

Volume 3, No 5 & 6
January - December 2014

A biannual bulletin from **PILER** tracing development and humanitarian assistance

Development Log



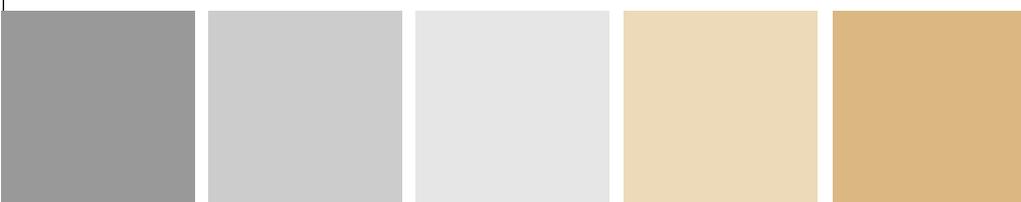
Pakistan Institute of Labour Education and Research (PILER)

The Pakistan Institute of Labour Education and Research, established in 1982, is a not-for-profit, citizen sector organization engaged in research, education, policy advocacy and networking in the areas of labour rights, social justice, human development, regional solidarity and peace. PILER, as a resource centre, facilitates the labour movement in building a wider social consensus on core labour rights through advocacy and linkages with local, national, regional and global partners. PILER considers militarization, state conflict and social intolerance as major barriers to realizing labour rights, and engages with peace movements at national, regional and global levels.

Rebuilding Lives and Livelihoods: Advocating for Structural Reforms

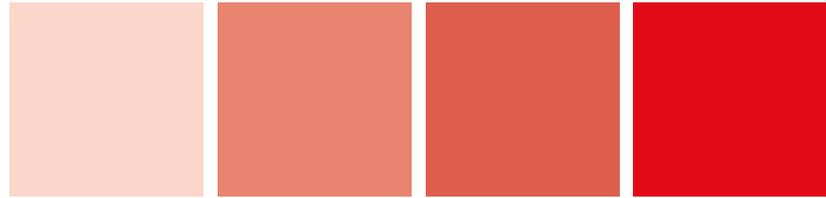
PILER initiated a programme "Rebuilding Lives and Livelihoods..." following the 2010 floods that exposed a much compromised state of citizenship of a large majority of the country's population affected by the floods. The basic premise of the programme is drawn from the "Citizens Charter", a common agenda crafted by the civil society of Pakistan in the aftermath of the floods. The Charter advocates for the re-establishment of state-society relations that, in its current fractured state, has resulted in an elite-centric development and resource distribution order, a disempowered state of citizenship and social relations devoid of trust and security. PILER believes that a new social contract between the state and the society is the only way forward for the state to deliver on its constitutional obligations regarding fundamental rights, governance and social justice, and for citizens to pursue their welfare through political activism and democratic engagement.

The programme is supported by the **Tdh Germany**, a children's aid agency concerned with development policy.



Editor	Zeena Shaukat
Editorial Assistants	Shahzad Ali Shah, Farwa Khaled, and Zain Khan
Designing	www.logicboxdesign.com
Published by	Pakistan Institute of Labour Education & Research (PILER)
Address	Pakistan Institute of Labour Education & Research PILER Centre, ST-001, Sector X, Sub Sector V, Gulshan-e-Maymar, Karachi - 75340
Phone no	+92 213 635 114 5/7
Fax no	+92 213 635 035 4
Email	piler@cyber.net.pk
Web	www.piler.org.pk

Contents



2 Editorial

5 Development Highlights

Review

8 Promoting Family Farming: Realising
the Right to Food
by Aly Ercelan and Muhammad Ali Shah

Outlook

18 Youth Employment: Short term
Interventions or Structural Change?
by Zeenat Hisam

Observation

22 On the Missing Link Between Donor
Funding and Education
by Zain Khan

View Point

26 Discussion with Dr Samia Altaf on building
sustainability by donors and the government
by Shazada Irfan Ahmed

Comment

30 The “Disaster” Gap: Budgetary
Allocations for Emergencies
by Altaf Hussain

Editorial

Funding and the Impact Factor

The recent donor assistance to Pakistan stands at over US\$2,012 million (2011-12). USAID, the biggest donor to the country is at the term end of the fourth largest assistance that ends in 2014 (the Enhanced Partnership with Pakistan Act 2009). The Millennium Development Goals too would 'expire' as year 2015 knocks on our doors.

The focus of bilateral donors including the United States, the United Kingdom, Canada, Japan and Norway, as well as multilateral donors has been economic growth, infrastructure development, energy, education, children and youth, Millennium Development Goals, healthcare, good governance, disaster response and recovery, trade and investment and climate change.

How may assistance directed at the social sector be made more sustainable and accountable? Most importantly, the non-governmental sector engaged in democracy and governance advocacy also needs to think of sustainable means to further related efforts, independent of donor assistance. The questions regarding the sustainability of service delivery - raised in earlier issues of Development Log - need to be responded to as well.

“Donor priorities” and “means of channelling the funding” are two major factors that determine the impact of the funding, as well as the power relations between the actors on both sides of the aid spectrum. There is neither any clarity nor any forum to evolve a consensus on mutual agendas to be pursued for funding as well as on the actors leading those funds. Recently, an OECD document on Pakistan points to the Framework for Economic Growth and the 10th Five-Year Plan as a guide indicating local preferences for areas of assistance. But there is no clear evidence of these being followed for determining the priority areas by the donors.

Internationally, there have been various established systems that have sought to guide donor-partner relationship. This included the 1992 “Development Assistance Manual DAC: Principles for Effective Aid” and later the “Paris Declaration on Aid Effectiveness” (2005), which guided the implementation of the globally-agreed agenda of the Millennium Development Goals (2000). In between, the late 1990s Poverty Reduction Strategy Papers (PRSPS) also sought to influence the pattern of aid modalities.

The idea of ownership of the agendas of any assistance is a fundamental part of donor-recipient relationship. The Paris Declaration clearly outlines the preferences of the partner government as a guide for donor decisions. In a country like Pakistan, where the question of the 'representativeness' of the government is always an issue, the ownership factor becomes even more important. Pakistani organizations have been increasingly feeling that donor-funded programmes follow a top-down approach (See "*Project Report: Assessing Democracy Assistance*", May 2011; *Foundation for the Future*). The communities and their issues are under-represented in donor programmes because of the absence of the culture of serious pre-consultation. Another report assessing the USAID assistance in Pakistan, cites a Government Deputy Secretary complaining that the aid/funding never supports the Public Sector Development Programme (PSDP) or other long-term policy documents, as the organisation comes with its own plans and projects in different sectors. To be fair with the USAID, its 2014 policy document articulates a vision of development that is "locally owned, locally led and locally sustained."

If looked at from the other side of the fence, donors shoulder the responsibility of ensuring accountability of their funding which is drawn from their tax-based public resources. While employing their own understanding of issues that demand response in a given country, they look for arrangements that could ensure maximum aid effectiveness and transparency. Mostly opting for the non-governmental sector to extend assistance, donors are often accused of becoming too involved in micro-managing the programmes, compromising the organisations' independence and future growth prospects. (Read Akbar Zaidi's "*NGO failure and the need to bring back the state*"). Aid recipients, whether government or the NGO sector, have little space for influencing this arrangement as earlier opportunities, provided by the Paris Declaration and other forums, have been missed.

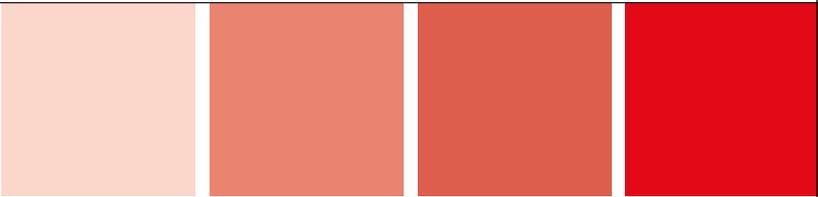
Another critical aspect of the abundance and unguided development and humanitarian assistance is the duplication of efforts along with intense competition for local resources, especially human resources. This is particularly the case in humanitarian crisis when the best of the talent is lured away by the international agencies operating on the ground. They are in a much better position to offer attractive incentives compared to local organizations. How that bodes for local organizations in the long run is also a question of extreme significance, as it impacts the quality of human resource engaged in the sector.

Pakistani NGOs implementing donor-funded programmes need a reflection over the way developments have shaped up in the last decade. There has been a significant inflow of development and humanitarian funding due to the strong focus of major bilateral and multilateral agencies on the country, for various reasons. Apart from social services, infrastructure development and humanitarian assistance feature as key priority areas for majority of donors. To what extent are these areas representative of the interest of the communities they claim to seek to benefit? What about tax-driven social and infrastructure development? How may assistance directed at the social sector be made more sustainable and accountable? Most importantly, the non-governmental sector engaged in democracy and governance advocacy also needs to think of sustainable means

to further related efforts, independent of donor assistance. The questions regarding the sustainability of service delivery - raised in earlier issues of Development Log - need to be responded to as well.

One more important point is that of the impact of the military, economic and trade policies of the countries extending aid, on the population of the aid-recipient countries. In terms of trade, globalization has shifted the manufacturing production base to developing countries, while corporations in the West manage the upper stream of the supply chain, for example the marketing and the retail side. The ramifications of such an order on local labour conditions and the physical environment, (especially water resources), is being increasingly highlighted in academic debates. Moreover, the global North's military engagement in South has generated a very negative public opinion about these countries. The neo-liberal policies of corporatization, especially of the farming and the natural resource sector; the promotion of the privatisation philosophy in the absence of an efficient and responsive state regulatory mechanism; and the emphasis on massive infrastructure layout displacing communities and indigenous population raises one pertinent question: Could the source of illness act as a cure of illness too?

Zeenia Shaukat
(Editor)



Development Highlights



- **Pakistan has the highest annual deforestation rate in Asia**

Pakistan's deforestation rate, at 43,000 ha per year, is a cause of alarm not only for environmentalists, but also for the general public that is beginning to feel the impact in everyday life. The recent floods, droughts, irregular rainfall patterns and rapid water shortage have been seen as a manifestation of the fast-paced environmental degradation underway in the country. Pakistan today stands as the 8th most affected country suffering extreme weather effects.

