

POST-CONFERENCE REPORT



PAKISTAN – NORWAY FORUM

GOVERNANCE EDUCATION NETWORK
International Conference 2009

Improving Governance
Towards Sustainable Growth, Peace & Equity

13-15 December, 2009, Islamabad - PAKISTAN



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QUICK FACTS

- Title:** 1st Pakistan-Norway Forum/Annual International Conference of the Governance Education Network (GEN) on 'Improving Governance towards Sustainable Growth, Peace & Equity'.
- Organizers:** Governance Institutes Network International (GINI), Islamabad in collaboration with Norwegian Institute of Urban and Regional Research (NIBR), Oslo
- Sponsor:** Government of Norway
- Date:** 13-15 December, 2009
- Venue:** Serena Islamabad, Pakistan
- Objectives:** The focus of the Conference was on core areas of governance and to explore linkages among governance, sustainable growth, peace and equity by focusing on such themes: federalism; decentralization and local governance; gender equity and governance; poverty alleviation and governance; peaceful and sustainable governance strategies to counter terrorism. Additional focus of the conference was to debate the outcomes of seven baseline research studies related to governance programs, training needs assessment (TNA), executive education and governance indicators in Pakistan conducted under GINI initiative for promoting governance education, in the wider forum of all stakeholders.
- Participation:** The GEN Conference-2009 was attended by over 200 national and international delegates including political leaders, members of Parliament and Provincial Assemblies, senior officials of Federal and Provincial Governments, experts from Canada, USA and Norway, academicians, diplomats, members of research organizations, donors community, media and civil society. Mr. Owais Ahmed Ghani, Governor NWFP, Mr. Hamayun Saifullah Khan, MNA & Member, Parliamentary Committee on Constitutional Reforms, Dr. Abdul Malick Baloch, Chairperson, Senate Functional Committee on Problems of Less Developed Areas and Mr.

Kiramata Ullah Khan, Speaker Provincial Assembly, NWFP chaired various sessions of the conference.

Proceedings:

The three day conference was conducted through three plenary sessions and four parallel sessions on the governance themes in addition to the inaugural and concluding sessions. Each session on the governance themes began with experts' presentations by national and international speakers, followed by remarks from the panelists, open discussion through Q&A session with concluding statement by the Chair. On the conclusion of the Conference, an experts' consultative workshop was held in the afternoon of 15th December which was attended by Focal Persons of member organizations of GEN and experts from non-members organizations. The Workshop focused on development of governance education programs and faculty capacity building.

OVERVIEW

The Governance Institutes Network International (GINI) Islamabad in collaboration with Norwegian Institute of Urban and Regional Research (NIBR), Oslo organized the first Pakistan-Norway Forum/ Annual International Conference of the Governance Education Network (GEN) on 'Improving Governance towards Sustainable Growth, Peace & Equity' from 13-15 December, 2009 at Islamabad as per agenda and participants details given at *Annex-I* and *Annex-II* respectively. The conference was held in the back drop of deepening governance crisis in Pakistan arising out of growing mistrust between the governing and the governed. It was an important component of the Governance Institutes Network International (GINI) initiative on promoting governance education in Pakistan with the financial assistance of Government of Norway which aims at creating a national integrated network to advance governance knowledge with the objective of creating capacity in various spheres of governance covering universities, colleges, institutions, practitioners, researchers, NGOs, think tanks, media and the student body of Pakistan.

The conference afforded mutually learning opportunity by capitalizing on the stakeholders' knowledge to harness Research for Development and fostered a cross contextual exchange of ideas, policy choices and institutional determinants to enhance effectiveness of governance. In addition the stakeholders' consultation helped in assessing the demand for Governance programs (masters, bachelors and public colleges), executive education and faculty capacity building programs/courses and to finalize a policy framework for development of these programs/courses in the light of seven baseline research studies on governance education presented during the conference.

The experts' presentations during conference sessions followed by open discussion through Q&A highlighted that poor governance restrains and distorts the process of development and has a disproportionate impact on the poor and weaker segments of the society which clearly shows that good governance and sustainable development are intertwined. Therefore, any policy discourse on improving peace and security implies improving governance. Some critical questions debated during the conference included: how governance processes and institutions work in democratic and authoritarian systems; the role played by parliamentary democracies in promoting social, political harmony & peace; how issues of provincial & local governance are being shaped and influenced in Pakistan and what can be learnt from the Norwegian and international experience to improve governance.

A concluding statement containing consensus recommendations emerging out of the three days deliberations of the conference aimed at promoting good governance, sustainable growth, peace & equity was issued as given at *Annex-III*.

