance
(30th August – 12th September 2004)**

Programme

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| <p><u>INAUGURAL CEREMONY</u> Venue: SHRDC Training Hall</p> |
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| Day 1 30th August, 2004 Monday | | |
| 11:00 Hrs. | Arrival of the Participants to SHRDC. | |
| 11:15 Hrs. | Registration of the Participants | |
| 12:00 Hrs. | Tea Break | |
| 12:30 Hrs. | Welcome Address by the Acting Director. | |
| 12:35 Hrs. | Introduction to Course Objective by the Course Coordinator. | |
| 12:40-13:00 Hrs. | Getting Acquainted | Dr. M. Zahangir Kabir, Acting Director, SHRDC, Course Coordinators and other Professionals, SHRDC |
| 13:00-14:30 Hrs. | Lunch break. | |
| 14:30-16:00 Hrs. | Governance Issues in South Asia: A Discussion | S.Ejaz Wasti, Research Fellow, SHRDC and Mr. Kiran Rupakhetee , Research Associate, SHRDC, Islamabad |
| 16:00-16:15 Hrs. | Tea | |
| 16:15 Hrs | Islamabad City Tour. | |

| <u>TRAINING SESSIONS</u> Venue: SHRDC Training Hall | | |
|--|---|--|
| Date & Time | Topics | Resource Person |
| <u>Day 2</u> 31st August, 2004 Tuesday | | |
| 09:00-10:30 Hrs. | The Concept, Characteristics and Best Practices of Good Governance. | Mr. Kamran Malik, Management Executive, Human and Institutional Development, Pakistan Poverty Alleviation Fund, Islamabad |
| 10:30-11:00 Hrs. | Tea break. | |
| 11:00-12:30 Hrs. | Good Governance through Human Resource Development: Prospects and Problems | Mr. Kamran Malik, Management Executive, Human and Institutional Development, Pakistan Poverty Alleviation Fund, Islamabad |
| 12:30-14:00 Hrs. | Lunch/Prayer. | |
| 14:00-15:30 Hrs. | Good Governance through Human Resource Development: Prospects and Problems | Mr. Kamran Malik, Management Executive, Human and Institutional Development, Pakistan Poverty Alleviation Fund, Islamabad |
| 15:30-15:45 Hrs. | Tea. | |
| 15:45- 16:45 Hrs. | Country Report Presentation by Bangladesh & Bhutan. | |
| <u>Day 3</u> 1st September, 2004 Wednesday | | |
| 09:00-10:30 Hrs. | Corporate, National & International Governance With Reference to South Asia | Dr. A.R.Kemal, Executive Director, PIDE, Islamabad |

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| 10:30-11:00 Hrs. | Tea Break. | |
| 11:00-12:30 Hrs. | Interrelationship Between Good Governance & Sustainable Development. | Dr. Rehana Siddiqui, Chief of Research, PIDE, Islamabad |
| 12:30-14:00 Hrs. | Lunch/Prayer. | |
| 14:00-15:30 Hrs. | Advocacy Strategies through a Civil Society for Good Governance: Policy and Process Framework. | Mr. Kamran Malik, Management Executive, Human and Institutional Development, Pakistan Poverty Alleviation Fund, Islamabad |
| 15:30-16:00 Hrs. | Tea. | |
| Day 4 | | |
| 2nd September, 2004 | | |
| Thursday | | |
| 09:00-10:30 Hrs. | Challenges and Opportunities Faced by Decision Makers in Good Governance | Mr. Azhar Saeed, Coordinator, Human Resource Development Network, Islamabad |
| 10:30-11:00 Hrs. | Tea Break. | |
| 11:00-12:30 Hrs. | Exposure Visit to National Reconstruction Bureau (NRB), Islamabad | Dr. Mohammad Anwar Butt, Consultant, United Nations Development Programme, Support to Governance, NRB, Islamabad |
| 12:30-14:00 Hrs. | Lunch / prayer. | |
| 14:00-15:30 Hrs. | Monitoring and Evaluation of Policies, Programme and Projects for Good Governance. | Mr. Shahnawaz Hussain, Chief, Planning Commission, Islamabad |
| 15:30-16:00 Hrs. | Tea. | |
| Day 5 | | |
| 3rd September, 2004 | | |
| Friday | | |
| 09:00-10:30 Hrs. | Power and Powerlessness in Sustainable Good | Mr. Masood |

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| | Governance | H.Kizilbash, Consultant, Islamabad |
| 10:30-11:00 Hrs. | Tea break. | |
| 11:00-12:30 Hrs. | The Principles of Empowerment and Strategic Planning for Good Governance. | Mr. Zahid Elahi, Governance Technical Advisor, CIDA |
| 12:30-14:30 Hrs. | Lunch / prayer. | |
| 14:30-16:00 Hrs. | Working Group Exercise on Opportunities and Constraints of Good Governance in South Asia | Ch.Israr ul Haq, Director, NCRD, Islamabad |
| 16:00-16:15 Hrs. | Tea. | |
| <u>Day 6</u> 4th September, 2004 Saturday | Visit Outside Islamabad- Murree, Kahuta/Kotli Sattian (MKKS) component of Environmental Rehabilitation in NWFP and Punjab Project (ERNP) of IUCN | Mr. Mahmood Akhtar Cheema, Director, ERNP, IUCN, Islamabad |
| <u>Day 7</u> 5th September, 2004 Sunday | Rest / Visit to Taxila. | |
| <u>Day 8</u> 6th September, 2004 Monday | | |
| 09:00-10:30 Hrs. | Understanding the Concepts of Civic Participation. | Dr. Mohammad Anwar Butt, Consultant, United Nations Development Programme, Support to Governance, NRB, Islamabad |
| 10:30-11:00 Hrs. | Tea break. | |
| 11:00-12:30 Hrs. | Design & Implementation of Effective Social Policy: Problems and Prospects | Dr. Mohammad Anwar Butt, Consultant, United Nations Development Programme, Support to Governance, NRB, Islamabad |
| 12:30-14:00 Hrs. | Lunch / Prayer. | |

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| 14:00-15:30 Hrs. | Civic Participation in Local Governance | Roomi S.Hayat, Director, NRSP, Islamabad |
| 15:30-16:00 Hrs. | Tea. | |
| Day 9 7th September, 2004 Tuesday | | |
| 09:00-10:30 Hrs. | Stakeholders and their Empowerment through Social Inclusion for Good Governance | Muhammad Muneer, Freelance Consultant, Islamabad |
| 10:30-11:00 Hrs. | Tea break. | |
| 11:00-12:30 Hrs. | The Meaning & Relevance of Local Governance & its Relationship with Participation. | S. Zulfiqar Ali Shah, Tehsil Nazim, Chiniot |
| 12:30-14:00 Hrs. | Lunch / prayer. | |
| 14:00-15:30 Hrs. | The Relationship Between Environment and Good Governance | Dr. Nauman Kadir, Chief Executive, Global Environmental Facility, Islamabad, Pakistan |
| 15:30-16:00 Hrs. | Tea. | |
| Day 10 8th September, 2004 Wednesday | | |
| 09:00-10:30 Hrs. | Case Studies & Best Practices of Policies and Mechanism for Participation & Accountability at Local Level. | M.Asif Zaman Ansari, DG, NCRD, Islamabad |
| 10:30-11:00 Hrs. | Tea break. | |
| 11:00-12:30 Hrs. | Volunteerism for Good Governance | Mr. Ghani Marwat, Director, Micro Enterprise Division, National Commission for Human Development, Islamabad |
| 12:30-14:00 Hrs. | Lunch / prayer. | |
| 14:00-15:30 Hrs. | Exposure Visit to Centre for Research on Poverty Reduction and Income Distribution (CRPRID), Islamabad. | |

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| 15:30-16:00 Hrs. | Tea. | |
| Day 11 9th September, 2004 Thursday | Visit Outside Islamabad- Office of Tehsil Nazim, Chiniot | S. Zulfiqar Ali Shah, Tehsil Nazim, Chiniot |
| Day 12 10th September, 2004 Friday | | |
| 09:00-10:30 Hrs. | Security: A Pre-condition for Poverty Reduction & Good Governance | Dr. M. Aslam Khan, Chief, P &D Department, Government of Pakistan, Islamabad |
| 10:30-11:00 Hrs. | Tea break. | |
| 11:00-12:30 Hrs. | Economic Development, Gender and Governance | Ms. Foukia Sadik Khan, Visiting Associate, SDPI, Islamabad |
| 12:30-14:00 Hrs. | Lunch / Prayer. | |
| 14:00-15:30 Hrs. | Country Report Presentation by India & Maldives. | |
| 15:30-16:00 Hrs. | Tea. | |
| 16:00-17:30 Hrs. | Country Report Presentation by Nepal, Sri Lanka and Pakistan. | |
| Day 13 11th September, 2004 Saturday | | |
| 09:00-11:00 Hrs. | Working Group Exercise | S.Ejaz Wasti, Research Fellow, SHRDC and Mr. Kiran Rupakhetee , Research Associate, SHRDC, Islamabad |
| 11:00-11:30 Hrs. | Tea Break. | |
| 11:30-12:30 Hrs. | Course Evaluation. | |
| 12:30-13:30 Hrs. | Certificate Distribution. | |
| 13:30-15:00 Hrs. | Lunch / Conclusion of Course. | |
| Day 14 12th September, 2004 Sunday | Departure of the Participants | |

ANNEX-IV

PAPERS BY RESOURCE PERSONS

The Concept, Characteristics and Best Practices of Good Governance / Good Governance through HRD

By: Kamran Malik

The Change Factor

One of the reasons that governance is currently “on the agenda” is that traditional ways of governance seem to be changing. Typically, citizens have participated in governance by voting. Elected officials then govern, theoretically representing the “best interests” of their constituencies. Increasingly, as societies become more diverse and pluralistic, it is difficult for elected officials to represent each member of his or her constituency. And larger forces are also at play. The focus on constituents is being replaced by a need to focus on markets and trade opportunities. Citizens are increasingly seen as clients in a global marketplace. And Governments are less citizen-focused than power focused.

Complex, Interrelated Problems

Society is increasingly concerned with the growing number of complex issues beyond the capacity of a single discipline, department, programme, policy or traditional alliance to handle. Collaboration of diverse interests at every stage of the problem-solving process is required to address these.

Public Expectations

The expectations of the public are no longer shaped by the engagement policies of the proponent. They are shaped by what the public believes are best practices. Citizens expect to participate. They may even want to be equal partners in collaborative decision-making. Collaborative engagement by one agency leads to expectations that others will do the same. Agencies then have to adapt to the new public expectations that may have been generated by initiatives in another sector or another region.

Globalization

The level at which governance occurs is rapidly changing. The creation of super nationals (GATT, NAFTA, EU etc.) has elevated many decisions to a forum beyond the direct participation of citizens or their elected representatives. Globalization has also served to move the protest venue from the institutions of government where people hoped to influence their elected representatives to the gatherings of super nationals where people hope to influence public opinion through the national and international media.

Collaborative Capacity

Collaborative problem solving is being taught from kindergarten classrooms to international peace keeping centers and is being applied in dispute resolution, conflict prevention, restorative justice, resource management, interest-based negotiation, action learning and a growing number of other areas. The public's understanding and acceptance of collaboration as an alternative to compromise and/or competition is growing and evolving.

Environmental Limitations

People are becoming increasingly aware of and concerned about global limitations. New ways of valuing and sharing access to environmental resources and the benefits derived from them need to be uncovered. With the world getting smaller and problems getting bigger, it is not possible to solve problems by running away from them.

Aboriginal People's Rights

In many parts of the world, societies are coming to terms with the inherent rights, needs, and capacities of Aboriginal people. The growing support for the need and the right of Aboriginal peoples to restore their traditional holistic forms of governance is complemented by a growing respect for their traditional knowledge. The creation and restoration of collaborative governance and citizen engagement is becoming even more important to Aboriginal peoples as they struggle to cope with the numerous complex issues that put their communities at risk.

Social Maturity

As we mature as individuals and organizations, we move from dependent to independent to interdependent relationships and learn how to find personal fulfillment through collective action. Many organizations are maturing to the point where they are prepared to acknowledge and accept these interdependencies and work collaboratively in interdependent relationships.

Communications Technology

In many parts of the world, the monopoly of those who held "knowledge" power in traditional governance structures no longer exists. People can access information from a diverse array of sources with interpretations quite different from traditional information providers.

Expert Status:

The belief that "if an expert says it's so, it must be true" no longer dominates public thinking. Expert opinion does not carry the weight it once did. People want more than data and advice: they want a relationship with the information provider and the opportunity to see how the conclusions and recommendations were derived. They want to check the math and see if the numbers add up for themselves.

The Precautionary Principle

The move from costly, curative interventions to the management of factors that lead to problems has broadened the focus of governance from issue response to the active pursuit of the qualities of livable, sustainable communities. The onus is now on proponents to demonstrate that their proposed undertakings will not have unacceptable and/or unsustainable consequences. Crime prevention, health promotion, pollution prevention and other applications of the precautionary principle are not mutually exclusive.

Equality and Diversity

In some countries, the advancement of women and visible minorities in the work- place has resulted in organizations that are much more representative of those they are intended to serve. This advancement has also created new possibilities through its positive impact on the culture and the capacity of our organizations.

Expansion of the Public Participation Toolbox

New tools are constantly being added to the public participation toolbox. Search conferences, open-space technology and other recent additions expand both the application of public participation and the practice itself.

Governance Definitions

- “Different things to different people”
- “The manner in which power is exercised in the management of a country’s economic and social resources for development”. (the concept of governance is concerned directly with the management of development process, involving both the public and private sectors).
- In broad terms, then “**Governance is about the institutional environment in which citizens interact among themselves and with government agencies/officials**”.

Principles of Good Governance (EU)

- Openness
- Participation
- Accountability
- Effectiveness
- Coherence

Elements of Good Governance (WB)

- Public Sector Management
- Accountability
- Legal Framework for Development
- Transparency

Elements of Good Governance (ADB)

- Accountability
- Transparency
- Participation
- Predictability

Governing and **governance** do not take place in a vacuum. All of these changes are – or must inevitably be – reflected in the ways government functions and in the ways that governance is conceptualized.

“Good governance is about pursuing and promoting the greatest good for the greatest number of citizens at all times, while equally respecting and according due protection to those who may hold a different view.”

“A joint enterprise between elected officials, their citizens and their organizations.

Governance therefore entails a meaningful partnership between the state, civil society and the people who comprise it, and the private sector. Governance entails, especially, the state sharing with civil society the responsibility for policy making and implementation and all the partners being accountable to their constituencies, to each other and to society as a whole.”

Good Governance

“Good governance is the joint responsibility of players in the public sector, the corporate private sector, and civil society at national, international, multinational and multilateral levels.”

Human Development

"The basic purpose of development is to enlarge people's choices.

In principle, these choices can be infinite and can change over time. People often value achievements that do not show up at all, or not immediately, in income or growth figures: greater access to knowledge, better nutrition and health services, more secure livelihoods, security against crime and physical violence, satisfying leisure hours, political and cultural freedoms and sense of participation in community activities. The objective of development is to create an enabling environment for people to enjoy long, healthy and creative lives."

Mahbub ul Haq

Human development is about much more than the rise or fall of national incomes. It is about creating an environment in which people can develop their full potential and lead productive, creative lives in accord with their needs and interests. People are the real wealth of nations. Development is thus about expanding the choices people have to lead lives that they value. And it is thus about much more than economic growth, which is only a means —if a very important one —of enlarging people's choices.

Fundamental to enlarging these choices is building human capabilities —the range of things that people can do or be in life. The most basic capabilities for human development are to lead long and healthy lives, to be knowledgeable, to have access to the resources needed for a decent standard of living and to be able to participate in the life of the community. Without these, many choices are simply not available, and many opportunities in life remain inaccessible.

Governance and Human Development

Governance refers to the existence of political, economic and administrative authority in the management of a country at all levels. It incorporates the complex processes, mechanisms and institutions through which citizens and groups articulate their interests, mediate their differences and exercise their legal rights and obligations. Governance is a key link between growth and the reduction of poverty and inequality. It is important for socio-economic development and addressing social and economic inequalities. Although growth generates income, the poor are less likely to benefit from it if they are not empowered economically, socially and politically.

Good governance can therefore be seen as a key link between growth and poverty reduction. Poor economic management and lack of accountability are some of the reasons why targets for reducing social and economic inequalities are never met. Human development also requires the state to create a democratic space in which people can articulate their demands and fight for a more equitable distribution of power. This is necessary for adequate investment of resources in human development priorities and the equitable access to productive resources.

Good governance facilitates poverty eradication by providing an enabling environment and a participatory society. " Humane governance provides an enabling environment for human development and eradication of human deprivation. The qualities of such governance include ownership, which makes it participatory and in people's interest; equity, which makes it conducive to building a society offering everyone equal access to opportunities; and accountability, which embodies structures that are transparent and accountable.

“According to UNDP, *good governance* addresses the allocation and management of resources to respond to collective problems. It is, among other things, participatory, transparent and accountable. It is also effective and equitable. And it promotes the rule of law. Good governance ensures that political, social and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision-making over the allocation of development resources. Good governance also recognizes that governance is exercised by the private sector and civil society, as well as the state, all of which have important roles to play in promoting sustainable human development”.

Governance and Human Development

The overall hypothesis is that good governance is conducive to human development. However, this does not aim at showing that good governance or special policies are the only determinants of development but rather that governance matters. The level of economic development constrains the capacity to formulate and implement policies, but in spite of low level of GDP, it suggests that politicians in new developing democracies can influence the prospects of human development by choosing ‘sound’ policies and strengthening the state capacity.

Good governance affects human development in three ways:

1. Good political governance influences human development by making the politicians more accountable to the citizens by increasing responsiveness and participation.
2. Good economic governance influences human development directly by securing the provision of public goods and indirectly by creating an enabling economic environment.
3. Good administrative governance influences human development by raising the institutional quality of the public sector.

“Governments **increasingly realize that they will not be able to conduct and effectively implement policies, as good as they may be, if their citizens do not understand and support them** (emphasis theirs). Thus, governments are looking to new or improved models and approaches for better informing and involving citizens in the policy-making process.” Thus, governance must include citizens as well as the institutions that support government policymaking. And, governance also implies a role for governments in helping citizens to better understand their work, for the express purpose of participating in policy-making.

The United Nations Development Programme defines governance as:

The exercise of economic, political, and administrative authority to manage a country's affairs at all levels. Governance is a neutral concept comprising the mechanisms, processes, relationships and institutions through which citizens and groups articulate their interests, exercise their rights and obligations and mediate their differences.

According to UNDP, *good governance* addresses the allocation and management of resources to respond to collective problems. It is, among other things, participatory, transparent and accountable. It is also effective and equitable. And it promotes the rule of law.

World Bank View (Expert)

Governance was rediscovered in the 1990s to help understand why the poor in developing countries were not getting richer as quickly as we had hoped. As a result, development organizations became obsessed with showing that governance is highly correlated with all manner of development outcomes, but remained ignorant about two key questions:

- Is better governance a cause or a consequence of poverty reduction?
- If it is a cause, since we cannot fix it all, which aspects matter most?

“Government” or “government actors” refers to elected representatives and their associates who occupy positions of highest authority in society. They are part of all governing processes, even though the role they play in governance is less significant than the one they used to play in the more traditional roles of governing. This gives them three advantages: greater legitimacy than other actors in the governance process; the final say (i.e. ultimate authority); and the ability to ensure that public policy is coherent and well coordinated. *The four models offer different views of the role of government actors in governance:*

- A pluralist view in which government is one of several players, with private sector actors included
- Government as instrument in the Marxist sense, an instrument of dominant economic interests
- The “public policy entrepreneur” model in which government actors, supported by administrative actors, are most likely to act as entrepreneurs
- Government leaders as “symbol managers” in which leaders give the impression of controlling the machinery of government.

Core Elements of Governance

“Governance, in general, is said to consist of the following core elements: **“accountability, transparency, openness, and rule of law.”** Citizens certainly agree. According to citizens, good governance involves transparency and accountability, being accepted - as respected partners in policy formulation and implementation, and genuine ongoing engagement periods.

Citizens expect governments to place people at the center of decision making, to consult with people and communities, to provide for basic needs and infrastructure, and to be more open, democratic, transparent and accountable. They also expect governments to enable the economic, social, cultural, intellectual and spiritual well-being of its citizens. In other words, citizens increasingly see governments as playing an enabling and facilitating role.

Roles for citizens in governance

It is clear that citizens are able – and entitled - to participate in decisions and policy-making, to provide input and ideas, to express concerns and to know that they will be heard. Further, they expect to be able to come together with others to share their views. Other roles that citizens maintain include:

- Holding legitimate expectations of governments
- Bringing forward their concerns in all their dimensions - social, economic, cultural, scientific, environmental, etc
- Inspiring/prompting necessary changes. Current attention to governance reflects the understanding that institutions have not kept pace with changes and challenges.

Considering the roles citizens play – and increasingly want to play - in governance raises important questions related to expectations (both of governments and of citizens), and to how citizens develop a sense of belonging and capacity to participate in governance:

- Is government genuinely concerned for the well being of its citizens?
- How do stakeholders in governance come to fulfill their roles and learn to take on their responsibilities?
- How do stakeholders know what the state owes to citizens, what citizens owe to the state and what citizens owe to each other? And how do we ensure that there are mechanisms in place to guarantee their realization?
- How does a sense of belonging - being part of a specific political community, to participate in its economic and social life and to enjoy its support – come about?

Conclusions

Clearly there are no universally applicable prescriptions for good governance. However, there are a number of possibilities which flow from this discussion. It is important to:

- Enlarge the discussion of governance and the role of citizens in it
- Discuss the issues which limit citizens' ability to participate. Are there others? Which are priorities? How best to address them?
- Involve citizens in the discussions. Draw on the wealth of available experience, expertise, willingness, and desire for involvement
- Work together to determine how best to build capacity at all levels for more collaborative, inclusive governance
- Continue to move up the ladder of citizen participation toward good, humane and genuinely participatory governance.

Corporate Governance

By: A. R. Kemal

Corporate Governance: The Concept

- Private and public institutions, including laws, regulations and accepted business practices govern the relationship between corporate managers and entrepreneurs on the one hand, and those who invest resources in corporations, on the other
- Investors include suppliers of equity finance (shareholders), suppliers of debt finance (creditors), suppliers of relatively firm-specific human capital (employees) and suppliers of other tangible and intangible assets that corporations may use to operate and grow.

Significance of Corporate Governance

- Corporate governance is important for national development
- It helps in increasing the flow of financial capital to firms in developing countries
- It helps in overcoming barriers such as actions of vested interest groups, to achieving sustained productivity growth

Corporate governance contributes

- to investment for growth and for employment creation;
- to competitiveness for the global market;
- to corporate environmental and social responsibility;
- to increasing efficiency of public sector agencies.

Factors for Improved Corporate Governance

- Improved corporate governance cannot be considered in isolation.
- Financial institutions including the banking sector needs to be strengthened.
- Competition policy and sector-specific regulatory reform must be accorded priority.
- Forces for improved corporate governance are both demand and supply determined
- Forces working against corporate governance include dominant shareholders and other corporate insiders — in the private and public sectors — in entrenched distributional cartels.
- The heightened risk of regulatory capture with clientelistic relationship-based, as opposed to rules-based, systems of governance reinforces the fact that good corporate governance requires good political governance.
- The institutions of corporate governance play an essential role in the long-term process of development of a country.

The Institutions and Corporate Governance

- Institutions of corporate governance facilitate and stimulate the performance of corporations by creating and maintaining a business environment that motivates managers and entrepreneurs to maximize firms' operational efficiency, returns on investment and long-term productivity growth.
- Institutions ensure corporate conformance with investors' and society's interests and expectations by
 - limiting the abuse of power,
 - the siphoning-off of assets,
 - the moral hazard and the significant wastage of corporate-controlled resources (so-called "agency problems") that the self-serving behavior of managers and other

corporate insiders can be expected to impose on investors and society in their absence

- The institutions establish the means to monitor managers' behavior to ensure corporate accountability and provide for the cost-effective protection of investors' and society's interests vis-a-vis corporate insiders
- They determine what society considers acceptable standards of corporate behavior, and ensure that corporations comply with those standards.
- While interests of investors can be adequately protected through contractual relations with the company, the shareholders can adequately be protected only through the institutions of corporate governance.
- Corporate governance ensures the supply of the financial resources at the lower cost

Poor Governance and the Consequences

- Poor contract enforcement due to pervasive clientelism and/or a weak judicial system renders the very distinction between "residual" and "non-residual" claimants questionable
- Weak bankruptcy procedures create a need for corporate governance to include protection of creditors' interests
- Behavior of powerful vested interests entrenched in highly concentrated oligopolistic structures of local economic and political power
- The poor governance tends to weaken or undermine healthy price competition and the proper functioning of markets
- Weakens or undermines the development and consolidation of democratic political institutions
- Privatization of the state-owned corporations, reduce anti-competitive market regulations, liberalize trade and investment policies and seek actively to attract foreign investors have a major positive impact
- The institutions of corporate governance, combined with those of market competition and government regulation, are society's principal means of inducing corporations collectively to behave in ways that are good for society as a whole.
- Globalization enhances the strength of market forces relative to that of regulation by national and sub national governments.

Obstacles to Improved Corporate Governance

- Actions of the oligopolistic coalitions and powerful vested interest groups operate simultaneously in the marketplace, notably as corporate insiders, and in the sphere of domestic politics.
- Unhealthy inter-firm price competition lead to significant wastage and misallocation of a country's resources
- Cartels resist the adaptation to new conditions created by the availability of a new technology or of a more effective business model
- Create excessive volatility and instability in markets
- Cartels tend both to resist inter-firm price competition and any change that might upset the balance of power within their oligopoly, and to provoke change whenever a member of the cartel or coalition of members within the cartel believes it can increase its share of power
- Poor governance result in significant wastage of capital resources, both material and human

Governance and Stock Markets

- Vibrant local stock market is crucial for the country's long-term development

- Stock markets are a source of investment finance for corporations
- The small and medium-size firms that account for the bulk of local employment and constitute a significant source of local dynamism and flexibility are unlikely to be able to sell their shares in New York or London, to be able to genera

Corporate Governance and the Real Sectors

Policymakers must simultaneously give attention to three sets of institutions:

- a) the institutions of corporate governance per se;
- b) the institutions of market competition;
- c) the institutions of regulation that are required in some specific sectors (e.g. telecommunications, air transportation, etc.) including many where major state-owned corporations have recently been privatized.

Political Governance

Close interaction between the institutions of political governance and those of corporate governance is clearly reflected in at least three ways:

- The central roles of the legislative, regulatory and judicial bodies
- Distributional cartels exert their power in both the economic and political spheres of activity in a country; and
- Importance of the enforcement issue.

Interrelationship between Good Governance and Sustainable Development

By: Rehana Siddiqui

Good Governance

- **Good governance is defined as:**
 - “governance is concerned with the use of political authority and exercise of control over society and management of its resources for social and economic development. Hence, democratic governance contemplates the achievement of a certain level of economic and political stability, the management of social conflicts, and the creation of institutions and arrangements by which various social groups can co-operate with each other in the political and economic life of the country.” [Serageldin and Landell-Mills (1991)].
- **This definition highlights three dimensions of good governance:**
 - Leadership:
 - Use of the political authority.
 - Required to coordinate the various, diverse actions of a virtuous, intelligent and skilled community.
 - Requires public functionaries who understand and embody the identities of all sector of the society
 - Requires internally plural vision
 - Justice:
 - control and protect the citizens
 - Stewardship:
 - Management of resources for social and economic development
 - Taking in to account the interest of all the stake holders and under stand their needs and concerns
 - Understanding of the dynamic process of growth and development

Factors affecting GG

- Lack of transparency
- Weak accountability
- Poor organization
- Lack of technical capacity
- Lack of responsiveness
- Inefficiencies
- Poor motivation
-

Sustainable development

- Sustainable development means “meeting the needs of the present generation without compromising the needs of future generations.”
- Policy options for developing countries
 - Proper resource pricing
 - Community involvement

- Clearly defined property rights and resource ownership
- Improve economic alternatives for the poor
- Rising economic status of women
- Industrial emissions abatement policies
- Agenda 21
- Commission on sustainable development
 - Environmentally sound management of hazardous and solid waste.
 - Sound management of biotechnology, transfer of environmentally sound technology, cooperation, capacity-building and others.
 - Issue of trade, industry, energy, transport, and sustainable tourism.

GG and SD-Water Issues

- The main challenge in the rural irrigation water is to reform abiana assessment and collection as described, with a larger role played by farmer organization, and ensure that the revenue collected is used for more efficiently managed O&M. The extent to which existing pilot reforms can be implemented more widely will depend on political constraints.
- Ground water in Balochistan

GG and SD-fishery

- Pakistan recent participatory poverty assessment (Planning Commission, 2003) states that: “In the coastal areas of Balochistan, fishing was an important source of livelihood. In Gawadar District, analysts explained that fish catches were declining as foreign trawlers used modern equipment to catch large numbers of fish. Boats from other parts of Pakistan also contributed to this overfishing. Local fishermen were increasingly forced to fish in shallower waters, but even there fish stocks were falling”

GG and SD-Forestry

- Forest cover-required 25 percent, only 5 percent in Pakistan
- Forest products
- Dependence on forests-poor and non poor
- Over exploitation of resources-lack of property rights
- Community forests

GG and SD-energy

- Energy efficiency and conservation for sustainable development
- Electricity:
 - High prices of electricity-role of IPPs
 - Loss of environment due to water logging
 - Thermal power
 - Nuclear power
 - GG can lead to substantial loss of revenue, e.g., the electricity theft

GG and SD-Industrial Water pollution

- Industrial water pollution
- The pollution in river Ravi has reached the level where it is claimed that River Ravi is ecologically dead up to 62 km downstream from Lahore.
- WHO has reported that improved water supply and sanitation reduces illness and death by 65 percent.

GG and SD-Waste Water

- Waste water treatment at the industrial level is a critical issue. Outdated production technologies with no proper waste water disposal system are resulting in higher water pollution. Textiles, leather, paper and board, sugar, fertilizer and cement account for 80 percent of water consumption and higher share in water contamination.
- Under priced water leading to inefficient use and wastage of water as water use in some industries in Pakistan is ten times higher than in industrial countries.
- So far the policies dealing with issue of waste water have focused on NEQS. The implementation may lead to close down of many industries. Therefore, the efforts to implement the NEQS need to be supplemented with incentives to acquire environment friendly production technologies.

Industrial Water Pollutants

| | pH value | SS(mg/l) | BOD (mg/l) | BOD (lbs./day) |
|------------|----------|----------|------------|----------------|
| NEQs | 6-10 | 150 | 80 | None |
| Food | 6-7.6 | 220-3140 | 260-1780 | 20-900 |
| Cement | 6.3 | 7740 | 50 | - |
| Fertilizer | 8.3 | 2200 | 250 | 5280 |
| Tanneries | 7.9 | 3800 | 470 | 90 |
| Steel | 7.8 | 50 | 190 | 20 |
| Paper | 6.7 | 21100 | 930 | 34900 |

GG & SD-Water and Air Pollution

- WHO estimates that 3.3 million people die every year from diarrheal diseases and at any one time there are 1.5 million people with parasitic worm infections stemming from human excreta and solid waste in the environment.
- The adverse health impact of vehicular emissions (transport sector), relative to other sectors, are in general higher due to mobility of vehicles. The number of vehicles in the country increased from 2.1 million in 1992 to more than 4.6 million in 2002 resulting in air pollution as high as three times of the internationally acceptable limits. According to estimates of Ministry of Environment each vehicle in Pakistan emits 15-20 times more pollutants than the average in a developed country.

GG & SD- Air Pollution

- Survey of major cities of Punjab province, in Pakistan, shows that, in 1996, along the road the ambient concentration of atmospheric pollutants like TSP (ug/m³), was 1240, 1030, and 780, in the cities of DG Khan, Multan, and Lahore, respectively. Similarly, the SO₂ (ppb) concentration was 2.6, 3.0 and 4.2 and the concentration level of PM₁₀ (ug/m³), was 750, 630 and 465 in these cities, respectively. These are above the internationally recommended level of 150-230 ug/m³ for TSP, 100-150 ug/m³ for SO₂, and 90-150 ug/m³ for PM₁₀.
- According to World Bank improved quality of urban air can lead to cost saving of more than \$ 1000 per DALY saved.

GG & SD-policies

- Ensure implementation of reforms-particularly fiscal reforms and governance process
- Carry out broad based reforms: economic, civil service and judicial reforms
- Effective devolution/decentralisation process
- Empowering the citizens: awareness raising and accounting mechanism

Environment and development

- How developed countries can help
 - Trade policies
 - Debt relief: debt for nature swap
 - Development assistance
- What developed countries can do for environment:
 - Emission controls
 - Research and development
 - Import restrictions

Advocacy Strategies through a Civil Society for Good Governance Policy and Process Framework

By: Kamran Malik

Advocacy

An organized effort to effect systematic or incremental change that seeks to involve citizens in the policy-making process

**(Advocacy
Institute - USA)**

More Definitions

- ◆ A variety of organized tactics to achieve a public a policy goal
- ◆ Giving support to a cause
- ◆ An effort to resolve problems through negotiation, persuasion and convincing in non-violent way
- ◆ An attempt of social change by weaker section of the community to gain political and economic power

The Need

- ◆ Awareness raising
- ◆ Mobilization
- ◆ Participation
- ◆ Alternatives
- ◆ Information dissemination
- ◆ Lobbying

Types

- ◆ **Private advocacy**
When the beneficiary is an individual
- ◆ **Public advocacy**
Advocacy aimed to benefit the public at large or a large group of individuals

Approaches

- ◆ The public interest lobbying model
- ◆ A citizen action approach
- ◆ A transformation approach
- ◆ A combination of all three approaches

Advocacy Planning

The Seven Steps

Basic Issues

- ◆ Relevance
- ◆ Priority
- ◆ Support

Step 1

Know your issue

Identify

- ◆ Define
- ◆ Understand

Step 2

Establish Objective(s)

- ◆ Evidence

- ◆ Achievable
- ◆ Support
- ◆ Participation
- ◆ Resources
- ◆ Power
- ◆ Access

Step 3

Stakeholder Analysis

All stakeholders

- ◆ Direct impact
- ◆ Partners
- ◆ Beneficiaries
- ◆ Losers
- ◆ Status quo supporters
- ◆ The most concerned

Step 4

Develop a strategy

- ◆ Means of achievements
- ◆ Advantages and disadvantages

Step 5

Planning

- ◆ What
- ◆ When
- ◆ Why
- ◆ Who
- ◆ How

Step 6

Resource Mobilization

- ◆ Human
- ◆ Financial

Step 7

Monitoring & Evaluation

- ◆ Develop Indicators
 - Objectives
 - Short term – Long term
- ◆ Time Frame
- ◆ Type – Quantitative & Qualitative

| Approach | Actor/ organizer | Target Audience | Objective | Strategies | Measuring Success |
|---|---|--|--|---|---|
| Information, Education Communication (IEC) | Service providers | Individuals Segments of a community (women men, youth) | Raise awareness and change behavior | Sort (by audience) Mass media campaigns Community outreach Traditional media | Knowledge/ skills acquired and behavior changed Process indicators Focus groups Service delivery statistics |
| Public Relations | Commercial institutions | Consumers | Improve the company's image and increase sales | Large- scale advertising (radio TV, print media) Public events | Public perception Sales Market share |
| Community Mobilization | Community members and organizations | Community members and leaders | Build a community's capacity to prioritize needs and take action | Door- to- door visits Village meetings Participatory Rural Appraisal (PRA) | Issue- specific process and outcome indicators Quality of participation |
| Advocacy | NGOs Research institutions Universities | Public institutions and policy- makers | Change policies, programs, and resource allocation | Focus on policy makers with the power to affect advocacy objective High- level meetings Public events (Debates, protests, other events) | Process indicators Media scans Key informant interviews Focus groups Opinion surveys |

Challenges and Opportunities Faced by Decision Makers in Good Governance

By: Azhar Saeed

Governance

What is Governance?