International funding agencies are prioritizing assistance to address climate change. Under the

United Nations Reducing Emissions from Deforestation and Forest Degradation Programme, the World Bank granted US\$3.8 million to Pakistan in December 2013 directed at developing greenhouse gases reduction technologies to mitigate the effects of climate change. The UK government has also ensured assistance to Pakistan for climate change effects and deforestation issues.

Unfortunately, the comprehensive NPCC that was launched by the PPP government in February 2013 has been shelved by the current PML-N Government. The new government also demoted the Climate Change Ministry to the status of a division.

Both the coal and nuclear power generation efforts have met resistance from the local population who fear environmental impact, displacement, and loss of access to their assets. The pollution effects of coal resulting from the burning of solid fuels and ashes produced from it are intensely hazardous. The health impacts include bronchitis, emphysema, asthma, heart attacks, lung damage, and interventions with nervous system.

It slashed the budget of climate change related initiatives from Rs 135 million in 2012-13¹ to Rs 25 million in 2014-15².

Slashed budgets aside, the climate change department/ministry has always been used as a parking space for bureaucrats with frequent change in postings and transfers. Little consideration is given for their expertise on the subject of climate change. A donor-driven approach to climate change has further compounded the matter, compromising the focus on indigenous solutions and the exercise of agenda setting at the local level.

- **Energy crisis and narrow-based solutions**

Heavy on its 2013 election manifesto, the one-year old political government of Pakistan continues to struggle with the never-ending energy crisis in the country. It is turning to energy production solutions - coal and nuclear options - that may spell serious environmental catastrophe for the future generations.

Currently, the energy production assortment in Pakistan comprises oil, gas, and hydroelectric resources, with the share of coal and nuclear energy sources standing at 0.1 and 5 percent

respectively³. Solar and wind power hardly make much of a contribution. However, the government plans to raise the share of coal and nuclear sources substantially in the near future. It plans to build 8,000 MW nuclear power plants at 10 sites by 2030.⁴ At the same time, the Federal and the provincial governments continue to pursue coal as an energy generation option, exploring the production of 6,000MW electricity through coal sources in the near future.⁵

Both the coal and nuclear power generation efforts have met resistance from the local population who fear environmental impact, displacement, and loss of access to their assets. The pollution effects of coal resulting from the burning of solid fuels and ashes produced from it are intensely hazardous. The health impacts include bronchitis, emphysema, asthma, heart attacks, lung damage, and interventions with nervous system. Nuclear power production too comes with a price tag as there is serious risk of exposing population to the threat of accidents that leave a health impact lasting for generations. In the face of the government's reluctance to explore cleaner sources of energy, there is increased pressure on those resisting the coal and nuclear power generation to step up their protests.

¹Climate Change in coastal areas of Pakistan", The Nation, April 27, 2014, <http://nation.com.pk/sunday-plus/27-Apr-2014/climate-change-in-coastal-areas-of-pakistan>

²Federal Budget 2014-15, Budget in Brief

³Raza, Syed Yusuf. "Drivers and Impediments: Regional Cooperation on the Way to Sustainable Nuclear Energy Systems",

https://www.iaea.org/INPRO/4th_Dialogue_Forum/DAY_3_01_August-ready/2_-_DG-C3-4-31-07-2012.pdf

⁴World Energy Perspective: Nuclear Energy One Year after Fukushima", World Energy Council, 2012,

http://www.worldenergy.org/wp-content/uploads/2012/10/PUB_world_energy_perspective_nuclear_energy_one_year_after_fukushima_2012_WEC.pdf

⁵Energy crisis: New coal power initiative to generate 6,000MW, Express Tribune, January 23, 2014

- **The borrowing spree**

The country's heavy reliance on loans and assistance from international development agencies continues despite debt servicing eating away a major chunk of Pakistan's annual budget. Apart from development expenditures, the borrowing and assistance go towards social sector spending, indicating Pakistan's complete incapability to generate resources through tax revenues to pay for the state's basic constitutional responsibilities.

In 2014, the World Bank signed a US\$12 billion loan for a five-year period prioritizing energy growth, economic assistance, combating extremism, and educational improvements. US\$600 million have been specifically reserved for the power sector. The Asian Development Bank has likewise approved US\$400 million for the energy sector, out of an expected package of US\$1.2 billion for the sector for a period ending 2018.¹ Last year, the Asian Development Bank approved a US\$430 million loan to eradicate poverty and strengthen Pakistan's national social safety net programmes. International institutions including the United Nations have also pledged US\$1 billion for the education sector of Pakistan with the objective to bring back seven million out of school children back to school this year. The International Monetary Fund also approved a US\$6.6 billion loan to "support the economy, boost growth and expand social safety net to protect poor people".

- **Food insecurity: A question mark on the future of human development**

Food security is defined as "when all people at all times have access to sufficient, safe, nutritious food to maintain a healthy and active life." The National Nutrition Survey finds 60pc of the country as food insecure. The Survey

further states that 50.4% of women are anaemic, 41.3 % have Vitamin A deficiency, and 66.8 % have Vitamin D deficiency.

The alarming level of food insecurity was further exacerbated by the drought in Thar that has claimed hundreds of lives, especially of women and children, from late 2013 to 2014. The Thar drought exposed the stark development divide that characterize the province of Sindh. The nutrition crisis in Pakistan has already drawn the World Food Programme and the UN to step up their assistance towards food security in Pakistan. WFP's US\$535 million assistance that runs from 2013 to 2015 is specially directed at the communities in the disaster-prone regions of the North West and the Sindh and Baluchistan regions. The multilateral agency's donors included the US as well as Pakistan which had been the second largest contributor to the World Food Programme at US\$52 million worth of food supply.

The Thar crisis and the tendency to support nutrition in disaster prone areas (Thar was categorized as one only after the 2013-14 drought) is an indication of the inadequacy of state's efforts to address the challenge. In 2013, the government presented an "Agriculture and Food Security Policy" to the cabinet. The policy has been analysed in detail by think tanks and the media (Read "*Promoting Family Farming...*" article in the current issue). However, the focus on supply side interventions, the cultural practice of excluding women from food access opportunities coupled with inadequate nutrition comprehension among them, and the constant decline in agriculture production over the years, not assisted much by highly skewed market pricing mechanisms, are the fundamental factors that need to be addressed.

¹ "\$400 million loan Asian Development Bank to help Pakistan tackle energy crisis", Russian Radio, April 24, 2014, http://indian.ruvr.ru/news/2014_04_24/loan-Asian-Bank-Pakistan-crisis/

Review

Promoting Family Farming: Realising the Right to Food

By Aly Ercelan and Muhammad Ali Shah



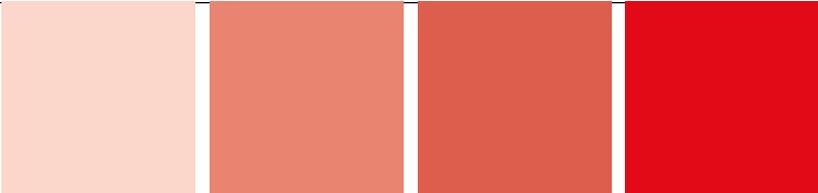
Right to Food - UN

The right to adequate food is realized when every man, woman and child, alone or in community with others, has the physical and economic access at all times to adequate food or means for its procurement.

The right of everyone to an adequate standard of living for himself and his family, including adequate food, clothing and housing, and to the continuous improvement of living conditions.

The fundamental right is to freedom from hunger and malnutrition.

Access to land and security of tenure are essential for the enjoyment of the right to food. ... States and the international community could better respect, protect and fulfil the right to food by giving increased recognition to land as a human right. ... while security of tenure is indeed crucial, individual titling and the creation of a market for land rights may not be the most appropriate means to achieve it. Instead, the strengthening of customary land tenure systems and the reinforcement of tenancy laws could significantly improve the protection of land users. ..lessons learned from decades of agrarian reform [are] the importance of land redistribution for the realization of the right to food. ... development models that do not lead to evictions, disruptive shifts in land rights and increased land concentration should be prioritized.



After several years of lobbying by the World Rural Forum, Via Campesina and their allies, the UN has declared 2014 as the Year of Family Farming. It is supposed to be a celebration of small farmers (including livestock husbandry, fishers and foresters) in contributing to decent life and livelihood for themselves and for urban workers. For some, this is merely instrumental to economic growth.

For us, however, the priority to family farming reflects values and therefore implies specific actions as ethical conduct. We believe in the rights of nature: to be used for social need but not human greed. Hence our approach to sustainable agriculture is actually quite simple: realizing equity today cannot override the rights of future generations. In other words, ecological sustainability is integral to justice.

We hold large, commercial agriculture and their allies in national and global elites as responsible

for mass hunger. And we reject the possibility of corporate being “incentivised” to realize and secure the universal right to food (or water for that matter).

This note reviews UN-FAO documents as well as proceedings of two intercontinental events in which the Pakistan Fisherfolk Forum participated. Our intention is to promote activism rooted in a vision of development as ecological integrity and equitable livelihoods - as two blades of a scissor, if you will.

While it may seem irrelevant, the good health of ecosystems - land, water, forests -- is in fact critical to fisherfolk livelihoods in both marine and riverine fisheries. Subsistence and small fisherfolk are increasingly endangered, not only by large commercial and industrial fishing but also by degradation and destruction of fisheries through other profit-based commerce and industry, including large farms.



Voluntary Guidelines - FAO

The Voluntary Guidelines represent the first attempt by governments to interpret an economic, social and cultural right and to recommend actions to be undertaken for its realization. The objective of the Voluntary Guidelines is to provide practical guidance to States in their implementation of the progressive realization of the right to adequate food in the context of national food security. ...cover the full range of actions in order to build an enabling environment for people to feed themselves in dignity and to establish appropriate safety nets for those who are unable to do so. They can be used to strengthen and improve current development frameworks, particularly with regard to social and human dimensions, putting the entitlements of people more firmly at the centre of development.

Right to Adequate Food

States should strive to ensure responsible governance of tenure because land, fisheries and forests are central for the realization of human rights, food security, poverty eradication, sustainable livelihoods, social stability, housing security, rural development, and social and economic growth. ...should ensure that all actions regarding tenure and its governance are consistent with their existing obligations under national and international law, and with due regard to voluntary commitments under applicable regional and international instruments. All parties should recognize that no tenure right, including private ownership, is absolute. All tenure rights are limited by the rights of others and by the measures taken by States necessary for public purposes. Such measures should be determined by law, solely for the purpose of promoting general welfare including environmental protection and consistent with States' human rights obligations. Tenure rights are also balanced by duties. All should respect the long-term protection and sustainable use of land, fisheries and forests.