An experts' consultative workshop held on the conclusion of the Conference in the afternoon of 15th December debated various aspects including objectives, nomenclatures and contents of governance education programs/courses and requirements of faculty capacity building to be taken up under GEN program during 2010. The Workshop was attended by the Focal Persons of member organizations of GEN and experts from non-members organizations as per details at **Annex-IV**.

EXECUTIVE SUMMARY OF CONFERENCE PROCEEDINGS

DAY 1 - SUNDAY, DECEMBER 13TH, 2009

Inaugural Session

Dr. Saeed Shafqat, Director, Centre for Public Policy & Governance (CPPG), Forman Christian (College) University, Lahore & Chairperson Annual Conference Subcommittee in his opening welcome address termed the crisis of governance as an existential threat engendering a crisis of national reputation which had jeopardized the state-citizen relationship, and rendered large parts of the country ungovernable. It was in response to this that this Conference was organized with the following objectives:

- the study of governance
- exchange of knowledge with international experts
- to encourage research and build a critical mass of governance trained professionals
- to engage with elected and non-elected officials on governance issues.

Dr. Saeed Shafqat explained that the conference theme was deliberately kept broad based to allow wide-ranging discussion among the diverse array of participants. He stressed that time was of essence in addressing the crisis of governance. While welcoming the guests, he thanked the organizers for affording a great learning opportunity through the conference.

Mr. Terje Thodeson, Development Counselor from the Royal Norwegian Embassy in his opening remarks provided a short narrative of Norway's journey from a small nation emerging from Norwegian and Danish hegemony, and German occupation. He related that the values of frugality, democracy, environmental concerns, and gender equity have shaped Norwegian society and governance culture. He highlighted that the discovery of oil buoyed Norway's economy to its current status of being second richest nation in the world has been as a result that instead of spending for luxury, they chose to share this wealth for social growth and becoming one of the highest aid-giving nations, especially for Pakistan. Given this history, Norwegian assistance was focused on governance so that Pakistan may mirror the progress Norwegians have made in this area and that initiatives such as GEN were a step in that direction.

Dr. Arne Tesle, Senior Researcher, Norwegian Institute for Urban and Regional Research (NIBR), Oslo in his opening statement stressed the importance of governance, the provision of services, and training of the governance professionals in

Pakistan. He said that the design of curricula, development of faculty, research and knowledge sharing in the area of governance was a crucial initiative. He commended the quality and quantity of participation by member institutes in the GEN, and praised the work of the sub-committees. While explaining Norwegian experience he related that the governance was dominated by technical/professional experts up to the 1950s, by economists up to the 1970s and by political scientists after that. Power assessments of Norwegian society were the most important contributions made by political scientists. He said that GEN's work was of similar significance for Pakistan and needed to be taken forward.

Mr. Daniyal Aziz, Advisor, Governance Institutes Network International (GINI) in his key note address expressed gratitude to the delegates for their participation. He framed the conference within the ongoing global war on terror, and said that governance reforms and institutions building are core issues in this regard, receiving attention from the World Bank and other bi-laterals. The weak performance against the MDGs raises new questions about under-development. Pakistan becomes important not only as a focus of the war on terror, but also as a learning experience for other developing economies. He said that he had observed a lack of basic knowledge and capacity for governance among governance practitioners he encountered in his career and also found a resulting gap between policy formulation and implementation and referred the fate of the Council of Common Interests envisaged by the 1973 Constitution, the separation of judicial and executive functions at the local level, and the recent price hike in basic foodstuffs, being prime cases in point. He shared that it was in response to these challenges that the GEN was formed to address the problems through a two-pronged networked approach; firstly the promotion of governance education by strengthening academia and linking them to governance practitioners; and sharing knowledge and international experience in a mutually beneficial partnership with our Norwegian partners. Mr. Daniyal Aziz explained the current policy relevant character of the Conference, and said that bridging the gap between academics and policymakers was a major focus of the event.

