



UNIVERSITY OF MANAGEMENT AND TECHNOLOGY
SCHOOL OF GOVERNANCE AND SOCIETY

COURSE MANUAL
(Including Course Outline)

NATIONAL POLICIES OF PAKISTAN

PROGRAM: MS IN PUBLIC POLICY

PP603-National Policies of Pakistan

MS Public Policy

FALL 2021

Start Date: 25 October

Class Timings—Monday—18:30-21:30

Resource Persons: Dr. Naveed Elahi

Professor of Practice—Public Policy and Government Studies

Focus areas: Public Policy Analysis, Governance and Society, Trade Diplomacy,
Creative Writing

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Introduction to the Course Manual

This course manual has been divided into two parts. Part I deals with the structural aspects of the course; Part II focuses on details of the course contents, learning strategies and related sources.

PART I - COURSE STRUCTURE

Course Requirements:

Your grade will be determined as follows:

Class Participation	=	25
Midterm Exam	=	25
Final Exam	=	50
Total		100%

a) Grading criteria

- 1) Ability for Critical Thinking;
- 2) Creativity;
- 3) Ability to challenge conventional wisdom;
- 4) Coherent organization of content;
- 5) Scholarship (citations and references where appropriate);
- 6) Adherence to Research Methodology.

1. Attendance and Class Participation:

Be regular and punctual. If you do not attend, you cannot participate. Plan personal vacation, social commitments, and travel around the class schedule.

2. Readings:

For each topic, I will email or provide hard copies of the topic's readings; these readings are designed to help you think about the topic critically. Each student will prepare a one-page response (double-spaced) to these readings when asked.

3. Presentations

Each student will make a 10 minute in-class oral presentation of her/his main learning from the course. Each student will also serve as a discussant of the presentation of one other student.

4. Course Description. The course is designed with the aim to assess the intellectual capacities and learning abilities of the participants and measurably improve upon these as a first step. Further to this, it is aimed at preparing you to confront and operate in the real world where National Policies are formulated, approved, and implemented. To this end, the course covers the entire spectrum of National Policies and attendant misconceptions, including the theoretical fundamentals and practical dimensions in its Pakistani context. The course aims to facilitate understanding of major theories, concepts, definitions, trends, and tools employed in National Policy formulation and its implementation. Employment of capacity assessment tools is a regular feature to measure progress in learning.

5. Learning Objectives

- a) To enable students to learn on their own and be creative
- b) To develop critical thinking for understanding the National Policies of Pakistan
- c) To develop National Policy Formulation as a core competency in Pakistani context
- d) To develop technical knowhow, methods, and processes for measurement, testing, validation and analysis of National Policies

6. Course summary

- a) **Credit hours** - 3
- b) **Duration** – One semester (45 contact hours)
- c) **Schedule** - Fall Semester starting 25 October 2021. [See Academic Calendar on UMT website]

7. Instruction methods and tools

- a) Capacity assessment tests
- b) Assignments
- c) Class Discussion (CD)
- d) Presentations
- e) Essays

8. Academic Integrity Policy: Academic integrity is the central value of an academic community. It is expected that graduate students will neither engage in nor facilitate cheating (using or attempting to use unauthorized materials, information, or study aids), fabrication (falsification or invention of any information or citation), or plagiarism (representing the words or ideas of others as one's own) in their academic work.

9. Make-up Exams and Late Assignments: There will be no make-up exams, unless there is a valid (documented) reason for not taking the scheduled exams, and prior arrangements have been made with the instructor.

PART II - COURSE OUTLINE, READINGS, LEARNING MODES, SCHEDULE

Detailed Outline of Modules and Readings

1. Introduction to the Subject, Definitions and Basic concepts of public policy and governance:

This session is meant to briefly introduce the course, highlight salient aspects of National Policy Studies and Governance, apprise the students of standard definitions, and determine parameters of inquiry, including:

Characteristics of Good Governance and Rule of Law
Public Policy formulation

2. Public Policy and Planning Institutions:

- Institutional Framework for Policy Coordination and Planning (ECNEC, Economic Coordination Committees of the Cabinet, The Federal Cabinet, PM Office, President's Secretariat, The Planning Commission, Finance Division, Cabinet Division, Federal Ministries for their respective subjects.
- Role of Planning Commission in Policy and Planning
- Provincial Government and Local Government
- Role of International donors in policy formulation, i.e., IMF, World Bank, FATF

