

FINAL REPORT

Strategic Review of ODA Assistance in Sindh, Pakistan

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Acronyms and Abbreviations

ADB	Asian Development Bank
AIDS	Acquired immunodeficiency syndrome
ARCC	Anti-rape crisis cell
B2B	Business-to-business
BHC	British High Commission
BHU	Basic health unit
CPD	Continuous professional development
CPR	Contraceptive prevalence rate
CRCC	Climate Resourcing Coordination Cell
CRGs	Credit risk guarantees
CRP	Community resource person
CSA	Climate smart agriculture
CSR	corporate social responsibility
DAFPAK	Delivering Accelerated Family Planning in Pakistan
DFID	Department for International Development
DOH	Department of Health
DRHR	Delivering Reproductive Health Results
EMO	Education management organisation
ESD	Enhanced strategic dialogue
FAO	Food and Agriculture Organisation
FCDO	Foreign, Commonwealth and Development Office
FDI	Foreign direct investment
FP	Family planning
GCF	Global Climate Fund
GDP	Gross domestic product
GoP	Government of Pakistan
GoS	Government of Sindh
HEC	Higher Education Commission
HIV	Human immunodeficiency virus
HTSP	Healthy timing and spacing in pregnancies
IDS	International Development Strategy
IT	Information technology
JICA	Japan International Cooperation Agency
KII	Key informant interview

LAS	Legal Aid Society
LHV	Lady health visitor
LHW	Lady health worker
MSCC	Multi-sectoral Coordination Committee
MWRAs	Married women of reproductive age
NCDs	Non-communicable diseases
NDCs	Nationally determined contributions
NFC	National Finance Commission
NGO	Non-governmental organisation
NPB	Nature performance bond
NIPS	National Institute of Population Studies
NRSP	National Rural Support Programme
ODA	Official development assistance
OSPC	One-stop protection centre
PBC	Pakistan Business Council
PSI	Population Services International
PDHS	Pakistan Demographic and Health Survey
PHC	Primary health care
PPHI	People’s Primary Healthcare Initiative
PPP	Public private partnership
PSLM	Pakistan Social and Living Standards Measurement
PWD	Population Welfare Department
PWDs	Persons with disability
RSP	Rural Support Programme
RSPN	Rural Support Programmes Network
SBP	State Bank of Pakistan
SDG	Sustainable Development Goal
SELD	School Education and Literacy Department
SGBV	Sexual and gender-based violence
SHRC	Sindh Human Rights Commission
SME	Small and medium enterprise
SPMs	Special protection measures
SVRF	Sexual Violence Response Framework
TFR	Total fertility rate
ToR	Terms of reference
UK	United Kingdom
UN	United Nations

UNFPA	United Nations Population Fund
UNICEF	United Nations Children’s Fund
USAID	United States Agency for International Development
USD	United States Dollar
VO	Village organisation

Executive Summary

This is the report of a strategic review of the development challenges and opportunities for potential official development assistance (ODA) interventions in Sindh, to inform British High Commission (BHC) Islamabad’s priorities for future ODA programming over the next five years. The review focused on five broad themes: global health; education; climate change and resilience (including green finance); open societies, human rights and modern slavery; and prosperity, trade and economic growth. Cross cutting themes included: inclusion, focusing specifically on women and girls; and, country resource mobilisation. The review was completed between March and August 2022 by a team of senior Pakistani consultants managed by a UK-based Project Director and supported by the DAI Pakistan team in Islamabad.

The key questions for the review revolved around the development challenges that Sindh is facing, the priorities of the government, development actors in the province, and where the UK may have a comparative advantage in certain sectors. The methodology used for addressing these questions included wide-ranging literature review and consultation (mainly key informant interviews) with 53 stakeholders, including federal and provincial government officials and representatives from donor organisations, civil society and the private sector.

The first (exploratory) phase of the review entailed broad thematic analyses. It concluded with 15 strategic options—three for each of the five thematic areas—for discussion with the FCDO. Considerations germane to the identification of these options included: alignment with the UK’s International Development Strategy and its Pakistan country plan; documented federal or provincial-level government priority in Pakistan or likely to be a government priority; other development partners not active in specific sub-thematic area; inclusion of women, girls, deprived or vulnerable rural areas, and marginalised groups, particularly tenants, the rural poor, women and landless workers; and, small or modest funding requirement.

Based on the FCDO’s feedback, the second phase focused on developing five of the options as strategic recommendations. This work focused on the nature of the problem associated with each recommendation (including the drivers of the problem and those affected by it) and the opportunities available for intervention (including government support and reliable implementing partners). It paid particular attention to what has worked, what are the challenges at the policy and operational levels, and how successful reform could be planned and implemented with the engagement of government, civil society and private sector actors.

The five strategic recommendations are:

- Education: UK-Sindh Linkages for Faculty Development at Selected Public Sector Universities.
- Health: Access to Family Planning Services for Rural Women’s Empowerment.
- Climate Change and Resilience: Operational Research and Dialogue for Green Finance Provision through Commercial Banks.
- Open Societies and Human Rights: Strengthening the Response to Sexual and Gender-based Violence.
- Prosperity, Trade and Economic Growth: UK-Pakistan Business-to-Business Trade and Investment Dialogue.

These recommendations are points of departure for consideration by the BHC and do not aim at scoping or operationalising interventions as costed projects.

Introduction to the Province

OVERVIEW

The province of Sindh, one of the four federating units of Pakistan, is the most industrialised and urbanised province of the country. It is resource-rich and endowed with the country's largest natural gas and coal reserves. It is strategically located on the coast with access to the Arabian Sea, accounts for 23% of Pakistan's population, and contributes approximately 30% of the national gross domestic product (GDP)¹. Sindh has two major ports that handle 80% of the national trade². Karachi, the provincial capital, is the largest city and port in Pakistan, and the main financial and commercial hub of the country.

The province has a young and growing workforce and a vibrant business community.³ Approximately 30% of the working age population in Sindh is engaged in formal employment, whereas 34% of the population is employed in the informal sector and 39% in agriculture; Karachi's population is almost exclusively employed in the manufacturing and services sectors.⁴

Sindh's demographic dividend⁵ "could be a driver for economic growth or a constraint, depending on the availability of jobs".⁶ A 2015 Population Council report projected that "By 2050, Sindh's per capita income will be 191% higher than today's levels if there is no decline in fertility, but 426% higher if fertility declines rapidly. The possible demographic dividend of a 235% increase in per capita income is simply too huge to be ignored in economic growth strategy".⁷

A World Bank report estimated that Sindh's provincial GDP grew at an average annual rate of 3.4% in real terms between 2011 and 2015, which "contributed to a considerable reduction in poverty in the province".⁸ During the same period, however, "per capita real GDP grew at only 1.2% on average, compared with Punjab's 2.6% and Khyber Pakhtunkhwa's 3.3%", and "The main reason for weak

¹ Husain, Ishrat; Qureshi, Aijaz A.; and Hussain, Nadeem. 2019. *The Economy of Modern Sindh* (p. xxx). Karachi: Oxford University Press, 2019. This book includes a chapter on historical background, followed by chapters on population, education, health, labour and employment, poverty and inequality, agriculture, irrigation, infrastructure, industrial structure, energy and mineral resources, and public finance, taxation and resource mobilisation.

² United States Agency for International Development (USAID). 2018. *Sindh Development Forum Partnerships for Development: Report on March 28, 2018 Conference Proceedings*. USAID Pakistan, 2018. Available at <https://pnd.sindh.gov.pk/storage/resourcePage/LFpIfVilmFnJfxx9tpRqCUrX8IFKNGiS5COTln8I.pdf>. This is a report on the proceedings of the Sindh Development Forum convened in 2018 in which the Government of Sindh and several development partners participated and presented 43 thematic and sector working papers.

³ World Bank. 2018. "Sindh Jobs and Competitiveness Programme, Programme-For-Results Information Document (PID) Concept Stage," February 2018, available at <https://ewsddata.rightsindevelopment.org/files/documents/65/WB-P165765.pdf>.

⁴ Husain, Qureshi and Hussain, op. cit., p. xxx.

⁵ Pakistan has been experiencing a demographic transition since the mid-1990s as a result of declining fertility and mortality rates. The transition is expected to last about 30-40 years or longer. During this phase, the proportion of working age adults (15-64 years old) in the population and of young persons in the working-age population will increase. This is sometimes viewed as a demographic dividend because it could lead to higher per capita output. See Arif, G. M.; and Chaudhry, Nusrat. 2008. "Demographic Transition and Youth Unemployment in Pakistan," *Pakistan Development Review*, 47:1 (Spring 2008), pp. 27-70.

⁶ World Bank. 2017. *World Bank Input to the Sindh Growth Strategy: Overview of the Sindh Growth Strategy* (p. 11). World Bank, August 2017. Available at

<https://pnd.sindh.gov.pk/storage/resourcePage/TymyMhAjzp6d6LwHzh7o7pLipwHfgKjzaVKCxuXr.pdf>. This overview document distils the main findings and messages of the 10 Technical Notes prepared by the World Bank as inputs to the Sindh Growth Strategy. The technical notes are: Patterns of Development, Agriculture, Manufacturing, Services, Energy, Infrastructure, Business Environment, Accountability, Human Development, and Urban Development.

⁷ Bloom, David E.; Sathar, Zeba; and Sadiq, Maqsood. 2015. "Prospects for economic growth in Sindh under alternative demographic scenarios: The case for a rapid fertility decline." Policy brief. Islamabad: Population Council, The Evidence Project. Available at <https://evidenceproject.popcouncil.org/wp-content/uploads/2015/11/Prospects-for-Economic-Growth-in-Sindh-Policy-Brief.pdf>. The report added that "If Sindh is to harness the demographic dividend, planners must invest at least as heavily and urgently in efforts to raise the contraceptive prevalence rate as in interventions to educate, train and productively employ the youth bulge."

⁸ World Bank 2017, p. 4.

economic growth ... has been declining productivity”.⁹ The World Bank noted that “competitiveness is largely dependent on productivity improvements”.¹⁰

The development of Sindh is marked by disparities, the most problematic and enduring of which is between its urban and rural areas.¹¹ “Rural Sindh experienced negative growth while urban Sindh enjoyed positive growth” during 2011-2015. In urban Sindh, especially Karachi, the indicators of human development “equal or surpass the level of development in other developing countries with a comparable per capita income”, while “the level of human development in rural Sindh is worse than many countries in sub-Saharan Africa”.¹² The rural-urban divide is congruent with the ethno-linguistic divide in the province between Sindhis and Urdu speakers.

Responsibility for a wide range of subjects (including health, education, agriculture and local government) was devolved from the federal to provincial governments by means of the Eighteenth Constitutional Amendment of 2010. The provinces, however, have continued to maintain highly-centralised systems of service delivery without devolving substantive powers to local governments. Provincial-local issues have been accentuated along ethno-linguistic lines, particularly in Karachi, where Urdu speakers form the single largest group.¹³

The structure of civil administration in Sindh consists of six divisions, 30 districts and 138 talukas (sub-districts). Karachi Division has seven districts and Hyderabad Division nine. The provincial government administers divisions through commissioners and districts through deputy commissioners recruited to the national and provincial civil services and reporting to the chief secretary.

As in the rest of Pakistan, the union council is the lowest level of development administration. Most of the line departments have field staff down to the union council level, although operational funds for service delivery are meagre.¹⁴ The departments are vertically-structured organisations headed by provincial secretaries based in Karachi, who report to members of the provincial cabinet.

DEMOGRAPHICS

Sindh has an area of 140,914 square kilometres and a population of 54.2 million (projection for 2022 based on the 2017 population census)¹⁵. It is the only province in which a majority of the population (53%) is living in areas classified as urban. The concept of “urban” used in the census is based on the administrative designation of cities, towns and settlements as urban local government councils, rather than their urban characteristics. As the chief census commissioner explained after the 2017 census, the “declaration of urban or rural areas was done by the provincial authorities.”¹⁶

A population growth rate of 2.41% per annum (2.75% for urban areas, reflecting high net migration from other provinces) was reported in the 2017 population census for the 1998-2017 intercensal period. The proportion of working age adults (15-64 years old) in the population was 56% and that of youth (15-29 years) 27%. Forty-one percent of the population was in the 0-14-year age group.

⁹ Husain, Qureshi and Hussain, op. cit., p. xxxi.

¹⁰ World Bank 2017, p. 12. The report also observed (p. 4) that “Declining labour productivity in the province, while a function of many different factors, is partly being driven by low rates of investment in human and physical capital” and that the situation in Sindh is similar to national trends.

¹¹ Husain, Qureshi and Hussain, op. cit., p. xxxi.

¹² Husain, Qureshi and Hussain, op. cit., p. xxxi.

¹³ Karachi’s unique character and the evolution of multiple fissures and their consequences in the city have been described in a well-researched book by Laurent Gayer, *Karachi: Ordered Disorder and the Struggle for the City*, published in 2014. Its chapter headings include “A Contested City”, “From Student Brawls to Campus Wars”, “The Bandits Who Would Be Kings”, “Jihad Comes to Town” (which includes sectarian turf wars) and “Geographies of Fear”.

¹⁴ “In Pakistan, there appears to be strong bias in favour of development spending at the expense of recurrent expenditure”. The latter provides funds for day-to-day service delivery operations. See Consortium for Development Policy Research (CDPR), *Pakistan’s Public Expenditure: Insights and Reflections* (p. 32). Lahore, CDPR, August 2015. Available at <https://cdpr.org.pk/wp-content/uploads/2018/07/Raftar-Public-Expenditure-policy-report-27Aug2015.pdf>.

¹⁵ District-level urban and rural population projections and related data are given in Annex 1.

¹⁶ Report of the press conference of the Chief Census Commissioner, “Census 2017: Pakistan has a million people with disabilities,” news report in *Daily Times*, 12 September 2017 (<https://dailytimes.com.pk/117289/census-2017-pakistan-has-a-million-people-with-disabilities/>).

The 2017 census reported that 62% of the population of the province consisted of Sindhi speakers, 18% was Urdu speaking, and 19% spoke other languages¹⁷. In the rural areas, 92% of the population was Sindhi and 1% Urdu speaking. In urban areas, Sindhi and Urdu speakers accounted for 34% each, Pashto speakers for 10%, and Punjabi speakers for 9%.

Ninety percent of Sindh's population was reported to be Muslim in the 2017 census, with Hindus accounting for approximately 9% and Christians less than 1%. The Hindu population was concentrated in three divisions—Mirpur Khas (which was 44% Hindu), Hyderabad (12% Hindu) and Shaheed Benazirabad (10% Hindu).¹⁸

The census reported a population of 143,529 persons with disability (PWDs), which was 0.3% of the total population of Sindh. The reported proportion countrywide was 1.6% (3.3 million people), compared with 2.5% in the 1998 census. A 2014 report observed that countrywide estimates “vary between 3.3 and 27 million”.¹⁹

The 2017 census was the first one in which transgender people were counted as a separate sex. This resulted from an order issued to the Pakistan Bureau of Statistics by the Lahore High Court in 2017. The census reported a transgender population of 5,954 in Sindh out of a total of 10,418 transgender persons in the country. Transgender representatives estimated that there were 300,000 or more transgender people in the country at the time.²⁰

DEVELOPMENT INDICATORS

*The Economy of Modern Sindh*²¹ presents historical and contemporary perspectives in a large number of sectors and thematic areas. The most recent statistics given in the book are for 2015-16. The 2019-20 *Pakistan Social and Living Standards Measurement Survey* (PSLM) provides more recent district-level data on a large number of indicators.²² These include indicators of the population's health and education levels as well as indicators of access to health, drinking water and sanitation services (refer to Annex 2). Most of the indicators are disaggregated by sex and many differentiate between rural and urban areas.

The *Pakistan Demographic and Health Survey* (PDHS) reports on a range of indicators on women's status and gender inequality²³. These are clustered in Annex 3 under employment and asset ownership, household decision making, banking and connectivity, and violence against women. Additional data on the inclusion of women and girls in specific areas of interest is available from sector-specific and thematic reports included in thematic analysis. Information on PWDs, however, is sketchy.

¹⁷ Pashto and Punjabi accounted for five percent each, and Saraiki and Balochi for two percent each.

¹⁸ These percentages include Hindu scheduled castes, an official term for historically disadvantaged Hindus, which have been under-counted. See Rehman, Zia Ur. 2017. “Scheduled castes have a separate box for them, but only if anybody knew,” *The News* (daily), 10 April 2017. Available at <https://www.thenews.com.pk/print/197657-Scheduled-castes-have-a-separate-box-for-them-but-only-if-anybody-knew>.

¹⁹ Economist Intelligence Unit. 2014. *Moving from the Margins: Mainstreaming Persons with Disabilities in Pakistan* (p. 4), a custom research report produced for the British Council, August 2014. Available at https://www.britishcouncil.pk/sites/default/files/moving_from_the_margins_final.pdf. The figure of 27 million assumed that the proportion of population that has disabilities is 15%, which is the World Health Organisation's global estimate for the proportion of persons with disabilities.

²⁰ Ebrahim, Zofeen T. 2017. “Don't we count? Transgender Pakistanis feel sidelined by census,” Thomson Reuters Foundation, 17 October 2017. Available at <https://www.reuters.com/article/pakistan-transgender-census/dont-we-count-transgender-pakistanis-feel-sidelined-by-census-idUSL8N1ME398>.

²¹ Husain, Qureshi and Hussain, op. cit.

²² Government of Pakistan. 2021. *Pakistan Social and Living Standards Measurement Survey (2019-20), District Level Survey* (PSLM). Islamabad: Government of Pakistan, Ministry of Planning Development and Special Initiatives, Pakistan Bureau of Statistics, July 2021. Available at: https://www.pbs.gov.pk/sites/default/files/pslm/publications/PSLM_2019_20_District_Level.pdf.

²³ National Institute of Population Studies (NIPS) [Pakistan] and ICF. 2019. *Pakistan Demographic and Health Survey 2017-18*. Islamabad, Pakistan, and Rockville, Maryland, USA: NIPS and ICF. Available at <https://dhsprogram.com/pubs/pdf/FR354/FR354.pdf>.

Scope of Review

PURPOSE

The terms of reference (ToR) for this assignment calls for a strategic review to inform the BHC's priorities for future ODA programming over the next five years. The review is predicated on the premise that “Sindh has the potential to become a high middle-income province, but it lags far behind in terms of economic, social and development indicators”; that it has “the potential to become a high-growth and high-income region but has yet to translate this into economic and social development”. The review is exploratory in nature and intended to generate evidence-based strategic recommendations for potential future UK ODA support in Sindh.

The first (exploratory) phase of the review was based on a broad analysis of evidence across five themes:

- Global health
- Education
- Climate change and resilience
- Open societies, human rights and modern slavery
- Prosperity, trade and economic growth, including unlocking finance for green growth

Cross cutting themes included:

- inclusion, focusing specifically on women and girls as well as PWDs; and,
- country resource mobilisation.

Insights from the first phase helped identify strategic options, which were narrowed down for a deep dive during the second phase after discussion and mutual agreement. The second phase developed strategic recommendations through additional analysis and stakeholder consultation. These recommendations are points of departure for consideration by the BHC, the aim of this review was not to undertake scoping or to operationalise interventions as costed projects.

KEY QUESTIONS

Key questions for the review include:

- What are the major development challenges that Sindh is facing over the next five years?
- What development challenges have been set out by the Government of Pakistan and Government of Sindh as key priorities in Sindh?
- Which international donors are currently operating in Sindh and across which thematic areas?
- Which local non-governmental organisations (NGOs) are currently operating in Sindh and across which thematic areas?
- What is the UK comparative advantage and where should UK support focus, given UK priorities and needs in Sindh?

DURATION, APPROACH AND TEAM COMPOSITION

The assignment commenced on 2 March 2022 with a kick-off meeting and concluded in mid-August. It revolves around the five key questions outlined in the ToR and specific questions for interrogating documents and stakeholders that arise from the key questions. It is based on literature review, analysis of secondary data, and collection and analysis of qualitative information.

The review was undertaken by a core team of three senior Pakistani consultants, including a lead investigator based in Islamabad and two Sindhi-speaking consultants, one of them based in Karachi. The assignment was managed by a UK-based Project Director and Project Manager. It was supported by the DAI Pakistan team in Islamabad.

Methodology

OVERALL PROCESS

Inception

The review started with an inception phase, which was completed with the approval of the inception report, that included:

- Elaboration of the methodology (as described in this chapter); and,
- Collection, review and preliminary analysis of secondary information, including national data sets and specialised government and other documents.

Data Collection and Analysis:

Data collection and analysis of thematic areas were divided across the research team members. Each team member was responsible for focusing on specific thematic areas as detailed in table below:

Table 1. Team member responsibilities

Team Member Name	Thematic/cross cutting area
Tariq Husain	Overall team lead and main author, covering, prosperity, trade, green finance, economic growth , and initial overview and final integration of national data sets, development plans, gender and social inclusion, Karachi-specific issues, and country resource mobilisation. Coordinated stakeholder engagement for the team.
Hussain Bux Mallah	Lead on climate change and resilience, open societies, human rights, modern slavery , elaboration of Karachi-specific issues , and gender and social inclusion . Coordinated with stakeholders in Karachi to assist the team as and when required.
Rehana Shaikh	Lead on health and education sectors, and gender and social inclusion (focusing specifically focusing on women, girls and PWDs), and development plans and country resource mobilisation related to these areas. Guided other team members in preparing instruments for data collection and review their Phase 2 thematic working drafts.
Adnan Aslam	Assisted the team in the analysis of national data sets and collection of relevant literature.

Secondary data collection through an updated literature review

- Firstly, a literature review of the secondary data was undertaken. The review team started collecting secondary information, including national data, since before the kick-off. The research team broadened the review and analysis of secondary information through a literature review (building on the preliminary analysis in inception), across all five thematic areas.
- The findings from the literature review were structured by the five themes, and sub-headings providing further relevant detail worth exploring as a result of answering the key research questions.
- Each member of the team focused on specific thematic areas and all of them covered the cross-cutting themes.

Primary data collection and analysis

Key Informant Interviews (KIIs) based on instruments (typically, checklists of discussion points) following from the key questions and sub-questions were the main method of primary data collection.

Data collection engaged 53 key stakeholders including government, donors, civil society and private sector actors:

- 13 from the FCDO offices in Islamabad (the BHC) and Karachi (the Deputy High Commission);
- 14 from government organisations (including public-private partnerships), 3 from the Federal Government and 11 from the Government of Sindh;
- 14 from civil society organisations, 2 based in Islamabad and 12 in Sindh;
- 5 from private sector entities based in Karachi; and,
- 7 from development partners and their projects.

A list of these stakeholders is provided in Annex 4. The majority of interviews were conducted virtually; however, a limited number of face-to-face meetings were arranged in Karachi.

Phase 1 – exploratory, broad analysis of all thematic areas

- Team members conducted KIIs with the contacts listed in Annex 4 related to their assigned thematic area. The Team Leader engaged with the stakeholders, particularly those in the government, who have overarching or cross-thematic responsibilities (e.g., Planning and Development officials).
- Findings from Phase 1 were analysed and triangulated with the findings of the literature review to identify the development challenges, what is working, the donor and NGO landscape and provide first insights into the Sindh landscape across thematic areas.
- The review team then presented ‘strategic options’ to the FCDO for review. Some of these were selected with mutual agreement for in-depth analysis in Phase 2.

Phase 2 – deeper dive into agreed areas of interest resulting from Phase 1.

- Phase 2 focused on a limited number of mutually agreed focus areas selected from among the ‘strategic options’ outlined at the end of Phase 1.
- The team carried out another round of KIIs with stakeholders relevant to the agreed focus areas.
- Secondary data was updated and reviewed to include additional sources based on the agreed focus area.
- Findings from Phase 2 were synthesised to prepare ‘strategic recommendations’ for the Final Report. These recommendations are supported by additional analysis in Annexes 7-10.
- Draft ‘strategic recommendations’ were discussed with FCDO and its feedback reflected in the Final Report.

Analysis leading to the recommendations aimed to sharpen the articulation of challenges in each case and crystallise the specific problem at which the recommendation was aimed. The process also identified specific groups affected by the problem, particularly women, girls and people living in deprived or vulnerable rural areas. Next, the analysis articulated the opportunities available for addressing the problem. These included, for example, government commitment, the presence of effective civil society entities with a demonstrated record, and evidence of approaches, particularly public-private partnerships, that had worked to address the problem. Opportunities for creating impact that could generate policy implications were also noted.

Within the opportunity set, the analysis identified possible intervention areas for each recommendation, based on successful approaches observed in Pakistan or good practices highlighted in the literature. These included UK-supported interventions either demonstrated in Pakistan or available for UK-Pakistan cooperation. The interventions are based on persuasive evidence and relevance to ODA. As they stand, however, they may be considered as reasonable points of departure for consideration by the BHC as it moves forward with its plans for Sindh.

Final Phase

The Final Phase and the Final Report provide ‘strategic recommendations’ that are entry points for the future, based on FCDO feedback at the end of Phase 2. Based on FCDO feedback at the end of Phase 2, DAI:

- prepared a draft final report;
- participated in presentation of findings to FCDO, and received feedback from FCDO; and,
- submitted a final report.

High-level Statements on Government Priorities

SINDH VISION 2025

There are references in the literature to a Sindh Vision 2025, going back to 2017, but the DAI team was unable to find a document with this name. An August 2017 World Bank report introduces the context of Vision 2025:²⁴

The Sindh 2025 Vision is based on three ground realities: first, Sindh’s economic and social endowments are a pivotal factor in its development, as well as in the development of Pakistan’s economy; second, the province faces several development challenges, particularly in human development; and third, the challenges must be addressed in a manner that considers the existence of various dualities in the country and the province. These include, for example, the urban-rural divide, highly productive agricultural regions along with semi-arid zones, centres of academic excellence and communities without adequate basic schooling, and energy shortages despite vast energy resources.

A newspaper item from January 2020 reports statements made by the Chief Minister on Vision 2025:²⁵

Sindh Chief Minister Syed Murad Ali Shah has said that the vision 2025 worked out by his government specifies comprehensive development agenda and lays down a synchronised and integrated development strategy for inclusive and participative economic growth which provides equal opportunities to all.

He said, “The vision 2025 of Sindh Government provides a comprehensive road map to harness the resources by creating synergy between the Federal and Sindh governments, and it will put the province on trajectory of growth, socio-economic development and prosperity.” Talking about the mission of government, Syed Murad Ali Shah [highlighted] robust investment in development schemes for public service delivery in education, health, food security, safe drinking water supply, sanitation and resilient infrastructure for energy production, road network and water resources management for socio-economic development and poverty reduction.”

SINDH DEVELOPMENT FORUM 2018

In 2018, the Government of Sindh (GoS) organised the Sindh Development Forum “as a dialogue between the government and development partners (international community) in order to coordinate and sustain development initiatives in the province”.²⁶ The event was organised in collaboration with the United States Agency for International Development (USAID). It brought together government departments and several development partners, including the World Bank, Asian Development Bank (ADB), six United Nations (UN) agencies, the European Union and USAID. The conference report states that “The discussions and recommendations arising from the forum are envisaged to contribute to the Government of Sindh and international partners’ development plans for the next five-to-ten years”.

The conference discussed nine priority sectors and certain cross-cutting themes:

²⁴ World Bank. 2017. *World Bank Input to the Sindh Growth Strategy: Overview of the Sindh Growth Strategy* (p.6). World Bank, August 2017. Available at

<https://pnd.sindh.gov.pk/storage/resourcePage/TymyMhAjzp6d6LwHzh7o7pLipwHfgKjzaVKCxuXr.pdf>.

²⁵ Associated Press of Pakistan. 2020. “Vision 2025 Worked Out By Sindh Govt Specifies Comprehensive Development Agenda: Chief Minister Sindh,” *UrduPoint*, 20 January 2020. Available at <https://www.urdupoint.com/en/pakistan/vision-2025-worked-out-by-sindh-govt-specifie-814960.html>.

²⁶ USAID. 2018. *Sindh Development Forum Partnerships for Development: Report on March 28, 2018 Conference Proceedings*. USAID Pakistan, 2018, p. 14. Available at <https://pnd.sindh.gov.pk/storage/resourcePage/LFpIfVilmFnJfx9tpRqCUrX8IFKNGiS5COTln8I.pdf>.

- Agriculture and food security;
- Economic growth, private sector and public-private partnership
- Education;
- Energy and infrastructure;
- Health and population;
- Nutrition;
- Public financial management;
- Poverty reduction and community development; and,
- Water, sanitation and municipal services.
- Governance, gender and environment responsiveness were covered as cross-cutting themes.

The Chairman of the Planning and Development Board identified specific projects and donor assistance at the conference, that were reported in a newspaper account:²⁷

... the government is implementing Sindh Vision 2025, a multi-faceted development programme across the province, targeting industrial development and special economic zones; skill development; development of Thar coal and wind power projects; development of Keeti Bunder Port; irrigation structures and networks including rehabilitation of Sukkur Barrage, improving the reliability and safety of Guddu Barrage, and lining of canals; poverty reduction and community development.

... the vision also includes schemes for creation of jobs and skills development; education reform programme focusing on rehabilitation and development of physical infrastructure and quality human resource; better health services across the province; nutrition support initiatives; water supply and sewerage services and betterment of infrastructure.

... the Sindh government with the support of the World Bank has also prepared a Sindh growth strategy for the next 5-10 years focusing largely on growth and competitiveness.²⁸ The World Bank has also carried out a city diagnostic and transformation strategy to transform Karachi into a liveable and competitive mega city.

He said that phase I of Greater Karachi Water Supply Project (K-IV), Greater Karachi Sewerage Plan (S-III), better sanitation services through Sindh Solid Waste Management Board in collaboration with local governments and private service providers, development of an integrated mass transit system in Karachi ... and rehabilitation of KCR [Karachi Circular Railway] were also part of Vision 2025.

A number of these projects are being implemented with the technical and financial support of our development partners including the World Bank, ADB, USAID, European Union, JICA [Japan International Cooperation Agency], various UN agencies, Korean Assistance, and the Multi Donor Trust Fund.

SINDH SUSTAINABLE DEVELOPMENT GOALS FRAMEWORK

Assisted by the United Nations Development Programme, and adopting a multi-layered methodology, the Government of Sindh established goal-level priorities for the Sindh Sustainable Goals (SDGs)

²⁷ Ghori, Habib Khan. 2018. "Vision 2025 focuses on human, social and economic development, claims official," *Dawn* (daily), 2 April 2018. Available at <https://www.dawn.com/news/1398964>.

²⁸ What is available is not a growth document but the 2017 World Bank report cited above, which says that it is "well-aligned with the Government of Sindh's priority areas, as articulated in the Sindh 2025 Vision" (p. 6).

Framework prepared in 2021.²⁹ The priorities are presented in three categories – immediate (six SDGs), intermediate (up to 2025, another six SDGs) and long-term (up to 2030, five SDGs):

■ Immediate priorities

- Priority 1: Goal 4 Quality Education
- Priority 2: Goal 3 Good Health and Well Being
- Priority 3: Goal 6 Clean water and Sanitation
- Priority 4: Goal 7 Affordable and Clean Energy
- Priority 5: Goal 2 No Hunger
- Priority 6: Goal 8 Decent work and Economic Growth

■ Intermediate priorities (up to 2025)

- Priority 7: Goal 9 Industry, Innovation and Infrastructure
- Priority 8: Goal 16 Peace and Justice
- Priority 9: Goal 11 Sustainable Cities and Communities
- Priority 10: Goal 1: No Poverty
- Priority 11: Goal 12 Sustainable Consumption and Production
- Priority 12: Goal 10 Reduce Inequalities

■ Long-term priorities (up to 2030)

- Priority 13: Goal 5 Gender Equality
- Priority 14: Goal 17 Partnership Development
- Priority 15: Goal 13 Climate Change
- Priority 16: Goal 14 Life Below Water
- Priority 17: Goal 15 Life on Land

SINDH REVENUE AND EXPENDITURE

Transfers from the Federal Government under the National Finance Commission (NFC) Award have accounted for 71% to 73% of the Government of Sindh revenue since fiscal year 2018-19, and federal loans and grants for another 4-5% (refer to Figure 1, details in Annex 5 Table 18). In comparison with 2018-19, and in terms of 2018 rupees, there was a 5% decrease in the NFC-related transfer in 2020-21, and a 6% increase in federal grants and loans (due to a one-time, politically-aimed commitment).³⁰ Provincial taxes³¹ brought in 21-24% of total revenue and provincial non-tax sources³² 1% during this period. In terms of 2018 rupees, provincial tax revenues had increased 7% by 2020-21 and non-tax revenues 24%.

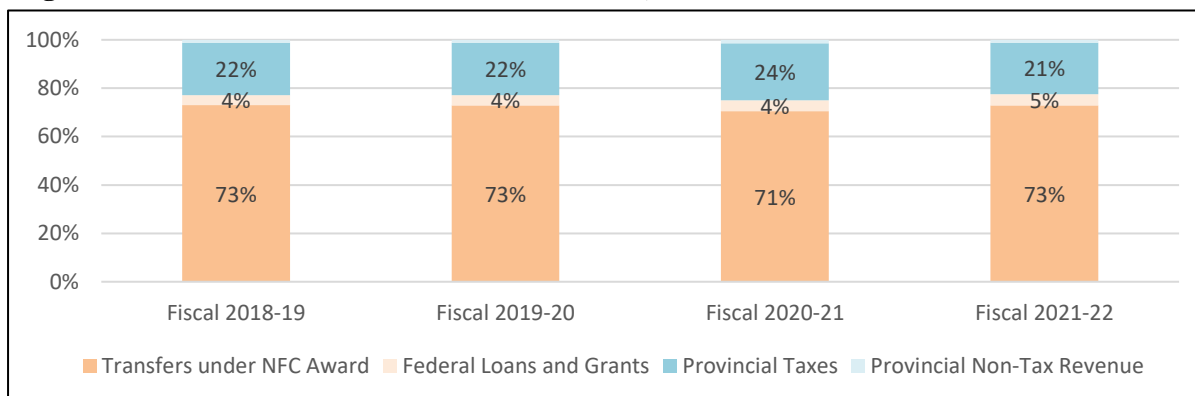
²⁹ Government of Sindh. 2021. *Sustainable Development Goals Framework for Mainstreaming, Sindh*. Available at https://procurement-notices.undp.org/view_file.cfm?doc_id=277185.

³⁰ Value in 2018 rupees was calculated by using changes in the GDP deflator for 2019-20 (10.1%) and 2020-21 (9.8%) reported in the Government of Pakistan, Ministry of Finance, *Pakistan Economic Survey 2020-21* (available at https://www.finance.gov.pk/survey/chapters_21/Economic_Indicators.pdf) and an assumed 9.0% for 2021-22.

³¹ Provincial taxes and their shares (rounded off) in the overall 2019-20 revenue were: property taxes (0%), sales tax on services – General Sales Tax (13%, or PKR 123 billion), excise duties (1%), stamp duties (1%), motor vehicles tax (1%), and “other” (8%, or PKR 79 billion).

³² The non-tax sources of revenue are mark-up, irrigation and “other”. In 2020-21, there was no earning through mark-up, PKR 248 million was earned through irrigation charges, and PKR 11 billion through “other” charges.

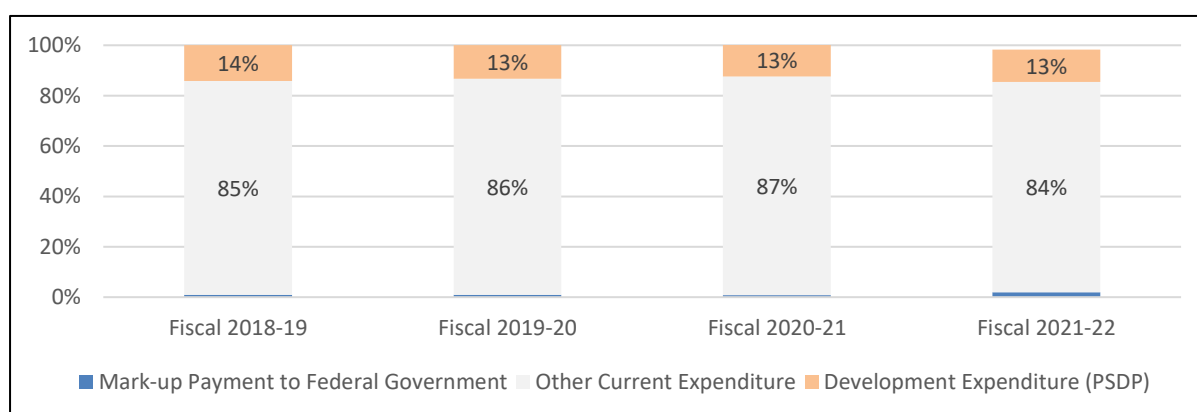
Figure 1. Government of Sindh sources of revenue, 2018-19 to 2021-22



Source: Government of Pakistan, Ministry of Finance, *Fiscal Operations*, available at https://www.finance.gov.pk/fiscal_main.html. The government numbers available for July-December 2021 have been multiplied by two for a 12-month projection for the fiscal year 2021-22.

Between 2018-19 and 2021-22, 13-14% of the Sindh Government’s expenditure has been on development and 86-88% on current expenditure (see Figure 2, details in Annex 5 Table 19). In terms of 2018 rupees, current expenditure in 2020-21 was 3% higher than in 2018-19 and development expenditure was 6% lower. Expenditure exceeded revenue in 2020-21 by 4.6% and the difference was met by borrowing (largely from bank borrowing).

Figure 2. Government of Sindh development and current expenditure, 2018-19 to 2021-22



Source: Government of Pakistan, Ministry of Finance, *Fiscal Operations*, available at https://www.finance.gov.pk/fiscal_main.html. The government numbers available for July-December 2021 have been multiplied by two for a 12-month projection for the fiscal year 2021-22.

Thematic Analysis – Education

CHALLENGES

The Government of Sindh’s *School Education Sector Plan and Roadmap for Sindh (2019-2024)* presents a comprehensive picture of challenges and responses.³³ It identifies access, quality and governance as the main challenges.³⁴ Each of these is elaborated in the document and the complete list is given below.³⁵

Key challenges related to school access

- Low participation and retention
 - Low enrolment and high dropout rates
 - High overage enrolment, which increases the likelihood of dropout
 - Demand-side not addressed/targeted, communities not engaged
 - Insufficient post-primary school places
- Out-of-school-children and low literacy rates among youth
 - Limited and uncoordinated non-formal education
 - Insufficient use of data for planning (e.g. reasons for low enrolment at local level)
 - Inadequate provision of literacy programmes
 - Weak institutional capacity, especially of Department of Literacy & Non-Formal Education
- Equity and infrastructure-related challenges
 - Missing/poor/unsafe infrastructure and facilities, particularly for girls and disabled children
 - Persistent child health issues that affect school preparedness
 - Weak response to girls’ needs (female teachers, facilities)
 - Early Childhood Care and Education policy still under-implemented: need to establish classrooms and centres

Key challenges related to school quality and learning

- Low educational achievement of students
 - Low performance in language, mathematics, science (Grades 5 and 8)
 - Teaching methods often teacher-centred, encourage the rote memory approach
- Pre-service and in-service training
 - Institutional capacities of Sindh Teachers Education Development Authority, Provincial Institute for Teacher Education, Directorate of Curriculum Assessment and Research and the teacher training institutes require strengthening
 - Need to train and assess practical teaching skills
 - Expansion and support of the Continuous Professional Development (CPD) model required to meet existing capacity needs
 - Monitoring of CPD should be introduced to ensure quality
- Recruitment and deployment of teachers
 - More rationalization for recruitment and deployment needed (female and specialist teachers, rural areas)

³³ Government of Sindh. n.d. *School Education Sector Plan and Roadmap for Sindh (2019-2024)*. Government of Sindh, School Education and Literacy Department. Available at <https://www.globalpartnership.org/sites/default/files/document/file/2020-19-Pakistan-Sindh-ESP.pdf>.

³⁴ The Asian Development Bank (ADB)’s 2021 brief *Education Management Organisations Programme in Sindh, Pakistan: Public-Private Partnership Profile* (available at: <https://www.adb.org/sites/default/files/publication/492646/adb-brief-107-sindh-pakistan-education-management-ppp-profile.pdf>) also highlights access to, and the quality of, school-level education as significant challenges.

³⁵ The chapter on strategic recommendation 1, which was developed in Phase 2 of the study, provides in-depth analysis on public sector universities in Sindh.

- Curriculum and textbooks
 - Curriculum not aligned to reflect priorities of education sector (formal and non-formal education)
 - Textbooks not learner-friendly and lack alignment with curriculum
- Assessment
 - Teacher training on assessments needed
 - Increased capacities of Directorate of Curriculum Assessment and Research and Provincial Education Assessment Centre needed to develop student assessment system
 - Limited involvement of district education officers in ensuring school effectiveness

Key challenges related to governance and management of education

- Management
 - Lack of effectiveness of sub-provincial authorities due to scale of work and lack of resources; political interference; lack of professional development opportunities; inaccurate job descriptions; centralised decision making.
 - Assessment of Sindh Education and Literacy Department (SELD) needed to improve organisational structure and delivery
- Human resources management
 - Capacity development needed for staff on Human Resource Management Information System
 - Transparent and accountable teacher recruitment, placement and management required
 - Gender equity (female recruitment, deployment, support, particularly in rural areas)
- Resource allocation and utilization
 - Low utilization of non-salary and development budgets
 - Greater verification needed to ensure efficient budget allocation and utilization
- Strategic planning, monitoring and evaluation
 - Lack of dedicated unit to carry out strategic planning, monitoring and evaluation, and research functions
 - Lack of integrated databases, including information on private service providers
 - Weak analytical capacity to inform decision-making

GOVERNMENT PRIORITIES

Sindh passed The Sindh Right of Children to Free and Compulsory Education Act in 2013 and identified SDG 4 (Quality Education) as one of its six immediate priorities in the *Sindh SDG Framework 2021*.

The Government's *School Education Sector Plan and Roadmap for Sindh (2019-2024)* notes that the previous plan focused on building new schools, whereas the current one "endeavours to strengthen the existing school system holistically." The plan is aligned with SDG 4, "which specifically aims to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all."

The plan proposes eight programmes to fulfil its access, quality and governance goals with 13 objectives, with programmes 1, 2 and 3 under access, programmes 4 and 5 for improving quality, and programmes 6, 7 and 8 for better governance. The eight priority programmes elaborated in the plan are:³⁶

- Programme 1: Out of school children and illiterate youth
- Programme 2: Equitable and adequate provision of school infrastructure
- Programme 3: Equitable enrolment and retention
- Programme 4: Merit based teacher recruitment, qualifications and professional development
- Programme 5: Quality inputs and processes

³⁶ A number of related policies are also available in published documents.

- Programme 6: Professional educational leadership and management
- Programme 7: Improved resource allocation and utilisation
- Programme 8: Effective strategic planning and monitoring and evaluation of SELD interventions

ACTIVE DEVELOPMENT PARTNERS

ADB: Sindh Secondary Education Improvement Project. 1 January 2020–31 December 2025. Budget: USD 82.5 million. Output 1: New secondary school blocks constructed, and operated under EMO programme. Output 2: Teaching capacity in five key subjects improved. Output 3: Secondary education examination system strengthened.

World Bank: Sindh Early Learning Enhancement through Classroom Transformation (SELECT). 2022-2026. World Bank component: USD 100 million. Development Objective: To improve reading skills of early grade primary students and increase student retention in primary schools in selected districts.

World Bank: Actions to Strengthen Performance for Inclusive and Responsive Education Programme for Results (ASPIRE). National project. 2021-2025. World Bank component: USD 200 million. Objective: to support the government to: (i) respond to school disruptions caused by the COVID-19 pandemic; (ii) recover access and improve education quality; and, (iii) enhance sector resilience through better coordination, with a focus on disadvantaged areas and vulnerable populations.