Plenary Session I; Federalism: Theory Practice and Challenges

Speakers

Lt. Gen (R) S. Tanwir H. Naqvi, Founding Chairman National Reconstruction Bureau in his presentation on 'Future of Federalism in Pakistan' highlighted the following aspects:

- i. Federalism rested on the principle of subsidiarity and was a crucial solution to most problems of Pakistani governance. It was introduced through the 1973 Constitution, weakened by the constitutional amendments of 1988 and strengthened through the constitutional amendments of 2002. Despite being enshrined in the constitution, practical application of federalist principles had been weakened due to the centralized bureaucracy which is a colonially inherited relic, and fragmentation along ethnic and linguistic lines.
- ii. Pakistan was in violation of 2 fundamental laws governing the formation of a stable federation; a) the greater the number of federating units, the greater the stability; and b) if the population of one of the federating units exceeds the population of the rest combined, instability will result. He contrasted the small number of federating units in Pakistan with those in India and the Soviet Union, and pointed out that the population of Punjab was a destabilizing factor as per the second law. Most of our provinces were geographically and demographically larger than many countries. Provinces should be reconstituted not along political or ethnic lines but on the basis of governability.
- iii. The Committee for Constitutional reforms should strengthen federalism in the country through concrete reforms including the establishment of civil services for every level of government, enhancement of representation and responsibilities of the Senate, recognition of the district as a third tier, the introduction of a bicameral house at the provincial level, reorganization of legislative lists, improved fiscal federalism, establishment of the national finance commission as a standing body, making the judiciary financially and administratively autonomous, abolishment of emergency powers, and promotion of federalism within political parties.

Prof. Øyvind Østerud, University of Oslo in his presentation on 'The Changing Role of the State' explained the following:

- i. The idea of the modern state originated in Europe in 1648, and was based on the principles of constitutional sovereignty, territorial integrity, and political legitimacy. It is based on certain bonds between members of an imagined community based on common experiences, curriculum, language etc. Within the nation state, the distribution of resources is consensus driven and support exists for the rules of government.
- ii. Nation states may be federal or unitary in character. Democratic federal states must negotiate a number of compromises. This includes a compromise of scale between the local level and the expanding empire or the international level. It also includes a compromise between social classes, ethnic groups, growth/efficiency and participation/distribution. This last implies a balance between economic liberalization and redistributive policies through democratic institutions.
- iii. The changing role of the state was putting these compromises under pressure. Various trends were driving this change including quests for secession such as in Georgia, transnational legalization, increasing inequalities, ethnic aspirations which led to the breakup of empires such as Russia and Yugoslavia. Finally, the neo-liberal condition was another trend which advocated trade liberalization and internal deregulation without commensurate distributive consensus resulting in negative consequences.
- iv. The current global financial crisis had swung the pendulum back to state regulation in a reversal of the neo-liberal condition.

Panelist

Dr. Kathleen Lauder, Senior Associate, Institute of Governance, Ottawa, Canada while giving an overview of the Canadian federation remarked:

- i. Canada is one of the oldest democratic federations where the formal division of powers between the provinces and the center provided by law did not take into account the significant overlap in areas such as the environment. Despite high levels of decentralization, intergovernmental relations are more competitive rather than collaborative and there are few formal mechanisms for conflict resolution.
- ii. The principles of fiscal federalism are key 'lessons learned' for enhancing accountability in a federal state. These include: balancing revenue capacity and expenditure at each tier of government, provincial ability to

cover expenses, and provincial ability to provide relatively same level of services at comparable tax rates (as enshrined in the Constitution).

- iii. The challenges of accountability, particularly in the governance of federal states may be addressed through three strategies; i) disentanglement of responsibilities, ii) better governance of collaboration, and iii) better reporting of performance in areas of joint responsibility.

Q & A Session

Dr. Khalida Ghaus asked Prof. Øyvind Østerud about the challenges faced by the nation-state from the perspective of developing countries. He replied that these challenges included ethnic factions, social inequalities, and social cohesion and that federalism was a solution. The key issue remains the drawing of borders for such federations where distribution of ethnic groups is not amenable to clear boundaries to construct a stable nation-state.

Prof. Østerud was asked his views on the post-nationalist theory to which he related that despite the high level of integration on economic and policy lines, the state continues to play an important role in strong attachment to nationalist identity at the societal level. He said that while nationalism features an aggressive aspect, there are positive elements which have carried liberation movements to success.

To a question on the role of the provinces in constitutional amendments, and the panel's views on the 7th NFC Award, Lt. Gen (R) S. Tanwir H. Naqvi responded that the Senate allowed provincial representation in the national legislature on the Constitutional Amendments, and the 7th NFC Award was most praiseworthy achievement.

When asked about what other lines could federating units be formed if not ethnic divisions, Lt. Gen (R) S. Tanwir H. Naqvi replied that as administrative control of provinces was difficult, given geographic and demographic challenges, governability should be the primary basis for forming federating units. To an other question about the prioritization of his proposals without which they would amount to an over-ambitious reform agenda doomed to fail like its predecessors, he responded by saying that the criteria should be importance, urgency, and do-ability. He conceded that two of the proposals, namely the federalization of the civil service structure, and the increase in number of federating units, were the most difficult but also the most important.

