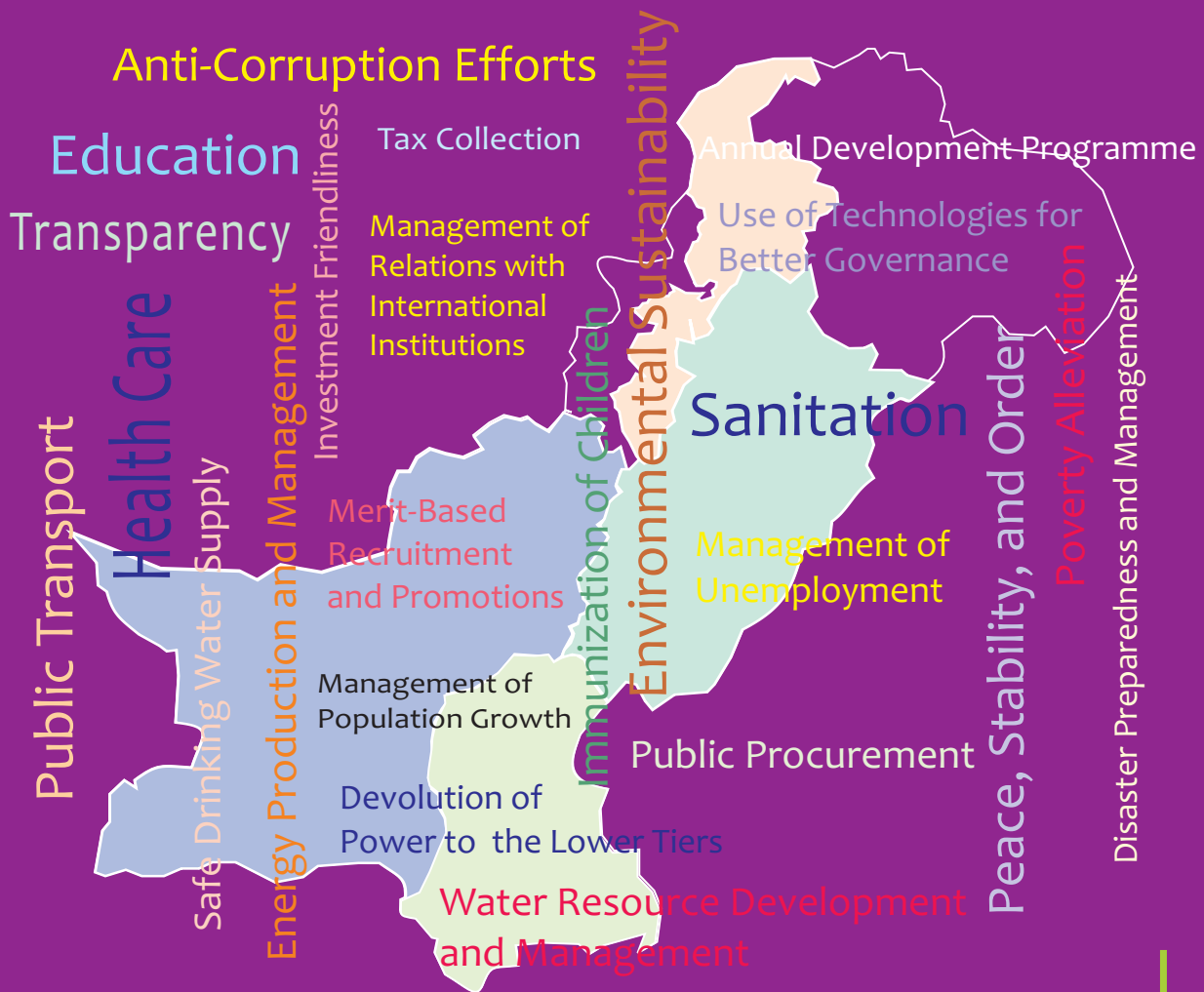


# Comparative Score Card

*First Year of the 4 Provincial Governments*  
2013-2014



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PILDAT is an independent, non-partisan and not-for-profit indigenous research and training institution with the mission to strengthen democracy and democratic institutions in Pakistan.

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## PREFACE

**PILDAT Comparative Score Card on the Assessment of the Quality of Governance in Pakistan: First Year of the 4 Provincial Governments: 2013-2014** is the first of its kind comparative assessment of the quality of governance in the Provinces upon the completion of the first year of the Provincial Governments in office since May 2013 General Election.

This comparative Score Card is primarily based on the data provided by the Provincial Governments of the Punjab, Khyber Pakhtunkhwa, Balochistan and Sindh.

The comparative assessment and Score Card is part of PILDAT's new initiative under its Democracy and Governance Programme. Within this programme, the 'Assessment of the Quality of Governance in Pakistan' project aims to examine the performance of the Federal and Provincial Governments in 2013-2014 in comparison to 2012-2013. As democracy progresses in Pakistan, PILDAT believes the focus should now be on the *performance* of democracy and not just the *process* of democracy. With this assessment, PILDAT seeks to understand the extent to which the democratic governments have delivered to their citizens in terms of providing good governance.

PILDAT has developed an indigenous framework to monitor the quality of governance to assess the performance of the Federal and Provincial Governments of Pakistan. While greatly benefitting from many international frameworks to assess the quality of governance, PILDAT's framework has been prepared with the valuable input of a 27-member Governance Assessment Group comprising some of the most eminent experts across four Provinces.

Earlier, upon the completion of the first year of the Federal and Provincial Governments in office in June 2013, PILDAT carried out a *Public Opinion Poll on the Quality of Governance in Pakistan: First Year of Federal and Provincial Governments*, released in September 2014. The comparative assessment Score Card of the Provincial Governments, as a second part of this exercise, is part of the effort to assist elected political Governments in the Provinces to improve their quality of governance. It is hoped that policymakers, Government officials, and politicians will benefit from the findings of this comparative Score Card.

### Acknowledgements

PILDAT gratefully acknowledges the support of all the government and non-government institutions and organizations that extended their cooperation in compiling this comparative Score Card. We especially wish to acknowledge the cooperation of the Government of the Punjab, Khyber Pakhtunkhwa, Balochistan and Sindh and the focal persons on behalf of the Provincial Governments for coordinating with various Departments/bodies and for providing data on the basis of which this assessment and comparative Score Card was developed.