European Union: Development through Enhanced Education Programme (DEEP). 2020-2025. is a five-year programme aiming at contributing to the universal access to quality education in the province of Sindh, enabling young people to progress and engage in productive employment or higher/vocational education. DEEP will contribute to tackle issues such as higher enrolment rate, reduction of drop out and better-quality education in a context of persistent demographic pressure.

JICA: Japan International Cooperation Agency: Curriculum development and teacher training for Non-Formal Education.

USAID: Sindh Basic Education Programme (SBEP). Started 2016, ongoing. USAID contribution: USD 155 million. Increasing and sustaining the enrolment of children in primary, middle and secondary schools in targeted districts.

USAID: Higher Education System Strengthening Activity (HESSA). 2021-2026. USD 19 million. The activity will utilise evidence-based best practices learned in the Asia region, global higher education, and U.S. higher education to increase the Pakistani higher education system's capacity to sustainably manage and enhance equitable access to quality higher education services, particularly for marginalised communities, especially women, students from underserved areas, and people with disabilities.

NATIONAL NGOS

- The Citizens Foundation
- Indus Resource Centre
- Idarae Taleem O Agahi
- Health and Nutrition Development Society (HANDS)
- Family Educational Services Foundation
- The Rural Support Programmes have worked on demand articulation through community mobilisation.

Thematic Analysis – Health

CHALLENGES

The *Sindh Health Sector Strategy 2012–2020* was prepared by the Aga Khan University and published with acknowledgments from the then governor, chief minister and health minister of Sindh.³⁷ It is a comprehensive and costed strategy, touching on almost every aspect of the sector. The preparation process included extensive research and consultation with government and development partners, and support from the UK-funded Technical Resource Facility.³⁸ The document identified the following challenges:³⁹

- District health systems need strengthening, particularly in low-performing districts.
- There are major gaps in primary health care (PHC) coverage of the urban poor.
- Nutrition: Sindh has a higher rate of child under-nutrition, maternal and child anaemia and food insecurity compared to the rest of Pakistan. The burden of under-nutrition is borne by the rural poor.
- Polio: Sindh has been reporting polio cases from the Karachi metropolis and at least five rural districts.
- Non-communicable diseases (NCDs): NCDs account for 56% of the disease burden nationally and are estimated to be higher in Sindh, which has a higher urban population than other provinces. NCDs are endemic among the urban poor.
- Communicable Diseases: The case load of tuberculosis in Sindh, as in the rest of the country, is mainly amongst the poor. Hepatitis B and C levels are also major concerns. HIV [Human immunodeficiency virus] control needs a special focus in urban Sindh.
- Human resource deployment, retention and capacity is sub-optimal in rural areas, particularly for female staff.
- Sindh has become prone to natural disasters but lacks disaster preparedness for health care.
- Essential medicine availability is poor in public sector and compounded by high out-of-pocket expenses, irrational use and suspect quality across the sector.
- There is lack of regulation, despite the fact that Sindh has the highest concentration and highest utilisation of private sector in Pakistan.
- Governance issues: The Department of Health is faced with the key issues of over centralisation of authority and lack of mechanisms to enhance transparency and accountability. There is also weak oversight of service delivery and absence of a clear monitoring and evaluation framework.
- Public sector spending is low in real terms, there are major inefficiencies and regressively high out-of-pocket expenditure.

In relation to family planning, nearly half (48.6%) of the married women of reproductive age (15-49-year old) want to space or limit the number of children they have, yet less than a third (30.9%) are currently using a contraceptive method.⁴⁰ Out of these, only 24.4% use modern methods of

³⁷ Zaidi, Shehla. 2012. *Sindh Health Sector Strategy 2012–2020*. Karachi: Government of Sindh. Available at https://ecommons.aku.edu/cgi/viewcontent.cgi?article=1215&context=pakistan_fhs_mc_chs_chs.

³⁸ Technical Resource Facility. 2013. *Sindh Health Sector Strategy 2012–2020 (Summary)*. Available at <https://phkh.nhsr.org/sites/default/files/2019-06/Sindh%20Health%20Sector%20Strategy%202012-20.pdf>.

³⁹ The chapter on strategic recommendation 2, which was developed in Phase 2 of the study, provides in-depth analysis of family planning issues in Sindh.

⁴⁰ This paragraph is reproduced from UNFPA 2019 *Estimating the health impacts and economic returns of increased family planning in Sindh: A cost benefit analysis*. Available at https://fp2030.org/sites/default/files/PAK_FP_Cost_Benefit%20SINDH_FINAL_9_7_19.pdf.

contraception.⁴¹ The low use of modern family planning methods has an impact on the total fertility rate (TFR) of the province, estimated at 3.6 children per woman on average. The high number of pregnancies and births has considerable effects on the health of women and children, as well as on the health sector expenditures needed to pay for the required healthcare services. By improving the provision of family planning services and commodities over time, Sindh has the potential to meet the current demand for family planning of 48.6% by 2025.

GOVERNMENT PRIORITIES

The Government of Sindh identified “Good Health and Well Being” (SDG 3) as one of its six immediate priorities in the *Sindh SDG Framework*.

The *Sindh Health Sector Strategy 2012-2020* proposes seven strategic outcomes.⁴² Each strategic outcome is organised into sub-sections comprising of i) strategy; ii) strategic areas; iii) key issues; iv) strategic actions; and key performance indicators.” The seven outcomes (including one with sub-outcomes) are:

- Strengthen district health systems with special emphasis on under-developed districts and urban PHC.
 - Strengthen district health systems, starting with the most under-developed districts of Sindh.
 - Implement an urban PHC system built on public-private partnerships and addressing contextual needs of low-income urban population.
- Streamline human resource production, retention and capacity to support priority health needs.
- Special areas of focus: polio, under nutrition, HIV/ AIDS, non-communicable diseases, etc.
- Enhance sector-wide access to essential drugs through improvement in quality assurance, affordability, supply management and rational prescriptions.
- Regulate the health sector, in particular the extensive private sector, towards licensed practice, standardisation of care, minimal reporting requirements and address medical negligence.
- Respond to stewardship and governance needs of the health sector in the post-devolution context, and also improve efficiency and transparency of existing functions.
- Increase investment in health sector and shift towards innovative financing systems to reduce out-of-pocket expenditure by the poor.

For family planning, Sindh was the first province in Pakistan to develop a costed family planning implementation in 2015, with the help and technical assistance of the Gates Foundation and Pathfinder International. A revised costed implementation plan for progress to 2030 was prepared in December 2021. Achieving a contraceptive prevalence rate of 57% by 2030 is a high priority for the government.⁴³ The 2021 road map for FP2030 (with a costed implementation plan) has identified the following strategic objectives:⁴⁴

- Consolidating reforms through political will and ownership in family planning and reproductive health.
- Integrated services and programmatic approach in health and population sectors as well as public-private partnerships (PPPs) for universal access to women, girls, adolescents, male and young people.

⁴¹ Modern methods include female and male sterilisation, implants, intrauterine contraceptive devices, injectables, pills and condoms.

⁴² As summarised in a document prepared by Technical Resource Facility, the *Sindh Health Sector Strategy 2012—2020 (Summary)*, 2013.

⁴³ “Sindh eyes 57% contraceptive use by 2030,” *The Express Tribune* (daily), 24 August 2021. Available at <https://tribune.com.pk/story/2316913/sindh-eyes-57-contraceptive-use-by-2030>.

⁴⁴ Government of Sindh, Population Welfare Department, *Sindh FP2030 Roadmap, 2021 Costed Implementation Plan (CIP)*. Hard copy provided to the DAI team.

- Engaging youth, adolescents, and girls for Life Skills Based Education uptake by newlywed couples.
- Quality of services through quality commodities, equipment, human resources, client satisfaction with counselling, infection prevention and side effects management.
- Advocacy and Social and Behavioural Change Communication at each level of intervention.
- Enabling system through legislation, awareness, implementation and accountability.
- Sustained impact through multi sectoral approach for family planning and reproductive health engaging health, population, education, women development, youth and climate change.
- Engaging male and gatekeepers for positive social and gender norms.
- System strengthening, accountability for results, monitoring, supportive supervision and evaluation.

ACTIVE DEVELOPMENT PARTNERS

Grant Assistance:

- Jacobabad Institute of Medical Science (USAID)
- Children Hospital North Karachi (JICA)
- Regional Blood Bank (KFW/German Grant)

Loans:

- Nutrition Support Programme Sindh (World Bank)
- Child Healthcare Institute Sukkur (Korea)

NATIONAL NGOS

- Aman Foundation
- Aga Khan Foundation
- Indus Health Network
- SINA Health, Education and Welfare Trust
- Health and Nutrition Development Society (HANDS)
- Rahnuma – Family Planning Association of Pakistan
- The Rural Support Programmes have worked on demand articulation through community mobilisation.

Thematic Analysis – Climate Change and Resilience

CHALLENGES

A comprehensive assessment of challenges has been presented in *The Sindh Climate Change Policy and Implementation Framework*, prepared by the Government of Sindh’s Environment, Climate Change and Coastal Development Department.⁴⁵ The challenges it highlights include:

- Sindh is particularly affected by various manifestations of climate change such as increased variability of river flows and floods, heat waves and drought.
- The associated risks are impacting the health and economic well-being of the population and are resulting in social conflicts as well. Natural events such as floods, droughts and storm surges have also led to “climate migration”.
- The districts along the Indus River are highly vulnerable to floods. Historically, the districts most commonly affected in terms of damage to people, wildlife and infrastructure (e.g., during 2010 and 2013 floods) are Hyderabad, Shaheed Benazirabad, Sukkur and Thatta.
- About 65% of Sindh is arid with less than 100mm of average rainfall. The province has a long history of droughts. The districts of Tharparkar, Dadu and Sukkur are especially prone to droughts.
- The Indus Delta supports habitat for wildlife and 97% of the total mangrove forests and is home to over one million people, 135,000 of which depend on mangroves for their livelihood. It is expected that sea level rise will inundate low-lying areas and result in degradation of mangrove forests, declining drinking water quality, and decrease in fish and shrimp productivity.
- The coastal areas of Sindh are most vulnerable and exposed to cyclones. According to some reports, the Sindh coast had an average of four cyclones in a century. However, the frequency and intensity has increased and 14 cyclones were recording during 1971-2001.
- Climate change threatens coastal areas, which are already stressed by human activity, pollution, invasive species, and storms. Sea level rise could erode and inundate coastal ecosystems and eliminate wetlands.
- Due to increased frequency of storm surges, combined with the sea level rise, sea water intrusion has become an emerging challenge and will claim more land area with the passage of time. The increased saline and sodaic contents of soil would reduce the productivity of fertile deltaic soils and eliminate natural habitat along the shoreline.
- Most of the province is located in the intense heat zone, which is expected to see 4-5°C temperature increase in the twenty-first century. Therefore, the burden on human health will be immense due to heat strokes, diarrhoea, cholera and vector borne diseases.
- The increase in temperature, combined with reduced water availability, will result in degradation of rangeland and further deterioration of the already degraded cultivated land areas, such as those suffering from water erosion, wind erosion, waterlogging and salinity.

GOVERNMENT PRIORITIES

The Sindh Climate Change Policy is carefully aligned with relevant SDGs in several sectors as well as specific objectives of the National Climate Change Plan Framework of the Federal Government. It focuses on policy responses and elaborates:

⁴⁵ Government of Sindh. 2021. *Sindh Climate Change Policy and Implementation Framework (Draft)*. Government of Sindh, Environment, Climate Change and Coastal Development Department, 2021.

- Climate change policy measures for adaptation in terms of socio-economic measures, human health, agriculture, fisheries, water resources, biodiversity, forestry, livestock, disaster preparedness, land and vulnerable ecosystems, and indigenous adaptation measures; and,
- Climate change policy measures for mitigation in relation to energy, industries, transport, waste, forestry and wildlife, agriculture, livestock and fisheries, and urban planning.

The policy document also:

- Proposes directions for capacity building, climate finance, technology transfer, learning and knowledge management, and policy implementation; and,
- Highlights the need to increase the resilience of the communities that are most vulnerable and have already been affected by climate change.

The document emphasises that its policy proposals need to be prioritised through an action plan that identifies short-term, medium-term and long-term measures, based on the policy, available resources for implementation of measures, and the capacity of relevant government departments.

ACTIVE DEVELOPMENT PARTNERS

World Bank: Sindh Resilience Project. 2016-2024. World Bank component: USD 104 million. Development Objective: To mitigate flood and drought risks in selected areas and strengthen Sindh's capacity to manage natural disasters and public health emergencies.

World Bank: Sindh Solar Energy Project. 2019-2023. World Bank component: USD 100 million. Development Objective: To increase solar power generation and access to electricity in Sindh Province.

NATIONAL NGOS

No specialised NGOs in the area of climate change and resilience. The Rural Support Programmes have worked on disaster risk reduction.

ISSUES IN CLIMATE FINANCE

The Sindh Climate Change Policy includes a short section on climate finance with some proposals for policy implementation, preceded by a general statement:

Sindh requires substantial additional resources from both public and private sources to respond effectively to climate change impacts. A mix of public, private, international and domestic sources shall be explored to ensure a coordinated approach that reinforces existing practices in national planning and public financial management. Climate compatible development in all the sectors is necessary to ensure public spending in each sector for sustainability and longevity.

The State Bank of Pakistan introduced Green Finance Guidelines in 2017. These “mainly focus on a risk management process that measures and examines environmental risks that can be generated from business activities”.⁴⁶ The International Finance Corporation signed an advisory agreement with the State Bank in August 2018 to support green banking in Pakistan.⁴⁷ Green financing is possible in all sectors.

Major climate finance sources that are available or have been discussed in recent years at a high level include:⁴⁸

⁴⁶ Mumtaz, Muhammad Zubair, and Smith, Zachary Alexander. 2019. “Green Finance for Sustainable Development in Pakistan,” *Islamabad Policy Research Institute IPRI Journal*, Vol. XIX (2), Summer 2019: 1-34. Available at <http://ipripak.org/wp-content/uploads/2019/10/Article-1-IPRI-Journal-XIX-2-Ana-Gre-Fin-ED-SSA.pdf>.

⁴⁷ Press release on the website link <https://pressroom.ifc.org/all/pages/PressDetail.aspx?ID=16107#:~:text=Karachi%2C%20Pakistan%2C%20August%2029%2C,%2C%20low%20carbon%2C%20sustainable%20economies>.

⁴⁸ An in-depth analysis of green finance is provided in the chapter on strategic recommendation 3, which was developed in Phase 2 of the study.

- Global Climate Fund (GCF) projects, which require accreditation and the approval of the National Designated Authority in Pakistan, which is the Ministry of Climate Change. So far, there are only two Pakistani direct access accredited agencies: the National Rural Support Programme (NRSP) and JS Bank Limited. There is broad agreement among sector specialists that there are procedural constraints in the decision-making system as well as lack of capacity among national organisations to meet the standards of the GCF.
- In 2019, with assistance from The Global Islamic Finance and Impact Investing Platform, established by the United Nations Development Programme (UNDP) Istanbul International Centre for Private Sector in Development and the Islamic Development Bank, and with the participation of Pakistani power distribution companies, UNDP Pakistan developed an action plan for green sukuk energy financing strategy for the Government of Pakistan.⁴⁹ The plan was not implemented.
- Also in 2019, in furtherance of the Government of Pakistan’s 2018 initiative to plant 10 billion trees, UNDP analysed the country’s external debt in a concept note that proposed a debt-for-nature swap and its implementation arrangements. The concept did not go forward.
- In 2021, Pakistan signed a declaration, in the presence of the former prime minister, with three of its sovereign creditors (Canada, Germany and the UK) to launch a dialogue with a view to issuing a nature performance bond in the near future.⁵⁰ There is no update regarding progress.
- FCDO has funded a number of green finance initiatives through Karandaaz Pakistan, a non-profit organisation that “promotes access to finance for micro, small and medium-sized businesses through a double bottom line investment platform and financial inclusion for individuals by employing technology enabled solutions” (<https://karandaaz.com.pk/about/about-karandaaz/>). In addition, DAI will be implementing the UK Climate Finance Accelerator Project in Pakistan.

In December 2021, responding to a request from the Federal Government, FCDO entered into an Accountable Grant Agreement with the NRSP to establish the Climate Resourcing Coordination Cell (CRCC) in Islamabad. The CRCC is expected to provide technical assistance to the Government of Pakistan, and work with ministries, government departments, private sector and other stakeholders for the identification of potential ideas and development of concept notes and proposals to access national and international financing for addressing and mitigating climate change challenges in Pakistan. The CRCC has just recently completed its recruitment process.

⁴⁹ *Sukuk* (Arabic word) are an alternative to conventional bonds that pay profit instead of interest and are accepted to be compliant with the *sharia* (Islamic law).

⁵⁰ Halle, Mark. 2021. “Rewarding Nature Performance in Pakistan,” Finance for Biodiversity Initiative, 5 July 2021. Available at: <https://www.f4b-initiative.net/post/rewarding-nature-performance-in-pakistan>.

Thematic Analysis – Open Societies and Human Rights

CHALLENGES

Responsibility for a wide range of subjects (including health, education, agriculture and local government) was devolved from the federal to provincial governments by means of the Eighteenth Constitutional Amendment of 2010. This change finally reflected the intent behind the federal state structure envisaged in the 1973 constitution. The provinces, however, have continued to maintain highly-centralised systems of service delivery without devolving substantive powers to local governments. Provincial-local issues have been accentuated along ethno-linguistic lines, particularly in Karachi, where Urdu speakers form the single largest group.⁵¹

The challenges Sindh faces in governance and inclusion are mentioned in sector-specific and thematic assessments but not available in any overall, consolidated perspective. In these assessments, “governance” is often equated with “management”, with the primary emphasis on capacity and rare attention to transparency and accountability.

It is widely acknowledged in government, the superior judiciary and civil society circles that empowered local government should be a high priority across the country.⁵² Local government, however, is a provincial subject and evidently not a priority for provincial governments, including Sindh. There may be some change in the near future: a senior Government of Sindh official informed the DAI team that the local government act is expected to be amended and it would be prudent to wait for that to happen before proposing any FCDO-supported interventions in local governance.

The dimensions of inclusion are discussed in the development literature on Sindh mainly in terms of urban-rural and gender disparities, neglect and victimisation of women and children, ethno-linguistic divide, and discrimination against religious minorities,⁵³ and occasionally with reference to PWDs. A senior official of the Planning and Development Department acknowledged to the DAI team that women, girls and PWDs are “neglected areas” in which the government would welcome cooperation with FCDO.

GOVERNMENT PRIORITIES

In relation to inclusion, Government of Sindh sector plans give priority to:

- Reducing urban-rural differences in health and education services and outcomes. Neglected urban areas are also prioritised.
- Mega infrastructure projects for Karachi and canal lining projects for rural constituencies, thereby balancing allocations across important urban and rural constituencies.
- Promoting girls’ access to education and also, in a small way, access to education for PWDs; and,
- Women’s protection through justice sector institutions.⁵⁴

⁵¹ The 2017 population census reported that 62% of the population of the province consisted of Sindhi speakers, 18% was Urdu speaking, and 19% spoke other languages (Pashto and Punjabi accounted for 5% each, and Saraiki and Balochi for 2% each). In the rural areas, 92% of the population was Sindhi and 1% Urdu speaking. In urban areas, Sindhi and Urdu speakers accounted for 34% each, Pashto speakers for 10%, and Punjabi speakers for 9%.

⁵² This view was also echoed at the Sindh Development Forum 2018, which called for “decentralisation, both administrative and fiscal, which involves providing more resources and empowerment at all levels of authority, including the district and union council level.”

⁵³ Hindus accounted for approximately 9% and Christians less than 1% of the population in the 2017 census. The Hindu population was concentrated in three divisions—Mirpur Khas (which was 44% Hindu), Hyderabad (12% Hindu) and Shaheed Benazirabad (10% Hindu).

⁵⁴ Contributions made by the federal and provincial governments and judicial authorities to sexual violence response in Sindh are included in the in-depth analysis provided in the chapter on strategic recommendation 4, which was developed in Phase 2 of the study.

Concerns relating to human rights (of women, bonded labour, *haris*/tenants and prisoners, in particular), the freedom of the media, and space for civil society are also raised through non-governmental platforms, particularly when state actors or others are deemed to be negligent or transgressing. Killings in the name of honour and forced conversion of Hindu girls are issues of particular concern. The All-Party Parliamentary Group for International Freedom of Religion or Belief in the UK published a report in September 2021 on “Abductions, Forced Conversions, and Forced Marriages of Religious Minority Women and Girls in Pakistan”,⁵⁵ which included 30 recommendations—17 for the Federal Government of Pakistan, four for the Supreme Court, two for the Parliament of Pakistan, and seven for the UK Government. The Sindh Human Rights Commission, a government entity, publishes annual reports on the state of human rights in Sindh, which include coverage of some of the issues mentioned above.

A large majority of the rural population are peasants who are tenant farmers and sharecroppers (*haris*). They have oral contracts with landowners and are subject to non-transparency in financial matters. *Haris* are generally indebted to their landlords, who give advances to *haris* in cash or in kind. The debt accumulates over time and *haris* are not allowed to leave their landlord unless they clear their accumulated debt. Many of them, therefore, become bonded labour. Moreover, as *haris* generally do not own the land on which they are living, they remain under threat of eviction in case they refuse to do *begaar* (unpaid labour) for the landlord.⁵⁶

The Sindh Tenancy Act of 1950 is not enforced, it is said, because the landlords are powerful and the government machinery weak in comparison. The power relationship, however, has been evolving in recent decades due to changes in the labour market (with agricultural labour moving out to urban locations and the services sector) as well as commercialisation, which affects input and output markets. These changes have made the relationship uncertain for landowners (particularly the small and medium ones) as well as *haris*. A project being implemented by the Food and Agriculture Organisation (FAO) in eight districts has found that there is space for community-based civic governance, in which landlords and *haris* (8,800 in this case) have come together to sign informal written contracts that are evidently beneficial for both parties.⁵⁷

ACTIVE DEVELOPMENT PARTNERS

European Union: Public Financial Management Support Programme II (PFM II). Sindh, Balochistan and federal level. 2020-2024. EU contribution: 13 million euros.

European Union: Improved Land Tenancy in Sindh (ILTS) Province. Implemented by the Food and Agriculture Organisation of the United Nations (FAO). 2017-2023. Budget: USD 4.3 million. Focus: To address challenges regarding land tenure, agricultural production, food security and natural resource management.

JICA: Improvement of Livelihood and Well-Being of Female Home-Based Workers (FHBWs) in Informal Sector in Sindh. Started 2020, ongoing. JICA contribution: PKR 436 million. Models will be piloted in Karachi, Sukkur, Shikarpur and Khairpur Districts.

NATIONAL NGOS

- Human Rights Commission of Pakistan
- Legal Aid Society
- Newspaper Associations
- Hari Welfare Association
- Pakistan Institute of Labour Education & Research

⁵⁵ Available at <https://appgfreedomofreligionorbelief.org/media/APPG-Pakistan-Minorities-Report.pdf>. The Government of Pakistan’s National Commission on the Rights of Child issued a “Policy Brief on Forced Conversions” in 2021 (<https://ncrc.gov.pk/wp-content/uploads/2021/03/POLICY-BRIEF-BY-NCRC-AFTER-ARZO-CASE.pdf>) with recommendations for the national and provincial legislatures, police, district and higher judiciary, and others.

⁵⁶ Gazdar, Haris. and Mallah, Hussain Bux. 2010. *Residential Security as Social Protection*. Institute of Development Studies *Bulletin* 41(4), pp. 42-51. Available at: <https://opendocs.ids.ac.uk/opendocs/handle/20.500.12413/7842>.

⁵⁷ The project’s work in official governance, however, has not made any progress in four years.

Thematic Analysis – Prosperity, Trade and Economic Growth

CHALLENGES

Important considerations that affect the country as a whole also affect the pace and character of economic growth in Sindh. Growth in Pakistan’s GDP has been unable to generate employment for much of the labour force that has been added over time.⁵⁸

Growth has been particularly slow in recent years and poverty has increased. According to a World Bank update of April 2021 (World Bank, 2021, p. 2)⁵⁹, annual growth in national GDP was 1% in fiscal year 2018-19, minus 1.5% in 2019-20, and 1.3% in 2020-21. The projected recovery is expected to remain below the potential, reaching 2.0% growth in 2021-22 and 3.4% in 2022-23. The report (p. 13) notes that:

After two decades of uninterrupted decline in poverty, the COVID-19 [coronavirus disease of 2019] pandemic is expected to have reversed the progress of more recent years. The COVID-19 pandemic is expected to not only increase poverty, but also worsen the depth and severity of poverty among the already poor.

Nationally as well as in Sindh, one of the long-term trends is the structural change in the composition of the GDP: the share of agriculture⁶⁰ has been declining over the years and that of services⁶¹ increasing.⁶² Thus, rural people in Sindh have been moving to urban locations. In addition, rural men (including educated ones, small farmers and the landless) have been leaving agriculture for casual and long-term work in services, leaving women with increased responsibility as well as opportunity for participating in economic and social activities.⁶³

Stagnating labour productivity is another long-term trend that affects economic growth and job creation in Pakistan, including Sindh. This is a key concern in the World Bank’s *Input to the Sindh Growth Strategy*, which is reportedly “well-aligned with the Government of Sindh’s priority areas, as articulated in the Sindh 2025 Vision”. The report notes (World Bank 2017, p. 4)⁶⁴:

Labour productivity in the agriculture sector ... has remained low and steady in Sindh over the past decade. The manufacturing and services sectors present an even starker picture; labour productivity in these two sectors has declined over the past three years after rising for most of the past decade. Declining labour productivity in the province, while a function of many different factors, is partly being driven by low rates of investment in human and physical capital.

The World Bank’s assessment of constraints on productivity growth in Sindh (World Bank 2017, p. 5) suggests that the main problem areas are:

⁵⁸ Pakistan’s GDP growth averaged 6% per year from the mid-1960s to the late-1980s and the economy absorbed the growth in the labour force. The growth rate as well as the employment effect of GDP growth declined thereafter; the reduced effect of growth on employment is sometimes referred to as “jobless growth”.

⁵⁹ World Bank. 2021. *Pakistan Development Update: Navigating in Uncertain Times*. World Bank, April 2021. Available at: <https://openknowledge.worldbank.org/bitstream/handle/10986/35772/Pakistan-Development-Update-Navigating-in-Uncertain-Times.pdf?sequence=1&isAllowed=y>.

⁶⁰ Agriculture includes crops, livestock, forestry and fishing.

⁶¹ The services sector includes: wholesale and retail trade; transport, storage and communication; finance and insurance; housing services (ownership of dwellings); general government services; and other private services.

⁶² Agriculture and the industrial sector account for 19% each of the national GDP, and the services sector for 62% (Government of Pakistan, 2021c, p. 12).

⁶³ These particular trends have not been systematically documented at the provincial level. They are, however, observed and triangulated in project settings in rural Sindh.

⁶⁴ World Bank. 2017. *World Bank Input to the Sindh Growth Strategy: Overview of the Sindh Growth Strategy*. World Bank, August 2017. Available at <https://pnd.sindh.gov.pk/storage/resourcePage/TymyMhAjzp6d6LwHzh7o7pLipwHfgKjzaVKCxuXr.pdf>.

- *Investment climate.* Investment is affected by the business environment in Pakistan generally, and in Sindh in particular, which is “weak relative to global and regional competitors.”
- *Human capital.* “A rapidly expanding population has created significant challenges in education and health services in Sindh, including major gender and rural-urban gaps.”
- *Access to markets.* “Connectivity and access to markets, both nationally and internationally, has been hindered by the dilapidated state of transportation infrastructure, together with flagging logistical quality and efficiency.”
- *Interface between citizens and government.* “A general lack of trust in government institutions and a lack of accountability to citizens and businesses have undermined Sindh’s job creation and poverty elimination potential.”

Trade has obvious potential for improving key economic indicators but Pakistan is far from realising this potential. The World Bank’s *Pakistan Development Update* of October 2021 discusses three key reasons for the stagnation in Pakistan’s exports (World Bank 2021, pp. 30-38):

- “High import duties discourage firms from exporting.”
- “Pakistani firms’ productivity growth has been sluggish, and while exporters show higher levels of productivity, their growth has been similarly underwhelming.”
- “The decision to export in Pakistan is further deterred by the country’s limited access to foreign markets.”

Limited access to foreign markets is among the enduring constraints. As observed in the World Bank’s *Update* (World Bank 2021, p. 33):

Pakistan has few preferential trade agreements and faces implementation challenges in existing ones. Only one has been effectively implemented and covers a substantial portion of trade: The China–Pakistan Free Trade Agreement. The South Asia Free Trade Agreement, to which Pakistan is also signatory, is only partially implemented, and faces substantial geo-political challenges that prevent Pakistan from tapping into a market with a potential for exports of USD 12 billion.

In a presentation shared with the DAI team, the Pakistan Business Council (PBC) expressed the view that:

- Pakistan’s imports are mostly unavoidable.
- The real issue is low exports.
- Pakistan has failed to diversify its exports.
- It has significantly unfavourable market access.

GOVERNMENT PRIORITIES

There is no single consolidated list of GoS priorities in this thematic area and inferences have to be made by triangulation across three main sources. One of these is the executive summary of the report on the Sindh Development Forum 2018, which “offers a synthesis of the breakout session deliberations, where many sector experts—representing the GoS, development partners, academia and other stakeholders—debated issues and identified the sectors’ top priorities for the GoS to address in its growth strategy and to guide the use of GoS resources as well as future donor investments in these sectors.”⁶⁵

The second main source is the 2017 World Bank *Input to the Sindh Growth Strategy*, which is reportedly “well-aligned with the Government of Sindh’s priority areas”. The Chairman of the Planning and

⁶⁵ USAID. 2018. *Sindh Development Forum Partnerships for Development: Report on March 28, 2018 Conference Proceedings*. USAID Pakistan, 2018, pp. 3-9 Available at <https://pnd.sindh.gov.pk/storage/resourcePage/LFpIfVilmFnJfxx9tpRqCUrX8IFKNGiS5COTln8I.pdf>.

Development Board had referred to this work in the Sindh Development Forum, saying that the “government with the support of the World Bank has also prepared a Sindh growth strategy for the next 5-10 years”. The third source (where available) is information from the websites of relevant government departments and ongoing donor-assisted projects and high-level policy statements.

This process suggests that the following directions for economic development have received government attention with a certain degree of consistency:

- Improve investment climate.
- Ensure ease of doing business.
- Increase exports.
- Develop skills (focus on “skilled” and not “cheap” labour).
- Encourage increased use of public-private partnerships for service delivery.
- Strengthen research and extension services in agriculture (livestock and fisheries were also discussed in the Sindh Development Forum).
- Improve governance and accountability.

The first two of these points are reflected in the work of the Investment Department of GoS, where a Doing Business Reform Implementation Unit has reported on the challenges it is addressing:⁶⁶

The Government of Sindh (is committed to making the province an easy and competitive investment hub in Pakistan. With technical support and assistance from the World Bank, the Government of Sindh is pursuing a reform agenda to facilitate ease of business in the province.

The effort is spearheaded by the Investment Department that works to promote investment in all sectors of the economy, facilitate local and foreign investors in the speedy materialisation of their projects, enhance Sindh’s international competitiveness, and contribute to economic and social development.

The aim is to bring together initiatives and action on reforms, as taken by multiple provincial departments and agencies, geared to facilitate ease of doing business in the province.

Pakistan is currently pursuing 44 reforms across a range of indicators, initiating reforms aimed at registering property, enforcing contracts, dealing with construction permits, and starting a business.

The Government of Sindh has formed the Sindh Investment Climate Improvement Cell, a dedicated unit formed under the umbrella of the Investment Department, for the execution of reform agenda, as pursued by different departments.

More specific recommendations are available in the World Bank’s *Input to the Sindh Growth Strategy* and are summarised here, not necessarily to identify current government priorities but to illustrate some well-defined priorities that emerged from a comprehensive assessment based on 10 technical notes.⁶⁷

- Improve investment climate for productivity growth:
 - While continuing with legal reforms to business regulation, pursue a phased transition to e-government to improve transparency, accountability and efficiency in interactions with firms, with a special focus on reforms that could make the business climate for friendly for women.
 - Improve urban land markets through improved regional planning, modernising land records regularising informal settlements, releasing vacant land for development, establishing effective industrial parks and revising land use regulations.

⁶⁶ This is from the Investment Department’s website: <https://sindhinvestment.gos.pk/doing-business-reform-implementation-unit>.

⁶⁷ The assessment and proposals contained in this document distil the main findings and messages of the 10 Technical Notes prepared by the World Bank in the process. The technical notes are: Patterns of Development, Agriculture, Manufacturing, Services, Energy, Infrastructure, Business Environment, Accountability, Human Development, and Urban Development.

- Improve rural service delivery:
 - Improve rural service delivery through public-private partnerships, particularly focusing on improving outcomes for women and girls.
 - Targeted services are health, education, vocational training and agricultural extension.
- Improve connectivity to markets:
 - Invest in transport and telecommunication links that better connect rural Sindh to the economy, and Sindh’s economy to the rest of the world, while also shifting transport investments toward maintenance and a more efficient modal mix.
 - Encourage entry and competition to improve efficiency of transport, logistics and Information and Communication Technology industries.
- Strengthen government credibility and accountability:
 - Establish public-private dialogue mechanisms to improve design and implementation of reforms, including as oversight of strategy implementation.
 - Strengthen budgeting and budget tracking processes, including increased funding of local governments.
 - Establish online citizen feedback mechanisms for service delivery.

A private sector perspective would also be useful to round off this discussion. In this connection, it would be worth noting that:

- The PBC is of the view that the major sectors for foreign direct investment (FDI) are agriculture, horticulture, livestock, textiles, tourism, information technology (IT) and IT-enabled services, mining, oil and gas exploration, health services and fisheries.
- Free and preferential trade agreements remain contentious among large businesses as well as the informal sector. For example, a report by the PBC states that the “PBC has repeatedly called for a ‘moratorium’ on fresh trade agreements pending a review of existing free-trade agreements and the formulation of a national trade policy.”⁶⁸

ACTIVE DEVELOPMENT PARTNERS

World Bank: Doing Business Reform Implementation Unit at the Investment Department, GoS.

World Bank: Karachi Neighbourhood Improvement Project (KNIP). World Bank component: USD 86 million. The project aims to enhance public urban spaces in targeted neighbourhoods, improve ease of doing business, and provide better public services.

World Bank: Competitive and Liveable City of Karachi (CLICK) Project. 2019-2024. World Bank component: USD 230 million. Development objective: To improve urban management, service delivery, and the business environment in Karachi.

NATIONAL NGOS

- American Business Council
- Pakistan Business Council
- Other (specialised) associations of businesses

⁶⁸ PBC. 2017. *Post-Brexit Feasibility of a Pakistan-UK Free Trade Agreement* (p.iii). Karachi: PBC, January 2017. Available at <https://www.pbc.org.pk/research/post-brexit-feasibility-of-a-pakistan-uk-free-trade-agreement/#:~:text=Pakistan's%20exports%20to%20the%20UK,which%20is%20expected%20in%202019.>

Strategic Options Leading to Strategic Recommendations

PATHWAYS LEADING TO STRATEGIC OPTIONS

Identifying strategic options entailed a number of considerations such as:

- Alignment with the UK’s International Development Strategy (IDS) and the Pakistan country plan outcomes ...
- ... as interpreted through the very useful discussion with FCDO colleagues
- Documented government priority or likely to be a government priority
- Other development partners not active in specific sub-thematic area
- Possible country-level synergy between country plan outputs
- Inclusion of women, girls, deprived or vulnerable rural areas, and marginalised groups, particularly tenants, the rural poor, women agricultural workers, landless workers and PWDs
- Small or modest funding requirement
- High likelihood of finding an experienced national partner or UK delivery partner

The process led to the 15 strategic options listed in Table 2 (three for each of the five thematic areas).

Table 2. Strategic options in relation to country plan outcomes and outputs

Education	Health	Climate & Resilience	Open Societies	Prosperity
SO1: Institutional Strengthening for Non-Formal Basic Education (NFBE)	SO4: Integrating Family Planning Services	SO7: Climate-smart Agriculture, Tenure Security and Livelihoods Diversification in Vulnerable Districts	SO10: Piloting Special-purpose Local Governments in Rural and Urban Areas	SO13: Improving the Doing Business Indicators in Sindh and its Major Cities
SO2: Community Empowerment for Articulating Demand for Education	SO5: Community-based Health Awareness and Family Planning in non-LHW Covered Areas	SO8: Protection of Coastal Areas and Communities Affected by Sea Intrusion	SO11: Strengthening Government Response to gender-based violence (GBV)	SO14: Sindh Investment Policy Reform
SO3: UK-Sindh Linkages for Faculty Training at Selected Public Sector Universities	SO6: Strengthening of Sindh Health Care Commission (SHCC)	SO9: Operational Research on Climate Finance in Sindh: Opportunities and Challenges	SO12: Recognition and Support for Women Agricultural and Home-based Workers	SO15: UK-Pakistan Business-to-Business Trade and Investment Dialogue

STRATEGIC OPTIONS – CAMPAIGN GOAL 3 EDUCATION

All strategic options were aligned to the Campaign Goals outlined in the Pakistan Country Plan. Options considered during Phase 1 but not developed for discussion with the FCDO are summarised in Annex 6, which includes reasons for dropping them from further consideration.

SO1 EDUCATION: Institutional Strengthening for Non-Formal Basic Education (NFBE) *(Country Plan OUTPUT 3.1.2)*

Challenge: Limited capacity within Government of Sindh to implement the Non-Formal Basic Education (NFBE) and Adult Literacy Policy

Response: Support institutional strengthening of Directorate of Literacy & Non-formal Education of the School Education & Literacy Department (SELD)

Relationship to Government of Sindh priorities: High priority

Overall approach: Technical support to strengthen the Directorate of Literacy & Non-formal Education to implement the policy and establish the implementation framework, coordinate with various actors involved in policy implementation, capacity building of staff, monitoring and evaluation, and data management

Geographical coverage: Province-wide

Possible implementing partner(s): UK delivery partner

Benefits: Improved capacity in above-mentioned areas

Active development partners: JICA (for curriculum design and teacher training)

SO2 EDUCATION: Community Empowerment for Articulating Demand for Education *(Country Plan OUTPUT 3.1.3)*

Challenge: Address multiple local-level limitations that affect school enrolment

Response: Community-led accountability of state machinery

Relationship to Government of Sindh priorities: Increasing enrolment is a high priority

Overall approach: Support implementing NGO(s) to scale up demand articulation through organised communities and elected representatives, and government responsiveness through civil administration and the education department

Geographical coverage: Selected districts (to be identified)

Possible implementing partner(s): Rural Support Programmes (RSPs) with previous experience and empowered women-only community institutions

Benefits: Addressing multiple issues affecting enrolment, including teacher absence, lack of toilets (especially for girls), building repair, and functioning of parent-teacher committees.

Other comments: RSPs did this successfully in Sindh, including 4 districts under UK-funded Alif Ailaan (2013-2016)

SO3 EDUCATION: UK-Sindh Linkages for Faculty Training at Selected Public Sector Universities *(Country Plan OUTCOME 3.4)*

Development challenge: Improve the quality of the faculty in selected public sector universities

Response: UK-Sindh university linkages for faculty training and “quality enhancement” in the UK and Pakistan

Relationship to Government of Sindh priorities: Likely to be supported by the chief minister

Overall approach: Engage faculty (including “quality enhancement” focal persons) from public sector universities in Sindh to attend training in the UK. Arrange for UK experts to provide training in Sindh. Focus on “general” universities, not single-discipline ones focusing on professional degrees

Geographical coverage: 7-10 of the 26 public sector universities

Possible implementing partner(s): UK delivery partner acting as broker/facilitator, in close cooperation with the Institute of Business Administration, Karachi

Potential beneficiaries: 70-100 faculty members and their students.

Benefits: Improved pedagogical skills, subject knowledge and “quality enhancement” (an institutional requirement of the Higher Education Commission, Pakistan)

Other comments: Can be scaled up to additional faculty members and universities. IBA has the faculty to do this

Active development partners: USAID HESSA supports 15 universities across Pakistan in 8 areas but not with this focus

STRATEGIC OPTIONS – CAMPAGIN GOAL 3 HEALTH

SO4 HEALTH: Integrating Family Planning Services (*Country Plan OUTPUT 3.3.1*)

Development challenge: Integration of services between Department of Health and Population Welfare Department (PWD)

Response: Provide technical assistance to above-mentioned departments

Relationship to Government of Sindh priorities: Integration is a high priority

Overall approach: Develop an integrated ‘Health and Population Policy’ to address implementation issues at provincial, district and community level; develop Social and Behaviour Change Communication (SBCC) strategy to increase demand and achieve government targets

Geographical coverage: Province-wide

Possible implementing partner(s): Aga Khan University (has relevant experience)

Benefits: More efficient service delivery and better outreach

Active development partners: United Nations Population Fund (UNFPA) providing TA for roadmap

SO5 HEALTH: Community-based Health Awareness and Family Planning in non-lady health worker (LHW) Covered Areas (*Country Plan OUTPUT 3.3.1*)

Development challenge: To promote health awareness and increase contraceptive prevalence rate (CPR) among married women of reproductive age in rural areas not covered by lady health workers (LHWs)

Response: Support implementing NGOs

Relationship to Government of Sindh priorities: Family planning is a high priority

Overall approach: Use women community resource persons (CRPs) (1 per 1,000-1,500 people) selected by village organisations (with same qualifications as LHWs). Register, mobilise and refer married women of reproductive age. Engage religious leaders in support. Disseminate basic health awareness messages.

Geographical coverage: Areas not covered by LHWs

Possible implementing partner(s): RSPs with previous experience and empowered women-only community institutions

Benefits: Increased CPR among married women of reproductive age in under-served rural areas

Other comments: RSPs have worked along these lines, including in 4 districts of Sindh under Delivering Accelerated Family Planning in Pakistan (DAFPAK) (2017-2022) and earlier with DFID and USAID-funded projects in several districts, resulting in increases of more than 50% in modern methods of family planning

SO6 HEALTH: Strengthening of Sindh Health Care Commission (SHCC) (*Country Plan OUTPUT 3.2.1*)

Development challenge: Effective regulation of the health sector, including the private sector service providers

Response: Technical support to SHCC in policy and system development

Relationship to Government of Sindh priorities: High priority

Overall approach: Focus on institutional strengthening of SHCC to perform its core functions including regulation and accreditation, strategic planning, and monitoring and evaluation, clinical governance and the integration of parallel vertical programmes at the provincial, district, and service delivery levels

Geographical coverage: Province-wide

Possible implementing partner(s): Aga Khan University (has relevant experience)

Beneficiaries: Service users and ethical and professional service providers.

Active development partners: None

STRATEGIC OPTIONS – CAMPAIGN GOAL 4 CLIMATE CHANGE AND RESILIENCE

SO7 CC AND RESILIENCE: Climate-smart Agriculture, Tenure Security and Livelihoods Diversification in Vulnerable Districts (*Country Plan OUTPUT 4.2.2*) *Possible synergy with Water Resources Accountability Project*

Development challenge: Vulnerability of rural households to climate change and changing conditions in input and output markets that have made tenancy arrangements uncertain

Response: Support organisations with expertise in civic governance, land governance, targeting for inclusion and climate-smart agriculture (CSA)

Relationship to Government of Sindh priorities: CSA and tenancy are “key actions” in the Sindh Agriculture Policy 2018-2030

Overall approach: Introduce CSA interventions for women and men, small and medium farmers, and other income-generating interventions for poor households of landless workers. Facilitate written informal tenancy contracts between tenants and small-to-medium landowners.