• Readings:

- ECNEC:
<https://cabinet.gov.pk/SiteImage/Misc/files/Federal%20Cabinet/ECNEC/ECNEC-21-9-24.pdf>
- The Federal Cabinet:
<https://cabinet.gov.pk/Detail/MmI4ODQ4NjUtZmMxMi00ZGQxLWFiNzYtZmZmY2IzYTAxMjBi>
- PM Office: <https://pmo.gov.pk/ministers.php>
- Provincial Government and Local Governments: An Analysis of the Relationship Between Local and Provincial Governments in Pakistan (2001-2009) Article · June 2015
- How do external donors influence national policies? Health Policy and Planning, 33, 2018, 215–223 doi: 10.1093/heapol/czx145 Advance Access Publication Date: 9 December 2017

3. Public Policy Formulation and Implementation

- Policy making process
- Policy implementation and role of bureaucracy
- Policy analysis-The Quest for solutions (Lack of research in policy analysis, lack of coordination among the departments)

Readings

4. Bureaucracy

- Introduction to the concept of bureaucracy (History, steel frame of the state,)
- Theories of Bureaucracy in Pakistan (Max Weber, Marx, John Stewart Mill, Woodrow Wilson)
- Role of bureaucracy in Pakistan (British legacy, civil-military relations, political allegiance, power, corruption, constitutional guarantees)
- Public administration and code of ethics, Estacode, Civil Servant Rules, Rules of Business.

Readings

5. **Foreign Policy of Pakistan Conundrums.** It aims at familiarizing the students with the process of foreign policy formulation and implementation. Its strengths and weaknesses. Actors and stake-holders involved in it

Reading:

Breaking the Breakers: Public Policy and Governance-Case Studies from Pakistan (2021) ed. Syed Abu Ahmed Akif & M.Khalid Nadeem Khan. IPS, Islamabad

6. **Security policy of Pakistan: Determinants and complexities—:** This lecture will provide the students an opportunity to explore the history and current status of Security Policy in Pakistan and strive to ascertain its positive aspects and pitfalls.

Reading

7. **Impact of Socio-Cultural diversities on National Policy Formulation and governance:**

Reading

8. **Decision making process: Evidence v Anecdotes:** Student will be exposed to the significance of evidence in decision making and importance of anecdotes to contextualize the process.

Reading

9. **Understanding National Policy Failure:** Various academics, researchers, and some politicians have tried to solve the puzzle of why national policy generally fails in Pakistan. This module will expose the students to some conventional, and one unconventional causes of policy failure.

Readings

- a. Ali, Sajid, “Why does policy fail? understanding the problems of policy implementation in Pakistan - a neurocognitive perspective,” 2016, *Aga Khan University, Institute for Educational Development, Karachi*
- b. Haq, Sirajul, “Public Policy Process in Pakistan: Key causes of Public Policies Failures”

10. Mid-Term Exam

- 11. Role of private and non-governmental organisations/civil society in policy making and governance:** The students will examine and explore that policy making and governance are not restricted to political leaders and governmental organisational structures but civil society has a role to play in it.

Reading:

Breaking the Breakers: Public Policy and Governance-Case Studies from Pakistan (2021)
ed. Syed Abu Ahmed Akif & M.Khalid Nadeem Khan. IPS, Islamabad

12. Role of Intelligence Agencies in policy making, decision making and action

Readings:

- a. *Political Administrators: The Story of the Civil Service of Pakistan*, by Aminullah Chaudhry, Oxford, 2011, Chapter 1 and 2.
- b. Lieven, Anatole, *Pakistan—A Hard Country*, (One Chapter—“How the System Works”).

- 13. Islamic Perspective:** This module will enable students to explore the Islamic perspective of policy making and governance.

Reading:

- a. Chapter 2 from Al Ghazali’s *Book of Nasihat al Muluk*, translated by F.R.C. Bagley 1964.
- b. Hazrat Ali’s Letter to the Governor of Egypt.