Governance of Tenure

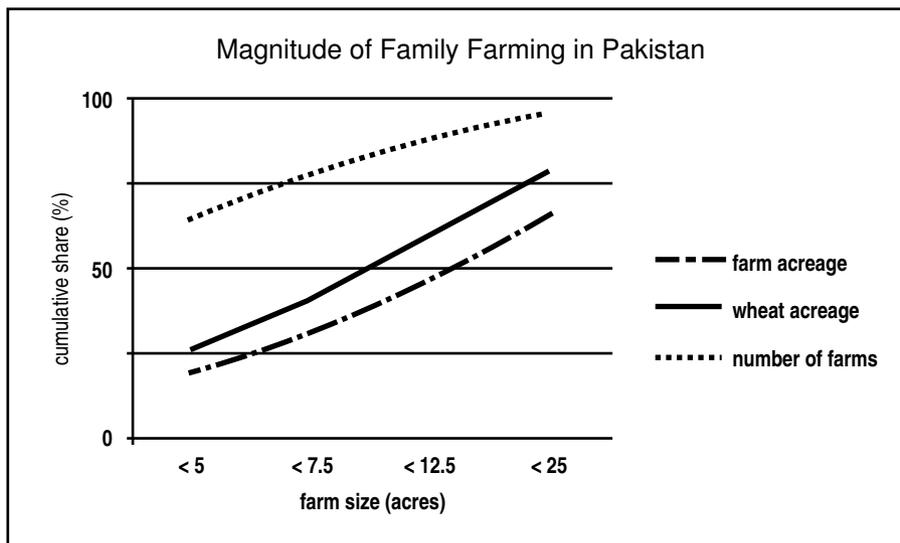
All parties should recognize and respect the human rights principles, and their applicability to small-scale fisheries, as stipulated by international human rights standards: universality and inalienability; indivisibility; interdependence and interrelatedness; non-discrimination and equality; participation and inclusion; accountability and the rule of law. ...should also recognize the interdependence of democracy, economic development and human rights. Equitable development is fundamental and gender equality and respect for all should be promoted. States should promote and protect human rights and fundamental freedoms in order to empower individuals and civil society in small-scale fisheries to make demands on their governments, devise policies that address their specific needs and ensure the accountability and transparency of governments and state decision-making processes in implementing such policies. ...should respect and protect the civil and political rights of defenders of human rights. Non-state actors including business enterprises have a responsibility to respect human rights. ...should regulate the scope of activities in relation to small-scale fisheries of non-state actors to ensure their compliance with international human rights standards. Human rights are not limited to national jurisdictions and states should observe the extraterritorial dimension of their human rights obligations.

Sustainable Small Scale Fisheries

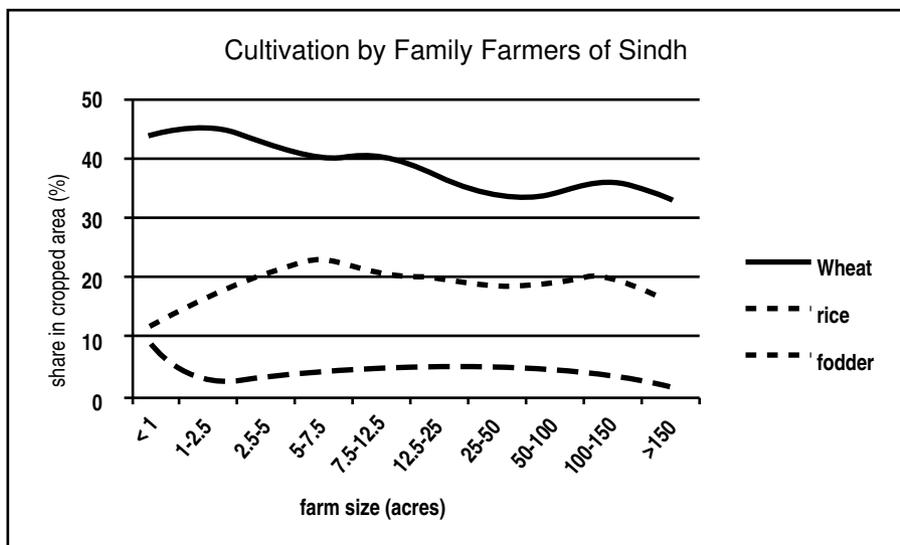
Around the globe, there is now (even if belated) recognition of the necessary role of family farming in sustainable development defined to include the right to food (and water) through availability, accessibility, stability and utilisation. A special contribution of family farming is then food security. This is particularly noteworthy in a world of mass hunger and malnutrition burdening a billion children, women, men and the aged unnecessarily and unacceptably with global capacity to feed 12 billion (as reminded by Hilal Elver, the new UNHCR Special Rapporteur on the Right to Food).

All advocates of family farming stress the contribution of small farms to producing food and providing employment, and maybe even

to ecological integrity. Some illustrations from Pakistan are given in the graphs below. Small farms in Pakistan, taken together, account for most of the acreage devoted to wheat - well in excess of their share in farm acreage. The reason being that small farms allocate, in their cropped area, a larger share to food crops, as illustrated by data for Sindh. Published data do not cross tabulate farm size by tenure; but it makes sense to observe that among small farms it is the freer owners who devote more to food crops than do tenants commanded by landlords. Hence domestic food production would increase significantly through mimicking small farmers. The favourable implication for land reforms is obvious.



Source: Agriculture Census 2010



Compared to large farms, the smaller family farms are likely to strive for and attain larger yields per acre in food crops (through e.g. less waste and more labour for weeding). Then small farms would have an even larger share in total production than that implied by acreage only. When food security accords, as it should, a value to food crops higher than market valuation, then the contribution of family farms to GDP increases further.

Additional characteristics can also favour small farms. Being provided less than half the land, farms up to 12.5 acres account for well over 80 percent of those hiring casual labour. It may well be a reflection of credit constraints, but we do note that use of manure - solely and in combination with chemical fertilizers - is substantially more prevalent amongst such small farms as compared to larger farms. Sadly, the use of chemical pesticides and herbicides is no less widespread among small farms. Similarly, small farms place as much stress on soils, through high cropping intensity, as do large farms; no doubt a reflection of poverty.

In arguing for policy priority to family farming, it is often held that compared to large commercial farms, small family farms are also ahead in terms of ecology: at least less damaging and possibly even contributing to ecological restoration. Unable to match bribes and political power of large farmers, small farms are generally disadvantaged in irrigation water. Hence it is most likely that small farms conserve water, and put less stress on drainage systems in addition to delaying, if not denying, irreversible loss of land to water logging and salinity. The differences in cropping pattern are an indicator - cash crops such as sugar cane are water guzzlers compared to food crops such as wheat.

Agrarian Reforms

Earlier in 2014, an intercontinental meeting in Abu Dhabi, (organized by the World Rural Forum) discussed the promotion of family farming, including attraction of young people back towards farming. On some points, there was a clear consensus of analysis and hence of demands for action -- including expanded public funding

Around the globe, there is now (even if belated) recognition of the necessary role of family farming in sustainable development defined to include the right to food (and water) through availability, accessibility, stability and utilisation. A special contribution of family farming is then food security.

for small farms to become more productive through more of nature friendly agro-ecology and less of chemical and water splurging "modern" agriculture. Less important in Africa than in Asia was the considered need for redistributing land to create additional small farms. All were of course opposed to land and water grabbing by multinationals, especially for monoculture of fuel crops on land traditionally used for feeding families on subsistence and small farms.

Reforms must embrace fisheries. Recently, the FAO finalized a visionary document to promote small-scale fisheries. Its framework of principles is very useful in framing provincial and federal (for the EEZ) Fisheries Policy for time-bound actions by the government. However, such a Policy would not be able to fulfil its potential contribution to equity and ecology until such time as other policies are contradictory. The export policy to incentivize seafood exports will simply add to the already severe problem of overfishing and wasted by-catch. Energy and industrial policies that threaten the health of water systems will put unbearable stress on fisheries - most dangerously by coal mining and power generation, but also by dams and barrages. Even flow-of-river hydropower interferes with the natural morphology of rivers.

Declaration of Farming Organisations - WRF

Demand 1. Each nation should have the right to develop its own food production as the basis for Food Security on the way to achieving Food Sovereignty, taking into account climate change as one of the serious threats to Family Farming.

Demand 2. Governments must assume as an urgent priority the implementation of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests which they themselves approved within the Committee on Food Security (CFS).

Demand 3: In order to promote Family Farming, nations the majority of whose population is active in agriculture must proceed with the transparent and adequate allocation of financial resources to national agriculture budgets. The same criteria should apply to development aid and public investments on the basis of the meaningful participation of family farmers' organisations as well as other Civil Society entities.

Demand 4: Institute the equality of rights between men and women family farmers. Women who live and work in rural areas are frequently discriminated against in terms of equitable access to productive resources such as land, water, credit and extension services.

Abu Dhabi, 2014

Research Issues

The 2014 summer witnessed a dialogue between (scores of) international researchers and activists on issues of family farming (hosted in France) by several international organizations, as well as by the French Government in active endorsement of family farming. Given the range of interests, professions and political commitments - from the radical Via Campesina to technocratic CGIAR - it was inevitable that agreement was difficult, and hence postponed, on crucial issues such as redistribution of social (private and public) resources for promoting equity and ecological sustainability. Or on what to do with international trade as the route to food security in the face of food insecurity arising from global speculation on food crops, and the contradiction inherent in virtual water exports - e.g. through sugar and textiles - that led to lesser production of cereals and vegetables, specially perverse when deficit production simultaneously necessitated imports. Nevertheless, there appeared an underlying agreement that reducing food vulnerability includes maximizing control of natural resources by communities of small farmers rather than of corporate markets and political elites. Inevitably,

issues of small crop farmers dominated discussion to the detriment of special concerns of fisherfolk and other agriculturalists.

For some odd reason there was virtually no open discussion around a theme reiterated by the Vice Chair of HLPE (Mariam Rahmanian): that we must acknowledge the opposition of specific national and global institutions to promoting family farming. In the Asian context, we believe, economic interests of the armed forces need more careful evaluation for obstructing not just equity but also generating ecological disasters. We accept the evaluation of many that the North is no different from the South in this regard except for a more sophisticated camouflage of depredation as public interest.