Geographical coverage: Districts vulnerable to CC and tenancy insecurity (to be identified)

Possible implementing partner(s): FAO and RSPs

Beneficiaries: Poor tenants (*haris*), small-to-medium landowners, female and male farmers, rural youth, poor households of landless workers, PWDs and religious minorities

Other comments: This is a combination of two tested approaches: FAO (combining CSA and tenure interventions for improved land governance), and the RSPs (for targeting and income generation)

Active development partners: EU-assisted FAO project in 80 villages (8 districts) ends March 2023

SO8 CC AND RESILIENCE: Protection of Coastal Areas and Communities Affected by Sea Intrusion (*Country Plan OUTPUT 4.2.2*)

Development challenge: Address impacts of sea intrusion in coastal areas (“due to increased frequency of storm surges combined with the sea level rise” – Sindh Climate Change Policy)

Response: Support local community-based organisations (CBOs) with relevant experience

Relationship to Government of Sindh priorities: To be assessed

Overall approach: Community mobilisation, mangrove plantation, sustainable fish and shrimp farming, rainwater harvesting in old Indus River riverbeds, livelihoods diversification, including skill development for women (traditional artisans and others)

Geographical coverage: Parts of Hyderabad Division (Badin, Thatta, and Sujawal Districts) and Karachi Division (District South, Korangi, Malir and Keamari Districts. All 4 islands in Keamari are exposed)

Possible implementing partner(s): National NGO or UK delivery partner

Beneficiaries: Vulnerable (including large proportion of poor) households, fishers, women

Other comments: IUCN supported mangrove plantation with Forest Department. UNDP Global Environment Fund (GEF) supported small-scale interventions through local CBOs

Active development partners: None

SO9 CC AND RESILIENCE: Operational Research on Climate Finance in Sindh: Opportunities and Challenges (*Country Plan OUTPUT 4.3.1*)

Development challenge: To identify constraints limiting the use of climate finance in the private sector and suggest how to broaden the use of climate finance in Sindh

Response: Support operational research to assess the limitations of climate finance instruments in relation to the demand side

Overall approach: Compare Sindh investor requirements with what is offered or expected to be offered in the near future through Pakistani banks, green sukuk (UNDP-Islamic Development Bank study 2019), debt-for-nature-swap (UNDP concept note 2019), nature performance bonds (idea endorsed at the highest levels and UNDP study prepared, 2021), and green bonds. Identify challenges that need to be and could be addressed.

Geographical coverage: Province-wide, possibly with country-wide implications

Possible implementing partner(s): Newly-established FCDO-funded Climate Resourcing Coordination Unit (staffed by experienced experts).

Active development partners: None focusing on operational research on this issue. *Note: DAI will be implementing the UK Climate Finance Accelerator Project in Pakistan.*

STRATEGIC OPTIONS – CAMPAIGN GOAL 5 OPEN SOCIETIES AND HUMAN RIGHTS

SO10 OPEN SOCIETIES: Piloting Special-purpose Local Governments in Rural and Urban Areas (*Country Plan OUTCOME 5.4*) *Possible synergy with the Sub-national Governance Programme*

Development challenge: Lack of basic services, accountability and funds

Response: Facilitate dialogue between provincial government and willing settlements to establish special-purpose local government on a pilot basis in one urban and one rural locality

Relationship to Government of Sindh priorities: Local government has not been a provincial priority

Overall approach: Leave the existing system as it is, but allow willing settlements to incorporate themselves as special-purpose local governments under provincial law (so they can levy taxes, overcome free rider problem, contract into service contracts with other local governments, and outsource private sector entities)

Geographical coverage: Illustrative: Tando Soomro Village in Tando Allahyar District and 1 settlement in Karachi such as Khuda ki Basti

Possible implementing partner(s): UK delivery partner

Beneficiaries: Pilot area beneficiaries, to start with. Later on other citizens and government. Benefits for the government: devolve insolvency, improve service delivery, and gain credibility

Other comments: Tando Soomro has been a model of community governance since the late-1980s. Khuda ki Basti initiated cost-sharing for solid waste management with the municipality but the latter reneged soon after starting the work.

Active development partners: None focusing on this issue

SO11 OPEN SOCIETIES: Strengthening Government Response to GBV⁶⁹ (*Country Plan OUTPUT 5.2.1*)

Development challenge: Lack of government capacity to inform and track implementation of reforms

Response: Support the government in implementation of GBV legislation (including the Anti Rape Investigation and Trial Act 2021) and related reforms

Relationship to Government of Sindh priorities: High priority

Overall approach: A support mechanism for: Legal research and advocacy for reforms, focusing on 4 priorities established by the government's Multi-sectoral Coordination Committee (MSCC), chaired by the chief secretary: medico-legal reforms; performance management framework; assessment of GBV processes; and Anti-rape Crisis Cells (ARCCs) and one-stop centres. Data and analytics support to implementation committees.

Geographical coverage: Province-wide

Possible implementing partner(s): Legal Aid Society, Karachi

Beneficiaries: GBV victims and survivors

Other comments: (1) There is some overlap between the ARCCs to be notified under the 2021 Act, which focus on rape, and the one-stop centres mandated by the Sindh High Court, which deal with broader service delivery. (2) LAS is a member of the MSCC and has worked on similar projects, including the UK-funded open societies programme GBV project in Sindh and Islamabad

SO12 OPEN SOCIETIES: Recognition and Support for Women Agricultural and Home-based Workers (*Country Plan OUTCOME 5.2*)

Development challenge: Lack of government capacity to operationalise the Sindh Home-based Workers Act 2018 and the Sindh Women Agricultural Workers Act 2020

Response: Support national NGO(s) to conduct an action research programme and use the findings to advise the government

Relationship to Government of Sindh priorities: Passage of laws indicates priority

⁶⁹ Several human (including women's) rights issues are flagged in the open societies' thematic analysis chapter. The idea of strengthening the response to GBV was selected as a strategic option in view of the "Pathways Leading to Strategic Options" described above in this chapter. The high priority given by the federal and provincial governments and judicial authorities to this matter, and the steps already taken in Sindh (described in the chapter on strategic recommendation 4), were decisive in leading to this suggestion in preference to other possible interventions.

Overall approach: Facilitate implementation of legislation by testing design options, creating practical manuals, and drafting and getting approved realistic rules (in pursuit of laws)

Geographical coverage: Start in Karachi and Hyderabad (around specific industries) for home-based workers, and in cotton-growing districts for women agricultural workers

Possible implementing partner: Collective for Social Science Research

Beneficiaries: Women agricultural and home-based workers

Other comments: The Collective has considerable DFID experience. It also lobbied successfully for the above-mentioned legislation

Active development partners: None

STRATEGIC OPTIONS – CAMPAIGN GOAL 6 PROSPERITY, TRADE AND ECONOMIC GROWTH

SO13 PROSPERITY: Improving the Doing Business Indicators in Sindh and its Major Cities *(Country Plan OUTPUT 6.2.1)*

Development challenge: Regulatory constraints adversely affect investment and growth

Response: Support the government (through Investment Department) in improving the Doing Business (DB) indicators of Sindh as a province as well as Karachi, Sukkur and Hyderabad

Relationship to Government of Sindh priorities: High priority

Overall approach: Focus on regulatory issues affecting DB indicators over which the province has jurisdiction but are not being addressed in ongoing World Bank-assisted project (e.g. electricity connections, environmental impact assessments, and matters related to the Sindh Board of Revenue); facilitate public-private dialogue

Geographical coverage: Province-wide

Possible implementing partner: UK delivery partner

Beneficiaries: Businesses and the labour force in the first instance, then government and consumers

Active development partners: World Bank is working on DB indicators

SO14 PROSPERITY: Facilitating FDI *(Country Plan OUTPUT 6.2.1)*

Development challenge: State Bank of Pakistan regulations adversely affect overseas (including UK) investment

Response: Support changes in State Bank regulations through technical assistance

Relationship to Government of Sindh priorities: Investment is high priority

Overall approach: Focus on streamlining FDI entry and (profit and divestment) remittance procedures and other issues identified by UK (and also faced by other) investors

Geographical coverage: Province-wide with country-wide implications

Possible implementing partner: UK delivery partner working closely with the Deputy High Commission, Karachi

Beneficiaries: National and foreign businesses and the labour force in the first instance, then government and consumers

Active development partners: None active in this particular area

SO15 PROSPERITY: UK-Pakistan Business-to-Business Trade and Investment Dialogue
(Country Plan OUTPUT 6.3.1) *Possible synergy with government-to-government trade dialogue (enhanced strategic dialogue)*

Development challenge: Building a UK-Pakistan B2B platform for trade dialogue

Response: Facilitate UK-Pakistan B2B interaction supported by evidence-based research and TradeSift (U of Sussex) software, and link with the ongoing UK-Pakistan government-to-government Trade Dialogue

Relationship to Government of Sindh priorities: Not a stated priority but likely to be supported

Overall approach: Engage “practical” researchers from UK and Pakistan to produce evidence-based discussion papers on issues of concern to UK and Sindh-based businesses, for discussion at B2B workshops and other events. Follow-up recommendations through ongoing dialogue.

Geographical coverage: Countrywide, with a base at the Pakistan Business Council, Karachi, evidently the only organisation in Pakistan with ongoing “practical” research on trade issues

Possible implementing partner: UK delivery partner, to facilitate the interaction

Beneficiaries: UK and Pakistani businesses in the first instance, then workers, government and consumers

Active development partners: None

Other comments: This idea is inspired by projects for India-Pakistan trade that demonstrated the potential of combining Track I and Track II interactions, one of which trained government officers and business sector researchers in TradeSift (<https://tradesift.com/tradesift-software/>)

OPTIONS SELECTED FOR IN-DEPTH ANALYSIS

DAI and FCDO discussed the 15 strategic options and FCDO provided feedback and explained the context.

Context

- UK Government’s International Development Strategy (IDS). For purposes of alignment and assessing the relevance of the strategic options proposed in Phase 1, we need to bear in mind the IDS and its priorities, and not only the country plan and where we currently stand.
- Funding. We are starting to get our budgets now for delivering the country strategy for the next 3 years. The figures are not yet final but there may be a significant reduction for Pakistan.
- Timeframes. It’s important to prioritise options for a longer-term approach, not just for a few months.

Options to Pursue in Phase 2

The following options would be elaborated as strategic recommendations during Phase 2 of the study:

- SO3 EDUCATION: UK-Sindh Linkages for Faculty Training at Selected Public Sector Universities
- SO5 HEALTH: Community-based Health Awareness and Family Planning in non-LHW Covered Areas
- SO9 CLIMATE CHANGE AND RESILIENCE: Operational Research on Climate Finance in Sindh: Opportunities and Challenges
- SO11 OPEN SOCIETIES: Strengthening Government Response to GBV
- SO15 PROSPERITY: UK-Pakistan Business-to-Business Trade and Investment Dialogue

Strategic Recommendation 1, Education: UK-Sindh Linkages for Faculty Development at Selected Public Sector Universities

This was Strategic Option 3 of the Phase 1 report, with the title ‘UK-Sindh Linkages for Faculty Training at Selected Public Sector Universities’. It is aligned with Outcome 3.4 of the country plan (“Increased opportunities for people to benefit from UK higher education and qualifications”).

SYNOPSIS

There are reported to be 233 universities in Pakistan with an enrolment of 1.96 million, including 0.84 million (43%) female students, and 56,000 full-time faculty members. During 2010-11 to 2020-21, total enrolment increased by 77% and the number of faculty members decreased by 12%. The number of students per faculty member doubled from 17.4 to 35.1. A ratio of 17:1 or 15:1 is considered a minimally acceptable quality standard.

Assessments of higher education noted improvements in the system since 2002, including greater access and research activity, and attention to quality and management, when the Higher Education Commission (HEC) was established as an autonomous regulatory body. Assessments have also identified governance and the quality of teaching and research as continuing challenges. In addition, the budget for higher education has been reduced drastically in recent years.

There is growing recognition that the emphasis needs to shift from infrastructure development to faculty development. The problem is not only the overall shortage of faculty but also the lack of mentoring occurring between senior and junior faculty members. The result, as noted by a leading Pakistani scholar, is that lack of experience is a major obstacle in development of a culture of mentoring and nurturing.⁷⁰

In the United States and United Kingdom, the faculty have gone through a process of apprenticeship with senior faculty members. So, they have a yardstick and the experience of having gone through the process. There is an internal push to mentor and apprentice. There is, at root in Pakistan, an experience problem. Here, faculty members have not been through that process!

The higher education system is young, has expanded rapidly, and “only a very small group of senior faculty members have been steeped in a culture of mentoring and collaboration.”⁷¹ Under the circumstances, it is not possible to develop the skills of thousands of faculty members. A better option is to create clusters around star mentors in selected departments and institutions, and support them through international collaboration. The academic community in Pakistan values mentoring and collaboration. UK universities have developed mechanisms, including mentoring and continuing professional development (CPD), that could be used for supporting faculty careers in Pakistan.

Working with relevant stakeholders (and in close collaboration with the Institute of Business Administration, Karachi), it should be possible to identify a small number of universities (approximately 7-10)⁷² for faculty development (of approximately 70-100 full-time faculty members) through linkages with UK universities, with a focus on appropriate interventions for mentoring and CPD (as illustrated below).

In Sindh, preference would be given to universities where research, collaboration and academic freedoms are valued. There would be emphasis on working with star faculty members and their

⁷⁰ Dr Adil Najam, quoted in Haque, Nadeem Ul; Mahmood, Mahboob; Abbas, Shahbano; Lodhi, Ali; Rab, Maryam; and Jones, Catherine Sinclair. 2018. *The University Research System in Pakistan* (p. 104). Islamabad: British Council, Knowledge Platform, 2018. Available at <https://www.britishcouncil.pk/about/research-reports/university-research-system-pakistan>.

⁷¹ Haque et al., op. cit.

⁷² These would be ‘general’ universities offering degrees in several disciplines.

associates, with a high representation of women, and the inclusion of university focal persons who are responsible for quality enhancement. Technical disciplines in which donor-financed contributions of equipment and infrastructure are expected or required would be avoided.

CHALLENGES

Pakistan had one university (Punjab University, Lahore) and 25-30 colleges when it became independent in 1947.⁷³ Punjab had most of the colleges, with Sindh a distant second. There were eight universities in 1970, 20 (including two private ones⁷⁴) in 1990, and 32 (including 14 private) in 2000. The most recent (2021) data shows that there are 233 universities in the country with an enrolment of 1.96 million, including 0.84 million (43%) female students, and 56,000 full-time faculty members.⁷⁵

Of the total, close to half million students are enrolled in distance learning at the Allama Iqbal Open University. The number of private universities in 2020 was reported to be 83, serving an estimated 19% of the student population at this level,⁷⁶ a proportion that has remained steady in recent years.

Between 2010-11 and 2020-21:⁷⁷

- There was an increase of 77% in total enrolment. Female enrolment increased by 61% and male enrolment by 91%.
- The proportion of female students has been declining since 2013-14, when it was 50%.
- The number of full-time faculty numbers reached a peak of 88,000 in 2014-15. It decreased by 12% over the ten-year period and the number of students per faculty member doubled from 17.4 to 35.1.

A 2017 World Bank report concluded that “After decades of neglect, Pakistan’s tertiary education sector has seen a revival.”⁷⁸ It attributed progress to the HEC, which was established in 2002 as an autonomous regulatory body.⁷⁹ “Under HEC, many initiatives were introduced to update the system to international standards, instil a culture of research, and improve quality.” A recent USAID project document also noted positive changes associated with the HEC: “significant progress has been made to expand access to tertiary education; improve basic conditions for teaching and research; and start to tackle issues related to institutional governance and management.”⁸⁰

At the same time, most of the assessments of higher education in Pakistan, particularly by Pakistani scholars, have identified governance and the quality of education (including teaching and research) as continuing major problems. In addition, the budget for higher education has been reduced drastically in

⁷³ Information reported in this paragraph is taken from Hoodbhoy, Pervez. 2021. ‘Pakistan’s Higher Education System.’ In: Sarangapani, P.M., and Pappu, R. (eds.) *Handbook of Education Systems in South Asia. Global Education Systems*. Springer, Singapore. Available at https://doi.org/10.1007/978-981-15-0032-9_64.

⁷⁴ The Lahore University of Management Sciences was established in 1984 and the Aga Khan University Karachi in 1985.

⁷⁵ Government of Pakistan. 2022. *Pakistan Economic Survey 2021-22* (Statistical Appendix, Table 10). Islamabad: Government of Pakistan, Finance Division (data provided by the Higher Education Commission). Available at: https://finance.gov.pk/survey_2022.html.

⁷⁶ The number of private universities is taken from United States Agency for International Development (USAID). 2021. ‘Notice of Funding Opportunity (NOFO) Number: 72039121RFA00001 – Higher Education System Strengthening Activity (HESSA)’ (p. 68). Islamabad: USAID Pakistan, 4 March 2021. Available at <https://www.grants.gov/web/grants/view-opportunity.html?oppId=331869>. This document reports that 19% of the university students were in private universities, and the same figure appears in Haque et al. (p. 104).

⁷⁷ Based on data provided in Government of Pakistan, *Pakistan Economic Survey 2022*. Year-by-year detail is provided in Annex 7, Section A. Two highly-respected educationists who have headed higher education institutions and were interviewed by the DAI team felt that official data, particularly on female enrolment, may be inaccurate. The DAI team considers the data questionable in view of the time trends reflected in it.

⁷⁸ World Bank. 2017. *Pakistan Tertiary Education SABER Country Report 2017*. World Bank Group: Systems Approach for a Better Education Results. Available at http://wbfiles.worldbank.org/documents/hdn/ed/saber/supporting_doc/CountryReports/TED/SABER_Tertiary_Education_Pakistan_Country_Report_2017.pdf.

⁷⁹ After devolution of authority from the federal to provincial governments by means of the Eighteenth Constitutional Amendment of 2010, Punjab and Sindh have also established their own higher education commissions.

⁸⁰ USAID 2021, op. cit., p. 2.

recent years as a result of the government facing serious constraints, and no respite is in sight. These problems and their implications are discussed in greater detail in Annex 7 Section B.

By now, there is a growing recognition across diverse disciplines that the emphasis needs to shift from infrastructure development to faculty development. The title of one recent publication refers to “professor-less universities in Pakistan”.⁸¹ The World Bank’s 2017 analysis of tertiary education pointed out that “Pakistani universities suffer from an insufficient number of qualified academic staff. The low level of qualification of most academic staff is a major factor contributing to poor teaching and research performance.”⁸²

A leading Pakistani scholar estimates that only “5-10% of university level lectures in an ordinary Pakistani university or college are actually delivered in English,” even though “the official language of instruction [is] English, and all printed course materials and textbooks are invariably in English.”⁸³ Based on his long and extensive experience in Pakistani universities, he adds:

If you visit any university department at tea time, you will almost never hear anything related to an academic topic. Faculty members discuss only their perks, departmental politics, promotions, and petty matters. Promotion has become a fetish. Prior to the government’s new policies (roughly 2002), promotion depended primarily upon years of service. Now journal publications have become all important, even if they contain plagiarised materials or trash. The sole point is promotion; there’s no academic culture.

In a 2018 report prepared in collaboration with the British Council, leading Pakistani scholars described the problem in terms of numbers as well as quality. They highlighted two issues in relation to faculty numbers in this in-depth study:⁸⁴

- “Most Pakistani universities have a high student-to-faculty ratio: the national average is 30:1, although private sector universities ... have much better student-to-faculty ratio than public universities. Although different experts have different ideal benchmarks for student-to-faculty ratios, in general a ... ratio of 17:1 or 15:1 is considered a minimally acceptable quality standard.”
- There is a “chronic shortage of senior and experienced faculty members. Both in public or private universities, the ratio of senior faculty (professors and associate professors) to junior faculty (assistant professors and lecturers) hovers around 5.6:1 and the ratio of professors to all other faculty is around 7.2:1.

Focusing on the implications of the second point, the study reported the finding that “paucity of senior faculty members is exacerbated by academic practices and individual capabilities that strain against a culture of mentoring and nurturing. Dr Adil Najam⁸⁵ noted as part of the study that lack of experience is a major obstacle in development of such a culture:

In the United States and United Kingdom, the faculty have gone through a process of apprenticeship with senior faculty members. So, they have a yardstick and the experience of having gone through the process. There is an internal push to mentor and apprentice. There is, at root in Pakistan, an experience problem. Here, faculty members have not been through that process!

The report identified the challenge in the Pakistani setting:

In Pakistan’s young and rapidly expanded university system, only a very small group of senior faculty members have been steeped in a culture of mentoring and collaboration. It is unrealistic

⁸¹ Fatima, Fasiha; Khan, Muhammad Jehangir; and Haque, Nadeem Ul. 2021. *Professor-less Universities in Pakistan*. Pakistan Institute of Development Economics Knowledge Brief, No. 44:2021. Available at <https://pide.org.pk/research/professor-less-universities-in-pakistan/>.

⁸² World Bank 2017, op cit., p. 42. Annex 7, Section C, includes further discussion on the quality of the faculty.

⁸³ Hoodbhoy, op. cit.

⁸⁴ Haque et al., op cit., p. 104 and p. 110. The study notes: “The Times Higher Education World University Rankings 2019, which ranks more than 1,250 universities worldwide, indicates that the 98 United Kingdom universities in the ranking have an average student to academic staff ratio of 16.2:1.”

⁸⁵ Adil Najam is Dean of the Frederick S. Pardee School of Global Studies at Boston University and previously Vice Chancellor at Lahore University of Management Sciences.

to expect rapid skilling of 45,000 faculty members, especially given the limited experience of senior faculty in mentoring and collaboration.

THE OPPORTUNITY SET

In response to this challenge, the report emphasised that “clusters must be created around star mentors and researchers in limited departments and institutions to create paradigms of ... excellence”. The report identified pathways for improving research that are also broadly relevant to faculty development, in general:⁸⁶

Our engagement with the research community revealed five principles around which a culture of critical, evidence-based, problem-solving and collaborative research may emerge:

- *Empower faculty as decision-makers:* a quality and purpose-driven research culture must be substantially driven by faculty.⁸⁷
- *Select your themes:* an enhanced research culture is most likely to emerge around thematic areas of national significance.
- *Build practices around stars:* an enhanced research culture is most likely to emerge around stars who can shape themes, inspire colleagues and engage clients and the public.
- *Select your institutions:* an enhanced research culture has started developing in selected universities and departments and these leaders should be nurtured.
- *Intensify international collaboration:* researchers have had positive experiences through international collaborations and these collaborations should be intensified.

Sindh provides a receptive environment for developing its higher education institutions in collaboration with UK universities with guiding principles such as those described above. Here:

- People in both urban and rural areas have increasingly recognised over the years that they are part of a dynamic economy in which education has value. Both Sindhi and Urdu speakers speak of education as a virtue in the culture in which they take pride.
- The Government of Sindh has invested steadily since the early-1970s in public universities as well as an enabling environment for private universities. The total enrolment in 21 of the 26 universities for which data is available was reported to be 161,000 in 2017-18 (female students accounted for 38% of this number).⁸⁸ (The list of universities, enrolment and faculty numbers are provided in Annex 7 Section F.) The number of full-time faculty members in 20 universities was reported to be 4,950 in 2015-16.⁸⁹ Two of the universities are exclusively for women and there is potential for contributing to gender equality through investing in higher education.
- A number of the ‘single-discipline’ universities in the public sector that specialised, for example, in business administration, engineering or medicine, have become ‘general’ universities in recent years, offering degrees in several disciplines. The most prominent of these are:
 - Dow University of Health Sciences, the oldest and best medical college in Sindh, which has now been transformed into a general university offering courses in business administration, nutrition and public health.

⁸⁶ Haque et al., op cit., p. 98.

⁸⁷ A recent article on school teachers by an educationist observed, “While reward and recognition is a significant driver of motivation, there can be little commitment without empowerment.” See Mulji, Neda. 2022. ‘Empowering teachers.’ *Dawn* (daily), 18 June 2022. Available at <https://www.dawn.com/news/1695436>.

⁸⁸ Higher Education Commission. *University-wise Enrolment of year 2017-18*. Islamabad: Higher Education Commission, Pakistan. Available at: <https://hec.gov.pk/english/services/students/PCD/Documents/Universitywise%20.pdf>.

⁸⁹ Higher Education Commission. *University-wise Full-time Faculty and PhD Faculty of year 2017-18*. Islamabad: Higher Education Commission, Pakistan. Available at <https://hec.gov.pk/english/services/students/PCD/Documents/UniversityFulltimeFaculty.pdf>.

- NED University of Engineering & Technology, one of Pakistan’s oldest engineering universities, which now has numerous programmes in the humanities and the physical, social sciences and management sciences.
- The Institute for Business Administration, Karachi, which was Pakistan’s oldest business school for decades, developed to become a higher education institution offering programmes and giving degrees in computer science, mathematics, economics and the liberal arts.

Judging by the long history of UK-Pakistan higher education linkages, a mutually-beneficial opportunity can be anticipated in Sindh, as well. For example, a 2013 British Council news report⁹⁰ drew attention to the:

... huge and growing interest from UK universities in working across both research and teaching areas with universities in Pakistan. For many, this is an opportunity to expand international research in specific discipline areas, while for others it is an opportunity for academic faculty to be involved in development work. Some UK universities who have strong links with Pakistani communities in their city see it as a way of strengthening their community work. Universities are developing international partnerships with an expectation of long-term benefits on both sides.

POSSIBLE INTERVENTION FOCUS AREAS

The 2018 report prepared in collaboration with the British Council and cited above highlighted the finding that “the research community is unambivalent about the most important sources that have helped them improve research skills: 70% of our respondents cited mentoring and collaboration”.

A 2017 British Council report emphasised the role of mechanisms developed by UK universities, including mentoring, for supporting faculty careers in Pakistan:⁹¹

- Pakistan has particular issues in the recruitment and retention (and therefore the quality) of academic staff. In addition, this high turnover has significant cost implications for universities. Literature suggests that continuing professional development (CPD) could help to reduce turnover.
- The literature on academic careers places mentoring and CPD at the heart of developing academic career profiles.
- UK universities have developed mechanisms to support academic careers, which focus on mentoring. These include: formal, informal, peer, group, intra-departmental, inter-departmental and research mentoring.

An innovative initiative for UK-Sindh university linkages aimed at faculty development can be conceived in consultation with the Government of Sindh and other stakeholders (in close collaboration with the Institute of Business Administration, Karachi) for implementation through a UK delivery partner acting as broker/facilitator. It would be prudent to avoid highly technical universities and departments (for example, medical and engineering programmes) in which there would be expectations or requirements for infrastructure and equipment, which could lead to issues in procurement, usage (including space and user training), and funds for operation and maintenance.

It should be possible to identify a small number of universities (approximately 7-10) for faculty development (of approximately 70-100 full-time faculty members), with:

- A focus on appropriate interventions for mentoring and CPD;
- Preference for universities where research, collaboration and academic freedoms are valued;

⁹⁰ Riaz, Nishat. 2013. ‘It makes sense for Pakistani and UK universities to partner,’ British Council *Voices Magazine*, 24 October 2013. Available at <https://www.britishcouncil.org/voices-magazine/pakistani-uk-universities-partner>. The report also noted that “98% of all Pakistani vice-chancellors and rectors have received leadership training in the UK since 2010, which has allowed them to form relationships with the UK.”

⁹¹ Hawkes, Denise, and Rab, Maryam. 2017. *Understanding Academic Careers: Developing Strategies for Gender Sensitive Academic Career Development for The Higher Education Commission* (p. 1). Islamabad: British Council, September 2018. Available at https://www.britishcouncil.pk/sites/default/files/understanding_academic_careers- british_council_2017_2.pdf.

- Emphasis on working with star faculty members and their associates, with a high representation of women; and,
- The inclusion of faculty members who are serving as university focal persons for quality enhancement.

Interventions can be tailored to specific categories of faculty members based on a participatory need assessment. The UK-Sindh university partnerships could facilitate:

- Exchange visits for individual faculty members to observe teaching methods in action⁹²;
- Peer learning opportunities using methods such as PEER Assist⁹³ for improving pedagogical skills and teaching methods;
- Enrolment on training courses for ‘Star Mentors’ in Sindh faculty, to roll this out across staff on their return. Training could be focussed on pedagogical skills and teaching methods, gender and social inclusion, as well as mentorship, empowerment and methods for ensuring professional development;
- UK-Sindh teaching network development, for ongoing engagement and capacity building;
- Tailored workshops and tutorials in UK and Sindh based on specific skills gaps;
- Formal and informal discourse to strengthen academic values to counter the kind of faculty discourse and practices that are illustrated in Annex 7 Sections C and D;
- Collaborative research projects on mutually-agreed topics (particularly thematic areas of significance to Sindh and Pakistan). UK researchers could participate in the research as authors/investigators, guides/mentors or reviewers.

Moreover, options exist for defining the scope and outreach of the initiative across the universities, considering, for example, that:

- The 26 public universities of the province are located in three diverse geographical clusters—nine in Karachi Division, seven around Hyderabad in Hyderabad Division (Jamshoro, Hyderabad, Bhit Shah and Tando Jam), and 10 in Upper Sindh.
- A preliminary estimate is that approximately 17 of these universities (identified in Annex 7 Section F, as universities with non-technical programmes) offer programmes that would not require investment in infrastructure and equipment for the purposes of faculty development.
- The two largest universities—University of Karachi and University of Sindh—account for half the students enrolled in the 21 universities for which data is available and one-fourth of the faculty of the 20 universities for which data is available. These and some of the other larger universities can be expected to offer a wide range of disciplines and options with potentially large impact.
- Half the universities have an enrolment of 3,600 or more and half are smaller, which allows, in principle, for selecting a combination of large and small universities.

RELEVANCE TO THE UK GOVERNMENT’S INTERNATIONAL DEVELOPMENT STRATEGY

This recommendation is about knowledge partnerships aligned with two main elements of the IDS:

- “Deploy UK expertise and institutions on higher education, skills and scholarships to develop future leaders.” UK and Pakistani universities are developing international partnerships with an expectation of long-term benefits on both sides, and long-lasting relationships.
- “We want our partners to be able to draw on UK expertise and to develop innovative development solutions with us.”

⁹² [How observing other teachers can improve your teaching | British Council](#)

⁹³ [Peer assist | Knowledge and Library Services \(hee.nhs.uk\)](#)

Strategic Recommendation 2, Health: Access to Family Planning Services for Rural Women’s Empowerment

This was Strategic Option 5 of the Phase 1 report, with the title ‘Community-based Health Awareness and Family Planning in non-LHW Covered Areas’. It is aligned with Output 3.3.1 of the country plan (“Increased numbers of women of reproductive age, particularly poor, younger and marginalised women, choosing and enabled to use modern family planning methods”).

SYNOPSIS

A 2016 report prepared by the Population Council in collaboration with the Bill and Melinda Gates Foundation presents a comprehensive overview of family planning in Pakistan. It does not reflect data from the *Pakistan Demographic and Health Survey (PDHS) 2017-18* but the essence of the challenge has changed little since then.⁹⁴

Pakistan faces a number of challenges to increasing modern contraceptive use. Although there are encouraging signs—growing male participation; almost 3 million additional current users from 2007 to 2013; and a more responsive policy environment—the task that lies ahead is huge. While 55% of currently married women of reproductive age have tried a contraceptive method at some point in their lives, only 35% are currently using any method, with even fewer, 26%, using modern methods. Discontinuation rates are especially high for the intrauterine device (IUD), and use of hormonal female methods is either stagnant or declining. Meanwhile, around 2.1 million abortions are induced annually to avoid unwanted pregnancies. On the supply side, there is a daunting gap in service coverage in most parts of the country, including a semi-functional public health sector which is not fully responsible for family planning in its service package, along with sub-optimal provision of family planning in the private sector.

More recent analyses and data from the PDHS 2017-18 flag some additional issues:

- Modern contraceptive use by currently married women has stagnated over the last five years in Pakistan (26% in 2012-13 and 25% in 2017-18).
- Women are now less likely to be exposed to family planning messages on television than a decade ago (40% in 2006-07, 25% in 2012-13, and 23% in 2017-18).
- Younger people are less likely to be exposed to family planning messages through the media, with just 20% of women and 31% of men age 20-24 being exposed to such messages on television. Women and men with no education were much less likely to be exposed to messages on television.
- There is a substantial decline in women who were visited by a lady health worker (LHW) and discussed family planning from 29% in 2012-13 to 19% in 2017-18. The LHW programme’s overall impact has declined compared to 2008-09.

The Government of Sindh has responded with ambitious and wide-ranging initiatives. In 2015, Sindh became the first province of Pakistan to develop a costed family planning implementation plan, and it prepared a revised costed implementation plan for progress to 2030 in December 2021. Achieving a contraceptive prevalence rate of 57% by 2030 is a high priority for the Government of Sindh. The Government’s commitment and resources will, at best, empower the frontline facilities and functionaries of the state in the long run. This, however, ignores another challenge: to empower women, especially in the rural areas of the province, and particularly the ones unable to access information and services.

⁹⁴ Population Council. 2016. *Landscape Analysis of Family Planning Situation in Pakistan*. Islamabad: September 2016. Available at https://www.popcouncil.org/uploads/pdfs/2016RH_LandscapeAnalysisFP-Pakistan_summary.pdf.

Considering the institutional vacuum, which is not unique to Sindh, the two-fold challenge is to:⁹⁵ (a) enable these marginalised women to articulate their demand; and, (b) extend the service providers' outreach to them through more efficient models of service delivery that are consistent with the prevailing reality of resource-strapped service delivery.

For responding to this challenge, there is 10 years of experience in family planning in Sindh from two UK-assisted initiatives—Delivering Reproductive Health Results (DRHR) and Delivering Accelerated Family Planning in Pakistan (DAFPAK)—that successfully tested community-based approaches through the Rural Support Programmes (RSPs), coordinated by the RSP Network (RSPN). The strength of this approach is the outreach it can provide for family planning services—by empowering women and articulating demand through them, and by providing a platform to the government for more efficient service delivery. The achievements, verified independently and summarised below, have been remarkable.

Among the potential implementers available for this initiative,⁹⁶ the RSPs are unique for their three-tier approach to social mobilisation, in which they identify poor rural households using the poverty score card and organise all the poor as well as a large proportion of the non-poor at the community, village and union council level in organisations led by women. The RSPs do not duplicate the technical expertise of other service providers but facilitate linkages between organised villagers and service providers. The political and administrative leadership of the Government of Sindh (at the highest levels) has consistently acknowledged the contributions of the RSPs, particularly for income generation and poverty reduction.

Since 2018, the Government has followed the policy of scaling up the RSPs' organisational approach throughout the province, and it now covers 26 districts. A grand opportunity exists for bringing together this provincial government initiative for women's empowerment and income generation with family planning, with the potential for extending it to basic health and nutrition awareness, if appropriate. Considering the Government's interest in income-generation and family planning, a window for policy dialogue and scaling up could also be created in the process. This may be facilitated by the inclusion of the Population Council as an independent research partner with a good working relationship with the Government and the United Nations Population Fund (UNFPA).

CHALLENGES

Rapid Population Growth and its Implications

The trend of declining fertility became evident in Pakistan in the 1990s but the pace of decline has remained slow.⁹⁷ Average fertility before then was approximately six births per woman and declined to 3.6 by 2017-18. The TFR in Sindh was also 3.6 in 2017-18. The high rate of fertility and population growth result in economic costs for the province and its government, health costs for women and children, declining water and land availability, and increasing environmental stress:

- A 2015 Population Council report projected that “By 2050, Sindh's per capita income will be 191% higher than today's levels if there is no decline in fertility, but 426% higher if fertility declines

⁹⁵ This challenge is not limited to family planning but extends to all those public services, including basic health and education (particularly immunisation and school enrolment challenges), agriculture and livestock extension (including locust control and livestock vaccination), forestry, and registration of families, voters and social safety net beneficiaries, for which government functionaries depend critically on active community participation. Often, government functionaries in several regions of the country are seen establishing ad hoc linkages with communities for meeting their targets wherever organised communities provide efficient delivery mechanisms.

⁹⁶ The leading national NGOs are mentioned in the chapter on health.

⁹⁷ National Institute of Population Studies (NIPS) [Pakistan] and ICF. 2019. *Pakistan Demographic and Health Survey 2017-18* (p. 84), referred to briefly as the PDHS 2017-18 in this document. Islamabad, Pakistan, and Rockville, Maryland, USA: NIPS and ICF. Available at <https://dhsprogram.com/pubs/pdf/FR354/FR354.pdf>.

rapidly. The possible demographic dividend of a 235% increase in per capita income is simply too huge to be ignored in economic growth strategy”.⁹⁸

- A 2019 study conducted by the UNFPA observed that “The high number of pregnancies and births has considerable effects on the health of women and children, as well as on the health sector expenditures needed to pay for the required healthcare services.”⁹⁹
- Pakistan’s leading demographer has repeatedly drawn attention to the implications of “the stark decline in per capita water availability” and “the shrinking land base for agriculture” at a time of increasing need for food production.¹⁰⁰ She has also commented on growing pressures on overcrowded and over-stretched cities, and the potential for conflict in the emerging situation.

Trends in Fertility and the Unmet Need for Family Planning: Urban-Rural Differences

The TFR estimated in the PDHS 2017-18 differed widely across provinces/jurisdictions and socio-economic characteristics, and between urban and rural areas. The largest rural-urban TFR difference among the provinces was observed in Sindh: the TFR in rural Sindh was 4.7 compared with 2.9 in urban Sindh. Other indicators that suggest that rural Sindh lags behind urban Sindh in terms of family planning include the percentage of women currently pregnant, the median age at first birth, the mean number of children ever born to women in the 40-49 age group, the median age at first birth, and birth interval (refer to Table 21 in Annex 8).

A 2020 research study the Population Council and UNFPA based on an index of “conduciveness to family planning use” also observed a pattern of rural-urban differences across the districts of Sindh. It found that “the critical factor explaining variations in the [index] across the districts of Sindh appears to be the urban-rural divide. In general, in Karachi, Hyderabad, and Sukkur (also Larkana to some extent), where urbanisation is high, the [index value] is also high.”¹⁰¹

The PDHS 2017-18 found that the unmet need for family planning in rural Sindh was 22%, which was the highest for any region of Pakistan except urban Balochistan (24%). This data was for currently married women in the 15-49 age group. The PDHS estimated the proportion of these women who expressed a need for family planning for spacing or limiting births, and the proportion who were currently using a contraceptive method for either of these reasons. The difference is unmet need.

Fertility and the Key Role of Modern Family Planning Methods

In Pakistan as a whole, the contraceptive prevalence rate (CPR) in 2017-18¹⁰² was “34% of currently married women age 15-49, with 25% using modern contraceptive methods¹⁰³ and 9% using traditional methods. The use of family planning methods among younger women (age 15-19 and age 20-24) is low (7% and 18%, respectively).” “The modern contraceptive methods most commonly used by currently married women in Pakistan are the male condom (9%) and female sterilisation (9%). Injectables remain the third popular modern contraceptive method (3%). Modern contraceptive use by currently married women has stagnated over the last five years in Pakistan (26% in 2012-13 and 25% in 2017-18).”

⁹⁸ Bloom, David E.; Sathar, Zeba; and Sadiq, Maqsood. 2015. *Prospects for economic growth in Sindh under alternative demographic scenarios: The case for a rapid fertility decline*. Policy brief. Islamabad: Population Council, The Evidence Project. Available at <https://evidenceproject.popcouncil.org/wp-content/uploads/2015/11/Prospects-for-Economic-Growth-in-Sindh-Policy-Brief.pdf>. The report added that “If Sindh is to harness the demographic dividend, planners must invest at least as heavily and urgently in efforts to raise the contraceptive prevalence rate as in interventions to educate, train and productively employ the youth bulge.”

⁹⁹ UNFPA. 2019. *Estimating the health impacts and economic returns of increased family planning in Sindh: A cost benefit analysis*. Available at https://fp2030.org/sites/default/files/PAK_FP_Cost_Benefit%20SINDH_FINAL_9_7_19.pdf.

¹⁰⁰ Sathar, Zeba. 2022. ‘Population and environment,’ *Dawn* (daily), 6 June 2022. Available at <https://www.dawn.com/news/1693403>.

¹⁰¹ The index was based on 14 indicators that “represent some of the key factors affecting the use of family planning services in Pakistan, as identified in relevant literature.” The source is: Population Council and UNFPA. 2020. *Exploring the potential for fertility change: A ranking of districts based on socio-demographic conduciveness to family planning* (p. 30). Islamabad, 28 June 2020. Available at <https://phkh.nhsr.org/sites/default/files/2021-09/District%20wise%20Ranking%20based%20on%20Socio%20Demographic%20Conduciveness%20to%20Family%20Planning%20UNFPA%202020.pdf>.

¹⁰² PDHS 2017-18, p. 115.

¹⁰³ Modern methods include female and male sterilisation, implants, IUDs, injectables, pills and condoms.

Relating the TFR in Sindh to the use of modern methods of family planning, the UNFPA study cited above emphasised that:¹⁰⁴

- “The low use of modern family planning methods has an impact on the TFR of the province”.
- “Nearly half (48.6%) of the married women of reproductive age (15-49-year-old) want to space or limit the number of children they have, yet less than a third (30.9%) are currently using a contraceptive method. Out of these, only 24.4% use modern methods of contraception.”

Thus, unmet need in the province is approximately 18%. Focusing on the CPR and unmet need across districts in Sindh, the 2020 study by the Population Council and UNFPA suggests that unmet need tends to be higher where the CPR is lower (refer to Figure 6 in Annex 8). This data helps identify 10 predominantly-rural districts in which the CPR is 11-20% and unmet need is 23-31%: Shikarpur, Tharparkar, Sujawal, Kashmore, Kambar Shahdad Kot, Umer Kot, Dadu, Thatta, Khairpur and Jacobabad.¹⁰⁵ A smaller number of these (or similar) districts can be selected in consultation with the Government of Sindh and other stakeholders when matters progress.

Related Areas of Concern

- Thirty per cent of episodes of contraceptive use in the five years before the survey were discontinued within 12 months. Women cited the desire to become pregnant (10%) and method-related health concerns or side effects (7%) as the primary reasons for discontinuing a method. Among the other reasons were method failure (5%) and other fertility-related reasons (4%).
- Knowledge of family planning is not a problem: 98-99% of currently married women and men aged 15-49 have knowledge of at least one method of family planning.¹⁰⁶ However, 76% of women and 51% of men had not been exposed to any family planning messages in the few months prior to the PDHS 2017-18 survey.
- Younger people are less likely to be exposed to family planning messages through the media, with just 20% of women and 31% of men age 20-24 being exposed to such messages on television. Women and men with no education were much less likely to be exposed to messages on television.
- Television was the most common source of information on family planning messages: 23% of women and 44% of men had heard a family planning message on television. Women are now less likely to be exposed to family planning messages on television than a decade ago (40% in 2006-07, 25% in 2012-13, and 23% in 2017-18).
- More than a quarter (27%) of men agreed with the statement that contraception is women’s business. The proportion is lower among men with secondary or higher education (20% each), and men in the highest wealth quintiles.
- Among women not using a family planning method, 70% made the decision not to use family planning jointly with their husbands, and for 16% the decision was made mainly by their husband.
- There is a marked lack of contact between family planning providers and women who are currently not using any contraceptive methods: more than three-quarters (78%) of women age 15-49 who are not using a contraceptive method said they did not discuss family planning either with a LHW or at a health facility in the 12 months before the survey.”
 - “Women age 30-34 are most likely (24%) and women age 15-19 (9%) are least likely to have been visited by a LHW and discuss family planning in the 12 months before the survey
 - There is a substantial decline in women who were visited by LHW and discussed family planning from 29% in 2012-13 to 19% in 2017-18.