PILDAT also acknowledges the support and assistance provided by the members of the Governance Assessment Group consisting of eminent Pakistanis on an honorary basis. Appendix A carries the list of members of the Governance Assessment Group.

This Comparative Score Card benefits from background research carried out on the parameters by *Ms. Naureen Ahsan*, Senior Projects Manager / Joint Director, *Ms. Sara Ali*, *Mehrbano Raja* and *Ms. Neha Ali Gauhar*, Projects Officers and review by *Ms. Aasiya Riaz*, Joint Director under the overall guidance by *Mr. Ahmed Bilal Mehboob*, President of PILDAT.

This comparative Score Card has been prepared by PILDAT as a part of the Governance and Democracy Programme, which is supported by the Danish International Development Agency (DANIDA), Government of Denmark. We wish to thank them for their support but reiterate that the views expressed in this Score Card do not necessarily represent the views of DANIDA, Royal Danish Embassy, Islamabad or the Government of Denmark.

### Disclaimer

PILDAT has made every effort to ensure the accuracy of data and assessment in this comparative Score Card. Any error or omission therefore is not deliberate.

Islamabad  
May 2015



**Abbreviations and Acronyms**

ACE	Anti Corruption Establishment
ADP	Annual Development Plan
DDMUs	District Disaster Management Units
DRF	Disaster Response Force
DSME	Daewoo Shipping and Marine Engineering
ECP	Election Commission of Pakistan
EIA	Environment Impact Assessment
FIR	First Information Report
IPI	Iran-Pakistan-India
JDA	Joint Development Agreement
KP	Khyber Pakhtunkhwa
LGE	Local Government Election
LGIs	Local Government Institutions
MIS	Management Information System
MOU	Memorandum of Understanding
MW	Megawatt
NAB	National Accountability Bureau
OGDCL	Oil and Gas Development Company
PAT	Pakistan Awami Tehrik
PDMA	Punjab Disaster Management Authority
PILDAT	Pakistan Institute of Legislative Development and Transparency
PPSC	Punjab Public Service Commission
PSDP	Public Sector Development Authority
RTI	Right to Information
RTO	Right to Information Ordinance
SHS	Solar Home Solutions
SPPRA	Sindh Public Procurement Rule Authority
SRB	Sindh Revenue Board
WAPDA	Water and Power Development Authority
WSIP	Sindh Water Sector Improvement Project





## Quality of Governance across Pakistan's Provinces: A Comparative Score Card

PILDAT's Comparative Score Card on Quality of Governance across Pakistan's 4 Provinces shows that the Provincial Government of the **Punjab** is leading in comparative ranking on the quality of governance with **42%** overall score followed by the Government of **Khyber Pakhtunkhwa** in the second position with **37%** overall score – 5 percentage points behind Punjab. Provincial Governments of **Balochistan** and **Sindh** share the third position each with an overall score of **34%**.

These scores are primarily based on analysis of the data provided by each of the 4 Provincial Governments on quality of governance during their first year in office after the May 2013 General Election.

Compared to the public approval ratings of quality of governance of each Provincial Government, based on a PILDAT Public Opinion Poll conducted in July-August 2014, Punjab had received the public approval rating of 47% and was ranked 1<sup>st</sup> in terms of quality of governance. While Punjab has maintained its 1<sup>st</sup> ranking in the PILDAT Score Card on quality of governance, it is scored 5 percentage points below, based on data on governance provided by the Punjab Government. Quality of governance by the Khyber Pakhtunkhwa Government in its first year in office has received a PILDAT score of 37%, which is same for the public approval rating, 37%. Khyber Pakhtunkhwa though has retained its 2<sup>nd</sup> rank in comparative assessment on quality of governance as in public approval ratings. The PILDAT Score assigned to quality of governance in Balochistan, based on data provided by the Government of Balochistan, is 6 percentage points lower, at 34%, compared to public approval rating of 40%. The Province of Sindh, which had received the lowest approval ratings in the public opinion poll at 30% has improved its scores on quality of governance during Sindh Government's first year in office at 34%. The PILDAT Score, therefore, has brought Sindh and Balochistan at the similar ranking of

3 in a comparative analysis on quality of governance in 2013-2014.

The **Punjab Government** is leading in 15 out of 24 parameters of governance while it has obtained highest score of 76% in *Tax Collection*. The lowest score assigned to the Punjab Government is in the parameter of *Management of Unemployment* at 21%, where it is ranked the 4<sup>th</sup> out of the 4 Provinces.

Compared to Punjab, the **Khyber Pakhtunkhwa Government** has ranked first in 2 out of 24 parameters of governance. These include *Management of Unemployment* at 38% and *Poverty Alleviation* at 36%. Overall, the KP Government's highest score, 64% is obtained in *Tax Collection* (where Punjab takes the lead with 76%), followed by *Transparency* at 50% (Punjab has the leading score of 53%). Its lowest score, 25%, is in *Safe Drinking Water Supply* where it is ranked 4<sup>th</sup> out of the 4 Provinces.

The **Provincial Government of Balochistan** has outranked the other 3 Provinces in 5 out of 24 parameters. It has obtained the highest score of 60% in *Devolution of Power to the Lower Tiers*. It has obtained the lowest score, 21%, in *Anti Corruption Efforts*, where it is ranked the 4<sup>th</sup> compared to the other 3 Provinces.

**Sindh** has ranked first in 3 out of the 24 parameters of governance. These include *Energy Production and Management*, scored at 44% and *Annual Development Programme*, at 40% and Use of Technologies for Better Governance at 46%. Quality of governance during the Sindh Government's first year in office has been scored the lowest in the parameters of *Transparency* and *Devolution of Power to Lower Tiers* where it has obtained the score of 21%.

Quality of governance is assessed based on a PILDAT Framework with 24 parameters. The scores are assigned on each parameter, based primarily on data provided by the Governments, by comparing quality of governance during 2013-2014 compared with the previous year of 2012-2013. While assessing the

**Table 1: Comparative Score Card: Quality of Governance in 4 Provinces: 2013-2014**

No.	Province	Rank	Score assigned by PILDAT based on Data Analysis	Approval Rating according to the Public Opinion Poll conducted in July-August 2014
1.	Punjab	1	42%	47%
2.	Khyber Pakhtunkhwa	2	37%	37%
3.	Balochistan	3	34%	40%
4.	Sindh	3	34%	30%

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quality of governance, PILDAT has looked at both the Policy Formulation and Actual Implementation of Governance Policies. Policy Formulation including legislation and institution building was assigned a 40% weightage whereas the results achieved through implementation were assigned 60% weightage.