The Conference was organized around a number of workshops introduced by orientation papers. In the absence of a weblink, interested readers may contact the authors or the World Rural Forum for the set of papers. Summaries of workshop discussions are awaited.

Discussion Agenda

There are over 500 million family farms spread across the world, on all continents. Family farmers are the main producers of foodstuffs in many regions and vitally contribute to the variety and quality of diets. Paradoxically, many family farmers are also food and nutrition insecure.

- 1. Family farming in the territories: What are the present developments on land tenure, and what are the options on land tenure management? Which trade-offs, which complementarities and synergies/tensions and conflicts do exist between the various production systems? What are the linkages and articulations with the other uses of space, economic or residential or landscaping ones? What contribution offers family farming to organize space scaling-up from the farm to watershed, landscape or industrial agro-food basin?*
- 2. Family farming facing the challenges of agro-ecological intensification: In a context of an increasing scarcity of natural resources and facing the energetic challenge, which technologies for producing, protecting, processing agricultural food are offered to family farming? Which systems for training and accompanying family farmers? What types of credit to stimulate the agro-ecological transition of family farmers? What kind of productions specialized or associated considering crops, livestock, aquaculture to be developed in order to involve family farming as contributors to global food security?*
- 3. In-house issues within family farming: Which organization forms for agricultural activities? Family solidarity and public solidarity, family farming functions as a safety net: how to highlight this function? Which role for women, what is the future of the youth in the organization of family farms? What are the cross-generational transmissions? Which new family forms emerge from increasing mobility of people?*
- 4. Family farming facing the challenges of urbanization and employment: What new markets do the cities represent for agriculture tomorrow? Which relationship between family farming and these new markets? What will be the jobs in agriculture and which part of pluri-activity? Which role for family farming in the rural-urban continuum? Which models of economic development between increasing agriculture wealth and alternatives to agriculture?*
- 5. Family farming facing the challenges of climate change: What space and which roles for a smart agriculture facing the climate issues? How to integrate the landscape scale in the various individual strategies? How resilience approaches can mobilize positive transformational change in places where these global issues "land on the ground" and at a pace that can keep up with a rapidly changing world?*
- 6. Contribution of family farming to the food systems: Towards what sustainable and accountable food systems? What answers to the stakes in food and nutritional security at the local and global levels? How to ensure food and nutritional safety of the urban populations? Which articulation between agricultural and social policies?*
- 7. Family farming as one of the players in the future of agriculture: What objects and methods to report on family farming? What can be the conditions of a co-existence between various forms of farming (smallholders, commercial farms, enterprises, big companies ...) on the same territories or within the same value chains? Is the 'farming system' approach more accurate to take into account interactions and interdependences both within farming units and in their connections with their economic, social and natural environment?*

International Encounters in Family Farming & Research



Food Security Policy in Pakistan

The only policy-for-action document we have come across, in the contemporary situation of mass deprivation in Pakistan, is a draft prepared by the Federal Government. To summarise our previous review: the provinces need to put Islamabad to shame for a shabby document that betrays a lack of comprehension of the right to food; consequent obligations of the state; and an analysis of present failure in realizing this right. As a result, we are exporting sugar and rice, but importing wheat and potatoes. Land reform is naturally not present in the “vision” of the federation.

Growth remains the mantra of the state and its donors. For brevity, we invite the reader to ask why we have mass hunger despite years of “high” growth, “large” foreign exchange reserves, etc. Sadly, our advisors from FAO have the same obsessions - which have led the UN to understate the level of hunger and overstate the contribution of growth to reduction in hunger.

To add insult to injury, the state has become obsessed with expanding the generation of electricity - unwisely putting the cart before the horse in the face of a transmission and distribution system incapable of bearing even the existing

capacity. Ecologically, the obsession with coal and nuclear power will be a disaster for livelihoods dependent upon natural water flows across the country. Hence the energy-water nexus will result in more rather than less food insecurity - directly as well as indirectly through sickness and suffering. A recent illustration is appropriation of many acres of productive farmland in Sahiwal for coal generation to benefit local industry.

A Social Protection Floor is on the agenda of many international institutions. As Francine Mestrum (of Social Justice) reminded us in a PILER Conference, we must go beyond the levels suggested, by e.g. ILO, to also engage with extreme and rising inequality that robs people of dignity in social interactions. She also reminds us now on the manipulation of poverty data by international agencies, obviously to feed the illusion of economic growth as the reason for meeting MDGs. This is also an occasion to remind ourselves of how policy makers and their financiers fail to recognize non-market investments and ecological conservation by family farmers - not unlike the mostly male statisticians that define national product to exclude the home-based contribution of care workers who, not coincidentally, are mostly females.

State of Food Insecurity - Critique of FAO

1. *Sofi's portrayal of "global progress" fails to convey how concentrated and uneven the gains have been. It could also lead readers to conclude that a return to trends prior to the 2007 recession would largely meet hunger-reduction goals.*

2. *The FAO bases its estimate of the number of hungry people - now 868 million - on a calorie threshold below the minimum required for a "sedentary lifestyle" and lasting more than a year. It thus seems sure to gravely underestimate hunger as commonly understood.*

3. *The 2012 hunger estimate, received by the public as a total, does not capture the impact of higher food prices or the global recession.*

4. *The report's emphasis on "growth" is not supported by evidence presented, and it fails to alert readers that countries' equity-oriented public policies have been at least as effective in reducing hunger.*

Small Planet Institute: Framing Hunger

We feel that significant progress can be made cost-effectively through secure and decent livelihoods based on autonomous, egalitarian control over natural resources by communities. This would require grasping power from markets and the State, which requires vibrant, broad-based social movements.

Report deserves a careful review. At this point we must express our serious concern at its recommendation for more mega dams - surprising in view of the report's documentation of a range of significantly adverse impacts upon ecology and equity: e.g. upon the Indus delta.

In a recent edition, the Human Development Report for South Asia focuses upon water. Representing influential interests in Pakistan, the

Suggested Resources:

Coal

- "Resist coal"; facebook.com/groups/403445303124747/
- "Coal Subsidies Toolkit"; priceofoil.org/coal-subsidies-toolkit/
- "Coal's assault on Human Health", A Report From Physicians for Social Responsibility, 2009; psr.org/assets/pdfs/coals-assault-executive.pdf

Fisheries

- "The State of World Fisheries and Aquaculture: Opportunities and Challenges", Food and Agriculture Organization of United Nations; fao.org/3/a-i3720e.pdf
- "Sustainable fisheries and aquaculture for food security and nutrition: A report by the High Level Panel of Experts on Food Security and Nutrition of the Committee on World Food Security; June 2014; fao.org/3/a-i3844e.pdf
- "Fisheries and the right to food: Implementing the right to food in national fisheries legislation", Food and Agriculture Organisation, 2009; fao.org/docrep/016/ap553e/ap553e.pdf
- "Fisheries and the Right to Food: Report of the Special Rapporteur on the right to food to the 67th session of the UN General Assembly", October 2012; srfod.org/images/stories/pdf/otherdocuments/20121030_fish_execsummary.pdf

Hydraulic Bureaucracy

- "The neo liberalization of nature: Governance, privatization, enclosure and valuation", Taylor and Francis, Volume 16, Issue 1, 2005; Online; [dx.doi.org/10.1080/1045575052000335339](https://doi.org/10.1080/1045575052000335339)
- "Colonial Capitalism and Nature", Economic & Political Weekly, Volume 37, March 30, 2002; [jstor.org/discover/10.2307/4411933?uid=3738832&uid=2&uid=4&sid=21103991719421](https://www.jstor.org/discover/10.2307/4411933?uid=3738832&uid=2&uid=4&sid=21103991719421)

Food Security Policy

- "Life for all: nourished now & forever?" South Asia Masala, July 5, 2014; asiapacific.anu.edu.au/blogs/southasiamasala/2014/07/05/life-for-all-nourished-now-forever/
- "The multiple dimensions of food security", Food and Agriculture Organization, 2013; fao.org/publications/sofi/2013/en/
- "About the Voluntary Guidelines on the Responsible Governance of Tenure", Food and Agriculture Organization; fao.org/nr/tenure/voluntary-guidelines/en/
- "Investing in smallholder agriculture for food security: A report by The High Level Panel of Experts on Food Security and Nutrition"; fao.org/3/a-i2953e.pdf
- The Right to Food Journal, FoodFirst Information and Action Network; fian.org/fileadmin/media/publications/RtFJournal_2013_final_web_01.pdf
- "Water for Human Development", Human Development in South Asia 2013, Mahbub ul Haq Human Development Centre, LUMS; <http://mhhdc.org/wp-content/themes/mhdc/reports/HDSA2013.pdf>
- Discussion on "Framing Hunger"; smallplanet.org/sites/smallplanet.org/files/Framing-HungerSOFI12-12-2.pdf
- The Special Rapporteur on the right to food, Olivier De Schutter, Human Rights Council, UNGeneral Assembly, 2010; srfood.org/images/stories/pdf/officialreports/20110308_a-hrc-1649_agroecology_en.pdf
- Allouche, J., Middleton, C. and Gyawal, D. (2014) Nexus Nirvana or Nexus Nullity? A dynamic approach to security and sustainability in the water-energy-food nexus, STEPS Working Paper 63, Brighton: STEPS Centre; <http://steps-centre.org/wp-content/uploads/Water-and-the-Nexus.pdf>
- Mehta, L.; Veldwisch, G. J. and Franco, J. 2012. Introduction to the Special Issue: Water grabbing? Focus on the (re)appropriation of finite water resources. Water Alternatives 5(2): 193 - 207
- Sustainability standards and the water question, Vos 2014, Development and Change, Wiley Online Library; <http://onlinelibrary.wiley.com/doi/10.1111/dech.2014.45.issue-2/issuetoc>
- Akram-Lodhi, Haroon A, "How to Build Food Sovereignty", Food and Security: A Critical Dialogue, Conference Paper 15; http://yale.edu/agrarianstudies/foodsovereignty/pprs/15_AkramLodi_2013_1.pdf
- Human Development in South Asia 2010/2011 Food Security in South Asia, Mahbub ul Haq Development Centre; http://mhhdc.org/wp-content/themes/mhdc/reports/HDSA%202010_2011.pdf