The Supply Side Challenges

¹⁰⁴ UNFPA. 2019. *Estimating the health impacts and economic returns of increased family planning in Sindh: A cost benefit analysis*. Available at https://fp2030.org/sites/default/files/PAK_FP_Cost_Benefit%20_SINDH_FINAL_9_7_19.pdf.

¹⁰⁵ District names are spelled the way they are spelled in the 2017 national population census.

¹⁰⁶ This section is based on key facts from the PDHS 2017-18 that are presented in more detail in Annex 2 (Section A).

Couples receive family planning services through a variety of institutional arrangements in the public and private sector. The sources of contraceptives countrywide, according to the PDHS 2017-18 (p. 117) are:

- Nearly 44% of all modern contraceptive users obtain their methods from the public sector facilities (28% from government hospitals).
- The private sector provides 43% of users. Other sources, including shops, provide contraceptive methods to another 13% of users.

Government services for family planning are provided by two provincial departments—the Population Welfare Department (PWD) and the Department of Health (DOH)—and the public-private partnership called the People’s Primary Healthcare Initiative (PPHI). According to an official document on family planning, the combined system is “vast” but suffers from “lack of functional integration” at the field level. The facilities and their functions are described in Annex 8 (Section B and Section C) and summarised as follows:¹⁰⁷

- “The province has a vast network of DOH and PWD facilities, with a combination of static facilities and mobile outreach services. PWD facilities have the mandate to provide family planning services, while several facilities administered by DOH and PPHI include family planning as one of the important functions, but not the primary mandate.” DOH includes “the massive network of community health workers – the lady health workers (LHWs)”.
- “Although the large infrastructure of the DOH and PWD addresses family planning there remains a need for closer collaboration between both departments. Both departments work within separately set parameters for reporting, operating mandates and human resources ... there is a growing realisation [of] a need for functional integration at the district level.”¹⁰⁸

The *Sindh Health Sector Strategy 2012-2020* refers to the LHW programme as “the flagship programme of the DOH for community interventions”.¹⁰⁹ It notes, however, that the programme covers only 20-43% of the population in certain districts and “technical knowledge and supervision is weaker than in other provinces ... Overall LHW coverage across Sindh is only 45%.”

This is not the only problem:

- A recent independent overview concluded that the LHW “programme’s overall impact has declined compared to 2008-09. One reason is that LHWs are over-burdened”.¹¹⁰
- The Government’s own detailed assessment concluded that “Overall, there is a need to strengthen PWD and DOH service delivery points further. This requires financial resources for operations, properly trained human resources, better infrastructure, supplies and equipment. In this perspective, there are several challenges and gaps in service delivery mechanisms.”¹¹¹

¹⁰⁷ Government of Sindh. 2015. *Costed Implementation Plan (CIP) on Family Planning for Sindh*. Karachi: Government of Sindh, December 2015 (pp. xv, 24 and 28). Available at https://fp2030.org/sites/default/files/CIP-Sindh-03-15-16-final-1_0.pdf.

¹⁰⁸ Lack of coordination was also pointed out in DFID Pakistan. 2018. *Delivering Accelerated Family Planning in Pakistan (DAFPAK) Business Case* (p. 3). Available at <https://devtracker.fcdo.gov.uk/projects/GB-GOV-1-300435/documents>. Prepared November 2017, published January 2018.

¹⁰⁹ Zaidi, Shehla. 2012. *Sindh Health Sector Strategy 2012–2020* (pp. 20 and 34). Karachi: Government of Sindh. Available at https://ecommons.aku.edu/cgi/viewcontent.cgi?article=1215&context=pakistan_fhs_mc_chs_chs.

¹¹⁰ Mir, Ali M and Khan, Kiren. 2020. *Best Bets for Accelerating Family Planning in Pakistan*. Islamabad, Population Council, August 2020. Available at https://knowledgecommons.popcouncil.org/departments_sbsr-rh/1321/. Additional information from this paper and information on what is expected from LHWs is provided in Annex 8 Section C.

¹¹¹ Government of Sindh. 2015. *Costed Implementation Plan (CIP) on Family Planning for Sindh*. Karachi: Government of Sindh, December 2015 (p. 25). Available at https://fp2030.org/sites/default/files/CIP-Sindh-03-15-16-final-1_0.pdf. Additional information on issues on the supply side is provided in Annex 8 (Section B and Section C).

THE OPPORTUNITY SET

In terms of a planning target, the official view is that Sindh has the potential to meet the current demand for family planning by improving the provision of family planning services and commodities over time. In terms of government policy on population control:

- The Council of Common Interests, a constitutional body representing the federation at the highest level, endorsed a Plan of Action to tackle rapid population growth in 2018.
- Sindh was the first province in Pakistan to develop a costed family planning implementation plan in 2015. A revised costed implementation plan for progress to 2030 was prepared in December 2021. Achieving a contraceptive prevalence rate of 57% by 2030 is a high priority for the government.¹¹²

At the operational level, the above-mentioned initiatives (DRHR and DAFPAK) successfully tested community-based approaches to family planning through the Rural Support Programmes (RSPs). These are outlined below and described in detail in Annex 8 Section E. By their own admission, the RSPs' strength is not in the technical domain but in organising women-only self-help groups, federating them at the village and union council levels, supporting them with income-generating interventions and empowering them through these and other means. The strength of this approach is the outreach it can provide for family planning services—by empowering women and demand articulation through them, and by providing a platform to the government for more efficient service delivery. The achievements, verified independently and summarised below, have been remarkable.

The Government of Sindh, since 2018, has supported the policy of scaling up this RSP approach throughout the province, and it now covers 26 districts. This includes the Government of Sindh's own (government-financed) People's Poverty Reduction Programme in 12 districts, with commitment from the highest political and administrative levels for rural women's empowerment through the RSPs. The European Union supported this approach in eight districts. A grand opportunity exists for bringing together this provincial government initiative for women's empowerment and income generation with family planning, with the potential for extending it to basic health and nutrition awareness, if appropriate. Considering the Government's interest in income-generation and family planning, a window for policy dialogue and scaling up could also be created in the process.

This may be facilitated by the inclusion of the Population Council as an independent research partner with a good working relationship with the Government and UNFPA. For purposes of learning and further improvement, a randomised control trial in this context is also possible through the Population Council, which has recently completed one in the Rahim Yar Khan District of Punjab Province in collaboration with the UNFPA. This trial focused on travel vouchers for women, an intervention considered particularly suitable for rural women in Sindh.¹¹³

POSSIBLE INTERVENTION FOCUS AREAS

There is a tried and tested model of female community resource persons (CRPs) supported by village organisations (VOs) that has been implemented in Sindh by the Rural Support Programmes coordinated by the RSPN. In April 2013, RSPN partnered with Population Services International (PSI) to implement the UK-funded Delivering Reproductive Health Results (DRHR) project in 13 districts (10 of them in Sindh). The results included an increase of 50% in modern methods of contraception.

In December 2017, RSPN entered into a partnership with PSI for the Delivering Accelerated Family Planning in Pakistan (DAFPAK) project in 10 districts of Pakistan (including four in Sindh). The CRPs registered approximately 900,000 married women of reproductive age (MWRAs), mobilised them

¹¹² "Sindh eyes 57% contraceptive use by 2030," *The Express Tribune* (daily), 24 August 2021. Available at <https://tribune.com.pk/story/2316913/sindh-eyes-57-contraceptive-use-by-2030>.

¹¹³ Population Council and UNFPA. 2021. *An Innovative Model for Improving Access to Family Planning Services for the Marginalised Women in Rahim Yar Khan*. December 2021. The sample of approximately 1,600 for the panel survey was drawn from the women beneficiaries of the Benazir Income Support Programme. The Population Council is of the view that the travel voucher scheme it tested was too complicated and needs to be simplified (personal communication with the Country Director of the Council).

through group meetings and household visits, and referred 68% of the registered MWRAs to service delivery points/outreach teams. A total of 86% of the referred MWRAs got FP services during outreach camps. The PSI monitoring and evaluation team verified the data and validated selected number of clients on a quarterly basis. Verified results showed an increase of 66% in use of modern methods at the end of the project, and an increase of 55% in the CPR observed at baseline. At present, RSPN is executing the no-cost extension phase of DAFFPAK in Shikarpur and Kambar Shahdad Kot District, to be completed in February 2024.

Possible directions for a family planning project in association with the RSPN include:

1. Demand Creation and Referral

Organised by the RSPs, the VOs will serve as key community platforms to generate community support for informed FP choices. Each VO will have religious leaders (imams of mosques or key male or female religious leaders) as members who will be taken on-board as key community influencers.

With support from VOs, the female CRPs will initially register the household and Married Women of Reproductive Age (MWRAs) with their status (pregnant, current user, ever user and never user). The CRPs, with support from VOs, will focus on providing information about the benefits of birth spacing, motivate non-users to adopt birth spacing, address myths and misconceptions regarding different methods, encourage users for continuation of the method and refer the potential clients to project lady health visitors (LHVs) for uptake of birth spacing services. There will be about 10-15 pregnant women in the catchment area assigned to each CRP.

2. Delivery of Community-based Family Planning Services

RSPN/RSPs will implement their already tested model of using the private sector Lady Health Visitors (LHVs) for delivering the FP services in a rural setting. LHVs and CRPs will organise camps at locations assigned to CRPs for provision of services to those clients who are unable to access service delivery points. RSPN will provide IUD insertion kits, examination table and equipment to facilitate delivery of FP services in the community setting without any incidences of infection. In addition, basic medicines for management of side effects will also be provided to the clients, if needed.

3. Targeting Young Couples

The RSPs will focus, in particular, on younger couples, so that they are able to practice at least three years recommended birth interval between their first and second child. A tested approach for this purpose is available that includes: update the registration of married couples (age, number of children, and their FP status) so that project teams are able to get the number of younger couples to be reached for counselling and referrals; organise special meetings with newlyweds to provide them with information about Healthy Timing and Spacing in Pregnancies (HTSP); organise separate meeting with newly-married girls and boys where they will be provided information about HTSP and available contraceptive choices, so that newly married couples delay their first pregnancy until the bride is at least 19 years old; and, newly-married couples, couples with first pregnancies will be given special attention by CRPs during the household visits.

4. Addressing the Discontinuation Rate

The problem of the discontinuation rate is described in Annex 8 Section A. The RSPs will adopt a number of measures to address this problem, based on their previous experience, including: improve counselling skills and technical competency of providers; ensure availability of all supplies and medicines required to prevent infection related to IUD and management of side effects; follow up call by LHVs within 24 hours; and household visits of the current and new users by the CRPs to provide them counselling services for continuation of the chosen methods, and linking the clients with providers.

5. Coordination with Population Welfare Department

RSPN has signed a Memorandum of Understanding with the Population Welfare Department (PWD) of Sindh and has been receiving free of cost contraceptives from PWD. RSPN is also a member of the FP2030 working group, through which it will advocate with government stakeholders for provision of

free of cost contraceptives services and extension of FP services in unserved rural areas. At the district level, RSPN will ensure regular coordination with office of District Population Welfare Officer.

6. Business in a Box

RSPN will engage all CRPs in Business in a Box by providing them a one-time grant to engage and expand their business for sustainability of the model. RSPN is already working with Unilever for this purpose and will continue to work with Unilever for ordering Unilever products by CRPs and delivery of products at CRPs' doorstep through the Unilever supply chain. This will help CRPs earn a profit that will be helpful in continuation of door-to-door visits for sale of products as well as for referrals for FP clients to service delivery points for uptake of FP services. Other corporate partners can be explored for this, as well.

RELEVANCE TO THE UK GOVERNMENT'S INTERNATIONAL DEVELOPMENT STRATEGY

This recommendation is aligned with the emphasis on empowering women and girls through:

- Progress on universal, comprehensive sexual and reproductive health and rights;
- Ensuring women's voices are heard at the social, political and economic levels; and,
- Improving women's access to skills, information and services.

Strategic Recommendation 3, Climate Change and Resilience: Operational Research and Dialogue for Green Finance Provision through Commercial Banks

This was Strategic Option 9 of the Phase 1 report, with the title ‘Operational Research on Climate Finance in Sindh: Opportunities and Challenges’. It is aligned with country plan Output 4.3.1 (“Pakistan is supported to broaden testing and use of climate finance instruments”).

SYNOPSIS

Climate finance in Pakistan can be analysed at three levels. The macro level revolves around debt-for-nature swaps and nature performance bonds. The meso level consists of green projects in the public and private sectors. The micro level refers to households and small and medium enterprises (SMEs).

Progress has been slow at the macro level. It is possible that matters of fiscal policy and environmental governance and the need for multi-party international negotiations have led to complexity and delays in decision making. Pakistan has also had limited access at the meso level, as far as international climate funds are concerned. Lack of capacity is evident among Pakistani entities to address the requirements of green projects and climate finance, as laid down at the international level. However, there is a wide range of green projects at the meso level, particularly for renewable energy, that have been funded by commercial banks, some of them led or facilitated by the International Finance Corporation.

While meso level projects have been dominated by wind power, micro level financing is dominated by investment in distributed solar energy, which has evidently flourished in recent years because of incentives from both the demand and supply side (steep increases in electricity utility prices and increased availability of subsidised bank loans). Local currency commercial bank loans have been made possible under a State Bank of Pakistan (SBP) scheme for concessional (subsidised) financing. The SBP also introduced Green Banking Guidelines in 2017. These mainly focus on risk management, and green financing, in principle, is possible in all sectors.

Why, then, are transactions between banks and borrowers evidently limited to renewable energy? There is no systematic analysis at present that could help answer this question. The scenario suggests that it would be useful to undertake collaborative operational research, followed by a dialogue on innovation with relevant policy makers and interested private sector organisations. The overall theme would be challenges and opportunities for green finance through commercial banks. Possible research questions and intervention areas have been illustrated below based on a literature review and limited stakeholder consultation.

Sindh’s potential for wind and solar power, its diverse economy, and Karachi being the commercial hub of the country presents an attractive landscape for an in-depth investigation with an initial focus on Sindh. The province also needs to reduce its dependence on coal for energy. Key commercial and government actors would also be involved.

Promising research findings would feed into a dialogue on innovation with relevant policy makers and interested private sector organisations, including banks and private companies. Those willing to innovate could be supported through Karandaz, Infra Zamin Pakistan, the CRCC or the planned Climate Investment Fund Pakistan project. It would be useful to assess lessons from the early stages of any innovations that are actually adopted, their potential for scaling up, or why apparently-attractive innovations were not adopted by the market.

CHALLENGES

Pakistan’s 2021 updated nationally determined contributions (NDCs) presented under the Paris Agreement of the United Nations Framework Convention on Climate Change convey “the vision of a

sustainable, low carbon, and climate-resilient Pakistan” and guiding principles of the Government of Pakistan (GoP)’s approach, which includes emphasis on economic incentives for investment, diversifying funding sources and gender-sensitive programming.¹¹⁴ The document noted the country’s large untapped potential for renewable energy (hydropower, solar and wind power), and set ambitious priorities for mitigation by 2030, including: 60% of all energy produced in the country will be generated from renewable energy resources; 30% of all new vehicles sold in Pakistan will be electric vehicles; and, new coal power plants are subject to a moratorium effective 2020.¹¹⁵

The Sindh Climate Change Policy of 2021 is carefully aligned with relevant Sustainable Development Goals (SDGs) in several sectors as well as specific objectives of the National Climate Change Plan Framework of the Federal Government. It focuses on policy responses and processes and elaborates:¹¹⁶

- Climate change policy measures for adaptation and mitigation across a wide range of sectors; and,
- Processes for capacity building, climate finance, technology transfer, learning and knowledge management, and policy implementation.

Additional information on national and provincial policies is provided in Annex 9 Section A.

Climate finance in Pakistan can be analysed at three levels, which, for ease of reference, may be called the macro, meso and micro levels. For purposes of elaboration:

- The macro level revolves around debt-for-nature swaps and nature performance bonds. These arrangements engage national authorities responsible for finance and environment as well as other countries. Developments have been slow at this level, as described in Annex 9 Section E, and summarised below.
- The meso level consists of green projects in the public and private sectors. These involve national commercial banks, international financial institutions and specialised climate and environment funds, and Pakistani and international companies. Developments are described in Annex 9 Sections B to E, and summarised below.
- The micro level refers to the household and small and medium enterprise (SME) level. The transactions involve national commercial banks and individual borrowers, incentivised by a State Bank of Pakistan scheme. An overview is given in Annex 9 Section B, with a summary given below.

At the macro level, the updated NDCs document says that “Pakistan is engaged with several ... development partners” in discussing nature performance bonds (NPBs). This idea emerged in the public domain in May 2021,¹¹⁷ with a news report following in July 2021 that Pakistan was about to become the first country to launch NPBs and that it was in discussion with Canada, Germany and the UK for this purpose.¹¹⁸ The last public report on this matter was a press release by the FCDO in November 2021 that the UK was supporting “new ways of attracting much needed climate investment to Pakistan, including ... the development of a Nature Performance Bond.”¹¹⁹

There is no mention of debt-for-nature swaps in the updated NDCs document, but there were reports in May 2021 that the government was discussing a debt-for-nature swap programme with bilateral lenders,

¹¹⁴ Government of Pakistan. 2021. *Pakistan: Updated Nationally Determined Contributions 2021* (pp. 12-13). Available at <https://policy.asiapacificenergy.org/sites/default/files/Pakistan%27s%20Updated%20Nationally%20Determined%20Contribution%202021.pdf>.

¹¹⁵ GoP, op. cit., p. 14 and p. 27. Renewable energy projections and projects are described on pp. 26-29.

¹¹⁶ Government of Sindh. 2021. *Sindh Climate Change Policy*. Karachi: Government of Sindh, Environment, Climate Change and Coastal Development Department. Available at <http://krel.pk/wp-content/uploads/2021/11/Sindh-Climate-Change-Policy.pdf>.

¹¹⁷ Ritchie, Greg, and Mangi, Faseeh. 2021. ‘Pakistan Nears Debt-for-Nature Swap Agreement With Creditors.’ Bloomberg Asia Edition, 24 May 2021. Available at <https://www.bloomberg.com/news/articles/2021-05-24/pakistan-nears-debt-for-nature-swap-agreement-with-creditors>.

¹¹⁸ Halle, Mark. 2021. “Rewarding Nature Performance in Pakistan,” Finance for Biodiversity Initiative, 5 July 2021. Available at: <https://www.f4b-initiative.net/post/rewarding-nature-performance-in-pakistan>. The description of NPBs provided in this report is reproduced in Annex 7 Section E.

¹¹⁹ FCDO. 2021. ‘Press Release on Climate Change,’ Islamabad: 4 November 2021. Available at <https://www.gov.uk/government/news/cop-26-uk-pledges-over-55m-to-partner-with-pakistan-to-fight-climate-change-manage-water-more-sustainably-and-unlock-climate-investment>.

including the UK, Germany, Italy and Canada, and that an official letter of intent could be announced on the World Environment Day on 5 June¹²⁰ There has been no further report on progress. A 2021 specialised review of international experience concluded that:¹²¹

- “Debt-for-nature swaps only really work when debtor countries are at a high risk of defaulting on their payments, and therefore debt buyers can purchase outstanding debt for significantly discounted prices at well below face value.”
- “Debt-for-nature swaps can often take years of expensive negotiations to come to fruition.”
- “These deals are marked by constant risks associated with fluctuating exchange rates, inflation and the potential for fiscal or liquidity crises in debtor countries.”

A debt-for-nature swap was first proposed in Pakistan by the United Nations Development Programme (UNDP) in 2018 and linked to the Government of Pakistan’s 2018 initiative to plant 10 billion trees.¹²² The same afforestation programme, together with a programme for ecological rehabilitation in degraded parts of newly-declared National Parks, was the basis for discussion on the NPB in 2021.¹²³ The DAI team is not privy to information that might explain why there has been no progress in four years on the macro level initiatives for climate finance. Perhaps matters of fiscal policy and environmental governance are at stake, and the need for multi-party international negotiations has added to the complexity of decision making.

Some of the climate finance activities at the meso level are mentioned in Pakistan’s 2021 updated NDCs report¹²⁴ (on which additional information is provided in Annex 9 Section C). Those that are supported by specialised international climate and environment funds are:

- Pakistan has one project supported by the Adaptation Fund, which funds a UNDP project on Glacial Lake Outburst Floods since 2011 to the extent of USD 4.1 million.
- There are four projects financed with USD 131 million from the GCF,¹²⁵ two each for mitigation and adaptation, out of which only one is being implemented by a Pakistani entity:
 - For adaptation, UNDP is scaling-up its Glacial Lake Outburst Flood risk reduction project in Northern Pakistan, and the Food and Agriculture Organisation of the United Nations (FAO) has a project for climate resilient agriculture and water management in the Indus Basin.
 - For mitigation, the Asian Development Bank (ADB) is implementing the Green Bus Rapid Transit project in Karachi, and the JS Bank Limited (Pakistan)¹²⁶ is implementing the Distributed Solar Project, which is the only GCF project in which Pakistani banks are involved. A notable feature of the latter is that it is a meso level activity that is intended to support a range of micro level activities through bank loans for households, agribusinesses and SMEs. GCF has provided a guarantee facility to support concessional commercial bank lending under the existing renewable energy scheme of the State Bank of Pakistan (SBP)

¹²⁰ Ritchie, Greg, and Mangi, Faseeh. 2021. ‘Pakistan Nears Debt-for-Nature Swap Agreement With Creditors.’ Bloomberg Asia Edition, 24 May 2021. Available at <https://www.bloomberg.com/news/articles/2021-05-24/pakistan-nears-debt-for-nature-swap-agreement-with-creditors>.

¹²¹ Bove, Tristan. 2021. ‘What Are Debt-For-Nature Swaps & How Can They Address Countries’ Climate and Debt Crises?’ Earth.Org, 16 February 2021. Available at <https://earth.org/debt-for-nature-swaps/>.

¹²² Husain, Tariq. 2020. ‘National Initiative and Mainstreaming, Acceleration and Policy Support for Sustainable Development Goals Pakistan. Mid-Term Evaluation, 2016-2019, Final Report.’ Islamabad: UNDP, June 2020. Available at <https://erc.undp.org/evaluation/documents/download/18147>.

¹²³ Halle, op. cit.

¹²⁴ GoP, op. cit., p. 70.

¹²⁵ The GCF website

(<https://www.greenclimate.fund/sectors#:~:text=GCF%20is%20able%20to%20offer,that%20tackle%20specific%20investment%20barriers>) notes that “GCF is able to offer and combine a full range of financing instruments, including loans, equity, guarantees and grants to design bespoke solutions that tackle specific investment barriers.”

¹²⁶ The National Rural Support Programme (NRSP) is the only other Pakistani direct access accredited agency of the GCF, and it is not yet at the project proposal stage.

- The updated NDCs document reports that 19 projects were approved with funds from the Global Environment Fund (GEF). The GEF website¹²⁷ mentions a larger number of projects and shows that almost all of them were implemented by United Nations agencies and four by the World Bank.¹²⁸ Almost all the projects focus on biodiversity, climate change and land degradation.
- Reportedly one project was funded under Nationally Appropriate Mitigation Actions (NAMAs), which, as far as could be determined, was on decarbonising the textile manufacturing sector of Pakistan and implemented by the World Wildlife Fund (WWF).¹²⁹

The above-mentioned facts are consistent with the acknowledgement in the updated NDCs document that “Pakistan has enjoyed very limited access to international climate finance”, a category that includes the macro and meso activities described above.¹³⁰ Key informants speculate that the main reason for limited access at the meso level is the lack of capacity among Pakistani entities to address the requirements of green projects and climate finance, as laid down at the international level.¹³¹ The almost complete absence of Pakistani entities from the projects mentioned above is consistent with this view. In addition, in the case of the GCF, there may be procedural issues, in that several key ministries are involved in accreditation and project approval.¹³²

A Climate Resourcing Coordination Cell (CRCC) was established in Islamabad in 2022 as part of a response to capacity issues. This has been funded by the FCDO at the request of the Government of Pakistan. It is expected to provide technical assistance to the Government of Pakistan, and work with stakeholders for the identification of potential ideas and development of concept notes and proposals to access national and international financing for addressing and mitigating climate change challenges in Pakistan.

There is already a wide range of green projects at the meso level that have been funded by commercial banks, some of them led or facilitated by the International Finance Corporation (IFC). Most of the projects have been for renewable energy (mainly on-grid wind and solar power). For wind power, a 2018 ADB research report concluded that:¹³³

... compared to hydro and solar, it is the most favoured renewable project amongst private sector investors due to the bite-size investment costs, fewer challenges in finding ideal sites with grid interconnection options, and a short development and construction timeline. The tariff and financial incentives for wind power have evolved very rapidly since the first incentive scheme launched in 2010.

At present, Pakistan has “26 operational wind power projects of 1,335 MW cumulative capacity connected to the national grid, and a further 10 wind power projects of 510 MW capacity are under construction.”¹³⁴ Pakistani commercial banks have also been involved in financing wind power projects established by Pakistani companies, for which the IFC took the lead. In 2019, the IFC, together with three Pakistani banks, arranged financing for six wind projects in the Jhimpir Wind Corridor of Sindh,

¹²⁷ The GEF website (<https://www.thegef.org/projects-operations/country-profiles/pakistan>) mentions 39 national projects and activities in Pakistan and 27 regional/global projects and activities.

¹²⁸ GEF website <https://www.thegef.org/projects-operations/database?f%5B0%5D=countries%3A123>.

¹²⁹ https://www.wfpak.org/our_work/water/nationally_appropriate_mitigation_actions_nama/.

¹³⁰ GoP, op. cit., p. 70.

¹³¹ They mentioned, for example, that there is only one person at each of Pakistani direct access accredited agencies who deals with the GCF; entities lack knowledge of procedures and technical requirements; and the focus is on stand-alone projects rather than a broader vision of what the entity wants to do in climate change.

¹³² The process is coordinated by the Ministry of Climate Change, which is the National Designated Authority for the GCF in Pakistan.

¹³³ Malik, Sadia; Qasim, Maha; and Saeed, Hasan. 2018. *Green Finance in Pakistan: Barriers and Solutions* (p. 11). ADB Institute Working Paper 880. Tokyo: Asian Development Bank Institute, October 2018. Available at: <https://www.adb.org/publications/green-finance-pakistan-barriers-and-solutions>.

¹³⁴ Mordor Intelligence. 2022. ‘Pakistan Wind Energy Market - Growth, Trends, Covid-19 Impact, and Forecasts (2022-2027).’ Available at <https://www.mordorintelligence.com/industry-reports/pakistan-wind-energy-market>. The website of the Alternative Energy Development Board of the Ministry of Energy of the Government of Pakistan (<https://www.aedb.org/component/jdownload/root/2-wind/1-wind-power-projects-status?Itemid=101>) provides a current list and status of independent wind power producers.

called the Super Six, that will generate 310 MW of power.¹³⁵ Additional information on commercial financing of distributed solar energy and wind power projects is provided in Annex 9 Section B.

The largest meso level activity in climate finance to date was funded entirely by international private sector investors. This is a ten-year green Eurobond, called Indus bond, which was launched by the state-owned Water and Power Development Authority in 2021 to raise USD 500 million for a hydro-energy project.¹³⁶ News reports noted that the issue was oversubscribed six times.¹³⁷

While meso level projects have been dominated by wind power, micro level financing is dominated by investment in distributed solar energy,¹³⁸ which has evidently flourished in recent years because of incentives from both the demand and supply side (steep increases in electricity utility prices and increased availability of subsidised bank loans). The bank loans have been made possible under the SBP scheme for financing renewable energy projects that was introduced in 2009, which showed low utilisation and was revised in 2016.¹³⁹ The revised scheme is structured as a refinancing facility. It provides concessionary financing for renewable energy projects, with the SBP lending to commercial banks and development finance institutions at a 2% interest rate and they in turn lending to end consumers at fixed subsidised interest rates of up to 6% per annum.

An Internet search shows that several commercial banks are providing loans under the SBP scheme for a variety of uses with a wide range of financial products for solar power solutions. Some of the products are limited to residential solutions and others are available for residential, commercial and agricultural purposes and SMEs, with at least two banks including net metering and grid connections in their offers. Some banks are working through pre-selected energy solutions providers. Additional information is provided in Annex 9 Section B.

The FCDO, mainly through Karandaaz, has also been supporting green finance for micro, small and medium-sized businesses (<https://karandaaz.com.pk/about/about-karandaaz/>). Activities include:¹⁴⁰

- Six green transition projects in support of diverse environmental objectives;
- Planned green investments under the International Climate Finance using the green financing framework and focusing on projects that will include but not be limited to renewable energy, energy efficiency, green buildings, clean transportation, and waste management; and,
- A planned investment of over GBP 15 million to promote renewable energy generation and efficiency measures in Pakistani businesses.

In addition, Karandaaz (with a 40% share) incorporated a for-profit credit enhancement facility company in 2021 called Infra Zamin Pakistan (IZP) in partnership with the Private Infrastructure Development Group (PIDG) company InfraCo Asia Investments via Indus Guarantees (60% share). IZP is a non-bank financial company, which received a license in February 2021. It is expected to approve its first project in a few weeks but has not received any proposals for green projects.

The World Bank-assisted Punjab Green Development Programme (additional information in Annex 9 Section F) is also engaged in promoting green finance. One of its interventions is for the Government of Punjab to “work with commercial banks to design effective mechanisms to enhance SMEs’ access to finance for green investments.”¹⁴¹ The preferred mechanism is to “enhance credit access on a

¹³⁵ The country’s first wind power project (of 50 MW) was inaugurated in Sindh in 2012 (‘President inaugurates Pakistan’s first windmill power project,’ *Dawn* (daily), 24 December 2012, available at <https://www.dawn.com/news/773683/president-inaugurates-pakistans-first-windmill-power-project>).

¹³⁶ GoP, op. cit., p. 70.

¹³⁷ Hasnain, Khalid. 2021. ‘WAPDA floats first Eurobond for \$500m.’ *Dawn* (daily), 28 May 2021. Available at <https://www.dawn.com/news/1626110>.

¹³⁸ “Distributed renewable energy ... systems are power, cooking, heating and cooling systems that generate and distribute services independently of any centralised system” (<https://www.ren21.net/gsr-2016/chapter03.php>).

¹³⁹ Malik, Qasim and Saeed, op. cit. (p. 11).

¹⁴⁰ Additional information is provided in Annex 9 Section D.

¹⁴¹ World Bank. 2018. *Programme Appraisal Document on a Proposed Credit in the Amount of SDR 137.6 Million (US\$200 Million Equivalent) to the Islamic Republic of Pakistan for a Punjab Green Development Programme* (pp 10-11). 4 May 2018. Available at <https://documents1.worldbank.org/curated/en/144221527478236394/pdf/DISCUSSSED-PAD-Punjab-Green-final-as-sent-to-Board-05082018.pdf>.

commercial basis, focus on lowering risk through instruments such as credit risk guarantees (CRGs), and provide technical support and incentives to SMEs to prepare bankable projects for sound green investments.”

The 2018 project appraisal document notes that this work “will be coordinated with SBP’s national-level SME [small and medium enterprise] finance initiatives” and that the World Bank “is currently supporting the SBP in redesigning its central CRG scheme for SME financing; this effort is expected to result in a new CRG scheme and company that will be run on a sustainable basis.” The project implementation status reports do not show any progress made in this intervention so far.¹⁴² The DAI team was unsuccessful in obtaining additional information despite several attempts to reach relevant officers in the World Bank and the Government of Punjab.

The SBP introduced Green Banking Guidelines in 2017.¹⁴³ These “mainly focus on a risk management process that measures and examines environmental risks that can be generated from business activities”. The guidelines define green banking as the “Promotion of environmentally friendly practices that aid banks and their clients in identifying and managing environmental risks as well as reducing their carbon footprint and related socially adverse actions.”¹⁴⁴ In principle, green financing is possible in all sectors.

Why, then, are transactions between banks and borrowers evidently limited to renewable energy (wind power at the meso level and distributed solar power at the micro level)? There is no systematic analysis at present that could help answer this question. Key informants speculate about a variety of reasons, some of which are also implicit in the Punjab Green Development Programme:

- There is lack of incentives for green projects, except for exporters who have an incentive to comply with international requirements.
- There is lack of expertise in the private sector for preparing green projects that meet environmental, social and governance standards.
- There is no regulatory framework for mitigation (except for environmental impact assessments to a certain extent) for key sectors that are not export oriented, including construction, transportation, waste management, tourism, food processing, livestock, cement,¹⁴⁵ chemicals, the paper and printing industry, plastics, and sugar mills.

Note that incentives and regulations generate a demand for capacity development. For example, there were almost no environmental impact assessment specialists in the country, and very few environmental management specialists, before the Pakistan Environmental Protection Act 1997 was passed and enforcement started.¹⁴⁶

THE OPPORTUNITY SET

The government’s updated NDCs document says that Pakistan wants to diversify funding sources and mentions commercial banks only once, and that is with reference to the SBP’s 2017 Green Banking Guidelines.¹⁴⁷ These guidelines focus on risk management and the SBP does not have any concessional lending scheme except for solar energy projects. The World Bank (particularly in Punjab), Karandaaz and Infra Zamin Pakistan have an interest in green investments but have not reported any breakthroughs in commercial bank transactions with private companies.

¹⁴² The most recent report is World Bank. 2022. ‘Implementation Status & Results Report (ISR)’. 15 June 2022. Available at <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099510006152211950/p1653880f32e0907a0a1cc0e04ef3506dab>.

¹⁴³ State Bank of Pakistan (SBP). 2017. *Green Banking Guidelines*. Karachi: State Bank of Pakistan, Infrastructure, Housing & SME Finance Department, 9 October 2017. Available at <https://www.sbp.org.pk/sme/d/circulars/2017/C8-Annex.pdf>.

¹⁴⁴ SBP, op. cit., p. 3.

¹⁴⁵ On a voluntary basis, the Fauji Cement Company Limited “has achieved the landmark of reducing 20% of carbon emission” by using a combination of alternative fuels to reduce carbon dioxide emission and decrease dependency on fossil fuels (<https://fccl.com.pk/en/going-green/>). The company also has a number of green projects for water conservation and renewable energy.

¹⁴⁶ This observation is based on the personal experience of DAI’s lead investigator, starting with his involvement with the preliminary steps towards the National Conservation Strategy in 1987 and its formulation during 1988-1992.

¹⁴⁷ GoP, op. cit., p. 72.

The diverse economy of Sindh, including the financial institutions based in Karachi, presents an attractive landscape for an in-depth investigation of the challenges and opportunities for green finance provision through commercial banks. This could focus on selected sectors and industries and may or may not include the renewable energy business, in which progress as well as limitations in penetration have been observed. Collaboration with interested parties elsewhere in the country could help validate the findings for broader application and open the door for dialogue with multiple stakeholders.

POSSIBLE INTERVENTION FOCUS AREAS

The challenges and opportunities described above suggest that it would be useful to undertake collaborative operational research, followed by a dialogue on innovation with relevant policy makers and interested private sector organisations. The overall theme would be challenges and opportunities for green finance provision through commercial banks.

The research would start with the premise that:

- Challenges and opportunities exist on both the demand side and the supply side; and,
- They may differ across sectors and industries, and there may also be problems and solutions common to certain categories of businesses.

The research would focus on a limited number of sectors and industries identified in consultation with Karandaaz, Infra Zamin Pakistan, the CRCC and the Government of Sindh. Sectors with a predominantly export orientation could be excluded, considering that they have an incentive to meet international requirements. The focus could be on construction, transportation and waste management. Renewable energy may be included or excluded. In addition to the information provided in this recommendation, insights on renewable energy are available from a recent study on “a cost-optimised techno-economic pathway for Pakistan towards a 100% renewable energy system by 2050 across the power, heat, transport and desalination sectors.”¹⁴⁸

Key research questions could include:

- What kind of green projects are banks lending for, and what constraints do they face in expanding green lending?
- What kind of green projects are of potential interest to firms, and what constraints do they face in pursuing these opportunities?
- Identify challenges that need to be addressed in expanding green finance and options for addressing them in the medium term, including the government’s role in streamlining the project development cycle.

The research would be expected to identify feasible measures for promoting green financing mechanisms through commercial bank lending. These could include incentives for green projects, regulation in certain sectors, and technical assistance. Some high-level possibilities that could be translated into operational measures are indicated in a recent report from the Sustainable Development Policy Institute (reproduced verbatim):¹⁴⁹

- The Government has to play a critical role in leveraging and de-risking the needed finance and accelerating the green capital market.

¹⁴⁸ Sadiqa, Ayesha; Gulagi, Ashish; Bogdanov, Dmitrii; Caldera, Upeksha; and Breyer, Christian. 2021. ‘Renewable energy in Pakistan: Paving the way towards a fully renewables-based energy system across the power, heat, transport and desalination sectors by 2050.’ In *Institution of Engineering and Technology Renewable Power Generation*, August 2021. Available at <https://ietresearch.onlinelibrary.wiley.com/doi/epdf/10.1049/rpg2.12278>.

¹⁴⁹ Aslam, Hina; Nazir, Ahad; and Zia, Ubaid ur Rehman. 2021. *Pakistan’s Way Forward towards a Green Economy: Perspectives for a Clean Energy Transition*. (pp. 51-52). Islamabad: Sustainable Development Policy Institute, June 2021. Available at <https://think-asia.org/bitstream/handle/11540/13888/Pakistans-Way-Forward-towards-a-Green-Economy-Perspectives-for-a-Clean-Energy-Transition-1.pdf?sequence=1>.

- To provide financing for medium to large projects, local banks need to be also stimulated since they cannot start projects on their own and would need support in terms of blended finance to capitalise private sector investments in Pakistan; specifically in green finance.
- Look for social impact bonds where the private sector and government collaborate to invest in a successful green project. Then, instead of paying in cash, the government can also propose to let go the taxes for a particular amount of period [*sic*].
- For Pakistan to enter into private sector debt reduction or debt swap agreements, it needs to come up with a very broad Environmental, Social and Governance profile that clearly outline its standards and view on economic quality and community engagement, sustainable assets, green financing and its expected interests for a long term.

Additional possibilities could include the following:

- It is well known that investment in green solutions is less than optimal for society when companies do not have to pay for the pollution they cause. For example, “Banks are giving out large ... loans to environmentally hazardous industries such as textile and chemicals. The banking sector is also financing the transport and the construction sectors, which are not in line with the green standards.”¹⁵⁰ The government needs to step in with appropriate regulations when negative externalities such as these are present.
- While regulatory frameworks tend to be rigid, reward and compensation act as voluntary incentives in sectors such as construction. A recent research article discusses several forms of reward and compensation designed by the government as voluntary incentives for construction stakeholders.¹⁵¹
- Stakeholders observed that there is a dearth of expertise among firms for preparing projects for green financing. Lack of knowledge of environmental, social and governance standards is a particular constraint. Technical assistance may be needed in various forms (including handholding and consultation, according to a banker).
- Stakeholders also pointed out the importance of having a pipeline of available projects for funding, including public-private initiatives, and noted that provincial governments have an important role to play in this regard to streamline the project development cycle.

Promising research findings would feed into a dialogue on innovation with relevant policy makers and interested private sector organisations, including banks and private companies. Those willing to innovate could be supported through Karandaz, Infra Zamin Pakistan, the CRCC or the planned Climate Investment Fund Pakistan project. Taking the exercise to its logical conclusion, it would be useful to assess lessons from the early stages of any innovations that are actually adopted, their potential for scaling up, or why apparently-attractive innovations were not adopted by the market.

RELEVANCE TO THE UK GOVERNMENT’S INTERNATIONAL DEVELOPMENT STRATEGY

This recommendation is aligned with important elements of the IDS that relate to climate change and cooperation with the private sector:

- Unlock finance for green growth.
- Mobilise more private finance to advance our climate and nature goals.
- Deepen cooperation with businesses and private investors.

¹⁵⁰ Zaidi, Erum. 2021. ‘SBP’s framework to induce environmental, social risk management.’ *The News* (daily), 29 April 2021. Available at <https://www.thenews.com.pk/print/827544-sbp-s-framework-to-induce-environmental-social-risk-management>.

¹⁵¹ Saka, Najimu; Olanipekun, Ayokunle Olubunmi; and Omotayo, Temitope. 2021. “Reward and compensation incentives for enhancing green building construction,” *Environmental and Sustainability Indicators* 11 (2021). Available at <https://reader.elsevier.com/reader/sd/pii/S2665972721000398?token=855EF756805CC06D4D9217C5FCADC74579407FE5326846FCE3F84C2402D57A4B2E93C50380CB6C4E6B3FA27215A9F563&originRegion=eu-west-1&originCreation=20220729090746>.

Strategic Recommendation 4, Open Societies and Human Rights: Strengthening the Response to Sexual and Gender-based Violence

This was Strategic Option 11 of the Phase 1 report, with the title ‘Strengthening Government Response to GBV’. It is aligned with Output 5.2.1 of the country plan (“Support for Punjab and KP to introduce GBV response frameworks and make progress towards the passage of child marriage restraint bills and design of Child Protection Case Management systems; support to federal government in drafting of Rules of Business for the GBV Ordinance”).

SYNOPSIS

Although data reliability has been an issue, it is often acknowledged that physical and sexual violence against women and children is more pervasive than media reports suggest. At the country level, the *Pakistan Demographic and Health Survey (PDHS) 2017-18* reported that 28% of women age 15-49 had experienced physical or sexual violence. The Sindh Police reported at least 2,000 cases of rape and gang rape across the province over the last five years. It is estimated that less than half of the cases are actually reported to authorities, and only 10% of the reported cases result in some type of court decision every year. There are long delays in the dispensation of justice (statutes notwithstanding), victims suffer from apathy, mockery and threats, and the conviction rate for crimes related to sexual and gender-based violence (SGBV) is 3%.

The Federal Government, the Government of Sindh, and the national and provincial judiciary, assisted by civil society, have taken a number of steps since 2016 focusing on changes in law and its implementation in the courts. Sindh, by all accounts, is ahead of other provinces: it has gender-based violence (GBV) Courts in 27 out of 29 districts, which have started implementing special protection measures, a comprehensive policy statement in the form of the *Sexual Violence Response Framework (SVRF) 2020-2024*, a high-level Multi-sectoral Coordination Committee (MSCC) established in November 2021, and experienced civil society organisations active in the provision of legal aid (two of which are members of the MSCC). The committee is focusing on medico-legal reforms, performance management frameworks, assessment of GBV processes, and protection centres.

Lack of government capacity to inform and track implementation of criminal justice reforms is a recognised problem, one that Sindh has in common with other provinces. The proposed solution is to engage the Legal Aid Society (LAS), a Karachi-based civil society organisation, as a support mechanism for the four priorities established by the Government. The LAS is a recent recipient of a grant from the UK’s open societies programme and a key civil society member of the MSCC. Its track record (summarised below) and position in the MSCC offers an opportunity to mainstream improvements in the judicial system and relevant government organisations of the province. It is, arguably, the legal aid NGO that has the best working relationship with the executive and judicial authorities of the province, and has a demonstrated commitment to mainstreaming improvements in government systems over the years.

CHALLENGES

The PDHS 2017-18 observes that “Physical violence or sexual violence may not occur in isolation; rather, women may experience a combination of both forms, and these combinations of violence can

have long-lasting negative effects on women’s lives, health, and well-being.”¹⁵² Its country-level findings are:¹⁵³

- Overall, 28% of women age 15-49 had experienced physical or sexual violence (committed by a husband or anyone else): 23% had experienced only physical violence, 1% had experienced only sexual violence, and 5% had experienced both physical and sexual violence.
- Women age 15-19 are more vulnerable to all forms of violence, with 33% of women in this age group experiencing physical or sexual violence.
- Six per cent of women age 15-49 had ever experienced sexual violence; 4% experienced sexual violence in the 12 months preceding the survey.
- Fourteen per cent of divorced, separated, or widowed women had experienced sexual violence, compared with 5% of currently married women.
- Seventy-eight per cent of ever-married women who had experienced sexual violence since age 15 report their current husband as the perpetrator, while 18% reported a former husband as the perpetrator.