PILDAT's objective behind developing a comparative ranking of the four Provinces is to provide a fact-based, well-researched, non-partisan and easily

comprehensible basis of generating a serious discussion on the quality of governance by Provincial Governments during their first year in office. When a Province is shown to have done better in a particular parameter or overall, it primarily means that the Province has improved the performance over the previous year. This assessment of the quality of governance in general and the scoring in particular provides a benchmark for subsequent years to track the trend of the performance of the Governments over the years.

**Table 2: Comparative Provincial Score Card by Parameters**

No.	Parameter	Punjab	Khyber Pakhtunkhwa	Balochistan	Sindh
1.	Annual Development Programme	40% (1)	31% (3)	36% (2)	40% (1)
2.	Anti Corruption Efforts	56% (1)	35% (2)	21% (4)	22% (3)
3.	Devolution of Power to the Lower Tiers	23% (3)	30% (2)	60% (1)	21% (4)
4.	Disaster Preparedness and Management	40% (1)	38% (2)	33% (3)	25% (4)
5.	Education	47% (1)	39% (2)	34% (4)	38% (3)
6.	Energy Production and Management	42% (3)	43% (2)	40% (4)	44% (1)
7.	Environmental Stability	44% (1)	38% (3)	31% (4)	40% (2)
8.	Healthcare	48% (1)	45% (3)	38% (4)	44% (2)
9.	Immunization of Children	49% (1)	34% (3)	30% (4)	31% (3)
10.	Investment Friendliness	36% (3)	38% (2)	41% (1)	36% (3)
11.	Management of Population Growth	37% (1)	25% (3)	25% (3)	33% (2)
12.	Management of Relations with International Institutions	46% (1)	36% (3)	38% (2)	32% (4)
13.	Management of Unemployment	21% (4)	38% (1)	25% (2)	24% (3)
14.	Merit Based Recruitment and Promotions	37% (1)	33% (2)	32% (4)	33% (2)
15.	Peace, Stability and Order	34% (3)	34% (3)	53% (1)	41% (2)
16.	Poverty Alleviation	33% (2)	36% (1)	31% (3)	26% (4)
17.	Public Procurement	72% (1)	44% (3)	33% (4)	50% (2)
18.	Public Transport	40% (1)	28% (2)	26% (3)	28% (2)
19.	Safe Drinking Water Supply	25% (3)	24% (4)	32% (1)	29% (2)
20.	Sanitation	25% (4)	29% (2)	30% (1)	27% (3)
21.	Tax Collection	76% (1)	64% (2)	24% (4)	48% (3)
22.	Transparency	53% (1)	50% (2)	23% (3)	21% (4)
23.	Use of Technologies for Better Governance	43% (3)	44% (2)	36% (4)	46% (1)
24.	Water Resource Development and Management	43% (1)	39% (2)	42% (3)	25% (4)
<b>Overall Quality of Governance based on the average value of the scores</b>		<b>42% (1)</b>	<b>37% (2)</b>	<b>34% (3)</b>	<b>34% (3)</b>

## Comparative Rankings of the Provincial Governments

Table 2 summarises the scores of each Provincial Government based on the 24 parameters for the four Provinces and also indicates the ranking of the Provinces in each parameter. Finally, based on the aggregate score, the overall ranking of the Provinces in the Quality of Governance is determined.

### Strengths of Governance across the 4 Provinces

Following are the key strengths of the 4 Provinces in terms of quality of governance during 2013-2014:

1. All the Provinces invested in energy production and construction of dams for water resource management and small hydel power. Foreign investment was also seen highest in this sector.
2. Tax collection has seen growth in all 4 Provinces.
3. There were many on-going and new initiatives carried out to use technologies for better governance. These include computerization of land records, online tax calculator, tenders for public procurement, customer feedback and helpline and online FIR registration, etc.
4. The Punjab and Khyber Pakhtunkhwa (KP) Governments enacted effective Right-to-Information laws and constituted effective institutions in the form of Information Commissions to ensure proper implementation of these laws.
5. Dismissal of Provincial Ministers on charges of corruption and/or inefficiency in KP was almost an unprecedented action, which sent a positive signal about lack of tolerance for corruption and inefficiency even among influential class.

### Weaknesses of Governance across the 4 Provinces

Following are the key weaknesses of the 4 Provinces in terms of quality of governance during 2013-2014:

1. Natural disasters in the form of floods, earthquakes and famine posed a challenge to the Provincial Governments and none of them were prepared to provide adequate and timely relief efforts required to deal with them.
2. Unemployment rate increased in all the 4 Provinces.
3. No Province can claim to be polio free, as polio cases were found in all the Provinces as well as the presence of poliovirus in the water samples.
4. Except Balochistan, none of the other Provinces conducted Local Government Elections.
5. Education sector generally remained weak in all

*Natural disasters in the form of floods, earthquakes and famine posed a challenge to the Provincial Governments and none of them were prepared to provide adequate and timely relief efforts required to deal with them*

Provinces. No major change has been seen in the literacy rates, enrolment, dropout and number of schools and teachers. In all the Provinces, major part of the education budgets, almost to the tune of 80%, were allocated for non-development expenditures.

6. Governance in Punjab was marred by the Model Town tragedy in which 5 civilians died in Police firing. Questions about responsibility still linger despite a judicial enquiry.
7. Quality of governance in KP was overshadowed by a massive jail break on July 30, 2013 in Dera Ismail Khan where the militants helped 243 prisoners escape from the Central Prison after killing 12 persons, including six policemen, while five attackers were also killed. Similar incident also happened in April 2012 when around 300 prisoners had escaped in a similar jailbreak in Bannu.
8. In Sindh, the Government's inadequate response to the floods, famine and outbreak of epidemics raised questions as to the quality of governance.
9. In Balochistan, the appointment of Mr. Arslan Iftikhar, as Chairman of the Balochistan Board of Investment, led to a controversy and raised questions about merit in high-level appointments.
10. Sindh and Balochistan Governments failed to pass Right-to-Information laws unlike the other two Provinces.