Lt. Gen (R) S. Tanwir H. Naqvi was also asked as to the level of federalism practiced in the military, to which he replied that the military was a unitary organization intended to fight wars, despite which it was more federal than the federation. When

asked whether mis-governance was to blame for lack of accountability in Pakistan along the lines of Canada, he said that Pakistan's experience with federalism is much shorter than countries such as Canada and given more time we will attain the same standards.

Concluding Remarks by the Chair

Mr. Humayun Saifullah Khan, MNA and Member Parliamentary Committee on Constitutional Reforms in his concluding remarks said that he had found the session a very enlightening experience with regard to his current engagement with the Parliamentary Committee on Constitutional Reforms. He said that they had already held about 35 meetings and that this discussion would be very useful in guiding his work. He concluded by saying that he hoped that the constitutional package delivered by the Committee would be a boon to future generations and inspire the pride of Pakistanis.

Parallel Session I - Democracy & Security: Learning from the International Experience

Speakers

Dr. Khalida Ghaus, Managing Director, Social Policy and Development Centre (SPDC), Karachi and Chairperson GEN Research Sub-committee in her presentation on 'Challenges & Responses - Democracy & Security: Pakistan Perspective' underlined the following points:

- i. The people's viewpoint on the national issues is not usually given the importance they deserve.
- ii. The current discourse on democracy was dominated by the debate on liberal democratic norms causing a rift between developed and developing democracies. South Asian states are faced by various internal and external threats impacting the national security state paradigm. This allowed the formulation of policies such as the 6th Amendment to the Constitution of Sri Lanka which prohibits support to separatism and excessively penalizes contravention along with a slew of other emergency regulations. In Nepal's case, the armed struggle evolved into a social movement resulting in the demise of monarchy. Similar challenges are faced by India and Bangladesh.
- iii. Pakistan must find its own solutions. Agreements such as Nizam-e-Adl are easier concluded than implemented, and implementation was also lacking in other state policies. A comprehensive security framework is required to study the problems of cultural/moral diversity and tribal values.

Prof. Tom Christensen, Department of Political Science, University of Oslo in his presentation on 'Comparative Public Sector Reform - Balancing Political Control and Institutional Autonomy' highlighted the following:

- i. A common reaction to problems such as the security crisis faced by Pakistan was to reorganize government, which made the topic particularly relevant. The New Public Management (NPM) is one of two major recent reform trends started in New Zealand and Australia, endorsed by EU and other global organizations regardless of local context. It emphasizes efficiency to the exclusion of other values, advocating structural fragmentation, facilitating the market mechanism, and focusing on user orientation. Various contradictions abide; both delegated autonomy and centralized control are advocated. Its

preoccupation with measurement of results is not always realistic. NPM has resulted in loss of control by politicians, which is undemocratic, one example being the independence of central banks.

- ii. Administrative leaders and leaders of commercial units have more control. Policies are more efficiency oriented to the detriment of redistributive concerns, and coordination problems have risen. This has resulted in deterioration of service provision and rising inequality in many countries. Various threats such as pandemics, financial collapse, and terrorism have tilted the balance in favor of centralization of control. Post NPM reform is now focused on structural re-integration, more control of agencies, more cross-sectoral coordination, and the development of a more collective ethos and way of thinking. Overall, despite increased ambiguity there is now increased flexibility for catering to different interests.

Panelists

Ms. Åse Grødeland, Senior Researcher, Chr. Michelsen Institute (CMI), Bergen, Norway in her remarks said that there is a fundamental dilemma between the twin values of freedom vs. control in a security related perspective with specific focus on the war on terror in the context of legal culture in Europe. According to the nationally representative surveys in Norway, England, Poland, Bulgaria, and Ukraine the respondents preferred the adoption of new and tougher laws to counter terrorism, while the Muslim populations wanted more enforcement of existing laws. Muslims also put more emphasis on protection of civil liberties and minority rights, while other non-Muslim respondents gave the threat of terrorism greater importance. This confirms the adherence to liberal democratic norms amongst Muslims, and highlights the tension between democratic values and security imperatives.