Research Agenda

- Family farming: Development issues and research opportunities, Agro Polis International; agropolis.org/pdf/family-farming-thematic-file/foreword-family-farming-development-issues-research-opportunities.pdf
- International Encounters Family Farming And Research; <http://www.agropolis.org/pdf/news/2014-programme-international-encounters-family-farming-research.pdf>
- Rohan D'Souza. Economic and Political Weekly, Vol. 37, No. 13 (Mar. 30 - Apr. 5, 2002), pp. 12611272; [jstor.org/discover/10.2307/4411933?uid=3738832&uid=2&uid=4&sid=21103991719421](https://www.jstor.org/discover/10.2307/4411933?uid=3738832&uid=2&uid=4&sid=21103991719421)
- World Social Science Report 2013 - Changing Global Environments, UNESCO; unesco.org/new/en/social-and-human-sciences/resources/reports/world-social-science-report2013/

Right to Food

- Official Documents System of the United Nations; daccess-ddsny.un.org/doc/UNDOC/GEN/N10/482/30/PDF/N1048230.pdf?OpenElement
- Neimanis, Astrida, "Alongside the right to water, a posthumanist feminist imaginary", Journal of Human Rights and the Environment, March 2014 elgaronline.com/view/journals/jhre/51/jhre.2014.01.01.xml
- Voluntary Guidelines to support the progressive realization of the right to adequate food in the context of national food security, Food and Agriculture Organization; fao.org/docrep/009/y7937e/y7937e00.htm
- The Right to Adequate Food, Fact Sheet No 34, United Nations Human Rights; ohchr.org/Documents/Publications/FactSheet34en.pdf
- "Alternatives and Resistance to Policies that Generate Hunger", Right to Food and Nutrition Watch, 2013; http://www.rtfn-watch.org/fileadmin/media/rtfnwatch.org/ENGLISH/pdf/Watch_2013/Watch_2013_PDFs/Watch_2013_eng_WEB_final.pdf

Social Protection

- Global Social Justice; globalsocialjustice.eu/index.php?option=com_content&view=article&id=405&Itemid=15
- Social protection floor; ilo.org/secsoc/areas-of-work/policy-development-and-applied-research/social-protection-floor/lang--en/index.htm

Year of Family Farming

- Website: International Encounters "Family Farming And Research", Agro Polis International; agropolis.org/news/2014-international-encounters-family-farming-research.php
- "What is family farming", Food and Agriculture Organization; fao.org/family-farming-2014/en/
- "Hungry for land: small farmers feed the world with less than a quarter of all farmland", Grain Organization; grain.org/article/entries/4929
- La Via Campesina: International Peasants Movement; viacampesina.org/en/index.php/main-issues-mainmenu-27/sustainable-peasants-agriculture-mainmenu-42/1625-la-via-campesinas-position-on-the-international-year-of-family-farming-2014

Outlook

Youth Employment: Short-Term Interventions or Structural Change?

By Zeenat Hisam

Since the global financial crisis, youth unemployment has emerged as a major challenge worldwide. In advanced economies 18.1% youth unemployment is a matter of great concern. Job search period for the young has become longer and the work available is part-time or temporary. The youth unemployment in the Middle Eastern

countries is the most volatile. With 28.3% unemployment, the “youth bulge”, according to political scientists, has played a role in political unrest witnessed in recent years in the region.¹ The ILO has termed the youth as a ‘generation at risk’ when it comes to accessing stable and quality jobs.



¹Global Employment Trends for Youth 2013: A Generation at Risk, ILO, Geneva

In Pakistan, youth unemployment among 15-29 years is comparably low at 9.2%.² Yet, youth here are worse off than in other regions. Poorly educated and low skilled, youth in Pakistan are not 'at risk' but fated to join the categories of working poor and underemployed. Work they must for survival. They have no choice but to contend with less than US\$1.25 per day in vulnerable informal employment once they enter the labour market. For Pakistan, thus, it is not a question of how to avert a risk. Rather, it is about how to turn around the situation. And the situation on the ground is dismal.

At present, 27.69% of Pakistan's total population is between 15-29 years of age that falls under the international definition of youth. In absolute numbers, out of 181.72 million people, 50 million make up the youth. Of these, only 22.1% are literate. Among this pool of literate youth, 5.28% (2.65 million) have completed primary level education, 5.53% (2.78 million) have done their matriculation and 2.66% (1.338 million) have accessed 12 years of education.³ The data of low education access is corroborated by the

According to 2010-2011 official statistics, 43.6% of the employed workforce in the country's labour market has no formal education and suffers from high vulnerability, low productivity levels, and poor remuneration. Thus, the biggest constraint for youth when they enter the labour market is their low level of education and skills.

Pakistan Education Statistics which notes that only 1.264 million youth enrolled in higher secondary schools/inter colleges.⁴ According to 2010-2011 official statistics, 43.6% of the employed workforce in the country's labour market has no formal education and suffers from high vulnerability, low productivity levels, and poor remuneration.⁵ Thus, the biggest constraint for youth when they enter the labour market is their low level of education and skills.



²Source: Pakistan Labour Force Survey 2012-2013

³Ibid.

⁴Annual Report, Pakistan Education Statistics 2011-2012

⁵Pakistan Employment Trends 2010-2011, Federal Bureau of Statistics, 2013

When we trace the government policies towards meeting the multi-faceted challenge of a growing youth population, we find that the first time policy makers took note of the emerging youth bulge was in 2008, during the term of the previous elected government. Pakistan's first ever National Youth Policy in 2008 talked of turning the "demographic dividend" into an "economic dividend". However, none of its 14 stated objectives, or "Principles of the Policy", related to equipping the entire youth population with education. Several objectives referred to intangible items like inculcating sense of pride (on being a Pakistani) and Islamic values, mutual friendship, and integration. The remaining objectives dealt with secondary matters (i.e. recreation, sports). Only one out of 14 objectives related to economic participation of youth (i.e. income generation).

The current government has come up with a number of schemes and budgetary allocation under the Prime Minister Youth Programme that include Small Business Loans Scheme, Micro Interest-free Qarz-e-Hasna Scheme, Youth Training Scheme, Youth Skill Development Scheme, Fee Assistance Scheme and PM Scheme for Laptops. The schemes envisage "... enabling youth and poor segments of population to get good opportunities of employment, economic empowerment, acquiring skills needed for gainful employment, spreading use of computers and imparting on-the-job training for young graduates to improve the probability of getting a productive job."⁶ The PM Youth Programme has been allocated Rs. 21 billion for the year 2014-2015.

Introduced in the 2013-2014 budget, the Youth Business Loan scheme aimed to target 100,000 entrepreneurs between the age group of 21-45 years. Distributed through the National Bank of Pakistan (NBP) and the First Women Bank Ltd. (FWBL), the loan (between Rs. 0.1-2.0 million) is given on 90:10 debt equity ratio and 8% interest rate for setting up business in 15 sectors facilitated by Small and Medium Enterprises Development Authority (SMEDA). Rs. 5 billion was allocated for this scheme for the year 2013-2014.



Under the Qarz-e-Hasna scheme, a total of 250,000 interest-free small loans of Rs.25000 were to be disbursed by the Pakistan Poverty Alleviation Fund (PPAF) among those who are living below the poverty line (less than a dollar a day). The scheme was launched in June 2014. For the year 2013-2014 Rs.3.5 billion was allocated to the scheme.

Under the Youth Training scheme, young individuals of age up to 25 years with 16 years of education from recognized institutions were to be provided on-the-job-training/internships at private and public sector offices with Rs.10,000 per month stipend. The scheme aimed to benefit 50,000 young people. A budget of Rs.4.0 billion was allocated to the scheme for the financial year 2013-2014. No official data is released by any quarter on how many young people were registered for internships and how many benefitted. However, according to a brief media report the scheme suffered from so much corruption that it had to close down in Punjab.⁷ The Punjab provincial budget 2014-2015 had no mention of this head either.

Youth Skill Development Programme envisaged equipping 25,000 young people with technical and vocational skills under the National Vocational and Technical Training Commission through TEVTAs, with a fee support and a stipend for six months. The scheme was announced in April 2014.

⁶ Prime Minister's Youth Programme website: <http://youth.pmo.gov.pk/>
⁷Newspaper clipping, <http://www.studysolutions.pk/wp-content/uploads/2014/06/internship.jpg>

Of the six schemes, the Youth Business Loan scheme, with a large budgetary outlay, is the most challenging and received an overwhelming response. According to a source, 80,000 forms were distributed by NBP Rahimyar Khan alone (though the bank received just 330 applications by January 2014). Some gaps of the scheme have been identified by experts.⁸ To begin with, the scheme targeting 'young entrepreneurs' does not spell out any criteria or qualification of potential candidates. Thus a large number of young people who cannot read or write have approached the designated banks for loans causing confusion among bank officers. Secondly, the facilitating role of SMEDA has limitations: SMEDA has done work in 56 sectors with an investment limit of Rs. 1.5 million to 2 million. Hence it cannot advise on businesses with lower investment than the scheme is offering (i.e. Rs. 0.1 million to 2 million). According to an economist, the success rate of a business plan method is less than 25%, and a critic of the scheme writes '... and I would suggest that this is a very optimistic estimate. Now with an interest based loan, I see nothing but lots of youth committing suicide or running away with this money because of lack of experience.'⁹

While ad-hoc government interventions, targeting specific beneficiaries, do help some people in the short term, these schemes generally fail to deliver, despite good intentions. This is due to a number of factors such as poor governance, corruption, design deficits, and politically-motivated selection of beneficiaries, etc. In view of the absence of an officially coordinated follow-up mechanism and lack of transparent monitoring, it is difficult to review the progress of the Prime Minister Youth Schemes.

The scheme targeting “young entrepreneurs” does not spell out any criteria or qualification of potential candidates. Thus a large number of young people who cannot read or write have approached the designated banks for loans causing confusion among bank officers.

The fundamental flaw of addressing the challenge of the youth bulge through special schemes is its marginalization rather than mainstreaming in to national economy and social development. Labelled under the heading 'Protection for Poor', the Prime Minister's Youth Programme is clubbed together with the Benazir Income Support Programme under the National Income Support Programme (NISP).