According to Sindh Police crime statistics, at least 2,000 cases of rape and gang rape have been reported across Sindh over the last five years.¹⁵⁴ It is widely acknowledged that rape is under-reported in such data. One estimate is that less than half of the cases are actually reported to authorities.¹⁵⁵ Of the reported cases, less than a cumulative 10% on average result in some type of court decision every year (either convictions or acquittals), and 90% remain pending in court. The conviction rate is 3% for crimes related to SGBV. Over time, conviction rates, “especially in cases of rape (including male rape), child abuse and domestic violence have not increased, rather attrition levels have augmented”.¹⁵⁶

A comprehensive study conducted by the LAS, a Karachi-based civil society organisation, analysed 50 case files of acquitted rape cases between 2017 and 2019 from across Karachi and Hyderabad¹⁵⁷. Its main findings included:

- It takes on average 16.8 months for a rape case to be resolved through the court as compared to the then legislatively stipulated time of three months¹⁵⁸, or the new stipulated time of four months¹⁵⁹.
- On average, it takes the police 1.6 months to conclude their investigation and submit a final challan¹⁶⁰, which is more than thrice the mandated time period of 14 days.
- Once the final challan is submitted, it takes an average of another 4.3 months for the framing of charge, essentially meaning that after the submission of the challan, the case is left pending for a full quarter of the year.
- Once the matter reaches the courtroom it takes a further 9.6 months on average for the trial to conclude.

What is the experience of the victims?

¹⁵² National Institute of Population Studies (NIPS) [Pakistan] and ICF. 2019. *Pakistan Demographic and Health Survey (PDHS) 2017-18* (p. 305). Islamabad, Pakistan, and Rockville, Maryland, USA: NIPS and ICF (<https://dhsprogram.com/pubs/pdf/FR354/FR354.pdf>).

¹⁵³ Additional information from the PDHS is reproduced in Annex 10 Section A.

¹⁵⁴ Sindh Police website: https://www.sindhpolice.gov.pk/announcements/crime_stat_all_cities.html.

¹⁵⁵ *The News* (daily), ‘11 rape incidents reported in Pakistan every day, official statistics reveal,’ 13 November 2020. Available at:

<https://www.thenews.com.pk/latest/743328-about-11-rape-cases-reported-in-pakistan-every-day-official-statistics-reveal>.

¹⁵⁶ David, Shallum Oscar. 2021. ‘Gender-Based Violence Courts in Pakistan,’ *The Nation* (daily), 12 February 2021.

Available at <https://nation.com.pk/2021/02/12/gender-based-violence-courts-in-pakistan/#:~:text=The%20GBV%20Courts%20are%20now,should%20proceed%20in%20such%20cases>.

¹⁵⁷ <https://www.las.org.pk/wp-content/uploads/2021/04/Gap-Analysis-on-Investigation-and-Prosecution-of-Rape-and-Sodomy-Cases-R.pdf>

¹⁵⁸ The Criminal Law (Amendment) (Offences Relating to Rape) Act 2016.

¹⁵⁹ The new Federal Anti-Rape (Investigation and Trial) Act 2021 and the Criminal Law (Amendment) Act 2021.

¹⁶⁰ In criminal cases, the station house officer of a police station submits a report known as challan to the magistrate to take cognisance of the offense when the investigation report has been completed

Shame. Social pressures. Victim blaming. Systemic apathy. Evidence mismanaged. Victims mocked in court. Long and arduous trials. Offenders bailed out. Victims and families tormented. Compromise. Case dismissed. Offender freed. Shattered lives. These words describe what victims of rape typically experience in Pakistan as they go through the criminal justice system. They sum up the description of behaviours and obstacles by two activist women lawyers in a presentation at the 54th Session of the United Nations Committee on the Elimination of Discrimination against Women on behalf of civil society,¹⁶¹ reproduced selectively in Annex 10 Section B.¹⁶²

In 2016, Irum Ahsan, a lawyer working with the Asian Development Bank, focused on Punjab to identify the reasons (“the root cause”) of the extremely low rate of conviction in SGBV cases. According to a 2021 news report that traces events leading to subsequent widespread changes:¹⁶³

What confounded Ahsan during her research was that despite hundreds of existing laws protecting children, women and transgender people, the judges were unable to adjudicate using them. In her quest to find answers, Ahsan reached out to district-level judges. She found that both men and women judges had unconscious blind spots when they were hearing [SGBV] cases. Many of them stated in survey responses that rape occurred because men were unable to control their sexual urges when provoked by a woman – such as by wearing provocative clothing or make-up, engaging in flirtatious behaviour or staying out late. Many judges ... did not believe that marital rape was a reality and the judges proffered that women lied or concocted these cases for revenge.¹⁶⁴

THE OPPORTUNITY SET

The chronicle continues:

Ahsan decided she needed to work with judges and developed a detailed course with the help of a team of five women – experts in ... gender, law, justice, human rights, anthropology and Islamic scholarship. They then went on to carry out several intensive week-long sessions of gender sensitisation training for lower-court judges and prosecutors across Punjab and extended it nationwide. The [workshop] evaluations were shared with the then Chief Justice of the Lahore High Court, Justice Mansoor Ali Shah,¹⁶⁵ who mandated them to set up a model GBV courtroom within eight days. In October 2017, the new GBV court in Lahore began its work.

Ahsan and her team also got permission to review the cases for a full year. They analysed that, by the end of the year, the 2% conviction rate of 2016 had jumped to 16% by 2019. This evidence led to the National Judicial Policy Making Committee, under the leadership of the then [Chief Justice of Pakistan] Asif Saeed Khosa, approving in November 2019, the establishment of specialised GBV courts in each of Pakistan’s then 116 districts.

¹⁶¹ Zaman, Sarah, and Zia, Maliha. 2013. ‘Women’s Access to Justice in Pakistan,’ Working Paper submitted to the United Nations Committee on Committee on the Elimination of Discrimination against Women at its 54th Session on behalf of War Against Rape and the Aurat Foundation. Available at https://www.ohchr.org/sites/default/files/documents/HRBodies/CEDAW/AccessToJustice/AuratFoundationAndWarAgainstRape_Pakistan.pdf.

¹⁶² Pakistan ranks 150 out of 153 countries on the Global Gender Gap Index Report 2020 of the World Economic Forum.

¹⁶³ Ebrahim, Zofeen T. 2021. ‘Law: Protecting women from violence,’ *Dawn* (daily), 12 September 2021. Available at <https://www.dawn.com/news/1645879>.

¹⁶⁴ Ahsan adds in a blog, “Most judges were not familiar with international law and the treaties that Pakistan had ratified on women and human rights. GBV is like an epidemic. The root cause is a power imbalance between men and women, aggravated by sexual entitlement and stereotyping, reinforced by a largely illiterate patriarchal and feudal society” (Ahsan, Irum. 2017. ‘Challenging Norms on Gender-Based Violence in Pakistani Courts,’ *Asian Development Blog*, 24 November 2017. Available at <https://blogs.adb.org/blog/challenging-norms-gender-based-violence-pakistani-courts>.) Additional information on her work (including training courses) and its results is given in Aziz, Zarizana. 2020. ‘Gender Based Violence Courts in Pakistan: A Gap in Gender Equality Remains, but a Promising Start.’ *Oxford Human Rights Hub Blog*, 7 June 2020. Available at <https://ohrh.law.ox.ac.uk/gender-based-violence-courts-in-pakistan-a-gap-in-gender-equality-remains-but-a-promising-start/>.

¹⁶⁵ He is now a judge of the Supreme Court.

There has been limited progress in Punjab and other provinces since the 2019 decision. However:

Sindh has done much better. Last year, the Karachi-based Legal Aid Society (LAS) and the Sindh Commission on the Status of Women (SCSW) found 27 dedicated GBV courts in Sindh alone. While not all the specialised courts were found to be working efficiently or having the basic infrastructure required for a GBV court—74% did not have a separate waiting room for the complainant, another 74% were without screens and 64% were without the separate room to record the victim’s testimony using video-link facilities—Sindh still stands out as the only province that has these specialised courts in all its districts.¹⁶⁶

The references above to infrastructure are part of what are called special protection measures (SPMs) mandated in GBV courts. The LAS piloted interventions around targeted SPMs in three districts of Sindh between 2020 and 2022 to gauge the effect of these victim-centric interventions on GBV court users’ experience with the judicial system. Comparing satisfaction scores of GBV court users attending court with SPMs and non-GBV court users attending courts without SPMs revealed that, on average, SPMs resulted in more than a 14% improvement in overall user satisfaction scores.¹⁶⁷

Circa 2020, the Government of Sindh prepared its comprehensive *Sexual Violence Response Framework (SVRF) 2020-2024*, with technical support from the LAS.¹⁶⁸ Overall, the SVRF has a two-fold approach:

- It provides a detailed breakdown of actions and interventions necessary for the successful implementation of legislation and case-law.
- It expands the scope of work of government functionaries beyond the law to initiate primary, secondary, and tertiary preventative and responsive measures to work towards the gradual elimination of sexual violence.

The push for coordinated and multi-sectoral learning and response to sexual violence has also led to the notification of the One-Stop Protection Centre (OSPC). The OSPC operates as a one-location centre providing immediate support and assistance to victims of SGBV by placing medical, psychological, legal and police services within proximity to one another. The OSPCs are similar to the anti-rape crisis cells (ARCCs) introduced by the Anti Rape Investigation and Trial Act 2021 legislated at the federal level. The existing OSPC in Karachi is envisioned as an immediate response centre for all victims of SGBV across the South Zone of Karachi.

Following its own reform initiatives and the 2021 federal legislation, the Government of Sindh, on 23 November 2021, established a 19-member, high-level Multi-sectoral Coordination Committee (MSCC), chaired by the chief secretary, with participation from civil society.¹⁶⁹ In view of the limited financial and human resources available to it, the MSCC leadership chose to focus on the response segment of the SVRF, as opposed to a wider approach that would include preventive elements, which are also part of the road map. The MSCC set up four thematic working groups, one each for the four priority areas: medico-legal reforms; performance management frameworks; assessment of GBV processes; and, the ARCCs and OSPCs.

The LAS is a key member of the MSCC, with well-established working relationships with the executive and judicial branches. It has been engaged in efforts aimed at improving the experience of victims of

¹⁶⁶ Ebrahim, op. cit.

¹⁶⁷ “Early Outcome Assessment of Special Protection Measures on User Satisfaction of GBV Court Attendees in Karachi and Hyderabad”, LAS, 2021.

¹⁶⁸ Government of Sindh. n.d. *Sexual Violence Response Framework 2020-2024*. Available at <http://sindhilaws.gov.pk/setup/Publications/PUB-20-000064.pdf>.

¹⁶⁹ In December 2021, the federal Ministry of Law and Justice on Tuesday constituted a 40-member special committee in line with the requirement of Section 15 of the Anti-Rape (Investigation and Trial) Act 2021, which was headed by the then Parliamentary Secretary for Law, Barrister Maleeka Ali Bukhari as its chairperson. The committee included parliamentarians and a wide range of experts from the government and civil society. Reported in Iqbal, Nasir. 2021. ‘Body formed to oversee implementation of anti-rape law,’ *Dawn* (daily), 29 December 2021. Available at <https://www.dawn.com/news/1666435>.

SGBV.¹⁷⁰ Leveraging data to draw inferences of degrees of success in interventions has placed LAS at a unique position whereby advocacy and policy is backed by evidence. LAS's interventions in the SGBV landscape have resulted in substantive impact across the board:

- In specialisation, this is measured as the notification of more than 250 GBV Investigation Officers across the province and the nomination of specialised GBV magistrates in District East Karachi.
- In capacity building, this is measured as improvement in knowledge and sensitivity of the GBV Investigation Officers, GBV court judges, prosecutors, and medico-legal officers trained by gender and legal experts.
- To ensure sustained capacity building, the LAS has also been engaged in the development of guidelines and standard operating procedures for investigation of GBV cases, development of competency frameworks for the police, prosecution, and the judiciary, and development of performance management frameworks for GBV Investigation Officers and GBV courts.

The guidelines are robust manuals which aim to increase quality and quantity of investigation and prosecution of cases of sexual violence whereas the performance management frameworks are an effective way for gauging the efficiency of the criminal justice system actors. Despite the successful development of manuals and frameworks to improve capacities and track improvement, the LAS has been unable to get their implementation notified by the Government, owing to the multi-layered bureaucracy. Through this initiative under the MSCC, the LAS anticipates an opportunity to drive these processes to execution using a coordinated approach.

Along with a focus on improved capacities, the LAS has remained engaged in promoting infrastructural reforms within GBV courts to ensure their operationalisation vis-à-vis the provision of SPMs. Interventions in the GBV courts of Karachi East District, Karachi West District, and Hyderabad District have contributed significantly to improving the experience of court users in these districts. Under this initiative, the LAS endeavours to scale up the operationalisation of GBV courts throughout the province by ensuring provision of SPMs.

POSSIBLE INTERVENTION FOCUS AREAS

Possible directions for a project in association with the Government of Sindh and the LAS would focus on strengthening the Government's response to SGBV. Interventions over three-to-five years could include:

- Under thematic working group 1 (medico-legal reforms):
 - Supporting legislation for medico-legal reforms.
 - Capacity building of medico-legal officers.
 - Developing guidelines and standard operating procedures.
- Under thematic working group 2 (performance management framework):
 - Supporting implementation of standard operating procedures and guidelines with a focus on decreasing delays in investigation and trial of SGBV.
 - Developing and supporting implementation of Performance Management Frameworks for the police, prosecution and judiciary for effective oversight.
- Under thematic working group 3 (assessment of GBV processes):
 - Supporting and advocating for specialisation amongst the police and judiciary.

¹⁷⁰ The LAS received a grant of GBP 400,000 from the UK's Open Societies Programme for a project called "Strengthening the Criminal Justice System's Response to Sexual Violence in Sindh and Islamabad Capital Territory" and implemented during 2020-2021. At that time, the 2021 Act existed in the form of a presidential ordinance awaiting approval by the legislature; this might have been "the GBV Ordinance" mentioned in Output 5.2.1 of the country plan. An evaluation report on the project was completed in March 2022.

- Improving capacities of investigation officers, public prosecutors and GBV judges.
- Facilitating operationalisation of GBV courts with administration of SPMs.
- Under thematic working group 4 (ARCCs and OSPs):
 - Tracking progress under the OSPs piloted in Karachi.
 - Developing standard operating procedures.

The past efforts of the LAS as well as its role in the MSCC aim at mainstreaming improvements in the judicial system and relevant government organisations. In addition to working closely with the MSCC, partnership is envisaged with: provincial police and prosecution services, the judiciary, medico-legal officers, the National Commission for Human Rights Pakistan and the National Commission on the Status of Women.

RELEVANCE TO THE UK GOVERNMENT'S INTERNATIONAL DEVELOPMENT STRATEGY

This recommendation is aligned with the emphasis on ending violence against women and girls through:

- Scaling up proven approaches to prevent violence; and,
- Supporting survivors (including adolescent girls, women and girls with disabilities, and LGBT+ individuals) to safely access the support they need, including integrated gender-based violence and sexual and reproductive health services.

Strategic Recommendation 5, Prosperity, Trade and Economic Growth: UK-Pakistan Business-to-Business Trade and Investment Dialogue

This was Strategic Option 15 of the Phase 1 report, with the same title as here. It is aligned with Output 6.3.1 of the country plan (“UK-PK government trade relationship strengthened, including a UK-Pakistan Trade and Investment Dialogue, to unblock tariff and non-tariff barriers in priority sectors”). It is expected to have synergy with the ongoing government-to-government trade dialogue under the same output.

SYNOPSIS

Political leaders from Pakistan and the UK have expressed the desire to facilitate business-to-business (B2B) contacts to augment the trade and investment components of the enhanced strategic dialogue (ESD) between the two countries. There is, as yet, no institutional arrangement for systematic B2B engagement that could support high-level aspirations for enhancing trade and investment.

Businesses based in Karachi, the commercial hub of Pakistan, are potentially valuable contributors that can enrich and energise official-level dialogue. Managed by a suitable UK delivery partner, an institutional mechanism connecting appropriate locations in the UK with a centre for action in Karachi, which has outreach to Islamabad and major markets in the country, could be a promising innovation for efforts aimed at strengthening the bilateral relationship.

The Karachi-based Pakistan Business Council (PBC) is in a position to contribute to key aspects of the proposed institutional mechanism. Certain research and academic institutions based in Lahore and Islamabad could also be engaged for adding value in selected areas of research and for increasing outreach. A similar network of UK institutions could also be included in the institutional arrangement.

The proposed mechanism would conduct evidence-based research on key trade and investment issues (illustrated below) to provide the foundations for dialogue; engage research partners from the two countries (including, where possible, research officers from Pakistan’s government organisations); organise a number of workshops each year to discuss the research and develop perspectives for contributing to the ESD; and pursue issues and perspectives that need continuing attention from policy makers in both countries.

CHALLENGES

The UK and Pakistan have been engaged in an enhanced strategic dialogue (ESD), the most recent round of which was held in Islamabad in May 2022.¹⁷¹ This dialogue, according to an official Government of Pakistan statement, “is an institutional mechanism between the two countries to further deepen bilateral relations in the areas of trade and investment, security, education and cultural cooperation.”¹⁷² The political leadership of both countries has often emphasised the two countries’ “long-standing partnership, which is grounded in historic connections and abiding people-to-people linkages” and expressed the desire “to further enhance trade and investment ties between the two countries.”¹⁷³

Steps discussed at the high level to strengthen dialogue on trade and investment have included:

¹⁷¹ *Pakistan Today*. 2022. ‘Pak-UK enhanced strategic dialogue to help deepen bilateral ties: PM.’ *Pakistan Today* (daily), 25 May 2022. Available at <https://www.pakistantoday.com.pk/2022/05/25/pak-uk-enhanced-strategic-dialogue-to-help-deepen-bilateral-ties-pm/>.

¹⁷² High Commission for Pakistan. 2021. ‘Foreign Minister Qureshi and British Foreign Secretary Jeremy Hunt review Pakistan-UK Enhanced Strategic Dialogue.’ London: High Commission for Pakistan, press release, 19 June 2019. Available at https://www.phclondon.org/infodiv/pressreleases/20190620_foreign_minister_qureshi_and_british_foreign_secretary_jeremy_hunt.aspx.

¹⁷³ *Pakistan Today*, op. cit., quoting the Prime Minister of Pakistan and the UK Minister for Armed Forces.

- In June 2019, “Both sides agreed to ... work together to facilitate business to business contacts”.¹⁷⁴
- In September 2021, the Foreign Minister of Pakistan proposed that both countries should initiate a discussion on free trade agreement, and the UK Secretary of State agreed that a joint commission on the subject could be formed.¹⁷⁵
- In May 2022, the Prime Minister of Pakistan, in a conversation with the UK Prime Minister, “suggested the development of a 10-year roadmap to take the bilateral relations forward in diverse fields. He stressed that the ESD should deepen mutual engagement and the bilateral partnership elevated to the next level.”¹⁷⁶

Information available at this time suggests that these are pending matters. In particular, steps have not been taken so far to establish the parameters and institutional arrangements for systematic business-to-business (B2B) engagement. Moreover, while a road map may or may not be an agreed priority, energy and continuity in dialogue are unquestionably pre-requisites for elevating the bilateral partnership to the next level. Progress in pursuit of high-level aspirations requires an institutionalised approach in which businesses and policy makers from both countries can participate actively for enhancing trade and investment.

THE OPPORTUNITY SET

The political leadership of both countries has expressed interest in B2B engagement to augment the trade and investment components of the ESD. Businesses in both countries have a direct stake in contributing to and benefitting from improved trade and investment opportunities. Businesses based in Karachi, the commercial hub of Pakistan, are potentially valuable contributors that can enrich and energise official-level dialogue. Karachi is also the base for policy makers in the State Bank of Pakistan and the Government of Sindh, both of which influence trade and investment. Thus, an institutional mechanism connecting appropriate locations in the UK with a centre for action in Karachi, which has outreach to Islamabad and major markets in the country, could be a promising innovation for efforts aimed at strengthening the bilateral relationship.

The Karachi-based Pakistan Business Council (PBC) is in a position to contribute to key aspects of the proposed institutional mechanism. According to its website (<https://www.pbc.org.pk/>), the PBC is a “pan-industry advocacy group. It is not a trade body nor does it advocate for any specific business sector. Its key advocacy thrust is on easing barriers for Pakistani businesses.” The PBC has 94 member companies from 17 sectors. Two-thirds of the members are based in Karachi, but their predominant market is in Punjab. It is evidently the only organisation in Pakistan with ongoing “practical” research on trade issues. Certain research and academic institutions based in Lahore and Islamabad could also be engaged for adding value in selected areas of research and increasing outreach. A similar network of UK institutions could also be included in the institutional arrangement.

POSSIBLE INTERVENTION FOCUS AREAS

The proposed mechanism would be managed by a suitable UK delivery partner responsible for planning and implementing a continuing dialogue between UK and Pakistan businesses and policy makers with the help of specialised trade and investment dialogue facilitators.

Evidence-based research on key trade and investment issues would provide the foundations for the dialogue. The issues would be identified in consultation with the FCDO as well as informed businesses and include issues for the specific consideration of the Government of Sindh. It is expected that research would span tariffs and duties, non-tariff barriers, and opportunities and issues in FDI so as to reflect evidence and stakeholder perspectives from both countries. From Pakistan’s perspective, considering the importance of productivity to competitiveness, it would be particularly useful to identify how

¹⁷⁴ High Commission for Pakistan, op. cit.

¹⁷⁵ Associated Press Pakistan. 2021. ‘Pakistan, UK agree to form working group to strengthen ties.’ *Dawn* (daily), 29 September 2021. Available at <https://www.dawn.com/news/1649013>.

¹⁷⁶ *Express Tribune*. ‘PM urges 10-year roadmap to boost ties with UK 30 May 2022.’ *The Express Tribune* (daily), 30 May 2022. Available at <https://tribune.com.pk/story/2359179/pm-urges-10-year-roadmap-to-boost-ties-with-uk>.

businesses (particularly SMEs) could participate in supply chains that incentivise investment in productivity improvement.¹⁷⁷

Research partners from the two countries would be encouraged to produce joint research products on issues of bilateral interest and use common tools such as the TradeSift software (<https://tradesift.com/tradesift-software/>).¹⁷⁸ Whenever possible, research work would involve research officers from Pakistan's Ministry of Commerce (including the Trade Development Authority of Pakistan) and Board of Investment and relevant departments of the Government of Sindh.

Draft research products prepared by Pakistani research partners would be presented at review workshops for small groups of relevant officials in Karachi and Islamabad. It is expected that this would help validate research findings and develop a degree of ownership within official circles, before the findings are disseminated more widely through workshops.

A number of workshops would be organised each year to discuss research on specific issues and develop perspectives for contributing to the ESD. Participants would include businesses, diplomats and policy makers from both countries. If required, separate workshops could be arranged to highlight issues for the consideration of the Government of Sindh.

Issues and perspectives that need continuing attention from policy makers would be assigned to national or bilateral task forces, as the case may be, that would maintain regular contact with the authorities concerned. As and when required, the task forces would come back to the mechanism with requests for additional evidence-based research.

It is recognised that it would be challenging to measure the success of a 'soft' intervention such as the dialogue proposed here. Qualitative outcome assessment would be appropriate for this purpose, with outcomes being defined at two levels:¹⁷⁹

- Intermediate (medium-term) Outcome: A change that is expected to logically occur once one or more immediate outcomes have been achieved. In terms of time frame and level, these are medium-term outcomes that are usually achieved by the end of a project, and are usually *changes in behaviour, practice or performance* among intermediaries and/or beneficiaries.
- Immediate (short-term) Outcome – Change in Capacities: A change that is expected to occur once one or more outputs have been provided or delivered by the implementer. In terms of time frame and level, these are short-term outcomes, and are usually *changes in capacity, such as an increase in knowledge, awareness, skills or abilities, or access* to ... among intermediaries and/or beneficiaries.

RELEVANCE TO THE UK GOVERNMENT'S INTERNATIONAL DEVELOPMENT STRATEGY

This recommendation is aligned with several important elements of the IDS that relate to trade and ODA as well as working globally:

- Support countries to increase their exports, increase trade with the UK, build sustainable and resilient global supply chains that benefit all, and tackle market distorting practices and economic policies.
- ... help low- and middle-income countries become our trade and investment partners of the future.

¹⁷⁷ This can be viewed as a demand-driven alternative to the historically low rates of investment in human and physical capital and the prevailing supply-driven approaches to technical and vocational training in Pakistan.

¹⁷⁸ Developed at the University of Sussex, TradeSift is an easy-to-use tool for consistent analysis of trade data and trade policy choices that has generated considerable interest internationally. It has been used in trade facilitation work in Pakistan, including the Ministry of Commerce.

¹⁷⁹ This is the approach adopted by Global Affairs Canada (GAC). 2016. *Results-Based Management for International Assistance Programming at Global Affairs Canada: A How-to Guide*, Second Edition, 2016 (http://www.international.gc.ca/world-monde/assets/pdfs/funding-financement/results_based_management_gestion_axee_resultats-guide-en.pdf). The lead investigator has used this approach in evaluating soft interventions aimed at civic governance in rural areas and promoting tolerance for diversity among university students.

- ... helping us to have more diverse supply chains for critical commodities and components.
- This year, Department for International Trade and FCDO are launching a new Developing Countries Trading Scheme ... to give better access to the UK market for goods from low- and middle-income countries, through a set of simpler, more generous trading arrangements than those in the UK's current arrangements. This will help enhance trade with over 60 countries, boosting economic growth and jobs.
- Through our ODA spend, expertise, trade and investment we will work with like-minded countries to build strong economic results.

Annexes

ANNEX 1 AREA AND POPULATION OF SINDH, 2022, BY DISTRICT

Table 3. Area and population of Sindh, 2022, by district

Division and District		Area (sq km)	Projected Population 2022			Average Household Size	Share of Urban Pop. (%)	Population Density (per sq. km)	Share in Sindh Population (%)			Population Growth Rate (% per year)	
			Total	Rural	Urban				Total	Rural	Urban	Overall	Urban
Larkana		15,213	6,882,046	4,612,556	2,269,491		33	452	12.7	18.0	7.9		
1	Jacobabad	2,698	1,099,165	759,762	339,403	5.6	31	407	2.0	3.0	1.2	1.72	2.69
2	Kashmore	2,580	1,235,784	953,106	282,678	5.8	23	479	2.3	3.7	1.0	2.53	2.19
3	Kambar Shahdad Kot	5,475	1,494,660	996,612	498,048	6.1	33	273	2.8	3.9	1.7	1.96	4.65
4	Larkana	1,948	1,704,095	889,545	814,550	5.8	48	875	3.1	3.5	2.8	2.22	3.11
5	Shikarpur	2,512	1,348,342	1,013,531	334,811	5.9	25	537	2.5	4.0	1.2	1.79	1.92
Sukkur		27,158	6,303,829	4,098,306	2,205,523		35	232	11.6	16.0	7.7		
6	Ghotki	6,083	1,902,215	1,454,285	447,930	5.6	24	313	3.5	5.7	1.6	2.83	4.42
7	Khairpur	15,910	2,718,116	1,770,495	947,621	5.8	35	171	5.0	6.9	3.3	2.34	4.05
8	Sukkur	5,165	1,683,497	873,526	809,972	5.6	48	326	3.1	3.4	2.8	2.49	2.36
Hyderabad		48,670	11,975,964	7,378,006	4,597,959		38	246	22.1	28.8	16.1		
9	Badin	6,858	2,058,178	1,584,178	474,001	5.0	23	300	3.8	6.2	1.7	2.61	3.96
10	Dadu	7,866	1,696,684	1,257,793	438,891	5.4	26	216	3.1	4.9	1.5	1.79	2.74
11	Hyderabad	993	2,437,447	394,990	2,042,457	5.0	84	2,455	4.5	1.5	7.1	2.05	2.26
12	Jamshoro	11,204	1,185,944	594,606	591,338	5.4	50	106	2.2	2.3	2.1	2.85	6.45
13	Matiali	1,417	866,044	652,009	214,035	5.3	25	611	1.6	2.5	0.7	2.36	3.22
14	Sujawal	8,785	869,368	775,942	93,427	5.1	11	99	1.6	3.0	0.3	2.21	1.79
15	Tando Allahyar	1,554	973,497	631,653	341,844	5.0	35	626	1.8	2.5	1.2	2.82	4.98
16	Tando Muhammad Khan	1,423	761,202	589,882	171,319	5.1	23	535	1.4	2.3	0.6	2.31	3.82
17	Thatta	8,570	1,127,600	896,953	230,647	5.4	20	132	2.1	3.5	0.8	2.63	5.50
Karachi		3,527	18,337,294	1,415,831	16,921,463		92	5,199	33.8	5.5	59.1		
18	Karachi Central	69	3,182,145	-	3,182,145	5.5	100	46,118	5.9	-	11.1	1.38	1.38
19	Karachi East	139	3,443,110	-	3,443,110	5.6	100	24,771	6.4	-	12.0	3.67	3.67
20	Karachi South	122	1,857,638	-	1,857,638	5.4	100	15,227	3.4	-	6.5	0.98	0.98
21	Karachi West	929	4,586,259	317,073	4,269,187	6.1	93	4,937	8.5	1.2	14.9	3.25	3.33
22	Korangi	108	2,917,691	-	2,917,691	5.8	100	27,016	5.4	-	10.2	2.51	2.51
23	Malir	2,160	2,350,451	1,098,759	1,251,692	5.9	53	1,088	4.3	4.3	4.4	3.99	3.25
Mirpur Khas		28,170	4,825,904	3,866,813	959,092		20	171	8.9	15.1	3.3		
24	Mirpur Khas	2,925	1,672,300	1,193,978	478,322	5.3	29	572	3.1	4.7	1.7	2.13	1.96
25	Tharparkar	19,637	1,931,519	1,749,765	181,754	5.5	9	98	3.6	6.8	0.6	3.14	6.52

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Division and District		Area (sq km)	Projected Population 2022			Average Household Size	Share of Urban Pop. (%)	Population Density (per sq. km)	Share in Sindh Population (%)			Population Growth Rate (% per year)	
			Total	Rural	Urban				Total	Rural	Urban	Overall	Urban
26	Umer Kot	5,608	1,222,086	923,069	299,016	5.0	24	218	2.3	3.6	1.0	2.55	4.19
Shaheed Benazirabad		18,176	5,884,477	4,205,171	1,679,306		29	324	10.9	16.4	5.9		
27	Naushahro Feroze	2,946	1,794,473	1,341,227	453,246	5.8	25	609	3.3	5.2	1.6	2.09	3.63
28	Sanghar	10,728	2,303,121	1,643,232	659,888	5.5	29	215	4.2	6.4	2.3	2.34	2.91
29	Shaheed Benazirabad	4,502	1,786,883	1,220,711	566,172	5.4	32	397	3.3	4.8	2.0	2.02	2.94
Sindh		140,914	54,209,515	25,576,682	28,632,833	5.6	53	385	100.0	100.0	100.0	2.41	2.75

Source: The area and population projections are based on Government of Pakistan. 2017. Population Census. Islamabad: Pakistan Bureau of Statistics; available at https://www.pbs.gov.pk/sites/default/files//population_census/District%20wise%20Sindh%20TABLE%201%202017%20FINAL.pdf. Urban and rural population was projected separately at the respective 1998-2017 intercensal growth rates and added up to arrive at the total for each district.

ANNEX 2 SINDH DISTRICT-LEVEL TABLES: INDICATORS OF HUMAN DEVELOPMENT AND SERVICE DELIVERY, 2020

Source: Government of Pakistan. 2021. *Pakistan Social and Living Standards Measurement Survey (2019-20), District Level Survey (PSLM)*. Islamabad: Government of Pakistan, Ministry of Planning Development and Special Initiatives, Pakistan Bureau of Statistics, July 2021. Available at: https://www.pbs.gov.pk/sites/default/files//pslm/publications/PSLM_2019_20_District_Level.pdf.

Education

Table 4. Population that has ever attended school (percentage of population 10 years and older), 2020

Province/ District	Urban			Rural			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Sindh	77	63	71	49	19	35	65	44	55
Larkana Division									
Jacobabad	79	51	67	42	14	29	53	24	40
Kashmor	59	18	40	40	11	26	44	13	29
Kambar Shahdad Kot	64	26	46	38	16	28	46	19	34
Larkana	66	33	51	40	12	27	52	22	38
Shikarpur	77	51	65	42	15	29	51	24	38
Sukkur Division									
Ghotki	78	48	64	53	12	34	58	20	40
Khairpur	71	44	58	59	24	42	63	30	47
Sukkur	80	58	70	56	19	39	67	37	53
Hyderabad Division									
Badin	66	40	54	39	13	27	46	20	34
Dadu	74	46	61	47	21	35	54	27	42
Hyderabad	72	63	68	63	31	48	71	58	65
Jamshoro	82	59	71	44	15	31	57	31	45
Matiari	77	50	62	57	32	45	62	36	50
Sujawal	62	31	47	36	15	26	38	16	28
Tando Allahyar	66	49	58	49	20	35	54	29	42
Tando Muhammad Khan	46	27	37	40	17	29	41	19	31
Thatta	49	31	41	31	12	23	35	16	26
Karachi Division									
Karachi Central	83	77	80	0	0	0	83	77	80
Karachi East	74	75	80	0	0	0	74	75	80
Karachi South	79	70	75	0	0	0	79	70	75
Karachi West	76	59	67	42	30	36	72	58	65
Korangi	85	78	82	0	0	0	85	78	82
Malir	76	61	69	65	47	57	71	55	64
Mirpur Khas Division									
Mirpur Khas	76	53	66	48	18	34	56	27	42
Tharparkar	56	19	40	40	11	27	41	12	28
Umer Kot	77	43	61	49	14	33	56	21	40
Shaheed Benazirabad									
Naushahro Feroze	84	59	72	59	27	44	63	33	48
Sanghar	76	54	66	58	21	40	63	31	47
Shaheed Benazirabad	72	43	58	61	22	42	64	27	46

Source: PSLM 2019-20, Table 2.1, p. 52.

Table 5. Distribution of population that has completed primary level or higher (percentage of population 10 years and older), 2020

Province/ District	Urban			Rural			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Sindh	70	58	64	41	15	29	57	39	49
Larkana Division									
Jacobabad	72	45	60	37	11	25	47	21	35

Province/ District	Urban			Rural			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Kashmor	54	16	36	37	10	24	41	11	27
Kambar Shahdad Kot	59	24	42	32	12	23	41	16	29
Larkana	61	30	47	35	11	24	47	20	35
Shikarpur	73	46	60	37	13	25	46	21	34
Sukkur Division									
Ghotki	70	45	58	46	9	29	51	17	35
Khairpur	63	39	51	50	19	35	54	25	40
Sukkur	74	51	63	50	16	34	61	32	47
Hyderabad Division									
Badin	55	34	45	31	9	31	38	16	27
Dadu	67	42	55	40	17	30	47	23	36
Hyderabad	65	57	61	49	26	38	63	53	58
Jamshoro	72	55	64	34	12	24	47	28	38
Matiari	66	41	54	47	26	37	52	30	41
Sujawal	59	27	44	28	11	21	31	13	22
Tando Allahyar	60	42	51	39	15	27	45	24	35
Tando Muhammad Khan	44	23	34	33	13	24	35	5	26
Thatta	39	26	34	24	8	17	27	12	20
Karachi Division									
Karachi Central	76	71	74	0	0	0	76	71	74
Karachi East	76	70	73	0	0	0	76	70	73
Karachi South	72	64	68	0	0	0	72	64	68
Karachi West	64	51	58	30	22	27	63	50	57
Korangi	79	73	76	0	0	0	79	73	76
Malir	70	56	64	57	42	50	64	50	58
Mirpur Khas Division									
Mirpur Khas	67	47	58	39	14	27	46	23	36
Tharparkar	48	17	34	32	6	20	33	7	21
Umer Kot	69	34	53	40	9	26	47	15	32
Shaheed Benazirabad Division									
Naushahro Feroze	78	54	66	51	22	37	56	27	42
Sanghar	68	47	58	47	17	32	53	26	40
Shaheed Benazirabad	59	37	48	50	17	34	53	22	38

Source: PSLM 2019-20, Table 2.2, p. 56.

Table 6. Net enrolment rate (percentage) at the primary level (age 5-9), excluding *katchi* class, 2020

Province/ District	Urban			Rural			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Sindh	53	50	51	46	32	39	49	40	45
Larkana Division									
Jacobabad	64	49	57	47	20	36	50	26	40
Kashmor	45	52	48	31	18	25	34	25	30
Kambar Shahdad Kot	55	48	52	49	35	44	51	40	47
Larkana	57	41	50	49	30	42	53	35	46
Shikarpur	68	60	64	43	36	39	48	41	45
Sukkur Division									
Ghotki	63	52	58	48	25	38	50	29	41
Khairpur	50	38	44	45	32	39	46	34	41
Sukkur	64	56	60	45	33	39	52	41	47
Hyderabad Division									
Badin	63	39	52	31	15	23	38	20	30
Dadu	73	70	72	65	52	58	66	56	61
Hyderabad	53	52	53	53	44	49	53	51	52
Jamshoro	50	65	58	45	44	45	46	50	48
Matiari	66	51	58	40	40	40	45	42	43
Sujawal	47	45	46	51	20	37	51	21	37
Tando Allahyar	57	56	57	42	30	37	47	39	43

Province/ District	Urban			Rural			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Tando Muhammad Khan	26	28	27	40	27	34	37	28	33
Thatta	36	51	42	25	14	20	27	20	24
Karachi Division									
Karachi Central	56	59	57	0	0	0	56	59	57
Karachi East	49	52	50	0	0	0	49	52	50
Karachi South	53	49	51	0	0	0	53	49	51
Karachi West	47	41	44	33	37	34	46	41	44
Korangi	47	49	48	0	0	0	47	49	48
Malir	46	39	43	48	39	43	46	39	43
Mirpur Khas Division									
Mirpur Khas	63	60	62	40	23	32	45	32	38
Tharparkar	54	41	49	54	36	46	54	37	46
Umer Kot	66	61	64	50	31	42	53	37	46
Shaheed Benazirabad Division									
Naushahro Feroze	69	69	69	47	54	50	50	56	53
Sanghar	61	53	57	45	27	37	49	33	42
Shaheed Benazirabad	60	65	62	55	34	45	56	41	49

Source: PSLM 2019-20, Table 2.6(b), p. 80.

Table 7. Primary level enrolments in government schools as per the percentage of total primary enrolment, excluding *katchi* class, 2020

Province/ District	Urban			Rural			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Sindh	39	37	38	84	79	82	60	53	57
Larkana Division									
Jacobabad	56	48	52	94	94	94	84	73	80
Kashmor	81	93	87	85	94	88	84	93	87
Kambar Shahdad Kot	99	97	99	97	60	86	98	75	91
Larkana	81	82	82	99	98	99	90	89	90
Shikarpur	73	81	77	94	66	83	88	71	81
Sukkur Division									
Ghotki	57	57	57	78	78	78	74	72	73
Khairpur	62	66	64	72	65	69	69	65	68
Sukkur	54	43	49	90	87	89	73	63	68
Hyderabad Division									
Badin	78	79	78	92	85	89	87	82	85
Dadu	65	84	74	76	71	74	73	75	74
Hyderabad	36	40	38	90	91	90	47	47	47
Jamshoro	32	19	27	89	90	89	69	60	66
Matari	76	67	72	91	94	92	87	86	87
Sujawal	78	91	86	97	97	97	96	96	96
Tando Allahyar	43	52	47	85	83	84	70	69	69
Tando Muhammad Khan	87	57	73	95	91	94	93	83	90
Thatta	89	83	86	78	73	76	81	77	80
Karachi Division									
Karachi Central	23	23	23	0	0	0	23	23	23
Karachi East	22	24	23	0	0	0	22	24	23
Karachi South	24	24	24	0	0	0	24	24	24
Karachi West	25	25	25	38	32	35	25	25	25
Korangi	18	16	17	0	0	0	18	16	17
Malir	30	28	29	47	47	47	38	35	37
Mirpur Khas Division									
Mir Pur Khas	67	67	67	90	84	88	83	76	80
Tharparkar	69	79	72	84	99	89	83	97	88
Umer Kot	72	75	74	96	95	95	91	87	89
Shaheed Benazirabad Division									
Naushahro Feroze	90	83	87	94	77	86	93	78	86

Province/ District	Urban			Rural			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Sanghar	52	54	53	83	78	81	74	69	72
Shaheed Benazirabad	73	56	66	92	92	92	87	80	84

Source: PSLM 2019-20, Table 2.9(b), p. 96.

Table 8. Adult literacy rate (percentage) (15 years and older), 2020

Province/ District	Urban			Rural			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Sindh	79	64	72	52	20	37	68	45	5764
Larkana Division									
Jacobabad	77	45	63	42	12	27	52	21	38
Kashmor	63	23	43	40	10	25	45	13	29
Kambar Shahdad Kot	61	49	56	59	21	41	60	31	46
Larkana	73	44	59	65	38	52	69	41	55
Shikarpur	77	46	62	54	16	35	60	24	42
Sukkur Division									
Ghotki	77	44	61	50	9	31	56	17	38
Khairpur	73	44	59	62	20	42	65	28	47
Sukkur	79	53	67	59	18	39	69	35	52
Hyderabad Division									
Badin	64	37	51	42	13	28	48	20	34
Dadu	88	54	77	68	40	55	73	46	60
Hyderabad	74	61	68	61	26	44	72	57	65
Jamshoro	80	58	69	48	22	36	60	36	48
Matiari	75	45	61	55	29	43	59	32	47
Sujawal	75	67	71	37	13	26	40	18	30
Tando Allahyar	65	44	55	45	17	32	51	25	39
Tando Muhammad Khan	54	26	41	39	14	27	42	16	30
Thatta	75	42	60	39	14	27	47	19	34
Karachi Division									
Karachi Central	84	77	81	0	0	0	84	77	81
Karachi East	86	76	81	0	0	0	86	76	81
Karachi South	79	68	74	0	0	0	79	68	74
Karachi West	74	58	67	44	31	38	73	57	65
Korangi	87	79	83	0	0	0	87	79	83
Malir	80	62	72	70	51	61	76	57	67
Mirpur Khas Division									
Mirpur Khas	77	59	68	46	15	32	55	27	42
Tharparkar	63	31	48	38	8	24	40	10	26
Umer Kot	76	35	58	45	9	28	53	15	35
Shaheed Benazirabad Division									
Naushahro Feroze	82	64	73	62	33	47	65	38	52
Sanghar	73	50	62	54	18	36	60	27	44
Shaheed Benazirabad	69	40	55	59	17	38	62	23	43

Source: PSLM 2019-20, Table 2.14(b), p. 136.