- "governance" means: the process of decision-making and the process by which decisions are implemented (or not implemented) in the management of a country's resources.

Levels of Governance

- Global
- National
- local
- Organizational (both for profit and nonprofit organizations)

Q. Who are the decision makers in governance?

Actors in governance

- government
- research institutes,
- religious leaders,
- finance institutions,
- political parties,
- the military,
- NGOs,
- Media
- Lobbyists
- Academia
- MNCs, superpowers, other countries,

Plus in Rural

- influential land lords,
- associations of peasant farmers,
- cooperatives,

and in urban

- Worker unions
- Industrial Associations
- Watchdog groups

Structures

- **Formal:**
 - Parliament, Cabinet, Senate, Provincial assemblies, District Council etc
- **Informal:**
 - Kitchen cabinets, powerful transnational companies, families, mafias, pressure groups

Q. Whether informal structures help or hinder good governance?

- Informal decision-making is often the result of corrupt practices or leads to corrupt practices.

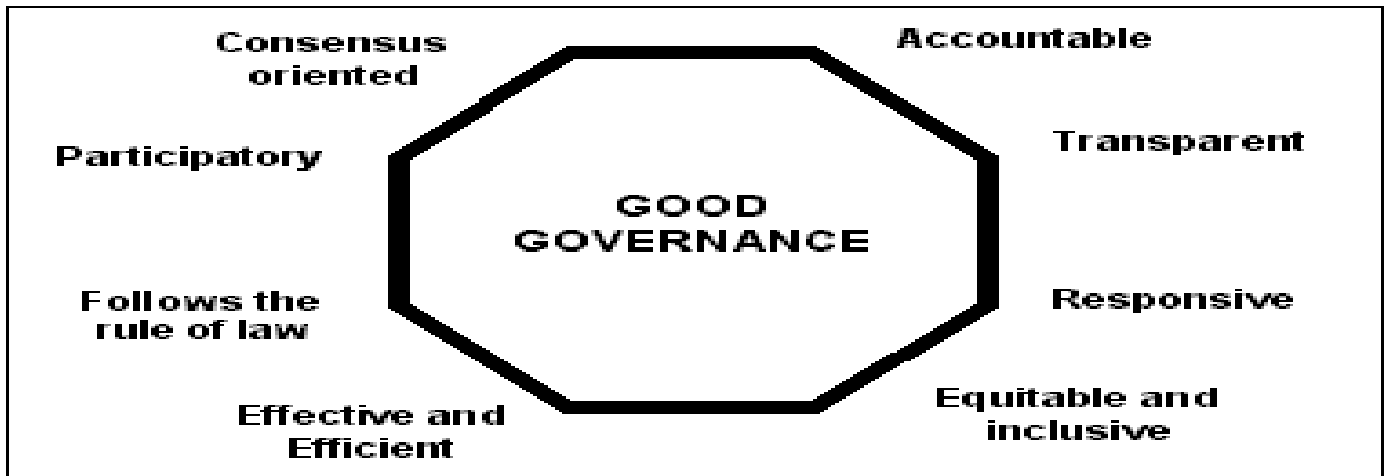
New development governance paradigm;

- To ensure good governance government, civil society and business must work together in complementary roles.
- Governance is government's business!
- True
- False
- Governance is everyone's business

Good Governance

- Good governance has 8 major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It ensures that corruption is minimized and voices of the minorities and most vulnerable segments are taken into account. It is also responsive to the future needs of the society.

Characteristics of Good Governance



Participation

- Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. (It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making.)
- Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand.

Rule of law

- Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible law enforcing agencies.

Transparency

- Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms.

Responsiveness

- Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe.

Consensus oriented

- There are several actors and as many view points in a given society. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development.

Equity and inclusiveness

- A society's well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, but particularly the most vulnerable, have opportunities to improve their well being.

Effectiveness and efficiency

- Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment.

Accountability

- Accountability is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. An organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law.

Challenges and Opportunities for decision makers?

Handout:

Prince, merchant and citizen perceptions

Monitoring and Evaluation of Policies, Programs and Projects for Good Governance

By: Shah Nawaz Hussain

MAIN INSTRUMENTS FOR NATIONAL PLANNING

1. POLICIES

2. PLANS

- | | | |
|------|----------------------------|-------------|
| i. | Perspective Plan | 10-20 Years |
| ii. | Mid Term Plan/Rolling Plan | 02-05 Years |
| iii. | Annual Plan | 01 Year |

– PROJECTS/PROGRAMMES

PROJECT CYCLE/STAGES

IDENTIFICATION – PROJECTS ARE CONCEIVED ON THE BASIS OF:

- i. Need
- ii. Directive
- iii. National Priorities
- iv. National or International Commitment
- v. Replacement or Renewals

PREPARATION

- i. Pre-Feasibility Study/Survey
- ii. Feasibility
- iii. Documentation/Preparation

PROCESSING/IMPLEMENTATION

- i. Appraisal/Scrutiny Through Various Forums
- ii. Authorized/Approval
- iii. Implementation

MONITORING/EVALUATION

- i. Monthly/Quarterly implementation Review/Monitoring
- ii. Revision (If Essential)
- iii. Completion Report
- iv. Post Completion Evaluation

CONCEPT OF THE PROJECT

- Project is a plan, scheme or proposal, usually that involves lot of people and lot of work (Chambers)
- A project is also a piece of work by a student that involves research and a written report. (Chambers)
- A project is a group of activities that needs to be undertaken with limited resources to yield specific objectives in a specific time in a specific locality.

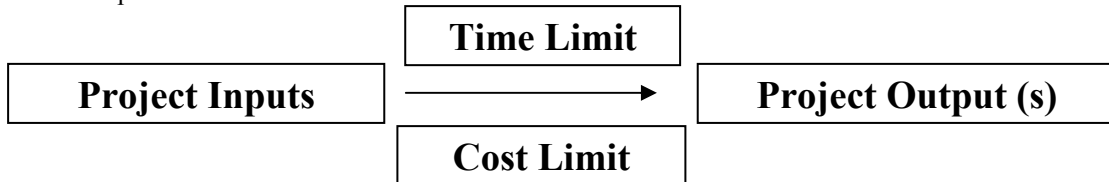
PROJECT PLANNING

- Concept:
 - What has to be done
 - When has to be done
 - How has to be done
 - Where has to be done

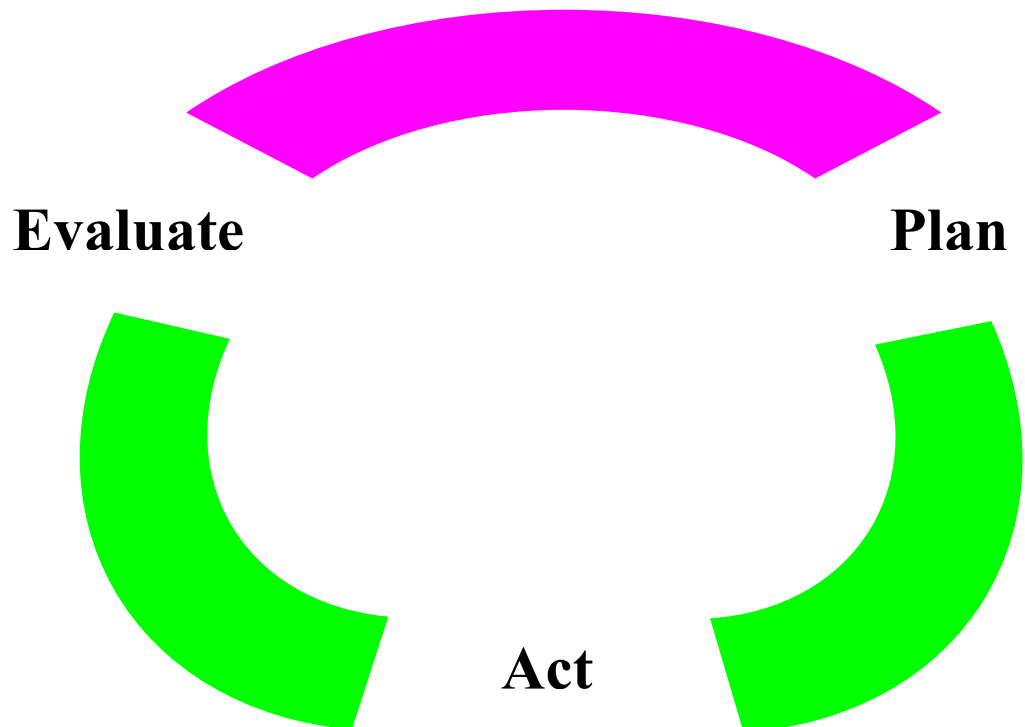
- Who will do what
- Establishing objectives
- Defining project
- Creating work breakdown structure
- Determining resources
- Forming organization
- Application of Technology
- Goal oriented
- Strategy oriented

FUNDAMENTAL ELEMENTS OF A PROJECT

- Group of activities
- Limited resources
- Specific objectives
- Specific time



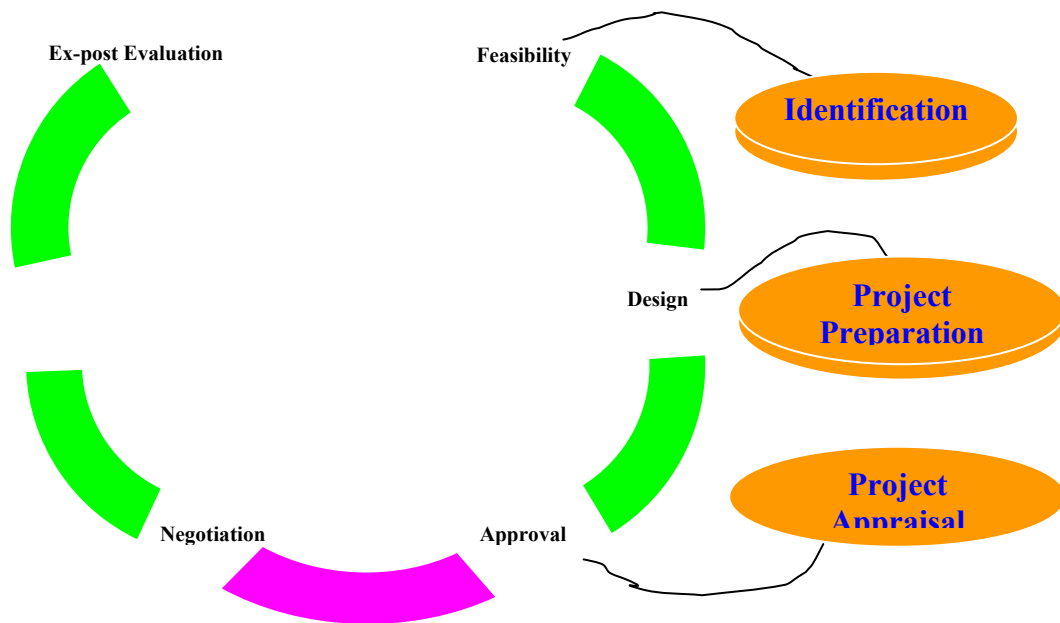
BASIC VERSION OF PROJECT CYCLE



WORLD BANK PROJECT CYCLE



Implementation



MONITORING AND EVALUATION

Monitoring

- Regular observation and recording of activities taking place in a project / programme(Targets/Achievements/Utilization).
- Systematic and purposeful observation
- To assess whether a policy/programme/project is being implemented as was planned
- To identify issues/reasons for delays/shortfalls/cost over runs

Evaluation

- Process of judging value
- Critical analysis of what a program/project or a policy has achieved in relation to activities planned, overall objectives, underlying assumptions, Strategy and resources commitment
- Whether the program/project had desired effects on intended beneficiaries

DIFFERENCES BETWEEN MONITORING AND EVALUATION FUNCTIONS

| <u>Monitoring</u> | <u>Evaluation</u> |
|--|--|
| <ul style="list-style-type: none"> • Keeps track of daily activities a continuous function • Accepts objectives, targets and norms stipulated in the project document • Checks progress towards output targets • Stresses conversion of inputs to outputs • Reports on current progress at short intervals for immediate corrective actions | <ul style="list-style-type: none"> • Takes large rang view through in-depth study-a one time function • Questions pertinence and validity of project objectives/targets • Measures performance in terms of objectives • Emphasis achievement of overall objectives • Provides an in depth assessment of performance for future feedback |

KINDS OF MONITORING

- ❑ **Internal Monitoring**
 - Responsibility of project management
 - Internal monitoring unit is to work like an eye of the project management ensuring successful and timely completion of project
 - Serves the objectives of internal project management
 - Helps to take quick, timely and appropriate decisions
- ❑ **External Monitoring**
 - Undertaken by an outside agency
 - Serves the high level authorities/planning agency in macro planning
 - Provides a link between high level authorities and project management

PROJECT MONITORING TECHNIQUES

- ❑ **Development of Management Information System (MIS)**
 - Crucial to coordinate the flow amongst the project director, executing agency, sponsoring agency, line department and ministry. At the heart of the system lies the network diagram which presupposes.
 - The introduction of management techniques such as CPM and PERT
- ❑ **Critical Path Method (CPM)**
 - Assists managers to take up critical activities for implementation in the right sequence.
 - Significant milestone could be determined and regularly monitored by project management.
- ❑ **Programme Evaluation and Review Techniques (PERT)**
 - Developed with the objectives of being able to handle uncertainties in activity completion on time

THE EFFECTIVE MONITORING SYSTEM INCLUDES THE FOLLOWING STEPS

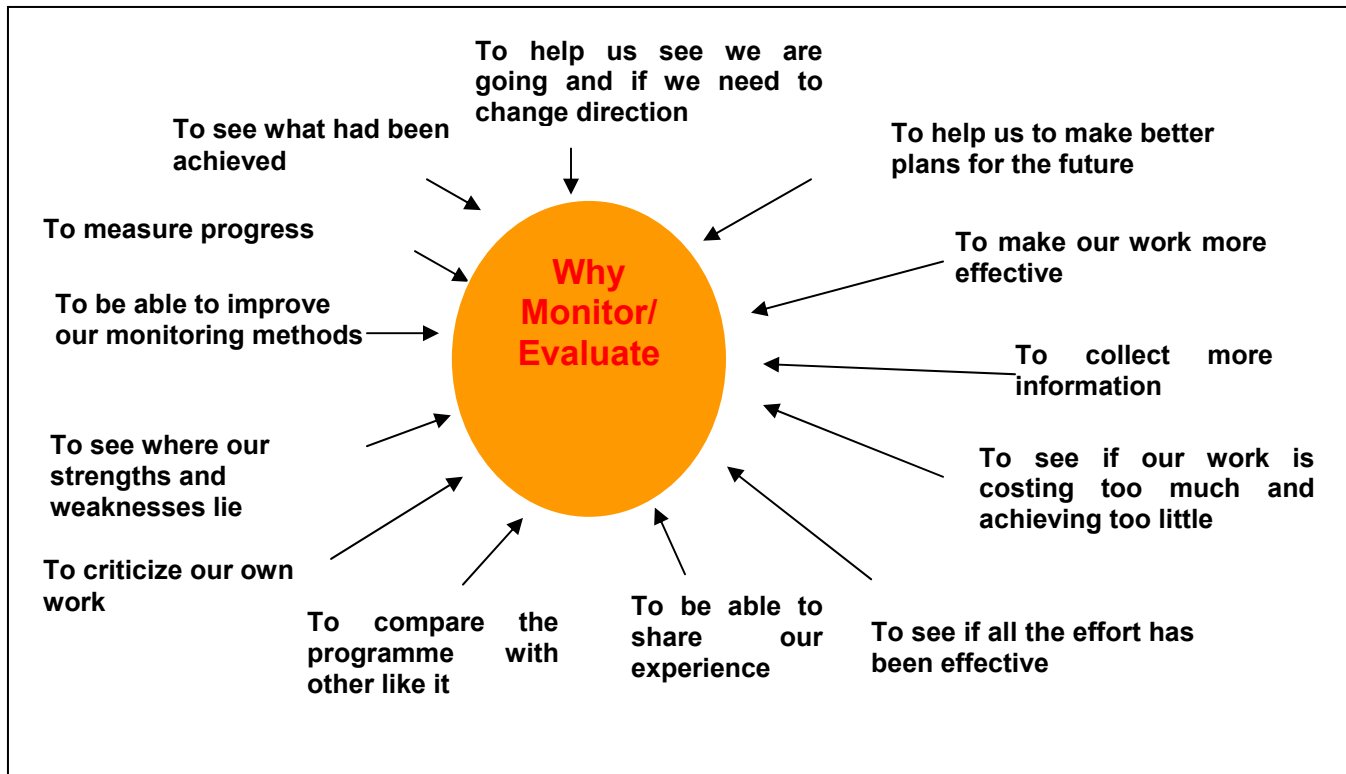
- Identify desired outcomes
- Select indicators
- Conduct effective assessment
- Prepare monitoring report
- Recommendations

WHY MONITOR / EVALUATE?

First of all, what does the word evaluate mean? It means simply to assess the value of something. It means helping those who are involved in many different kinds of development programmes to assess the value of what they are doing. Many of them are already monitoring their own work and may have taken part in evaluating it in a systematic way.

When you ask people why they evaluate their work, different people give different answers. Here are some of the actual answers people have given:

WHY MONITOR / EVALUATE?



From the answers given by people to the question why did you evaluate? Ten key reasons emerged. These were to do with:

- Achievement (seeing what has been achieved)
- Measuring progress (in accordance with the objectives of the programme)
- Improving monitoring (for better management)
- Identifying strengths and weaknesses (to strengthen the programme)
- Seeing if effort was effective (what difference has the programme made?)
- Cost benefit (were the costs reasonable?)
- Collecting information (to plan and manage programme activities better)

Sharing experience (to prevent others making similar mistakes, or to encourage them to use similar methods)

Improving effectiveness (to have more impact)

Allowing for better planning (more in line with the needs of people, especially at community level)

From experience:

In one country some community development workers compared evaluation to taking a bus journey along an unknown road. While they could see through the glass windows they were happy because they could see that they were making progress. Then rain forced them to put wooden shutters over the windows and they could no longer assess their progress. They knew they were moving forward but could not tell along which road, how fast, or even whether they were nearing their destination.

Monitoring/Evaluation is like looking to see where and how fast you are going, and then estimating when you are likely to reach your destination.

- Lack of capable management/Training
- Poor inter – agency coordination
- ❑ **Financial**
 - Unrealistic cost estimates and over estimation of benefits
 - Lack of financing arrangement
 - Inadequate allocations/funding
 - Late release of funds
 - Lapsable accounts
 - Cost over run
- ❑ **Political Intervention**
- ❑ **Others**

Power and Powerlessness in Sustainable Good Governance

By: Mr. Masood H. Kazilbash

What is Development?

By development I mean movement upward of the entire social system and I believe that is the only logical tenable definition.

Gunnar Myrdal, cited by Ingermar Fagerlind
and Lawrence J.Saha,
“Education and National Development”

Definition Of Sustainable Human Development

Sustainable human development places people at the centre of development process and makes the central purpose of development as creating an enabling environment in which all people enjoy a long healthy and creative life. It also recognizes that not much can be achieved without a dramatic improvement in the status of women and the opening of all opportunities to women.

(Reconceptualising Governance – UNDP’s Discussion Paper 2)

Definition of Governance

Governance is defined as the exercise of political, economic and administrative authority to manage nation’s affairs. It is the complex mechanisms, processes, relationships and institutions through which citizens and groups articulate their interests, exercise their rights and obligations and mediate their differences.

(Reconceptualising Governance – UNDP’s Discussion Paper 2)

Definition of Good Governance

Good governance system is participatory, implying that all members of governance institutions have a voice in influencing decision making.

(Reconceptualising Governance – UNDP’s Discussion Paper 2)

Characteristics of Good Governance

- 🌐 People’s human rights and fundamental freedoms are respected, allowing them to live with dignity.
- 🌐 People have a say in decisions that affect their lives.
- 🌐 People can hold decision makers accountable.
- 🌐 Inclusive and fair rules, institutions and practices govern social interactions.
- 🌐 Women are equal partners with men in private and public spheres of life and decision making.
- 🌐 People are free from discrimination based on race, ethnicity, class, gender or any other attribute.
- 🌐 The needs of future generations are responsive in current needs.
- 🌐 Economic and social policies are responsive to people’s needs and aspirations.
- 🌐 Economic and social policies aim at eradicating poverty and expanding the choices that all people have in their lives.

(UNDP Human Development Report 2002)

Political Participation as a Pre-requisite of Development

While the paradigm of economic growth can be indifferent to political freedom, the paradigm of human development cannot. People are not at the centre of development if they are in a political prison.

Mahbub ul Haq

“Cited by Human Development Report 1999, HDC”

Why Exclusion of Poor from Power?

The key problem is to find out why that sector of society of the past which I would not hesitate to call capitalist, should have lived as if in a *bell jar*, cut off from the rest; why was it not able to expand and conquer the whole society?

Fernand Braudel,

“The Wheels of Commerce”

Reason for Exclusion of Poor from Power

The bell jar makes capitalism a private club, open only to a private few, and enrages the billions standing outside looking in. This capitalist apartheid will inevitably continue until we all come to terms with the critical flaw in many countries’ legal and political systems that prevents the majority from entering the formal property system.

Hernando De Soto

“Mystery of Capitalism”

VOICE AND ACCOUNTABILITY

| S. No. | SAARC Countries | Ranking (-2.50 to 2.50) | Developed Countries | Ranking (-2.50 to 2.50) |
|--------|-----------------|-------------------------|---------------------|-------------------------|
| 1. | Maldives | -0.81 | Norway | 1.58 |
| 2. | Sri Lanka | -0.23 | U.S.A | 1.24 |
| 3. | India | 0.66 | France | 1.11 |
| 4. | Pakistan | -1.06 | U.K | 1.46 |
| 5. | Bhutan | -1.27 | Germany | 1.42 |
| 6. | Nepal | -0.06 | Italy | 1.10 |
| 7. | Bangladesh | -0.20 | Spain | 1.15 |

➤ **Result: -2.5 to 2.5. Higher is better**

➤ **Concepts Measured:**

1. Free and fair elections
2. Freedom of the press
3. Civil liberties
4. Political rights
5. Military in politics
6. Change in government
7. Transparency
8. Business is kept informed of developments in laws & policies.
9. Business can express its concerns over changes in laws & policies.

Source: World Bank Governance Indicators Dataset – UNDP Report 2002.

RULE OF LAW

| S. No. | SAARC Countries | Ranking (-2.50 to 2.50) | Developed Countries | Ranking (-2.50 to 2.50) |
|--------|-----------------|-------------------------|---------------------|-------------------------|
| 1. | Maldives | ----- | Norway | 1.70 |
| 2. | Sri Lanka | -0.31 | U.S.A | 1.58 |
| 3. | India | 0.23 | France | 1.22 |
| 4. | Pakistan | -0.74 | U.K | 1.61 |
| 5. | Bhutan | ----- | Germany | 1.57 |
| 6. | Nepal | -0.65 | Italy | 0.72 |
| 7. | Bangladesh | -0.76 | Spain | 1.12 |

➤ **Result:** **-2.5 to 2.5. Higher is better**

➤ **Concepts Measured:**

1. Black markets
2. Enforceability of private and govt. contracts
3. Corruption in banking
4. Crime and theft as obstacles of businesses
5. Losses from and costs of crime
6. Unpredictability of judiciary

Source: World Bank Governance Indicators Dataset – UNDP Report 2002.

GRAFT (CORRUPTION)

| S. No. | SAARC Countries | Ranking (-2.50 to 2.50) | Developed Countries | Ranking (-2.50 to 2.50) |
|--------|-----------------|-------------------------|---------------------|-------------------------|
| 1. | Maldives | ----- | Norway | 1.76 |
| 2. | Sri Lanka | ----- | U.S.A | 1.45 |
| 3. | India | -0.39 | France | 1.15 |
| 4. | Pakistan | -0.79 | U.K | 1.86 |
| 5. | Bhutan | ----- | Germany | 1.38 |
| 6. | Nepal | -0.31 | Italy | 0.63 |
| 7. | Bangladesh | -0.64 | Spain | 1.45 |

➤ **Result:** **-2.5 to 2.5. Higher is better**

➤ **Concepts Measured:**

1. Corruption among public officials
2. Corruption as an obstacle to business
3. Frequency of 'irregular payments' to officials and judiciary
4. Perceptions of corruption in Civil Services.
Business Interest Payment

Source: World Bank Governance Indicators Dataset – UNDP Report 2002.

Opportunities and Constraints in Good Governance (Group Work)

By: Ch. Israr-ul-Haque,

WHAT IS GOVERNANCE?

CHALLENGES

- THE CHALLENGE FACING ALL SOCIETIES IS TO CREATE A SYSTEM OF GOVERNANCE THAT PROMOTES, SUPPORTS AND SUSTAINS HUMAN DEVELOPMENT. IT EMBRACES ALL OF THE METHODS – GOOD OR BAD – THAT SOCIETIES USE TO DISTRIBUTE POWER AND MANAGE PUBLIC RESOURCES AND PROBLEMS

DEFINITIONS

- GOVERNMENT IS DEFINED AS THE EXERCISE OF POLITICAL, ECONOMIC AND ADMINISTRATIVE AUTHORITY TO MANAGE A NATION’S AFFAIRS.
- IT IS A COMPLEX MECHANISM, PROCESS, RELATIONSHIP AND INSTITUTION THROUGH WHICH CITIZENS AND GRUPS ARTICULATE THEIR INTERESTS, EXERCISE THEIR RIGHTS AND MEDIATE THEIR DIFFERENCES.
- IT IS A MECHANISM THROUGH WHICH WE ENSURE EMPOWERMENT, COOPERATION, EQUITY, SUSTAINABILITY AND SECURITY
- IT IS A SUBSET OF GOVERNANCE, WHEREIN PUBLIC RESOURCES AND PROBLEMS ARE MANAGED EFFECTIVELY, EFFICIENTLY AND IN RESPONSE TO CRITICAL NEEDS OF SOCIETY. EFFECTIVE DEMOCRATIC FORMS OF GOVERNANCE RELY ON PUBLIC PARTICIPATION, ACCOUNTABILITY AND TRANSPARENCY
- IT IS A SUBSET OF GOVERNANCE, WHEREIN PUBLIC RESOURCES AND PROBLEMS ARE MANAGED EFFECTIVELY, EFFICIENTLY AND IN RESPONSE TO CRITICAL NEEDS OF SOCIETY. EFFECTIVE DEMOCRATIC FORMS OF GOVERNANCE RELY ON PUBLIC PARTICIPATION, ACCOUNTABILITY AND TRANSPARENCY
- GOVERNANCE ENCOMPASSES EVERY INSTITUTION AND ORGANIZATION IN SOCIETY, FROM THE FAMILY TO THE STATE.

COMPONENTS OF SOUND GOVERNANCE

- POLITICAL PROCESS ENSURING DEMOCRATIC ELECTIONS AND PUBLIC ACCOUNTABILITY AT ALL LEVELS IN SOCIETY.
- A VIGOROUS CIVIL SOCIETY.
- A PUBLIC INFORMATION SYSTEM THAT PROVIDES FREE ACCESS TO ACCURATE DATA
- AN INDEPENDENT JUDICIARY

- AN ENTERPRISING PRIVATE SECTOR
- GOVERNMENT INSTITUTIONS AT FEDERAL, PROVINCIAL AND LOCAL LEVEL WITH THE CAPACITY TO FORMULATE AND IMPLEMENT POLICIES, AND A CIVIL SERVICE MANAGED ACCORDING TO A STANDARDIZED AND TRANSPARENT SET OF RULES, WHICH CANNOT BE, AND ARE NOT APPLIED, IN AN AD-HOC MANNER.

TYPES OF GOVERNANCE

- ECONOMIC GOVERNANCE: INCLUDES PROCESSES OF DECISION MAKING THAT DIRECTLY OR INDIRECTLY AFFECT A COUNTRY'S ACTIVITIES OR ITS RELATIONSHIPS WITH OTHER ECONOMIES
- POLITICAL GOVERNANCE: CONSIST OF SEPARATE LEGISLATIVE, EXECUTIVE AND JUDICIAL BRANCHES, REPRESENT THE INTERESTS OF A PLURALIST POLITY, AND ALLOW CITIZENS TO FREELY ELECT THEIR REPRESENTATIVES.
- ADMINISTRATIVE GOVERNANCE: IS SYSTEM OF POLICY IMPLEMENTATION CARRIED OUT THROUGH AN EFFICIENT, INDEPENDENT, ACCOUNTABLE AND OPEN PUBLIC SECTOR.

- SYSTEMIC GOVERNANCE IT ENCOMPASSES THE PROCESSES AND STRUCTURES OF SOCIETY THAT GUIDE POLITICAL AND SOCIO-ECONOMIC RELATIONSHIPS TO PROTECT CULTURAL AND RELIGIOUS BELIEFS AND VALUES, AND TO CREATE AND MAINTAIN AN ENVIRONMENT OF HEALTH, FREEDOM, SECURITY AND WITH THE OPPORTUNITY TO EXERCISE PERSONAL CAPABILITIES THAT LEAD TO A BETTER LIFE FOR ALL PEOPLE

CHARACTERISTICS OF GOOD GOVERNANCE

- SUSTAINABLE
- PARTICIPATORY
- LEGITIMATE AND ACCEPTABLE TO THE PEOPLE
- TRANSPARENT
- PROMOTES EQUITY AND EQUALITY
- ABLE TO DEVELOP THE RESOURCES & METHODS OF GOVERNANCE
- PROMOTES GENDER BALANCE
- TOLERATES AND ACCEPTS DIVERSE PERSPECTIVES
- ABLE TO MOBILIZE RESOURCES FOR SOCIAL PURPOSES
- STRENGTHENS INDIGENOUS MECHANISMS
- OPERATES BY RULE OF LAW
- EFFICIENT AND EFFECTIVE IN THE USE OF RESOURCES
- ENGENDERS AND COMMANDS RESPECT AND TRUST

- ACCOUNTABLE
- ABLE TO DEFINE AND TAKE OWNERSHIP OF NATIONAL SOLUTIONS
- ENABLING AND FACILITATIVE
- REGULATORY RATHER THAN CONTROLLING
- ABLE TO DEAL WITH TEMPORAL ISSUES
- SERVICE-ORIENTED

CONSTRAINTS IN GOOD GOVERNANCE

- WELL DEFINED POLICY FRAMEWORK
- LEADERSHIP
- TRANSPARENCY / CONCEPT
- FREEDOM OF INFORMATION
- LEGAL SYSTEM
- LAW & ORDER
- OWNERSHIP
- A COMMITTED PUBLIC SERVICES MECHANISM
- ADEQUATE RESOURCE AVAILABILITY
- LEADERSHIP

Civic Participation and its Impact on the Implementation of a Social Policy

By: Dr. Mohammad Anwar Butt

WHAT IS CIVIC PARTICIPATION?

CIVIC PARTICIPATION

CIVIC MEANS:

- RELATING OR BELONGING TO A CITY
- RELATING TO OR BEFITTING CITIZENS AS INDIVIDUALS COMMUNITY

PARTICIPATION MEANS:

- INVOLVEMENT
- ENGAGEMENT

CIVIC PARTICIPATION MEANS:

- INVOLVEMENT OF THE CITIZENS

CIVIC PARTICIPATION

- PEOPLE'S INPUT TO THEIR GOVERNMENT ABOUT THE ISSUES AFFECTING THE COMMUNITY.
- STRENGTHEN THE RELATIONSHIP BETWEEN THE PUBLIC AND ITS GOVERNMENT.
- OFTEN ENHANCE THE OUTCOME OF THE POLICY DECISIONS.
- THE PARTICIPATION OF PRIVATE ACTORS IN THE PUBLIC PHERE.
- DIRECT AND INDIRECT INTERACTIONS OF CIVIL SOCIETY WITH GOVERNMENT.
- TO INFLUENCE DECISION MAKING OR PURSUE COMMON GOALS.

FORMS OF CIVIC PARTICIPATION

THE FORMS OF CIVIC PARTICIPATION RANGES FROM:

- PUBLIC / PRIVATE PARTNERSHIP
- PUBLIC POLICY DEBATES
- VOLUNTEERING ON BEHALF OF GOVERNMENT
- ENGAGEMENT OF CITIZENS IN PUBLIC POLICY DEBATE.
- CONTRIBUTING TO THE MANAGEMENT OF PUBLIC GOODS.
- ACTION RESPONSIVE TO THE NEEDS AND ASPIRATIONS OF THE PEOPLE AND POTENTIALLY OF THE POOR.

WHAT IS A SOCIAL POLICY?

- SOCIAL POLICY IS THE STUDY OF SOCIAL WELFARE, AND ITS RELATIONSHIP TO POLITICS AND SOCIETY.
- THE NAME OF 'SOCIAL POLICY' IS USED TO APPLY:
 1. TO THE POLICIES WHICH GOVERNMENTS USE FOR WELFARE AND SOCIAL PROTECTION.
 2. TO THE WAYS IN WHICH WELFARE IS DEVELOPED IN A SOCIETY, AND
 3. TO THE ACADEMIC STUDY OF THE SUBJECT.

PARTICIPATION

PARTICIPATION IS THE PROCESS THROUGH WHICH STAKEHOLDERS INFLUENCE AND SHARE CONTROL OVER PRIORITY SETTING, POLICY-MAKING, RESOURCE ALLOCATIONS AND ACCESS TO PUBLIC GOODS AND SERVICES.

WHY PEOPLE DON'T PARTICIPATE?

THERE ARE DIFFERENT ANSWERS TO THIS QUESTION

- SOCIOLOGY OFFERED A CONCEPT CALLED “METHODOLOGICAL INDIVIDUALISM”.
- SUCH A CONCEPT CONSIDERS INDIVIDUAL AS A “DECISION UNIT” AND INCLUDES:
 - INDIVIDUALS ACT ACCORDING TO THE OPTIONS & ALTERNATIVES, WHICH ARE DEFINED & RECOGNIZED BY THEM.
 - ALTERNATIVES & OPTIONS COULD BE LIMITED THROUGH LEGAL OR MONETARY RESTRICTIONS.
 - IF AN INDIVIDUAL HAS POSSIBILITY TO CHOOSE BETWEEN DIFFERENT ALTERNATIVES, HE WILL CHOOSE THAT ONE, WHICH IS MORE PROFITABLE FOR HIM.