## Comparative Analysis of Quality of Governance based on Individual Parameters

### Annual Development Programmes (ADP)

Punjab and Sindh are leading with 40% under this parameter. Punjab allocated Rs. 100 billion higher than

the previous year in this parameter. In Sindh, there has been an increase of 2.2% in ADP in 2013-2014 compared to the previous year. Balochistan has scored 35% under this parameter and is in the 2<sup>nd</sup> position with an increase of 11% in ADP as compared to the previous year. KP stands last with a score of 31% with an increase of 12% in the development budget however only 27% of the total development budget was actually spent under various components.

### Anti-Corruption Efforts

The Government of the Punjab is leading under anti-corruption efforts scoring 56%. The Punjab Government has planned to set up a separate department through the draft Punjab Anti-Corruption Act, 2013 in order to reform this sector. The Government has withdrawn all officials working on key assignments against whom *challans* have been submitted to anti-corruption courts. During 2013–2014, the ACE Punjab took action against 12 officers in various departments. The KP Government scored 35% and stands 2<sup>nd</sup> under this parameter. The Ehtesab Commission Act 2014 was passed which repealed the Anti Corruption Establishment Ordinance 1961 and dissolved the Anti Corruption Establishment (ACE). Later on, the ACE and the Ordinance was reinstated. Now both the institutions exist with parallel jurisdictions. This has caused disruption to the entire process and created confusion. Sindh scored 22% and is on the 3<sup>rd</sup> position; new Chairman of the Enquires and Anti Corruption Establishment was appointed during the reporting period. The Anti-corruption Department of Sindh had registered 183 cases with *challans* of 160 presented in the court. Investigations were underway in 113 cases during the time span 2013-2014. Faring last is Balochistan with 21% score. The Anti-Corruption Committees in Balochistan were made functional in 2013–2014. 300 investigations have been initiated under the anti-corruption department during the reporting period. In both Sindh and Balochistan no tangible reforms have been introduced to improve the system.

### Devolution of Power to the Lower Tiers

Balochistan leads with 60% score and is the only Province where Local Government Election (LGE) was held during the year 2013-2014. However the Local Government Institutions (LGIs) were not formed in Balochistan until the end of the first year and therefore the transfer of powers and authority to LGIs could not taken place within the reporting period. In Punjab, the Local Government Act 2013 has to be amended to empower the Election Commission of Pakistan to carry out the delimitations for LGE. No progress was made to this effect during the reporting

period. The Sindh Government has also not carried out appropriate amendments/legislation for the process of delimitation of constituencies for the LGE. Whereas in KP, the Provincial Government has carried out delimitations and submitted the schedule to the ECP.

### Disaster Preparedness and Management

Punjab leads with 40%, KP secured 2<sup>nd</sup> position scoring 38%, Balochistan being 3<sup>rd</sup> with a score of 33% and Sindh ranked last with 25%.

Punjab faced two floods in 2013–2014 and the damages were higher in 2014 than in 2013. During the floods of 2014, 492 flood relief camps were set up in 17 districts of the Punjab and 173,224 people were accommodated. The total number of people evacuated was 688,348 and the number of cattle evacuated was 16,150,346. The Punjab Disaster Management Authority's (PDMA) relief budget in 2013–2014 was Rs. 1.97 billion whereas it was Rs. 3.59 billion in 2012–2013 showing a decrease of 45%. The relief budget for 2013–2014 has been utilized mainly for the provision of relief goods and death compensations. The Government of the Punjab notified a Disaster Response Force (DRF) under the PDMA.

The KP Government allocated Rs. 452 million for developing Emergency Rescue Services. Emergency Rescue Services (Rescue 1122) was also established in District Dera Ismail Khan with Rs. 200 million allocated this year. Capacity of PDMA and District Disaster Management Units (DDMUs) was enhanced including purchase of land for Provincial Warehouse in KP at the cost of Rs. 86.253 million. For disaster mitigation and preparedness, Rs. 300 million were spent in KP. Rs. 500 million were allocated for the purchase of land for flood damaged schools in KP. In 2012-2013, an amount of Rs. 1215.479 million was earmarked for 2 new projects in this sector. However in 2013-2014, an allocation of Rs. 1447.435 million has been made for 6 schemes.

In Sindh, a total of 3068 villages have been affected by the floods in the year 2013; 524,833 persons displaced and affected by the floods. The floods also damaged 246,590 acres of the cropped area, 35495 houses, with 1135 persons in the relief camps. 27 new relief camps were established to accommodate the persons displaced as a consequence of the floods. The Government announced a compensation of Rs. 200,000 for each of the family, which lost their children as a consequence of malnutrition. 5,000 ration bags of 20 kg each, 12,000 mineral water bottles of 1.5 liters and 12,000 kg high-energy biscuits for children were distributed to the people affected by the famine.



Earthquake hit Awaran and Kech districts in Balochistan, which were not easily accessible and so the relief and rehabilitation efforts were slow, further compounded the situation. Due to security reasons, foreign rescue teams also could not reach there in time. The total amount allocated for social services for 2013–2014 was Rs. 37,122.251 million. Another Rs. 250 million have been allocated to Balochistan Rescue 1122, which was completed in 2013–2014. The PDMA Balochistan has been allocated Rs. 252 million and 99% of the work was completed in 2013–2014.

### Education

Punjab leads in education with a score of 47%; KP is in the 2<sup>nd</sup> position scoring 39%; Sindh is 3<sup>rd</sup> scoring 38%; Balochistan fared last under this parameter with a score of 34%. The overall literacy rate in all the Provinces did not change as compared to the previous year. The literacy rate was the highest in Punjab, 62%, followed by Sindh with 60%, KP with 52% and Balochistan 26%. The female literacy rate in Punjab was 51% in 2013-2014, which is the highest among the four Provinces in the country.

The net primary enrollment rate in Punjab was 62%, Khyber Pakhtunkhwa 54%, Sindh 52%, and Balochistan 45%. In Sindh the enrolment in secondary schools increased by 1.5%, in higher secondary schools increased by 0.9% and the number of teachers in the middle, secondary and higher secondary schools of Sindh has increased by 11.3%, 17.6% and 7.5 respectively.

In KP there has been no improvement in the gross enrollment, which was 85% in 2012-2013 and the number and percentage at all levels of the institutions is almost the same. Enrolment in Balochistan increased in 2013-2014 by approximately 2% from 2012–2013 whereas the number of out-of-school children also increased by 3.2% in 2013–2014.