Dr. Shabbir Cheema, Director Asia-Pacific, Governance and Democracy Initiative, East-West Center, Honolulu, Hawaii in his remarks said that the international experience should not eclipse domestic focus and in the Pakistani context, the factors affecting conflict included geography and terrain, legacy of neighborhood conflict, nuclear power, expanding middle class and civil society, active media, professional and disciplined armed forces. These belied the application of generic frameworks of conflict analysis. Pakistani drivers of conflict include lack of constitutional order and political legitimacy, but the experience of South Africa, Indonesia, and South Korea teaches us the possibility of reinventing government in response to crises. Lack of pro-poor economic growth, especially under military regimes, led to regional disparity resulting in a conflict-ridden Baluchistan. Lack of investment in internal security, and the efficient delivery of public services especially health, education, and justice also creates the space for extremism which can be exploited by terrorists. Finally, the

mismanagement of external relations owing to a lack of institutionalized internal mechanisms was also to be blamed. He concluded by expressing optimism on the ability of Pakistan to overcome these challenges.

Q&A Session

Dr. Khalida Ghaus was asked why the Maoist insurgency in Nepal had turned into a political process but the same had not happened in India, Sri Lanka, and Pakistan. She was also asked if in her opinion people had taken up arms in Pakistan due to lack of representation or a case of security institutions facing a self-created threat. She replied that in case of the Maoists it was a sense of alienation/marginalization, but the Pakistani situation was different because it was a disconnect between the government and the people, and at the societal level the TTP was attempting change while the rest of the society wanted the continuation of the status quo. She said that a societal Stockholm syndrome had taken hold in Pakistan which differentiates the anatomy of conflict here vis-a-vis conflicts in other countries and this requires further understanding through a bottom-up approach.

Prof. Tom Christensen was asked how the issue of socio-economic justice figured in the NPM and post-NPM reform agenda. He replied that NPM was a 'survival of the fittest' system which did not cater to socio-economic justice, but post-NPM did attach importance to this value, particularly in developing countries with few social safety nets.

Dr. Shabbir Cheema was asked as to where the investment in internal security should take place. He replied that the current three 'G' strategy of 'Guns, Gates and Guards' is not enough and far more is needed.

Dr. Khalida Ghaus was asked as to how far the international geopolitics and erstwhile state policies were to be blamed for the current wave of terrorism in Pakistan. She replied that while transnational threats and geopolitical forces were a reality, forces of intolerance at the societal level are mainly responsible for the recent violence. The growth of extremism, rising inequality, unattended issues of identity, the failure of both government and civil society to mobilize earlier to the threat, and intellectual bankruptcy born of an environment not conducive to academic work, are all factors that have brought this situation about.

Mr. Daniyal Aziz called the panel's attention to the limited counter-insurgency policy of the government which stops short of establishing a post-conflict local government as advocated by literature on the subject. Dr. Shabbir Cheema responded by sharing a research finding that countries with open political processes show greater ability to handle insurgencies than authoritarian regimes. Dr. Abdul Mallick Baloch, Chairperson, Senate Functional Committee on Problems of Less Developed Areas

added that focusing on Balochistan, dictatorships had derailed the normalization process. The sharing of resources and lack of free and fair elections that would bring legitimate representation were also exacerbating factors.

One participant opined that it was the state rather than non-state actors which was responsible for the current upheaval, largely because of corrupt politicians and bureaucrats. Dr. Khalida Ghaus stated that while the inadequacies of the state exacerbate the issue, it was the challenge to the writ of government which was the most serious threat to democracy and security.

Ms. Åse Grodeland was asked what laws, if any, could prevent fanatics who would welcome death for their cause. She clarified that her research was focused on the question of how far civil rights could be suppressed in the name of national security, relating an example of a wrongfully imprisoned Pakistani immigrant in Norway to illustrate her point. She added that in her research in Central Asia, she found that most radicalized Muslim elements were poor, uneducated and clueless about the cause they were promoting, which demonstrates the factors that push people into extremist movements.

One participant referred to the internal power structure (military, civil bureaucracy, and feudal lords) and the regional powers (India, Iran and the US) which were responsible for the current security crisis and asked how they should be addressed. Dr. Khalida Ghaus replied that the internal problems were shared by many other countries and that political actors could not be absolved of responsibility. She said that power-relations did need to be democratized and devolution was an important step in that direction. She blamed the dependence syndrome for the frequent military interruptions to democracy.

Concluding Remarks by the Chair

Dr. Abdul Malick Baloch, Chairperson, Senate Functional Committee on Problems of Less Developed Areas, thanked the speakers and panelists for their knowledgeable discussions. He said that we need to fundamentally revisit the nature of democracy and the paradigm of security in Pakistan. He said that the forces pushing for centralization or decentralization of power should be balanced with power shared by the centre, the provinces and the local bodies, with these institutions governed by legitimate representatives of the people. Finally, he emphasized a secular mentality without which democracy could not flourish.