PARTICIPATION CAN BE ACHIEVED THROUGH:

- SET A TARGET
 - TARGET IS JUSTIFIED, REALISTIC AND PRACTICABLE.
- PARTICIPATION NEEDS FREEDOM
 - CHANGE MEANS MOVEMENT
 - MOVEMENT MEANS FRICTION
 - FRICTION MEANS HEAT
 - HEAT MEANS CONTROVERSY

(Saul D. Alinski)

- SOCIAL COST IMPLICATION
 - OUR COLLECTIVE ACTIVITIES, POLITICAL OR SOCIAL WITH THE ALTERNATIVE POSSIBILITIES OF ACTION ARE PROFITABLE FOR US.
 - DECISION-MAKING PROCESSE IS BASED ON LEVEL OF OWN COMPETENCE AND ABILITY TO GET SUPPORT.
 - ENHANCEMENT OF OWN COMPETENCE.
 - THE TIME PERSPECTIVE PLAYS AN IMPORTANT ROLE.
 - TO BE ACTIVE, TO PARTICIPATE IN THE POLITICALLY MOTIVATED ACTION IS NOT A ONE TIME ACTION
 - IT IS A SEQUENCE OF MANY ACTIONS.

WHY CIVIC PARTICIPATION?

A CASE STUDY

Community Development in Pakistan

THE HISTORY OF COMMUNITY DEVELOPMENT IN PAKISTAN SHOWS THE FOLLOWING PICTURE :

1951: GOVERNMENT OF PAKISTAN REQUESTED UN FOR TECHNICAL SUPPORT REGARDING COMMUNITY DEVELOPMENT

1952: A UN-TEAM OF COMMUNITY DEVELOPMENT EXPERTS ARRIVED IN PAKISTAN FOR ASSISTANCE

➤ **AN ERA OF COMMUNITY DEVELOPMENT BEGAN IN PUBLIC AND PRIVATE SECTORS.**

1953 VILLAGE AGRICULTURAL & INDUSTRIAL DEVELOPMENT PROGRAMME (V-AID)

IDEA: DEHAT SUDHAR PROGRAMME 1920 IN GURGAON

OBJECTIVE: IMPROVEMENT OF LIVING CONDITIONS OF RURAL AREAS

APPROACH: TOP-DOWN

INSTITUTIONAL COMMISSIONER CENTRAL

SETUP: BUREAUCRATIC SYSTEM

ACHIEVMENTS: HELPFUL IN CREATING INFRASTRUCTURE FOR BASIC SERVICES

1961 : END OF PROGRAMME

1963 RURAL WORKS PROGRAMME (RWP)

IDEA : VILLAGE-AID PROGRAMME

OBJECTIVE : TO PROVIDE JOB OPPORTUNITIES FOR AGRICULTURE WORKERS

APPROACH : TOP-DOWN

INSTITUTIONAL COMMISSIONER CENTRAL

SETUP : BUREAUCRATIC SYSTEM

ACHIEVMENTS : INCREASE THE HORIZON OF AGRICULTURAL ACTIVITIES COUNTRY-WIDE

1969 : END OF PROGRAMME

1971 INTEGRATED RURAL DEVELOPMENT PROGRAMME (IRDP)

IDEA: COMPREHENSIVE RURAL DEVELOPMENT AFTER WAR

OBJECTIVE: IMPROVEMENT OF LIVING CONDITIONS BY ACHIEVING INTENSIFICATION, DIVERSIFICATIONS AND COMMERCIALIZATION OF SOCIAL CO-OPERATIVE SYSTEM UNDER LOCAL APPROACH.

APPROACH: TOP-DOWN

INSTITUTIONAL COMMISSIONER CENTRAL

SETUP: BUREAUCRATIC SYSTEM

ACHIEVMENTS: OUT OF 625 PROPOSED MARKAZ, 100 WERE ESTABLISHED

1979: END OF PROGRAMME

MATCHING GRANT PROGRAMME (MGP)

MGP : 1980 (PUNJAB)

IDEA : DEVELOPMENT THROUGH 50% COMMUNITY PARTICIPATION

OBJECTIVE : TO IMPROVE LIVING CONDITIONS OF RURAL AREAS THROUGH SOCIAL AND PHYSICAL INFRASTRUCTURE PROJECTS
 APPROACH : BOTTOM-UP
 INSTITUTIONAL : DECENTRALIZATION SYSTEM
 SETUP: PROJECTMANAGER ONLY AT MARKAZ
 ACHIEVMENTS : LGO 1979, ZAKAT & USH. ORDINANCE 1980
 1985: END OF PROGRAMME

SOCIAL ACTION PROGRAMME (SAP)

SAP : 1993
 IDEA : TO ADDRESS THE NEGLECT OF BASIC SOCIAL SERVICES
 OBJECTIVE : TO IMPROVE ACCESS, COVERAGE AND QUALITY OF BASIC SERVICES SPECIALLY IN RURAL SECTOR.
 APPROACH : TOP-DOWN
 INSTITUTIONAL : FEDERAL AND PROVINCIAL SAP
 SETUP : SECRETARIAT
 ACHIEVMENTS : IDENTIFICATION OF PROBLEMS OF SOCIAL SECTOR, INCREASINGAND RESHAPING GOVERNMENTAL EXPENDITURE IN THE SOCIAL SECTOR
 2002/03: END OF PROGRAMME 26

INTEGERATED RURAL AND URBAN DEVELOPMENT PROGRAM (IRUDP)

IRUDP: 1999
 IDEA: POVERTY ALLEVIATION
 OBJECTIVE: REDUCE POVERTY BY PROVIDING EMPLOYMENT AND LIVELIHOOD TO POOR
 APPROACH: TOP-DOWN
 INSTITUTIONAL : DISTRICT ADMINISTRATION IN CLOSE
 SETUP : COOPERATION AND COORDINATION WITH NGOs, THE LOCAL COMMUNITY AND THE ARMY MONITORING TEAMS
 MARCH 2000: KPP (RENAMED)

KHUSHAL PAKISTAN PROGRAM (KPP)

KPP : MARCH 2000 –
 IDEA : CONTINUATION OF IRUDP
 OBJECTIVE : - TO GENERATE ECONOMIC ACTIVITY
 - POVERTY ALLEVIATION CREATE
 - EMPLOYMENT OPPORTUNITIES
 APPROACH : TOP-DOWN
 INSTITUTIONAL : DISTRICT ADMINISTRATION IN
 SETUP : COOPERATION AND COORDINATION WITH NGOs, THE LOCAL COMMUNITY AND THE ARMY MONITORING TEAMS
 ACHIEVMENTS: UP TO JANUARY 2003 OUT OF 35315 APPROVED SCHEMES, 29752 SCHEMES HAVE BEEN COMPLETED.

WHY COMMUNITY DEVELOPMENT HAS NOT GOT ROOTS IN PAKISTAN?

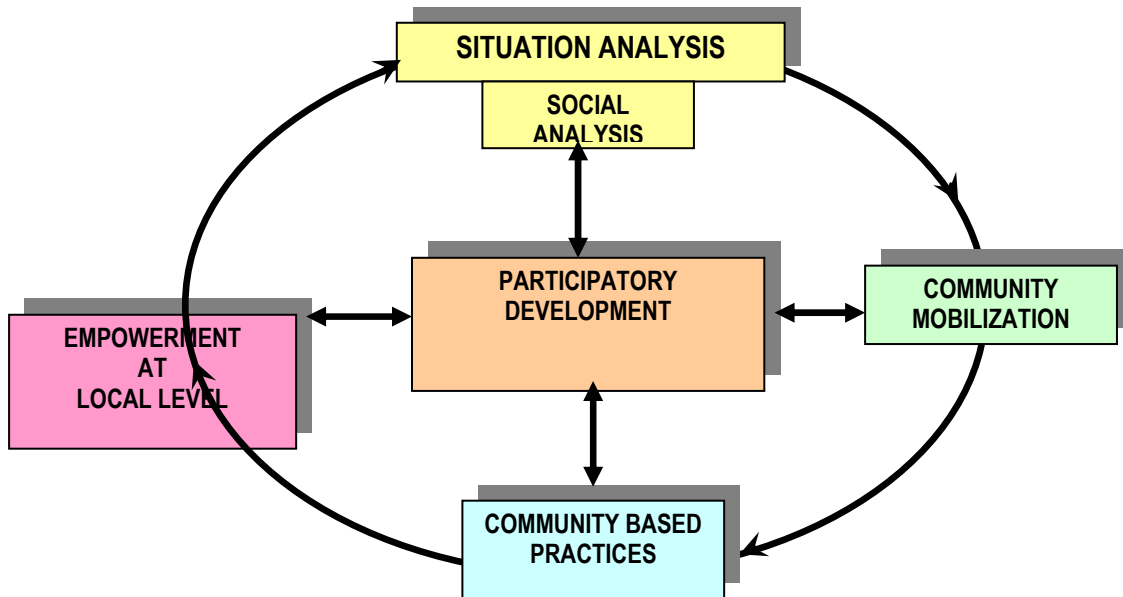
HANGOVER OF THE POLITICAL, BUREAUCRATIC APPROACH

1. TOP-DOWN APPROACH
2. CONTROLLED BY THE BUREAUCRATIC SETUP
3. VISUALIZED IN THE CONTEXT OF POLITICAL EXPEDIENCY AND CORRUPTION
4. LACK OF COMMUNITY PARTICIPATION
5. NO RECTIFICATION MECHANISM THROUGH COMMUNITY
6. DISCONTINUATION OF PROGRAM
7. DISCONTINUATION OF FINANCIAL ASSISTANCE

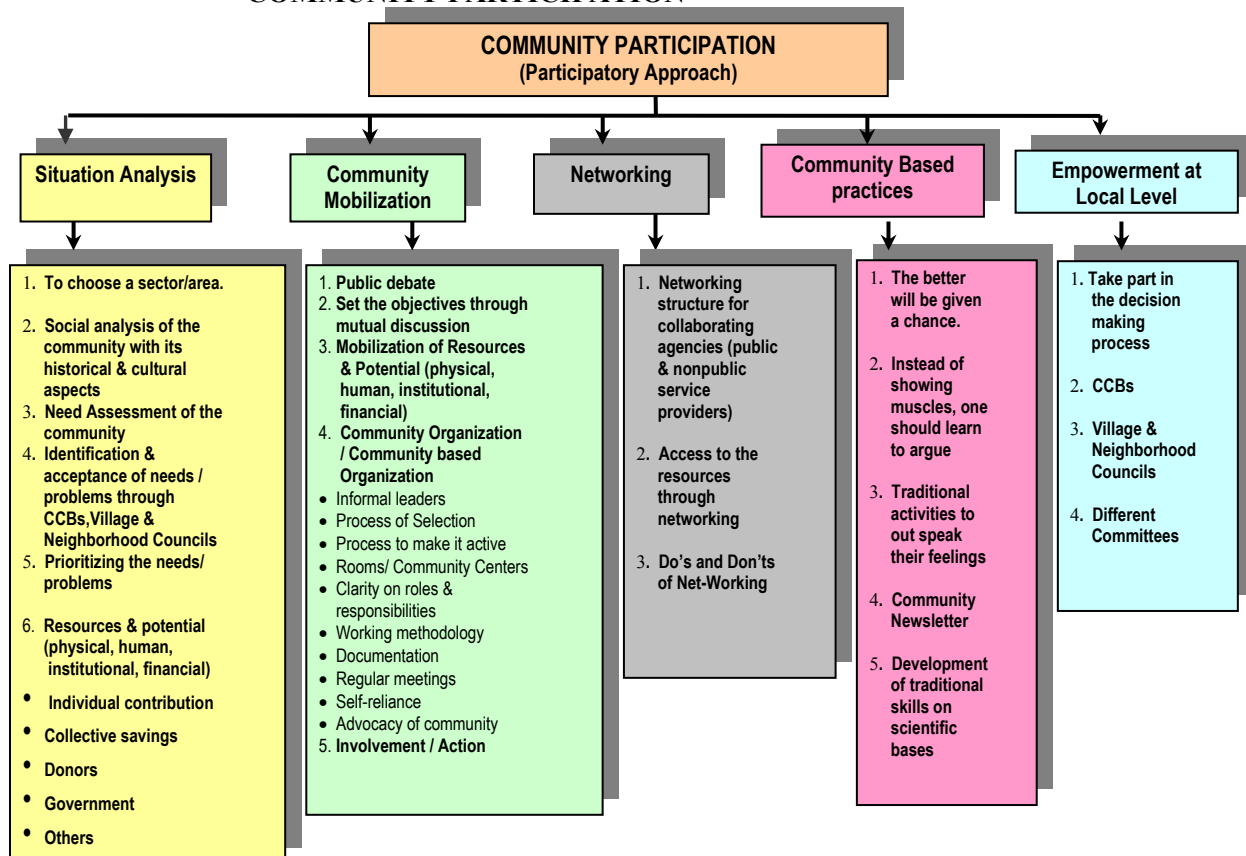
WHY CIVIC PARTICIPATION?

- DEVELOPMENT WAS RELEGATED TO THE BACK BURNER AND HAD NEVER OFFICIALLY PROVIDED ANY OPPORTUNITY FOR SUCH AN IMPORTANT SUBJECT TO EMPOWER THE GRASS ROOT LEVEL.
- “FELT NEEDS” - BOTTOM-UP-PLANNING, INSTEAD OF “PERCEIVED NEEDS” – TOP-DOWN – APPROACH.
INSTEAD OF
FELT NEEDS: SCHOOL/SAFE DRINKING WATER
PERCEIVED NEEDS: BHU/ROAD
RESULT: NO OWNERSHIP & NO SUSTAINABILITY
- THE CLOSER THE STAGE AND KEY STAKEHOLDERS ARE TO THE GRASS ROOT LEVEL, THE BETTER THEY PERFORM TO OBTAIN RESULTS IN DELIVERY OF BASIC SERVICES TO THE COMMUNITIES.

TOOLS OF EFFECTIVE CIVIC PARTICIPATION



FLOW CHART OF COMMUNITY PARTICIPATION



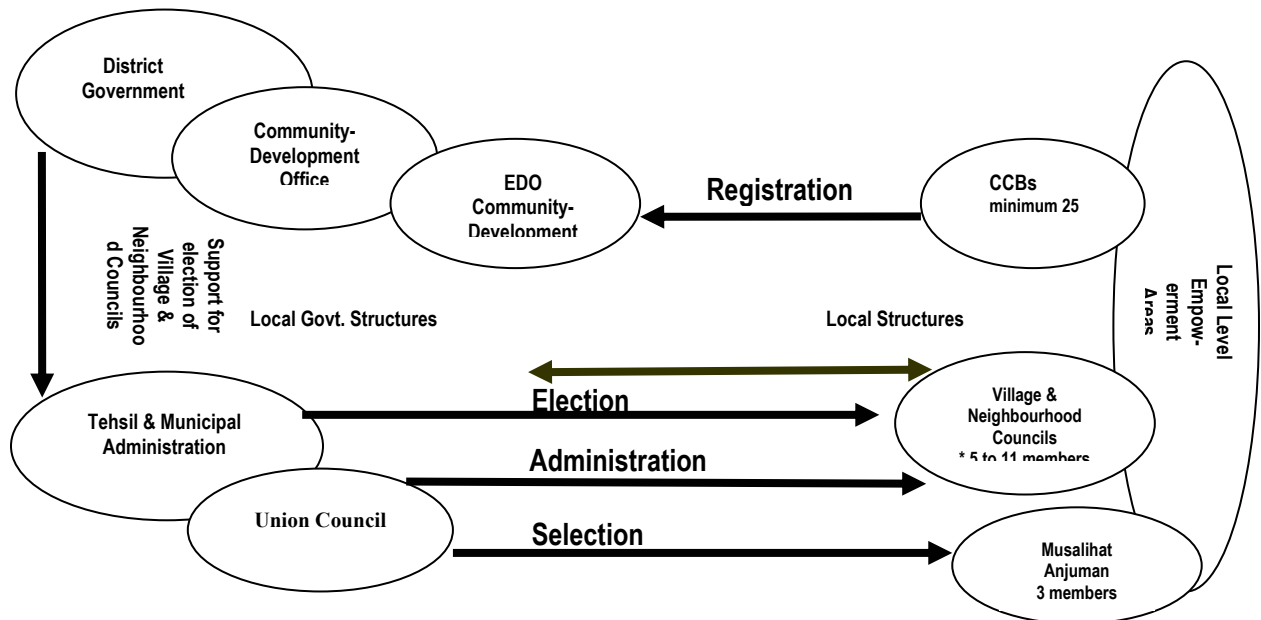
SITUATION ANALYSIS

1. TO CHOOSE A SECTOR / AREA.
2. SOCIAL ANALYSIS OF THE COMMUNITY WITH ITS HISTORICAL & CULTURAL ASPECTS
3. NEED ASSESSMENT OF THE COMMUNITY
4. IDENTIFICATION & ACCEPTANCE OF NEEDS/ PROBLEMS
5. PRIORITIZING THE NEEDS/PROBLEMS
6. IDENTIFICATION OF RESOURCES & POTENTIAL (PHYSICAL, HUMAN, INSTITUTIONAL, FINANCIAL)
 - INDIVIDUAL CONTRIBUTION
 - COLLECTIVE SAVINGS
 - DONORS
 - GOVERNMENT
 - OTHERS

COMMUNITY MOBILIZATION

1. PUBLIC DEBATE
2. SET THE OBJECTIVE THROUGH MUTUAL DISCUSSION
3. MOBILIZATION OF RESOURCES & POTENTIAL (PHYSICAL, HUMAN, INSTITUTIONAL, FINANCIAL)
4. INVOLVEMENT / ACTION

LOCAL LEVEL EMPOWERMENT STRUCTURE



* One seat reserved for woman & one for peasants

CIVIC PARTICIPATION UNDER NEW LOCAL GOVERNMENT SYSTEM

- KEEPING IN VIEW THE PAST EXPERIENCE OF LOPSIDED DEVELOPMENT, THE NEW LOCAL GOVERNMENT SYSTEM PUT IN PLACE ON 14TH AUGUST 2001 OFFERTS DIFFERENT MECHANISMS TO EMPOWER THE PEOPLE OF PAKISTAN THROUGH PARTICIPATION.

CITIZEN COMMUNITY BOARDS (CCBs)

- FOR CIVIC PARTICIPATION THE CONCEPT OF CITIZEN COMMUNITY BOARDS (CCBs), IS OFFERED BY THE NEW LOCAL GOVERNMENT SYSTEM.
- IT IS AN INSTITUTIONAL MECHANISM OF SEEKING PEOPLE'S PARTICIPATION THROUGH SHARING 25% OF THE DEVELOPMENT BUDGET FOR SUSTAINABLE COMMUNITY DEVELOPMENT.

IMPACT OF CIVIC PARTICIPATION

COMMUNITY PARTICIPATION:

SURVEY OF 101 DISTRICTS OF PAKISTAN (JULY 2004)

| | |
|----------------------------|----------------|
| ▪ CCBs REGISTERED: | 8881 |
| ▪ PROJECTS SUBMITTED: | 2995 |
| ▪ PROJECTS APPROVED: | 1420 |
| ▪ PROJECTS COMPLETED: | 193 |
| ▪ PROJECTS ON-GOING: | 560 |
| ▪ PROJECTS UNDER APPROVAL: | 1162 |
| ▪ FUNDS UTILIZED BY CCBs: | 344.13 MILLION |

IMPACT OF CIVIC PARTICIPATION

APART FROM 1, 26,000 ELECTED REPRESENTATIVES, ABOUT 2,22,000 NON ELECTED CITIZENS WANT TO TAKE PART IN THE DEVELOPMENT OF THE COUNTRY. THIS WILL CERTAINLY CHANGE THE PARADIGM AND WITH THAT THE LIVING CONDITIONS AS WELL AS MINDSETS TOO, WHICH IS THE ULTIMATE OBJECTIVE OF THE CIVIC PARTICIPATION (DEVOLUTION PLAN 2000)

Civic Participation in Local Governance

By: Roomi S. Hayat

Preamble:

Governance was once considered an exclusive domain of government (also referred as public sector). This arrangement enabled an elite group of people such as elected public representatives and government civil official to be solely responsible for planning, decision making and implementation of all activities undertaken by the government. This arrangement has undergone major paradigm shift; now it is considered that civil society participation is essential for a sustainable, effective and efficient local governance, so as to enable all stake holders to access resources in equitable manner.

The concept of participatory approaches where the stakeholders is involved in decision making process primarily through taking part in local governance is not new. The roots of the participatory model can be found in social philosophy formulated in the first half of the 19th century by two Utopian Socialists: Robert Owen in England and Charles Fourier in France. The basic organizational structure dates back to the establishment of the first consumers' cooperative in England in 1844, under the Rochdale Principles of open membership and democratic control. F.W. Raiffeisen used the same principles in a somewhat modified form in Germany for the rural cooperative credit system in the 1860s and 1870s. Raiffeisen's principles have been adopted successfully in Japan, Taiwan and South Korea after World War II.

The past century witnessed extraordinary changes in the civic behavior of people and the way governments were governed. These changes in some cases have been an improvement, but in many cases the ability of the government to provide its citizens with basic services has diminished. This situation has been further aggravated by the rapid population growth, uncontrolled urbanization, coupled with increasing poverty. These vigorous changes have generated new or intensified old conflicts significantly. While modernization and development have given birth to an affluent middle class it has also worsen the feeling of exasperation in poorer segment of the society.

Developing countries more specifically SAARC countries are facing challenges of sustaining positive socio-economic growth on the one hand and strengthening institutions on the other. While the ability of local governments is limited especially in the area of qualified human resources, the participation of local civil society can promote good local governance. *Good governance requires partnerships between government and civil society.* Over the years the civil society sector, which includes professional, business, and religious organizations, has also expanded dramatically in terms of size, capacity, and influence.

Civic Participation:¹

Civic participation includes three interrelated elements:

¹ Gonzalez de Asis, Maria and Acuna – Alfaro, jairo. Civic Participation in local Governance, World Bank Institute, Washington D.C, 2003

- (i) an open and transparent government, involving citizens in its activities and decision-making processes;
- (ii) a consistent and persistent flow of information from the government to its citizens and vice-versa; and
- (iii) efficient ways of informing citizens about their roles and responsibilities to participate as equal partners.

Civic participation is the combination of these three elements, so that national plans are developed and carried out jointly in a manner that is as responsive as possible to the needs and desires of citizens (LGA, Romania).

Civic participation refers to the space constructed by citizens to work next to their authorities in the decision-making, policy-formulation, and implementation process. It refers also to the execution and monitoring of governmental activities, with the

purpose of improving the quality of life of the population. Furthermore, for the participation to be successful, citizens and public officials must be willing to learn, suggest, and engage in activities necessary to change the present situation in a mutually beneficial arrangement. Nowadays, civic participation contributes to the public agenda, i. e to the fight against corruption, and give their input in of attaining higher living standards.

Local Governance:

- The process by which those in authority are selected, monitored, and replaced;
- The capacity of the local government to manage its resources effectively, and to implement sound policies; and
- The respect of citizens and the local government for the institutions that govern economic and social interactions between them.

Each of these three components can be divided into two other sub-components.

First, the selection, monitoring, and replacement of authorities includes: (i) voice and accountability and (ii) political stability and lack of violence.

The second component, on the government's capacity to manage its resources, divides into (i) government effectiveness and (ii) regulatory burdens.

Finally, the third component, the respect of citizens and the state for the rules that govern their interactions, involves two points: (i) the rule of law and (ii) control of corruption (Kaufmann, Kraay and Zoido, 1999).

The tools

It may seem obvious, but it is crucial that before using the tools they may be adapted for specific situations. In fact, appropriate adoption of tool is even more important than the tool itself. Incase of multiple tools, sequencing the right order of tool use is very important. Participatory tools work best when the stakeholders or participants of the process are well aware of the benefits of and opportunities for participation, and to which they are adequately equipped to access.

The following section lists tools that can be used to increase civic participation in local governance.

1. Workshops: Running workshops merely to share information and raise awareness is not very effective. But using them to provide training to citizens, or to involve them in policy development and decision-making, works very well indeed.

2. Public Meeting: A second popular tool is the public meeting; however, meetings are not very productive unless they are used in combination with other tools.

3. Public Hearing: They are more effective than public meetings, probably because hearings are designed to solicit inputs from the public, whereas meetings are only used to provide information.

4. Community Outreach: Outreach programmes tend to be highly successful if combined with traditional gatherings. It is also a good idea for local government to visit people in their own neighborhoods.

5. Public/Private Committees: They seem to be very effective, particularly where citizens have the chance to manage an initiative themselves, or where they make decisions jointly with the local authority. One major reason for the success of committees is that they offer continuity throughout the process. Another is that, since both the local authority and the public invest considerable time and energy in committees, both sides take the other's involvement seriously.

6. Round Table Conferences: These are quite useful for, covenants and forums, and for decision making and problem solving.

7. Focus Group: Focus groups and citizens advisory groups, though common, do not seem to generate good results, probably because they are mostly used during the early stages of a process.

8. Joint Teams: Joint project teams, used in one-sixth of cases, often succeed, because of the intensity and frequency of contact between the public and the local authority. However, their success depends on whether or not representatives of the public maintain good contacts with the people they are supposed to be representing.

9. Surveys: Surveys are useful for getting feedback and finding opinion of the stakeholders. However they are rather passive nature.

10. Public Interviews: The public is interviewed on a particular issue, but is not guaranteed the opportunity of participating at later stages.

Less common tools are:

1. Open house,
2. Negotiations,
3. Mediation, lobbying,
4. Resource centers,
5. Referendums,
6. Communication,
7. Cultural activities,

8. Planning and designing tools,
9. Social contracts,
10. Inter-sector alliances,

Cases of Civic Participation in Local Governance

Efforts to realize good governance at the local level, however, are achieving results both in the short and long term.

1. Case of the city of Sialkot (Pakistan):

The city of Sialkot has the second highest per capita in the province of Punjab and is one of the major exporting center of Pakistan, but it was a picture of gross neglect and mismanagement. With depilated roads, no airport, no-public transport etc. The citizens of the city notably the industrialist under the Sialkot Chamber of Commerce and Industry joined hands with government and developed an extraordinary example. The roads were built with matching funds from Government and the Chamber of commerce, similarly an international class airport is being built. The city is undergoing a major change.

2. Case of BRAC (Bangladesh Rural Advancement Committee)

BRAC, a national private development organization, set up in 1972 by Mr. Fazle Hasan Abed was initially established as a relief organization, to afford relief and assistance to resettle refugees returning to Bangladesh from India after Bangladesh's Liberation War. The immediate task of relief and rehabilitation over, BRAC turned its focus on the long-term issue of poverty alleviation and empowerment of the poor, especially women, in the rural areas of Bangladesh.

From its modest beginning in 1972 BRAC, initially the acronym for Bangladesh Rural Advancement Committee and subsequently known only by its acronym, is now a multi-faceted organization with over 26,000 regular staff and 34,000 part time teachers, working in 60,627 villages in all the 64 districts of Bangladesh. BRAC has been characterized as a learning institution, learning from experience and through a responsive and inductive process. Adjusting its strategy to prevailing circumstances, it does not pursue any rigid development model.

BRAC diagnoses poverty in real human terms. Prospects of a 'quiet revolution' have been recognized in the economic role of women in the world of poverty. Women with social, cultural, technological and structural constraints have been able to organize as contributors not only to their families' well being but to national production and development as well by increasing their access to economic and social resources with the assistance of BRAC. Today, BRAC promotes income generation for the poor, mostly landless rural people of Bangladesh, through micro-credit, health, education and training programmes.

3. Case of SAPAP (South Asian Poverty Alleviation Programem)

In the 1990s, the UNDP initiated a South Asia Poverty Alleviation Programme (SAPAP) in six countries of the SAARC regions: Bangladesh, India, Maldives, Nepal, Pakistan and Sri Lanka. The SAPAP programme was modelled on the same principle as AKRSP in northern Pakistan (1983).

Concluding Remarks: lessons learned

What are the influencing factors that results in the success or failure of a participatory process? It has been verified in many instances that the major factors that affect the process are:

1. Commitment and belief in the efficacy of the process at the highest level of government,
2. Social Capital / Willingness of the people,
3. Presence of an activist / honest and competent person,
4. Willingness of the local government officials to involve civil society,
5. Provision of adequate funding,

6. Qualified human resources
7. Based on the needs of the stakeholders

The factors that also affect the process but to a lesser degree:

1. Scale of a participatory process,
2. Geographical setting (urban versus rural),
3. Support organization,

Studies show that, some other factors have also to be taken into account to enable the process to succeed. These include transparency, belief in the rule of righteousness, adaptation to cultural, apolitical leadership, understanding of political and social contexts, and capacity development opportunities for citizens.

It is essential that the spirit of voluntarism exists among the stake holders. This can best be achieved if participants believe that local government can deliver these results within a definite time frame. Furthermore it needs to be clearly understood that the number of people participating is directly related to the outcome: the greater number of people participating the better.

The scope and nature of people's participation is crucial. It can be:

1. voluntary,
2. done under pressure
3. Or even forced.

For the success of the participatory process, it is pertinent that citizens' conscientiousness take responsibility by actively involving in the process by managing an initiative themselves. The level of delegation of decision-making to citizens also determines the level of success. However delegating also entails developing capacity of the people to manage and maintain the initiative themselves.

Annex: Module of Civic Participation in Local Governance

- Introduction
- Objectives
- Expected Outcomes
- Methodology
- Target Audience
- Glossary

Introduction. While many initiatives and efforts to promote good governance have taken place at the national level (i.e. civil service reform, judiciary and parliaments reforms), poor governance is also a problem at the local level.

As local governments lack sufficient capacities, efforts to promote good local governance need to include the participation of local civil society. In fact, for good governance to be sustainable, it requires partnerships between government and civil society. Citizen participation in local governance differs from previous more limited efforts on community participation in linking citizens' participation more structurally to local governments through institutional linkages.

This Module, among others, will cover the following issues:

- The meaning and relevance of local governance, and its relationship with participation
- The concept and relevance of participation. The enabling factors/conditions for participation, its main elements and challenges
- Case studies and best practices of policies, mechanisms, and incentives for participation and accountability at the local level. These case studies include methods of citizen participation in local governance like:
 1. Participatory diagnostics: Campo Elías
 2. Participatory planning and priority setting: Soroti, Limpio and Campo Elías
 3. Participatory monitoring and evaluation: score / report cards in Bangalore (India)
 4. Creation of transparent local government budgets: Obninsk (Russia)
 5. Policy formulation and decentralization: Thailand

Objectives. The Citizen Participation in Local Governance Module is designed to provide local public officials and civil society representatives with a set of tools and techniques enacted to promote good governance at the local level. Moreover, it will expose participants with conceptual and theoretical explanations of governance and participation, as well as with a series of practical experiences and case studies from local governments where citizens participation has proven to be a success.

Expected outcomes. At the end of the Module, participants will be able:

- To understand the importance of local governance and how it relates to participation
- To recognize how to promote decentralization and participation at the local level
- To understand the opportunities and challenges for local government and citizens in local governance

Methodology. This Module is delivered in a participatory, interactive way. It is designed to be offered through distance learning using a blended method of classroom instruction, self-paced and peer learning.

Target Audience. Country level stakeholders including representatives from civil society (including trade unions and professional organizations), government, staff of development agencies, parliament, and elected representatives

Glossary

Glossary of terms and concepts used in this paper and for understanding Civic Participation in Local Governance.

The terms and interpretations in this glossary are all related to the central theme of: civic participation in local governance. The terms can have other interpretations in other contexts.

Actor

An actor can be an individual person as well as an organization or institution, acting in a specific situation.

Administration

Management of the local community by the local government

CBO / CO / grassroots organizations

Commonly used abbreviation of Community Based Organization / Community organization. Lowest organizational level between people, mostly at the level of neighborhoods and small communities. The members themselves manage the organizations.

Citizen

Inhabitant of a local community/nation residing under local/national government.

Citizen advisory groups

An organized channel for advice from the local citizens. The citizens are organized in formal or informal groups that are recognized by the (local) government to advice on policies and programs.

Civil Organizations

Organizations composed of and (self) managed by citizens

Civil Society

The term civil society usually refers to organized entities and/or activities of citizens at all levels

Community outreach

Organized and planned contacts, activities and programs of civil or public organizations with the common public or non-members (outside the organization).

Conflict Management

Conflict management refers to contingency of conflicts as well as to resolve and avoid conflicts.

Consultation

Planned and organized mechanisms to involve citizens in the design, elaboration and decision-making on policies, programs, projects or activities. Consultation in this context therefore is organized by local governmental institutions or civil organizations

Council

Assembly called together for deliberative or executive purposes OR persons elected to carry on local government. In the context of citizens' participation in local governance both explanations are equally relevant.

Disaster Management

The way and the effectiveness in which an organization or a local government can deal with the occurrence of emergency- and disaster-situations. Disaster management refers to contingency of as well as preparedness against disasters.

Financing Institutions

Organizations (profit as well as non-profit) that provide financial recourses for economic activities and initiatives. The recourses provided have to be returned to the organization, time and interest criteria and procedures can vary widely in practice

Focus group

A group of representatives of civil society, government or both that meet to discuss and formulate advice and recommendations on a specific thematic issue.

Forum

Organized events and spaces for debate and discussion of policies, projects and programs, mostly in a mixed group of different interested parties (e.g. Government and civil organizations)

Gender (issues)

The aspect and importance of social (acculturated) as well as biological dimensions of sexes and relations between sexes in daily live and activities, as well as in political, economical, social, cultural and ecological activities, projects, programs and policies.

Governmental institutions

The organizations related to the state at all possible levels. These organizations are responsible for executing specific tasks delegated by the central, regional or local government.

Governance

*Although there is no single accepted definition of governance or local governance, we may understand this concept as *the traditions and institutions by which authority in a country (or a local municipality) is exercised for the common good*.*

Grassroots organisations/CBO's

Commonly used abbreviation of Community Based Organization. Lowest organizational level between people, mostly at the level of neighborhoods and small communities. The members themselves manage the organizations.

Habitat

In relation to local and regional development this term refers to ecological, economic and social environmental aspects of housing and living.

Health and sanitation

All services (public and private as well as profit or non-profit) related to preventive or curative health care. Sanitations are the provisions made to guarantee clean drinking water, as well as the disposal of used water and other liquid waste.

Human Poverty

Denial of choices and opportunities most basic to human development, reflected in a short life, lack of basic education, lack of material means, exclusion, and a lack of freedom and dignity. Human poverty is multidimensional and people-centred, focusing on the quality of human life rather than on material possessions.

Source: UN Human Development Report 1997 – Glossary of Poverty and Human Development

Human Poverty Index

The Human Poverty Index measures deprivation by looking at five real-life attributes of poverty: illiteracy, malnutrition among children, early death, poor health care, and poor access to safe water. Combined, they provide a composite Human Poverty Index measuring the degree of deprivation in a particular society.

Human Development Index (dimensions)

A composite index, the HDI measures the average achievements in a country through three basic dimensions of human development: longevity, knowledge and a decent standard of living. The variables used to show these dimensions are life expectancy, educational attainment and real gross domestic product per capita.

Institution

Most often institutions refer to organizations, but these organizations themselves often do represent and reproduce the underlying customs and. In relation to citizens' participation the institutionalization of participation refers equally to the establishment of sustainable and long-term practice and customs as to organizations through which participation can be implemented.

Integrated rural development program

A program that aims to improve agricultural production and rural living conditions and takes into account sustainability as well as regional, economic and cultural factors in one broad integral approach to rural development.

Lobby

An organized attempt by members of the public to influence politicians or public officials. Recently this term increasingly refers to broader contexts and more divers' relations in lobbying. Lobby can be an internal process within the government or within organizations as well as between these sectors. The goal of lobby is to influence the outcome of decision-making processes affecting the party that is lobbying.

Municipality

A town or district (or local community) that has local government. Often this term refers to the governing apparatus/body of the local area. Municipalities in other cultural contexts can be known under different names.