The issue of productive engagement of the youth in the country's economy is linked with social development indicators and overall decent employment conditions. Unless the government substantially increases public expenditure on education, health and social protection, and makes concerted efforts to bring about structural changes through national strategies that are based on a multi-pronged and balanced approach, the future of the majority of young people in the country will remain bleak.

⁸PM Youth Loan Scheme: Honest Opinion", <http://worldeconomicassociation.net/pakistan/2014/01/06/pm-youth-loan-scheme-honest-opinion/>
⁹PM Youth Loan Scheme: Honest Opinion", <http://worldeconomicassociation.net/pakistan/2014/01/06/pm-youth-loan-scheme-honest-opinion/>

Observation

On the Missing Link between Donor Funding and Education

By Zain Khan

The passing of the Eighteenth Amendment to the Constitution of Pakistan in 2010 marked a turning point in the history of the country's democratic civilian rule. The then President, Asif Ali Zardari, signed the bill effectively relinquishing the sweeping powers the President possessed to dissolve Parliament and thus transferring power to Parliament and the Prime Minister rendering the President as little more than a figurehead. The ratification of the amendment was widely heralded as an important step to empowering civilian rule in a country that spent more than half of its history under military dictatorships.

One of the key shifts caused by the Eighteenth Amendment to the political landscape of Pakistan is the devolution of seventeen ministries to the provinces including that of labour, education, health, environment, and agriculture amongst others.¹ This has been seen as a seminal move in strengthening the federation with greater provincial autonomy from below rather than imposed from above. Most importantly, a new article (25-A) was added to the constitution that made education a right for children between the ages of five to sixteen and mandated the state to provide it as free and compulsory. Sceptics argue that the ensuing result to curriculums and disparities in the quality of schooling across provinces may cause irregularities and friction with the national cohesive idea of Pakistan that the government tries to propagate, with a fear

of provincial languages being promoted especially worrisome to the government.² But such a law must be recognized as a major turning point for the significant impact that education can have on the socioeconomic capabilities of a country. It also marks a commitment to fulfilling the 2nd Millennium Development Goal of achieving universal primary education, although it is far from reaching it by 2015.

The Right to Education in Sindh: An Uphill Battle

Sindh became the first of the provinces to make a law putting Article 25-A into action when it passed the "Sindh Right of Children to Free and Compulsory Education, 2013". The passing of the bill allows for a greater framework for improving the education system that must go hand in hand with an increased vision of governance. As the bill outlines, new efforts will be made to register schools so as to limit non-functioning schools and to enforce teacher appearances with possible disciplinary reprimanding for failure to meet the stated standards.³

As such, these provisions address major issues that education in Pakistan faces but recognition alone is not enough. As Sindh is the first, and to this date the only, province to adopt Article 25-A, it will be useful to take a deeper look into Sindh's education system.

¹"Cabinet approves devolution of seven ministries", Dawn, June 28, 2011, <http://www.dawn.com/news/640139/cabinet-approves-devolution-of-seven-ministries>

²Siddiqui, Shahid. "18th Amendment and education", Dawn, October 11, 2010, <http://www.dawn.com/news/570524/18th-amendment-and-education-by-dr-shahid-siddiqui/>

³The Sindh Right of Children to Free and Compulsory Education Act, 2013, Provincial Assembly of Sindh Website, <http://www.pas.gov.pk/index.php/acts/details/en/19/192>

Currently in Sindh, the enrolment statistics in government schools point to a total enrolment of 2,963,622 at the primary level. Only 19% of the primary enrolment is present at the secondary level with 570,140 students. The number of teachers in government schools at the primary level stand at 96,401 and 27,357 at the secondary level, suggesting an average 1:29 teacher-to-student ratio for both levels. Often there are two teachers to teach all the grade levels at their respective schools. The number of teachers per school varies across the province especially between the rural-urban divide.⁴ Government schools exist with 42,898 at the primary level and 1,175 at the secondary level but institutions face issues not limited to lack of facilities and proximity to all children.

Within the ages covered by the Sindh Act, there are 12.6 million eligible children but only 44% of them are enrolled in schools for a total of 5.6 million. That leaves 7 million children out of school with a significant proportion dropping out or failing to continue at the secondary level. The situation is far more dire for females with only 41% of eligible girls enrolled in schools and a significant drop from the primary to the secondary level compared to males.⁵ General enrolment statistics only tell one side of the story. The rural-urban divide shows a bleak picture for schooling in the rural areas of interior Sindh. Of children entering primary level schooling, 46.5% of those from rural areas received no pre-primary education as compared to 27.1% in urban areas; approximately 30% of children living in rural areas attending grade 1 had to repeat their first year as compared to 10% in urban areas.⁶

These numbers point to a multitude of issues plaguing the education sector: lack of access to secondary institutions in rural areas, a socio-cultural environment that does not place emphasis on prioritizing education for females, and facilities that do not provide children with basic infrastructure, amongst others. A report

Within the ages covered by the Sindh Act, there are 12.6 million eligible children but only 44% of them are enrolled in schools for a total of 5.6 million. That leaves 7 million children out of school with a significant proportion dropping out or failing to continue at the secondary level. The situation is far more dire for females with only 41% of eligible girls enrolled in schools.

s by the Sindh Education Foundation focusing on understanding why students in Sindh drop out highlighted how children in rural areas have greater responsibility on them. Often, they have to work on the land in a season that might run parallel to the timing of the school. Children in rural Sindh also deal with the greater health risks facing rural areas which keeps them out of school.⁷

It is clear that the government has many factors to take into account when tackling the issues education in Sindh faces. How the provincial government spends money and how much they allocate for education reveal the large gap that needs to be addressed for achieving universal enrolment. For the 2013-14 fiscal year, the total budget of Sindh was Rs. 617 billion (US\$6,010,000,000). Of this, 21.7% was allocated towards the education budget for a total of Rs.134 Billion (US\$1,300,000,000). That only

⁴Government of Sindh Education and Literacy Department, <http://www.sindheducation.gov.pk/home/index.jsp>

⁵Financial Implications of Article 25-A: Case Study of Sindh." Institute of Social and Policy Sciences (I-SAPS), 2011

⁶"Out-of-School Children in the Balochistan, Khyber Pakhtunkhwa, Punjab and Sindh Provinces of Pakistan." UNICEF, June 2013

⁷"Understanding School Dropout: A Case Study." Sindh Education Foundation

accounts for 0.5% of the GDP of Pakistan; altogether the combined provincial allocations for education amounts to 2% of the GDP, significantly lower than the recognized 4% that is necessary for improvements to education. The situation becomes even more bleak in Sindh when only 10% of the education budget expenditure is on development with the rest going to current needs like staff salaries meaning that for the year only Rs.13.4 billion (US\$130,000,000) is being spent on development in education.⁸ According to a PILER study by Dr Pervez Tahir, for 100 per cent enrolment by 2017-18, the Government of Sindh will have to spend Rs 271 billion on primary education and Rs 227 billion on secondary education in real terms. In addition, it will have to give Rs 5 billion in grants to the private sector to maintain the present distribution of enrolment between public and private sectors.⁹ Today the spending is less than half of the required amount. The critical question then is how can this gap be reduced?

A New Age of Bilateral Assistance?

Foreign assistance has been an important driver of social service delivery in Pakistan. Since the inception of Pakistan in 1947, foreign aid has been critical to its development. During the Soviet War in Afghanistan and the decade following September 11, much of that aid from bilateral donors came in the form of military assistance. However, with the emergence of the Kerry-Lugarman-Berman Bill, otherwise known as the "Enhanced Partnership with Pakistan Act of 2009", increased civilian aid from bilateral organizations has been promised to Pakistan. The British government through DFID has also followed suit and promised an increase in aid focused specifically on the education sector. With this shift in aid being sent to Pakistan moving away in name from military assistance to civilian assistance, it is imperative to assess the impact aid has on education.

USAID provides a curious example of donor assistance. In the years of 2002-08, over US\$15

billion of US foreign aid was given to Pakistan and of that US\$700 million was spent on education amounting to only 4.7% of total aid and about US\$100 million on average per year. With the passing of the KLB Bill, US\$7.5 billion in aid was promised to Pakistan over the 2010-2014 period.¹⁰ Sindh was the recipient of a USAID project under this new era of US-Pakistan bilateral assistance with the "Sindh Basic Education Programme." The project allocated US\$155 million over a 5-year period between 2011-16 with the goal of improving literacy for 750,000 children and building 120 new schools.¹¹ Thus far, the progress has been challenged by bureaucratic hurdles and political factors. With regards to building the schools, obtaining land titles and the turnover of officials following the 2013 elections caused a slowdown in the planning of the necessary framework for commencing construction. The delay caused an increase in the estimated expenses for the construction of the schools requiring USAID to approve of the increase in costs. To carry out the literacy portion of the programme USAID hired the Teachers' Resource Centre (TRC) to a 5 year, US\$30 million contract. A fallout ensued shortly after the agreement citing "lack of progress". TRC denies the allegation and also expresses surprise at the abrupt termination of the contract. The audit report points out "the rigors of U.S. Government recording and reporting requirements" that is difficult for (local) organisations to follow.

According to a summary of the KLB disbursement from its inception until the end of 2013, US\$2.87 billion was disbursed in civilian assistance and of that US\$354 million made up the portion allocated for the education sector comprising roughly 12.3% of the total budget.¹² The KLB bill allocated US\$1.5 billion for education and health but only 23.6% of that was committed for use. As of August 31, 2013, USAID/Pakistan had committed US\$64,695,718 and disbursed US\$2,358,416 under the Sindh Basic Education Programme.

On behalf of the British government DFID has

⁸Azhar, Ahtesham. "Alif Ailaan's analysis on Education Budget 2013-14", 2013 http://www.alifailaan.pk/alif_ailaan_s_analysis_on_education_budget_2013_14

⁹Tahir, Pervez; Saleem, Waseem. "The Cost of Universal Enrollment: A Case Study of Primary and Secondary Education in Sindh", PILER, 2012

¹⁰Gibel, Bryan. "US Aid to Pakistan: the Kerry Lugar Bill", PBS <http://www.pbs.org/frontlineworld/stories/pakistan901/aid.html>

¹¹Office of Inspector General, Audit of USAID Pakistan's Sindh Basic Education Program, March 2014, <http://oig.usaid.gov/sites/default/files/audit-reports/g-391-14-003-p.pdf>

¹² Summary KLB Disbursement Chart, USAID

also embarked on a new era of a strategic partnership with Pakistan by establishing the Education Fund for Sindh (EFS), a non-profit that works on tackling issues in the education sector through three avenues: 1) Education Voucher Scheme (EVS) identifying low-cost private schools for children to use a voucher to attend, 2) intermediaries to support NGOs focusing on educating children, and 3) Public Private Partnerships (PPP) through which EFS privately manages government schools.¹³ Total funding for the project was initially US\$26 million for the first three years with an additional US\$65 million in funding contingent on the success of the pilot programme.