- 14. An Analysis of the Economic Policies in Pakistan:** The students will examine national policies of economic growth and explore the reasons of uneven growth accompanied by persisting inequality in Pakistan.

Reading:

- a. McCartney, Matthew, Pakistan—*The Political Economy of Growth, Stagnation and the State—1951-2009*, Routledge, Taylor and Francis Group, 2011, (Chapter 3).
- b. Hussain, Ishrat, *Governing the Ungovernable*, Oxford University Press, 2018, Chapter 3, ‘The Economy.’
- c. Pasha, Hafeez, *Growth and Inequality in Pakistan—Volume 1*, Friedrich Ebert Stiftung, 2018, Section II pp17-21.

15. Final Exam

SUGGESTED READINGS

1. Governance by Anne Mette Kjaer
2. Implementing Public Policy: Governance in Theory and in Practice by Hill M & Hupe P
3. How Governments work- by Muzaffar A.Ghaffar
4. Government and Administration in Pakistan by Dr. Jamil ur Rehman
5. Public Administration with special reference to Pakistan by Dr. Sultan Khan
6. Constitution of Islamic Republic of Pakistan
7. Pakistan: Beyond the Crisis State ed. Maleeha Lodhi
8. Pakistan a Hard Country by Anatol Lieven
9. Governance, Economic Policy and Reform in Pakistan by Abdus Samad
10. Pakistan-Problems of Governance by Hussain. M and Hussain.A
11. Handbook of Public Policy Analysis by Frank Fischer et al
12. Qureshi, Saeed Ahmad, Governance Deficit: A Case Study of Pakistan, 2016, Sang e Meel Publication.
13. Altaf, Anjum, “Why is Pakistan Half Illiterate?” *Edited text of the keynote presentation at a conference on education reform in Pakistan hosted by The Citizens Foundation USA in Milpitas, California, on August 30, 2008. Participants included the leading NGOs involved in education in Pakistan – TCF, HDF, DIL, CAI – as well as donors represented by USAID, “South Asia Idea Weblog”* 2013.
14. Altaf, Samia, So Much Aid, So Little Development, Johns Hopkins University Press; 1 edition, 2011
15. Bengali, Kaisar, “History of Educational Policy Making and Planning in Pakistan”, Working Paper Series # 40, 1999, Sustainable Development Policy Institute (SDPI), Islamabad at <http://www.sdpi.org/publications/files/W40-History%20of%20Educational%20Policy%20Making.pdf>

A GENERAL OVERVIEW OF NATIONAL POLICIES

National Policy can be defined as a broad course of action adopted by the federal government to pursue its objectives. National policies are those that are made for the entire country as against those that are made for a province or a sub-unit. Generally, National Policies concern matters of

national security and defense, foreign policy, economy, national budget, taxation, money supply and currency, communications, water management and distribution, power generation and distribution, public transport (land, air, sea), environment, post and telegraph etc.

National Policy Formulation:

National Policy mainly takes shape in the Prime Minister’s Office, the Federal Ministries, or the Planning Commission of Pakistan. The writers are mainly bureaucrats, consultants, technicians, or experts. Policy, program, or project approvals take place at the level of ECNEC, ECC, the Prime Minister’s Office and, sometimes, the Parliament. The Cabinet Division receives policy proposals for processing for approval. Among the sources of policy, the Constitution, public representatives, the judiciary, bureaucracy, the lending agencies, international institutions, international agreements and treaties, civil society, economic society, media, market, and interest groups determine or influence national policy formulation.

National Policy Implementation:

Generally, Ministries and departments run short of funds and/or support for implementing national policies. Often, well-designed policies remain unimplemented because of a lack of commitment and interest at the highest level. Frequent transfers of the implementers disrupt and discontinues most policy implementations. Crises, external pressures, donors’ conditions, and Pakistan’s international commitments often influence economic and social policies. Media’s critique, the National School of Public Policy’s focus on implementation of public policy, and some civil society organizations’ outrage, are symptoms of policy failure that this Course will examine.

Participants will be encouraged to think critically, and discuss issues with objectivity, and with a dispassionate, scientific approach.