Parallel Session II - Gender Equity and Governance

Speakers

Prof. Dr. Nasira Jabeen, Institute of Administrative Science (IAS), Punjab University, Lahore in her presentation on Gender Equity & Governance in Pakistan highlighted the following:

- i. Gender equity meant an equal partnership between men and women to make governance more efficient and effective in all arenas and institutions as a social and economic and human capital imperative. Without an equitable share in decision-making within governance and development is crucial.
- ii. Pakistan was signatory to various international conventions including the MDGs and the UN Gender Mainstreaming Policy and Strategy. The government had adopted various policies and plans for the uplift of women, and international organizations such as UNDP, World Bank and ADB were also playing an important role in this regard. Despite these efforts, women remain under-represented in governance throughout the world, the South Asian region, and Pakistan, according to various reports. They bear 70% of the burden of poverty, work for longer hours, lower labor force participation, lower representation in managerial positions and among technical workers, lower literacy rates, and enrolment at all levels, suffer disparate health indicators, and have fewer opportunities for development. Gender imbalances persist in legislatures and the civil service, though the situation at the local levels were better owing to reservation of seats brought by the devolution plan though their participation is limited to social development.
- iii. She cautioned against over-dependence on quotas for women representation in the long-run, as they breed resentment and stigmatize women, advocating a holistic Gender Organization System (GOS) policy framework to overcome challenges including discriminatory laws, political/social factors, lack of access to education and training, inadequate budgetary allocations, lack of gender-friendly policies, and lack of networking.
- iv. She gave a review of the application of GOS approach to the Pakistani context, underlining that borrowed models would need adaptation to our situation. A two pronged approach was necessary: development of human capital for men and women, as well as providing an enabling environment at the institutional and systemic level. For the latter, the

governance agenda would have to become more responsive to gender needs through adequate budgetary allocations, equitable education and development opportunities, gender friendly practices, gender mainstreaming, gender sensitivity training, repeal of discriminatory laws, networking between individuals and institutions, and finally the creation of indigenous knowledge through Conferences such as this.

Associate Prof. Stig Jarle Hansen, University of Life Sciences, Norway in his presentation on Feedback Mechanisms to Change Governance Education Programs explained the following:

- i. The problems of friction between descriptive research and problem-solving research, as well as the difficulty in teaching from canonical texts which were Anglo Saxon contextualized in most disciplines which were ill-adapted to the Pakistani context. This necessitates that teaching modules be driven by indigenous research which raises quality assurance concerns. According to DAC/OECD criteria, the local context must be the starting point for developing governance curricula which made the development of global curricula problematic. This brought us back to the tension between the particularities of local context and the need for generalized, globally applicable theories which may be resolved by soliciting feedback from the general society to ground the research in local needs and priorities.
- ii. The feedback mechanisms starting with peer reviews are necessary to ascertain methodological quality of research. These include student feedback which is limited to pedagogical improvement; alumni networks which is an under-estimated source of feedback for both theoretical needs and practical knowledge, institutional feedback from civil service training institutes which is expensive and not useful for improvement of theoretical content; and finally user feedback from systematic surveys of people served by civil servants which may suffer from self-censorship, costliness, illiteracy and lack of theoretical knowledge on the part of respondents but may lead to empowerment.
- iii. As academics we must consider the importance of problem-solving research and the potential value of alumni networks for soliciting feedback.

Panelist

Dr. Soofia Mumtaz, Chief of Research, Pakistan Institute of Development Economics, Islamabad, in her remarks highlighted:

- i. The inalienable human rights including consent of intending spouses, equal rights during and after dissolution of marriage, special care for mother and children and equitable access to public services. Women's groups in Pakistan have lobbied for the adoption of women rights as human rights at the legal level and gains have been made in this regard. But they suffer from governance problems and do not address structural inequality which is the core issue. This is visible in the simultaneous firing of 40 lady doctors in Dadu district, routine reports of honor killing, gang rape, abduction, murder, torture, sale and acid burning.
- ii. The current Minister for Women Development also heads the portfolios for information and Broadcasting as well as health which divides her attention. The Muslim Family Laws, Domestic Violence Prevention and Protection Bill 2008, and the Protection from Harassment Bill 2008, are still pending approval. Two additional laws including Working Women's Protection Rights Act 2008 and In-house Working Women's Protection Act 2008 have been drafted. Laws dealing with honor killing, customs of swara and wani, were not extended to the Provincially Administered Tribal Areas (PATA). Application of laws in the North is left to the interpretation of individual judges, and parallel tribal legal systems continue to make decisions that victimize women seeking justice.
- iii. Despite representation in the national assembly, the appointment of the first woman Speaker of the national assembly, and the formation of a Women's Parliamentary Caucus, Pakistan still ranks low in international reviews for women's representation in national parliaments. In response to the multifaceted crisis faced by Pakistan, poverty levels have risen with women being particularly vulnerable. Societal attitudes that dehumanize and subjugate women must be challenged which requires strengthening of democratic institutions, the adoption of a multi-sectoral approach, mobilization of political will, advocacy by government and NGOs, and prosecution of offenders. Research needs to be conducted to inform policy in this regard.