Health

Table 9. Percentage of children aged 12-23 months that have been fully immunised, 2020

Province/ District	Urban			Rural			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Sindh	98	97	97	97	97	97	97	97	97
Larkana Division									
Jacobabad	100	92	95	99	96	97	99	95	97
Kashmor	100	100	100	97	95	96	97	97	97
Kambar Shahdad Kot	100	100	100	94	100	96	96	100	97
Larkana	100	100	100	100	100	100	100	100	100
Shikarpur	100	100	100	98	98	98	98	98	98

Province/ District	Urban			Rural			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Sukkur Division									
Ghotki	100	100	100	99	100	99	99	100	99
Khairpur	100	93	96	93	93	93	94	93	94
Sukkur	90	81	86	96	97	97	93	92	93
Hyderabad Division									
Badin	100	100	100	96	100	98	97	100	98
Dadu	100	89	94	99	95	97	99	93	96
Hyderabad	100	97	98	100	100	100	100	97	99
Jamshoro	100	100	100	100	100	100	100	100	100
Matiari	100	81	94	100	100	100	100	97	99
Sujawal	0	0	0	91	95	93	91	95	93
Tando Allahyar	100	100	100	92	100	95	95	100	97
Tando Muhammad Khan	100	100	100	95	97	96	96	98	97
Thatta	100	100	100	93	100	96	95	100	97
Karachi Division									
Karachi Central	97	100	98	0	0	0	97	100	98
Karachi East	95	99	96	0	0	0	95	99	96
Karachi South	100	100	100	0	0	0	100	100	100
Karachi West	97	95	96	100	100	100	97	95	96
Korangi	92	93	93	0	0	0	92	93	93
Malir	100	100	100	100	100	100	100	100	100
Mirpur Khas Division									
Mirpur Khas	100	100	100	100	98	99	100	99	99
Tharparkar	100	100	100	100	100	100	100	100	100
Umer Kot	94	96	95	100	100	100	99	99	99
Shaheed Benazirabad Division									
Naushahro Feroze	100	100	100	100	95	98	100	96	98
Sanghar	100	100	100	94	93	94	95	95	95
Shaheed Benazirabad	100	100	100	100	100	100	100	100	100

Source: PSLM 2019-20, Table 4.3, p. 225.

Note: This table is based on recall and record. According to the PSLM, “Parents often do not have the children’s immunisation/health cards with full information on vaccinations received. Immunisation rates based only on the information given on immunisation cards (record) may therefore underestimate coverage.”

Table 10. Prenatal consultations during the last pregnancy as percentage of all currently married women aged 15-49 years who had given birth in the last three years, 2020

Province/ District	Percentage of Cases		
	Urban	Rural	Total
Sindh	84	63	73
Larkana Division			
Jacobabad	73	60	63
Kashmor	60	67	65
Kambar Shahdad Kot	64	63	63
Larkana	82	82	82
Shikarpur	72	55	59
Sukkur Division			
Ghotki	63	60	61
Khairpur	65	55	57
Sukkur	80	66	71
Hyderabad Division			
Badin	72	54	59
Dadu	82	66	70
Hyderabad	88	38	80
Jamshoro	82	79	80
Matiari	97	81	83
Sujawal	71	89	88
Tando Allahyar	78	73	74
Tando Muhammad Khan	51	65	63
Thatta	87	81	82

Province/ District	Percentage of Cases		
	Urban	Rural	Total
Karachi Division			
Karachi Central	93	0	93
Karachi East	92	0	92
Karachi South	95	0	95
Karachi West	86	63	84
Korangi	88	0	88
Malir	94	93	94
Mirpur Khas Division			
Mirpur Khas	74	43	49
Tharparkar	73	50	52
Umer Kot	68	56	58
Shaheed Benazirabad Division			
Naushahro Feroze	73	73	73
Sanghar	83	73	76
Shaheed Benazirabad	70	65	66

Source: PSLM 2019-20, Table 4.9, pp. 301-306.

Table 11. Percentage of pregnant women that have received tetanus toxoid injection, 2020

Province/ District	Percentage of Pregnant Women		
	Urban	Rural	Total
Sindh	84	66	75
Larkana Division			
Jacobabad	94	84	86
Kashmor	99	100	100
Kambar Shahdad Kot	78	83	81
Larkana	99	69	85
Shikarpur	84	48	56
Sukkur Division			
Ghotki	79	79	79
Khairpur	72	64	66
Sukkur	85	63	72
Hyderabad Division			
Badin	70	63	65
Dadu	86	74	78
Hyderabad	90	46	84
Jamshoro	88	70	77
Matiali	84	88	87
Sujawal	71	38	39
Tando Allahyar	78	63	67
Tando Muhammad Khan	97	55	61
Thatta	68	65	66
Karachi Division			
Karachi Central	89	0	89
Karachi East	84	0	84
Karachi South	88	0	88
Karachi West	82	88	83
Korangi	86	0	86
Malir	82	85	83
Mirpur Khas Division			
Mirpur Khas	77	47	53
Tharparkar	51	42	42
Umer Kot	71	59	62
Shaheed Benazirabad Division			
Naushahro Feroze	79	77	77
Sanghar	89	73	77
Shaheed Benazirabad	72	63	65

Source: PSLM 2019-20, Table 4.10, p. 321.

Water and Sanitation

Table 12. Main source of drinking water (percentage of households), 2020

Province/ District	Tap Water	Hand Pump	Motor Pump	Dug Well	Other
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Sindh	35	36	9	4	16
Larkana Division					
Jacobabad	2	77	6	0	15
Kashmor	4	81	15	0	0
Kambar Shahdad Kot	16	63	20	0	1
Larkana	0	66	33	0	1
Shikarpur	0	76	24	0	0
Sukkur Division					
Ghotki	0	83	14	0	3
Khairpur	5	84	10	1	0
Sukkur	18	54	21	2	4
Hyderabad Division					
Badin	10	73	5	1	11
Dadu	5	86	5	3	1
Hyderabad	68	20	5	0	7
Jamshoro	31	13	17	14	25
Matiari	5	69	26	0	0
Sujawal	11	54	12	0	22
Tando Allahyar	5	61	26	1	7
Tando Muhammad Khan	2	83	12	0	3
Thatta	18	51	8	2	21
Karachi Division					
Karachi Central	69	1	4	0	27
Karachi East	63	0	4	0	33
Karachi South	70	2	1	0	27
Karachi West	58	1	1	0	41
Korangi	71	0	3	0	26
Malir	82	49	4	0	14
Mirpur Khas Division					
Mirpur Khas	33	41	7	0	18
Tharparkar	4	5	6	82	2
Umer Kot	24	45	3	6	22
Shaheed Benazirabad Division					
Naushahro Feroze	0	67	33	0	0
Sanghar	12	64	12	1	11
Shaheed Benazirabad	3	76	19	0	2

Source: PSLM 2019-20, Table 7.1, pp. 476-477.

Table 13. Percentage of households with different types of toilets, by district, 2020

Province/ District	Flush			Non-flush			No Toilet		
	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total
Sindh	96	51	76	2	30	15	2	18	9
Larkana Division									
Jacobabad	84	78	79	16	11	12	0	11	8
Kashmor	86	63	68	3	31	25	11	6	7
Kambar Shahdad Kot	82	77	79	18	23	21	0	0	0
Larkana	100	59	78	0	39	21	0	3	1
Shikarpur	98	46	58	0	31	24	1	23	18
Sukkur Division									
Ghotki	93	56	64	3	33	27	4	10	9
Khairpur	79	40	52	10	55	41	11	5	7
Sukkur	98	59	76	1	30	17	1	11	7
Hyderabad Division									
Badin	75	31	42	17	46	39	9	23	19
Dadu	91	70	74	9	30	26	0	0	0
Hyderabad	95	60	90	3	38	8	2	2	2
Jamshoro	100	52	70	0	29	18	0	19	12
Matiari	100	50	61	0	31	24	0	19	15
Sujawal	100	27	34	0	32	29	0	41	37

Province/ District	Flush			Non-flush			No Toilet		
	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total
Tando Allahyar	86	48	60	9	41	31	5	11	9
Tando Muhammad Khan	63	45	49	37	37	37	0	18	14
Thatta	80	42	50	16	18	18	4	40	32
Karachi Division									
Karachi Central	98	0	98	0	0	0	1	0	1
Karachi East	100	0	100	0	0	0	0	0	0
Karachi South	100	0	100	0	0	0	0	0	0
Karachi West	99	84	98	1	12	1	0	4	0
Korangi	100	0	100	0	0	0	0	0	0
Malir	100	95	98	1	12	1	0	4	0
Mirpur Khas Division									
Mirpur Khas	93	31	47	0	48	36	7	21	17
Tharparkar	48	19	21	17	33	32	35	48	47
Umer Kot	81	20	33	1	0	0	19	80	67
Shaheed Benazirabad Division									
Naushahro Feroze	100	88	90	0	12	10	0	0	0
Sanghar	92	39	52	0	37	27	8	24	20
Shaheed Benazirabad	84	48	57	4	33	25	12	19	18

Source: PSLM 2019-20, Table 7.2, p. 483.

Satisfaction with Public Services

Table 14. Percentage distribution of households' satisfaction with facilities and services, 2020

Province/ District	Basic Health Unit	Family Planning	Primary School	Veterinary Hospital	Agricultural Extension	Police
Sindh	64	92	95	78	83	49
Larkana Division						
Jacobabad	71	90	93	84	89	90
Kashmor	53	98	97	92	96	98
Kambar Shahdad Kot	45	92	95	97	85	36
Larkana	80	84	97	76	64	43
Shikarpur	66	90	78	100	93	70
Sukkur Division						
Ghotki	90	100	95	84	93	61
Khairpur	73	98	95	42	56	75
Sukkur	89	100	95	79	66	61
Hyderabad Division						
Badin	50	78	94	81	69	40
Dadu	34	94	98	51	38	63
Hyderabad	83	90	97	83	83	44
Jamshoro	57	92	97	65	87	44
Matiari	64	71	88	88	76	47
Sujawal	48	45	67	65	89	15
Tando Allahyar	67	88	91	55	65	48
Tando Muhammad Khan	70	83	88	42	42	56
Thatta	76	76	83	89	98	6
Karachi Division						
Karachi Central	80	88	96	87	100	60
Karachi East	94	88	99	100	100	59
Karachi South	66	92	95	100	0	19
Karachi West	78	94	98	0	44	54
Korangi	100	100	97	100	100	51
Malir	98	87	96	93	100	81
Mirpur Khas Division						
Mirpur Khas	41	86	95	94	100	22
Tharparkar	58	100	97	75	100	20
Umer Kot	52	100	99	91	100	40
Shaheed Benazirabad Division						

Province/ District	Basic Health Unit	Family Planning	Primary School	Veterinary Hospital	Agricultural Extension	Police
Naushahro Feroze	45	99	99	29	49	49
Sanghar	65	76	94	96	86	57
Shaheed Benazirabad	38	37	90	80	57	72

Source: PSLM 2019-20, Table 8.3, pp. 566-567.

Access to Communication

Table 15. Percentage of individuals with mobile phone ownership, by district, 2020

Province/ District	Urban			Rural			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Sindh	75	44	61	58	9	35	67	29	49
Larkana Division									
Jacobabad	67	13	43	64	4	36	65	7	38
Kashmor	77	14	47	77	8	44	77	9	44
Kambar Shahdad Kot	86	32	60	65	25	47	71	27	51
Larkana	70	45	59	63	29	47	66	36	53
Shikarpur	71	24	49	51	2	27	56	8	33
Sukkur Division									
Ghotki	71	19	47	57	8	34	60	10	37
Khairpur	60	8	35	52	3	28	54	4	30
Sukkur	73	24	50	54	5	31	63	14	40
Hyderabad Division									
Badin	63	11	38	46	3	26	50	5	29
Dadu	58	12	36	46	3	26	49	6	29
Hyderabad	70	33	52	53	7	32	67	29	49
Jamshoro	67	28	49	59	7	36	62	15	41
Matiari	68	22	46	53	9	32	56	12	35
Sujawal	68	51	60	52	8	32	53	12	34
Tando Allahyar	71	28	50	49	5	28	56	12	35
Tando Muhammad Khan	58	10	35	52	6	31	54	7	32
Thatta	68	32	52	57	7	33	59	11	37
Karachi Division									
Karachi Central	79	55	68	0	0	0	79	55	68
Karachi East	81	65	73	0	0	0	81	65	73
Karachi South	78	51	65	0	0	0	78	51	65
Karachi West	76	46	62	55	29	43	75	45	61
Korangi	77	55	66	0	0	0	77	55	66
Malir	77	57	68	74	45	61	75	52	65
Mirpur Khas Division									
Mirpur Khas	71	27	50	57	4	32	61	10	37
Tharparkar	69	11	43	59	3	33	60	4	34
Umer Kot	75	30	54	63	3	34	66	9	39
Shaheed Benazirabad Division									
Naushahro Feroze	78	33	56	65	13	40	67	16	42
Sanghar	70	16	44	61	5	34	64	8	37
Shaheed Benazirabad	63	13	39	57	5	32	59	7	34

Source: PSLM 2019-20, Table 3.2, p. 169.

Table 16. Percentage of households with computer/mobile/internet, by district, 2020

Province/ District	Computer/Laptop/Tablet	Mobile Smart Phone	Internet
Sindh	10	91	32
Larkana Division			
Jacobabad	6	90	12
Kashmor	6	96	29
Kambar Shahdad Kot	4	92	20
Larkana	3	93	29

Province/ District	Computer/Laptop/Tablet	Mobile Smart Phone	Internet
Shikarpur	6	87	17
Sukkur Division			
Ghotki	5	89	27
Khairpur	8	85	11
Sukkur	11	91	31
Hyderabad Division			
Badin	2	74	12
Dadu	4	72	13
Hyderabad	14	91	38
Jamshoro	5	90	25
Matiari	5	79	21
Sujawal	3	82	9
Tando Allahyar	4	77	20
Tando Muhammad Khan	3	78	11
Thatta	1	87	16
Karachi Division			
Karachi Central	22	97	58
Karachi East	33	97	68
Karachi South	16	98	53
Karachi West	8	98	37
Korangi	15	99	47
Malir	10	96	45
Mirpur Khas Division			
Mirpur Khas	5	89	18
Tharparkar	1	92	3
Umer Kot	3	90	14
Shaheed Benazirabad Division			
Naushahro Feroze	5	87	3
Sanghar	6	87	26
Shaheed Benazirabad	5	82	25

Source: PSLM 2019-20, Table 3.1, p. 163.

ANNEX 3 SINDH INDICATORS OF WOMEN'S STATUS AND GENDER INEQUALITY

Source: National Institute of Population Studies (NIPS) [Pakistan] and ICF. 2019. *Pakistan Demographic and Health Survey 2017-18*. Islamabad, Pakistan, and Rockville, Maryland, USA: NIPS and ICF (<https://dhsprogram.com/pubs/pdf/FR354/FR354.pdf>).

Table 17. Indicators of women's status and gender inequality, Sindh, 2017-18

Indicator	Territory	Percentage		PDHS Table Number
		Female	Male	
Employment and Asset Ownership				
Currently employed individuals (among those who ever married, age 15-49) ^a	Sindh	21.3	97.7	3.6.1
	Sindh Rural	29.0	98.0	3.6.2
Ever-married individuals (age 15-49) who own a house	Sindh	1.7	66.4	15.5.1
	Sindh Rural	1.6	77.8	15.5.2
Ever-married individuals (age 15-49) who own land	Sindh	0.9	14.9	15.5.1
	Sindh Rural	1.3	25.9	15.5.2
Household Decision Making				
Person who decides how the wife's cash earnings are used (for currently-married women, age 15-49)—mainly wife	Sindh	51.8		15.2.1
	Sindh Rural	49.9		
Person who decides how the wife's cash earnings are used (for currently-married women, age 15-49)—wife and husband jointly	Sindh	40.4		
	Sindh Rural	40.5		
Person who decides how the wife's cash earnings are used (for currently-married women, age 15-49)—mainly husband	Sindh	7.4		
	Sindh Rural	9.5		
Currently-married women (age 15-49) who make specific decisions, either by themselves or jointly with their husbands, regarding woman's own health care	Sindh	59.4		15.10.1
	Sindh Rural	55.3		
Currently-married women (age 15-49) who make specific decisions, either by themselves or jointly with their husbands, for making major household purchases	Sindh	54.0		
	Sindh Rural	52.1		
Currently-married women (age 15-49) who make specific decisions, either by themselves or jointly with their husbands, for visits to their family or relatives	Sindh	63.5		
	Sindh Rural	60.8		
Banking and Connectivity				
Ever-married individuals (age 15-49) who have and use an account at a bank or other financial institution	Sindh	4.7	32.6	15.8.1
	Sindh Rural	1.6	9.1	15.8.2
Ever-married individuals (age 15-49) who own a mobile telephone	Sindh	28.2	88.3	15.8.1
	Sindh Rural	5.7	78.9	15.8.2
Ever-married individuals (age 15-49) who used the Internet in the past 12 months	Sindh	11.0	24.3	3.5.1
	Sindh Rural	1.5	9.9	3.5.2
Violence Against Women				
Ever-married women (age 15-49) who have been subjected to emotional violence ^b by any husband in the previous 12 months	Sindh	11.4		16.12
	Sindh Rural	13.2		
Ever-married women (age 15-49) who have been subjected to physical violence by any husband in the previous 12 months	Sindh	9.4		
	Sindh Rural	10.7		
Ever-married women (age 15-49) who have been subjected to sexual violence by any husband in the previous 12 months	Sindh	3.1		
	Sindh Rural	2.8		

Notes:

^a "Currently employed" is defined as having done work in the past seven days and includes persons who did not work in the past seven days but who are regularly employed and were absent from work for leave, illness, vacation or any other such reason.

^b The PDHS uses "emotional" and "psychological" interchangeably.

ANNEX 4 STAKEHOLDERS INTERVIEWED

Organisation Type	Institution Name	Contact Name	Designation/Domain
Overarching Issues and Priorities			
Federal Government	Ministry of Planning, Development and Special Initiatives	Mr Abdul Aziz Uqaili	Secretary
		Mr Dawood Bareach	Additional Secretary
		Dr Ali Kemal	Chief, Sustainable Development Goals
Provincial Government	Government of Sindh	Mr Sohail Rajput	Chief Secretary
	Planning and Development Department	Mr Asghar Memon	Chief Economist
		Dr Fawad Shaikh	Member, Social Sectors
		Dr Gul Mohammad Laghari	Member, Energy and Infrastructure
Campaign Goal 3 – Health and Education			
Client	FCDO	Mr Graham Gass	Goal Lead
Education			
Provincial Government	School Education and Literacy Department	Mr Ghulam Akbar Laghari	Secretary
Public-private Partnership	Sindh Education Foundation	Mr Abdul Kabir Kazi	Managing Director
		Ms Sadaf Anees Shaikh	Executive Director, Programme, Policy and Research
Civil Society	Institute of Business Administration, Karachi	Dr Akbar Zaidi	Director and political economist
	The Citizens Foundation	Mr Asad Ayub Ahmad	Adviser
	Aga Khan University	Dr Farid Panjwani	Dean, Institute for Educational Development
	Indus Resource Centre	Ms Sadiqa Salahuddin	Director
Development Partner	Japan International Cooperation Agency	Mr Prem Sagar	Project Coordinator, Non-formal Education Project
	World Bank	Ms Izza Farrakh	Senior Education Specialist
Health			
Provincial Government	Population Welfare Department	Mr Rehan Baloch	Secretary
		Mr Talib Lashari	Technical Adviser FP2030
Public-private Partnership	People's Primary Healthcare Initiative	Dr Ms Zaib Dahar	Senior Technical Advisor
Civil Society	Aga Khan University Department of Community Health Sciences	Dr Ms Shehla Zaidi	Director, Programme in Health Policy and Management
Programmatic Partner	Fleming Fund Pakistan	Dr Ms Ayesha Rasheed	Team Leader
Climate Change and Resilience			
Client	FCDO	Ms Catriona Clunas	Humanitarian and Livelihoods Adviser
Provincial Government	Provincial Disaster Management Authority	Mr Syed Salman Shah	Director General
Civil Society	World Wide Fund for Nature (WWF)	Mr Tahir Rashid	Chief Executive Officer
	Independent Journalist	Ms Zofeen Ebrahim	Independent Journalist/The Wire
	Karachi Urban Lab	Dr Ms Nausheen Anwar	Director, Climate Change/GBV Research
	Dev Consult	Mr Hamid Sarfraz	Managing Director/ former IUCN Manager

Organisation Type	Institution Name	Contact Name	Designation/Domain
	Clifton Urban Forest	Mr Masood Lohar	Former Coordinator, UNDP, Sindh
	National Rural Support Programme	Mr Ghaffar Paras	Senior Programme Officer for Global Climate Fund
	Fintellect Consulting	Mr Kamal Ali	Chief Executive
Programmatic Partner	Climate Resourcing and Coordination Cell	Mr Sohail Malik	Technical Team Lead
		Ms Kashmala Kakakhel	Strategic Director
Development Partners	Food and Agriculture Organisation of the United Nations	Ms Florence Rolle	Resident Representative
		Dr Muhammad Afzal	Veterinary Specialist
Private Sector	InfraZamin	Ms Maheen Rahman	Chief Executive Officer
		Ms Mehvish Walliany	Chief Investment Officer
Open Societies			
Client	FCDO	Ms Sarah Cooper	Head of Governance
		Mr Naveed Aziz	Governance Adviser
		Ms Bianca Jinga	Senior Governance Adviser
		Ms Mazhar Siraj	Social Development Adviser
Civil Society	Legal Aid Society	Ms Haya Emaan Zahid	Executive Director
	Collective for Social Science Research	Dr Haris Gazdar	Senior Researcher and economist
	Thar Foundation	Mr Naseer Memon	General Manager, Corporate Social Responsibility
Prosperity, Trade and Economic Growth			
Client	Deputy High Commission, Karachi	Mr Mike Nithavrianakis	Deputy High Commissioner
		Mr Martin Dawson (called in)	Deputy Head of Mission
		Mr Saif Khan	Senior Trade Policy Adviser
		Ms Martha Monterisi	Second Secretary, Bilateral Prosperity
		Ms Sumera Malik	Trade
		Mr Shehryar Aziz	Economic Adviser
		Ms Batool	
Private Sector	American Business Council of Pakistan	Mr Ayesha Tahir Masood	Secretary General
		Ms Sarah Irfan	Coordinator
	Pakistan Business Council	Mr Ehsan Malik	Chief Executive Officer
		Mr Samir Amir	Director, Research
Civil Society	Collective for Social Science Research	Dr Asad Sayeed	Director, economist and Sindh member of 10th National Finance Commission

Total: 53. FCDO: 13 Government (including public-private partnerships): 14
 Civil society: 14 Private sector: 5 Development partners and their projects: 7

ANNEX 5 SINDH GOVERNMENT FISCAL OPERATIONS, FISCAL 2018-19 TO 2021-22

Table 18. Government of Sindh revenue and expenditure items (in PKR million, current rupees), fiscal 2018-19 to 2021-22

Revenue and Expenditure Items	Fiscal 2018-19	Fiscal 2019-20	Fiscal 2020-21	Fiscal 2021-22		Fiscal 2018-19	Fiscal 2019-20	Fiscal 2020-21	Fiscal 2021-22
				First Half	Projection				
	In PKR million (current rupees)					As Percentage of Revenue (1)			
1. Total Revenue (a+b+c+d)	820,601	842,472	975,663	583,400	1,166,800	100%	100%	100%	100%
(a) Transfers from Federal Govt. under NFC Award	599,735	614,017	688,425	425,112	850,224	73%	73%	71%	73%
(b) Provincial Taxes	177,911	182,554	229,969	124,215	248,430	22%	22%	24%	21%
Property taxes	2,848	2,365				0%	0%	0%	0%
Sales Tax on Services GST	93,512	99,823	123,097	61,256	122,512	11%	12%	13%	10%
Excise duties	5,059	4,588	5,129	2,707	5,414	1%	1%	1%	0%
Stamp duties	9,931	8,653	12,774	7,451	14,902	1%	1%	1%	1%
Motor vehicles tax	7,334	6,178	9,828	5,380	10,760	1%	1%	1%	1%
Other	59,227	60,947	79,141	47,421	94,842	7%	7%	8%	8%
(c) Provincial Non-Tax Revenue	9,443	9,913	14,197	6,627	13,254	1%	1%	1%	1%
Mark-up	5	1				0%	0%	0%	0%
Irrigation	267	277	248	22	44	0%	0%	0%	0%
Others	9,171	9,635	13,949	6,605	13,210	1%	1%	1%	1%
(d) Federal Loans and Grants	33,512	35,988	43,072	27,445	54,890	4%	4%	4%	5%
Loans (net)	6,644	7,920	5,350	14,108	28,216	1%	1%	1%	2%
Current Grants	15,340	15,926	16,849	9,848	19,696	2%	2%	2%	2%
Development grants	11,528	12,142	20,873	3,489	6,978	1%	1%	2%	1%
						As Percentage of Expenditure (2)			
2. Total expenditure (a+b+c)	764,978	779,077	933,047	489,597	979,194	100%	100%	100%	100%
(a) Current expenditure	656,697	676,028	817,570	418,609	837,218	86%	87%	88%	86%
Mark-up payment to Federal Government	6,742	7,497	7,832	9,630	19,260	1%	1%	1%	2%
Other Current Expenditure	649,955	668,531	809,738	408,979	817,958	85%	86%	87%	84%
(b) Development expenditure (PSDP)	108,281	103,049	123,202	62,655	125,310	14%	13%	13%	13%
(c) Statistical Discrepancy			-7,725	8,333	16,666				
3. Overall balance (1-2)	55,623	63,395	42,616	93,803	187,606				
4. Financing	-42,085	-70,856	-42,616	-93,803	-187,606	-5.5%	-9.1%	-4.6%	-19.2%
Bank	-31,739	-68,510	-34,242	-90,230	-180,460				
Nonbank	-10,346	-2,346	-8,374	-3,573	-7,146				

Source: Government of Pakistan, Ministry of Finance, Fiscal Operations, available at https://www.finance.gov.pk/fiscal_main.html

Table 19. Government of Sindh revenue and expenditure items (in PKR million, 2018 rupees), fiscal 2018-19 to 2021-22

Revenue and Expenditure Items	Fiscal 2018-19	Fiscal 2019-20	Fiscal 2020-21	Fiscal 2021-22	Change Over Previous Year			Since 2018-19	
					2019-20	2020-21	2021-22	2020-21	2021-22
	In PKR million (2018 rupees)				In Percentage				
1. Total Revenue (a+b+c+d)	820,601	765,188	807,068	885,483	-7%	5%	10%	-2%	8%
(a) Transfers from Federal Govt. under NFC Award	599,735	557,690	569,465	645,234	-7%	2%	13%	-5%	8%
(b) Provincial Taxes	177,911	165,807	190,230	188,533	-7%	15%	-1%	7%	6%
Property taxes	2,848	2,148			-25%	-100%		-100%	-100%
Sales Tax on Services GST	93,512	90,666	101,826	92,974	-3%	12%	-9%	9%	-1%
Excise duties	5,059	4,167	4,243	4,109	-18%	2%	-3%	-16%	-19%
Stamp duties	9,931	7,859	10,567	11,309	-21%	34%	7%	6%	14%
Motor vehicles tax	7,334	5,611	8,130	8,166	-23%	45%	0%	11%	11%
Other	59,227	55,356	65,465	71,975	-7%	18%	10%	11%	22%
(c) Provincial Non-Tax Revenue	9,443	9,004	11,744	10,058	-5%	30%	-14%	24%	7%
Mark-up	5	1			-82%	-100%		-100%	-100%
Irrigation	267	252	205	33	-6%	-18%	-84%	-23%	-87%
Others	9,171	8,751	11,539	10,025	-5%	32%	-13%	26%	9%
(d) Federal Loans and Grants	33,512	32,687	35,629	41,656	-2%	9%	17%	6%	24%
Loans (net)	6,644	7,193	4,426	21,413	8%	-38%	384%	-33%	222%
Current Grants	15,340	14,465	13,937	14,947	-6%	-4%	7%	-9%	-3%
Development grants	11,528	11,028	17,266	5,296	-4%	57%	-69%	50%	-54%
2. Total expenditure (a+b+c)	764,978	707,609	771,816	743,109	-7%	9%	-4%	1%	-3%
(a) Current expenditure	656,697	614,013	676,294	635,364	-6%	10%	-6%	3%	-3%
Mark-up payment to Federal Government	6,742	6,809	6,479	14,616	1%	-5%	126%	-4%	117%
Other Current Expenditure	649,955	607,203	669,815	620,747	-7%	10%	-7%	3%	-4%
(b) Development expenditure (PSDP)	108,281	93,596	101,913	95,098	-14%	9%	-7%	-6%	-12%
(c) Statistical Discrepancy			-6,390	12,648					
3. Overall balance (1-2)	55,623	57,579	35,252	142,374	4%	-39%	304%	-37%	156%
4. Financing	-42,085	-64,356	-35,252	-142,374	53%	-45%	304%	-16%	238%
Bank	-31,739	-62,225	-28,325	-136,951	96%	-54%	383%	-11%	331%
Nonbank	-10,346	-2,131	-6,927	-5,423	-79%	225%	-22%	-33%	-48%

ANNEX 6 STRATEGIC OPTIONS CONSIDERED IN AND EXCLUDED FROM PHASE 1

DAI mentioned these options to the FCDO at the end of Phase 1 and it was agreed that they did not represent suitable thematic entry points for Sindh. Some of the specific reasons for excluding them from further consideration are given below.

Education

- Promoting girls' secondary education, with a focus on missing facilities and transport for middle and secondary schools. High government priority. Possible implementing partners: Sindh Education Foundation, Indus Resource Centre, The Citizens Foundation.

This option reflects challenges associated with lack infrastructure and requires heavy investment as part of a response.

- Strengthening Science, Technology, Engineering and Maths through support for teacher training. High government priority. Possible implementing partners: SELD and EMOs through PPP.

This option also reflects a large-scale institutional challenge, one for which it is hard to find an appropriate role for the FCDO.

Health

- Technical assistance for Department of Health to develop holistic public-private partnership strategy for PHC in rural and urban areas for integrating diagnostic services and non-communicable diseases in PHC.

The DAI team noted that public-private partnerships in the health sector in Sindh tend to emerge on an ad hoc basis in response to specific opportunities, which raised the question whether a strategy would gain traction with the stakeholders. Moreover, issues of institutional integration or coordination come with long-term challenges and effective solutions seldom emerge.

Open Societies

- Coordinated GBV Response Frameworks in Karachi and Sukkur to ensure seamless coordination for availability of legal aid, psycho-social counselling, proper shelter, police reporting, medico-legal reporting, and livelihood training/ support for GBV survivors. Partners experienced in coordinated service delivery across this range of services are not available.

This is another concept in search of seamless integration of services, a response for which has long proved elusive. Moreover, the DAI team could not find suitable implementing partners in Sukkur, so it was decided to focus on Karachi, for which a more limited but more implementable recommendation was developed in Phase 2.

- Self-financed, replicable, government-supported corporate social responsibility (CSR), as demonstrated by the Thar Foundation in its SDG-oriented initiative in Islamkot Taluka in Tharparkar District. TF is the non-profit/CSR company of the Sindh Engro Coal Mining Company, which is implementing a coal mining project in Tharparkar District. Government of Sindh is the majority shareholder in the mining company and also chairs the Thar Foundation board. The Foundation's annual budget is PKR 350-400 million (GBP 1.46-1.67 million) and it has 18 full-time staff. It is funded by the 2% before-tax profit that Sindh Government has mandated in its licenses for coal production. The National Electric Power Regulatory Authority has adapted this model and made it mandatory for its licensees (power producers), who are required to spend 1% of their after-tax profits on CSR.

While this is a good example of a non-profit public-private partnership in a highly-neglected part of the country, it was dropped from consideration because it is based on coal mining for producing energy.

ANNEX 7 BACKGROUND INFORMATION FOR STRATEGIC RECOMMENDATION 1

A. Higher Education in Pakistan Over Time

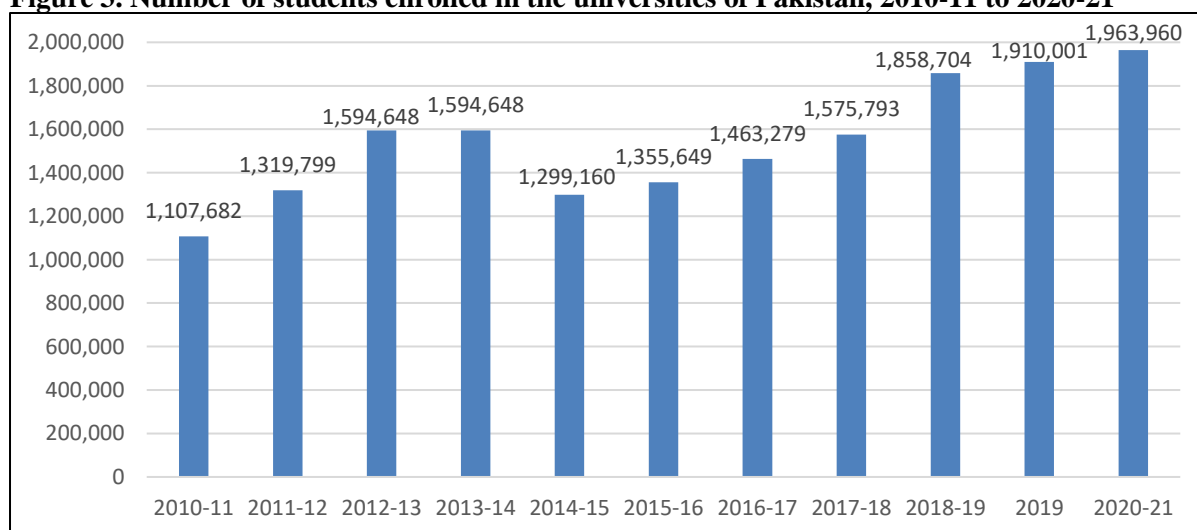
Pakistan had one university (Punjab University, Lahore) and 25-30 colleges when it became independent in 1947.¹⁸⁰ Punjab had most of the colleges, with Sindh a distant second. “The first major increase in the number of public universities followed the National Education Policy 1972”, formulated by the government of Prime Minister Zulfikar Ali Bhutto. “It appears that the first substantive piece of legislation for higher education was the University Grants Commission Act of 1974.” There were eight universities in 1970, 20 (including two private ones¹⁸¹) in 1990, and 32 (including 14 private) in 2000.

The most recent (2021) data shows that there are 233 universities in the country with an enrolment of 1.96 million, including 0.84 million (43%) female students, and 56,000 full-time faculty members. Of the total, close to half million students are enrolled in distance learning at the Allama Iqbal Open University. The number of private universities in 2020 was reported to be 83, serving an estimated 19% of the student population at this level,¹⁸² a proportion that has remained steady in recent years.

Time trends between 2010-11 and 2020-21 are shown in the three charts below. The data suggests that:

- There was an increase of 77% in total enrolment over the ten-year period. Female enrolment increased by 61% and male enrolment by 91%.
- The proportion of female students has been declining since 2013-14, when it was 50%.
- The number of full-time faculty numbers reached a peak of 88,000 in 2014-15. It decreased by 12% over the ten-year period and the number of students per faculty member doubled from 17.4 to 35.1.

Figure 3. Number of students enrolled in the universities of Pakistan, 2010-11 to 2020-21



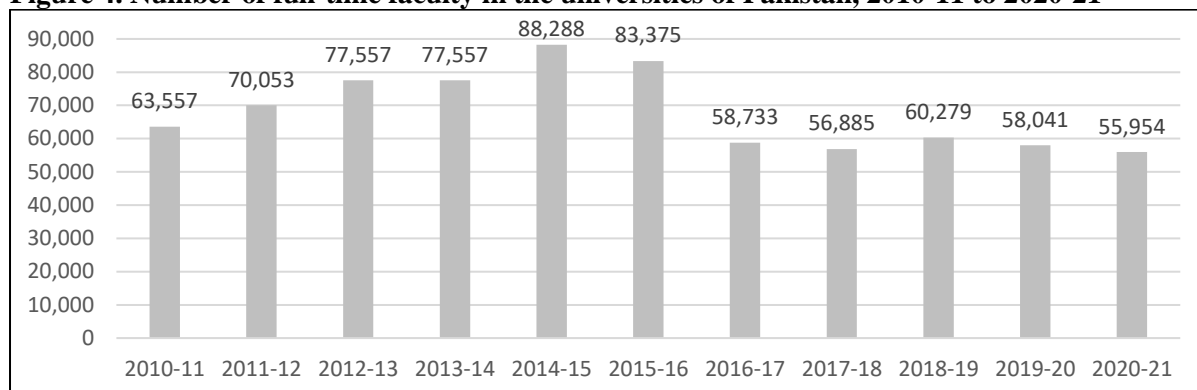
¹⁸⁰ Information reported in this paragraph is taken from Hoodbhoy, Pervez. 2021. ‘Pakistan’s Higher Education System.’ In: Sarangapani, P.M., and Pappu, R. (eds.) *Handbook of Education Systems in South Asia. Global Education Systems*. Springer, Singapore. Available at https://doi.org/10.1007/978-981-15-0032-9_64.

¹⁸¹ The Lahore University of Management Sciences was established in 1984 and the Aga Khan University Karachi in 1985.

¹⁸² The number of private universities is taken from United States Agency for International Development (USAID). 2021. ‘Notice of Funding Opportunity (NOFO) Number: 72039121RFA00001 – Higher Education System Strengthening Activity (HESSA)’ (p. 68). Islamabad: USAID Pakistan, 4 March 2021. Available at <https://www.grants.gov/web/grants/view-opportunity.html?oppId=331869>. This document reports that 19% of the university students were in private universities, and the same figure appears in Haque, Nadeem Ul; Mahmood, Mahboob; Abbas, Shahbano; Lodhi, Ali; Rab, Maryam; and Jones, Catherine Sinclair. 2018. *The University Research System in Pakistan* (p. 104). Islamabad: British Council, Knowledge Platform, 2018. Available at <https://www.britishcouncil.pk/about/research-reports/university-research-system-pakistan>.

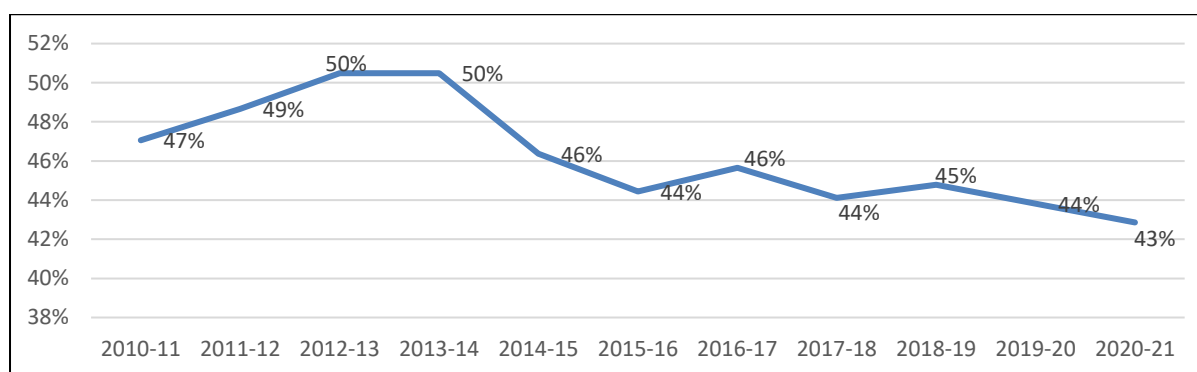
Source: Government of Pakistan. 2022. *Pakistan Economic Survey 2021-22* (Statistical Appendix, Table 10). Islamabad: Government of Pakistan, Finance Division (data provided by the Higher Education Commission). Available at: https://finance.gov.pk/survey_2022.html.

Figure 4. Number of full-time faculty in the universities of Pakistan, 2010-11 to 2020-21



Source: Government of Pakistan. 2022. *Pakistan Economic Survey 2021-22* (Statistical Appendix, Table 10). Islamabad: Government of Pakistan, Finance Division (data provided by the Higher Education Commission). Available at: https://finance.gov.pk/survey_2022.html.

Figure 5. Percentage of female students in in the universities of Pakistan, 2010-11 to 2020-21



Source: Government of Pakistan. 2022. *Pakistan Economic Survey 2021-22* (Statistical Appendix, Table 10). Islamabad: Government of Pakistan, Finance Division (data provided by the Higher Education Commission). Available at: https://finance.gov.pk/survey_2022.html.

A 2017 World Bank document includes a description of the tertiary education sector as a whole and explains that “the tertiary education system in Pakistan comprises two main subsectors: universities and affiliated colleges.”¹⁸³ “Affiliated colleges provide an accessible lower-cost alternative to universities.” “Both universities and affiliated colleges also offer tertiary-level technical and vocational education and training (TVET) degrees.” It observes that:

After decades of neglect, Pakistan’s tertiary education sector has seen a revival. The government of Pakistan revamped its University Grants Commission (UGC) to establish the Higher Education Commission (HEC), an autonomous regulatory body, in 2002 to steer the sector in the right direction. The newly established HEC was given more funding and autonomy as compared to UGC. Under HEC, many initiatives were introduced to update the system to international standards, instil a culture of research, and improve quality.

The 18th Amendment ... devolved education to the provinces but did not specifically prescribe the status of higher education. Two provinces, Punjab and Sindh, have established their own

¹⁸³ World Bank. 2017. *Pakistan Tertiary Education SABER Country Report 2017* (pp. 3-6). World Bank Group: Systems Approach for a Better Education Results. Available at http://wbfiles.worldbank.org/documents/hdn/ed/saber/supporting_doc/CountryReports/TED/SABER_Tertiary_Education_Pakistan_Country_Report_2017.pdf

higher education commissions, the Punjab Higher Education Commission and the Sindh Higher Education Commission, while the other two provinces have not.

A recent USAID project document also noted positive changes associated with the HEC: “significant progress has been made to expand access to tertiary education; improve basic conditions for teaching and research; and start to tackle issues related to institutional governance and management.”¹⁸⁴

B. Issues in Higher Education

The USAID document quoted above also presented a critical perspective on the higher education sector, highlighting its importance to economic growth, youth and the workforce:¹⁸⁵

Per HEC records, while tertiary education enrolment has increased from less than 2.7 percent of the college age population in 2002 to 10.1 percent in 2019, this still represents one of the lowest enrolments in the region. Among the existing public universities, efficiency, effectiveness and financial sustainability remain key challenges. Without a quality higher education, the workforce cannot serve as the “engines of economic growth” in the country, as envisioned in the HEC Vision 2025. The inadequacy of workforce quality and misalignment with local industry and business needs prevent Pakistan’s economy from operating in an efficient manner, hinder innovation, and limit Pakistani competitiveness in world markets. The workforce quality and mismatch prevent Pakistan’s economy from operating more efficiently. Access to good quality higher education remains a major issue for youth and the workforce.

Focusing on governance, the USAID document offered the view that:¹⁸⁶

Antiquated governance structures ... impact teaching and learning, private resource mobilisation, and have slowed down the transition to efficient, student-centred policies. A lack of gender sensitive policies, private sector engagement strategies/action plans, industry linkages and networks, and models for financial sustainability result in inefficiency, inequality, and dependency of HEIs [higher education institutions] on public funding. The concept of campus-based enterprises and the commercialisation of university-based research, fundraising for sustainability and growth of programs, marketing of products and services, diaspora engagement and other similar concepts that enable institutional financial sustainability are foreign to many in HEI leadership positions at most public sector universities across the country.

The USAID document also concluded that “Inadequate quality and relevance of university level programmes (including undergraduate and graduate training) and research” was an “important issue affecting employability of the graduates.” Specific findings are available in a 2018 report prepared in collaboration with the HEC and the British Council that was based on the participation of 181 university faculty from 14 universities and 12 other institutions across the country in qualitative interaction and 283 in an online survey. It included informed assessments by some of the leading scholars of Pakistan from various academic disciplines.¹⁸⁷ It found that:

- While expansion of the university system and student enrolment has been impressive, this also means that many universities have been formed relatively recently. The faculty members in universities are themselves relatively inexperienced: approximately 39,000 junior faculty members are led by only 6,300 professors and associate professors (representing a junior-to-senior faculty ratio of over 7:1).
- There is a broadly held view in the research community that, while the HEC has played a vital role in expanding research in universities, it has done so by bureaucratic and administrative means, not by nurturing a peer network of researchers across the country. In our engagement with faculty, we were provided with many examples of the bureaucratic approach to research, including the linkage of publication to promotion, the quantitative measurement of publication outputs, the inadequacy

¹⁸⁴ USAID, op. cit., p. 2.