The Education Fund for Sindh focuses the brunt of its effort in working on private schooling in urban areas, specifically Karachi, to tackle the issue of providing children with qualified schools that they can benefit from. In the first year of implementation, it achieved its goal of releasing 20,000 vouchers represented by 53% males and 47% female. The Citizen's Foundation, BRAC, and FESF all participated and supported 38,000 children. EFS has largely been successful with a limited amount of funds disbursed thus far because of its modest and attainable goals, conditionality for funding on meeting these goals and improving them gradually, and for localizing its efforts. It also focused on gender disparity and providing schools for children with disabilities.

Comparing the two largest bilateral agencies supporting education in Sindh, one finds stark differences in the approaches for tackling reform. Aid sent as part of the aftermath of the KLB bill was marketed as a strategic partnership. The DFID's focus on urban areas raised questions about the donor commitment to human development in the rural areas. However, the extremely poor state of education in the Sindh Province, rise of the ghost teachers and ghost schools phenomenon in the past few years, and the reluctance of the feudal and political elite to step back from being a hurdle in the development of the province point out that education reforms need to come with structural reforms.

A UNESCO report shows that of all donors, excluding USAID, for education projects in Sindh, commencing between 2008 and 2011, the total contribution of grant funding was only US\$60 million of which only US\$31 million was actually disbursed and spent averaging US\$8 million per year.¹⁴ In the scheme of the US\$2.5 billion per year that needs to be spent by the government of Sindh to achieve a 98% enrolment rate, US\$8 million over a four-year period is at best miniscule and marginal.

Conclusion

To put it simply, education donor funding does not work because it is only supplemental. It is not supposed to work as there simply is not enough capacity or financial resources to tackle the problem through aid alone. On a systematic level, donor funding does not work when it is seen as the cure for Pakistan's education problems. The priorities of donors differ as there are no concise and collaborative efforts by donors to tackle issues hampering the progress of education in Pakistan nor is there a recognized recipe for tackling the issue. Donor funding is often not coordinated and lacks mechanisms that ensure the implementation of efficient models for education. Aid doesn't work for the same reason that education allocations by the government do not work: there is a bureaucracy and political culture that inhibits wider state intervention through a focus on a narrow established elite.¹⁵ Larger state intervention is a necessity for education to improve. Moreover, there is a dearth of recognition that primary schooling needs to be focused on and that issues of teacher performances, infrastructure, and accessibility must be addressed, and only a state response can address these issues on a large scale.¹⁶ As the 2015 MDG deadline quickly approaches, universal primary enrolment can only be achieved through a redefinition of the state, donors, citizens relationship.¹⁷

¹³ "Annual Review, Education Fund for Sindh," DFID, April 2014

¹⁴ Ali, Sajid. "Policy Analysis of Education in Sindh," UNESCO, November 2011

¹⁵ "International Development Committee - Tenth Report Pakistan," UK Parliament, House of Commons

¹⁶ Interview, Mosharraf Zaidi, PBS, <http://www.pbs.org/frontlineworld/stories/pakistan901/zaidi.html>

¹⁷ Chaudhry, Mumtaz Anwar; Aman, Sughra. "Aid effectiveness in education sector of Pakistan," HWWI, 2010

View Point

“The primary responsibility for building sustainability rests equally with the donors and the government”.

- Dr. Samia Altaf

By *Shahzada Irfan Ahmed*



Dr Samia Altaf is the author of “So Much Aid, So Little Development: Stories from Pakistan” (2011), a book that tells heartrending stories showing why the inflow of billions of dollars in development assistance has failed to improve the service delivery system in Pakistan.

Dr Altaf, an international development expert and a public health physician, is a graduate of the Fatima Jinnah Medical College, Lahore, and the University of California at Berkeley, USA. She is certified by the American Board of Public Health and Preventive Medicine. She was the 2007-2008 Pakistan Scholar at the Woodrow Wilson International Center for Scholars Washington, DC.

Dr. Altaf has worked for UNICEF and USAID in Pakistan and for the Department of Health Washington DC, USA. She has consulted for the Government of Pakistan, UNRWA, WHO, CIDA, and Swiss Inter-Cooperation. She also served as faculty member at the Aga Khan University Medical College in Karachi.

In an interview with the Development Log, she explains the dynamics of the development sector’s successes, failures and potential in Pakistan.

Development Log: Theoretically, how would you describe the development approach practiced in Pakistan?

Samia Altaf: I will speak about the health sector since that is my area of expertise. A richer analysis of the overall development issues is available at the website:

www.thesouthasianidea.wordpress.com. (The specific references are shared at the end of the interview).

All analysts agree that donor-funded programmes have failed to yield results commensurate with the amount of funding. Although programmes failures are documented, there is no contextual analysis of the reasons for failure. I find that

perplexing. It was with that curiosity that I carried out a detailed contextual analysis of the World Bank funded ten year Government of Pakistan's initiative Social Action Programme (SAP), the subject of my book. This programme was US\$8 billion investment to improve health, education, sanitation and women's development. World Bank agrees the programme was a failure, yet there is little discussion on why and how. Similar programmes are again being funded using same mechanisms with the hope that the next time around, things will work. This approach to development assistance is not wise and is not likely to work.

My findings are that the donor assistance is based on skewed incentives. It is configured in a way to work to the advantage of the main players as long as they send the money. While the overall programme may fail to achieve desired results, it is 'successful' for the major players: the donor, their contractors, the government, technical experts and the local NGOs. The incentive for all these players is to spend the money. How it is spent is of secondary concern.

These skewed incentives are the major reason why programmes are poorly designed and implemented. The focus is on administrative processes and not on building sustainability. The donors are willing to provide funding based on theoretical plans and minimum commitments from national governments. Programmes are designed to facilitate spending in the shortest possible time and with the least hindrance.

For example the current Polio Eradication Programme is clear on things that are donor dependent. Details of government strategies are fuzzy without clarity on the administrative changes that facilitate the articulated strategy. Or how the identified problems, such as delayed payments for vaccinators who are refusing to work for example in Bannu, are to be solved by local governments.

Donors are aware of this chronic problem but their internal administrative mechanisms force them to keep moving forward and look the other way when needed. Their staff is incentivized to spend the funds within the stipulated time period

(six to nine months) with direct rewards, such as promotions. This approach makes poor use of donor assistance, and the country suffers financial loss and incurs huge opportunity costs.

DL: How much has Pakistan succeeded in terms of pursuing local development solutions? Is it something that needs to be an objective at all?

SA: The Orangi Pilot Project, Karachi, is an indigenous development model and is functioning effectively for twenty-five years. It was designed within the context of local constraints, and funded and managed by the community.

On the need for pursuing local solutions, an idea is as good as it can be implemented. Theoretical objectives without concrete implementation mechanisms, such as the government taking responsibility for programme design, developing implementation strategy with funding commitment from its own public sector funds, remains just that: theoretical objectives.

I am not hopeful. This hopelessness is based on past experience. For example, the Pakistan government has not added 'indigeneness' to even generous donor funded projects. These projects look like a waste of money once the donor funding runs out because the government has not contributed where and when it should have. For example, a recently concluded US\$92 million USAID project, Paiman (2005-2013), provided staff training (capacity building), and equipment to District and Tehsil hospitals. In most of the hospitals the equipment provided has never been used because the Government did not provide its component of appropriate staff or other supplies available. Or it was not used for the purpose intended such as when soft drinks are stored in the refrigerator meant for vaccines. The Lady Health Workers (LHWs) and community midwives trained under the project are idle or agitating on the streets for jobs. They have the skills. Their capacity is built at the donor expense but the government has not built systems to use them. Donors, in this case the USAID, are as much responsible for contributing to this situation. Pouring in money blindly when the system cannot

utilize it makes matters worse and is a disservice to the donors' own taxpayers.

DL: How valid is the argument for channelling development assistance through government versus the non-governmental sector?

SA: This is an old debate and these issues are not simple. Ultimately the critical question is: who is responsible to ensure citizens have access to appropriate services? The private sector is not responsible for organizing services to the population; that is the responsibility of the government. The private sector should be engaged, but the government remains responsible and accountable for the regulatory system, setting standards, appropriate financing, oversight of providers, and to ensure that services reach the targeted population and are based on valid needs. I have worked for many years for Washington DC's Department of Health and for its Medicaid programme (the health insurance programme for indigent population) in senior policy and management positions where we grappled with these issues. Setting up government regulatory and oversight systems is not simple even in a resource rich country such as USA. But a responsible local government has to do these things. I am very distressed when I find the government of Pakistan blissfully unaware of this responsibility.

DL: How relevant is the idea of sustainable development today?

SA: Like always, it is highly relevant. That is exactly what development assistance should aim at, otherwise it remains a one off project assistance. The primary responsibility for building sustainability rests equally with the donors and the government. For example: In 2005, USAID funded international training of public sector managers to manage HIV/AIDS programme. On return, they were transferred to some other department, a normal administrative procedure as part of their career service track. So this training and funding was wasted and the HIV/AIDS programme suffered setbacks. To build sustainability there are needed administrative

changes, such as allowing trained managers to continue in the specific program for at least a year without any repercussions such as losing seniority. Sustainability requires technical expertise as well as broad contextual knowledge. Unfortunately such combinations are not easily available. Foreign experts who are part of donor support, though knowledgeable in well-defined technical aspects of programs, do not have the knowledge of local constraints and challenges.

Sustainability also requires integrated and contextual solutions and support from other government departments and stakeholders to achieve results. For example in the US, responsibility for vaccinating children rests with the local government, but other departments cooperate to increase compliance. Schools can refuse admission to students who are not vaccinated. In most government centres in Pakistan, medical staff is either absent or trying to get transferred back to the city. In this situation how can you talk about sustainability in the delivery system? Here the government's HR policies need to create real incentives for staff to stay and work at their posts.

