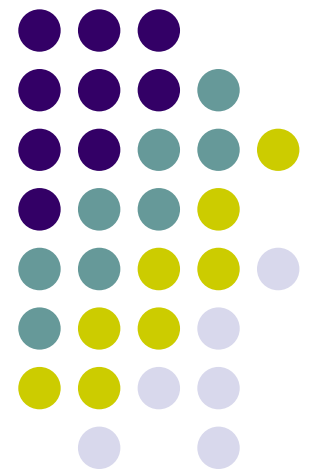# Governance and Development

In Search of a Model for Pakistan
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My paper explored one basic question:

- Whether Governance programs in Pakistan represent a successful model or theory of change on how to improve governance?

- Other important components of the question were

- Governance program conception and design

- A qualitative assessment of chances of achieving MDGs in Pakistan context

Context: Pakistan's dismal state of development is due to its weak performance in delivering some of the basic services to its people

- 1/3rd of the population is under poverty line

- Despite tripling of the GDP in the last 50 years there are wide disparities of development status across regions and between men and women

- Compared to the other countries of similar GDP level, it has 42 % lower health spending per capita, 27 percent more infant deaths per thousands and 24 percent lower rate of literacy in adult population

Source: UNDP HDRs various issues and WB report 2002
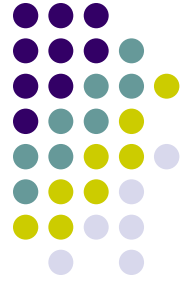
HDR 2005: Same GDP but difference in Human Development Levels

Country/ Regions	Life Expectancy (years)	Adult Literacy Rate (%)	Combined enrolment Ratio (%)	GDP per capita (PPP) $	HDI
Mongolia	63.7	97.8	70	1710	117
Pakistan	**60.8**	**41.5**	**37**	**1940**	**142**
Vietnam	69.0	90.3	64	2300	112
Srilanka	72.5	92.1	65	3570	96

Pakistan showed weaker political commitment in improving human development for its people:

Trends in Public Spending in health and education in South Asia and Other regions (% of GNP) Haq and Haq 1998 HDR in South Asia

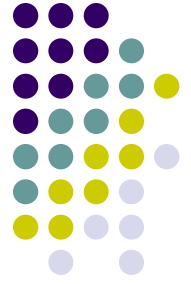| Country	1960	1980	1990	1993-4
Pakistan	1.1	2	3.4	2.7
South Asia (average)	2	2.6	3.4	3.5
All developing countries	2.5	3.9	4	3.6
Arab States	3.5	4.1	5.3	5.5
East Asia	2.5	2.9	2.8	3.3
Sub Saharan Africa	2.4	5.1	5.3	5.5

Donors Response:

- By late 1990s many donors in Pakistan have shifted their emphasis from supporting service delivery programmes to building state institutions and improving governance in Pakistan.

Donor Agency Programs Promoting Good Governance
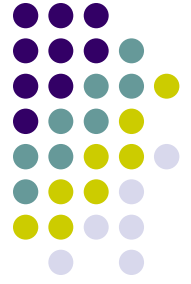### Source: Gathered from program documents of the donors2005

Major themes		USAID	Asia Foundation	DFID	CIDA	EC
Support to Democracy		O	O	O	O	O
Developing Open Media		O				
Legislative Strengthening		O			O	
District level invocation						
Civil society development		O			O	
Accountability			O			0
Research and system reforms in governance			O			

Methodology

1. Three sample projects were selected for through study:

- USAID-Education Sector Reform Assistance

- UNDP-Gender Budgeting Initiative

- Governance Zoning project development work for Kalash indigenous Survival Program

2. Document research and qualitative field research

Literature review established following

Good Governance Definition for Pakistan

As conditions which enable

All the actors (government, civil society and politicians)

to demonstrate **accountability, transparency, performance management and predictability**

in focused poverty reduction programs as guided by **Millennium Development Goals** that are delivered **effectively** and **efficiently**.