¹⁸⁵ USAID, op. cit., p. 6.

¹⁸⁶ USAID, op. cit., p. 6.

¹⁸⁷ Haque et al., op cit., p. 5 and p. 84.

of peer-based inputs into proposal evaluation, and the inadequate attention to developing an academic discourse across universities.

The budget for higher education has been reduced drastically in recent years as a result of the government facing serious constraints and no respite is in sight:

- Pakistani higher education faced serious budget and economic issues in the last few years. During 2018-19, HEC's budget was cut down to almost 60%.¹⁸⁸
- The previous government slashed the HEC's budget over the last three years, and the present government is reducing it by more than half for the fiscal year 2022-23.¹⁸⁹

C. Perspectives on the Number and Quality of Faculty

The World Bank's 2017 analysis of tertiary education pointed out that "Despite recent successful efforts, Pakistani universities suffer from an insufficient number of qualified academic staff. The low level of qualification of most academic staff is a major factor contributing to poor teaching and research performance."¹⁹⁰ There is a growing recognition across diverse disciplines that "There is an urgent need to shift policy focus from 'brick and mortar' to building professors."¹⁹¹

The problem is explained in terms of numbers as well as quality. Two issues have been highlighted in relation to the numbers in the in-depth study by Haque et al. cited above:¹⁹²

- "Most Pakistani universities have a high student-to-faculty ratio: the national average is 30:1, although private sector universities ... have much better student-to-faculty ratio than public universities. Although different experts have different ideal benchmarks for student-to-faculty ratios, in general a student-to-faculty ratio of 17:1 or 15:1 is considered a minimally acceptable quality standard."
- There is a "chronic shortage of senior and experienced faculty members. Both in public or private universities, the ratio of senior faculty (professors and associate professors) to junior faculty (assistant professors and lecturers) hovers around 5.6:1 and the ratio of professors to all other faculty is around 7.2:1.

Focusing on the implications of the second point, the study reported the finding that "paucity of senior faculty members is exacerbated by academic practices and individual capabilities that strain against a culture of mentoring and nurturing. Dr Adil Najam¹⁹³ notes that experience is a major obstacle in development of such a culture:

In the United States and United Kingdom, the faculty have gone through a process of apprenticeship with senior faculty members. So, they have a yardstick and the experience of having gone through the process. There is an internal push to mentor and apprentice. There is, at root in Pakistan, an experience problem. Here, faculty members have not been through that process!

The study also noted the effect of the HEC's "bureaucratic approach" on faculty incentives, a critique voiced by leading scholars from time to time: "There is a widely held view in the research community

¹⁸⁸ Information in this section is reproduced from USAID, op. cit.

¹⁸⁹ Ahmad, Syed Hafeez. 2022. 'Hard times ahead for public sector universities in Pakistan as the federal govt indicates cutting the HEC budget by half.' *Exploring Academia* blog, 27 May 2022. Available at <https://exploringacademia.com/hard-times-for-universities-in-pakistan-federal-govt-cut-hec-budget-by-half/>.

¹⁹⁰ World Bank, op cit., p. 42.

¹⁹¹ Fatima, Fasiha; Khan, Muhammad Jehangir; and Haque, Nadeem Ul. 2021. *Professor-less Universities in Pakistan*. Pakistan Institute of Development Economics Knowledge Brief, No. 44:2021. Available at <https://pide.org.pk/research/professor-less-universities-in-pakistan/>.

¹⁹² Haque et al., op cit., p. 104 and p. 110. The study notes: "The Times Higher Education World University Rankings 2019, which ranks more than 1,250 universities worldwide, indicates that the 98 United Kingdom universities in the ranking have an average student to academic staff ratio of 16.2:1."

¹⁹³ Adil Najam is Dean of the Frederick S. Pardee School of Global Studies at Boston University and previously Vice Chancellor at Lahore University of Management Sciences (LUMS).

that faculty primarily engage in research to advance their careers and secure promotions.” The study quotes Dr Pervez Hoodbhoy to illustrate this point:¹⁹⁴

If you visit any university department at tea time, you will almost never hear anything related to an academic topic. Faculty members discuss only their perks, departmental politics, promotions, and petty matters. Promotion has become a fetish. Prior to the government’s new policies (roughly 2002), promotion depended primarily upon years of service. Now journal publications have become all important, even if they contain plagiarised materials or trash. The sole point is promotion; there’s no academic culture.

Based on his long and extensive experience in Pakistani universities, Hoodbhoy expressed his views about the state of education and faculty quality in a recent paper on higher education:¹⁹⁵

There is little to be gained from a department of English where the department’s head cannot speak or write a grammatically correct non-trivial sentence of English; a physics department where the head is confused about the operation of an incandescent light bulb; a mathematics department where graduate students have problems with elementary surds and roots; or a biology department where evolution is thought to be anti-religion and quite unnecessary to teach as part of modern biology.

On the use of English in higher education institutions, Hoodbhoy adds:

An estimated 5-10% of university level lectures in an ordinary Pakistani university or college are actually delivered in English. This is in spite of the official language of instruction still being English, and that all printed course materials and textbooks are invariably in English. Faculty and students equally lack language skills in a language that is seen as alien and excessively difficult. On the other hand, in 4-5 top-end private universities, English is used exclusively and Urdu is frowned upon.

D. Thoughts on Faculty Development

Reflecting on the way forward, Hoodbhoy observes:

Collegial trust is built upon giving scholarly achievement its due and absorbing the virtues of honesty, rigour, correctness, originality, and cooperation. It is retained and enhanced when proof of a serious academic crime (plagiarism, fakery, cheating in examinations, etc.) committed by a faculty member or student results in uniform punishment without interference by factors external to the university (courts, politicians, local power brokers).

The study by Haque et al. 2018 talks about pathways for improving research that might have broad relevance to faculty development, in general:¹⁹⁶

Our engagement with the research community revealed five principles around which a culture of critical, evidence-based, problem-solving and collaborative research may emerge:

- *Empower faculty as decision-makers:* a quality and purpose-driven research culture must be substantially driven by faculty.
- *Select your themes:* an enhanced research culture is most likely to emerge around thematic areas of national significance.
- *Build practices around stars:* an enhanced research culture is most likely to emerge around stars who can shape themes, inspire colleagues and engage clients and the public.
- *Select your institutions:* an enhanced research culture has started developing in selected universities and departments and these leaders should be nurtured.

¹⁹⁴ Haque et al., op cit., p. 111. Pervez Hoodbhoy is a nuclear physicist and activist, who has been a staunch critic of the HEC as it evolved during 2002-2008, when it was led by Dr Atta-ur-Rahman, who was patronised by General Parvez Musharraf, then the president of Pakistan.

¹⁹⁵ Hoodbhoy, op cit.

¹⁹⁶ Haque et al., op cit., p. 98.

- *Intensify international collaboration:* researchers have had positive experiences through international collaborations and these collaborations should be intensified.

The study also identified specific challenges to faculty development:¹⁹⁷

- Our interviews and focus groups revealed challenges in the development of research skills ranging from information access, to technical support, to language problems and, above all, lack of mentoring and collaboration. Our survey indicated that the research community is unambivalent about the most important sources that have helped them improve research skills: 70% of our respondents cited mentoring and collaboration as opposed to 6% of our respondents who credited traditional or online courses.
- The academic community recognises that research skills need development in almost all aspects. Understandably, and indeed admirably, the community recognises that development of such skills hinges on mentoring and collaboration. Herein lies a major challenge. In the West, the culture of mentoring and collaboration was developed over centuries and most senior faculty members have been groomed into this culture over many years. In Pakistan’s young and rapidly expanded university system, only a very small group of senior faculty members have been steeped in a culture of mentoring and collaboration. It is unrealistic to expect rapid skilling of 45,000 faculty members, especially given the limited experience of senior faculty in mentoring and collaboration: *clusters must be created around star mentors and researchers in limited departments and institutions to create paradigms of research excellence.*

A 2017 British Council report emphasised the role of mechanisms developed by UK universities for supporting faculty careers:¹⁹⁸

Pakistan has particular issues in the recruitment and retention (and therefore the quality) of academic staff. In addition, this high turnover has significant cost implications for universities. Literature suggests that continuing professional development (CPD) could help to reduce academic turnover.

The academic literature on academic careers places mentoring and CPD at the heart of developing academic career profiles. The purpose of this study is to explore how to develop mentoring and CPD in public universities in Pakistan by documenting experiences of academic careers.

UK universities have developed mechanisms to support academic careers, which focus on mentoring. These include: formal, informal, peer, group, intra-departmental, inter-departmental and research mentoring.

E. USAID Higher Education System Strengthening Activity (HESSA)

This is a new countrywide higher-education project that is described here to ascertain that it does not overlap with the strategic recommendation for the FCDO. It is a five-year project with funding of USD 19 million, announced in 2021, with implementation started in 2022.¹⁹⁹ Its purpose is “Enhanced capacity of higher education institutions and systems to develop employable graduates,” and it has three sub-purposes:

- Sub-Purpose 1: Strengthened institutional capacity and self-reliance of Pakistani HEIs through links to U.S. institutions of higher education.
- Sub-Purpose 2: Improved access, quality, and relevance of higher education programs (particularly for marginalised communities).

¹⁹⁷ Haque et al., op cit., p. 109 and p. 117.

¹⁹⁸ Hawkes, Denise, and Rab, Maryam. 2017. *Understanding Academic Careers: Developing Strategies for Gender Sensitive Academic Career Development for The Higher Education Commission* (p. 1). Islamabad: British Council, September 2018. Available at https://www.britishcouncil.pk/sites/default/files/understanding_academic_careers- british_council_2017_2.pdf.

¹⁹⁹ USAID, op. cit., p. 6.

- Sub-Purpose 3: Improved skills and pathways to connect graduates to market-led, demand-driven employment (including self-employment and entrepreneurship and jobs).

The project can be seen as a comprehensive response to widespread problems recognised by most of those who have assessed Pakistan's higher education. The three components of the project are:

- **Component A: To achieve Sub-Purpose 1, this component will focus on interventions to resolve the leadership, governance and management challenges at HEIs.** Strengthened institutional capacity and self-reliance of the Pakistani higher education system through links to U.S. HEIs aligns with HEC's quality enhancement agenda. HEC, in consultation with USAID, has proposed a solution by providing technical assistance through HESSA for implementation of HEC's HEI leadership and management reform under the National Academy of Higher Education (NAHE). HESSA will provide technical assistance to the NAHE's Centre of Excellence for capacity building, skill development, and promotion of academic and leadership competencies through standards setting, the cultivation of academic quality, and the advancement of relevant research in collaboration with HEIs, industries, and the social sector. It will also create and promote sustainable partnerships with international development agencies, NGOs, civil society, and social organisations. Furthermore, it will develop international collaboration with U.S. and other higher education entities.
- **Component B: To achieve the Sub-Purpose 2, this component will address the challenges of access, quality and relevance of higher education programmes, particularly for marginalised communities.** Improvement in the quality and relevance of higher education programs and services to the job market and the private sector is a top priority for HEC. HEC has already established the Offices of Research, Innovation, and Commercialisation (ORICs) in all public sector universities in 2010 but these entities are dormant or under-utilised in most of the universities due to structural issues. ORICs' role is to link research and commercialisation from the university with emerging and existing firms across Pakistan and around the world. ORIC works closely with the researchers, vice chancellors, and on-campus incubators, science and technology parks, and serves as a conduit to local, regional and federal partners to ensure research results aid the growth of Pakistan's economy.
- **Component C: To achieve the Sub-Purpose 3, this component will focus on improved pathways to connect women and youth/graduates to market led, demand-driven jobs, improving soft skills development for better employability with the private sector, improved access to financial aid/scholarship and other on-campus engagement services supporting at-campus students' networks and community engagement and students' development activities including sports.** This will include other activities, not limited to, career counselling, job placement service/offices, job fairs, digital services, etc., to connect women and youth (university graduates) to market led, demand-driven employment and jobs. Significant investments have been made by HEC in overseas and indigenous scholarships and training programmes; now more effort is required to enable the universities to initiate and manage such programmes without donor or HEC's financial assistance and support these newly trained scholars in applying for relevant internships and jobs, be entrepreneurs/have own businesses and contribute to the economy.

F. Student Enrolment and Full-time Faculty in Public Sector Universities of Sindh

Table 20. Student enrolment and full-time faculty in public sector universities of Sindh

University Name ('W' identifies women's university; * identifies university with non-technical programmes) ^a	City	Enrolment 2017-18 ^b					Full-time Faculty 2015-16 ^c		Students per Faculty Member
		Total	% of Sindh	Male	Female	% Female	Number	% of Sindh	
University of Karachi (*)	Karachi	41,305	26%	17,378	23,927	58%	632	13%	65.4
University of Sindh (*)	Jamshoro	37,901	24%	27,314	10,587	28%	571	12%	66.4
Shah Abdul Latif University (*)	Khairpur	14,281	9%	11,539	2,742	19%	210	4%	68.0
NED University of Engineering & Technology (*)	Karachi	12,892	8%	8,557	4,335	34%	422	9%	30.5
Dow University of Health Sciences (*)	Karachi	7,688	5%	1,956	5,732	75%	714	14%	10.8
Mehran University of Engineering & Technology	Jamshoro	7,497	5%	6,195	1,302	17%	480	10%	15.6
Sindh Agriculture University (*)	Tanjo Jam	6,956	4%	6,172	784	11%	249	5%	27.9
Sukkur IBA University (*)	Sukkur	4,575	3%	3,137	1,438	31%	169	3%	27.1
Quaid-e-Awam University of Engineering, Science and Technology (QUEST)	Shaheed Benazirabad	3,873	2%	3,433	440	11%	221	4%	17.5
Institute of Business Administration (IBA) (*)	Karachi	3,784	2%	2,431	1,353	36%	114	2%	33.2
Liaquat University of Medical & Health Sciences	Jamshoro	3,601	2%	1,414	2,187	61%	401	8%	9.0
Jinnah Sindh Medical University	Karachi	2,789	2%	809	1,980	71%	139	3%	20.1
Shaheed Mohtarma Benazir Bhutto Medical University	Larkana	2,153	1%	998	1,155	54%	313	6%	6.9
Dawood University of Engineering & Technology	Karachi	2,040	1%	1,787	253	12%	117	2%	17.4
Peoples University of Medical & Health Sciences for Women (W)	Shaheed Benazirabad	2,031	1%	67	1,964	97%	21	0%	96.7
Sindh Madressatul Islam University (*)	Karachi	1,975	1%	1,422	553	28%	77	2%	25.6
Benazir Bhutto Shaheed University Lyari (*)	Karachi	1,875	1%	1,257	618	33%	34	1%	55.1
Shaheed Benazir Bhutto University (*)	Shaheed Benazirabad	1,703	1%	268	41	13%	32	1%	53.2
Shaheed Zulfiqar Ali Bhutto University of Law (*)	Karachi	1,052	1%	939	113	11%	11	0%	95.6
Shaheed Benazir Bhutto University of Veterinary & Animal Sciences	Sakrand	309	0%	268	41	13%	23	0%	13.4
Benazir Bhutto Shaheed University of Technology and Skill Development	Khairpur	200	0%	198	2	1%			
Total		160,480	100%	97,539	61,547	38%	4,950	100%	
<i>For number of universities</i>		<i>21</i>		<i>21</i>	<i>21</i>		<i>20</i>		<i>32.4</i>
<i>Average per university</i>		<i>7,642</i>		<i>4,645</i>	<i>2,931</i>		<i>248</i>		
Data not available:									

University Name ('W' identifies women's university; * identifies university with non-technical programmes) ^a	City	Enrolment 2017-18 ^b					Full-time Faculty 2015-16 ^c		Students per Faculty Member
		Total	% of Sindh	Male	Female	% Female	Number	% of Sindh	
Begum Nusrat Bhutto Women University (W) (*)	Rohri								
Government College University (*)	Hyderabad								
Shaheed Allah Buksh Soomro University Of Art Design And Heritages (*)	Jamshoro								
Shaikh Ayaz University (*)	Shikarpur								
The University of Sufism and Modern Sciences (*)	Bhit Shah								

^a Source: Sindh Higher Education Commission Website: <https://sindhhec.gov.pk/universities.html>.

^b Source: Higher Education Commission. *University-wise Enrolment of year 2017-18*. Islamabad: Higher Education Commission, Pakistan. Available at: <https://hec.gov.pk/english/services/students/PCD/Documents/Universitywise%20.pdf>.

^c Source: Higher Education Commission. *University-wise Full-time Faculty and PhD Faculty of year 2017-18*. Islamabad: Higher Education Commission, Pakistan. Available at <https://hec.gov.pk/english/services/students/PCD/Documents/UniversityFulltimeFaculty.pdf>.

Notes:

University names have been spelled the way they are spelled on their websites.

Percentages less than 0.5 have been rounded off to zero.

ANNEX 8 BACKGROUND INFORMATION FOR STRATEGIC RECOMMENDATION 2

A. Information from the *Pakistan Demographic and Health Survey 2017-18 (PDHS)*²⁰⁰

Rural Sindh Compared with Urban Sindh

The TFR estimated in the PDHS 2017-18 differed widely across provinces/jurisdictions and socio-economic characteristics, and between urban and rural areas.²⁰¹ The largest rural-urban TFR difference among the provinces was observed in Sindh: the TFR in rural Sindh was 4.7 compared with 2.9 in urban Sindh. Other indicators that suggest that rural Sindh lags behind urban Sindh in terms of family planning include the percentage of women currently pregnant, the median age at first birth, the mean number of children ever born to women in the 40-49 age group, the median age at first birth, and birth interval (refer to Table 21).

Table 21. Comparison of fertility indicators and birth intervals between Sindh and Punjab, 2017

Indicator	Sindh	Punjab	Sindh Urban	Punjab Urban	Sindh Rural	Punjab Rural	PDHS Table Number
<i>Fertility by background characteristics for the 3 years preceding the survey</i>							
Total fertility rate	3.6	3.4	2.9	2.9	4.7	3.7	5.2
Percentage of women age 15-49 currently pregnant	7.0	7.0	5.5	6.1	9.0	7.8	
Mean number of children ever born to women age 40-49	5.0	4.9	4.5	4.4	5.9	5.2	
<i>Median number of months since preceding birth</i>							
7-23	33%	39%	31%	46%	34%	44%	5.5
24-47	47%	34%	45%	46%	48%	43%	
More than 48	20%	15%	23%	17%	17%	14%	
<i>Median age at first birth among women age 25-49</i>	23.0	23.2	23.5	23.5	21.9	23.0	5.10

Source: National Institute of Population Studies (NIPS) [Pakistan] and ICF. 2019. *Pakistan Demographic and Health Survey 2017-18*. Islamabad, Pakistan, and Rockville, Maryland, USA: NIPS and ICF. Available at <https://dhsprogram.com/pubs/pdf/FR354/FR354.pdf>.

Knowledge of Family Planning Methods

p. 115

Knowledge of family planning methods is not a problem. The PDHS (p. 115) observed that:

Knowledge of family planning methods is almost universal in Pakistan, with 98-99% of currently married women and men age 15-49 knowing at least one method of family planning. Injectables and oral pills are the most well-known methods among currently married women, while male condoms and oral pills are most well-known among currently married men. Among currently married women and men, the standard days' method is the least-known modern contraceptive method.

²⁰⁰ National Institute of Population Studies (NIPS) [Pakistan] and ICF. 2019. *Pakistan Demographic and Health Survey 2017-18*. Islamabad, Pakistan, and Rockville, Maryland, USA: NIPS and ICF. Available at <https://dhsprogram.com/pubs/pdf/FR354/FR354.pdf>.

²⁰¹ The TFR is 3.0 in the Islamabad Capital Territory, 3.4 in Punjab, 3.6 in Sindh, 4.0 in Balochistan and Khyber Pakhtunkhwa Provinces, and 4.7 in Gilgit-Baltistan. The TFR is lower for better-educated women (4.2 births among women with no education and 2.6 births among women with a higher education), and women in wealthier households (women in the lowest wealth quintile have 4.9 births and those in the highest wealth quintile 2.8 (PDHS, p. 85).

Sources of Contraceptives

p. 117

Couples receive family planning services through a variety of institutional arrangements in the public and private sector. The sources of contraceptives countrywide, according to the PDHS 2017-18 (p. 117) are:

- Nearly 44% of all modern contraceptive users obtain their methods from the public sector facilities (28% from government hospitals).
- The private sector provides 43% of users. Other sources, including shops, provide contraceptive methods to another 13% of users.
- Public sector sources provide the bulk of four methods: female sterilisation (57%), IUDs (64%), injectables (62%), and implants (86%).
- The private sector provides nearly half of two other methods: pills and male condoms (48% and 49%, respectively).

The PDHS 2017-18 (p. 118) observed that:

Discontinuation of Contraceptive Use

p. 118

A little less than a third (30%) of episodes of contraceptive use in the five years before the survey were discontinued within 12 months. Contraceptive discontinuation rates are higher for pills and injectables (47% each) than for either male condoms (33%) or IUDs (23%). Only 3% of episodes of contraceptive use were discontinued because the woman switched to another method.

Women cited the desire to become pregnant (10%) and method-related health concerns or side effects (7%) as the primary reasons for discontinuing a method. Among the other reasons cited for discontinuation during the last 12 months were method failure (5%) and other fertility-related reasons (4%).

Decision Making about Family Planning

p. 120

Only 7% of the currently married women age 15-49 who were using a family planning method made the decision mainly by themselves, and 87% decided jointly with their husband. Among those not using a family planning method, 70% made the decision not to use family planning jointly with their husbands, and for 16% the decision was made mainly by their husband.

Future Use of Contraception

p. 120

One-third (33%) of currently married women age 15-49 who were not currently using contraception intended to use family planning at some future time. Almost half (46%) did not intend to use family planning in the future, and 21% were unsure. The proportion of women who did intend to use family planning has consistently decreased from 50% in 2006-07, to 39% in 2012-13, and 33% in 2017-18.

Exposure to Family Planning Messages in the Media

p. 120

In the few months prior to the survey, 23% of women and 44% of men had heard a family planning message on the television; which makes television the most likely source of family planning messages. Respondents were also exposed to family planning messages via radio (2% of women and 7% of men), newspapers (3% of women and 19% of men), and mobile phones (1% of women and 2% of men). Despite these messages appearing in various media, 76% of women and 51% of men had not been exposed to any family planning messages in the few months prior to the survey. Among those who were

exposed to family planning messages through various media sources, women (87%) and men (85%) overwhelmingly thought that the messages were effective in promoting family planning use.

p. 121

Women mostly reported having heard family planning messages related to promoting birth spacing (60%), having fewer children as a means to a prosperous life (39%), and using contraception (32%), among many others. The reporting of messages about spacing rose from 38% in 2012-13 to 60% in this survey among women. A much higher percentage of men (53%) than women (18%) heard messages on limiting family size. Women are now less likely to be exposed to family planning messages on television than a decade ago (40% in 2006-07, 25% in 2012-13, and 23% in 2017-18).

Younger people are less likely to be exposed to family planning messages through the media, with just 20% of women and 31% of men age 20-24 being exposed to such messages on television.

Women with no education (11%) are 4 times less likely to be exposed to family planning messages through the television than women with higher education (45%). Men with no education (21%) are 3 times less likely to be exposed to such messages through the television than men with higher education (68%).

Men's Attitude towards Contraceptive Use

p. 122

More than a quarter (27%) of men agreed with the statement that contraception is women's business. The proportion is higher among men with primary or no education (32% each), and lower among men with secondary or higher education (20% each). Men in the lowest (35%) and second wealth quintile (30%) are more likely to agree with this statement than men in the fourth (25%) or highest (23%) wealth quintiles.

Contact Between Family Planning Services and Non-users of Contraceptives

pp. 123-124

There is a marked lack of contact between family planning providers and women who are currently not using any contraceptive methods.

Countrywide findings from the PDHS 2017-18 (pp. 123-124) may well be broadly relevant to Sindh:

- “Overall, more than three-quarters (78%) of women age 15-49 who are not using a contraceptive method said they did not discuss family planning either with a LHW or at a health facility in the 12 months before the survey.”
- “Women age 30-34 are most likely (24%) and women age 15-19 (9%) are least likely to have been visited by a LHW and discuss family planning in the 12 months before the survey
- There is substantial decline in women who were visited by LHW and discussed family planning from 29% in 2012-13 to 19% in 2017-18.

B. Information on Provincial Government Services from Government of Sindh Costed Implementation Plan on Family Planning for Sindh 2015²⁰²

p. 13

There is a range of different sources to obtain contraceptives. The public sector has a large network of facilities and outlets in Sindh that provide FP services. These facilities provided contraceptives to 40% of users, whereas 54% users accessed contraceptives through private sector outlets. Within the public sector, the RHS-A centres catered to 35% of users, Family Welfare Centres (FWCs) to less than 2% and LHWs served more than 3.4% of women.

The wide network of LHWs and extensive FWCs across all districts of Sindh served 5% of women for contraceptive services. This reflects underutilization of the LHW network. This cadre needs support for

²⁰² Government of Sindh. 2015. *Costed Implementation Plan (CIP) on Family Planning for Sindh*. Karachi: Government of Sindh, December 2015 (p. 25). Available at https://fp2030.org/sites/default/files/CIP-Sindh-03-15-16-final-1_0.pdf.

strengthening their roles and responsibilities. Furthermore, for more effective role of LHWs, their supervisors may be further trained in supportive supervision and monitoring so as to enhance effectiveness of LHWs contribution.

pp. 24-25

The PWD provides services through its six channels of static facilities and outreach services. These include reproductive health services (RHS-A) centres, FWCs, mobile service units (MSU), RHS-B centres, social male mobilizers, and no-scalpel vasectomy centres³. Table 4.4 [below] provides details of the facilities.

There are four types of RHS centres: RHS-A; RHS-B; RHS Master Training Centre; and RHS Training Centre. RHS-A centres are hospital-based units for provision of full range of reproductive health services covering the population across a taluka/sub-district. There are 75 units.

Family Welfare Centres provide FP information, counselling, follow-up for all methods except for implants contraceptive survey (CS). Their average coverage is a population of 7,000 (through satellite clinics/ outreach covers 12,000. There are 961 units. In low-resource communities, the FWCs are the first line of PWD facilities to access FP. The scope of work for FWCs includes provision of FP and MNCH services and treatment of minor ailments.

RHS-B centres are certain type of facilities under a contract with the PWD. These include hospitals or clinics of other provincial departments, NGOs, private sector and charity hospitals having operating theatre facilities, trained staff with gynaecological and anaesthetic services. RHS-B centres are registered with PWD to augment services like contraceptive surgery (CS) and other FP and regional health services. However, due to resource constraints, this model of public-private partnership is not functional.

p. 32

The LHW Programme covers only 46% of Sindh, most BHUs (under PPHI) do not provide FP services, and although 961 FWCs cater to rural areas, they have not been fully operational due to lack of essential equipment and necessary supplies. Additionally, there have been limited outreach camps and community-level services due to a lack of funds, thereby making it immensely challenging for women to avail services as per their need and choice.

p. 32

As per PDHS estimates, in 2012-2013 the PWD RHS centres within the public sector were the primary mechanisms to provide FP services (34.9%), while the second main source was through LHWs who provide around 3.4% of FP services. The rest of the facilities within DOH and PWD provided 4.6% of FP services (Table 3.6). In terms of comparison, it is evident that RHS-A centres and LHWs are the relatively stronger elements, while RHCs, BHUs, FWCs and LHV are the weaker elements in access to service delivery.

p. 33

Overall, there is a need to strengthen PWD and DOH service delivery points further. This requires financial resources for operations, properly trained human resources, better infrastructure, supplies and equipment. In this perspective, there are several challenges and gaps in service delivery mechanisms.

Table 22. Mapping of Population Welfare Department and Department of Health facilities (static units) and human resources related to family planning in Sindh

Nature of Facility	Description	Department	Number of Facilities	Human Resources	Population Covered
RHS-A	Hospital based units for provision of full range of reproductive health services comprising FP methods including CS (male, female); MCH care; prevention and management of reproductive tract infections and sexually transmitted infections including HIV/AIDS; management of reproductive health issues	PWD	75	RHS-A - 11; RHS Master Training Centre 19; Training Centre 15	Population across a taluka (sub-district)

Nature of Facility	Description	Department	Number of Facilities	Human Resources	Population Covered
	of adolescent boys and girls, men and women; infertility; early detection of breast and cervical cancers by promoting self-examination				
Family Welfare Centre (FWC)	FP information, counselling, follow-up for all methods except for implants CS; availability of contraceptives, medicines; MCH services, infant care including nutrition, growth monitoring, and common illnesses; referral of cases of infertility, HIV/AIDS; CS/implants	PWD	961	6 staff (male and female) led by Family Welfare Worker (BPS 8)	7,000 (through satellite clinics and outreach, covers 12,000)
No-Scalpel Vasectomy (NSV)	The five no-scalpel vasectomy (NSV) centres are situated at Karachi, Hyderabad, Larkana, Nawabshah and Moro. NSV is preferred method for male CS and is simpler and safer	PWD	5	Staff NSV Training Centre 7, NSV Centre 6	
Basic health units	A first-level care facility (FLCF) at Union Council level with preventive and basic curative services, referral, and FP modern methods i.e. implant, IUDs under PPHI	PPHI / DOH	783 (611 PPHI)	Doctors/specialists 21,042 Nurses	Union Council level (15,000)
Rural health centres	A First-Level Care Facility at town level with curative services, basic surgeries and referral, FP modern methods	DOH (recently outsourced)	125 (2-PPHI)	2,628 LHWs 894 Paramedics 40,000	Cluster of Union Councils (50,000)
Taluka headquarters hospitals (THQ)	A secondary-level care facility at the taluka level with curative and surgery facilities with FP modern methods under emergency obstetrics and neonatal care (EmONC)	DOH (some of those outsourced)	44		200,000
District headquarters hospital (DHQ)	A secondary-level care facility with specialties of medicine, surgery, Gynaecology, Paediatric facilities, and FP modern methods (EmONC)	DOH (some of those outsourced)	18		

Source: Government of Sindh. 2015. *Costed Implementation Plan (CIP) on Family Planning for Sindh*. Karachi: Government of Sindh, December 2015 (p. 25). Available at https://fp2030.org/sites/default/files/CIP-Sindh-03-15-16-final-1_0.pdf.

C. Information on Government Services from Other Sources

The Lady Health Workers Programme – Expected Contributions

Countrywide programme launched in 1993-94. Total of 110,000 LHWs countrywide, 23,185 in Sindh.²⁰³ Expected contributions:

- Provide promotive, preventive, curative, rehabilitative services to the target population.
- Cultivate community participation through enhanced awareness, attitude change, and mobilisation.
- Increase immunisation coverage in children aged 12-23 months (fully vaccinated).
- Contribute towards reduction of infant mortality rate (from 85 to 55 per 1,000 live births) and decline in the maternal mortality ratio (from 400 to 180 per 100,000 live births).
- Expand family planning services in urban slums and rural areas. Increase CPR from 22% to 42% in rural areas and from 40% to 58% in urban areas.
- Improve nutritional status of mothers and children.

Effectiveness and Sustainability of CHW Programmes in Pakistan²⁰⁴

²⁰³ Government of Sindh, Department of Health website on the LHW programme: <https://www.sindhhealth.gov.pk/LHW-Program>.

²⁰⁴ Mir, Ali M and Khan, Kiren. 2020. *Best Bets for Accelerating Family Planning in Pakistan*. Islamabad, Population Council, August 2020. Available at https://knowledgecommons.popcouncil.org/departments_sbsr-rh/1321/.

CHW programmes are being implemented by both the public and the private sector in Pakistan. The largest and longest-standing programme is the LHW Programme, which was launched as the “National Programme for Family Planning and Primary Health Care (FP&PHC)” by the federal government in 1994. Since 2010, the programme has been devolved, along with the rest of the health mandate, from the federal to the provincial level; it is financed by the provincial governments in the provinces, and by the federal government in Azad Jammu and Kashmir.

There are currently about 90,000 LHWs in the country, each mandated to provide doorstep health and family planning services. LHWs are required to visit every home in their catchment areas once a month. In addition, their homes are designated Health Houses that can be visited for basic treatment. Their core responsibilities include liaison between the formal health system and their communities; family planning promotion and services; maternal healthcare; immunisation of children; community health education; prevention and treatment of common ailments; referral of clients to health facilities and Community Midwives; and support to a number of other programs such as nutrition. LHWs’ role in family planning includes counselling women; providing free condoms, pills, and injectable contraceptives (only second and subsequent dose); and referring clients to health facilities for other methods.

Each LHW has at least eight years of education, and resides in her target community. She is attached with a local primary healthcare facility, which trains and supplies her, and provides supportive supervision through a Lady Health Supervisor (LHS) who visits periodically. LHWs were originally recruited as contract workers receiving a modest stipend but were regularized as employees of the provincial health departments following a Supreme Court order in 2010.

Successive evaluations and various other studies show that the program enjoys high acceptability and has had a positive impact on primary healthcare outcomes, especially contraceptive prevalence.^{33,34,35} The latest evaluation of the program also finds “strong evidence for a positive effect of the LHWP on, in particular, family planning and maternal care, and on polio immunization,” and notes that these impacts are greatest among the poorest households served.³⁶ Evaluators surmise that the programme’s continued positive impact on contraceptive use, despite severe supply constraints, might reflect success in increasing clients’ commitment to family planning.

However, the programme’s overall impact has declined compared to 2008-09. One reason is that LHWs are over-burdened—not only have the jobs assigned to them multiplied, especially in support of the Polio Eradication Initiative, but their catchment population has been increased from 1,000 to 1,500, greatly increasing their caseload. Studies have noted increased job-related stress for LHWs, and their low salaries are perceived to be incommensurate to their workload. Another problem is that many of the systems on which the success of the program depended – especially adequate training; supportive supervision; and regular supplies of contraceptives and other health commodities – are now functioning poorly. These issues are attributed to increase in salary expenditures following the regularisation of LHWs, which has greatly reduced available funding for non-salary components. Another criticism of the program is that its expansion has been unsystematic, driven by proximity to frontline care facilities and the presence of suitably qualified potential recruits rather than population needs.

To restore the impact of the programme, evaluators recommend urgent review of its cost structure and financing strategies to ensure sufficient non-salary funding, and use of evidence-based criteria for future expansion. They also suggest systems strengthening measures, and transition from the vertical structure of the programme to more coherent integration of LHWs in the primary healthcare system and provincial health strategies.

The Marvi/Misali worker programme of the Health and Nutrition Development Society (HANDS) is another note-worthy CHW programme, which began in 2008 in the remote district of Umerkot in Sindh to provide family planning and other basic healthcare services in communities not served by the LHW program, and has since spread to 20 districts of the country. Unlike the LHW programme, it does not require the women it recruits to be educated. This makes it possible for the model to operate in the most underprivileged and marginalized communities where it is difficult for the LHW programme to reach, although the range of services provided is relatively restricted. Another important difference is that Marvi/Misali workers receive entrepreneurship training and uninterrupted supplies of health and

hygiene products at a subsidized rate, which they then sell to clients at a small mark-up though both door-to-door visits and their home-based shops. Through these for-profit activities, they can earn supplemental income in addition to the small stipend paid to them by HANDS.

The programme was evaluated to have increased contraceptive prevalence in its catchment population in Umerkot from 9% at the baseline (2008) to 27% at the endline (2013). Its business-based approach is considered indispensable for its success and future replication, along with quality training, ability of recruited women to step work outside their homes, and support from HANDS, especially in training, quality control, and procurement.⁴⁷

Another notable example of private sector CHWs are the Marie Stopes Society's Field-based Health Educators (FHEs), who are providing family planning services in rural and remote communities in Punjab, Sindh, and KP. The FHEs play a similar role to the LHWs, with two notable additions: firstly, to reduce discontinuation of contraceptive use, they assist clients in managing any side effects and in switching to other methods, if needed; secondly, in some areas, they also distribute family planning service vouchers to women to address financial barriers—this is recognized by service providers as the most important factor influencing client volume at their franchised clinics (Hameed et al. 2018).⁴⁸

Finally, the Aman Community Health Workers Program (ACHP) offers a small but innovative example of family planning service provision in underserved peri-urban communities in Karachi. Again, the role of the CHWs is similar to LHWs, but they refer women to both government and private facilities, and use an “intelligent mapping” approach in which the frequency of their visits is matched to the contraceptive use status and needs of each client. Male volunteers are also involved to encourage men to communicate with spouses on family planning.

Overall, the available evidence from Pakistan indicates that CHWs are highly effective in increasing demand for and use of contraceptives among all types of underserved communities, rural, remote, and peri-urban. However, none of the models are entirely self-sustaining—the LHW programme is financed by the government, and the ACHP and Marie Stopes' FHEs currently rely completely on donor funding. The Marvi/Misali workers program, despite its microbusiness approach, also relies on project-related funding to HANDS and depends on the organization's close involvement and support for effectiveness. International experience informs us that this is only to be expected. The real hope for sustainability resides, not in the ability of CHW programs to finance themselves, but in how effectively they pave the way for more cost-effective service delivery options by increasing family planning demand, improving care-seeking behaviours, and stimulating longer term private sector involvement in family planning service provision.

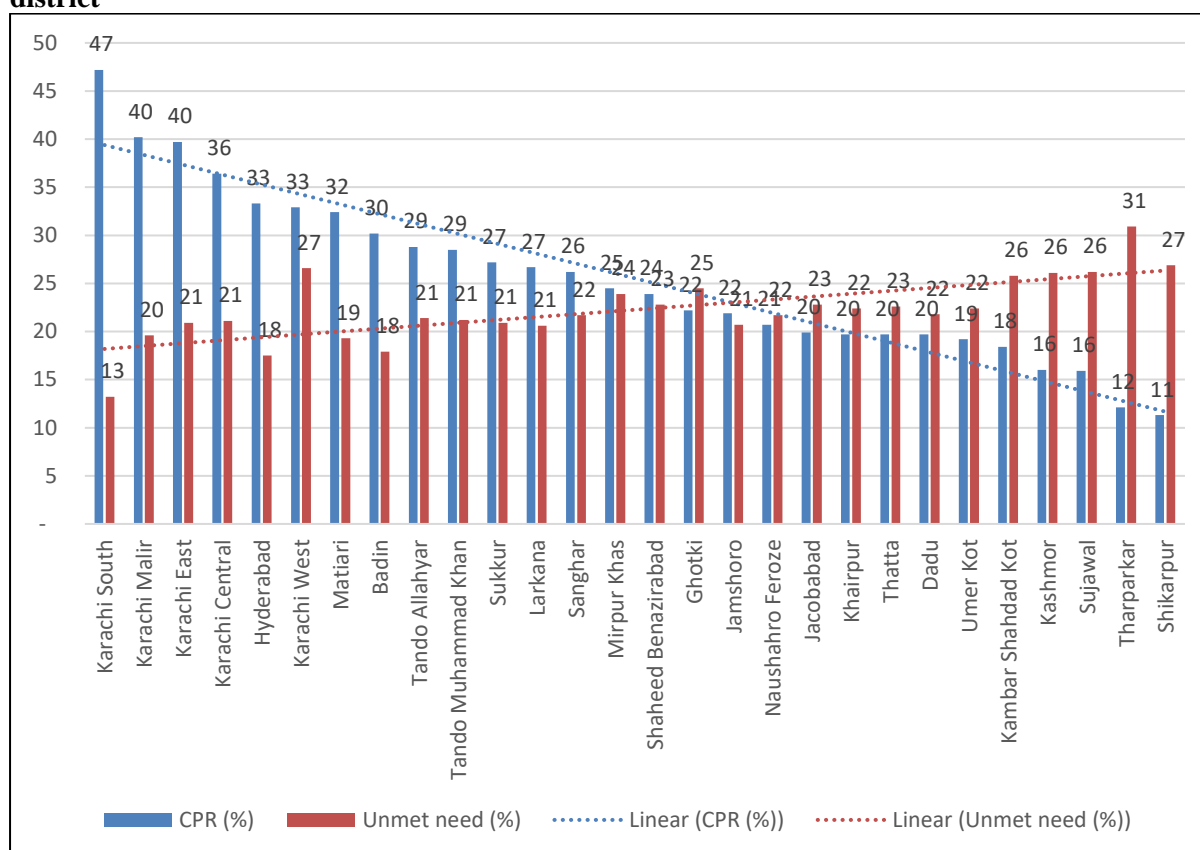
D. Unmet Need for Family Planning in Sindh, by District

A 2020 study by the Population Council and UNFPA suggests that unmet need tends to be higher where the CPR is lower (refer to Figure 6).²⁰⁵ These data help identify 10 districts in which the CPR is 11-20% and unmet need is 23-31%. These 10 districts (counted from the right-hand side of the chart) are: Shikarpur, Tharparkar, Sujawal, Kashmore, Kambar Shahdad Kot, Umer Kot, Dadu, Thatta, Khairpur and Jacobabad.²⁰⁶

²⁰⁵ Population Council and UNFPA. 2020. *Exploring the potential for fertility change: A ranking of districts based on socio-demographic conduciveness to family planning* (p. 30). Islamabad, 28 June 2020. Available at <https://phkh.nhsrsc.pk/sites/default/files/2021-09/District%20wise%20Ranking%20based%20on%20Socio%20Demographic%20Conduciveness%20to%20Family%20Planning%20UNFPA%202020.pdf>.

²⁰⁶ District names are spelled the way they are spelled in the 2017 national population census.

Figure 6. Contraceptive prevalence rate and unmet need for family planning in Sindh, by district



Source: Population Council and UNFPA. 2020. *Exploring the potential for fertility change: A ranking of districts based on socio-demographic conduciveness to family planning* (p. 21). Islamabad, 28 June 2020. Available at <https://phkh.nhsr.pak/sites/default/files/2021-09/District%20wise%20Ranking%20based%20on%20Socio%20Demographic%20Conduciveness%20to%20Family%20Planning%20UNFPA%202020.pdf>. These percentages were computed from data taken from the *Sindh Multiple Indicator Cluster Survey 2014* conducted by the Government of Sindh, Bureau of Statistics, with the assistance of the United Nations Children’s Fund.

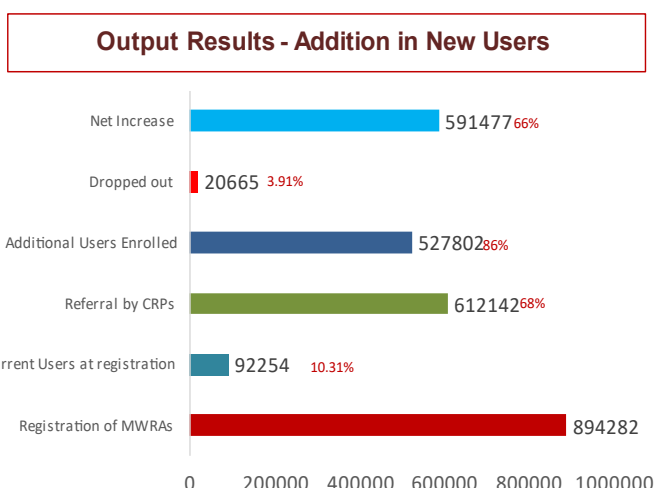
E. RSPN in DRHR 2013-2017 and DAFPAK 2017-2024

Replication of CRP Model in Delivering Reproductive Health Results (DRHR) April 2013 – September 2017 (54 months)

In April 2013, RSPN partnered with Population Services International (PSI) to execute **DFID** funded project in 13 districts (3 Punjab and 10 Sindh) of Pakistan. An uncovered population of 3 million was reached out with the support of VOs/CRPs in 3000 villages of operational districts. Married women of reproductive age were registered numbering 425,007. Mobilisation activities like group meetings and monthly household visits were regularly conducted with the target audience. Baseline modern CPR was 11% in the operational areas. The model was improved by adding religious’ leaders in mobilization and technical teams in service delivery. Services were provided to 213,525 women at their doorsteps. The end results showed an increase in CPR by 50% in modern methods. There was a remarkable increase of 39% observed in the operational areas on baseline in 54 months.