Annex

A Selective Short List of National Policies or Draft National Policies or Proposed National Policies in Pakistan (Arranged alphabetically)

- | | |
|---|---|
| 1. A Development Strategy 2013-18 | 27. National Employment Policy |
| 2. Foreign Policy of Pakistan | 28. National Energy Conservation Policy |
| 3. Framework for Economic Growth | 29. National Energy Policy 2013-1018 |
| 4. Import Policy Order | 30. National Environmental Policy |
| 5. Memorandum on Economic and Financial Policies (MEFP) | 31. National Export Policy Order 2013 |
| 6. Monetary Policy of Pakistan | 32. National Fertilizer Policy 2001 |
| 7. National (and Provincial) Budgets | 33. National Fiscal Policy |
| 8. National Agricultural Policy | 34. National Food and Nutrition Security Policy (Draft) |
| 9. National Anti-Narcotics Policy | 35. National Food Security Policy 2018 |
| 10. National Aviation Policy 2015 | 36. National Forest Policy 2015 |
| 11. National Broadband Policy 2004 | 37. National Hajj Policy of Pakistan |
| 12. National Car Import Policy | 38. National Health Policy |
| 13. National Car Import Policy for Disabled Persons | 39. National Health Vision Pakistan 2016-2025 |
| 14. National Child Protection Policy | 40. National HIV/AIDS Strategic Framework |
| 15. National Conservation Strategy 1992 | 41. National Housing Policy |
| 16. National Counter Extremism Policy 2018 | 42. National ICT Policy 2012 (Draft) |
| 17. National Counter-Terrorism Strategy | 43. National IT Policy 2016 |
| 18. National Culture Policy of Pakistan (forthcoming) | 44. National Immigration Policy |
| 19. National Cyber Security Strategy | 45. National Import Policy Order 2013 |
| 20. National Defence Policy | 46. National Industrial Policy |
| 21. National Disaster Risk Reduction Policy 2013 | 47. National Intellectual Property Policy (Proposed) |
| 22. National Drainage Program | 48. National Internal Security Policy 2018-2023 |
| 23. National Drinking Water Policy 2009 | 49. National Investment Policy of Pakistan 2013 |
| 24. National Drug Policy 2003 | 50. National Judicial Policy |
| 25. National Education Policy | 51. National Labour Policy 2002 |
| 26. National Emigration Policy | 52. National Labour Protector Policy 2006 |

53. National Language-Teaching Policy
54. National Media Policy
55. National Mental Health Policy
56. National MGD-Driven Poverty Policy
57. National Operational Mechanism for Clean Development (CDM)
58. National Petroleum Exploration and Production Policy 2012
59. National Plan of Action for Persons with Disabilities
60. National Police Training Policy
61. National Policy and Strategy for Fisheries and Aquaculture Development
62. National Policy for Development and Empowerment of Women
63. National Policy for Development of Renewable Energy 2006
64. National Policy for Overseas Pakistanis
65. National Policy for Persons with Disabilities
66. National Policy for Women
67. National Policy on Climate Change 2012
68. National Policy on Home Based Workers
69. National Policy on Rights of Senior Citizens 2013
70. National Policy on Sanitation
71. National Population Policy of Pakistan 2002 (2010 Draft)
72. National Power Policy 2013
73. National Privatization Policy 2013
74. National Quality Policy and Plan (NQP&P)
75. National Rangeland Policy
76. National Sanitation Policy 2006
77. National Science, Technology, and Innovation Policy 2012
78. National Security Strategy
79. National Social Protection Program
80. National Sports Policy
81. National Tariff Policy 2019
82. National Taxation Policy
83. National TB Control Program of Pakistan
84. National Textile Policy 2009-2014
85. National Timber Policy
86. National Tourism Policy 2010
87. National Trade Policy of Pakistan
88. National Transport Policy
89. National Trucking Policy
90. National TVET Policy 2015
91. National Urban Housing & Habitat Policy 2007
92. National Used Car Import Policy
93. National Water Resources Vision 2003
94. National Wetlands Policy
95. National Wildlife Policy (forthcoming)
96. National Women's Empowerment Policy
97. National Youth Policy 2017
98. Pakistan Integrated Nutrition Strategy
99. Pakistan Policy on Public Private Partnership 2010
100. Policy for Low-cost Housing Finance (SBP)
101. Poverty Reduction Strategy
102. Vision 2025
103. Vision 2030