Indicators

- This good governance definition helped developing qualitative indicators for assessing governance related work, informed FGDs, interview checklists and analytical dimensions of document reviews
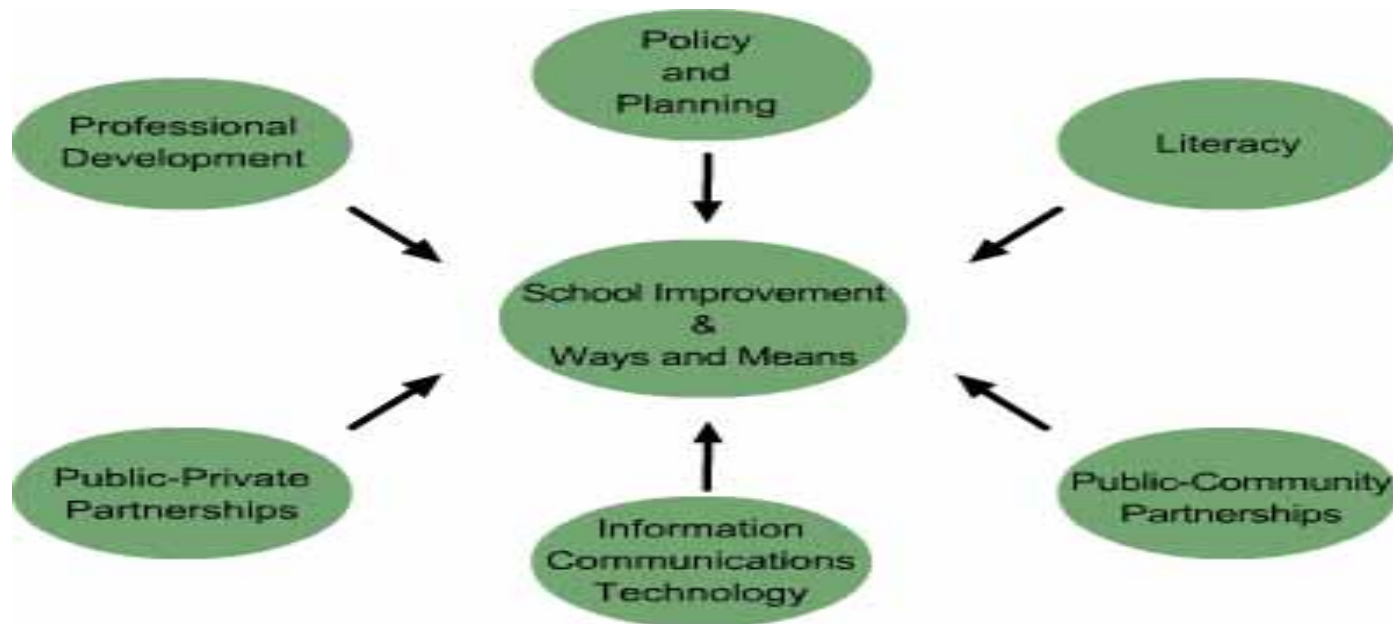
Finding One:

- Governance programs that focus on the process and capacity building alone are not likely to produce good MDG outcomes or sustainable improvements in governance.

  Government strengthening when done in the specific context of an MDG outcome is likely to result in both enhanced governance capacity and achievements against MDGs.
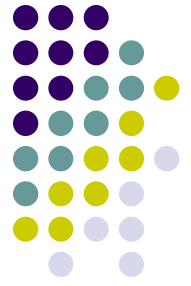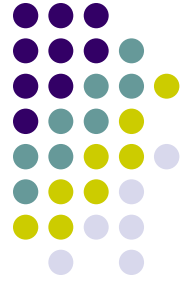
Evidence

- **Various program components in ESRA are geared towards improvements in service delivery at the grass root**

In Comparison undp's governance portfolio

- lacks programmatic focus
- Is not tied with the achievement of MDGs
- Has not changed much on ground as fresh surveys suggest that still most of the population is not satisfied from some of the basic services like education and health
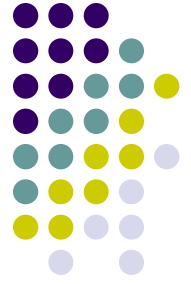
Finding Two:

- Governance programs are facing major implementation challenges from bureaucracy. In many cases bureaucracy does not own the programs at all. At best they see it as an opportunity for their career growth.

Evidence

Good Governance: Characteristics	State agencies performance to have good governance characteristics and MDGs
Governance by rules	Not many agencies are created to meet the service delivery and development functions as reflected in MDGs
Accountability	Annual appraisals are not linked to outcome indicators of development and good governance.
Transparency and Participation	Even the data produced for public consumption is not readily available. Most of the information is in English which automatically exclude the masses and therefore their critical participation.
Strategic Focus Efficiency, effectiveness	The key agencies like health, education are now coming up with a targeted policy documents aligned with MDGS but that needs to inform the organizational design and its work system

Finding three:

- Larger political issues prevent the government and the donors to agree over a reform agenda which could improve governance in Pakistan.

Finding Four

- Governance reforms aim to improve the overall rights context are not enough to protect oppressed groups , perishing tribes and minorities. Instead they would need special arrangements to lift their

Evidence

- Chief of the army staff is President
- Key opposition leaders are either jailed or exiled and their local leader do not own governments claims.
- Necessary political consensus for Pakistan's structural reform program is not there.
- Donors are not focusing on political parties either to cultivate ownership

Conclusion

Without addressing the national, political roots of governance crises, efforts to build capacity for good governance at lower levels will not yield a meaningful improvement in basic services for the people, or in achievement of the MDGs.

Annex:
MDG: Key Targets

- Halve, between 1990 and 2015, the proportion of people below the poverty line
- Enroll all children in primary school by 2015
- Make progress towards gender equality and empowering women by eliminating gender disparities in primary and secondary education by 2005 and at all levels of education by 2015
- Reduce infant and child mortality rates by two-thirds between 1990 and 2015
- Reduce maternal mortality ratios by three-quarters between 1990 and 2015
- Have halted by 2015 and begun to reverse the spread of HIV/AIDS, incidence of malaria and other major diseases
- Halve by 2015, the proportion of people without sustainable access to safe drinking water