Scale up of CRP Model in PSI/DFID funded Delivering Accelerated Family Planning in Pakistan (DAFPAK) in 10 districts of Pakistan. December 2017 – March 2022 (52 months)

With a large outreach to rural women and men through the RSPs, RSPN was able to scale up this work. In December 2017, RSPN entered into a partnership with PSI for another DFID funded project DAFPAK to implement in 10 districts of Pakistan. four districts each in Punjab and Sindh, and two in Khyber Pakhtunkhwa were included in the project. A population of 5.7 million in operational districts was covered. This population was scattered in 3,360 villages of 308 union councils. The contraceptives prevalence rate at baseline was recorded 11% in modern family planning methods. CRPs registered 894,282 MWRAs, mobilized the MWRAs through group meetings and household visits and referred 68% of the registered MWRAs to service delivery points/outreach teams. A total of 86% of the referred MWRAs got FP services during outreach camps. PSI verified the data and validated selected number of clients on quarterly basis. Verified results showed an increase of 66% in use of modern methods at the end of the project. An increase of 55% observed on baseline as shown in graph. Presently, RSPN is executing the cost extension phase of DAFPAK with the support of 1,200 women CRPs in the districts of Bahawalpur, Toba Tek Singh, Shikarpur and Kambar Shahdad Kot to be completed in February 2024.



ANNEX 9 BACKGROUND INFORMATION FOR STRATEGIC RECOMMENDATION 3

A. Government Priorities

Pakistan presented its updated Nationally Determined Contributions (NDCs) in 2021 as its obligation under the Paris Agreement of the United Nations Framework Convention on Climate Change. The Government of Pakistan (GoP) document conveyed “the vision of a sustainable, low carbon, and climate-resilient Pakistan” and added that the GoP “aims to work towards the full implementation of NDC contributions considering the current circumstances, and realising the importance of socio-economic conditions in designing climate action.”²⁰⁷

The document enumerated the guiding principles of the GoP’s approach, which includes emphasis on economic incentives for investment, diversifying funding sources and gender-sensitive programming:²⁰⁸

- Nature-based solutions (NbS) green livelihood opportunities
- Improve cross-referencing to climate change in national and provincial policies and action plans on climate adaptation and mitigation
- Climate-informed preparatory and approval systems dealing with the life-cycle of projects and schemes
- Foster the development of appropriate economic incentives to encourage public and private sector investment
- Explore the market and non-market-based approaches in diversifying the funding sources for commissioning capital intensive projects
- Promote opportunities for youth groups to engage in, and benefit from, Pakistan’s adaptation and mitigation objectives and targets
- Gender-sensitive programming

The energy mix for reducing greenhouse gas emissions features prominently in the NDCs, with the document noting that Pakistan has large untapped potential for renewable energy (hydropower, solar and wind power), and high priorities for mitigation include:²⁰⁹

- By 2030, 60% of all energy produced in the country will be generated from renewable energy resources including hydropower.
- By 2030, 30% of all new vehicles sold in Pakistan in various categories will be electric vehicles.
- From 2020, new coal power plants are subject to a moratorium, and no generation of power through imported coal shall be allowed, shelving plans for two new coal fired power plants in favour of hydroelectric power and focusing on coal gasification and liquefaction for indigenous coal.

The document acknowledges that:²¹⁰

Pakistan has enjoyed very limited access to international climate finance that includes one project from Adaptation Fund, three [now four] from Green Climate Fund (GCF), and completed 15 projects (approved 19) from Global Environment Fund (GEF). Pakistan has thus far not accessed Climate Investment Funds, major bilateral climate funds, or facilities, except for one project from Nationally Appropriate Mitigation Actions (NAMAs).

²⁰⁷ Government of Pakistan (GoP). 2021. *Pakistan: Updated Nationally Determined Contributions 2021* (p. 12). Available at <https://policy.asiapacificenergy.org/sites/default/files/Pakistan%27s%20Updated%20Nationally%20Determined%20Contribution%202021.pdf>.

²⁰⁸ GoP, op. cit., p. 13.

²⁰⁹ GoP, op. cit., p. 14 and p. 27. Renewable energy projections and projects are described on pp. 26-29.

²¹⁰ GoP, op. cit., p. 70. Additional information is provided below.

The situation for on-grid utility-scale renewable energy projects is more favourable. A 2018 ADB research report observed that:²¹¹

On-grid utility-scale renewables energy projects in Pakistan are easily able to access conventional debt and equity to finance the project. The structure of the country’s power market and its long-term power purchase agreements ensure that approved renewable projects do not face any more challenges in sourcing financing when compared with approved non-renewable projects.²¹²

The Sindh Climate Change Policy of 2021 is carefully aligned with relevant Sustainable Development Goals (SDGs) in several sectors as well as specific objectives of the National Climate Change Plan Framework of the Federal Government. It focuses on policy responses and processes and elaborates:²¹³

- Climate change policy measures for adaptation in terms of socio-economic measures, human health, agriculture, fisheries, water resources, biodiversity, forestry, livestock, disaster preparedness, land and vulnerable ecosystems, and indigenous adaptation measures; and,
- Climate change policy measures for mitigation in relation to energy, industries, transport, waste, forestry and wildlife, agriculture, livestock and fisheries, and urban planning.

The policy document also:

- Proposes processes for capacity building, climate finance, technology transfer, learning and knowledge management, and policy implementation; and,
- Highlights the need to increase the resilience of the communities that are most vulnerable and have already been affected by climate change.

The document emphasises that its policy proposals need to be prioritised through an action plan that identifies short-term, medium-term and long-term measures, based on the policy, available resources for implementation of measures, and the capacity of relevant government departments.

The Sindh Climate Change Policy includes a short section on climate finance with some proposals for policy implementation, preceded by a general statement:

Sindh requires substantial additional resources from both public and private sources to respond effectively to climate change impacts. A mix of public, private, international and domestic sources shall be explored to ensure a coordinated approach that reinforces existing practices in national planning and public financial management. Climate compatible development in all the sectors is necessary to ensure public spending in each sector for sustainability and longevity.

The 2018 ADB research report observed that “Much of Pakistan, especially the regions of Balochistan, Sindh, and southern Punjab, receives abundant solar irradiation ... which is at the highest end of global insulation averages.”²¹⁴ A private sector wind power project report noted that:²¹⁵

Sindh province is rich in wind energy reserves. Its southern wind field covers an area of 9,700 square kilometres. With good wind power condition, the potential of wind energy development is about 11,000 megawatts, and the wind direction is stable, the wind speed is up to 7

²¹¹ Malik, Sadia; Qasim, Maha; and Saeed, Hasan. 2018. *Green Finance in Pakistan: Barriers and Solutions* (p. 4). ADB Institute Working Paper 880. Tokyo: Asian Development Bank Institute, October 2018. Available at: <https://www.adb.org/publications/green-finance-pakistan-barriers-and-solutions>.

²¹² The report also observes (p. 10), “However, currently about 418 MW of utility-scale solar projects are in operation. The major challenges slowing the development of utility-scale solar power plants in Pakistan” include tariff uncertainty, land identification for developers, and delays in the grid interconnection approval process.

²¹³ Government of Sindh. 2021. *Sindh Climate Change Policy*. Karachi: Government of Sindh, Environment, Climate Change and Coastal Development Department. Available at <http://krel.pk/wp-content/uploads/2021/11/Sindh-Climate-Change-Policy.pdf>.

²¹⁴ Malik, Qasim and Saeed, op. cit., p. 10.

²¹⁵ Hong, Ruichen. 2020. ‘The Pakistan Dawood Wind Power Project – A Climate Investment and Financing Project in the Belt and Road Initiative (BRI).’ Fudan University, Green Finance & Development Centre, 15 April 2020. Available at <https://greenfdc.org/the-pakistan-dawood-wind-power-project-a-climate-investment-and-financing-project-in-the-belt-and-road-initiative-bri/?cookie-state-change=1655875570101>.

meters/second. That means, if properly developed, it can meet 5%-10% of the national power demand.

B. Green Finance Initiatives by the State Bank of Pakistan and Commercial Banks

According to the Green Finance Platform website (<https://www.greenfinanceplatform.org/page/explore-green-finance>): “Green finance is the financing of investment in all financial sectors and asset classes that integrate environmental, social and governance ... criteria into the investment decisions and embed sustainability into risk management for encouraging the development of a more sustainable economy.”

The SBP introduced Green Banking Guidelines in 2017.²¹⁶ These “mainly focus on a risk management process that measures and examines environmental risks that can be generated from business activities”. The IFC signed an advisory agreement with the SBP in August 2018 to support green banking in Pakistan.²¹⁷ The guidelines define green banking as the “Promotion of environmentally friendly practices that aid banks and their clients in identifying and managing environmental risks as well as reducing their carbon footprint and related socially adverse actions.”²¹⁸ In principle, green financing is possible in all sectors. The guidelines “mainly focus on a risk management process that measures and examines environmental risks that can be generated from business activities”²¹⁹.

The SBP introduced a scheme for financing renewable energy projects in 2009, which showed low utilisation and was revised in 2016.²²⁰

The revised scheme provides concessionary financing for renewable energy projects by offering debt financing at fixed subsidised interest rates of only 6% per annum. The scheme is structured as a refinancing facility, with the SBP lending to commercial banks and development finance institutions (DFIs) at a 2% interest rate and they in turn lend to end consumers at [up to] 6% (earning themselves a spread of [up to] 4%).

Solar Energy

The distributed solar energy industry²²¹ has evidently flourished in recent years because of incentives from both the demand and supply side (steep increases in electricity utility prices and increased availability of subsidised bank loans). Several commercial banks are providing loans under the SBP scheme for a variety of uses with a wide range of financial products. Some of the products are limited to residential solutions and others are available for residential, commercial and agricultural purposes and small and medium enterprises, with at least two banks including net metering in their offers and at least one mentioning on-grid projects. Some banks work through pre-selected energy solutions providers.

Additional information is available from:

- Bank AL Habib Financing Scheme for Renewable Energy (<https://banksnews.pk/bank-al-habib-financing-scheme-for-renewable-energy/>);
- Bank Alfalah Green Energy (<https://www.bankalfalah.com/business-banking/sme-loans/alfalah-green-energy/>) and <https://www.bankalfalah.com/press-releases/bank-alfalah-launches-alfalah-green-mortgage/>);

²¹⁶ State Bank of Pakistan (SBP). 2017. *Green Banking Guidelines*. Karachi: State Bank of Pakistan, Infrastructure, Housing & SME Finance Department, 9 October 2017. Available at <https://www.sbp.org.pk/sme/d/circulars/2017/C8-Annex.pdf>.

²¹⁷ Press release on the website link

<https://pressroom.ifc.org/all/pages/PressDetail.aspx?ID=16107#:~:text=Karachi%2C%20Pakistan%2C%20August%2029%2C,%2C%20low%20carbon%2C%20sustainable%20economies>.

²¹⁸ SBP, op. cit., p. 3.

²¹⁹ Mumtaz, Muhammad Zubair, and Smith, Zachary Alexander. 2019. “Green Finance for Sustainable Development in Pakistan,” *Islamabad Policy Research Institute IPRI Journal*, Vol. XIX (2), Summer 2019: 1-34. Available at <http://ipripak.org/wp-content/uploads/2019/10/Article-1-IPRI-Journal-XIX-2-Ana-Gre-Fin-ED-SSA.pdf>.

²²⁰ Malik, Qasim and Saeed, op. cit., p. 11.

²²¹ “Distributed renewable energy ... systems are power, cooking, heating and cooling systems that generate and distribute services independently of any centralised system” (<https://www.ren21.net/gsr-2016/chapter03.php>).

- Habib Bank Limited Financing Scheme for Renewable Energy, solar on-grid solution (<https://solargrid.pk/hbl-financing-scheme-for-renewable-energy-sbp-approved/>);
- Askari Bank (<https://www.hadronsolar.pk/askari-bank-partners-with-hadron-solar-for-solar-financing/>); and,
- JS Bank, Bank of Punjab and Bank of Khyber.

Wind Power

The 2018 ADB research report cited above concluded that:²²²

... compared to hydro and solar, [wind power] is the most favoured renewable project amongst private sector investors due to the bite-size investment costs, fewer challenges in finding ideal sites with grid interconnection options, and a short development and construction timeline. The tariff and financial incentives for wind power have evolved very rapidly since the first incentive scheme launched in 2010.

At present, Pakistan has “26 operational wind power projects of 1,335 MW cumulative capacity connected to the national grid, and a further 10 wind power projects of 510 MW capacity are under construction.”²²³ Pakistani commercial banks have also been involved in financing wind power projects established by Pakistani companies, for which the International Finance Corporation (IFC) took the lead. In 2019, the IFC arranged financing for six wind projects in the Jhimpir Wind Corridor of Sindh, called the Super Six, that will generate 310 MW of power.²²⁴ According to a news report:²²⁵

The total investment for the six wind farms is expected to be USD 450 million. IFC agreed to provide a financing package of USD 320 million, which included USD 86 million from its own account and USD 234 million mobilised from the KfW Group of Germany, and local banks Bank Alfalah, Bank Al Habib and Meezan Bank.

The wind farms will [generate] more than 1,000 GWh of clean electricity annually, enough to power 450,000 homes.

The cost of power from the six wind projects is expected to be more than 40% lower than the current average cost of generation. The facilities will also help in offsetting more than 650,000 tonnes of CO₂ emissions per year.

Suggestions for the Future

Focusing on what more is needed for financing renewables, a recent report from the Sustainable Development Policy Institute suggested:²²⁶

- Financial investments must vitally be made available to motivate, strengthen and support renewable projects in Pakistan. To reinforce investment in RETs [renewable energy technologies] and to actively encourage technology adoption, financial mechanism at domestic and international level must be fully developed. Funding approach may include:

²²² Malik, Qasim and Saeed, op. cit., p. 9.

²²³ Mordor Intelligence. 2022. ‘Pakistan Wind Energy Market - Growth, Trends, Covid-19 Impact, and Forecasts (2022-2027).’ Available at <https://www.mordorintelligence.com/industry-reports/pakistan-wind-energy-market>. The website (<https://www.aedb.org/component/judownload/root/2-wind/1-wind-power-projects-status?Itemid=101>) of the Alternative Energy Development Board of the Ministry of Energy of the Government of Pakistan provides a current list and status of independent wind power producers.

²²⁴ The country’s first wind power project (of 50 MW) was inaugurated in Sindh in 2012 (‘President inaugurates Pakistan’s first windmill power project,’ *Dawn* (daily), 24 December 2012, available at <https://www.dawn.com/news/773683/president-inaugurates-pakistans-first-windmill-power-project>).

²²⁵ NS Energy Staff Writer. 2019. ‘IFC leads financing of 310 MW wind projects in Pakistan.’ 18 November 2019. Available at <https://www.nsenerybusiness.com/news/ifc-leads-financing-of-310mw-wind-projects-in-pakistan/>.

²²⁶ Aslam, Hina; Nazir, Ahad; and Zia, Ubaid ur Rehman. 2021. *Pakistan’s Way Forward towards a Green Economy: Perspectives for a Clean Energy Transition* (pp. 44-45). Islamabad: Sustainable Development Policy Institute, June 2021. Available at <https://think-asia.org/bitstream/handle/11540/13888/Pakistans-Way-Forward-towards-a-Green-Economy-Perspectives-for-a-Clean-Energy-Transition-1.pdf?sequence=1>.

- Subsidies, tax breaks, lower trade taxes on inputs, and concessional credit for renewables should be materialized despite frequent changes in national and sub-national policies.
- Feed-in-Tariffs have been proven out to be one of the bolstering policy approaches to quickly enhance the percentage of electricity from renewable energy.
- Mobilising finance for renewables in Pakistan is no more a constraint since there are plenty of investors that are keen to invest in Pakistan. If policy is in place and government is serious in bringing competitive bidding at a large scale, majority of investors will come to Pakistan. There is a need to create enabling conditions for the investor and a clear focused time bound plan of action to have a clear roadmap to achieve the national targets.

C. Green Climate Fund and Three Other International Funds

The Green Climate Fund (GCF) website (<https://www.greenclimate.fund/countries/pakistan>) shows four approved projects financed with USD 131 million and six approved readiness activities supported by USD 4.6 million, out of which USD 2.2 million has been disbursed. The GCF's National Designated Authority in Pakistan is the Ministry of Climate Change and its approval is required for GCF financing.

Two of the ongoing projects are for adaptation:

- Scaling-up of Glacial Lake Outburst Flood risk reduction in Northern Pakistan, budget USD 37.5 million, approved in 2018, scheduled for completion in 2022, with the UNDP as the accredited entity and implemented in Gilgit-Baltistan and Khyber Pakhtunkhwa Province; and,
- Transforming the Indus Basin with Climate Resilient Agriculture and Water Management, budget USD 47.7 million, approved in 2019, scheduled for completion in 2026, with the FAO as the accredited entity and implemented in eight vulnerable districts of Punjab and Sindh²²⁷.

Two projects are for mitigation:

- The Green Bus Rapid Transit Karachi project with a budget USD 583.5 million, approved in 2018, scheduled for completion in 2024, with the ADB as the accredited entity.
- Pakistan Distributed Solar Project with a budget of USD 54.0 million, approved in May 2022, with the JS Bank Limited (Pakistan) as the accredited entity, to provide tailored financing solutions for 43 MW solar photovoltaic (PV) installations for households, agribusinesses and small and medium enterprises (SMEs). A guarantee facility provided by the GCF will support lending through the existing renewable energy scheme launched by the State Bank of Pakistan (SBP) in which partner banks offer concessional loans to customers to acquire solar PV systems. With the GCF guarantee facility, JS Bank can broaden the scope of the scheme by reaching previously untapped market segments and users. The project will also provide technical assistance to strengthen capacity of solar PV vendors and other key stakeholders and raise market awareness of climate change risks and the benefits of renewable energy solutions.

In addition:

- The GCF has approved a project preparation funding application from the WWF for Recharge Pakistan: Building Pakistan's Resilience to Climate Change through Ecosystem-Based Adaptation for Integrated Flood Risk Management. The project's proposed sites are scattered along a 1,500 km stretch of the Indus River and include lakes and wetlands in Sindh.²²⁸
- It has approved strategic frameworks support for Pakistan through IUCN. This proposal aims to develop a national climate change gender action plan to ensure that national action across priority sectors is gender-responsive, complementing and enhancing its readiness work.

²²⁷ The districts in Sindh are Badin, Sanghar and Umerkot.

²²⁸ The proposed sites are: Manchar Lake, Darya Khan Ramak, Bhakkar Lala Creek Layyah, D.I. Khan Hill Torrents, Nara Canal-Deh Akro-Chotiari Wetlands Complex, Esa Khel Watershed, Haleji and Hadero Lake, Kaha Hill Torrent, Chakar Lehri sub-basin.

- It has also approved a concept note from NRSP for Strengthening Pakistan's Capacities for Demonstrating REDD+ Systems and Accessing Result-based Payments, focusing on Bhakkar Tehsil in Punjab.

So far, the GCF has only two Pakistani direct access accredited agencies: NRSP and JS Bank Limited (Pakistan). Key informants suggest that there are procedural constraints associated with the GCF in Pakistan as well as capacity constraints among proposers. The procedural constraints have to do with the national decision making that governs accreditation and project approval. Capacity constraints include lack of relevant staff and knowledge of GCF requirements, and lack of a vision that extends beyond project-based thinking.

In addition to the above-mentioned GCF activities:

- The Adaptation Fund established under the Kyoto Protocol of the UN Framework Convention on Climate Change has been supporting the UNDP's project 'Reducing risks and vulnerabilities from Glacial Lake Outburst Floods' since 2011 with a funding of USD 4.1 million.²²⁹
- GEF has approved 39 national projects and activities in Pakistan and 27 regional/global projects and activities.²³⁰ All of these have been implemented through UN agencies, mainly UNDP, except four, which were implemented through the World Bank.²³¹ Almost all the projects focus on biodiversity, climate change and land degradation.
- Pakistan has submitted eight proposals to the Secretariat of the UN Framework Convention on Climate Change for taking Nationally Appropriate Mitigation Actions (NAMAs) pursuant to the Bali Action Plan concluded at COP 18 in Doha.²³² "NAMAs refer to any action that reduces emissions in developing countries and is prepared under the umbrella of a national governmental initiative."²³³ As far as it could be ascertained, one NAMA support project has been approved: it is implemented by WWF and focuses on decarbonising the textile manufacturing sector of Pakistan.²³⁴

D. FCDO

FCDO has funded a number of green finance initiatives through Karandaaz Pakistan, a non-profit organisation that "promotes access to finance for micro, small and medium-sized businesses through a double bottom line investment platform and financial inclusion for individuals by employing technology enabled solutions" (<https://karandaaz.com.pk/about/about-karandaaz/>). The Karandaaz website reports on the following initiatives:

- Six green transition projects: Karandaaz announced its plans to fund six green transitional projects as part of its annual Innovation Challenge. With support from FCDO, this year Karandaaz invited innovative projects seeking financing to implement plastic waste management and efficient water management solutions. After due diligence, Suftech Innovations, Davaam Life, a consortium of 8th Loop and Open-Door Design, National Rural Support Programme (NRSP), Linked Things, and National University of Medical Sciences have been selected as winners to receive funding from Karandaaz.
- Green investments: FCDO has committed funds with Karandaaz Pakistan with the objective of promoting financing for sustainable and climate-friendly projects. Karandaaz under the International Climate Finance using the green financing framework will be working on Green Investments will help bridge the financing gap and enable the emergence of energy-efficient and environmentally friendly construction sector for Pakistan, resulting in more vibrant and

²²⁹ https://www.undp.org/pakistan/adaptation-fund?utm_source=EN&utm_medium=GSR&utm_content=US_UNDP_PaidSearch_Brand_English&utm_campaign=CENTRAL&c_src=CENTRAL&c_src2=GSR&gclid=CjwKCAjw5NqVBhAjEiwAeCa97btr92g0Mj2fJ83rDyM3cOXpd5iFzxTd5zFxsSUTxBLnH1y4XjLKXR0CWCoQAvD_BwE.

²³⁰ GEF website <https://www.thegef.org/projects-operations/country-profiles/pakistan>.

²³¹ GEF website <https://www.thegef.org/projects-operations/database?f%5B0%5D=countries%3A123>.

²³² The list is available at <https://www4.unfccc.int/sites/PublicNAMA/SitePages/Country.aspx?CountryId=131>.

²³³ <https://unfccc.int/topics/mitigation/workstreams/nationally-appropriate-mitigation-actions#:~:text=NAMAs%20refer%20to%20any%20action,for%20a%20broader%20national%20focus>.

²³⁴ <https://www.wfpak.org/our-work/water/nationally-appropriate-mitigation-actions-nama/>.

autonomous cities, greater competition, and a higher number of jobs. In its section on green investments, the Karandaaz website notes that projects will include but not be limited to renewable energy, energy efficiency, green buildings, clean transportation, and waste management (<https://karandaaz.com.pk/green-investments/>).

- The UK funded Karandaaz to promote sustainable energy and economic development: A UK commitment to provide financing for renewable energy and energy efficiency to Pakistan's industrial SME sector has been signed by the Department for International Development. As part of DFID's Sustainable Energy and Economic Development programme, Karandaaz will invest over GBP 15 million to promote renewable energy generation and efficiency measures in Pakistani businesses. This programme will work with firms, businesses, and financial institutions to demonstrate the financial viability of enhancing investments in clean energy and energy efficiency improvements.

In March 2020, Karandaaz (with a 40% share) incorporated a for-profit credit enhancement facility company called Infra Zamin Pakistan (IZP) in partnership with the Private Infrastructure Development Group (PIDG) company InfraCo Asia Investments via Indus Guarantees (60% share). IZP is a non-bank financial company, which received a license in February 2021. It is expected to approve its first project in a few weeks but does but has not received any proposals for green projects. Its credit rating analysis explains its purpose and approach:²³⁵

Background: A credit enhancement facility is set up to 'crowd-in' private sector capital to boost investments in infrastructure and contribute to the development of Pakistan's financial architecture. The core objective behind setting up IZP is to encourage enhanced financial participation in long-term local currency financing of infrastructure assets. Operations: IZP's sole line of business will be to issue PKR denominated unconditional and irrevocable credit guarantees to enhance long-term local currency debt, ensuring the timely payment of interest and principal of senior ranking debt instruments backed by infrastructure related projects.

In December 2021, responding to a request from the Federal Government, FCDO entered into an Accountable Grant Agreement with NRSP to establish the Climate Resourcing Coordination Cell (CRCC) in Islamabad. The CRCC is expected to provide technical assistance to the Government of Pakistan, and work with ministries, government departments, private sector and other stakeholders for the identification of potential ideas and development of concept notes and proposals to access national and international financing for addressing and mitigating climate change challenges in Pakistan. The CRCC has just recently completed its recruitment process. In addition, DAI will be implementing the UK Climate Finance Accelerator Project in Pakistan.

E. Recent National Initiatives for Green Financing

In 2019, the UNDP office in Pakistan assisted the government in developing two initiatives for green finance that did not go forward at the time but may still be under consideration:²³⁶

- With assistance from The Global Islamic Finance and Impact Investing Platform, established by the UNDP Istanbul International Centre for Private Sector in Development and the Islamic Development Bank, and with the participation of Pakistani power distribution companies, UNDP Pakistan developed an action plan for green sukuk energy financing strategy for the Government of Pakistan.²³⁷
- In furtherance of the Government of Pakistan's 2018 initiative to plant 10 billion trees, UNDP analysed the country's external debt in a concept note that proposed a debt-for-nature swap and its implementation arrangements.

²³⁵ Pakistan Credit Rating Agency Limited. 2021. *Rating Report*. May 2021. Available at https://www.pacra.com/summary_report/RR_1881_7350_04-May-21.pdf.

²³⁶ This information is based on Husain, Tariq. 2020. 'National Initiative and Mainstreaming, Acceleration and Policy Support for Sustainable Development Goals Pakistan. Mid-Term Evaluation, 2016-2019, Final Report.' Islamabad: UNDP, June 2020. Available at <https://erc.undp.org/evaluation/documents/download/18147>.

²³⁷ *Sukuk* (Arabic word) are an alternative to conventional bonds that pay profit instead of interest and are accepted to be compliant with the *sharia* (Islamic law).

A May 2021 news report stated that the Government of Pakistan was discussing a debt-for-nature swap programme with bilateral lenders, including the UK, Germany, Italy and Canada, that “would see debt relief in return for binding commitments to achieve conservation targets. An official letter of intent could be announced as soon as World Environment Day on June 5.”²³⁸ There has been no further report on progress, and it is not clear whether the government and its creditors prefer debt-for-nature swaps or nature performance bonds.

In June 2021, Pakistan signed a declaration in the presence of the former prime minister, with three of its sovereign creditors (Canada, Germany and the UK) to launch a dialogue with a view to issuing a nature performance bond in the near future.²³⁹ A press release on 3 June 2021 quoted the four countries as saying that they were:²⁴⁰

... looking forward to engage in dialogue on the modalities of such a Nature Performance Bond that could enable a green recovery and accelerate natural capital restoration action in the country. This bond will be developed by a consortium of financial advisers consistent with market conditions thereby creating an enabling environment for private sector finance as well as non-traditional development partners to play their role in sustainable development.

A newspaper article written by Mark Halle, a leading environmentalist with experience in Pakistan, and published on 5 July 2021 explained how Pakistan and three of its sovereign creditors had been approaching the first-ever nature performance bond:²⁴¹

Nature performance bonds (NPBs) – developed by Finance for Biodiversity (<https://www.f4b-initiative.net/>) – are an example of a new class of performance bonds often called ‘KPI’ [key performance indicator] bonds. In exchange for certified performance against agreed indicators, funding is released into the target economy, to be used in line with national priorities. Two features of NPBs are of note: first, that the financial benefit to the indebted country follows the achievement of the agreed targets (or agreed milestones towards those targets); promises and formal undertakings are insufficient. And second, unlike earlier ‘debt for nature swaps’, the funding raised through the bond is not earmarked for the environment but is available for allocation through the country’s normal budget process.

While several developing countries are toying with the idea of Nature Performance Bonds, Pakistan seized the idea from the start and has moved resolutely ahead. Indeed, on World Environment Day in June, [Pakistan signed a declaration](#)²⁴² - in the presence of the Prime Minister Imran Khan - with three of its sovereign creditors (Canada, Germany and the UK) to launch a dialogue with a view to issuing a [Nature Performance Bond in the near future](#)²⁴³. This is the culmination of a complex process undertaken by F4B, now in partnership with UNDP Pakistan. It has involved Pakistan’s environment and financial authorities, a handful of Pakistan’s sovereign creditors, experts in benchmarking and the design of monitoring, reporting and verification (MRV) schemes, UNDP’s Finance Sector Hub, third party organisations in Pakistan such as WWF and IUCN, and a range of technical experts.

Pakistan has put forward a set of performance indicators built around two of the leading elements of its Green and Clean Pakistan programme: the ambitious tree-planting programme known as the Ten Billion Tree Tsunami; and ecological rehabilitation in degraded parts of

²³⁸ Ritchie, Greg, and Mangi, Faseeh. 2021. ‘Pakistan Nears Debt-for-Nature Swap Agreement With Creditors.’ Bloomberg Asia Edition, 24 May 2021. Available at <https://www.bloomberg.com/news/articles/2021-05-24/pakistan-nears-debt-for-nature-swap-agreement-with-creditors>.

²³⁹ Halle, Mark. 2021. “Rewarding Nature Performance in Pakistan,” Finance for Biodiversity Initiative, 5 July 2021. Available at: <https://www.f4b-initiative.net/post/rewarding-nature-performance-in-pakistan>.

²⁴⁰ UNDP. 2021. ‘Pakistan’s proposed nature performance bond: Joint statement by governments of Pakistan, United Kingdom, Canada, Germany, and United Nations Development Programme.’ UNDP Press Release, 3 June 2021. Available at <https://www.undp.org/pakistan/press-releases/pakistan%E2%80%99s-proposed-nature-performance-bond-joint-statement-governments-pakistan-united-kingdom-canada-germany-and-united>.

²⁴¹ Halle, op. cit.

²⁴² <https://www.undp.org/pakistan/press-releases/pakistan%E2%80%99s-proposed-nature-performance-bond-joint-statement-governments-pakistan-united-kingdom-canada-germany-and-united>

²⁴³ <https://news.globallandscapesforum.org/52934/pakistan-is-on-its-way-to-planting-10-billion-tree-tsunami-heres-how/>.

newly-declared National Parks. The NPB would reward the speeding up or extension of these government programmes, and would rest on a set of secondary development indicators such as rural employment, community participation, capacity building and others. Thus, the NPB would build on established government priorities, avoiding the conditionality too often imposed on developing countries in exchange for financial support.

With the signature of the declaration, a dialogue will begin with those creditor countries, and with others that have showed an interest in joining the pilot initiative. This dialogue will focus on refining the performance indicators, agreeing on the benchmarks against which this performance will be measured, and putting in place a robust MRV system, ideally based on the analysis of satellite imagery. Then comes the design of the financial instrument itself. With the focus on sovereign (country to country) debt, the agreements required involve only the two participating countries, and complications of normal debt renegotiation are avoided if the focus is on new debt issuance.

While all of these steps can generate obstacles, a serious hurdle has been overcome with the signing of the declaration on World Environment Day. With technical input from F4B and UNDP, the serious work of designing the bond can now begin in earnest. Pakistan may well be the first to issue a Nature-based Performance Bond and open the door for many similar actions in the future.

A November 2021 press release by the FCDO mentioned that the UK was providing “An additional GBP 2.5 million to support new ways of attracting much needed climate investment to Pakistan, including on the development of a Nature Performance Bond.” It added that “On World Environment Day in June alongside [the] Prime Minister ... the UK committed to this.”²⁴⁴

Pakistan’s report on its updated NDCs says:²⁴⁵

Building on an earlier experience with the Government of Italy, Pakistan is engaged with several bilateral and other development partners to channel outstanding payments into conservation and climate-related investments via NPB [Nature Performance Bonds]. If successful in implementing the first pilot project, Pakistan will capitalise from country’s performance shown in the last few years through various flagship projects.

The document also highlighted an offering of green bonds in 2021:

Water and Power Development Authority (WAPDA) has launched 10-year Green Bonds and has raised USD 500 million for a hydro-energy project. Given the encouraging market response, WAPDA is considering launching additional green bonds. Pakistan may launch additional bonds in other sectors. Securities and Exchange Commission of Pakistan (SECP) has approved national guidelines for green bonds that will encourage innovative financing mechanisms in several sectors for both adaptation and mitigation.

A news report added that WAPDA:²⁴⁶

... launched its first green Eurobond, called Indus bond, for 10 years to raise USD 500 million at a competitive price of about 7.5 per cent interest rate. The launch of the bond attracted a number of international investors, who offered WAPDA investments worth \$3 billion — six times more than its need

The report on updated NDCs also identified possible government initiatives related to:²⁴⁷

- Under the Collaborative Instruments for Ambitious Climate Action programme, Pakistan has received support to establish Carbon Pricing Instrument. A range of activities have commenced

²⁴⁴ FCDO. 2021. ‘Press Release on Climate Change,’ Islamabad: 4 November 2021. Available at <https://www.gov.uk/government/news/cop-26-uk-pledges-over-55m-to-partner-with-pakistan-to-fight-climate-change-manage-water-more-sustainably-and-unlock-climate-investment>.

²⁴⁵ GoP, op. cit., p. 71.

²⁴⁶ Hasnain, Khalid. 2021. ‘WAPDA floats first Eurobond for \$500m.’ *Dawn* (daily), 28 May 2021. Available at <https://www.dawn.com/news/1626110>.

²⁴⁷ GoP, op. cit., pp. 71-72.

including capacity building on carbon pricing, national consultation on carbon pricing, and scoping of pricing instruments in Pakistani context.

- The existing mangrove forests and tidal marshes potentially store approximately 21.8 million tonnes of organic carbon (or 76.4 million tonnes of CO₂e). A rapid assessment report has found potential in blue bonds to help meet Pakistan mitigation and adaptation objectives in mangrove forests.
- Pakistan encourages the involvement of the private sector in implementing its climate ambition across sectors and the development of nature-based solutions that address Pakistan's mitigation and adaptation potential. Pakistan plans to promote bottom-up actions by the private sector, and develop plans for emission reductions from major sectors, particularly cement and textile.

F. World Bank

The World Bank provided a loan of USD 200 million in 2018 to the Government of Punjab for a Punjab Green Development Programme, for which the Government is contributing USD 70 million, scheduled for completion by June 2023. The programme includes a component for promoting green investments, the description of which is reproduced below from the project appraisal document.²⁴⁸

Results Area 2: Promoting Green Investments

26. Under the Programme, Government of Punjab will promote green financing as a way to mobilise resources for green investments beyond the Programme's implementation period, and will directly support priority green investments in both the public and private sectors.

(a) Green Financing

27. Recognising the importance of long-term financing for green investments, the Punjab GDP [Green Development Programme] will support the development of a green financing strategy and an Environmental Endowment Fund (EEF).

28. **Green Financing Strategy.** The Finance Department (FD) will develop this strategy in close coordination with the EPD; Planning and Development (P&D) Department; the Industries, Commerce, and Investments Department; and other public and private stakeholders. Four aspects of green financing will be explored:

- Green Banking Guidelines.** The strategy will examine how to support commercial banks in operationalising the October 2017 Green Banking Guidelines issued by the State Bank of Pakistan (SBP). Specifically, Government of Punjab will work with commercial banks to improve their capacity to manage the environmental and climate risks associated with their investment portfolios and promote green investments.
- Green SME financing.** Government of Punjab will work with commercial banks to design effective mechanisms to enhance SMEs' access to finance for green investments. In line with international best practices, such a scheme would enhance credit access on a commercial basis, focus on lowering risk through instruments such as credit risk guarantees (CRGs), and provide technical support and incentives to SMEs to prepare bankable projects for sound green investments.²⁴⁹ This work will be coordinated with SBP's national-level SME finance initiatives.²⁵⁰
- PPPs for environmental infrastructure.** The strategy will explore the opportunities and constraints for Government of Punjab to make better use of PPPs to finance key

²⁴⁸ World Bank. 2018. *Programme Appraisal Document on a Proposed Credit in the Amount of SDR 137.6 Million (US\$200 Million Equivalent) to the Islamic Republic of Pakistan for a Punjab Green Development Programme* (pp 10-11). 4 May 2018. Available at <https://documents1.worldbank.org/curated/en/144221527478236394/pdf/DISCUSSSED-PAD-Punjab-Green-final-as-sent-to-Board-05082018.pdf>.

²⁴⁹ Government of Punjab may subsequently launch a green SME financing scheme, which is currently not included in the Programme.

²⁵⁰ The World Bank is currently supporting the SBP in redesigning its central CRG scheme for SME financing; this effort is expected to result in a new CRG scheme and company that will be run on a sustainable basis.

public infrastructure to address Punjab’s environmental challenges (for example, wastewater treatment and waste management facilities).

- (d) **Green bonds/sukuk.** To mobilise domestic capital markets as a sustainable source of finance for green investments, the FD will develop a set of principles for the issuance of green bonds/sukuk (Islamic bonds).²⁵¹

The project’s most recent Implementation Status & Results Report (ISR) notes that “While development of guidelines for green bonds is underway this is likely to be dropped / restructured as Provinces do not receive federal level authorisation to raise own bonds.”²⁵²

²⁵¹ This activity will be closely coordinated with the World Bank’s ongoing support to the FD on subnational financing, including for the issuance of Government of Punjab’s first regular bond, expected in 2018.

²⁵² World Bank. 2022. ‘Implementation Status & Results Report (ISR)’ (p. 12). 15 June 2022. Available at <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099510006152211950/p1653880f32e0907a0a1cc0e04ef3506dab>.

ANNEX 10 BACKGROUND INFORMATION FOR STRATEGIC RECOMMENDATION 4

A. Country-level Data on Physical and Sexual Violence

This information is taken from the Pakistan Demographic and Health Survey (PDHS) 2017-18.²⁵³

Sexual violence. Percentage of women who have experienced any sexual violence (committed by a husband or anyone else) ever and in the 12 months before the survey. **Sample:** Women age 15-49.

Prevalence of Sexual Violence

Six per cent of women age 15-49 had ever experienced sexual violence; 4% experienced sexual violence in the 12 months preceding the survey. Three per cent of women had experienced sexual violence by age 22, and 1% had experienced sexual violence by age 18.

Patterns by background characteristics

Fourteen per cent of divorced, separated, or widowed women had experienced sexual violence. By contrast, only 5% of currently married women have experienced sexual violence, with 4% experiencing such violence in the past 12 months.

Perpetrators of Sexual Violence

Seventy-eight per cent of ever-married women who had experienced sexual violence since age 15 report their current husband as the perpetrator, while 18% reported a former husband as the perpetrator. Two per cent each report other relatives and police or soldiers as perpetrators.

Experience of Different Forms of Violence

Physical violence or sexual violence may not occur in isolation; rather, women may experience a combination of both forms, and these combinations of violence can have long-lasting negative effects on women's lives, health, and well-being.

Overall, 28% of women had experienced physical or sexual violence: 23% had experienced only physical violence, 1% had experienced only sexual violence, and 5% had experienced both physical and sexual violence. Women age 15-19 are more vulnerable to all forms of violence, with 33% of women in this age group experiencing physical or sexual violence.

Table 23. Spousal violence against women data for ever-married women age 15-49 for Sindh, 2017-18

Indicator (%)	Sindh Overall	Sindh Rural	Sindh Urban
Ever-married women (age 15-49) who have been subjected to emotional violence ^a by any husband in the previous 12 months	11.4	13.2	9.8
Ever-married women (age 15-49) who have been subjected to physical violence by any husband in the previous 12 months	9.4	10.7	8.3
Ever-married women (age 15-49) who have been subjected to sexual violence by any husband in the previous 12 months	3.1	2.8	3.3

Source: National Institute of Population Studies (NIPS) [Pakistan] and ICF. 2019. *Pakistan Demographic and Health Survey (PDHS) 2017-18* (Table 16.12). Islamabad, Pakistan, and Rockville, Maryland, USA: NIPS and ICF (<https://dhsprogram.com/pubs/pdf/FR354/FR354.pdf>).

Note:

^a The PDHS uses “emotional” and “psychological” interchangeably.

B. Behaviours and Obstacles faced by Victims of Rape

²⁵³ National Institute of Population Studies (NIPS) [Pakistan] and ICF. 2019. *Pakistan Demographic and Health Survey (PDHS) 2017-18* (p. 305). Islamabad, Pakistan, and Rockville, Maryland, USA: NIPS and ICF (<https://dhsprogram.com/pubs/pdf/FR354/FR354.pdf>).

Based on existing studies, two activist women lawyers (Sarah Zaman and Maliha Zia) enumerated several types of behaviours and obstacles to justice faced by victims of rape in Pakistan.²⁵⁴ They presented their findings at the 54th Session of the United Nations Committee on the Elimination of Discrimination against Women in 2013 on behalf of War Against Rape and the Aurat Foundation. A selection of their findings (reproduced verbatim) illustrates how the system works and the need for assistance throughout the process, from disclosure of crime to rehabilitation:

- Access to justice is restricted from the outset, when they cannot disclose what has happened to them without inviting public scrutiny and shame onto themselves and their families.
- If [victims] do find the courage, they are often disbelieved or reprimanded for being part of the problem, if not entirely responsible.
- The first point of access, the Police, is usually apathetic and often turns the offense around by blaming the woman for inviting trouble onto herself.
- In cases of incest, victims are disbelieved as a matter of routine, unless they can present many witnesses to back their claim, particularly the men in her family.
- Even though a handful of women police stations exist in Pakistan, a woman needs to file an application for the transfer of her case to these stations.
- Medico-legal officers hold that only minors less than 10-years-old are raped; the rest concoct stories. They often lack the necessary equipment to conduct these examinations, including glass slides, swab, weighing machines, etc., and do not conduct head-to-toe examinations. Victims are almost never tested for HIV/AIDS, pregnancy or referred for counselling unless they seem exceedingly distressed.
- Trials are often held in open court, with nothing barring onlookers from making gestures of mockery and ridicule. Minors are not awarded special care, as they are neither shielded during the identification process nor given in-camera trials as a matter of routine. Trials are lengthy, arduous and have high direct and indirect costs, including opportunity costs of lost wages from days spent in court.
- The defence is free to probe the victim's sexual history and often cites lack of medical evidence to indicate consent. Bails are granted casually [to offenders].
- Offenders, once released find ways to torment the victims and her family, against which the State [assures] no tangible protection.
- It is very normal for police, judges and lawyers to broker a compromise or out-of-court settlement, which, if accepted, ends in dismissal of the case and release of the offender.
- There are very few shelter homes [for] women seeking refuge. Going to a shelter home is still considered taboo and perceived as the last resort for women who have been turned away by respectable society. There is no existing long-term rehabilitation plan for victims of violence supported by the government.

²⁵⁴ Zaman, Sarah, and Zia, Maliha. 2013. 'Women's Access to Justice in Pakistan,' Working Paper submitted to the United Nations Committee on the Elimination of Discrimination against Women at its 54th Session on behalf of War Against Rape and the Aurat Foundation. Available at https://www.ohchr.org/sites/default/files/documents/HRBodies/CEDAW/AccessToJustice/AuratFoundationAndWarAgainstRape_Pakistan.pdf.