Q&A Session

The Panel was asked about the reasons for failure of implementation of the protective legislation, and the failure to pass a Bill penalizing honor killings. The panelists held responsible the patriarchal system of society which needed time for change and reform. Dr. Nasira Jabeen termed the devolution plan as a step in the right direction and if allowed to continue attitudinal change could someday be achieved.

Another participant asked how structural discrimination rooted in social norms could be challenged when the political representation was limited to elite classes. Dr. Nasira Jabeen responded by stressing the importance of education and awareness raising to change individual mind-sets.

Prof. Stig Hansen was asked about the role of intellectuals in developing curricula to which he said that their input was important but so was feedback from the society at large.

One participant commented that legal enforcement was hopeless because implementation rested on colonially inherited institutions which were intended for exercising coercive state authority rather than constructive purposes such as community policing. He also stressed the differences between rural and urban Pakistan and suggested that bureaucracy should be more closely involved in the legislation process.

Some participants suggested a focus on the education of men rather than developing a clash of genders. One participant asked about the level of participation in decision-making for women elected to local councils, the number of women who had been elected to Nazimeen posts, and solicited the panel's reaction to the possible discontinuation of the local government system. Dr. Nasira Jabeen said that women were not very visible in decision-making bodies and expressed support for the continuation of the local government system. A representative of NRB shared that in the province of Sindh four women were elected to Zilla Nazim, one of whom has now become an MNA and is Chairing the NCHD. In all 16 women were elected to the slots of Nazimeen at the Union, Tehsil, and District levels.

One participant raised the question of why gender concerns had become the sole domain of women, which presented a one-sided discussion. The panelists explained that gender concerns were equally relevant to both men and women, but because of glaring inequality, women required greater attention.

A few participants raised the issue of behaviors conditioned at earlier stages within families and schools which skewed the perception of gender roles, legitimizing the subordination of women to men in the outlook of the individual and that mothers have a major role to play in this regard.

One issue of debate was the feasibility and utility of quotas in the administration and the national and sub-national legislatures, where Dr. Jabeen had warned against the stigma they create for beneficiaries and the resentment they create among male counterparts, but some participants felt that they were necessary at least for the time being.

In response to a question about the situation in Norway, Dr. Hansen related that the pendulum of debate had swung the other way and now the roles and responsibilities of the male gender were being explored, with many men finding themselves uncomfortable with their socially acceptable positions.

Concluding Remarks of the Chair

Dr. Masuma Hassan, Former Federal Cabinet Secretary, Government of Pakistan said that the government must take into account a broad range of issues that need their attention whereas women activists are focused only on their cause which causes tensions between them. She emphasized that laws are unable to change social and individual behavior and that the process was evolutionary.

On the issue of elitist women elected to parliament, she said that it represented a flaw in the governance system at large. She said that despite the recent rethinking of quota systems, she believed that without them even current progress would have been improbable and that they should continue. She said that the first quota was introduced in 1951 of 3% representation in the parliament which then featured 2 women parliamentarians. Today's situation was a definite improvement.

She recommended that the quota system could be amended and stressed that women could run on general seats if they chose. As far as voting rights were concerned she reminded the audience that the issue pertained to men also, for instance in PATA. She expressed skepticism on the data used, referring to the exclusion of the informal sector from GDP considerations as pointed out by a participant. She emphasized regional disparities such as between Karachi where women were at the forefront of socio-economic life, and Balochistan where it was hard to find a literate woman.

On the issue of laws she recounted the Malaysian experience of passing a domestic violence law which despite clerical opposition did succeed and expressed optimism for Pakistan to achieve the same. She said that though horrible, violence against women testifies to their ability to resist and defend their rights whereas in the past they did not dare to do so. She ended on a positive note, opining that the situation was not as disastrous as it was thought to be.