NGO or Non-Governmental Organization

The term "Non-Governmental Organization" (NGO) was coined in 1945 by the UN to differentiate in its Charter between participation rights for intergovernmental specialized agencies and those for international private organizations. The World Bank defines NGOs as private organizations that pursue the activities to relieve suffering, promote the interest of the poor, protect the environment, provide basic social services or undertake community development. The characteristics that are common to most NGOs are that they are (i) voluntary organizations; this means they are formed voluntarily; (ii) independent institutions, controlled largely by their Boards of Directors; (iii) not-for-profit organizations; and (iv) not self-serving in their aims and related values.

Poverty Line

The critical income or consumption cut-off point below which an individual or household is considered to be poor. In monetary terms, an individual with an income of less than US\$1 per day is considered to be below poverty line, as set by World Bank for international comparison. This poverty line is based on consumption of goods and services. A poverty line of \$2 a day is suggested for Latin America and the Caribbean. For Eastern Europe and the republics of the former Soviet Union, a poverty line of \$4 a day has been used. For comparison among industrialized countries, a poverty line corresponding to the US poverty line of \$14.40 a day per person has been used.

Source: UN Human Development Report 1997

Pro-Poor

Policies or actions that benefit the poor proportionally more than the rich.

Poverty Net

Poverty Net is a World Bank website developed to provide resources for people and organizations working to understand and alleviate poverty.

Poverty Gap

The mean shortfall from the poverty line (counting the non-poor as having zero shortfall), expressed as a percentage of the poverty live. This measure reflects the depth of poverty as well as its incidence.

Poverty Gap Index

The ratio of the minimum cost of eliminating poverty with perfect targeting to the maximum cost with no targeting. Thus this poverty measure is also an indicator of the potential saving to the poverty alleviation budget from targeting. (ADB 2002)

Poverty Reduction Strategy Papers (PRSP)

These describe a country's macroeconomic, structural and social policies and programmes to promote growth and reduce poverty, as well as associated external financing needs. PRSPs are prepared by governments through a participatory process involving civil society and development partners, including the World Bank and the International Monetary Fund (IMF).

Public Private Partnership (PPP)

A partnership between the public and private sector for the purpose of delivering a project or service traditionally provided by the public sector.

Rural Poverty Rate

Percentage of the rural population living below the national rural poverty line.

Safety Net

Safety Nets are programmes that protect a person or household against the adverse outcomes of chronic incapacity to work (chronic poverty); and a decline in this capacity from a marginal situation that provides minimal means of survival with few reserves (transient poverty).

Self-management/self-government

The act of managing the own organization or community. The autonomy to plan, formulate and decide on plans, policies, projects and programs.

Sustainability

The most commonly accepted definition, states that sustainable development is "meeting the needs of the present without compromising the ability of future generations to develop." (Our Common Future published by the UN World Commission on Environment and Development)

Tool

Instruments in shape of forms and templates that helps in doing some work.

Urban (centre)

A densely populated area limited in geographical extension. Often called town or city. An urban centre can refer to relatively small towns of several thousands of people as well as to very big Metropolises of millions of residents.

Urban Poverty Rate

Percentage of urban population living below the national urban poverty line.

Ability to be maintained at a certain rate or level. Sustainability can have many aspects. Aspects most often referred to are: economical sustainability (does the activity/project generate sufficient income to be maintained), ecological sustainability (does the activity/project use scarce resources that are necessary to maintain the activity), social sustainability (does the activity guarantee sufficient participation of people so that the activity can be maintained by these people).

Village

A small settlement, larger than a hamlet or neighborhood but smaller than a town. Mostly situated in a rural area.

Reference:

Irish Government Public Private Partnership website:

<http://www.ppp.gov.ie/>

<http://www.toolkitparticipation.nl/glossary>

World Bank websites:

<http://www.worldbank.org/wbi/communityempowerment/>

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Hayat, Roomi S. Chapter 4: Poverty Alleviation “Sustainable Development in 9 ½ Chapters”, LEAD Inc. London, 2004.

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Gonzalez de Asis, Maria and Acuna-Alfaro, Jairo. Civic Participation In Local Governance, World Bank Institute, Washington D.C, 2003.

Website of BRAC-Bangladesh Rural Advancement Commission

<http://www.brac.net>

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<http://www.sasmon.org/>

Stakeholders and their Empowerment through Social Inclusion for Good Governance

By: Muhammad Muneer

Introduction:

The state of governance in Pakistan has been in disarray, unfortunately getting worse with each passing decade. The edifice of government and its ability to deliver even the basic services at the door steps of the community continues to crumble resulting in a high degree of disenchantment and hopelessness among the common man. Therefore, the relationship between the citizens and state lacks trust and confidence in Pakistan. Years of public sector organizational disintegration and crises have weakened respect for rights, assumption of responsibilities and delivery of services.

This situation is precarious because citizens of Pakistan have a right to development. This kind of deprivation has the potential of leading to despair and political alienation. If immediate corrective measures are not taken, this can result in total chaos and misery as people struggle to obtain the minimum essentials of life, such as water, food and utilities.

The government has undertaken bold initiatives regarding community empowerment by establishing Local Governments based on the Local Government Ordinance 2001. However, the process of delegation of authorities or duties from the central government to the local units will not fulfill its potential unless an enabling environment for citizen participation and community empowerment contained in the Ordinance is created. Following are the elected governments and union councilors.

| | |
|---------------------------|------------------------------------|
| Elected Local Governments | : 6,458. |
| Union Councilors | : 126,462. |
| Women Councilors | : 32,000. 25 percent of the total. |

Functions and powers at Union, Tehsil and District level provided in LGO 2001

Union Administration Functions

1. Collect and maintain statistical information
2. Need identification at the community level
3. Identify deficiencies in delivery of services and propose solutions
4. Deals with registration of births, deaths and marriages
5. Levy of rates
6. Establish and maintain libraries
7. Organize sports, fairs, shows and cultural events
8. Disseminate information on matters of public interest
9. Improve and maintain public open spaces, gardens and playgrounds
10. Provide and maintain public sources of drinking water
11. Maintain street lights, public ways and places in agreement with TMA
12. Arrange facilities for handicapped, destitute and poor

13. Regulate grazing areas and protection against stray animals
14. Assist relevant authorities in disasters and natural calamities
15. Cooperate with public, private and voluntary org.
16. Execute projects of Union ADP.
17. Assist Village and Neighborhood Councils to execute development projects.

Tehsil Municipal Administration Functions

1. Prepare spatial plans in collaboration with UC
2. Seek approval of the Council to spatial plans.
3. Execute and manage development plans
4. Exercise control over land use, land subdivision, land development zoning for all purposes
5. Enforce municipal laws, rules and bye laws
6. Prevent encroachments
7. Regulate sign boards and advertisements
8. Provide municipal infrastructure and services
 - a. Water supply other than maintained by UC
 - b. Sewerage, sewage treatment and disposal
 - c. Storm water drainage
 - d. Sanitation and solid waste collection and sanitary & waste disposal
 - e. Street lighting, fire fighting, slaughter houses, traffic planning
 - f. Roads and streets other than those maintained by DG or UC
9. Compile information provided by UCs
10. Maintain budget in collaboration with UCs
11. Maintain data base and information system
12. Propose taxes as provided in the Part III of second schedule
13. Collect approved taxes, regulate markets, organize cultural events
14. Develop and manage schemes with District Governments & Union Administration
15. Maintain municipal records and archives
16. TMA may contract out any of its functions after seeking public opinion and Tehsil Council approval to public or private org

District Administration Development Functions:

1. Provide guiding principles, enforcements of rules and legal cover for areas of labor, social welfare, sports and culture, cooperatives, registration and community organization
2. Management of all primary and secondary schools, colleges and adult literacy imparting quality education through the existing educational network as well as planning for and establishing educational network as well as planning for and establishing new institutions.
3. Implement integrated approach to public health by combining preventive and curative health at all levels including public health, basic and rural health, child and women health, population welfare and District and Tehsil Hospitals.
4. Promote information technology by supporting the development and promotion systems and subsequent automation of the District Administration, Zila Council, Local Councils and District Police office.
5. Provide engineering services through services and Works Department to undertake projects in the areas of roads and buildings, spatial planning for intra-Tehsil municipal coordination, energy and transport.

Devolution Trust for Community Empowerment

As a result of the Ordinance, Devolution Trust for Community Empowerment (DTCE) has been created to promote participation and community empowerment at the grass roots level. This will strengthen community based organizations as part of the civil society. The DTCE envisions empowered communities of proactive citizens engaged in self development with the support of local governments. The DTCE mission is to create a new relationship between the citizen and state based on shared rights and responsibilities for community development.

Stakeholders

1. Local Governments and elected Officials
2. Political /opinion leaders
3. Government bureaucrats/technocrats
4. Local leaders/influential
5. Nongovernmental, national, professional, civic, and social organizations and the media
6. Community-based organizations
7. Families, couples, individuals

Citizens Community Boards (CCBs)

CCBs mobilization involves planned actions and processes to reach, influence and involve all relevant segments of society across all sectors from the national to the community level, in order to create an enabling environment and effect positive behavior and social changes. This change is envisioned through the mass participation of citizens in CCB registrations and subsequent projects and initiatives undertaken by CCBs for addressing community needs. Here CCB mobilization is seen as a dynamic, long term process in which stakeholders may move from one issue to the next, building on what they accomplish and what they learn to make sustainable changes in society. A group of 25 non elected persons can form /organize a CCB covering the following areas:

- Agriculture
- Community Development
- Education
- Health
- Information Technology
- Literacy
- Works and Services
- Other Sectors/Sub Sectors.

Role of DTCE in CCB Mobilization

The mission of DTCE is to create a new relationship between the citizens and the state based on shared rights and responsibilities for the community empowerment having the following objectives.

To promote the organization of Citizens Community Boards (CCBs).

1. To build the capacity in communities and local governments in relation to citizen participation and community empowerment.
2. To provide seed financing for CCB community development projects through cost sharing with local councils and communities through their CCBs.
3. To give incentives for local Government officials.
4. To promote networks and alliances of Nazims/Councilors.

Operational Strategy

1. Ground assessment (stakeholders social capacity assessment, administrative assessment of local councils, essentials actions assessment for citizen participation and community development)
2. Awareness raising communication campaigns.
3. Capacity building for CCB mobilization including organization, registration, project identification, preparation, implementation and monitoring and evaluation. Transparent and accountable financial management for CCBs.
4. Information, monitoring and evaluation of DTCE operations and transparent and accountable finances for CCBs, Local Governments and associations of local officials.
5. Seed financing to union Council by DTCE for selected CCB projects.
6. Outsourcing of capacity building, awareness and monitoring activities.
7. Promotion of network movement and social capital through coalition building.

Mobilization, Advocacy & Awareness and Coalition Building

Community Mobilization

Community mobilization uses deliberate, participatory process to involve local institutions, local leaders, community groups, and members of the community to organize for collective action toward a common purpose. Community mobilization is characterized by respect for the community and its needs.

Awareness and Advocacy

Awareness and advocacy is a process that involves a series of actions conducted by organized citizens in order to raise the awareness level on issues previously ignored and to achieve specific policy changes, program changes, or allocation of resources that benefit the population involved in this process. These changes can take place in the private or public sector. Effective awareness and advocacy is conducted according to a strategic plan and within a reasonable time frame. Awareness and advocacy can be direct face to face or public meeting communications or through social communications such as media, banners, posters, brochures, audio messages etc.

Coalition Building

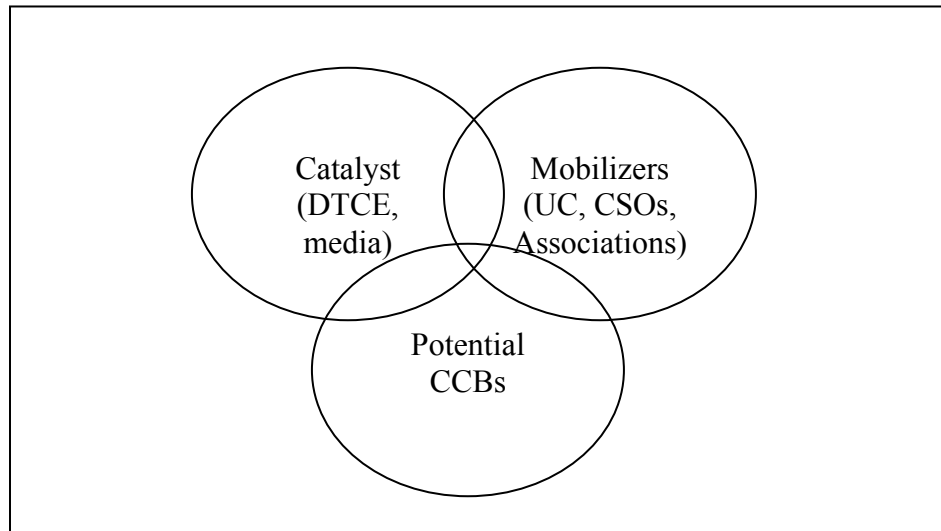
Developing linkages with a number of stakeholders willing to effect positive change is essential for bringing about citizen participation. Such linkages cut across many sectors of society, which essentially results in coalition building. Without such coalitions concerted efforts are not possible and one or two actors working independently, cannot mobilize the social capital in a community. The ideal scenario is when local governments, local associations and local communities join forces and make joint efforts to set and achieve development objectives for their locality. **This is what also constitutes good governance.**

1. ***The Mobilizers*** are those agencies or individuals – typically a few charismatic leaders and community activists – who take the first steps to raise the issues, to light the flame that will show the way for the others. The groups then typically grows to become a coalition of agencies and individuals who are concerned with the issue who join hands with groups who will benefit most from the desired behavior.
2. ***The Catalysts*** are the key people and agencies that can effect the change through what they do, what they decide, or what they can influence. These can be key government officials,

lawmakers, high profile people, political organizations, social leaders, entertainment or sports stars, or organizations like advocacy groups or newspapers and NGO staff.

3. **The Target Audience** is a group that the catalysts and mobilizers wish to engage in the process to change behavior. The target audience can include large segments of the population.

The purpose of the coalition is to achieve convergence, where all of these groups are empowered and arriving at or working towards the same objective.



The Meaning and Relevance of Local Governance and Its Relationship with Participation

By: S. Zulfiqar Ali Shah

- ❖ 14 August 2001: A new hope with a shaky beginning
- ❖ Local government ordinance 2001: A new system, with new representatives, and an old bureaucracy in new roles
- ❖ The system: A copy of a bare act procured through personal effort. No new rules and no bylaws. No training or orientation for conducting of business.
- ❖ The representation: Mostly young and inexperienced elected through a new election process.
- ❖ The officers: From devolved departments (local government, PHED, Housing and Physical Planning, and local council service), unsure and disoriented with the new system.
- ❖ Offices: Inherited from old Municipal Committees in total disarray and mayhem
- ❖ Reputation of previous municipal service providers: negligent, inefficient and corrupt.
- ❖ Accepting the realities of the situation we started our work from day one.
- ❖ Installed a Spartan working environment to take care of day to day business.
- ❖ Established a close working relationship with the officers building their capacity along with my own.
- ❖ Set clear priorities.
- ❖ Acquired instructions and notifications personally to get the things going.
- ❖ Paid the arrears where some part of our TMA was being threatened with closure of utilities due to non payment of bills.
- ❖ Prepared and passed the first budget which gave us our first hope and breakthrough.
- ❖ Income from resources increased more than hundred percent in the first year
- ❖ Managed to push forth and complete very important inherited developmental projects which were stuck in bureaucratic quagmire
- ❖ Devolved control and vigilance of sanitation to urban union councils which still stands to date
- ❖ Initiated first developmental schemes with close consultation with union councils
- ❖ Build the capacity of union administrations through regular visits, sharing of information, and training of secretaries
- ❖ Attended the training course for Tehsil Nazims after more than one year (finally!)
- ❖ Started working on community participation projects through CCBs(citizen community boards)
- ❖ Once it became an established practised convinced the district government to come along
- ❖ We have successfully utilized all the reserved funds for CCBs and increased the overall share to 30% in the current year.
- ❖ Achieved distinction in local governments due to our success with public-private partnership projects
- ❖ To date CCB projects worth more than Rupees 50 million have been initiated
- ❖ Enhanced this concept establishing partnerships with district government, donor agencies and general public in a similar fashion.
- ❖ Feeling a great need for planning and clearly defined regulations and documentation initiated our planning and regulation departments to take required steps
- ❖ Bylaws for our various functions were established through a rigorous exercise incorporating help from various sectors
- ❖ Accurate maps of cities indicating services and relevant data incorporated

- ❖ Started work on the acquisition of still more accurate and interactive maps to help in spatial planning
 - ❖ Records of TMA properties accumulated and re-established
 - ❖ Encroachments dealt with marginal success due to political interference
 - ❖ Other municipal services like fire brigade, garbage collection and disposal, sewerage and water supply enhanced through purchase of new equipment and better management. The effort goes on.
 - ❖ Created an environment where the district government, members of legislative assemblies, community and donors could work together.
 - ❖ A record development in excess of rupees 600 million achieved in Tehsil Chiniot to date, through all tiers of local government, members of legislative assemblies and community share
 - ❖ Worked in coordination with district government for the universal provision of primary education and eradication of illiteracy (IFP for Tehsil Chiniot)
 - ❖ After completing three years of my tenure what do I feel about our efforts; our successes and failures
 - ❖ We have successfully established an evolving vibrant institution with a vast potential for growth as a professional organization
-
- ❖ We have achieved success in development through a new and untested system against all apprehensions and criticism.
 - ❖ We have enhanced our resources and functioning through better management
 - ❖ We incorporated a sense of self help through community participation in developmental work.
 - ❖ We did not attend towards the development of civic sense along with civic immunities
 - ❖ We are still lacking in planning and regulation departments again due to issues relating to civic sense and social and political pressures
 - ❖ We could not utilize the union councils and their members to their fullest potential
 - ❖ We could not develop a total overall developmental plan for the Tehsil to keep the developmental process logical and systemized

Conclusion

Devolution is not a panacea. It is not a cure all. But it does give a chance to people to have a say in their futures and who desires a dark future? A system is as good as the support behind it. Devolution in Pakistan started in an uncertain manner. The system was half baked and not well thought out in the beginning. Still against all sorts of dire predictions and prophecies we have weathered well. Things have established them selves for the better over time. People want to improve themselves and their environments. We must take this as a given and start from there. I feel we have a fair chance towards success through self governance given support and time. It is about time we should do something for our people. We owe them that much. Thank you very much for listening. Khuda Hafiz

Good Governance: - Considerations for Administration in Environment

By: Dr. Noman Fazal Qadir



Summary of the Talk

- ◆ Executive Summary
- ◆ World in 21st Century
- ◆ What is Good Governance
- ◆ Introduction to Environment & international scene
- ◆ Environmental Problems, & Definitions(SD, Env Debt, Eco-labeling, SPS)
- ◆ Linkage of Good Governance with Environmental Consideration
- ◆ Conclusion

Executive Summary

◆ This presentation discusses the linkage of Good Governance with Environmental Administration incorporating Population Explosion, associated Quest for Growth & Development and ultimate Environmental and Ecological Issues.

World In 21st Century

1. Human population ~ 12 billion in 2025. Increased dependence on growth, development, trade, Env, GG
 2. Fossil fuel (Petroleum, Gas, Diesel, etc) totally exhausted in next 50-60 yrs if consumed at present rate.
 3. Average human life will be closer to 90-100 years.
 4. 50% Reduction in forest cover in next 30-40 years.
 5. Natural resources be depleted to an absolute minimum in next 100 years.
 6. World's fresh water resources will be depleted and per capita water consumption will be half.
 7. Control of trade through WTO, international unified rules & regulations, certification, ISO
 8. Chances of transboundary spread of diseases / pest thro plants, food & animals
- ◆ Transboundary effects will be important

- ◆ Public information sharing, Internet--- Super highway
- ◆ GG issues be taken up by International Org. like WB, ADB, UNDP etc
- ◆ Decisions by the people – for the people – be transparent and involvement of local public be ensured
- ◆ Public perceptions be heard in decision making process including Env., food chain, health, life cycle, ultimate disposal of various goods
- ◆ United Nations Millennium Declaration – GG & rule of law, justice, anti-corruption, participatory governance, human rights & its respect – international pressure Human Rights & GG rise.

What is Good Governance

Single most important factor – eradicate poverty, promote sustainable development - UN Millennium Declaration- following indicators imp.

1. Participatory approach, fair & effective participation & open decision making
2. Rule of law, uniformity on implementation
3. Access to justice for all (independent judges)-basic human right
4. Respect of human rights, values and issues
5. Transparency, credibility & accountability in governance
6. Level of corruption is minimum
7. Social, political & religious inclusion of all people
8. Strong accountable transparent participatory public administration – responsive , accessible
9. 1970's - 40 democratic countries - today 120 - spreading
10. Govt dealing with opposition, accountable to parliament & General public, answer q in parliament, face media, go to polls - more responsible / responsive to needs of general public.
11. GG linked fundamental human rights
12. GG – Women empowerment & gender balance – Environmental linkage
13. GG - Parliaments, judiciaries, electoral bodies- effective functionality – strengthening processes / systems, role & responsibilities,
14. Decentralization, local resource allocation / control
15. GG – act as watchdog including Environmental aspects / issues
16. Right mix of policy, awareness, institutional response / capability development / enhancement
17. Public advocacy, communication and information
18. Important players – Legislatures, institutes / persons linked with electoral systems & processes (voter education), concerned with justice / legal system (legal – Env - biogenetics info for judges, lawyers, prosecutors, public defenders ; legal for poor; simplifying & streamlining legal systems) & human rights, access to information, decentralization / local governments and public administration / policy makers / planning deptt / implementers / regulators , CBO / NGOs, --- all needs to be involved / trained / strengthened in Environmental aspirations.

Introduction to Environment-1

- ◆ Awareness in general public on the environmental / ecological / sustainability issues is on rise since last few decades / years.
- ◆ Current lifestyles & practices leading to non-sustainable trends place an insupportable burden wrecking environment & ruining chances for future generations (silent spring, our stolen future).
- ◆ Provisions of comforts - at the expense of ‘unsustainability’ & poverty. The burden placed on the global environment by the resource-intensive lifestyles of the world is accumulating.

Consumptive patterns of developed world are being mimicked by the developing world ... irreversible destruction of living and non living resources is threatening the very survival of humanity .

- ◆ Concerns about environment & Eco-sustainability relate not only to a country's individual efforts but also beyond national boundaries.
- ◆ Ineffective policies, halfhearted implementation of measures and lack of integrated approach.

Introduction – 2

Dimensions of Problems & Issues

- ◆ Public Pressures – Government regulations improving & effective- buyers involvement – multi-nationals Life Cycle Assessment incorporated – cradle to grave + Zero Waste Industries + linking their corporate responsibility to their sub-suppliers / dealers from third world countries.
- ◆ Pressure on multinationals by public & green activists- Q & Env. Issues for complete chain.
- ◆ WTO – top priority linking Env Issues with SD ; linking with MEA & ISO 14000's
- ◆ Social and environmental dimensions of international trade / commerce.
- ◆ Trade liberalization come at the expense of environmental quality and community welfare.
- ◆ Rising environmental & sustainability expectations in North viewed as a new type of trade barrier -- only adding, in President Mandela's words, "further burdens" to developing country exporters.
- ◆ World trade leads to both commercial success and environmental / sustainability improvement ; benefits
- ◆ Reduction in exports
- ◆ Green Protectionism by the countries of North

Introduction-3

- ⌘ Development requires Growth & Production
- ⌘ Growth (by)produces Pollution
- ⌘ Pollution degrades the Environment & Ecosystem
- ⌘ Are there any limits to this Degradation

Yes

- ⌘ Incorporation of Env. concerns effectively in integrated policies & strategies
- ⌘ Local, national, regional & global scale policies / strategies including Envir..tal Quality Standards, EMS, PPP, 3 R's, Environmental Impact Assessment, Transfer of Green Methodologies / Technologies, & Natural Resource Conservation Strategies – linked with GG.

Questions to be asked???

- ☞ Are there any limits to the 'acceptable' amount of pollution?
- ☞ What is the limiting population which can be supported with present trends of consumption?
- ☞ Will a degraded and polluted environment support fewer ?
- ☞ What actions prevent further environmental degradation ?
- ☞ What actions can be taken to protect and to restore the environment ?
- ☞ What action are required for sustainable development over the long term ?
- ☞ What is the link of GG with environment & SD?
- ☞ How a common man can effect Environmental aspirations of any region ?

Environmental problems (EP)

- ◆ Products cause EP during their production / manufacture / process / crop yield (cycle), transportation (cycle), use / ultimate disposal and also generate waste at the end of their lifespan.
- ◆ Envi.l degradation during all industrial processes (back & front end), growth of agricultural products, sourcing of raw materials, use of transportation from farm / industry to ultimate market / consumer, during use & end of life-cycle as waste.

Dimensions of Unsustainability -2

- ◆ *Gro Brundtland, said: "if 7 billion people were to consume as much energy & resources as we do in West today then we would need 10 worlds, not one to satisfy all our needs".*
- ◆ Health and medical bills
- ◆ Socio-cultural values
- ◆ Poverty & inequality
- ◆ Quality of life
- ◆ Environmental degradation
- ◆ Issues of climate change, ozone depletion and tropical deforestation

What is Sustainable Development

- ◆ Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs.
- ◆ Sustainable Development takes place when the international exchange of goods and services meets the four core criteria:-
 1. It generates economic value.
 2. It reduces poverty and inequality.
 3. It regenerates the environmental resource base.
 4. It is carried out within an open & accountable system of governance.
- ◆ Ecological Footprint is defined as “the ways in which any country / area, through its consumption & production patterns, trade & investment flows, agricultural, industrial production, energy resource usage, water usage, debt & other policies, diminishes both the human and environmental capacities of other countries / areas on which SD depends and thereby appropriates a disproportionate share of the world's limited environmental resources”.
- ◆ *Ecological footprints* gives greater focus to the long-term environmental impacts of the current living styles.
- ◆ The *Green Gauge* report distinguishes between the footprints created through 'imports' (e.g. raw materials) and 'exports' (e.g. pollution), and suggests a menu of indicators, ranging from share of global greenhouse emissions, through the exports of Red List chemicals.
- ◆ The concept of **environmental debt** can be described as the environmental burden passed from one generation to the next. It is defined as **"the cost required to restore environmental damage that is restorable, as well as the size of the means required for recurring restoration measures"**
- ◆ **Sanitary and Phyto-sanitary (SPS)** - an area where standards are becoming increasingly mandatory e.g. **sanitary (human & animal health) and phyto-sanitary (plant health)** measures. All countries maintain **measures to ensure that food is safe for consumers, & to prevent the spread of pests or diseases among animals & plants**. These measures can take many forms, such as **requiring products to come from a disease-free area, inspection of products, specific treatment of processing of products, setting of allowable maximum levels of pesticide residues or permitted use of only certain additives in food**.

SPS -2

- ◆ Steps to protect human, animal & plant health / life from risks arising from entry / spread of pests, diseases, disease causing organism in food
- ◆ Methods of analysis of veterinary drugs & pesticides residues,
- ◆ Standards for Plants / animal health
- ◆ The **Hazard Analysis and Critical Control Point (HACCP) system is a food safety management system**, which concentrates prevention strategies on known hazards, and the risks of them occurring at specific points in the **food chain**. The HACCP approach easily integrates into Total Quality Management or ISO 9000. In the U.S.A. about 38 states are using HACCP as part of their regulatory process. The E.U. has also introduced HACCP as a mandatory standard, i.e. technical regulation.

Eco-labeling

- ◆ Social and Environmental Impacts of production / supply are incorporated in the launch of the O.K. initiative to certify and label environmentally friendlier products for consumption in the developed rich nations
- ◆ A range of tools will be implemented in the next few years incorporating citizen action, **use of certification techniques**, development of **fair trade & environmental labeling**.
- ◆ OECD Workshop suggested **Eco-labeling** on items being imported from developing countries. The criteria are based on a mixture of good trading & employment practice, consumer & labor expectations & legal requirements.

Eco-labeling-2

- ◆ Foreign producers are required to explain the processes they use in their production from cradle to grave in order to receive the Eco-label on their products. Thus access of products either raw or finished from such countries may be restricted and concerns have been raised that **Eco-labels can constitute a barrier to the free trade**. These Eco-labeling may incorporate some or all of these conditions increasing the existing economical crisis in any country:-
 - a) Employee representation
 - b) Employment conditions
 - c) Health and safety
 - d) Environment
 - e) Child Labor
 - f) Various stages of the life cycle
 - g) Social labeling is focused primarily on products from developing countries and is seen as promoting good working conditions

Eco-labeling-3

- ◆ **Environmental Eco-labeling** require any such conditionalities like
 - i. There should be **no use of 17 listed pesticides**;
 - ii. There should be **active development of alternative means of pest control**;
 - iii. There should be **initiatives to protect water courses and forested areas**; and
 - iv. Where possible, renewable fuels should be used.
- ◆ The implementation of these requirements for Eco-labeling may depend on the following:-
 1. The choice of criteria can reflect the environmental conditions and preferences of the labeling country (e.g. paper products)

2. Plant inspection and verification may be difficult or expensive for companies from developing countries.
3. Application fees and annual fees for use of the label although calculated in the same way for domestic & foreign producers may prove to be more onerous for smaller producers from developing countries.

◆**Five common themes emerge:**

1. that there are **global limits** (i.e. the world has limited carrying capacity, in terms of sources of environmental resources and sinks for pollution and wastes);
2. there should be **fair shares** (e.g. each global inhabitant has an equal right to this limited capacity);
3. that a priority should be placed on **meeting needs and food safety** (i.e. food security concerns must take precedence over the allocation of land resources to 'luxury' products);
4. the world should move towards **sustainable trade** (i.e. international trade should be based on ecological surpluses, and transport should be minimized);
5. that goods and services should incorporate **full life cycle costs** (e.g. full social and environmental costs at each stage of the life cycle from extraction through production and consumption to disposal should be internalized into prices).

Development Vs Environment

- ★ Constant and SD is crucial for long-term survival of human race.
- ★ Every development activity has impact on env.
- ★ Current development patterns are unsustainable and environmentally damaging.
- ★ Increase in economic prosperity and further economic growth are already linked with worsened environmental impacts.
- ★ Trade rises increase chances of spread of diseases thro plants, food, animals.

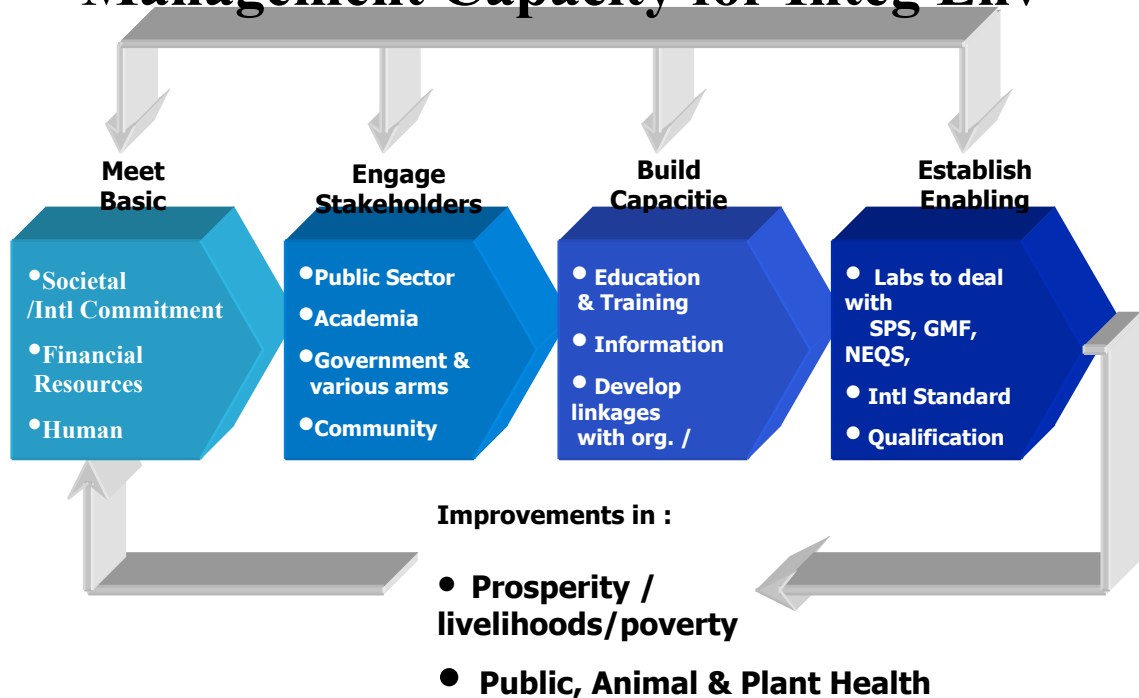
Good Governance Vs Environmental consideration

Duty of Government to provide or make arrangements :-

1. Decentralization, local resource control & usage
 2. Justice for all in every aspect
 3. Access to public institution / information to all people, free flow of information,
 4. Training of judges on Env issues & their independence
 5. Training of custom staff for control / banning imports of unwanted goods / issues
 6. Provision of technical / financial resources to important Env institutes like Pak & prov EPAs, MinFAL, MOI&P, PCRWR, Fisheries Deptt., local governments etc
- Guaranteed Basic human rights – provision of clean food, water, air, clothes, consumables, basic civic amenities, future generations interest**
7. Food chain free of any pollutants, pests, diseases (SPS), unacceptable GM etc from local and foreign sources
 8. Control of excessive usage of pesticides, insecticides, weedcites, rodenticites & testing of food for MRL / GM fit for export under WTO / SPS & local consumption
 9. Making obligatory to treatment of water, air and solid wastes being dumped by industries, municipalities, & vehicular emissions
 10. Clean drinking water supply to rural & urban population
 11. Strengthening capabilities of municipality staff to treat municipal solid / liquid wastes
 12. Restoring quality of water bodies

13. Involvement of general public in the decision making process like running of local govt who may take decision for number of issues including 7-12
14. Provision of certificate system for Env Friendly Industries
15. Control of vehicular emissions,
16. Strengthening of legislatures on Env., International commitment, GG issues
17. Developing long term transport planning and management
18. Development & implementation of NEQS, NAAQS, IAQS, NDrinkingWQS, NAgriWQS,

Management Capacity for Integ Env



Conclusions

- ◆ Mis-management of Natural resources / bio-diversity, Environmental issues be minimized
- ◆ It is the need of the day to preserve / protect and maintain quality of environment in its best quality
BECAUSE ENVIRONMENT IS LIFE
- ◆ V Strong linkage of GG exists with environmental aspirations.