In the Punjab, the students' dropout rate remained at 79% in 2013-2014, which was the same during 2012-2013 as well. In KP too the overall dropout rate in 2013-2014 remained the same as in 2012-2013.

In Balochistan the number of primary, middle, secondary, and higher secondary girls and boys schools saw a slight improvement of 2%. In Sindh only the number of higher secondary schools has shown an increase of 1.3% whereas in KP the number of schools and number of teachers remained the same.

The budget allocation to education saw the highest increase in KP, i.e., 33%. In Balochistan and Sindh

## *Sindh and Balochistan have made laws for the implementation of the Article 25-A on the Right to Free and Compulsory Education in the Constitution, while Punjab and KP only had draft laws to this effect during the reporting period*

there was 12% increase and in Punjab it was increased by 3.3% as compared to previous year.

Sindh and Balochistan have made laws for the implementation of the Article 25-A on the Right to Free and Compulsory Education in the Constitution, while Punjab and KP only had draft laws to this effect during the reporting period.

### Energy Production and Management

Sindh leads with 44% score followed by KP at 2<sup>nd</sup> position with 43% score, Punjab ranking 3<sup>rd</sup> with a score of 42% and KP Balochistan scoring 40%.

In Sindh a total of 15 new projects with an overall capacity of 1700 Megawatt (MW) have been commissioned, however the overall budgetary allocation on energy schemes has declined by 12%.

In KP, 6 projects were in the initial phase with a total installed capacity of 470 MW. 356 sites were identified with the capacity of 35.5 MW for Micro Hydel-Power stations. Construction of two projects has been initiated under Joint Development Agreement (JDA) with Government of Pakistan and Water and Power Development Authority (WAPDA) costing US \$ 3 billion with an installed capacity of 1000 MW. Overall the Government initiated 7 new hydel power projects during financial year 2013-2014. Total investment in this sector was approximately, Rs. 520 billion, which will increase the installed capacity to 1749.5 MW.

In Punjab a project for power generation from imported coal in South Punjab has been initiated with an aim to generate 300 MW electricity. On-going and new projects initiated by the Government would add approximately 500 MW in the system once completed.

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A 50 MW coal-fired power plant was commissioned in Balochistan. The Government has begun working on the provision of solar home solutions (SHS) in all districts of Balochistan. In 2013–2014, Rs. 8.15 billion were allocated for energy sector and Rs. 2 billion were allocated for converting 20,000 tube wells to solar energy and providing 300 villages with electricity through solar energy. The Balochistan Energy Company was made functional by investing Rs. 2.5 billion. The Government has also announced an investment of Rs. 500 million for power plants using coal. A memorandum of understanding (MOU) has been signed to generate 300 MW of electricity with an investment of US \$ 700 million.

### Environmental Sustainability

Punjab secured 44% and is on 1<sup>st</sup> position under this parameter. Sindh scored 40%, KP scored 38% and Balochistan scored 31%.

In KP, the numbers of violations of the environmental laws increased by 8% and also increased was the number of arrests of violators of environmental laws. In Balochistan fines were imposed and stone crushing licenses were cancelled for violations of the environmental laws. The Government of Balochistan also held public hearings for Environment Impact Assessment (EIA) with regard to the proposed Iran-Pakistan-India (IPI) pipeline, the Oil and Gas Development Company (OGDCL), and the Daewoo Shipping and Marine Engineering (DSME). In Sindh and Punjab, the Governments did not have public hearing for major nuclear power plant and road construction projects respectively, which is a legal requirement for the EIA. In Sindh, the high level of contamination and pollution was found in Manchhar Lake and Keenjhar Lake.

The budgetary allocation for the sector of environment in Balochistan increased 25% and in KP 5% whereas in Sindh and Punjab, it fell by 60% and 53% respectively during the year 2013-2014

The Government of KP introduced new legal regime as well as rules for environmental protection. In Punjab, the Government constituted the Punjab Environmental Protection Council. The Sindh Environmental Protection Act 2014 was passed by the Provincial Assembly and the Sindh Environment Protection Council was established.

### Healthcare

Under healthcare, Punjab leads with a score of 48%, Sindh is 2<sup>nd</sup> scoring 44%, KP scored 38% and received 3<sup>rd</sup> rank while Balochistan scored 38% and obtained the

4<sup>th</sup> position.

In Sindh, the total budgetary allocation for healthcare shows an increase of 54%. However, due to famine and floods, there was an outbreak of epidemics resulting in deaths of mostly children. The Sindh Government established a new institution called the Sindh Mental Health Authority and Board of Visitors.

The health budget decreased by 2% in Punjab. The Government was successful in controlling the dengue epidemic in the Province. The Government of KP inducted 56 new doctors and 257 nurses. In Balochistan, Rs. 1156 million was approved for Social Health Protections and Rs. 946.010 million was approved for Tuberculosis control where as 2,141 people suffered due to epidemics resulting in 18 fatalities.

### Immunization of Children

The Government of Punjab received the score of 49% and has been successful in vaccinating 65% of the targeted children. Balochistan scored 40% by covering 98% targeted children whereas KP scored 34% by vaccinating 94% children. Sindh, with a score of 31%, managed to cover only 60% of the targeted children through immunization against polio.

In KP, 68 polio cases were detected during 2013-2014 compared to only 11 in 2012-2013, the highest number amongst the Provinces. In Sindh, there were 30 cases of polio in 2013-2014 as compared to only 10 in 2012-2013. Balochistan reported 25 cases in 2013-2014 compared to 0 in the previous year. In KP, Sindh and Balochistan, there is an increase of polio. Whereas Punjab is the only Province where there was a decline of 43% in 2013-2014 with 4 cases as compared to 7 in 2012-2013.

### Investment Friendliness

Balochistan scored highest under this parameter with 41% score as compared to other Provinces with KP at 38% and Punjab and Sindh both scoring 36%.

Both local and foreign investment increased in all the Provinces. In the energy sector, ten projects will be launched in Gadani, Balochistan by China, with additional investments in the form of developing the Gwadar Port and the Pak-China Economic Corridor.

In Sindh, the on-going schemes have a total budget of Rs. 1100 million which was doubled for the new schemes making it Rs. 22,00 million.

The Government of the Punjab facilitated a Chinese

group investment of up to US \$ 2 billion, with plans to invest US \$ 1.5 billion in two 660 MW coal-fired power plants. The Government also facilitated foreign investment amounting to US \$ 8 billion.