DL: Do you think NGO dependency is creating hurdles in the way of development and political accountability?

SA: As in all organizations, NGOs do good or bad work depending on the skills of their staff and their management philosophy. However all NGOs have clear agendas, which are defined by their funders and the NGO delivers within the context of that agenda. Social services for a population of 180 million are not the responsibility of the NGOs or their funders.

Just the scale of the tasks makes it impossible. This responsibility lies with the government. The NGOs can help fill/bridge the gaps. Which gaps they bridge, should be the responsibility of the government. This way the overlapping of agendas and duplication of efforts can be avoided. NGOs have created problems by distorting the job market by their salary structures that are out of context of local realities.

DL: Is there any truth in the notion that aid keeps economies and political systems from developing by hindering the way of local solutions to local problems, and also obstructing political accountability?

SA: I refer to the findings of William Easterly, an American economist who specializes in economic growth and foreign aid. His thesis is that foreign aid has been found to be counter-productive in developing countries. It has not produced the desired results and failed to bring about any major system change in the recipient countries. The national governments and officials have been keen to get money from donors even if counterproductive. Development experts agree with this notion in the context of Pakistan.

DL: Is NGO accountability important? What are the possibilities?

SA: Accountability is critical. The question is to whom is an NGO accountable? NGOs are accountable to their own funders. Unless the government, in the interest of citizens, has a regulatory system that empowers their representatives to hold NGOs accountable, and those regulations are enforced, talking of accountability is just that only talk. For example in the past ten years, to get their work done, NGOs tripled the salaries of healthcare staff. This distortion has created problems for the public sector delivery system. How does one hold the NGOs accountable for that?

DL: What has been the impact of the phenomenon of securitization of aid (excessive aid after 9/11...) in Pakistan?

SA: Largely negative! Funding has come like a flood making it difficult for the country to handle. If you cannot harness floods they cause destruction. This is exactly what happened in Pakistan. Distortions for example in rent rates in Islamabad created havoc for average folks. As I said that these problems are not bad for everybody, landlords profited. This phenomenon is described in detail in my book.

DL: You have worked closely with the government. What do you think are the reasons, especially pertaining to the state's delivery capacity, that lead to gaps in state's performance?

SA: The state does not care for its citizens and nobody can make it care. The state system has mechanisms to shunt aside anyone who cares and is willing to fix things. Its own people have no incentive to fix anything.

Whatever the state cares for, it can do very well. It can improve life for those whom it cares for. It can do things of remarkable technical expertise such as build a nuclear bomb. It has been able to transport and maintain supplies and men on top of a glacier for many years showing consistent competence.

References and Suggested Resources from the Southasiaidea Blog:

- "A Primer on Foreign Aid 1: Essential Definitions"
<https://thesouthasianidea.wordpress.com/2011/05/29/a-primer-on-foreign-aid-%E2%80%93-1-essential-definitions/>
- "A Primer on Foreign Aid - 2: Rationale and Results"
<https://thesouthasianidea.wordpress.com/2011/05/30/a-primer-on-foreign-aid-%E2%80%93-2-rationale-and-results/>
- "A Primer on Foreign Aid - 3: Real Issues"
<https://thesouthasianidea.wordpress.com/2011/05/31/a-primer-on-foreign-aid-%E2%80%93-3-real-issues/>
- "Development: A Loss of Focus"
<https://thesouthasianidea.wordpress.com/2011/09/25/development-a-loss-of-focus/>
- "Should Pakistan Receive More Foreign Aid?"
<https://thesouthasianidea.wordpress.com/2008/09/07/should-pakistan-receive-more-foreign-aid/>
- "How to Aid the Health Sector in Pakistan"
<https://thesouthasianidea.wordpress.com/2010/08/01/how-to-aid-the-health-sector-in-pakistan/>
- "More ideas on aid to Pakistan"
<https://thesouthasianidea.wordpress.com/2011/07/21/more-ideas-on-aid-to-pakistan/>
- "Designed to Fail: Why Foreign Aid Doesn't Deliver"
<https://thesouthasianidea.wordpress.com/2011/11/02/designed-to-fail-why-foreign-aid-doesnt-deliver/>
- "All Wrong on Poverty and Aid"
<https://thesouthasianidea.wordpress.com/2012/03/30/all-wrong-on-poverty-and-aid/>

Comment

The “Disaster” Gap: Budgetary Allocations for Emergencies

By Altaf Hussain

Despite successive natural disasters and humanitarian emergencies in the form of floods, drought and displaced persons crisis in the past five years, budget allocations by Pakistan’s Federal Government towards disaster response, relief and rehabilitation point to the low priority assigned to the agenda.

Looking at the federal budget of the past few years, “Emergency Relief and Preparation” have been outlined as an annual spending meant to respond to disasters. It is not too clear if these are allocated for natural disasters only or are emergencies such as conflict, displacements - especially as a result of the on and off military



S No.	Objects Classification	Budget Estimate (in Rs)
1	Operating expenses	263,197,000
2	Grants, Subsidies & Write of Loans	2000
3	Physical Assets	202,000
4	Repairs & Maintenance	65,396,000
	Total	329,197,000

Source: Federal Budget 2013-14, Govt of Pakistan, Finance Division, Islamabad²

operations against terrorists primarily in FATA - counted too.

As seen in the table above, the “Emergency Relief and Preparation” head has been allocated Rs 32.9 billion, up from Rs 20.4 million in 2012-13, which curiously was a fraction of the revised budget of Rs 270 million in the preceding year.¹

The head of Emergency Relief strangely clubs relief and preparedness under the same category. One explanation of this could be the NDMA-drafted National Policy on Disaster Risk Reduction that emphasizes planning, prevention, mitigation and preparedness. According to the NDMA website, this policy seeks to address the entire spectrum of disaster management through a well-knit strategy and implementation plan. The Government of Pakistan’s budget-drawing exercise of a outlining “emergency relief” & “preparedness” as a single agenda item reflects this approach.

The expenses have been marked as “Operating Expenses”, “Grants, Subsidies and Loans”, “Physical Assets”, and “Repairs & Maintenance”. In terms of the budget heads, a tilt towards relief is suggested over “preparation”.

Analysing the budget earmarked for disaster

response in 2013-14, despite limited information, there are various gaps that raise pertinent questions about the understanding that informs policy-makers. On the first count, the budget at 32.9 million is utterly inadequate. In the 2010 floods, the government of Punjab alone ended up spending Rs 5.45 billion for rescue and relief operations in the flood affected districts of the province.³ (Out of this, Rs 4.4 billion was used for rehabilitation and Rs 1.05 billion for rescue operations).

Moreover, the funding allocated to various heads is extremely unrealistic. To assign Rs 0.2 million to “physical assets” that, by technical definition, include tents, blankets, kitchen sets, generators etc suggests lack of market research on the part of the budget-allocators on the prices and availability of these items in crisis.

Similarly, repairs and maintenance that may cover broken structures (roads, dykes, shelter structures) cannot be imagined to be covered by Rs 6.5 million in this day and age when the price of a 50-KG bag of cement is over Rs 500 and the petrol prices stay around Rs 100 plus per litre. That this budget was revised at Rs. 59.9 million in the mid-year budget review points to the deficits in the budget drafting exercise conducted for the 2013-14 period.

¹ Emergency Relief and Repatriation: http://www.finance.gov.pk/budget/whiteBook2012_13/1.1.-Cabinet%20Secretariat/3%20-%20Emergency%20Relief%20and%20Repatriation.pdf
² Federal Budget 2013-14, Government of Pakistan, Finance Division, Islamabad. See pg 4 Demands for Grants and Appropriations 2013-14
³ Church World Service, Fact Sheet 16, October 29, 2010 at <http://www.cwspa.org/news/all-news/latest-news/fact-sheet-16-pakistan-floods>

Investment in Flood Management

The reactive approach of the state towards the resolution of issues has been a major challenge. The government's blunt neglect of disaster risk reduction, or population planning, housing/shelter, or law and order (as against defence expenditure) provides ample evidence of that.

The 2010 floods resulted in US\$8.7-US\$10.8 billion in damage - approximately one-third of the government's 2009-2010 budget.⁴ The following year, Pakistan announced US\$43 billion, as estimated recovery cost for the floods

damage.⁵ However, no recent budget shows disaster risk reduction as a priority item. The NDMA's Disaster Risk Reduction Policy 2013 admits that 'at the national and provincial level the current financial protection practice is largely reliant on public post - disaster financial instruments (budget reallocations and tax increases) as well as donor assistance. Such ex-post instruments have been insufficient to cover recovery and reconstruction needs and have also led to liquidity shortfalls in the immediate aftermath of disasters.'⁶ The DRR Policy also recommends a separate and dedicated budget line for disaster risk reduction at federal, provincial and district tiers.

⁴ "Pakistan needs to invest more in disaster risk reduction, says UN official" at <http://www.un.org/apps/news/story.asp?NewsID=37585#.VNCvbS5GTAZ>

⁵ "Ready or No: Pakistan's resilience to disasters one year from the floods", Oxfam Briefing Paper Summary, July 2011 <http://www.oxfam.org/sites/www.oxfam.org/files/bp150-ready-not-pakistan-resilience-disasters-floods-260711-sum-m-en.pdf>

⁶ "National Disaster Risk Reduction Policy" at <http://www.ndma.gov.pk/Documents/drrpolicy2013.pdf>

Photo courtesy: PILER Images Resource, Internet, Express Tribune, among others



Karachi's Hawkers

There are over 200,000 hawkers/street vendors in Karachi, as suggested by conservative estimates. Looked down upon as "encroachers", these hawkers generate substantial economic activity in the city and play an important role in providing low-cost goods and services to the poorer and middle-class population. Additionally, typical to Karachi's norms, they collectively pay around Rs 500 million a month as *bhatta*. According to renowned development expert Arif Hasan, these hawkers can be accommodated in economically viable and physically aesthetic ways, along the models of Asian and Latin American countries. "However, the first step towards making this possible is to recognise and respect the role the hawkers play in ... the economy of the city."



Pakistan Institute of Labour Education & Research (PILER)

ST-001, Sector X, Sub Sector V, Gulshan-e-Maymar, Karachi - 75340

Phone no: **+92 213 635 114 5/7**

Fax no: **+92 213 635 035 4**

Email: **piler@cyber.net.pk**

www.piler.org.pk