Conclusions-2

- ◆ Countries can ill afford to overlook the linkage of GG Vs Population Explosion, associated Development, Trade, Economics, Pollution, & Envi.tal Degradation of our Natural Resources.
- ◆ We must emphasize on identifying issues, analyze these issues & take steps to prevent them by integrating various departments and setting up regional efforts

- ◆ We should provide up-to-date education for our regulators / users.
- ◆ Local empowerment is suggested

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Case Studies and Best Practices of Policy and Mechanism for Participation and Accountability at Local Level

By: M. Asif Zaman Ansari

KEY POINTS

- LOCAL (GOVT) LEVEL PARTICIPATION AND ACCOUNTABILITY CONTEXT
- BEST PRACTICES OF POLICY
- IMPLEMENTATION MECHANISM
- EMPIRICAL STUDIES (JUDGEMENTAL INFO/DATA ETC)
- LESSON AND CONCLUSIONS

OVERALL CONTEXT

- I. THEORETICAL: (BEST PRACTICES OF POLICIES & MECHANISM)
 - GOVERNANCE: (CONCEPT, SIGNIFICANCE & NEED)
 - POLICY AND ELEMENTS (OF GOOD GOVERNANCE)
 - SIGNIFICANCE OF PARTICIPATION & ACCOUNTABILITY (IN GOVERNANCE)
- II. OPERATIONAL (CASE STUDY)
 - POLITICAL, ECONOMIC AND ADMINISTRATIVE FRAMEWORK
 - PARTICIPATION & ACCOUNTABILITY MECHANISMS AT LOCAL LEVEL
 - STATED OBJECTIVES VERSUS GROUND REALITIES

PART-I THEORETICAL CONTEXT

GOVERNANCE

- “EXERCISE OF POLITICAL, ECONOMIC AND ADMINISTRATIVE AUTHORITY TO MANAGE A NATION AFFAIRS”
- “THE MANNER IN WHICH POWER IS EXERCISED IN THE MANAGEMENT OF ECONOMIC AND SOCIAL RESOURCES FOR DEVELOPMENT”
- “GOVERNANCE IS THE FUNCTIONAL EXPRESSION OF THE GOVERNMENT”

NEED AND SIGNIFICANCE

- TO OPTIMIZE RETURNS AND BENEFITS FROM AVAILABLE RESOURCES
- JUDICIOUS USE OF POLITICAL, ECONOMIC AND ADMINISTRATIVE AUTHORITY FOR DEVELOPMENT OBJECTIVES
- TO ENSURE EQUITY AND JUSTICE
- TO CHECK MIS-MANAGEMENT AND WASTE
- TO CHECK UN-ETHICAL PRACTICES i.e. CORRUPTION, NEPOTISM AND FAVOURITISM etc.

ELEMENTS OF GOOD GOVERNANCE

- A RESPONSIVE AND RESPONSIBLE POLITICAL SYSTEM
- A WORKABLE POLICY FRAME-WORK

- AWARENESS OF THE HUMAN DEVELOPMENT NEEDS
- PRIORITIZATION OF NEEDS FOR SUSTAINABLE HUMAN DEVELOPMENT
- AVAILABILITY OF ECONOMIC AND FINANCIAL RESOURCES
- DELIVERY ORIENTED ADMINISTRATIVE SYSTEM

MAJOR POLICY CHARACTERISTICS OF GOOD GOVERNANCE (BEST PRACTICES)

- PARTICIPATORY
- FOLLOWS RULE OF LAW
- TRANSPARENT
- RESPONSIVE

- CONSENSUS ORIENTED
- EQUITABLE AND INCLUSIVE
- EFFECTIVE AND EFFICIENT
- ACCOUNTABLE

RAISON d^ETRE

PARTICIPATION:

- THE KEY CORNER STONE OF GOOD GOVERNANCE
- ENSURES FREEDOM OF ASSOCIATION AND EXPRESSIONS
- RESULTS IN OWNERSHIP AND ORGANIZED APPROACH

RULE OF LAW:

- FAIR LEGAL FRAMEWORK AND ITS IMPARTIAL ENFORCEMENT RESULTS IN CREDITABILITY
- BUILDS CONFIDENCE INTO THE SYSTEM

TRANSPARENCY:

- AVAILABILITY OF INFORMATION AND DIRECT ACCESS HELPS IN ACCEPTABLE DECISIONS AND THEIR ENFORCEMENT

RESPONSIVENESS:

- INSTITUTIONS AND PROCESSES SHOULD SERVE ALL STAKE-HOLDERS IN A GIVEN TIME FRAME

CONSENSUS:

- MEDIATION OF DIFFERENT INDIVIDUAL/GROUP INTERESTS HELPS IN AGREEMENT ON THE BEST INTERESTS OF THE WHOLE COMMUNITY – A SINE QUA NON FOR SUSTAINABLE HUMAN DEVELOPMENT

EQUITY:

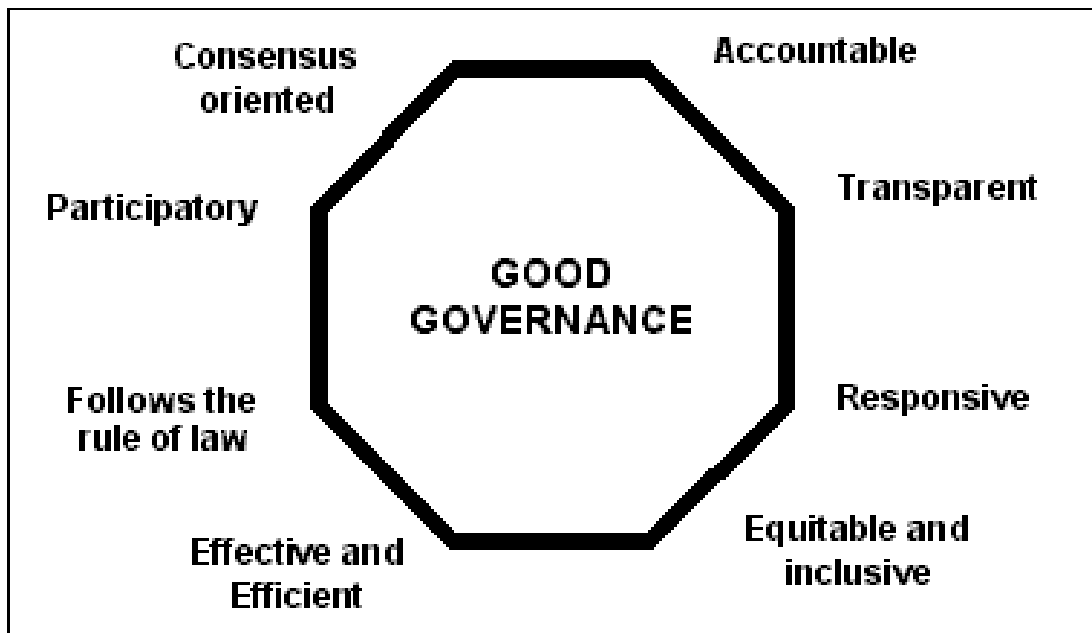
- ALL MEMBERS IN THE COMMUNITY SHOULD HAVE STAKE AND NOT FEEL EXCLUDED FROM THE MAINSTREAM
- EVERYONE SHOULD HAVE OPPORTUNITIES TO SHARE BENEFITS AND TO IMPROVE

EFFECTIVENESS AND EFFICIENCY:

- INSTITUTIONS MUST ENSURE THAT THE NEEDS OF SOCIETY ARE MET WITH THE BEST USE OF RESOURCES. THIS ALSO COVERS SUSTAINABLE USE OF NATURAL AND ENVIRONMENTAL PROTECTION

ACCOUNTABILITY:

- A KEY REQUIREMENT OF GOOD GOVERNANCE
- PUBLIC AND PRIVATE SECTORS AS WELL AS CIVIL SOCIETY ORGANIZATIONS MUST BE ACCOUNTABLE TO THE STAKEHOLDERS. ACCOUNTABILITY HAS STRONG BEARING ON ALL OTHER FACTORS FOR GOOD GOVERNANCE



SCHEMATIC REPRESENTATION OF GOOD GOVERNANCE

GOVERNANCE (POLICY FRAMEWORK)

I. TOP DOWN:-

- HIERARCHICAL SET UP
 - FEDERAL
 - PROVINCIAL
 - LOCAL (DISTRICT, TEHSIL AND UNION COUNCIL LEVELS)
- WELL-DEFINED POWERS AND RESPONSIBILITIES
- TRANSPARENCY

II. BOTTOM UP:-

- PARTICIPATION
- EVALUATION AND MONITORING

- ACCOUNTABILITY
 - FINANCIAL ACCOUNTABILITY/AUDIT (PUBLIC SECTOR)
 - SOCIAL ACCOUNTABILITY/AUDIT (PRIVATE SECTOR/CIVIL SOCIETY, MCs ETC)

CASE STUDY – PAKISTAN

SALIENT FEATURES OF THE DEVOLUTION PLAN (LGO 2001)

- DEVOLUTION OF POWER TO GRASS ROOT LEVEL
- DECENTRALIZE ADMINISTRATIVE AND FINANCIAL AUTHORITY
- EFFECTIVE DELIVERY OF SERVICES
- TRANSPARENT DECISION MAKING
- PARTICIPATORY AND BOTTOM UP APPROACH
- DECISION MAKING THROUGH CONSENSUS AND GENUINE EMPOWERMENT OF CITIZENS
- BRIDGE URBAN-RURAL DIVIDE
- GENDER EMPOWERMENT
- PROMOTE HUMAN RESOURCE DEVELOPMENT
- ENSURE SWIFT AND ACROSS THE BOARD ACCOUNTABILITY

PROVISIONS REGARDING ACCOUNTABILITY

A. FINANCIAL:

- FINANCIAL MANAGEMENT: DEVOLUTION OF FINANCIAL POWERS
- TRANSPARENCY IN FUNDS MANAGEMENT
- AUDIT & INSPECTION

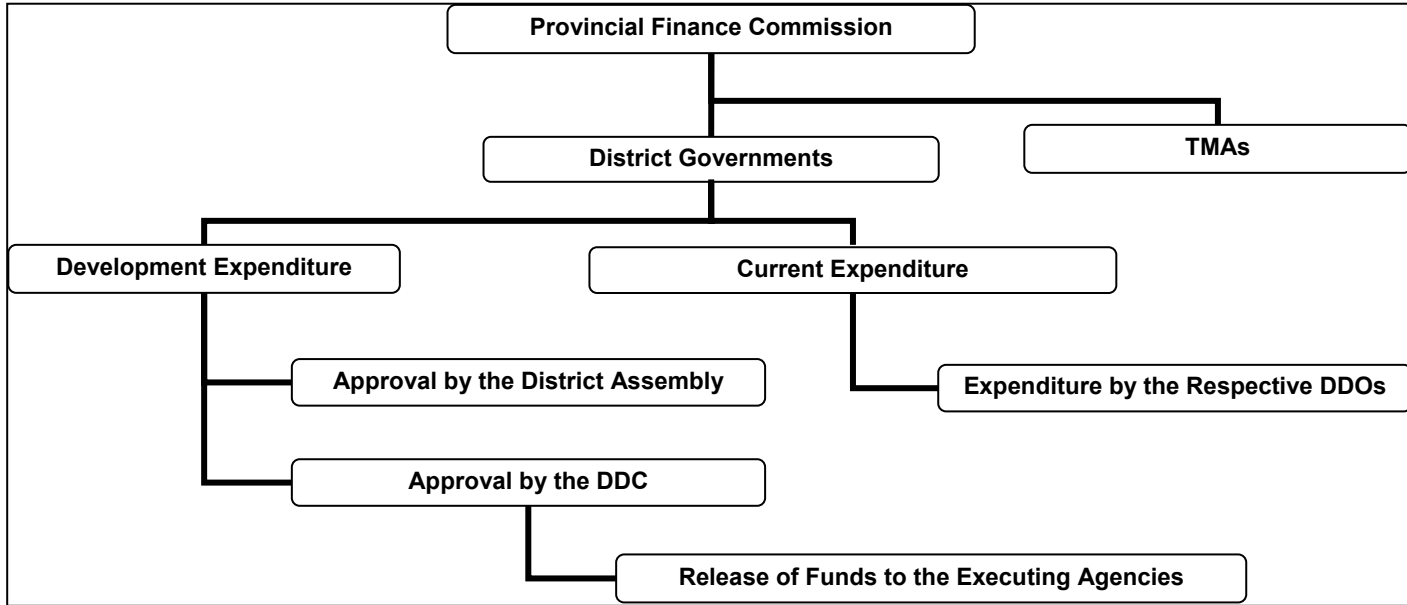
B. SOCIAL:

- INSPECTION & SUPERVISION
- PROVISIONS REGARDING ENQUIRIES
- RIGHT OF INFORMATION
- MONITORING COMMITTEES

FINANCIAL SYSTEM (SALIENT FEATURES)

- REVENUES GENERATED BY THE LOCAL GOVERNMENT TO FORM PART OF THE LOCAL FUND
- FUNDS CAN BE SPENT BY LOCAL GOVERNMENT AFTER APPROVAL BY ITS COUNCILORS
- EXPENDITURE BY LOCAL GOVERNMENT ALSO INCLUDES TRANSFER OF FUNDS TO ANY UNION/VILLAGE COUNCIL OR CITIZEN COMMUNITY BOARD ETC
- NO MONEYS OUT OF LOCAL FUNDS ARE PAYABLE TO HIGHER LEVEL GOVERNMENT EXCEPT FOR DEBIT REPAYMENTS
- FUNDS ARE NON-LAPSABLE
- RE-APPROPRIATION POWERS ARE DELEGATED TO LOCAL GOVERNMENT

DISTRICT FINANCIAL SYSTEM



MANAGEMENT OF ALLOCATED FUNDS

Identification of the schemes by stakeholders

Formulation of ADP by Finance & Planning Wing



Approval of ADP by Zila Council



Prioritization of sector wise schemes by Zila Nazim/ Finance Committee



Preparation of cost estimates and feasibility by Executing Agency



Presentation/ Approval of Schemes in DDC



Release of funds to Executing Agency



Tendering process and award of contract by Executing Agency



Monitoring and evaluation by District Monitoring Committee



Pre-Audit by District Accounts Officer before payment to the contractors



ACCOUNTABILITY SYSTEM

INTERNAL ACCOUNTABILITY:

- ZILA NAZIM

- EDO / HEAD OF THE RESPECTIVE DEPARTMENT
- FINANCE & PLANNING WING
- DCO
- DISTRICT MONITORING COMMITTEE
- DISTRICT ACCOUNTS OFFICER

EXTERNAL ACCOUNTABILITY:

- REP OF AGPR
- LOCAL GOVERNMENT COMMISSION
- ZILA MOHTASIB (NOT YET APPOINTED)
- PROVINCIAL GOVERNMENT
- CHIEF MINISTER'S INSPECTION TEAM
(SECTION 115 CHAPTER 12 OF LOCAL GOVERNMENT ORDINANCE 2001)

PARTICIPATION

- PASSIVE PARTICIPATION: PEOPLE HAVE INFORMATION ON WHAT MATTERS TO THEM
- CONSULTATION: PEOPLE LIKE TO GIVE THEIR OPINION
- SELF-MOBILIZATION: PEOPLE SET OBJECTIVES AND MAKE EFFORTS TO REACH THESE OBJECTIVES
- DECISION MAKING: PEOPLE WANT TO BE PART OF DECISION-MAKING PROCESS
- INFORMATION GIVING: PEOPLE HAVE INFORMATION ON WHAT MATTERS TO THEM AND ARE THE BEST COMMUNICATION TOOL
- MATERIAL INVOLVEMENT: PEOPLE LIKE TO PUT THEIR SHARE IN DEVELOPMENT IN MATERIAL FORM
- FUNCTIONAL: OBJECTIVES DETERMINE PEOPLE'S PARTICIPATION LEVELS

INSPECTION AND SUPERVISION

- UNDER SECTION 135, THE ZILA NAZIM MAY DESIGNATE INSPECTING OFFICERS TO OBJECTIVELY EXAMINE THE PERFORMANCE OF A TEHSIL MUNICIPAL ADMINISTRATION, TOWN MUNICIPAL ADMINISTRATION AND UNION ADMINISTRATION IN RELATION TO SERVICE DELIVERY AS MAY BE PRESCRIBED.
- REPORTS ARE TO BE SUBMITTED TO ZILA NAZIMS, IN A PRESCRIBED TIME FRAME
- ZILA NAZIMS ADVISE THE CONCERNED NAZIM/S TO TAKE APPROPRIATE ACTION WITHIN 30 DAYS
- CONCERNED NAZIM TO INFORM THE RESPECTIVE COUNCIL OF THE ACTION

ENQUIRIES

- UNDER SECTION 136, THE ZILA NAZIM MAY REQUIRE ANY TEHSIL NAZIM, TOWN NAZIM OR UNION NAZIM IN THE DISTRICT TO CONDUCT AN ENQUIRY INTO ANY MATTER CONCERNING RESPECTIVE LOCAL GOVERNMENT
- THE PROCEEDINGS OF THE ENQUIRY ALONGWITH THE REPORT ARE SUBMITTED TO THE ZILA NAZIM
- APPROPRIATE ACTION TO BE TAKEN BY CONCERNED NAZIM WITHIN 30 DAYS AND ALSO INFORM THE COUNCIL

RIGHT OF INFORMATION

- UNDER SECTION 137, EVERY CITIZEN HAS THE RIGHT TO INFORMATION ABOUT ANY OFFICE OF THE DISTRICT GOVT. TEHSIL MUNICIPAL; ADMINISTRATION AND UNION ADMINISTRATION
- EVERY OFFICE SHALL PROVIDE INFORMATION, (IF NOT RESTRICTED UNDER ANY LAW FOR THE TIME BEING IN FORCE), ON THE PRESCRIBED FORMS AND ON PAYMENT OF SUCH FEE AS MAY BE PRESCRIBED. INFORMATION ABOUT STAFFING
- THE PERFORMANCE OF THE OFFICE OF A LOCAL GOVERNMENT, DURING THE PRECEDING MONTH SHALL, AS FAR AS POSSIBLE, BE DISPLAYED AT A PROMINENT PLACE WITHIN THE PREMISES OF THE OFFICE FOR ACCESS BY THE CITIZENS.

MONITORING BY THE COMMITTEES

- SECTION 138 PROVIDES THAT THE MONITORING IS TO BE CARRIED OUT THROUGH THE COMMITTEES, CONSTITUTED FROM AMONGST THE ELECTED MEMBERS OF THE ZILA COUNCILS
- RESPONSIBLE FOR MONITORING THE FUNCTIONING OF THE DISTRICT GOVTS
- PREPARE QUARTERLY EVALUATION REPORTS
- UNION COUNCIL M.C. EMPOWERED TO MONITOR & EVALUATE ALL DMAS AND TMAS IN ITS AREA
- CMs BOUND BY A CODE OF CONDUCT

MC REPORTS COVERAGE

- TARGETS & ACHIEVEMENTS
- RESPONSIVENESS TO PUBLIC NEEDS
- SERVICES DELIVERY EFFICIENCY
- TRANSPARENT FUNCTIONING

PROVISION REGARDING PARTICIPATION

- THE INSTITUTION OF MCS
- PROVISIONS REG. DISTRICT MUSHAVARAT (CONSULTATION) COMMITTEE
- PROVISIONS REG. CITIZENS COMMUNITY BOARDS (CCBs)
- VILLAGE AND NEIGHBORHOOD COUNCILS

DISTRICT MUSHAVIRAT COMMITTEES

- UNDER SECTION 140 OF THE PUNJAB LOCAL GOVERNMENT ORDINANCE 2001, DISTRICT MUSHAVIRAT COMMITTEES ARE TO BE CONSTITUTED IN EACH DISTRICT, COMPRISING OF ZILA NAZIM, NAIB NAZIM AND ALL TEHSIL NAZIMS AND TOWN NAZIMS, WITH DCO AS SECRETARY OF THE COMMITTEE
- AMONG THE MAJOR FUNCTIONS, THIS COMMITTEE IS TO CRYSTALLIZE VISION FOR INTEGRATED DEVELOPMENT, PRIORITIZE AND CO-ORDINATE INTER-TEHSIL DEVELOPMENT PLANS AND TO SET DIRECTIONS FOR REALIZING ECONOMIC GOALS OF THE DISTRICT

CITIZEN COMMUNITY BOARD

- SECTION 98 PROVIDES FOR SETTING UP CCBs (ELECTION NOT OBLIGATORY)

- MAY BE CREATED BY CITIZENS THEMSELVES OR BY A LOCAL ELECTED BODY
- TO BE REGISTERED WITH THE DISTRICT GOVERNMENT
- TO MOBILIZE COMMUNITIES AND RAISE FUNDS TO SOLVE LOCAL PROBLEMS
- NO RESTRICTION ON MEMBERSHIP
- TOTALLY AUTONOMOUS IN THEIR FUNCTIONS
- TO WORK IN CLOSE COLLABORATION WITH MONITORING COMMITTEES OF THE UNION COUNCILS
- FOCUS ON ENERGIZING THE COMMUNITY FOR DEVELOPMENT & IMPROVEMENT OF SERVICE DELIVERY

FUNCTIONS OF THE CITIZEN COMMUNITY BOARDS

- IMPROVEMENT OF DELIVERY OF SERVICE BY A PUBLIC FACILITY
- DEVELOPMENT AND MANAGEMENT OF NEW PUBLIC FACILITIES
- WELFARE OF THE HANDICAPPED, DESTITUTE, WIDOWS AND FAMILIES IN EXTREME POVERTY
- ESTABLISHMENT OF FARMING, MARKETING AND CONSUMERS' COOPERATIVES
- IDENTIFICATION OF DEVELOPMENT AND MUNICIPAL NEEDS AND MOBILIZATION OF RESOURCES
- FORMATION OF STAKEHOLDER ASSOCIATIONS FOR COMMUNITY INVOLVEMENT IN THE IMPROVEMENT AND MAINTENANCE OF SPECIFIC FACILITIES
- REINFORCING THE CAPACITY OF A SPECIFIC MONITORING COMMITTEE AT THE BEHEST OF THE CONCERNED COUNCIL

FUNCTIONS OF VILLAGE AND NEIGHBORHOOD COUNCIL

- DEVELOP AND IMPROVE WATER SUPPLY SOURCES
- MAKE ARRANGEMENTS FOR SANITATION, CLEANLINESS AND DISPOSAL OF GARBAGE AND CARCASSES
- DEVELOP SITES FOR DRINKING AND BATHING OF CATTLE
- TAKE MEASURES TO PREVENT CONTAMINATION OF WATER
- PREVENT AND ABATE NUISANCES IN PUBLIC WAYS, PUBLIC STREETS AND PUBLIC PLACES
- ORGANIZE WATCH AND WARD IN THE VILLAGE AND NEIGHBORHOOD THROUGH UNARMED VILLAGE OR NEIGHBORHOOD GUARDS
- ORGANIZE VILLAGE AND NEIGHBORHOOD SPORTS TEAMS, CULTURAL, AND RECREATIONAL ACTIVITIES
- MOBILIZE VOLUNTARY RESOURCES, INCLUDING PHYSICAL LABOUR, PROPERTY AND CASH CONTRIBUTIONS FOR MUNICIPAL ACTIVITIES IN THE VILLAGE AND NEIGHBORHOOD
- FACILITATE THE FORMATION OF CO-OPERATIVES FOR IMPROVING ECONOMIC RETURNS AND REDUCTION OF INTERSTITIAL POVERTY AND CONSUMER PROTECTION
- REPORT CASES OF HANDICAPPED, DESTITUTE, AND OF EXTREME POVERTY TO THE UNION ADMINISTRATION
- MOBILIZE THE COMMUNITY INVOLVEMENT IN MAINTENANCE OF PUBLIC STREETS, PLAY GROUNDS, PARKS, CULVERTS AND PUBLIC BUILDING, DE-SILTING OF CANALS AND WATERCOURSES

- PROMOTE PLANTATION OF TREES, LANDSCAPING AND BEAUTIFICATION OF THE VILLAGE AND NEIGHBORHOOD

GROUND REALITIES

KEY FINDINGS OF A RECENT SURVEY

- THE CHAIRMEN & THE MEMBERS OF ZMCs HAD NO KNOWLEDGE ABOUT THE GUIDELINES FOR ZMCs IN WHICH ALL THE PROCEDURES ARE PRESCRIBED.
- MEMBERS OF ZMCs FOR HEALTH, EDUCATION AND COMMUNITY DEVELOPMENT IN ALL 10 DISTRICTS WERE NOT ELECTED ACCORDING TO THE ELECTION PROCEDURE AS PRESCRIBED IN THE GUIDELINES FOR THE MCs, BUT USUALLY NOMINATED BY THE ZILA NAZIM.
- ZMCs IN ALL 10 DISTRICTS ARE NOT PROPERLY FUNCTIONING, AND IN SOME DISTRICTS, A FEW VISITS WERE CONDUCTED INDIVIDUALLY FOR THE PURPOSE OF INSPECTION OF THE OFFICES & PERSONNELS OF THE EDUCATION AND HEALTH DEPARTMENTS
- NO TRAINING ON THE RULES/GUIDELINES OF MONITORING UNDER SECTION 138 HAVE BEEN CONDUCTED BY THE NRB OR ANY OTHER AGENCY TO THE ZMCs
- ZMCs HAVE NOT SO FAR PREPARED A SINGLE QMR (QUARTERLY MONITORING REPORT) FOR PRESENTATION IN THE ZILA COUNCIL WHICH IS MANDATORY. WHILE THERE IS NO PROPER FORMAT OF QMR IS PROVIDED IN THE GUIDELINES
- EACH MC MUST HAVE TO OBTAIN THE VOTE OF CONFIDENCE FROM THE CONCERNED COUNCIL, AFTER THE COMPLETION OF THE FIRST YEAR. BUT MORE THAN TWO YEARS HAVE BEEN SPENT, NOT A SINGLE PRACTICE WAS REPORTED FROM ANYWHERE
- NONE OF THE CHAIRMEN EVER CALLED THE MEETING OF THE MONITORING COMMITTEES
- THE PERFORMANCE OF THE MONITORING COMMITTEES & VOTE OF CONFIDENCE WERE NEVER DISCUSSED IN THE MEETING OF THE ZILA COUNCIL
- THERE WAS NO BUDGET & LOGISTICS RESERVED FOR WORKING OF MONITORING COMMITTEES
- THERE WAS A BIG COMMUNICATION GAP BETWEEN THE ZILA COUNCIL & DISTRICT GOVT. EVERYWHERE & IN EVERY SECTOR
- THE ZILA NAZIM, NAIB ZILA NAZIM, DCO, EDO & EVEN THE CHAIRMEN & MEMBERS OF ZMCs HAVING NO PROPER CONCEPT OF FACILITATIVE & SUPPORTIVE ROLE & RESPONSIBILITIES OF MONITORING COMMITTEES FOR THE BETTER PERFORMANCE OF THE RESPECTIVE DISTT. GOVT. DEPARTMENTS & ALSO HAVING SOME RESERVATIONS AGAINST ZMCs
- THE PARTICIPATION OF LADY COUNCILORS WAS POOR AND OFTEN THEY COMPLAINED REGARDING LESS IMPORTANCE GIVEN TO THEM IN DEVELOPMENTAL ACTIVITIES

CORRUPTION TRENDS AS PER RECORD OF ACE PUNJAB.

FOLLOWING CORRUPTION TRENDS HAVE BEEN WORKED OUT ON THE BASIS OF ENQUIRIES AND CASES REGISTERED AGAINST PUBLIC SERVANTS OF DIFFERENT GOVERNMENT DEPARTMENTS ETC. IN PUNJAB:-

YEAR 2002

| S. No. | Department | Total Enqs | %age Enqs | Total Cases | % age Cases |
|--------|--------------------|-------------|------------|-------------|-------------|
| 1 | Police | 785 | 27 | 247 | 21 |
| 2 | Revenue | 732 | 25 | 334 | 29 |
| 3 | Education | 244 | 8 | 121 | 10 |
| 4 | Local Govt. | 228 | 8 | 136 | 12 |
| 5 | Irrigation & Power | 176 | 6 | 48 | 4 |
| 6 | Health | 125 | 4 | 60 | 5 |
| 7 | PHED | 121 | 4 | 33 | 3 |
| 8 | C&W | 106 | 4 | 28 | 2 |
| 9 | Dev. Authorities | 58 | 2 | 31 | 3 |
| 10 | Food | 55 | 2 | 22 | 2 |
| 11 | Co-operative | 32 | 4 | 25 | 1 |
| 12 | Others | 235 | 8 | 86 | 8 |
| | TOTAL | 2897 | 100 | 1171 | 100 |

YEAR 2003

| S. No. | Department | Total Enqs | %age Enqs | Total Cases | % age Cases |
|--------|--------------------|------------|-----------|-------------|-------------|
| 1 | Police | 634 | 29 | 243 | 30 |
| 2 | Revenue | 585 | 27 | 225 | 28 |
| 3 | Local Govt. | 154 | 7 | 59 | 7 |
| 4 | Education | 124 | 6 | 47 | 6 |
| 5 | Irrigation & Power | 125 | 6 | 43 | 6 |

| | | | | | |
|----|-------------------|-------------|------------|------------|------------|
| 6 | PHED(+Dev. Auth.) | 93 | 4 | 52 | 6 |
| 7 | Health | 88 | 4 | 17 | 2 |
| 8 | C&W | 46 | 2 | 11 | 1 |
| 9 | Excise | 31 | 2 | 22 | 3 |
| 10 | Food | 19 | 1 | 6 | 1 |
| 11 | Co-operative | 13 | 1 | 5 | 1 |
| 12 | Others | 246 | 11 | 88 | 9 |
| | TOTAL | 2158 | 100 | 818 | 100 |

- DATA HAS ALSO BEEN COLLECTED REGARDING ENQUIRIES AND CASES OF ANTI-CORRUPTION ESTABLISHMENT, PUNJAB, AGAINST NAZIMS AND NAIB NAZIMS OF THE LOCAL COUNCILS, WHICH DEPICT THE FOLLOWING POSITION AS ON 30.06.2004

| <u>ACE OFFICE/ REGION</u> | <u>TOTAL ENQUIRIES</u> | | | <u>TOTAL CASES</u> | | |
|---------------------------|------------------------|------------------|----------------|--------------------|------------------|----------------|
| | <u>TOTAL</u> | <u>FINALIZED</u> | <u>PENDING</u> | <u>TOTAL</u> | <u>FINALIZED</u> | <u>PENDING</u> |
| 1HQ/GWA | 14 | 0 | 14 | 1 | 0 | 1 |
| 2-LHR | 11 | 2 | 9 | 2 | 0 | 2 |
| 3-RWP | 5 | 0 | 5 | 3 | 0 | 3 |
| 4-FSD | 14 | 8 | 6 | 1 | 1 | 0 |
| 5-SGA | 9 | 6 | 3 | 0 | 0 | 0 |
| 6-MTN | 26 | 19 | 7 | 3 | 2 | 1 |
| TOTAL | 79 | 35 | 44 | 10 | 3 | 7 |

CORRUPT PRACTICES/AREAS OF CORRUPTION

MAINLY THE CORRUPT PRACTICES ARE IDENTIFIED IN THE THREE MAIN AREAS I.E. COLLECTION OF TAXES, THROUGH EXECUTION OF DEVELOPMENT SCHEMES AND CITIZEN COMMUNITY BOARDS (CCB).

LESSONS & CONCLUSIONS

- POLITICAL WILL V/S COMMITMENT
- THE ACCOUNTABILITY SYSTEM AS ENVISIONED & ENVISAGED IS NOT IN PLACE OR OPERATIVE (EXTL. ACCOUNTABILITY IS NON-EXISTENT)
- OFFICIAL/PUBLIC AUDIT SYSTEM IS INEFFECTIVE
- MCs ARE EITHER NON-EXISTENT OR NON-EFFECTIVE
- AWARENESS LACKING ABOUT THE SYSTEM
- LACK OF PEOPLE'S INVOLVEMENT AND PARTICIPATION
- CCBs TURNED INTO SELF-SEEKING GROUPS
- COORDINATION PROBLEMS
- POLICY FORMULATION SANS POPULAR PARTICIPATION

RECOMMENDATIONS

- LOCAL GOVT. GOVERNANCE FRAMEWORK SHOULD EVOLVE THROUGH THE INVOLVEMENT OF STAKEHOLDERS
- LOCAL INSTITUTIONAL AND ADMINISTRATIVE FRAMEWORK SHOULD ADDRESS THE GROUND REALITIES
- MONITORING AND EVALUATION MECHANISM MUST ENSURE POPULAR PARTICIPATION BY STAKEHOLDERS
- PUBLIC AWARENESS CAMPAIGN AT GRASS ROOT LEVEL IS EXTREMELY IMPORTANT FOR INVOLVEMENT, PARTICIPATION AND OWNERSHIP
- THE SYSTEM SHOULD CUT ACROSS TRIBAL, ETHNIC, LINGUISTIC KINSHIP TIES
- COORDINATION BETWEEN LOCAL GOVERNMENT INSTITUTIONS AND LINE DEPARTMENTS IS EXTREMELY IMPORTANT
- ACCOUNTABILITY SHOULD NOT ONLY ADDRESS ITSELF TO DETECTION OF CORRUPTION BUT ALSO ENSURE PUNISHMENT AND DETERRENCE

CASE STUDY --- INDIA

- VILLAGE PUNCHAYAT RAJ
---- A SUCCESS STORY

Volunteerism for Good Governance

By: M. Ghani Khan Marwat

Governance - Defined

- Governance means the process of decision making and the process by which decisions are implemented or otherwise
- Governance is the art of steering societies and organizations
- Governance is the process whereby, within accepted traditions and institutional frameworks, interests are articulated by different sectors of society, decisions are taken, and decision makers are held accountable.

- *(A definition proposed by Louise Frechette, Deputy Secretary General of the UN in his speech to the World Conference on Governance, Manila, May 31, 1999)*

Characteristics of Governance

- **Participation:** All men and women should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their interests
- **Rule of Law:** Legal frameworks should be fair and enforced impartially
- **Transparency:** Transparency is built on the free flow of information
- **Responsiveness:** Institutions and processes try to serve all stakeholders
- **Consensus Orientation:** Good governance mediates differing interests to reach a broad consensus on what is in the best interests of the group
- **Equity:** All men and women have opportunities to improve or maintain their well-being
- **Effectiveness and Efficiency:** Processes and institutions produce results that meet needs while making the best use of resources
- **Accountability:** Decision-makers in government, the private sector and civil society organisations are accountable to the public, as well as to institutional stakeholders

Source: *Governance and Sustainable Human Development – UNDP 1997*

Good Governance and Sustainable Human Development

- Good governance leads to sustainable human development, which has 5 aspects:
 - Empowerment
 - Cooperation
 - Equity
 - Sustainability
 - Security

Volunteerism - Definition

Volunteering is any service that a person does for someone else, either free of cost or at a cost lower than the market value of the services rendered. It may be in the form of time, money, advocacy, etc.