The Industries, Commerce and Technical Education Department of KP, established Small Industrial Estate at Hattar, Abbottabad, & Darghai Malakan, Marble city at Buner and Technical University at Peshawar. The Provincial Government of KP also set up the Investment Promotion Cell inviting investors to invest in the Province.

### Management of Population Growth

Punjab with a score of 37% is leading under this parameter. Sindh ranked 2<sup>nd</sup> scoring 36% while KP and Balochistan, both with 25% score each, ranked third in this parameter.

KP is the only Province where the total Fertility Rate has reduced from 5.1% in 1998 to 3.9% in 2013, which is still the highest, compared to other Provinces. Since the last census report in 1998, the population growth rate has decreased from 2.98% to 2.05% in KP. The Government of Sindh has increased the allocation for population management to 3 times. The population has grown by 39% since the last census and the annual population growth has been 2.8%. In Punjab the population annual growth rate is currently estimated at 1.87% which is the lowest in the country while the population welfare programmes, 2010–2015, aimed to reduce the rate from 1.87% to 1% by 2015, have not been able to achieve their objectives. Balochistan has the highest growth rate of 4.2% annually and has shown an unprecedented 139% increase population growth in 2012.

### Management of Relations with International Institutions

Under this parameter, Punjab leads with 46% score, followed by Balochistan at 38%, KP at 36% and Sindh at 32%.

In Punjab, foreign assistance for development projects in 2013-2014 increased by 58.5%. The Government convened an international donor's conference to attract foreign support and investment for the development and prosperity of Balochistan. After the earthquake in Balochistan in 2013–2014, the European Union (EU) pledged GBP £ 30 million for the education sector and EUR € 30–40 million for rural development. In KP, the DFID, UK is working with the Government of KP to create a more accessible security and justice system.

The World Bank decided to reduce the duration of health care project in KP from three years to one year and curtailed its grant from US \$ 16 to US \$ 10.2 million as a result of the extensive delays in implementation.

### Management of Unemployment

KP leads with 38% score under this parameter, followed by Balochistan with 25%, Sindh with 24% and Punjab last with 21%.

2013-2014 has seen increase in the unemployment rate in all the Provinces. KP has shown improvement in comparison to past year although the unemployment rate of 8% is still the highest amongst the Provinces and higher than the national average of 6.2%. The rate of unemployment in Punjab was 6.1% and has seen an increase of 0.64% in 2013–2014. In Balochistan the rate of unemployment was 4% however, excluding the capital city, Quetta, the Province lacks employment opportunities, which can be loosely attributed to increased poverty and militancy in the region. In Sindh, the unemployment rate is 5%. Even though all the Provincial Governments have introduced a number of initiatives to address the problem of unemployment, the unemployment rate has increased in all the Provinces.

### Merit-Based Recruitment and Promotions

Punjab is leading with a score of 37% under this parameter followed by Sindh and KP, both scoring 33% and Balochistan standing last with 32%.

KP Government took the initiatives to ensure that the recruitment of police in KP is conducted in a transparent manner. Similarly in health and education sector, National Testing Service (NTS) has been introduced for new recruitment.

Punjab has introduced recruitment through NTS in the health, education and other department in the previous years, which is on going during 2013–2014 as well. The total numbers of Government servants (BS-16 and above) recruited was 1,204, whereas only 368 were recruited through the Punjab Public Service Commission (PPSC). The position of the Chairman of the PPSC had been vacant as of June 2014 since November 2013 as the previous Chairman resigned. The number of tenured positions held by acting officers from June 2013 to April 2014 was 11,137. The average service period for departmental secretaries as determined for 2013–2014, was a year and one month before they were transferred which reflects that there is



uncertainty within the Government.

In Sindh and Balochistan, the situation is unsatisfactory under this parameter. Sindh Government terminated 13,000 employees of the Local Government Department from the Karachi Metropolitan Corporation as their recruitment was declared to be illegal by the Court. The Sindh Government, in compliance with the Supreme Court's decision, withdrew the promotions of 59 police officers in the Province. The Government of Balochistan came under criticism regarding unfair recruitment through Balochistan Public Service Commission as a result of which National Accountability Bureau (NAB) Balochistan carried out an inquiry in to the matter and confiscated record of the selections/recruitments. It was revealed that the recruitment against various posts was made through improper/illegal means based on favouritism/nepotism. Since then the issue has not been resolved.

#### **Peace Stability and Order**

Data provided by all 4 Provincial Governments shows that the Balochistan Government has made the greatest improvement under this parameter and therefore leads with a score of 53%. Sindh is ranked 2<sup>nd</sup>, scoring 41% while KP and Punjab fare last with a score of 34% each showing declined performance under this parameter with increased crime rate.

As per the data provided by the Government of Balochistan, the number of murders committed in the Province of Balochistan decreased by 64% whereas the number of attempted murders committed also decreased by 63%; the number of kidnappings/abductions and kidnappings/abductions for ransom decreased by 69% and 97% respectively; the reported cases of highway dacoities and robberies decreased by 75% and the number of terrorist acts committed in Balochistan has also decreased by 50% as compared to 2012-2013.

In Sindh, the number of murder cases reduced by 9%; gang rapes reduced by 33%, kidnapping and abduction cases decreased by 2%, cases of robberies reduced by 3% and motor vehicle theft also decreased by 16% whereas the number of bomb blasts and suicide attacks significantly increased by 30% and 5-fold respectively. The number of Sectarian attacks recorded in the Province decreased by 24%.

In KP, the law and order situation remained almost the same in 2013-2014 as compared to 2012-2013. In Punjab, the number of murders committed decreased

***52% of all households in Balochistan live below the poverty line making it the highest number amongst the Provinces. There has been a 6.32% increase in the percentage of the population living under the poverty line over the past year***

by 2% and armed robberies by 18% whereas there was a 28% increase in the number of reported gang rape cases; 33% increase in the reported cases of robberies, the percentage of bomb blasts increased by 67%, suicide attacks increased by 50% and the sectarian attacks increased 3.75 times.

#### **Poverty Alleviation**

KP leads with 36% score under this parameter followed by Punjab with a score of 33%, Balochistan at 31% and Sindh at 26%.