Criteria for Volunteering

- It is not undertaken primarily for financial gain
- It is undertaken of one's own free will
- It brings benefits to a third party as well as to the people who volunteer

Source: UNV Toolkit for Measuring Volunteering

Types of Volunteering

- Mutual Aid (also called self help)
 - Joint management of resources
- Philanthropy or service to others
 - Giving service to the community as a whole
- Campaigning and Advocacy
 - Volunteering out of a desire for a social change
- Participation and Self Governance
 - Like committee members of village water and sanitation project or as members of government consultative body

Source: UNV Toolkit for Measuring Volunteering

Volunteerism – Contribution to GDP

- In the studies coordinated by Johns Hopkins University, it was estimated that the ‘Voluntary Sector’ accounted for 4.6 per cent of GDP of the 22 countries initially surveyed
- The research also revealed that in addition to paid staff of 19 million, the sector was sustained by voluntary labor equivalent to a further 10 million full time employees
- A research in UK has calculated that every year, some 22 million people invest at least four hours per week in a range of voluntary activities, amounting to more than 90 million hours per week

Main Strengths of Volunteerism

- *Fostering ownership (Participation, Equity)*
- Boosting international exchange and solidarity
- Sharing knowledge
- *Promoting participation (Participation, Consensus Orientation)*
- Provide facilitation
- *Improving accountability (Accountability)*
- *Promoting Governance (Governance as a whole)*
- *Ensuring sustainability (Effectiveness and Efficiency)*
- The cost dimension (Efficiency)

UN Volunteers and Governance

- In Albania, Gambia, Ghana, and Indonesia, UN Volunteers contribute to:
 - Local level planning and management capacity building
 - Enhanced participation of local people and their increased access to information and networking
 - Building the capacity of governments at the municipal, district, and provincial levels
 - Strengthening civil society through support to local organizations and targeted groups such as women and youth
 - Help community based organizations (CBOs) to mobilize financial resources for infrastructure projects

Source: www.undp.org/ls/UNV.htm

Why Civil Society & Volunteerism are Necessary for Good Governance

- Civil society and volunteerism is required for good governance as government lacks the skills, financial depth, administrative competence or flexibility to address the problem
- Similarly government may be unwilling to address a politically sensitive question
- When government does not or cannot act, citizens may get together to do so. Public interest partnerships may bring citizens, governments, and business community together to form partnerships
- Sound government is due in large measure to a healthy voluntary sector
- The promotion of good governance necessitates the careful assessment of how the immense contribution of civil society – and NGOs, in particular – needs to be integrated with that of the State

Source: www.oneworld.org/odi/speeches/goudie.html

UNV Support to Promotion of Local Governance in Lebanon

- This project has a mandate to complement ongoing efforts by UNDP, Government and Civil Society, adding its contribution to alleviating poverty and promoting good governance by:
 - Restoring organizational and managerial capacities in pilot municipalities
 - Incorporating volunteer action to enhance local governance by establishing partnership between public-private actors in the form of business community relations for local development
 - Promoting volunteerism by displaying UN Volunteers at work

Source: www.un.org.lb/UN/details.asp?id=60

Volunteerism – Pakistan Context

- Government of Pakistan
 - Social Welfare Departments at the districts' level form CCBs, which are voluntary bodies. CCBs work for infrastructure development of their areas
 - Education Department has SMCs, which are purely voluntary bodies and which work for the betterment of the schools
 - Health Department forms Health Councils
 - Health Department undertakes Polio Campaign with the help of volunteers
 - Volunteers provide free service during disasters
- The Civil Society
 - RSPs have formed more than 55,000 Community Organizations (COs), which are purely voluntary bodies and are working in health, education, poverty alleviation, and community physical infrastructure
 - Every other NGO in Pakistan works through Community Based Organizations (CBOs), similar to COs

Volunteerism – A Case of NCHD

- NCHD has raised a corps of more than 80,000 village volunteers

- NCHD has also raised 10,000 VVCs and UCCs
- NCHD has registered national and international level volunteers
- NCHD has enrolled more than a million out of school children between the ages of 5 and 7 in the government primary schools with the help of village volunteers
- NCHD has got a complete database of 0 to 9 years of age, out of school children, which was prepared by volunteers
- NCHD has been successful to bring drop out rate to less than 5%, in at least 10 districts through village volunteers
- NCHD has been implementing its literacy program successfully for 15 to 39 years of age adults through volunteer teachers
- NCHD has been successfully implementing its health education program through local communities/volunteers for the last more than one year
- NCHD has successfully implemented its REACT (Relief Action) Program in Badin and Jafferabad during the recent floods
- NCHD raised more than 300 million rupees of funds through telethon, an on-line TV show, which was managed entirely by volunteers
- NCHD built a delay action dam at Karak at a cost of 0.4 million with community participation. Estimate of the Government Department for the same site was more than 10 million rupees

SECURITY

A Precondition for Poverty Reduction and Good Governance

By: Dr. Muhammad Aslam Khan

Context

- ❖ The overriding objective of government's development efforts in Pakistan is poverty reduction and achieving prosperity.
- ❖ This requires a security environment in which individuals and institutions are working collectively to achieve the desired goals.

Governance Defined

- Governance is about setting priorities and generating and using power to achieve those priorities in a consultative manners

Elements of Governance

- Political authority (leadership)
- Exercise of control over society (Justice)
- Management of resources (Stewardship)

Consequences of Poor Governance

Security risks of poor governance are:

- Low levels of healthcare and literacy
- Corruption
- Inequality
- Social unrest
- Poverty
- Crisis of legitimacy

Obstacles Effecting the Security

Growing Inequality:

- Poverty
- Income inequality
- Assets ownership inequality
- Weak social indicators

Obstacles Effecting the Security

Perverse Incentives - Not conducive to good governance

Promotes:

- Rent seeking behavior
- Inefficiency
- Dishonesty and exploitation

Results in: Cronyism, development of particular groups and public functionaries (bureaucracy) failing to act in public interest

Governance Crisis in Pakistan

- Nature of governance crisis in Pakistan is multi-dimensional.
- Pakistan's extreme economic and social vulnerability is because of poor governance.

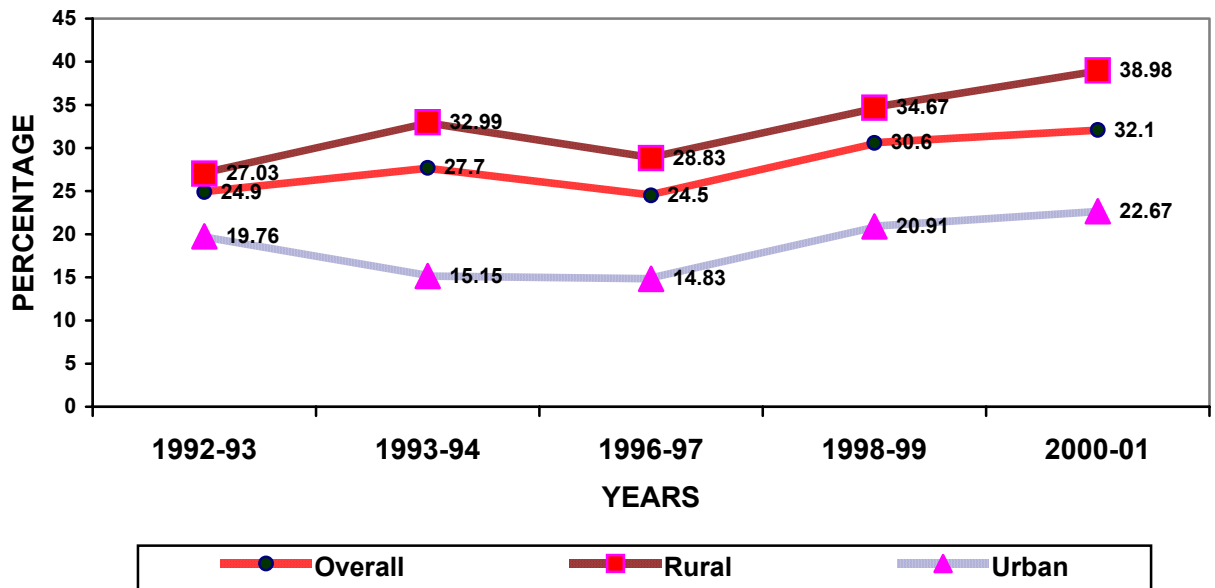
Socio-economic development hampered due to:

- **Weak institutions.**
- **Mafias Control Power**
Mafias, consisting of landlords, police and district officials, political entrepreneur and outright criminals control power, virtually unchecked in rural areas.

Some elements of these mafias have sought to protect themselves by infiltrating political parties. They acquire privileged access to power.

- Executive discretion abused
- State agencies and powers used for the benefit of elite coteries.
- System of justice no longer protect citizens from the excesses of rich and powerful.
- Corruption and cheating are developed habits.
- Mismanagement has routinely endangered the life and livelihood of citizens.
- Institutions of public service have delayed beyond recognition.

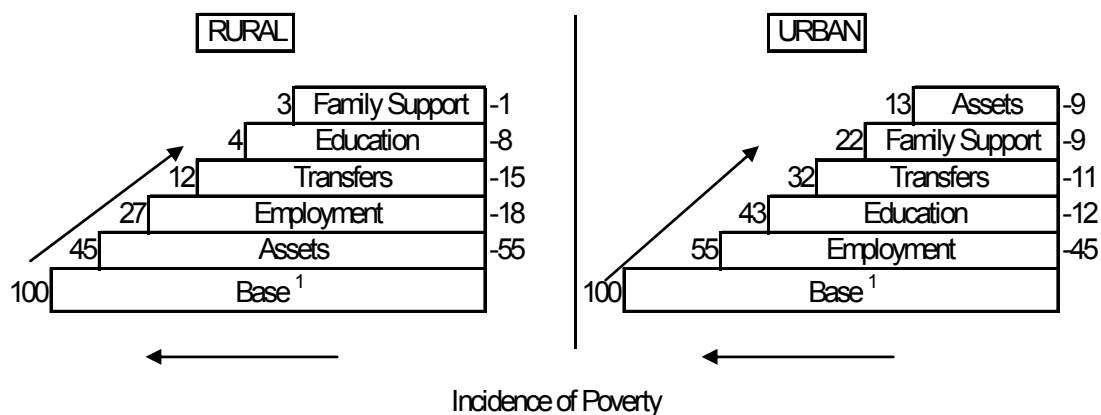
Poverty Incidence



Inequality Measures

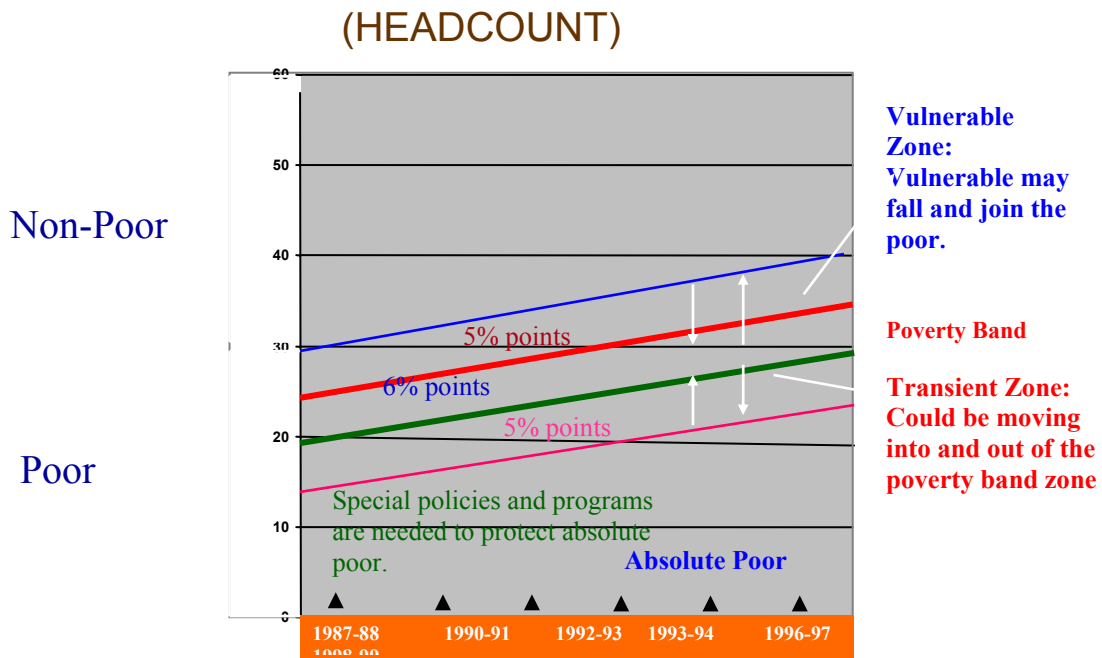
| | 1988 | 1999 | 2002 |
|---|------|------|------|
| Gini Coefficients | | | |
| Pakistan | 0.35 | 0.40 | 0.41 |
| Urban | 0.40 | 0.42 | 0.44 |
| Rural | 0.30 | 0.36 | 0.35 |
| Income of Lowest 20% (%) | | | |
| Pakistan | 8.8 | 7.8 | 7.0 |
| Urban | 7.8 | 6.6 | 6.6 |
| Rural | 9.6 | 8.7 | 8.0 |
| Income of Highest 20% Population (%) | | | |
| Pakistan | 43.5 | 46.5 | 47.6 |
| Urban | 47.8 | 50.1 | 50.3 |
| Rural | 40.0 | 41.8 | 43.2 |
| Ratio Highest to Lowest | | | |
| Pakistan | 4.9 | 6.0 | 6.8 |
| Urban | 6.1 | 7.6 | 7.6 |
| Rural | 4.2 | 4.8 | 5.5 |

Ladder of Poverty Reduction



¹⁾ The head of the household is illiterate, unemployed, without assets and without family support

Source: SPDC, Annual Report, 2000



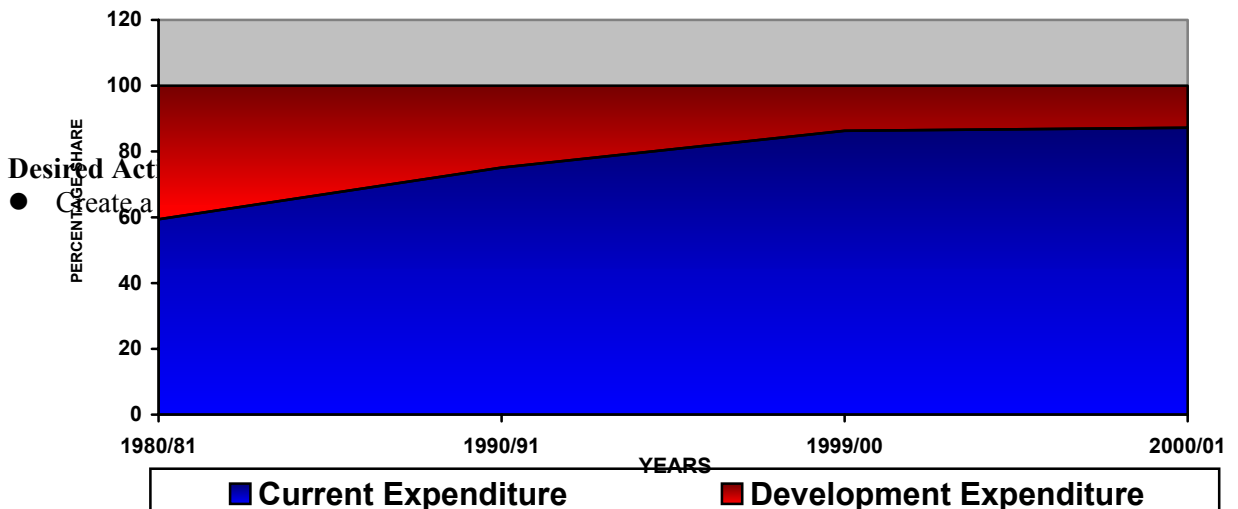
Human Development

- ❖ Human development indicators are weak.
- ❖ Past efforts failed to improve indicators of socio-economic development.
- ❖ All Human Development Indices (HDI, HPI, GDI, GEM) compare poorly with comparable countries in the region

Public Expenditure

- ❖ Public expenditure is suffering from weak prioritization.
- ❖ Increased public expenditure has not made desired impact on improving human development indicators and poverty reduction.
- ❖ Per capita expenditure on social sector including health and education is low compared to most of the developing countries.

Current and Development Expenditure



- Build institutions
- Reduce government
- Promote private sector and civil society
- Social mobilization

Governance Reform Process

Put the Poor First-Empowering the Poor

Bringing Government closer to the governed

Through:

Judicial reform, decentralization and reducing corruption all recommend measures to move the government closer to the governed and improve security environment

Civil Service Reforms

Pre-condition for improving security environment

Three Fundamental Problems:

- Hiring is not related to job descriptions
- Employees systematically avoid going where they are needed most
- “Permanent employment” though provide security but leads to misuse of power and leads to corruption

Judicial Reforms:

“Make the justice system work” for the advantage of poor and vulnerable.

Reducing Corruption

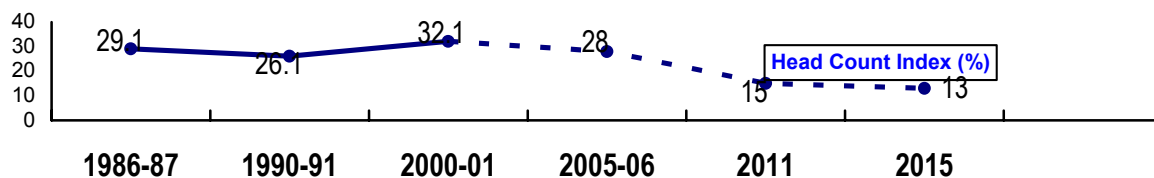
Corruption defined as:

- Misuse of public office for private gains,
- Dissuades increase transition costs in both the private and the public sectors
- Cripples the judicial process
- Creates delays and inefficiencies
- Affects the law and order situation.

Devolution:

- Reforming the political process
- Restructuring and reorienting
- Empowerment
- Creating environment for change

| MACROECONOMIC FRAMEWORK (2005-10) | | | | | | | | |
|-----------------------------------|---------|-----------|-------------|---------|---------|---------|---------|------------------------|
| | 2003-04 | 2004-05 | 2005-06 | 2006-07 | 2007-08 | 2008-09 | 2009-10 | 2014-15 |
| | | Benchmark | Projections | | | | | |
| GDP Growth | 6.4 | 6.6 | 7.2 | 8.0 | 8.2 | 8.5 | 8.8 | 7.2 |
| Agriculture | 2.6 | 4.0 | 4.2 | 4.8 | 4.9 | 5.2 | 5.3 | 4.4 |
| Large Scale Manufacturing | 17.1 | 12.0 | 12.9 | 15.5 | 15.6 | 15.7 | 16.0 | 13.1 |
| | | | | | | | | as % of GDP(mp) |
| Fixed Investment | 16.4 | 17.1 | 18.3 | 19.9 | 20.4 | 21.2 | 21.8 | 25.2 |
| Private | 11.7 | 11.9 | 12.9 | 14.5 | 14.8 | 15.5 | 16.0 | 18.5 |
| (PSDP) | 3.2 | 3.3 | 3.5 | 3.8 | 4.0 | 4.4 | 4.7 | 5.4 |
| Public | 4.6 | 5.2 | 5.3 | 5.4 | 5.5 | 5.7 | 5.8 | 6.7 |
| National Savings | 19.5 | 19.0 | 19.5 | 20.2 | 20.2 | 20.8 | 23.0 | 25.2 |



| | 1990 | 2003 | 2015 |
|---------------------------------|------|------|------|
| Pro-Poor Expenditure (% of GDP) | 4.0% | 5.7% | 9.0% |

Goal 1: Halve extreme poverty and malnutrition

Desired action

- Promoting good governance
- Synergy between global and national efforts
- Additional *and* more efficient use of resources
- Equitable delivery of results in areas that matter most to the poor
- Sustained effort to build institutions to maximize cross-sectoral impacts to achieve cross-cutting outcomes

Goal 2: Achieve Universal Primary Education

| Target: Ensure that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling | | | |
|--|------|------|------|
| Indicator | 1990 | 2003 | 2015 |
| Net Primary Enrolment Ratio | 46% | 56% | 100% |

| | | | |
|---------------------|-----|-----|-----|
| Adult Literacy Rate | 36% | 53% | 88% |
|---------------------|-----|-----|-----|

Goal 2: Achieve Universal Primary Education
Desired action

| Growth of Public Expenditure on Primary Education (%) | | | | |
|---|------|------|------|------|
| | 1990 | 2003 | 2010 | 2015 |
| Base Case Scenario | 3.6 | 4.4 | 6.9 | 8.4 |
| Recommended Scenario | 4.6 | 4.4 | 9.0 | 11.9 |

Scale up in activity from present, to maximise the synergy between several new and existing streams of work, not business as usual

Goal 3: Promote Gender Equality and Empower Women

| Target: Eliminate gender disparity in primary and secondary education by 2005 and to all levels of education no later than 2015. | | | |
|---|-------------------------------------|-------------------------------------|--------------------------|
| Indicator | 1990 | 2003 | 2015 |
| Gender parity index (GPI) for primary, secondary and tertiary education | Pry: 0.51 Sec: 0.50 Ter: 0.46 | Pry: 0.57 Sec: 0.64 Ter: 0.78 | Pry: 1.0 Sec: 0.94 |
| Share of women in wage employment in the non-agricultural sector | Urban: 8% Rural: 17% | Urban: 10% Rural: 17% | Urban: 14% Rural: 20% |

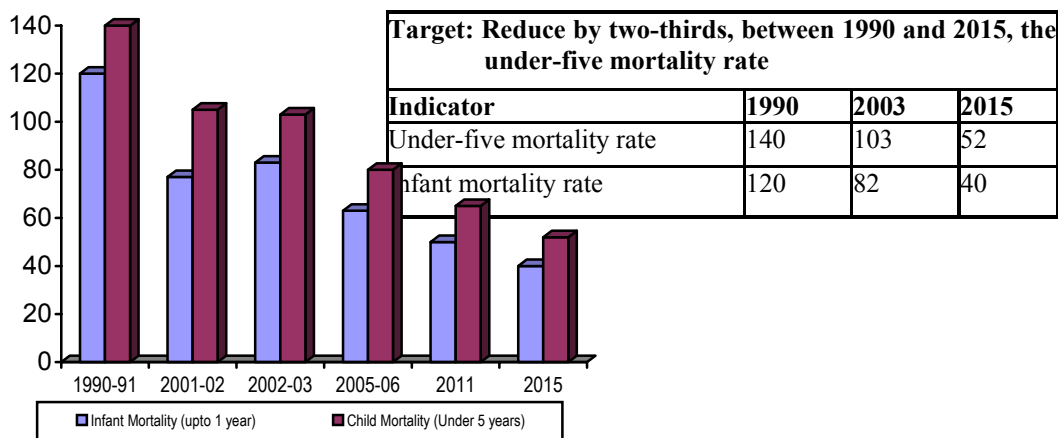
Goal 3: Promote Gender Equality and Empower Women

| Indicator | 1990 | 2003 | 2015 |
|--|--|---|------|
| Proportion of seats held by women in national parliament | National Assembly: 2/217 (0.9%) Senate: 1/87 (1%) | National Assembly: 72/342 (21%) Senate: 17/100 (17%) | - |

Note: 19.3% (140 in total 728) women elected in Provincial Assemblies

- 31% (total 32362) women representatives elected in local councils

Goal 4: Reduce Child Mortality



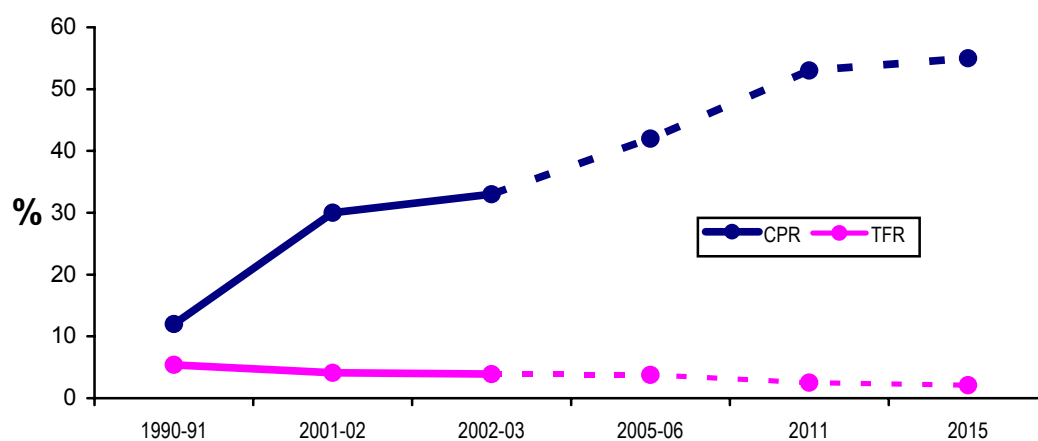
Goal 5: Improve Maternal Health

| Target: Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio | | | |
|---|------|---------|------|
| Indicator | 1990 | 2003 | 2015 |
| Maternal mortality ratio (MMR) | 550 | 350-400 | 140 |

| | | | |
|---|------------|------------|-------------|
| Lady Health Workers' coverage of target population | 13% | 55% | 100% |
|---|------------|------------|-------------|

Goal 5: Improve Maternal Health

| Indicator | 1990 | 2003 | 2015 |
|--------------------------------------|-------------|-------------|-------------|
| Contraceptive prevalence rate | 12% | 30% | 55% |
| Total fertility rate | 5.4 | 3.9 | 2.1 |

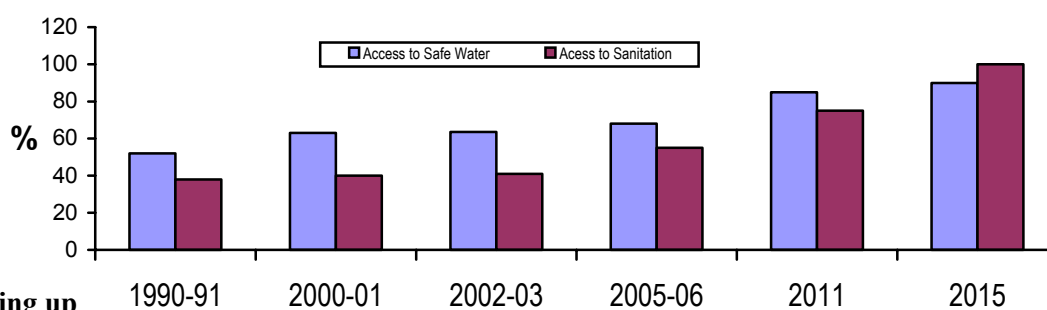


Goal 6: Improve Maternal Health

| Indicator | 1990 | 2003 | 2015 |
|---|-------------|-------------|----------------|
| Proportion of births attended by skilled birth attendants | 18% | 40% | >90% |
| Proportion of women 15-49 years who had given birth during last 3 years, who had attended at least one antenatal care consultation | 15% | 35% | 100% |

Goal 6: Ensure Environmental Sustainability

| Target: Halve, by 2015, the proportion of people without sustainable access to safe drinking water | | | |
|--|---------------------------------|-----------------------------------|---------------------------------|
| Indicator | 1990 | 2003 | 2015 |
| Proportion of population (urban and rural) with sustainable access to a safe (improved) water source | 52% Urban: 68% Rural: 33% | 63.5% Urban: 86% Rural: 43% | 90% Urban: 95% Rural: 80% |



Summing up

- Constraints are complex, both intra and inter-sectoral in nature and context specific
- Devolution Process
 - Political changes
 - Administrative changes
 - Fiscal Reforms
- Monitoring and Evaluation
- Cross-sectoral efforts to minimize security risks

Test of our progress

“is not whether we add more to the abundance of those who have much, it is whether we provide enough for those who have too little” in an environment which is secure and supports poor to unleash their productive capacities.

Economic Development, Gender & Poverty

By: Ms. Foukia Sadik Khan

Economic Development

- Mercantilism
- Laissez-Faire
- Monopoly Capitalism
- Market Failure?
 - Great Depression
 - Keynesianism
- Government Failure
- Structural Adjustment
 - Privatization
 - Deregulation
 - Liberalization

Structural Adjustment in Pakistan

- 1980's particularly post 1988
- Economic Reforms Order of 1991

Reforms

- Exchange Rate Liberalization
- Tariffs Reduction
- Interest Rate Liberalization
- Devaluation
- Privatization
- Taxation
- Financial Sector Liberalization

Structural Adjustment and Governance

- Autonomy of the State Bank of Pakistan
- Audit and Account Reforms
- Taxation Reforms
- Securities and Exchange Commission
- Accountability and Transparency
- Judicial Reforms
- Civil Service Reforms

Impact on Poverty

- Poverty
- Low growth
- Low savings
- Low investment
- Increase in poverty from 25% in mid 1980's to 39% by the end 1990's
- Gini coefficient from 0.34-0.41
- Close down of industrial units

Impact on Women

(As Studied by Azar Syed & Saba Khattak)

- Push from the formal to informal sector
- Incremental employment in the informal sector
- Inflation
- Increase in utility prices
- Increase in commodity prices

**SAARC Human Resource Development Centre (SHRDC)
Islamabad, Pakistan**

**Training Course on
Good Governance
(August 30- September 12, 2004)**

**Guide Lines for Preparation of Country Report by the
Participants**

A country report of at least 10-12 pages should contain the following points:

A. Background:

1. Country in brief
2. Analysis of existing situation and issues of governance

B. Efforts towards Good Governance

1. Past initiatives and their impact on governance
2. Current national policies/Programmes/legislations related to good governance
3. Role of different actors (NGOs, Private Sector, Civil Society etc.) in promoting Good Governance in the country

C. Problems/challenges/constraints related to Good Governance

D. Policy prescriptions to overcome the problems mentioned above

**E. Implementation mechanism (Action Matrix) of the policies prescribed
(Along with the way, how you can contribute from your position to minimize the problem)**

Note: 1. Participants are requested to carry their country reports both in printed form as well

as in the diskettes for the documentation in the SHRDC library. Besides, the participants in their country report should submit the organ gram of their organization showing the unit where the applicant has been serving for the cause of Good Governance.

2. It is advised to bring the summary of the Country Report in the Power Point Format so that it can be presented effectively in stipulated time frame.

Country Reports

SAARC Human Resource Development Centre (SHRDC)
Islamabad, Pakistan

Training Course on Good Governance
(30 August 2004 – 12 September 2004)

COUNTRY REPORT:
THE REPUBLIC OF MALDIVES

Prepared and presented by:

Abbas Shareef

Mohamed Saleem

Ahmed Rasheed

COUNTRY PROFILE

The Maldives, often marked as mere dots on the map of the world, is an archipelagic nation comprising of 1190 coral islands. It is located in the Indian Ocean, approximately 675 kilometres southwest of Sri Lanka. Enjoying a perfect tropical climate of annual average temperature of twenty-seven degrees Celsius, the islands cover an area of around 90,000 square kilometres, strung along a length of 750 kilometres, measuring 120 kilometres in width at their widest point. There are 200 inhabited islands which host a population of 278,101. These islands are grouped into twenty-six natural atolls, but divided into twenty Atolls for administrative purposes. The capital is the island of Male', and it is where all the main government ministries and offices are located. It is also the focal point of economic and political activities of the country.

The Maldives is a hundred percent Muslim nation. The native language is called *Dhivehi* and is exclusive to the archipelago. The script, known as *Thaana*, has similarities to Arabic and is used only by the Maldivians. English in recent years has been the second language. Over ninety eight percent of the population in the Maldives is literate. The country possesses its own wealth of literature, customs and traditions, all of which gives the Maldivian people their distinctive identity. Today, the Maldives, with its white sandy beaches, equatorial tropical climate, pristine environment and colourful coral gardens, is among the most luxurious and sought-after tourist destinations in the world, with visitor numbers exceeding half a million annually.

The Maldives is a democratic republic. The country's system of political governance has had a notable influence in shaping administration and public service provision. The Constitution, proclaimed in 1932, laid down the framework of the current political and government system. The current Constitution came into force on the 1st of January 1998. According to Article 4 of the Constitution, the powers of the State of Maldives shall be vested in the citizens and for the purposes of governing the State, the powers shall comprise of the Executive, the Legislature and the Administration of Justice. In accordance with this Constitution the executive powers shall be vested in the President and the Cabinet of Ministers, the Legislative power shall be vested in the People's Majlis and the People's Special Majlis and the power of administering justice shall be vested in the President and the courts of the Maldives.

The Maldives, as a small island developing nation faces many constraints. Geographically, with the population of the country dispersed over hundreds of islands, the provision of basic services and administration poses a challenge. Until the latter half of the 1980s, fisheries was the main economic activity, providing most of the jobs. However, this was replaced by the development of the tertiary tourism sector, which became the main contributor to the country's GDP. This trend of tourism growth has been maintained for over a decade. The economy is inherently vulnerable as a result of its dependence on tourism for foreign earnings, and due to the country's narrow production base, import dependence, non-conduciveness to substantial agricultural production due to its nutrient-poor soil and small island sizes and lack of non-marine natural resource.

ANALYSIS OF THE SITUATION & ISSUES OF GOVERNANCE

The evolution and development of the system of government and administration in the Maldives shows long-standing, unwritten constitutional principles accepted by the people. The governance of the Maldives was, for the first time, subjected to a set of written laws during early 1900s. Subsequently, in 1931 a Council was appointed and entrusted with the mandate of drafting the first Constitution of the Maldives. The Constitution that was formulated by the Council was proclaimed and implemented in 1932. The rights of the citizens, equality and justice and the rights of the people to live in peace and security was for the first time enshrined in the Constitution. The Constitution also articulated administrative reforms towards improving the life of the people.

Several amendments were subsequently brought to the first Constitution. The Constitution was, however, repealed in 1940 on finding that it was unsuitable to the circumstances that prevailed in the country at the time. A new Constitution was formulated and implemented on in 1942. In 1952, the Maldives became a republic upon affirmation by a referendum and the Constitution was changed to a republican Constitution. However due to a change brought to the governing of the State the monarchy was restored in 1954, and the Constitution of the Maldives was once again revised. In 1968 a new referendum was held, and for the second time a republican form of government was adopted by the Maldives on 11 November 1968.

Hence, it is evident, that though the catch phrase ‘good governance’ has come of late, the Maldives had incorporated the essential concepts of good governance from as early as the 1930s.

Realising that concepts and the essential elements of good governance needed to be entrenched into the everyday life of the Country, President Maumoon Abdul Gayoom, initiated a number of programmes. As such, during the first year of his Presidency of Mr. Gayoom, with the intention of bringing the Constitution more inline with the concepts of good governance into the then existing constitution of the Maldives, introduced a Bill for the amendment of the Constitution, which was subsequently passed by the People’s Majlis.

The President, then charged the Majlis with the responsibility of amending the constitution, which took 17 long years of careful deliberation before it was completed in 1997. The enactment of the new Constitution is reflected as a stride towards further strengthening the democratic system and institutions of the state.

According to Article 4 of the Constitution, the powers of the State of Maldives shall be vested in the citizens and for the purposes of governing the State, the powers shall comprise of the Executive, the Legislature and the Administration of Justice. In accordance with this Constitution the executive powers shall be vested in the President and the Cabinet of Ministers, the legislative power shall be vested in the People’s Majlis and the People’s Special Majlis and the judicial power shall be vested in the President and the courts of the Maldives.

In addition, the new Constitution has paved way to essential elements of good governance such as accountability, equality, rule of law, participation and transparency.

EFFORTS TOWARDS GOOD GOVERNANCE

INITIATIVES & THEIR IMPACT ON GOVERNANCE

INSTITUTIONAL STRENGTHENING

In addition to the comprehensive overhaul of the Constitution, institutional strengthening and management reform has been accorded equally high priority. The need to outline the standards of service delivery expected of Government employees, and to impress on the employees the importance of work ethic and work discipline have become central in the Government’s effort at reforming the public service.

In 1982, an institutional framework was established within the President’s Office, as the National Office for Personnel and Administrative Reform (NOPAR). Several reform projects were implemented in the eighties,

to streamline the Government bureaucracy. These included, for the first time an effort to formulate sound organisational structures, and training of senior officials on effective management practices.

The emphasis on the planning process has been translated at the departmental level too. Ministries and departments have begun to formulate strategic plans for their organizations together with detailed action plans of activities and tasks carried out for a shorter duration. The aspect of human resource development is crucial for national development. Hence, to complement the bilateral and international aid for scholarships and training opportunities, a major initiative to train people were through the Education and Training Project.

The central government agency with the mandate for modernising and reforming the public service is the Public Service Division (PSD). Established in September 1999, the effectiveness of the PSD stems from the fact that it is centrally placed as an organizational division of the President's Office. The mission of the Public Service Division is to modernise and reform the public service to meet the development needs of the country. According to the PSD's Strategic Plan for the years 2000-2005, the mission will be achieved: by establishing departments that are mission-oriented, responsive, innovative and efficient, and; creating a skilled work force that is innovative and productive.

The main reform domains outlined above focused on improving the planning function at departmental level, performance management, better people management, improving service delivery and greater utilisation of IT. The effort of the government has been geared towards increasing awareness on the concepts and practices of the reform initiatives, through seminars, workshops and information sessions.

FORMULATION OF NATIONAL DEVELOPMENT PLANS AND 'VISION 2020'

During the past two decades, public sector reform initiatives in the Maldives have focused broadly on developmental planning activities; human resource development; and institutional strengthening and management reform. Developmental planning was introduced two decades back and the first National Developmental Plan (NDP) was initiated in 1985. Subsequent NDP's have been implemented over the years. In 2001, the Sixth National Development Plan was launched, with a focus on achieving the national goals outlined in the country's Vision 2020.

The adoption of a national '*Vision 2020*' by the Government and the objectives and strategies that will follow multisectorally represent the future direction of reform in the Maldives' public service. The Maldives' *Vision 2020* has identified economic and social targets to be achieved in the next twenty years. It also outlined the type of society desired by the people and the strides to be made in changing the perceptions of people. Among the strategies outlined in *Vision 2020* are long-term strategic planning and the reform and modernisation of the legal and administrative framework.

ESTABLISHMENT OF THE 'HUMAN RIGHTS COMMISSION OF THE MALDIVES'

The Human Rights Commission of the Maldives was established on 10 December 2003, with a mandate of protecting and promoting human rights in the country, in accordance with the Constitution and the relevant International Conventions to which the Maldives is party.

With the view of further enhancing the role of the Human Rights Commission and to give the Commission full independence, The Human Right Commission Bill has been tabled in the Peoples Majlis.

The Bill was drafted to address the fact that the Human Rights Commission of the Maldives, which was established by Presidential Decree, should have legal base, with a mandate of protecting and promoting human rights in the country, in accordance with the Constitution and the relevant International Conventions to which the Maldives is party. The draft Bill addressed the important need to define the legal responsibilities and powers of the Commission and identify the tasks assigned to the Commission.

ACHIEVING MISSION ORIENTATION AND STRATEGIC THINKING

To introduce strategic planning at the organisational level and to train managers in drawing up strategic plans, a seminar on developing long-term missions and strategic plans was held in February 2000. Following

this the Public Service Division of the President's Office mandated all government ministries, offices and parastatal organizations to submit their strategic plans to the division by the end of the year 2002.

CONDUCTION OF SEMINARS AND WORKSHOPS ON MODERN MANAGEMENT PRACTICES

In order to make the government more efficient through reform of public sector management, PSD conducts periodic seminars on various modern management practices aimed at disseminating information to the Network of Senior Government Officials.

This was initiated to fulfil one of the main objectives of PSD which is to increase the professional competency of managers through executive training. Conduction of these seminars to the Network result in the dissemination of information to the whole public sector as the focal persons communicate the information to their staff.

PSD started conducting these seminars in the year 2000 and so far it has conducted eight seminars on key areas of reform. The seminars carried out are outlined below:

1. Seminar on Customer Oriented Services (2000)
2. Seminar on Developing Long term Mission and Strategic Plan for Public Sector organisations (2000)
3. Workshop on Improving the Efficiency of the Public Services through the use of Information Technology (2001)
4. Workshop on Human Resource Development and Planning (2001)
5. Seminar on Introducing Modern Management Practices to the Atolls (2002)
6. Executive Seminar on Sustaining Public Sector Reforms (2002)
7. Workshop on Public Expenditure Management and Budgeting (2003)
8. Seminar on Human Resource Management (2003)
9. Seminar on Effective Change Management in the Public Sector (June 2004)
10. Seminar on Leadership (August 2004)

IMPROVING PERFORMANCE MANAGEMENT

A formal performance appraisal (PA) system of employees in the Maldives was only established for the first time in 1996.

Although the implementation of the first PA system was a major achievement in the country's history as the first ever effort to appraise performance of employees, the system failed to meet the objective of identifying and rewarding employees who performed well. This was in large part due to subjectivity in filling out these forms by the appraisers and tolerance to low performance.

Building on the experiences of the first PA system, and learning from the challenges that were faced from the PA, the PSD has developed a new PA system.

Specific features of the new system comprise:

- 1) Selection of core duties and tasks for the end of the year assessments for each employee.
- 2) Linking core duties with organizational action plans
- 3) Establishing targets to be achieved by the end of the year
- 4) Open communication between supervisors and employees on selection of core duties and in the establishment of targets.
- 5) Introduction of separate forms for managerial and support staff.

Prior to official implementation of the system in all government offices, it is currently underway as a pilot study and is being conducted in eighteen government offices.

ENHANCING STAFF DEVELOPMENT AND MANAGEMENT TRAINING

Building capacity of government employees and to make employees more competent in their work is an important objective of public service management. The Public Service Division of the President's Office further commenced training programs in collaboration with the Faculty of Management and Computing at beginning of the year 2001 following the formation of the Public Sector Training Group (PSTG). Focus areas of these short-term training to staff has been on improving management skills. These are aimed at instilling basic skills in selected management related areas. The areas covered in the courses in the year 2002 included:

- Strategic planning,
- Customer orientation service,
- Training needs analysis,
- Orientation to new entrants,
- Performance appraisal.

The areas covered in 2003 included:

- Strategic planning,
- Customer orientation service,
- Training needs analysis,
- Orientation to new entrants,
- Performance appraisal.
- Dhivehi language skills
- Web development
- Management of accounts and finance
- Introducing computing skills.
-

MONITORING PERFORMANCE

Effectiveness of employees in meeting objectives of the organizations and their contribution can be measured only if performance can be monitored effectively. Therefore the current reforms in the public service sector gives high priority to monitoring performance. This year all the government ministries and offices are in the process of formulating strategic plans where the objectives and action plans will be laid out. The action plans comprise of specific targets with set time frames and various employees would be in charge of meeting these targets. Thus the performance of employees is measured quantifiably by measuring how far the employees are able to meet these targets in the specific time frames. The appraisal forms that are underway as a pilot study will give scores to the contributions of employees in meeting the objectives of the organization. Senior officials from all sections of the government departments will be responsible to monitoring the performance of individual employees and appraising their performance.

Reviews would also be undertaken annually during mid-year to check whether the targets have changed and to make the necessary changes to the action plans and thus the targets set for organization, so that the plans of the organization take into account external and internal changes that may affect performance.

STRENGTHENING ANTI-CORRUPTION MEASURES

Corruption can adversely affect the efficiency of government due to lack of public confidence in governmental agencies, diversion of economic resources, market distortions and inefficiencies of production.

Corruption, or the misuse of government funds and property for personal gain, could be the cause of several factors such as, weak governmental institutions, minimal authority, lack of proper incentives or attitudinal acceptance of corruption.

An anti-corruption board has been established under the supervision of the President's Office. The board is mandated to:

- handle and investigate corruption complaints of public sector money and property and to take necessary action
- reduce corruption within the public sector and to advise the public sector on ways to try and reduce corruption.

- create awareness among the public on the dangers and adverse effects of corruption.
- gain public support in eliminating the problem of corruption from the society.

An important step towards eliminating corruption in the public sector was the formulation of the “Law on the Prohibition of Corruption” that was passed on 31 August 2000. This law outlined prohibitions for employees with regard to public funds and properties and also outlined the guidelines and regulations by which public employees must abide in order to eliminate corruption in the public sector.

The anti-corruption board has already undertaken several measures aimed at eliminating corruption in the society such as scrutinising the budget and property systems of offices to see whether there are any loopholes that might encourage corruption activities. Furthermore, several seminars have been conducted to create awareness on the negative effects of corruption and on ways to eliminate corruption in the society.

PARLIAMENTARY REFORMS

The President, in his annual Presidential Address at the Official Opening of the People’s Majlis (Parliament) that the need for increasing the role of the Majlis in the political life of the nation had come to the fore during his post-election call on members of the general public to submit to him proposals on priorities for national reform.

Furthermore, the President expressed his belief that certain amendments had to be made to the Constitution in order to further develop the democratic governance of the country. He disclosed his intention to convene the People’s Special Majlis this year, under the powers vested in his by Article 94 of the Constitution, to deliberate on these amendments.

To increase accountability and transparency, arrangements are to be made for the annual reports of Government offices and annual audits of companies in which the Government has a shareholding to be submitted to the People’s Majlis for scrutiny by the relevant Committees of the Majlis, and for any follow-up debate in the plenary.

As part of the parliamentary reform package, the President also announced that arrangements were being made to facilitate Committees of the Majlis to conduct interviews with various offices of the Government and gather information on their activities.

JUDICIAL REFORMS

The Government has begun implementing a programme of national reform in the light of ideas and proposals on priorities for national reform, which were proposed by members of the general public.

An integral part of these reforms were the steps to strengthen and reform the judiciary. They include:

- o Revising and modernizing the code of procedures related to the investigation of crime and to the standards of proof and evidence required in criminal cases, in accordance with the principles of Islam and the laws of the Maldives.
- o The new code is to include increasing access to lawyers at the investigation stage, and revising court procedures to reduce the weight given to confessions in establishing guilt.
- o The compilation and submission to relevant Government offices by the Attorney General of a new guideline classifying offences that warrant detention and those which do not by the end of February 2004.
- o Relocating the responsibility for the police force to the Ministry of Home Affairs and Environment as a civilian authority, as the main responsibility of the police is to work with the community in investigating crime and safeguarding and maintaining public order. This change is to take effect on 1st September 2004.

ESTABLISHMENT OF THE PUBLIC COMPLAINTS BUREAU

As institutional mechanism to make the public services more accountable and accessible, the President established the 'Public Complaints Bureau' on 1 June 2004. The Bureau was established on the recommendation of the Cabinet to receive and examine complaints of the public with regard to the standard of the services received by them from Government offices. The new Bureau functions under the President's Office.

The Public Complaints Bureau investigates complaints about non-conformity to laws, rules and standards applicable to public services, including discrimination and abuse of authority.

ROLE OF DIFFERENT ACTORS (NGOS, PRIVATE SECTORS, CIVIL SOCIETY) IN PROMOTING GOOD GOVERNANCE IN THE COUNTRY

COMMUNITY PARTICIPATION AND GRASSROOTS MOBILIZATION

The government has adopted policies for effective participation by the citizens from all around the country at the political, social and economic activities of the nation. Maldives being an island nation, with a population highly dispersed over a number of islands, the government encourages a high level of community participation in various public service issues.

Island development committees (IDC) are grassroots institutions in the administration of islands and are made up of permanent, elected and appointed members. Further at the atoll level, the Atoll Development Committee (ADC) comprising representatives from atolls as well as representatives from IDCs exists. Community based activities and initiatives by the IDCs and ADCs as well as from local participation have led island communities to establish infrastructure such as electricity, harbors, water supply and other important public service facilities. These groups are also involved in the generation of economic activities that provide livelihood to the islanders.

ROLE OF THE NGOS AND THE PRIVATE SECTOR.

In addition to the role played by the community, the private sector and a number of well-established NGOs play a major role in enhancing good governance in the Maldives. As such, a number of development projects are undertaken by the private sector to mobilise the grass root population, and involve them in planning, implementing and monitoring a number of development project in their respective islands or communities.

NGOs such as The Society for Health Education and Care Society play a major role in educating the entire population about health related issues and social issues such as family planning thus empowering masses and enabling them to make informed decisions about their future. NGOs working for the sustainability of the fragile environment of the Maldives also play a similar role in educating the public on the issue of environmental degradation and its effects.

In addition to educating, these organisations, in collaboration with the government organise a number of voluntary activities, which involve the participation of the masses, and thus create a sense of ownership and participation amongst the population as a whole.

EXAMPLES OF SUCCESS STORIES

In addition to the number of successful initiatives taken by the government to improve the concepts of good governance within government institutions such as the development of Strategic Plans for government Ministries and departments and the creation of the Public Service Training Groups, a number of other success stories can be cited. Some of these are: -

HIGH LITERACY RATES ATTAINED

Literacy being the key to empowerment and all other concepts of development, the Government's initiatives coupled with those of the private sector and the NGOs, the Maldives has attained over 98% literacy rate.

GENDER BALANCE

The efforts of the government, through its ministry of gender and the work of different NGOs working for the betterment of the status of women in the Country has ensured that discrimination on the basis of gender is virtually non-existent in the Maldives. Maldivian women play an integral part in the society's development and are represented in the same footing as men.

SUSTAINABLE DEVELOPMENT AND ENVIRONMENTAL AWARENESS

Being a country with few resources and having been blessed with natural beauty and a pristine environment, the Maldivians have always given high priority to sustainable development. Requirements such as Environment Impact Assessments, imposed by the government and private sector initiatives such as research and development of fish aggregating devices and bait aggregating devices have ensured that the meagre resources we have are utilised in a sustainable manner.

Given the vulnerability of the Maldives to the environmental changes that are taking place, the government, the private sector and the NGOs have given a lot of importance to educating the public about the effects of degradation of the environment. Hence, environmental awareness is predominant amongst the general public and first consideration is given to possible environmental effects a certain project will have, in deciding the merits of such project. This has ensured that the pristine and fragile environment of the Maldives is kept intact for the generations to come.

PROBLEMS AND CHALLENGES/ CONSTRAINTS RELATED TO GOOD GOVERNANCE

LACK OF JUDICIAL INDEPENDENCE

According to the Constitution of the Maldives, the executive power is vested on the President of the Maldives while he is also the highest authority of administering justice in the country. Despite the fact that interference in the process of the courts are virtually non-existent, it has to be said that vesting these two powers in one person or authority undermines the concept of judicial independence, which is an integral element of good governance.

PUBLIC SERVICE ETHICS

The Public Sector does not have a code of Ethics, but institutions such as the Maldives Customs Service have developed their own Code of Ethics to be used in their organisation. Although the broader ethical framework is described in the various circulars of the President's Office no other conscious effort has been made to improve the ethics in the public service.

DISCIPLINE AND DISMISSAL PROCEDURES

Discipline and Dismissal procedures are outlined in the government employee's rules and regulations book published by the PSD. However, there are differences in interpretation about the various regulations outlined in the book. Again, no conscious training has been conducted to explain these regulations to public sector employees. However some of the important regulations are addressed in the current training programme on Orientation to the Public Service conducted by the Public Service Training Group.

TRANSPARENCY AND ACCOUNTABILITY

Despite the fact that the Constitution and mechanisms such as the Office of the Auditor-General, the Human Rights Commission, the Anti-Corruption Board and the Public Complaints Bureau, it is observed that the desired transparency and accountability is not attained. The main reason for this is the lack of independence of the mechanisms that are put in place to ensure transparency and accountability.

The Anti-Corruption board, though ‘autonomous’ in nature, is a component of the executive and directly answerable to the President. Similarly, the Office of the Auditor-General is also an arm of the executive and thus not independent. The Human Rights Commission, which has been given autonomy, also consists of members directly nominated by the President, as are the members of the Public Complaints Bureau.

In addition, despite the fact the Constitution states that the members of the Majlis can question any minister on the cabinet with regards to anything they do in their official capacity, this important function of the Majlis has yet to be realised. This is so because the legal system lacks a comprehensive mechanism or framework by which function of the Majlis can be realised.

POLICY PRESCRIPTIONS TO OVERCOME PROBLEMS AND CHALLENGES/ CONSTRAINTS RELATED TO GOOD GOVERNANCE

REFORMING THE CONSTITUTION

The President disclosed his decision to convene the People’s Special Majlis, under the provisions that are granted to him by Article 94 of the Constitution of the Maldives, in order to make the amendments that he deems necessary to the Constitution, in his Presidential Address of 26 February 2004. Since then, nationwide elections have been held to elect members to the Assembly. The President has reiterated his wish for a public consensus on any new Constitution, foremost of which was his call for a nationwide public debate on the issue.

On 9 June 2004, the President called a meeting to share with the members of the public his ideas on constitutional reform. The key ideas that the President intends to present to the Assembly are to:

1. The President

1.1 To change the manner in which a President is elected as follows:

1.2

EITHER

(a) To elect a President directly by the people without any role of the People’s Majlis in the election.

OR

(b) To put to a public vote more than one candidate chosen by the People’s Majlis.

1.2 To divest the President of any role in the judiciary.

1.3 To provide for gender equality in contesting for the office of President.

1.4 To stipulate a limit on the number of terms any one person can hold the office of the presidency (e.g. two terms of 5 years).

2. The Prime Minister

2.1 To create the office of Prime Minister and to enumerate the functions of the President and the Prime Minister separately.

2.2 To stipulate a set tenure for a Prime Minister and to provide that the President will appoint and dismiss a Prime Minister on the advice of the People's Majlis.

3. The Legislature

3.1 To abolish the category of appointed members in the People's Majlis

3.2 To provide that the Speaker and the Deputy Speaker of the Majlis shall be elected by the Majlis from amongst its members.

3.3 To increase the number of members returned to the Majlis in order to represent each constituency in a suitably proportional manner.

4. Fundamental Rights

4.1 To provide for the right to form and carry out the activities of political parties in accordance with the law.

4.2 To stipulate that there should be a National Human Rights Commission, to provide for the manner in which members of the Commission are to be appointed, and to enumerate the powers of the Commission.

5. The Judiciary

5.1 To stipulate that the power of administering justice is vested in the Chief Justice and the courts.

5.2 To stipulate that the President shall appoint and dismiss the Chief Justice on the advice of the People's Majlis.

5.3 To provide that there shall be a Supreme Court in the Maldives, and to stipulate the manner in which the Court shall be constituted and to identify its jurisdiction.

5.4 To stipulate that the President shall appoint and dismiss the Justices of the Supreme Court on the advice of the People's Majlis.

5.5 To provide that there shall be a Supreme Judicial Council and to stipulate the powers of the Council and the manner in which its members shall be appointed and dismissed.

5.6 The Justices of the High Court and the judges of the courts shall be appointed and dismissed by the Chief Justice on the advice of the Supreme Judicial Council.

5.7 To stipulate that justices and judges shall determine cases before them in accordance with Islamic Sharia and the Laws of the Maldives and further that no one should seek to influence the independence of judges and justices.

6. The Auditor-General and the Commissioner of Elections

6.1 To provide that the Auditor-General and the Commissioner of Elections shall be appointed and dismissed by the President on the advice of the People's Majlis.

7. Amending the Constitution

7.1 To facilitate a mechanism of revising the Constitution that is both simple and that requires a direct endorsement of the public.

(a) One option may be to provide that amending the Constitution will require the majority support of a joint session of a bicameral legislature, followed by endorsement in a public referendum prior to ratification by the President.

- (b) Another option may be for the Constitution to be amended when such amendments are passed by a two-thirds majority of the People's Majlis and are endorsed in a public referendum prior to ratification by the President.

INTRODUCTION OF NEW ENABLING LEGISLATIONS

In addition to the changes proposed to the Constitution, the government is presently working towards introducing a number of enabling legislations that will increase transparency and accountability. As such the government has already submitted the bill on the Human Rights Commission of the Maldives, which has been designed to give full independence to the Commission. Furthermore, the government has submitted a bill on Financial Securities and a bill on Government Finances that are designed to enhance the role of the Auditor-General and the role of the Majlis in monitoring the use of government finances thus increasing accountability and transparency. In addition, a bill that will complete the mechanism provided in the Constitution for the Majlis to question ministers has also been drafted and is to be submitted to the Second Session of the Majlis for this year.

ESTABLISHING AND SUSTAINING A PERFORMANCE APPRAISAL SYSTEM

In order to achieve the objective of a performance oriented public sector, a system to measure and correct performance is a requirement. Based on the experience of the first system that was implemented, the PSD has now developed a new system that is currently being piloted in some public sector offices. In order to sustain this initiative, the importance and benefits of an effective performance appraisal need to be reiterated. In April 2004 the government formally announced that the Performance Appraisal System would come into effect in all public sector organizations. Further work in the areas of linking individual performance to departmental performance and rewards; and using the performance appraisal as a source for training needs analysis need to be done in developing this area of reform.

INSTITUTIONALISING THE CONCEPT OF STRATEGIC PLANNING

Although most of the public sector offices have developed their own strategic plans, the concept of long term planning need to be incorporated to the day to day running of the organisation. Work needs to be done to train more people in the area of strategic planning and also to create awareness and acceptance about the benefits of long term planning.

UTILISING THE POTENTIAL OF INFORMATION TECHNOLOGY

An output of the Workshop on Improving Efficiency of the Public Service through the use of Information Technology was a guideline about Information Technology in the Public Service. This was the beginning of public sector reform in the field of IT. A follow up on how this guideline is being implemented in various offices need to be carried out. Furthermore, with the introduction of the concept of a government wide network that would be introduced to link the various public sector offices, new software need to be developed and information about such new software need to be disseminated among public sector offices.

INSTILLING THE SPIRIT OF CONTINUOUS IMPROVEMENT IN SERVICE DELIVERY

With the objective of having a customer oriented public sector the PSD has taken the initiative of introducing customer service projects for the public sector. Many organisations have made their service delivery function more effective as a result of these projects. However, there is a need to create more incentives that would motivate public sector staff to sustain the momentum of the projects and view these projects as something that is imperative for the success of the organisation.

The objective of focusing on these areas of reform is to ensure the sustainability of reforms introduced to the public service, and strengthen the components that have already been implemented. The expected outcome of concentrating on these areas is developing a productive, efficient and customer-oriented public sector.

The programme that is to be developed in collaboration with CAPAM would be aimed at the Network of Senior Government Officials and would cover these major components and the importance of sustaining the momentum of these reform areas in the public service. Rather than introducing new practices in the area of reform, the focus should be on sustaining the reforms already implemented in the public service.

CONCLUSION

It is clear that good governance is an ideal that can never be achieved in its entirety. To this effect, the Maldives realises that despite the many initiatives that have been taken and many projects that have been implemented to achieve good governance in the Maldives, the Maldives in need of constant improvement in order to attain the fruits of good governance; i.e. achieving sustainable human development.

To this end, the Maldives, under the guidance of the current leadership have embarked on a number of reforms that are seen as essential to attain maximum development, which is environment friendly, sustainable in nature, and strives to attain good governance.

A

Country Paper

on

Good Governance

In

Nepal

Submitted to

SAARC Human Resource Development Center (SHRDC)
Islamabad, Pakistan

Submitted by

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[A Participant of Training Course on Good Governance,
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A Country Paper on Good Governance in Nepal

1. Nepal at a Glance

Nepal is a small, landlocked, mountainous and 'sandwich' like country. It is the only Hindu kingdom in the world, with spectacular diversity in terms of race/caste and ethnicity, language, religion, region/ecology, society and culture. Geographically, it is located between 26^o 22'N to 30^o 27'N and 80^o 4'E to 88^o 12'E in the Indian sub-continent known as the South Asian Association for Regional Cooperation Region - (SAARC). Such precarious geographical position has traditionally been characterized as analogous to "a yam caught between two rocks", which refers to how it is squeezed between the People's Republic of China in the north and India in the south. A rectangular-shaped country, 885 km (550 miles) long and averaging 160 km from north to south, Nepal bends to follow the curve of the central Himalayas.

For the administrative purposes, the country's land is divided into five development regions, 14 zones and 75 districts. According to preliminary results of the Population Census 2001, Nepal is a life-space of 23.21 million people within a land area of 147,181 sq. Km. and living within 4.31 million households. The current average household's size in Nepal is 5.38 people.

Topographically, the land is divided into three ecological regions, according to the altitude, which ranges from 60 m (*Kachanakolan, Jhapa* district) to 610m in *Tarai* region (lowland) in the south, from 611m to 4877m in the Hill area in the middle, and from 4878m to 8848m (Mt. Everest) in the High Mountains region in the north. Around 35% of total land area is covered by high Mountains and nearly 23 % of land in *Tarai* and 42 % of remaining land area are covered by the hill area.

Historically, Nepal gained its name after unification by King *Prithivi Narayan shah* (1723-75), ancestor of the present monarch of *Gorkha* state who subdued over 60 feuding states and the principalities in the late 18th century and founded the current *Shah* dynasty in Nepal in 1769 AD. In this unification, the *parbatiya* (Hill people) played vital role by introducing the caste system. Hence, mainly the Prabtiyas have hold in every sphere of national life.

Nepal's economy remains overwhelmingly basically an agrarian economy, deriving 43 per cent of the GDP from agricultural and employing 80 per cent of the population. In addition, agriculture, tourism and industry are second largest economic sectors of the country. Nepal remains one of the least developed countries in the world. About 42% of its population is below the officially defined 'Poverty-line'. Over 9 million people are poor more than total population of Nepal in the early nineteen-fifties when the government started planned development process. 'Given the current political economy of the country, it is inevitable that poverty will increase in the coming year' (Ojha, 2003)

Additional three hundred thousand people enter the labour market every year but cannot be productively employed. The small modern sector cannot absorb the new entrants and the agriculture sector, which is still largely subsistence in nature, is saturated with substantial underemployment. Nepal has achieved a lot during the last several decades. The Human development Index (HDI) of Nepal – a composite indicator of long activity (health), knowledge (education) and standards of living (income) – has gone up from 0.128 to 0.471. (ibid)

Politically, until mid twentieth century, Nepalese governance was based on peremptory command and the power shift involved conflict and bloodshed. In 1951, the autocratic regime was overthrown and the outgoing Rana Prime Minister headed the new democratic government. In 1960, the democratic regime was abrogated and replaced by the Partyless Panchayat System in which some Congress democrats connived with the King that was the sad event in the history of Nepal. In 1990, people's movement achieving the power of 'Sovereignty of people' restored democracy. Since then, the concept of good governance has become a common phenomenon of Nepalese life.

2. Analysis of existing situation and Issues of Governance

2.1. The Concept of Good Governance in Nepal

Like in other developing nations of the world, "good governance" has become a buzzword and new things in the business of bureaucracy in Nepal. From the development professional and political leaders to bureaucrats articulate this phrase very often as development *Mantra* (Motto). It is being heard around in the literature related to politics, public administration, and democracy and even in the context of bureaucratic reform. Thus, it becomes a common word in Nepal.

As said earlier 'Governance is basically related to the management of the state and its people' (Gurung, 2003). Governance, therefore, is one of the most obvious businesses of bureaucracy. Since bureaucracy is the engine that converts the political software into governance making and implementing policies and decision (Acharya, 2002). However, development challenges for the twenty-first century will continue to revolve around the issues of governance – successful and sustainable management policies benefiting the majority of the people. Therefore, improving the quality of governance was posed as essential to achieve the goals and objectives of the Nepal's 10th Five year Plan (2002-2007) and other policy documents.

If government performances are assessed, it seems that Nepal has a long way to go to achieve good governance or effective governance. In *sound governance*, public resources and problems are managed effectively, efficiently, and in response to the critical needs of society. Effective democratic forms of governance rely on public participation, accountability and transparency (UNDP, 1997), which are the key elements of good governance. Good governance is based on the will of the people, the legitimacy gained through regular, free and fair election, popular participation in decision-making, consensus-building throughout society and political empowerment or people power (Frechette, 2000). This paper basically concentrates above-mentioned key elements of effective governance such as participation, accountability and transparency.

2.2. Prevailing Situation of Governance

The democratic change that has brought into Nepal in 1990 was an exciting and epoch-making event. It heralded a new era in the history of Nepal. The Constitution of Nepal 1990 – broadly accepted as a democratic constitution – refers in its preamble the notions of sovereignty of people, and declares that governance shall operating only on the consent of the popular Will, through which secured the people justice in the future and basic human rights for the people. Sovereignty of people implies that they are the legitimate sources of political power and they cannot be reduced to the status of citizens. The Constitution also made multiparty, constitutional monarchy and human rights inviolable. Thus, the Nepalese people today find themselves in a process of

cultural shift from the “sovereignty of the state” to the “Sovereignty of people” from representative democracy to participatory democracy, from equity to economic growth and from public monopoly of wealth to privatisation of public property. Based on following fact, the paper has focussed on the prevailing governance situation in Nepal.

Foundations of States Power

Constitutional norms have been violated by political parties and governments to fulfil vested interests. The legislature is wholly influenced by the government power and the major political parties represented in the parliament. There is very little evidence of parliamentarians acting independently of party or fraction lines. The existing situation indicates that the legislature has failed to give an impression of real independence and exhibiting real accountability to people.

Electoral Arrangement

Courts heard and issued some directions against election results, which were challenged in the courts, for examples the general election on June 2000 of one the constituencies of Nuwakote district (Prakash Chadra Lohani Vs Rajendra Prasad Lohani). Similarly, Election commission is finding difficulty in enforcing the ceiling of the limits election expenditure due to inadequate mechanism and recourses.

Human Rights

Observers claimed that the government is not playing an active role in monitoring against implementation of constitutionally enshrined human rights. Implementation of constitutionally guaranteed and basic human rights are not effective, for examples social inclusion is yet stand still.

The representation of women, ethnic minority and marginalised groups in the parliament, in public administration or civil service, business, education sector etc. are very small and not satisfactory level. Likewise, participation in decision-making process and in other development activities has also not positively increased. There much remains to be done to ensure the rights of the women despite being a signatory to the United Nations Convention on the Elimination of all forms of Discrimination against Women. There exists no discrimination on the basis of caste, religion, race, sex or tribe in the broad application of general laws and in the access to public services. However, in reality, due to the absence of awareness and education, some disadvantaged groups are not getting access to the source of power, resource and employment. The comparatively better educated or wealthier citizens’ urban population have greater access than the uneducated, poorer rural population.

Despite, facing some problems like the lack of broad-based participation, inadequate dissemination, weak management and organisational skills, ineffective networking and the lack of long-term sustainability, human rights organisations are active within the country. These organisations are still unable to increase people's participation in social and development activities to the required extent. In addition, they lack professionalism and required knowledge and skill. These NGOs are not self-sustaining and looking the assistance from abroad for their survival.

The Rule of law

Principle of the Rule of law is considered as a values and integrity of Nepalese constitution that is obviously written in letter on preamble of the constitution which is one of the key elements to evaluate the governance system. The principle of every citizen shall be equal before the law and no one can discriminate in order to application of laws, is not applied in each and every decision.

Transparency and Information

The article 116 of the Constitution of Nepal guarantees the right to information to all citizens on “matters of public importance”. However, there is no Freedom of Information Act. Some information like information on budget reviews, the constitution, new legislation, etc are easily available to the public (published in the Nepal Gazette or printed and distributed by the concerned authority). Legislation debates and House proceedings of the parliament are open to the media. The Press and Publication Act have opened up new opportunities for the growth of private sector as never before in the history of Nepal. Under the National Communication Policy, the government has institutionalised the appointment of a spokesperson of the Government and a spokesperson (now somewhere Nodal Officer) in each ministry in order to facilitate the flow of information to the media and general public.

Freedom against any kinds of censorship, cancellation of registration of newspapers, closure of printing presses for the printing of controversial news items, articles or reading materials is guaranteed by the Constitution is almost fully enjoyed by the citizens. Nepal Television, Metro Television, Radio Nepal in government sector and Kantipur Television, Image Metro and various FM radios in private sector are working for releasing information through news, different discussion / debates programs.

However, the media consistently accuse the spokesperson of hiding information, not being co-operative, disclosing very little relevant information, and not being properly informed. As a result, the briefing sessions organised the spokespersons seem to be largely occupied in refuting information and stories that has been published in the local press.

The private sector often blames that due to continued control of frequent bands by the government resulted minimal involvement of the private sector in electronic media. The private newspapers seem to be guided by political ideologies and are usually involve in deviating information, and thus they are loosing losted credibility and trust of the people who are neutral in vision and political ideology. Mostly private print media tend to be a *mouthpiece* for the political party. Similarly, they tend to heavily focus on printing personal grievances of individual, groups or organisation without undertaking adequate and neutral investigation and analysis.

Government media is under direct control and censorship of the government in power and, therefore, is more interested in covering specifically the activities and viewpoints of ministers and the ruling political parties. In addition, government media is never critical of the government and does not get involved in controversy.

In Nepal, there is a lack of commitment and political will to maintain transparency. Every thing in administration is done secretly. Employees except spokespersons are prohibited from contacting the press. Civil servants were administered the oath of secrecy, while entering the job. Violation of secrecy is against the code of conduct, is enough to take departmental action against her/him. According to the Government Documents Secrecy Act, several documents are classified secret and can never be transmitted to the public or the press. Keeping secrecy in the job was considered a good quality of an employee. Thus, bureaucrat poses and attitude of extreme secretiveness (in Nepali *Gopya*). The facelessness of Bureaucrats contradicts the principle of transparency in administration.

Levels of Government

The government of Nepal has committed to decentralisation and democratic practices and delegated authority to local government, which is shown in the Constitution. Thus, the promulgation of different Acts relating to local governance, including the District Development Committee Act, the Village Development Committee Act and the Town Development Act indicate government's commitment and vested the power to local bodies in raising taxes, making by-laws and in the recruitment and employment of staff, spending collected revenue for socio-economic development within the respective Jurisdiction. These Acts envisage that all level local governments should be elected and have the power and resources to exercise effective political authority.

The devolved authority of revenue generation to local bodies support financially for development of concerned political areas but it has marginal significance in most of districts, towns and villages due to possibility of collection of revenue.

The mere provision of authority or power by Act itself is not important and sufficient condition. But, the context and capability of each local government is important in this regards. Poor resource-base an authority or power does not make any sense for development. Additionally, local politicians may have reservations in introducing tax being afraid whether it could be politically unpopular move among the local population. An absence of support mechanisms is also critical for exercising financial autonomy.

The existing centralised decision-making planning and budgeting system as well as the central control of resources has been considered major constraints in the good governance and decentralised reform process. Weak capacity, structure, excess number and size of local governments are another serious constraints.

The majority of VDC's and even DDCs have not the staff in adequate number to perform multiple commitments. Equally important is the conspicuous lack of organisation and management development skills among the staff and lack of orientation among locally elected representatives. In addition, they also lack of basic factors such as job descriptions, accounting systems, and inventory management for the management of these bodies. In the same vein, for the effective management of these organisations, some critical problems include limited manpower, absence of physical resources such as buildings and record keeping and other skill and facilities. Similarly, there exists no training and development opportunities for elected representatives and staff.

Moreover, the local government is highly politicised and there is the lack of honesty among the elected officials and bureaucrats. Government funds are almost misused. The ministries frequently ignore recommendations and directives in the Auditor General's report and the same accounting errors are repeated continuously. Furthermore, many corruption cases are interpreted as financial irregularities and not penalised.

Public Accountability

Public accountability is relatively a new administrative phrase. People criticize that accountability is almost nowhere in Nepal. Bureaucratic and political leaders are self-centred, professional are urban centred, and basic service providers are reluctant to go to the rural areas like health posts, post offices and service centre which are either destroyed or lying without technicians (Subedi, 2003). Even VDC politicians and teachers have moved from the villages. Most of the youths are leaving village and going out to either India or somewhere to look for work. Only the old, women and children are living in the village. This is the overall situation of the remote and rural areas at present. No one admits responsibility for this situation. Thus, Accountability has remained only in paper or Constitution or government policy. As an Example, in many government offices, the applicants do not get reply to their requests. Most public offices do not have a mechanism for disseminating information and assistance to the people. Since the government employees are required to observe the court rulings, judicial accountability in the administration exists to some extent.