19% of Punjab's population lives below the poverty line, the lowest in all four Provinces. However, in Southern Punjab, approximately 35%–40% of households live below the poverty line. The Government has an on-going programme to reduce the poverty of 80,000 households in Southern Punjab. The amount allocated for this in 2013–2014 was Rs. 900 million. Under the Khidmat Programme, further development programmes were started in Southern Punjab at a total cost of Rs. 15.9 billion in 2013–2014.

52% of all households in Balochistan live below the poverty line making it the highest number amongst the Provinces. There has been a 6.32% increase in the percentage of the population living under the poverty line over the past year. About 29 of the 32 districts in Balochistan were in critical condition. The budgetary allocation of the Public Sector Development Programme (PSDP) for Balochistan has increased by 20%. Eight new programmes were introduced in Balochistan to address this issue.

In 2012, 32% of the population in KP was living under poverty. In about 900,000 families, 5.5 million family members were to receive Rs. 600 per month subsidy on

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40 kilograms of wheat flour. Additionally, 5 kg cooking oil /ghee will become available for the poor families free of cost.

33% of the population lives below the poverty line in Sindh. Although five new programmes were launched by the Sindh Government to improve the food and nutrition problem, however the budgetary allocations were decreased by 10.78% in 2013-2014 as compared to 2012-2013.

### Public Procurement

Under the parameter of Public Procurement, the Punjab Government leads with a score of 72%.

Revised rules were introduced to make public procurement more transparent, economic and efficient. The Public Procurement Authority enforced and implemented the rules more rigorously.

Sindh secured 2<sup>nd</sup> position with 50% score. The Sindh Public Procurement Rule Authority (SPPRA) formed 3 Complaint Redressal Committees to address complaints regarding violations of Public Procurement Rules in 2012-2013 whereas 12 committees were formed in 2013-2014. This means that either the SPPRA was more proactive in pursuing the complaints of violations or the number of complaints increased in 2013-2014 compared to the previous year. The Sindh Government amended the SPPRA to improve the existing bidding process.

The KP scored 44% with 3<sup>rd</sup> position. The Public Procurement of Goods, Works and Services Rules 2014 were duly approved for compliance in all public procurement. A sum of Rs. 10 million has been allocated for this purpose for the year 2013-2014. Standard bidding documents were formulated and made available online for all the departments.

The Balochistan Government is ranked last with 33% score in this parameter. Public Procurement Regulatory Authority (Amendment) Bill, 2013 was moved in the Balochistan Assembly in August 2013 and has not been passed during the reporting period.

### Public Transport

Punjab leads with 40% score followed by KP and Sindh scoring 28% each while Balochistan has ranked last with 26% score.

Public transport has only marginally improved in Punjab during the year and declined in other Provinces. Hundred of thousands of buses are needed to meet the

requirement of daily commuters. The severe shortage of public transport is also a problem in large cities of Punjab, KP and Sindh. Many projects have been initiated to address the shortage, however, results are yet to be seen.

### Safe Drinking Water Supply

The Government of Balochistan is leading under this parameter with a score of 31%. It started 44 new schemes and Rs. 9,890.508 million was allocated for safe drinking water supply in 2013-2014, which is 11% of the total development budget.

The Government of Sindh stands 2<sup>nd</sup> scoring 29% and has funded two on-going projects, allocating a sum of Rs. 590 million. Punjab comes at 3<sup>rd</sup> position with a score of 25% and Rs. 8,056.50 million were allocated for new schemes including the Saaf Pani Project. KP comes last scoring 24% and there were 22 new and on-going projects with Rs. 3276.756 million.

Although these 3 Provinces have much larger population than Balochistan, the allocation is much less in these Provinces as compared to Balochistan, especially in the Punjab.

### Sanitation

Balochistan leads under this parameter with a score of 30% followed by KP scoring 29%, Sindh 27% and Punjab, ranked 4<sup>th</sup> with 25% score.

The total outlay of the budget for 2013–2014 was Rs. 198.395 billion with a development budget of Rs. 43.193 billion. The Government of Balochistan's budgetary allocation and priority for sanitation has been almost the same for 2012–2013 and 2013–2014. There were no specific sanitation projects in the annual development budget, 2013–2014. There were 1,165 (1,102 domestic and 63 commercial) sewerage connections in Quetta city serving a population of 1 million. Wastewater is discharged into natural drains without any treatment. Only five percent of Balochistan has access to proper solid waste disposal facilities. This ranges from 26% in urban areas to 0% in rural areas. Moreover, only 1% of rural areas have drainage systems.

Of the total population of KP, only 66% of the population has access to sanitation and only 39% of the latrines are considered sanitary. Open defecation is rampant in rural areas. However, in urban areas sanitation is up to 90%.

3/4<sup>th</sup> of Sindh's rural population had no access to

2013-2014

adequate sanitation facilities and the population with access to sewerage in Sindh almost remained the same in the years 2012-2013 and 2013-2014 in both rural and urban regions. The budgetary allocation in Sindh decreased from Rs. 1682.347 million in 2012-2013 to Rs. 1627.579 million in 2013-2014 reducing by Rs. 54.768 million. The actual spending on the provision of sewerage system in Sindh decreased by 34.7% during the reporting period as compared to the previous year.

The Government of the Punjab has allocated Rs. 10.86 billion for water supply and sanitation schemes for 2013-2014 and the amount is 1.5% higher than the previous year's allocation of Rs. 10 billion. In 2013-2014, 274 schemes were implemented, which included 145 on-going schemes and 129 new schemes. Of these 274 schemes, 132 were completed which represents almost 48% completion. Under on-going programmes, 74 sanitation schemes—31 urban and 43 rural—are being executed at a cost of Rs. 101,847 million. In the budget of 2013-2014, Rs. 2.81 billion has been allocated for 145 on-going schemes and Rs. 8.056 billion for 11 new schemes.

#### **Tax Collection**

Under the parameter of Tax Collection, the Government of the Punjab secured 76% score due to the fact that tax collection increased in 2013-2014 by Rs. 33 billion or 42% as compared to 2012-2013. The Government enacted the Punjab Sales Tax on Services (Enforcement) Rules 2014 and the Punjab Revenue Authority increased the collection of sales tax on services by 53% as compared to previous year.

KP has also improved its tax collection by 18% and is ranked 2<sup>nd</sup> with a score of 64%.

In Sindh the Sindh Revenue Board (SRB) tax collection increased by 15% and is placed at 3<sup>rd</sup> position scoring 48%.