Budget forecasting and formulation still remains largely adhoc and is not based on sound and realistic assumptions and practices. The weak accounting system is unable to contribute to reliable forecasts of actual expenditure and revenue generation. Furthermore, the Ministry of Finance entertains a marginal increase in the regular budget formulated and requested by the other ministries, which is dependent on national revenue forecast.

The public service delivery

Nepalese people expect the public service to be more open and transparent in its aims and operations. However, the image of the civil service in the public mind is not satisfactory. Nepalese people are frequently expressing dissatisfaction over the performance of government and they often accuse it as non-functional mechanism. Civil service in Nepal, as civil society expressed frequently, does not seriously consider promptness in delivering public service. Government administration is characterised with its long and even irrelevant procedures. People many times feel disgraced with red-tapism. Besides, traditional redtapism, unresponsive character and insensitivity to public needs, politicisation, indiscipline and rampant corruption are the characteristics of modern civil service in Nepal. Sometimes, people have experience condition of indecision, which create unnecessary burden and also loose relevance of decision.

3. Efforts towards Good Governance

3.1. Past initiatives and their impact on governance

As other developing countries became eager to adopt a more indigenous approach to Administrative Reform (AR), Nepal had commissioned numerous reform commissions gaining a lot of experience. The first such commission, though not 'indigenous' was led by an Indian expert

M.N. Buch and two other members in 1952 recommended basic institutional infrastructure such as the provision of Public Service Commission for making transformation process constitute a modern democratic civil service in administration.

The first indigenous commission, however, was formed in July 1956 under the chairmanship of Prime Minister Tanka Prasad Acharya whose efforts for improving the state and status of the Nepalese civil service is still remembered as a milestone in Nepal's history. The then government led by him produced Nepal's first-ever Civil Service Act and Regulation, established an O & M office, erected the Institute of Public Administration, made the PSC's recommendation mandatory for recruitment and promotion of civil servants and classified the civil service into various services (Gyawali, 1998).

Subsequently, three Administrative Reforms Commissions (ARCs) were formed in different time period namely Bedananda Jha Commission (1968) Bhekha Bahadur Thapa commission (1975-76) and Administrative reform 1991, under the chairmanship of the then Prime Minister Girija Prasad Koirala. Due to domestic political experimentation and set up during politico-administrative crisis situations in the country, the recommendations of these commissions were made non-implementable later by the practitioners of "politics of accommodation and appeasement" (see Hachhethu, 1997 cited in Gyawali, 1998).

The latest ARCs recommendations have fallen victims of their non-or-distorted implementation. The recommendation that ministries' number be reduced from 21 to 18 has not only been dishonoured but shamelessly U-turn by increasing it up to 26 (Gyawali, 1998). Decentralised and devolution of power to local bodies has not yet materialised. All governments formed after 1991, have suffered from survival syndrome (Koirala and Gautam, 1998). Illustration of Panday's critics here is so relevant for assessing the impact of reforms that he aptly remarks on his paper "the country has had several administrative" reforms, but no reform". (Panday, 1989)

On the recommendation of ARCs, government introduced with the concept of decentralised administration, the field level administration has been expanded a 'Development Regional-level Offices' in the five development regions, 'Zonal-level offices' in the fourteen Zones' (almost all withdrawn later), 'District-level offices' in the seventy-five districts to prompt service delivery. Further 'Authority Abuse Investigation Commission' has been established to control financial corruption and corruption through authority abuse. The first amendment in the Civil Service Act 1992, government has materialised the recommendation of the first ARCs (Buch commssio) which is assigning the role of Central Personnel Agency (CPA) to the Ministry of General Administration in order to manage and records all types of information relating to the Civil Service employees.

To achieve good governance, the Ninth Plan (1997-2002) has emphasized on the following strategies:

- a) To make public management clean, lean, transparent, economical, competitive, job-oriented, capable, service-oriented and accountable,
- b) To make public service resource management proper and effective, and
- c) To encourage the concept of legitimate system of governance in the civil society. Furthermore, this plan also sought to institutionalise the administrative reforms process, to formulate a long-term personnel policy, to improve decentralisation and delegation of authority, to improve the project management and increase the pay-structure of the civil servants, in order to achieve “good governance”.

Every government has tried to achieve above-mentioned objective. Much is to be done. More importantly reforming civil service through measure including its downsizing, procedural simplification, corruption control, job description, job security human resource and career development and improvement of organisation efficiency has to be put into action continuously.

3.2. Current national policies/Programmes/Legislations related to good governance

The current 10th development plan (2002-2003) guides all types of national policies programmes. Since it presents a long-term development vision and visualizes with Poverty Alleviation from 15 years vision. On achieving these objectives, good governance will be one of the most prominent tools. In order to operating governance in a good way for providing all types of services for citizens, it has objectives to build a competent, economic, transparent, service-oriented, result-oriented, and accountable and gender- friendly public administration, and reform judicial administration, that should be achieved. The achievement of Ninth Plan is not satisfactory. Subsequent Development Plan (Tenth plan) envisaged and put forward the following strategies to attain the objective of good governance:

- 1. Develop leadership and capacity and enhance public service delivery system.
- 2. Develop civil service performance by affirmative action plan, structural reform in civil service pay policies and transparent transfer system
- 3. Control Corruption and Authority Abuse,
- 4. Monitoring and evaluation to development efforts
- 5. Promotion on Human development
- 6. Structural Reform in Judiciary

It is assumed that having good governance is a reform process of exercising political, economic and administrative authority to manage nations affairs in a continuous process. Therefore, His majesty’s Government of Nepal (HMG/N) has initiated the Governance Reform Programme (GRP) since July 2001 with the technical assistance of Asian Development Bank (ADB) to materialise own commitment to good governance, anti-corruption and security. The GRP based on following five policy components, is underway.

- 1. Develop internal capacity for leading reform
- 2. Improve the efficiency of the Civil Service
- 3. Enhance the overall competence and motivation of civil servants
- 4. Establish processes for improving performance in key ministries, and
- 5. Improve governance and reduce corruption in government

3.3. Role of different actors (NGOs, Private Sector, Civil Society)

Restoration of democracy in 1990 and globalisation resulted in gradual acceptance of the private-sector-led free market economy and demand for increased involvement in service delivery. As a result, traditional role of bureaucracy is falling. There is an increase in realisation that there should be extensive search and application of the alternatives to bureaucracy, especially in the mechanism of service delivery.

Nepal has tried such alternatives to bureaucracy as privatisation of the state-owned enterprises (SOEs), decentralisation of the function of the central government, execution of development works through separate projects, promotion of the non-government organisations and encouragement of the private sector to provide the services otherwise provided by the government sector. As alternatives to the traditional bureaucracy, the role of civil society in demanding services and accountability from local governments has been recognised as an important sector in improving local government performance and addressing poverty that has impact ultimately on governance system. Civic society can produce a productive citizenship, which contribute a public work and commonwealth. Public works highlights stakeholding, ownership, accountability, and cooperative work. Therefore, it is understood as public efforts whether paid or unpaid by of people who undertake projects of civic utility (Dahal, 2003). Different NGO's have been contributing in good governance through advocacy & lobbying programmes.

Though different sectors are trying their level best , the mission of good governance in Nepal is still far from reality.

4. Problems/ Challenges/constrains related to Good Governace

Having described existing situation and issues on good governance, I shall proceed to discuss some viewpoints. Considering the argument of Pai Panadiker qouted by Acharya in his book "business of Bureaucracy (2002)", the essential problems of goveranance emanate from two sources:

- a) Over extended role of the state and
- b) The incapacity of the institutions of governance to perform.

Nepalese vetran bureaucrat Kul Shekher Sharma explains the failure of past people's government caused by the lack of good governance. Obstacle for good governance are as he cites "excessive

indulgence in political issues for holding on to poor, the neglect of the real business of governance, political instability due to unprincipled alliances, continuation of misrule and rampant corruption, poor reforms in the political party structures, lack of a visionary and exemplary political leadership, inadequate reforms in the labyrinthine structure and rules of bureaucracy” (Sharma, 1998).

The sectors are constrained with a number of factors.

Similarly, deterioration in the standards of efficiency and integrity in civil service is another problem that remarked by public (Alexander, 1996). Many more of these concepts are incorporated in the Constitution of Nepal 1991 as the “guiding principles of the states” (Acharya, Ibid). Reviewing above-mentioned paragraph, we are in a position to say that Nepalese bureaucracy in its efforts towards good governance has faced several problems.

Problems are concentrated mainly on implementation of policies, programmes and decision. Implementability syndrome is crux of the problem. Relatives of any decision makers and implementer should get maximum privilege is commonly accepted phenomenon in Nepal as in other third world countries. As a Consequence, other people who do not have any recognised person in any offices faced discrimination. Implementation of decision and policies depends on nepotism and favouritism. No one has a breadth to deny when higher political leader or bureaucrats direct them something to do whatever he/she desires. Due to obligation to put in action of supervisory direction control mechanism over assistant; lacks independent and intellectual analysis over concerning issues.

Most of bureaucrats and political leaders who put their action in order to implement policies and decision normally have annual objectives as well as target. The poor quality of institutional leadership and inefficient political leadership, no linkage between objectives and programmes, Refusal learn from experience, lack of transparency on decision-making, lack of political commitment and Will, lack of transparency, low level of public accountability to public, dependency syndrome, low level of responsiveness (total and complete at the local level), politicisation of bureaucracy, structural bottlenecks, lack of social security system, haphazard privatisation, lack of Whistle-blowers protection Act, lack of public awareness / consciousness, less priority on social mobilisation, lack of fair and reliable Media, weak and honest people negatively influenced mostly by law, lack of Independent Intellectuals and Analysis, lack of the tendency to show courage and readiness to present good examples in public organisation, and ineffectiveness of election system are stumbling blocks of good governance.

Thinking critically, governance status in Nepal, at present is not satisfactory with accordance of statement and rational that already illustrated in different chapters of this paper. Majority poor are out of governing process and few relatively well off people are, either politicians or professional, imposing their interests on the poor in the name of Governance. Increasing poverty level, inequitable distribution of national revenue and improving the access of the poorer is a major challenge. Last but not the least, the greatest challenges to the country’s bureaucracy are in the field of its professionalism and accountability. Achieving these qualities require some fundamental shifts in personnel policies of the government.

5. Policy prescriptions to overcome the problems

What to be done or what should be done is an essence for mitigating above-mentioned problems, convert challenges into opportunities and broaden constraints. The positive sustainable changes

always demand an improved governance practices to get people's acceptance, create ownership of the process of national development and widen for participation for managing the development of their own communities. For simple and pragmatic way of moving towards good governance practices require established and pay much attention on at least four components such as transparency, public accountability, participation and public service delivery.

The need for an endogenous development of governance has been embedded in national values considering somewhat democratic norms and it also implies a return to communal forms of governance which are very strong and supports civil society. Reduced the extreme gap between the rich and the poor is obviously the first and foremost role of the state. The state has hardly reached the poor in Nepal even though concept of pro-poor is gradually accepted in high level management. In this context, the government needs to come forward with some strategic principles to deal with generating revenue balance and equally distribute it to materialise the development demands of the people on the background of wide variation among different regions on the basis of condition that Humla and Kathmandu do not have similar situation in different dimensions. This demands substantial research on the part of the government. In addition, to alleviate a unemployment problem in urban areas, some form of participation among the new majority -urban unemployed youngsters - is needed. Reservation, adequately distribution of resources, support mechanism, civic competence, institutionalisation of social transformation, productive citizenship, widen participation, fair and transparent practices, fair and accountable attitude are to be the policy prescription towards establishing and giving opportunities for enhancing people's well-being.

The right to information, as provided by the Constitution, is one of the key factors, which facilitate and support the process of making governance more open. However, the practice of providing open access to information of government business is dependent on political attitudes and the application of laws. Transparency demands a free and easy access of information requires as doctrine of anonymity, that bureaucrats be neutral, impersonal and anonymous. Transparency in government requires pluralistic society, democratic form of government, rule of law, responsive bureaucracy, public awareness, defined rule and procedures and lack of discretionary power.

Citizens Charter including the nature, quality, timing, procedures and responsible employees of the services in government offices should be displayed in a manner visible to the people needing such services. The rules, procedures and functions of the government offices and public servants should be simplified, well disseminated. Performance standards of the public servants should be pre-designated through which any deviation to that can be measured and opposed.

For establishing and maintaining transparency in administration various tools can be in decision strategy, Information communication strategy, and procedural tools. Various tools are available for ensuring various aspects of public accountability. Accountability is sought for legitimacy, moral conduct, responsiveness, openness which results optimal allocation of resources, improves performance, controls immoral act prevents divergence of public interests and ultimately prevents mal-administration. Public participation, consultation, representatives in decision-making team, public debates, public meeting, public report and publications, Public inquiries, audits, judicial reviews, appeals etc are the tools which ensures transparency.

6. Implementation mechanism (Action Matrix) of the policies prescribed.

7. Conclusion

Good governance is a very sensitive process that needs equal and continued supports from all stakeholders. The word "good governance" like in other developing nations of the world, has become a buzzword in the business of bureaucracy in Nepal.

GG is a process, is an ends of effective management and is a ideal and ultimate target of millennium development goal. For achieving Good Governance, we have to aim to transform poor people into citizens. Achieve for this targets, we have lots of constraints such as Resource Cultures, human behaviour, status of education, legacy of history and globalization as well other external factors. At the same time, there are some opportunities. We have to trap them enhancing civic competence, create compatible environment to widen participation, give easy access for getting enough information, institutionalism for social transformation and enhanced soft ware part of Government machinery – development of internal capacity and motivate them for bringing professionalism, will be tools on this regards.

Good governance is reflecting, if an independent and efficient civil service with competent, committed and accountable employees and free from the evils of nepotism, favouritism, politicisation and corruption is in place. If the leaders of the country are not paying enough attention towards the welfare of the people, there is no way of achieving good governance. Much more attention should be paid from each and every sector of national life towards transparency, accountability and participation.

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ISSUES OF GOOD GOVERNANCE

IN

PAKISTAN

BY

PARTICIPANTS

From

PAKISTAN

Organized by
SAARC Human Resource Development Centre
Islamabad, Pakistan
(August 30 – September 12, 2004)

COUNTRY REPORT ON GOOD GOVERNANCE

PAKISTAN

BACKGROUND

Pakistan, a home to 148 million people, stretches for about 1,800 kilometers from the blue waters of the Arabian Sea in the south to the snow covered peaks of the Karakorum Mountains in the north. It has been endowed with diversified and variable climatic and geographic regimes creating an array of agro-ecological zones, which have enabled her to produce all kind of food and non-food crops throughout the year. The production of all food and cash crops grew many folds since independence. Wheat production increased from 3.3 million tonnes in 1947-48 to 19.8 million tonnes in 2003-04. During the same period, cotton lint production increased from 0.194 million tonnes to 1.80 million tonnes, rice production from 0.68 million tones to 4.87 million tonnes, and sugarcane production from 5.4 million tonnes to 53.78 million tonnes.

Area

Total Area of Pakistan is 796,095 Sq. km: Punjab 205,344 Sq. km, Sindh 140,914 Sq. km., North West Frontier Province (NWFP) 74,521 Sq. km., and Balochistan 347,190 Sq. km. Federally Administered Tribal Areas (FATA) are 27,220 Sq. km. and Islamabad (Capital) has an area of 906 Sq. km. Total Population is 148.72 million, with 95% Muslims and 5% others.

Climate

It is an arid to semi arid country. Average annual rainfall varies from 50 to 1,000 mm. Nearly 68% of the country receives rainfall below 250 mm and, hence, agriculture here is not possible without supplementary irrigation supplies. Some 24% of the area receives rainfall between 250 and 500 mm. Irrigation in this area is optional but preferable. However, it is necessary for cash crops, fruits and vegetables. Only a narrow belt in the north, which is about 9% of the area, receives rainfall above 500 mm, but owing to lack of fertile land and prevalence of cold climate, prosperous agriculture cannot be practiced in this area. About 75% of the rainfall is concentrated in three months (July to September), the remaining 25% occurs during the rest of the year.

Land Utilization

The geographical area of the country is 79.61 million hectares, out of which 24.32 million hectares is not available for cultivation. Area suitable for agriculture is estimated to be 35.0 million hectares. According to the 2002-03 survey, the cultivated area is 21.85 million hectares; forest area is 4.04 million hectares and about 9.0 million hectares is culturable waste. Out of total cultivated area, 18.22 million hectares are estimated to be irrigated and the remaining 3.63 million hectares are barani (rainfed). Of the irrigated area, 14.44 million hectares are irrigated through canals, 3.37 million hectares through tube wells and the remaining 0.41 million hectares through other sources (springs, wells, kareezes, etc.). Some of the land is double cropped, but nearly 30% of the cultivated area lies fallow during one season.

Languages

Urdu is the national language while English is official language. Regional languages include Punjabi, Sindhi, Pushto and Balochi. Literacy rate is 54%.

PCI

Annual Per capita income is Rs. 30,933 (US \$ 652) and GDP Growth Rate is 6.4% per annum. Imports include industrial equipment, chemicals, vehicles, steel, iron ore, petroleum, edible oil, pulses, tea, while major exports are cotton, textile goods, rice, leather items, carpets, sports goods, handicrafts, fish & fish preparations and fruit.

Administrative Setup

Pakistan is divided into four provinces viz., Punjab, Sindh, North West Frontier Province (NWFP), and Balochistan. The tribal belt adjoining NWFP is managed by the Federal Government

and is named FATA i.e., Federally Administered Tribal Areas. Azad Kashmir and Northern Areas have their own respective political and administrative machinery, yet certain of their subjects are taken care of by the Federal Government through the Ministry of Kashmir Affairs and Northern Areas. The Provinces of Pakistan are further divided into 101 districts: Punjab 34, Sindh 21, NWFP 24 and Balochistan 22. FATA consists of 13 Areas/Agencies, and Azad Kashmir and Northern Areas have 7 and 5 districts, respectively.

There is a parliamentary form of Government. The Parliament consists of two Houses i.e., the Senate (Upper House) and the National Assembly (Lower House). The Senate is a permanent legislative body and symbolizes a process of continuity in the national affairs. It consists of 100 members. The four Provincial Assemblies, Federally Administered Tribal Areas and Federal Capital form its electoral college. The National Assembly has a total membership of 342 elected through adult suffrage (272 general seats, 60 women seats and 10 non-Muslim seats). The information on national flag, anthem, emblem, etc, is given below:

National Flag: Dark green with a white vertical bar, a white crescent and a five-pointed star in the middle. The Flag symbolizes Pakistan's profound commitment to Islam, the Islamic world and the rights of religious minorities.

National Anthem: It was approved in June, 1954. The verses were composed by Abu'ul Asar Hafeez Jullundhri and the tune was composed by Ahmed G. Chagla. Its duration is 80 seconds.

State Emblem: The State Emblem consists of:

1. The crescent and star which are symbols of Islam
2. The shield in the centre shows four major crops.
3. Wreath surrounding the shield represents cultural heritage and
4. Scroll contains Quaid-e-Azam's motto: Unity, Faith, Discipline

Official Map: Drawn by Mian Mahmood Alam Suhrawardy (1920-1999)

National Flower: Jasmine.

National Tree: Deodar (Cedrus Deodara).

National Animal: Markhor.

National Bird: Chakor (Red-legged partridge)

Flora: Pine, Oak, Poplar, Deodar, Maple, Mulberry.

Fauna: The Pheasant, Leopard, Deer, Ibex, Chinkara, Black buck, Neelgai, Markhor, Marco-Polo sheep, Green turtles, River & Sea fish, Crocodile, Waterfowls.

Popular games: Cricket, Hockey, Football, Squash.

Tourist's resorts: Murree, Quetta, Hunza, Ziarat, Swat, Kaghan, Chitral and Gilgit

Archaeological sites: Mohenjo Daro, Harappa, Taxila, Kot Diji, Mehr Garh, Takht Bhai.

Major Cities: Islamabad, Karachi, Lahore, Peshawar, Quetta, Rawalpindi, Hyderabad, Faisalabad, Multan and Sialkot

Major Crops: Cotton, Wheat, Rice and Sugarcane

Industry: Textiles, Cement, Fertilizer, Steel, Sugar, Electric Goods and Shipbuilding

ECONOMY: Annual Growth Rates 2003-4

GDP: 6.4%

Agricultural: 2.6%

Manufacturing: 13.4%

TRANSPORT & COMMUNICATIONS

Total length of roads: 255,856 km

Pakistan Railway network: 7,791 km

Railway stations: 781

Pakistan International Airlines: Covers 38 international and 24 domestic stations with a fleet of 47 planes.

Major Airports: 8 (Islamabad, Karachi, Lahore, Quetta, Peshawar, Multan, Faisalabad and Gwadar)

Seaports International: 2 (Karachi and Bin Qasim.)

Fish Harbours-Cum-Mini Ports: 3 (Minora, Gawadar, and Keti Bandar)

Post Offices: 12,254

Telephone connections: 5,042,000

Public Call Offices: 1,14,527

Telegraph offices: 328

Internet Connections: 1.9 million

EDUCATION

There are 156,100 Primary Schools, 28,716 Middle Schools, 162,059 High Schools, 939 Arts & Science Colleges and 374 Professional Colleges, while the number of Universities is 39: 29 in Public Sector (including one Women University) and 10 in Private Sector. The literacy rate is estimated at 54%, with male literacy at 66.25% and female at 41.75%.

HEALTH

There are 906 Hospitals, 4,554 Dispensaries, Basic Health Units (BHUs), 907 Maternity & Child Health Centres, 552 Rural Health Centres (RHCs) and 289 Tuberculosis (TB) Centres. Hospital Beds are 98,684, thus, population per hospital bed is 1,536. There are 108,062 registered doctors, 5,530 Dentists, 46,331 Nurses, 23,318 Paramedics, and 6,599 Lady Health Workers. The population to doctor ratio is 1,404 persons per doctor, 27,414 persons per dentist and 3,296 persons per nurse.

GOOD GOVERNANCE

Governance

The concept of “governance” is not new. It is as old as human civilization. Simply put “governance” means: the process of decision-making and the process by which decisions are (or not implemented). Governance can be used in several contexts such as local governance, corporate governance, national governance and international governance.

Since governance is the process of decision-making and the process by which decisions are implemented, an analysis of governance focuses on the formal and informal actors of decision-making and implementing the decision made and the formal and informal structures that have been set in place to arrive at and to implement the decision

Government is one of the actors in governance. Other actors involved are the private sector and the civil society. In rural areas, other actors may include influential land lords, associations of peasant farmers, cooperatives, NGOs, research institutes, religious leaders, finance institutions, political parties, the military, etc. The situation in urban areas is much more complex. At the national level, in addition to the above actors, media, lobbyists, donors, multi-national corporations may play a role in decision-making or in decision-making process.

All actors other than government and the military are grouped together as part of the “civil society”. In some countries, in addition to the civil society, organized crime syndicates also influence decision making, particularly in urban areas and at the national level.

Similarly, formal government structures are one means by which decisions are arrived at and implemented. At the national level, informal decision-making structures such as “kitchen Cabinets” or informal advisors may exist. In urban areas, organized crime-syndicates such as the “land Mafia” may influence decision-making. In some rural areas, locally powerful families may influence decision-making. Such informal decision-making is often the result of corrupt practices or leads to corrupt practices.

Good governance has 8 major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in the society are heard in decision-making. It is also responsive to present and future needs of society.

Participation Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand.

Rule of Law Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of law requires an independent judiciary and an impartial and incorruptible police force.

Transparency Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media.

Responsiveness Good governance requires that institutions and processes try to serve all stakeholders within reasonable timeframe.

Consensus oriented

There are several actors, and as many view points in a given society. Good governance requires mediation of the different interests in society to reach a board consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community.

Equity and inclusiveness

A society's well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, particularly the most vulnerable, have opportunities to improve or maintain their well -being.

Effectiveness and efficiency

Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment.

Accountability

Accountability is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to whom, varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law.

B. EFFORTS TOWARDS GOOD GOVERNANCE

There has been on an average one report for every two to three years of Pakistan existence that was to review the administrative structure and bring reforms in the structure of the civil services. To mention the few important ones, there was famous Egger Report of 1953 which recommended re-organization of the government. Next was Gadieu Report of 1955 which again reiterated recommendations of Egger Report and then we have famous Cornelius Report in 1969, which recommended drastic changes in services structure for improving the administrative structure. The Administrative Reforms of 1973; Report of the Special Committee for Eradication of Corruption from Services 1981, Ehtesab Act 1997, and Ordinance promulgated in 1999 for NAB are efforts to improve governance.

The Ten Year Perspective Plan 2001-11 placed particular emphasis on the need for good governance. The document of the plan contained a chapter on good governance as a target to be achieved and a strategy was laid down to achieve good governance and to focus on the improvement of poor communities. There is an inter-relationship between governance and poverty. Poor governance results in higher levels of poverty and that poverty leads to poor governance.

In the mid 90s the government realized rapid deterioration of the governance structure and a Good Governance Group was set up to implement the good governance's reform agenda. In April, 1999, the government issued a strategy for improving governance which has the following 12 elements including:

- a) Financial Governance
- b) Civil Services Reforms:
 - i) Incentives to enhance excellence and innovation;
 - ii) Quality, productivity and performance measurement;
 - iii) The citizen charter scheme in public services;
 - iv) Use of information technology;
 - v) Human Resource Development; and,
 - vi) Rightsizing and restructuring of the civil services.
- c) Accountability and integrity in the public sector
- d) Decentralization and devolution
- e) Reform of legal and judicial system

- f) Police Reforms
- g) Governance and management of big cities
- h) Human Rights
- i) Role of NGO's
- j) Gender Issues
- k) Environment
- l) Public – Private citizens partnership

The above mentioned twelve points cover most of the issues prevalent in Pakistan and this affect the general public.

Governance embodies the power, which is exercised in the management of a country's economic, social, political and legal requirements. Good governance must, therefore, enable the state, the civil society and the private sector to work in cohesion for accelerated growth and the achievement of greater human development. Every branch of the state – executive, legislative, and judiciary – should work in a synchronized manner to enable the civil society to grow and feel satisfied in the fulfillment of its emerging needs. In other words, the various branches should address the genuine aspirations of the people and work actively and effectively with utmost commitment in advancing their human resources and ensuring the well being of the members of the society.

The Government of Pakistan has launched access to Justice Programme (AJP) with a programme loan from the Asian Development Bank (ADB) to implement legislative, judicial, policy and administrative reforms in the country to strengthen the system of administration of justice. The programme is a key part of the Government's nation-wide efforts to improve the accessibility of public entitlements for all citizens, particularly for the poor, women and minorities. While the Ministry of Law through its PMU is the executing agency (EA) of the AJP, implementation of reforms is the responsibility of the implementing agencies (IAs) of AJP. These include the judiciary (High Courts), Law & Justice Commission, Interior / Home, Law, Finance, Police, Ombudsman and Federal Judicial Academy. Under the Programme, IAs are expected and encouraged to plan and implement all kinds of technical and development projects aimed at achieving the objectives of the Programme. The Ministry of Finance, Government of Pakistan and its Provincial counterpart Departments of Finance are responsible for providing AJP funds to the IAs through regular budgetary channels for implementation of new projects. In order to steer implementation of AJP and monitor its progress on a regular basis, national and provincial programme review & coordination committees (NPRCC & PPRC) have been established at the federal and provincial levels. In addition, the ADB also carries out an annual performance review of the activities carried out with the AJP funds.

Under NRB's project, the Police Order 2002 was promulgated through a presidential order on August 14, 2002, which is a major step towards ensuring law and order and dispensing speedy justice. Constitutional amendments, to provide legal protection to the Local Government system, were drafted and announced on August 21, 2002 in the form of Legal Framework Order

2002. A higher government structure and system was completed and presented to the Chief Executive on November 15, 2002. National Reconstruction Information Management System (NARIMS) was fully operationalized in District Chakwal. Guidelines for Citizen Community Boards were formulated and provided to the provincial governments. In order to encourage proactive citizenry to take part in local development, the idea of Devolution Trust for Community Empowerment (DTCE) was conceptualized and given a practical shape. In addition, capacity building of Local Government representatives and state functionaries remained a prominent feature of year 2002-2003. The Good Governance Project aims at supporting NRB to conceive, design & facilitate the implementation of a strategic National Reconstruction Agenda for establishment of genuine democracy with sustained and durable Good Governance. Strategic focus of Phase-II is to analyze, consolidate and improve upon the devolution program. It supports the implementation of reconstruction initiatives identified & formulated during Phase-I by sponsoring research analysis and capacity building in related fields and formulation of new reconstruction initiatives.

During 2004-05, activities will be undertaken to complete the schemes initiated through Access to Justice (AJP) funds at the federal and the provincial levels. Similarly, measures will also be initiated for strengthening the newly introduced judicial / police reforms as well to implement the first phase of the TA Project for strengthening of institutional capacity.

The Central Board of Revenue developed strategy for reform of the administration in November, 2001. The overall objectives of the Reform Programme are: to achieve financial and administrative autonomy (legal changes); to restructure the CBR along functional lines and develop a well trained and motivated workforce in order to develop and manage a modern, efficient revenue administration; to develop effective-working relationships with taxpayers and other government departments who contribute to increased compliance, and improved service; to increase the revenue net and collection and to eliminate revenue leakage; and, to bring taxpayers part of this reform programme by introducing effective self-assessment at the beginning of the process, risk based assessment in the middle and targeted audit at the end.

Strategic focus of the Good Governance project during the current financial year would be on consolidation and entrenchment of government structures and system currently in the process of implementation. Nevertheless, restructuring of civil service and higher government structure and system would be in sharp focus. Development of Islamabad Capital Territory (ICT), Cantonments and FATA, Implementation of Local Government in four districts of Balochistan recently restored by the Prime Minister are some of the new areas of intervention.

C: PROBLEMS/CHALLENGES/CONSTRAINTS RELATED TO GOOD

GOVERNANCE

- Illiteracy
- Lack of awareness
- Lack of civic participation
- Lack of transparency
- Red-tapism
- Absence of Rule of Law
- Lack of accountability the implementation of development projects
- Lack of responsiveness of institutions to the public demands
- Delayed justice

Lack of Coordination among the Stakeholders
Inefficient implementation mechanism lacking sincerity and round reality

**D: POLICY PRESCRIPTIONS TO OVERCOME THE PROBLEMS MENTIONED
ABOVE**

Sustained efforts for increasing literacy rate
Use of print and electronic media for creating public awareness
Increase civic participation in governance
Transparency in decision making and implementation of decisions be ensured
The bureaucracy should be made efficient by provision of awards
Bringing all stakeholders under one umbrella ensuring check & balance
Avoid over regulation and formulate Plans and Policies in uniformity with the laws and ground realities ensuring in conformity with the Laws and Ground realities ensuring the strong and efficient coordination among all stakeholders
Autonomy of judiciary should be ensured
Proper monitoring and evaluation system be established
Training of public functionaries
The judicial system be strengthened for making it efficient

**E: IMPLEMENTATION MECHANISM ACTION MATRIX) OF THE POLICIES
PRESCRIBED**

| Policy Area | Challenges/Objectives | Key Actions |
|---------------------|---|--|
| Governance | Use political and fiscal devolution to improve social service delivery. Ensure CCBs really empower the poor. Complete civil service reform. | Define rules for inter-governmental fiscal relations and establish clear budgetary procedures. Define measurable indicators for monitoring local social service delivery (with gender desegregation) Ensure Mass Participation in business of state. |
| | Reform the CBR and system of taxation | Seek IFI and bilateral support for local capacity building. |
| | Reduce corruption | Monitor women's participation in local government. |
| | | Define arrangements for transferring responsibility for staff recruitment and discipline from the provincial governments to the district governments. |
| | | Review pension reforms for fiscal sustainability. |
| | | Move to IT -based anonymous system of tax assessment and audit |
| | | Formulate plan for attacking low-level corruption. |
| Investing in people | Reduce the social and gender gaps | Maintain I -PRSP spending priorities for health, education, population, drinking, water, basic sanitation. |
| | Arrest population growth | Promote gender equity through Lady Health Workers program and girls' education. |
| | Learn from SAP | Implement ESR action plan of extending education to poor. |
| | | Raise public health spending with focus on prevention |
| Financial sector | Reduce direct state role in financial sector. | Adhere to rationalization and privatization schedule. |
| | | Close most DFIs and reconsider whether DFIs need to be retained for the underserved sectors (agriculture, SMEs, housing). |
| | Curtail flow of new non-performing loans and increase | Increase minimum capital for banks and non-bank financial institutions (NBFIs) as per SBP's plan, raise |
| | competition to lower deposit-lending interest rate spreads. | risk-weighted capital adequacy requirements and strengthen prompt corrective action framework. |
| | Improve access to credit | Increase reach of successful micro-credit programs |

Findings of Group Work

Observations

Participatory mechanism in decision making, active participation by women, transparency, accountability of the stakeholders and beneficiaries, community participation and sense of ownership among people were observed as positive parts of ERNP project at Kotli Sattian, Murree. Participants realized that TMA, Chiniot is the good example of devolution of power at local level. Active male participation, conducive political environment and commitment of the Tehsil Nazim, transparency, accountability to the people and impressive work of Citizen's Community Boards (CCBs) were identified as positive aspect of TMA, Chiniot.

Problems realized

Participants realized that sustainability is the prime concern of ERNP and TMA, Chiniot. ERNP is already terminated and it is not sure as to whether community will be able to continue the activities which they initiated with the help of the project. Same is the case with TMA, Chiniot, where Tehsil Nazim's individual commitment and devotion had contributed overwhelmingly to make TMA, Chiniot an example of devolution of power at local level. Besides, lack of women's participation, illiteracy, lack of basic infrastructure like electricity and road inside project area, lack of qualified manpower were identified as other problems in this regard.

Solutions

The participants of the training programme underscored the need of having a system by which sustainability can be ensured even after the termination of the projects or exit of a particular person of a particular political body. They thought that there should be a "system show" or system should be in place instead of "One man show" like in TMA, Chiniot. They also suggested for having proper monitoring and evaluation of activities at the field, enough participation both from male and female population, need based project and technical backstopping to the community to implement Programmes of their choices. Above all, the political stability is the most important requirement in this regard.

Evaluation of the Training Programme

| Particulars | Ratings(number of students) | | | | | | | | | | | | |
|---|-----------------------------|------|----------|----------|-------------|-----------|-----------|------------------------|----------|-----------|-----------|------|------|
| | Very Much | Much | Not Much | | | | | | | | | | |
| Attainment of Stated Course Objectives | 10 | 3 | | | | | | | | | | | |
| | | | | Too Long | Appropriate | Too Short | | | | | | | |
| Duration of the Course | | | | 2 | 11 | | | | | | | | |
| Benefits from the Course | | | | | | | Very Much | To a Reasonable extent | Not Much | | | | |
| Improvement in the appreciation of the subject areas | | | | | | | 10 | 2 | | | | | |
| Improvement of the knowledge & understanding of the subject areas | | | | | | | 9 | 4 | | | | | |
| Exchange of experiences | | | | | | | 9 | 3 | | | | | |
| Others | | | | | | | | | | | | | |
| | | | | | | | | | | Excellent | Very good | Good | Poor |
| Time Management | | | | | | | | | | 2 | 5 | 4 | 1 |
| Participants' involvement | | | | | | | | | | 4 | 5 | 2 | |
| Selection of the Resource Persons | | | | | | | | | | 3 | 7 | 1 | |
| Usefulness of the Acquired Material-s | | | | | | | | | | 4 | 3 | 3 | |

Note: Number of participants was 13, but some of them did not fill up evaluation form completely.

Hence, ratings of number of students may not be summed up to 13.