Balochistan has secured last position with a score of 24%. The provincial tax receipts have shown growth of 27%. The taxes under the head of Professions, Trades, and Callings remained at 0%, and under Motor Vehicle Act, fell to 50% as compared to 2012-2013 leading to an overall decline of 37% within these taxes in 2013-2014.

#### **Transparency**

The Punjab Government has scored 53% and leads under this parameter.

The Punjab Transparency and Right to Information Act

2013 was passed and enforced during the year. This Act established Information Commission of the Punjab; three members of the Commission were also appointed and started functioning during the reporting period. The Government had notified 50 public information officers for Lahore and their training had been completed. Other districts in the Province still await the appointment of information officers.

KP has scored 50% under this parameter owing to passage and promulgation of the Right to Information Ordinance (RTO). KP is the first Province to introduce an effective RTI law comparable to the best in the world. The Right to Information Commission (RTIC) has also started functioning and has registered 71 cases of appeals against denial of information from government departments, out of which 31 had been decided.

The Government of Balochistan and Sindh score 23% and 21% respectively under this parameter. In Balochistan, the Balochistan Freedom of Information Act, 2005 and in Sindh, the Sindh Freedom of Information Act, 2006, are still in force and both the Governments have made no efforts to bring revised effective and efficient legal regimes.

#### **Use of Technologies for Better Governance**

Sindh has scored 46% and is leading under this parameter. Ten departments have been computerized in 2013-2014 in Sindh. Excise and Taxation has been automated for vehicle registration and tax collection. A rapid information dissemination centre called Information and Archives was launched, which has a multi-lingual search facility. A web-based data collection and teacher/staff monitoring system was introduced. Land Record MIS Project is in progress. The Information, Science and Technology Department, Sindh was re-structured. The Sindh Public Services Electronic Delivery Bill 2014 was drafted by the Government but not yet moved in the Sindh Provincial Assembly. A feasibility report and IT Road Map for 2015-2020 has been designed for 52 departments of Government of Sindh.

KP has scored of 44%. The Government has computerized Property Tax Records whereas automation of Public Service Commission, Home and Food Department are on-going as per Government data. The KP Police is using various technologies to carry out investigations. Online admissions to School/Colleges were facilitated during the reporting period. The Province has also improved the prison information management system by digitalizing data of

all prisoners. Data Centre has been established in home Department, which will ensure Web hosting of all related services pertaining to all departments under one roof. The Government has introduced a new web portal to make the websites of all administrative departments accessible to the citizens.

Punjab has scored 43%. The Government has completed computerization of land records in 15 out of 36 districts during 2013-2014. The Strategic Planning Unit's website was launched. Approximately 150,000 applications were processed through the online college administration system across the Province for the intermediate admission cycle in over 200 colleges. The Government initiated the automation of cases at the Lahore High Court. There was an increase of 84% in the estimated budget in the current fiscal year compared to the previous fiscal year.

Balochistan has scored 36% under this parameter. The Government has initiated video surveillance projects for the Quetta Police. It also ensured the digitization of archival data. An online tax system for the Excise and Taxation Department has also been introduced and the computerization of revenue records has been initiated. The focus of the project was increased from three to ten districts. A Land Revenue Management Information System' project was started to computerize land records, as well. The total estimated cost of this scheme is Rs. 120 million out of which Rs. 15 million are earmarked for the current fiscal year. The allocated budget for the Information and Technology Department in 2012-2013 was revised from Rs. 302.479 million to Rs. 139.8541 million during the same fiscal year. Therefore, the budget was decreased by 54% during this year. In 2013-2014, the allocated budget was Rs. 378.207 million. There was an increase of Rs. 241.35 million in the estimated budget.

#### **Water Resource Development and Management**

Punjab leads with 43% score under this parameter followed by Balochistan scoring 42%, KP with 39% and Sindh with 25% score.

In Punjab, the irrigation sector's total outlay for 2013-2014 showed around 3 times increase from the 2012-2013. 19 schemes (15 on-going and 4 new schemes) have been targeted for completion by allocating 90% of the outlay to the on-going ones and 10% to the new ones. The Government is spending major funds on the rehabilitation and lining of existing canals and the re-modelling of existing infrastructure. Other than development schemes, the overall expenditure on the irrigation sector has also increased

***In Balochistan, the development budget was revised to 7% of the total annual development budget. The total number of on-going projects in the water sector in 2013-2014 was 24 with a total allocation of Rs. 350 million. The total cost of the project was Rs. 605 million***

from Rs. 8,718.297 in 2012-2013 to Rs. 9,552.284 million in 2013-2014.

In Balochistan, the development budget was revised to 7% of the total annual development budget. The total number of on-going projects in the water sector in 2013-2014 was 24 with a total allocation of Rs. 350 million. The total cost of the project was Rs. 605 million. There were also 63 new projects with a total cost of Rs. 1,500 million. Rs. 675 million have been allocated for 2013-2014, whereas Rs. 504.839 million constitutes the carry-forward. There is a project for the construction of 100 dams with Federal financial assistance through the Federal Public Sector Development Programme (PSDP). In the first phase, 20 dams have been completed and work is progressing on the next 26.

In KP, an allocation of Rs. 3138.293 million has been made for the implementation of 90 schemes, out of which, 52 are on-going and 38 are new. 4% allocation has been made in the 2013-2014 in the ADP for this sector including work on small and medium dams and continuation of on-going schemes. Various irrigation schemes will bring 40,000 acres of land under cultivation. Provincial Government started construction work on 2 dams during 2013-2014. Feasibility studies of 11 and detailed design of 7 small dams sites have been completed.

The Irrigation Scheme and Head Works damaged during flood 2010 was restored. 50 Tube Wells/ Lift irrigation schemes have been installed which will bring 7500 acres of new barren land under irrigation. Work on installation of 100 irrigation tube wells in the Province has been initiated. In the drought area of the Province, about 50 small ponds in various districts have

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been constructed that would provide intermitted irrigation facility to about 500 acres of barren land under irrigation. In 2013-2014, an amount of Rs. 2858.289 million had been allocated for 91 schemes on water and irrigation, out of which about 42 schemes have been completed and the desired benefits are being delivered to the public.

The Sindh Water Sector Improvement Project (WSIP) is under implementation having an estimated cost of US \$ 175 million with the Sindh Government contribution of US \$ 25.8 million through the Provincial Annual Development Programme. There was a 33% increase in the budget under this head.





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