DAY 2 - MONDAY, DECEMBER 14TH, 2009

Plenary session II: Decentralization and local governance

Speakers:

Mr. Sarwar Bari, National Coordinator PATTAN, Islamabad in his presentation on Socialization of Governance: Pakistan Experience of Local Government System highlighted the following:

- i. Based on his experiences of working with councilors and Nazimeen from local governments, he said that technical experts were insulated from ground realities and needed the participation of ordinary people in legislation, planning, implementation and auditing. Governance in Pakistan reflected the elitist, corrupt, and sycophantic political culture which barred entry for broad public participation.
- ii. The local government system is the optimal tier for the socialization of politics and governance, through various participatory instruments, including local councils and reserved seats for the marginalized segments, and was supported by NGOs and donors with tacit involvement of political parties. Introduction of Citizen Community Boards, Village Councils, Monitoring Committees, Musalihat Anjumans were all measures to take the socialization process forward, but were thwarted by political interests. Our research has shown that this system did increase space for voice and participation of women, who provided support to battered women, launched a campaign against extremism and participated in the restoration of the judiciary.
- iii. There are imperfections in functioning of the system, especially the elite capture of the upper tiers, but there has been more equitable power-sharing at the Union level. Civilian governments have often rolled back local governments because it threatens political monopolies at the local level. According to a study the local government system has found favor among the majority of elected representatives, civil servants, NGOs and the masses, particularly for accessibility to the people.
- iv. The system should be protected by Constitutional safeguards, strengthened through announcement of an election schedule which should be conducted by the Election Commission, and improved through abolishment of indirect elections, with clear party manifestos as committed in the Charter of Democracy.

Dr. Arne Tesli, Senior Researcher Norwegian Institute for Urban and Regional Research (NIBR), Oslo in his presentation on decentralization explained the following:-

- i. While explaining the fundamentals of decentralization, he offered a typology of decentralization reforms and cited subsidiarity as a core principle with decentralization in different service sectors requiring different approaches.
- ii. Advantages of decentralization include standardization of services, simpler transfer of policies from center to local levels, easier penetration of local resistance to change, improved legitimacy and local democracy and easier to respond to local conditions. Disadvantages include coordination problems across sectors, possible inequalities, and ineffective control of centralized policies.
- iii. He elaborated upon the Norwegian experiences of local government outlining its evolution to the current vital role the municipal governments play in service delivery, including primary education, health and care of elderly. The challenges faced by Norway include the small size of the municipalities, and struggle for control of resources and decision-making between the municipalities and the centre.

Dr. Shabbir Cheema, Director Asia-Pacific Governance Democracy Initiative, East-West Center, Honolulu in his presentation on Decentralizing Governance: Emerging Concepts and Practices highlighted the following:-

- i. Four recent transformations that have taken place in the sphere of decentralization and local governance worldwide have changed the context of both theory and practice. These include a universal move toward democratization, urbanization and the emergence of mega cities, globalization which pressurize governments to decentralize, and Information & Communication Technology (ICT) which proliferate communication channels, puts remote communities within reach, and creates opportunities for transparency and disclosure. This has shifted the paradigm from government to governance as co-produced by government, civil society and the private sector.
- ii. While sharing international experiences of countries such as Indonesia, Brazil, and China, he said that key lesson learned included systemic decentralization cannot be successfully introduced by a military regime without the support of key stakeholders as in Indonesia. According to a

study of decentralization and local governance spanning Asia, Africa, Latin America and the Middle East no one model fits all countries. Generally decentralization has been found to garner mixed results on public participation levels and economic growth but had a positive impact on service delivery.

- iii. Though political devolution brings gains in local governance capacity, it needs to be accompanied by new accountability mechanisms, political ownership and change in mindsets.
- iv. Decentralization may increase disparities among different regions of a country which underscore the need for phased and balanced implementation.

Dr. Kathleen Lauder, Senior Associate, Institute on Governance in Ottawa, Canada in his presentation on Building a Citizen Government Partnership at the Local Level: Lessons from Experience covered the following:-

- i. Research conducted by the Institute of Governance on the dynamics of power-sharing and partnerships between government and civil society at the local level, illustrated that partnerships were intrinsic to the very definition of governance. Based on six case studies in South Asia on these partnerships, 'push' factors identified include revised national policies, new political regimes, economic crises, traditions, moral/religious values and compelling leadership which facilitate partnerships and create opportunities to form them. Negative factors such as mistrust, power concentration, aversion to change, lack of leadership and deviation from fundamental principles of governance (strategic direction, performance, accountability, fairness, and legitimacy) inhibit partnership among governance actors.
- ii. The examples of successful partnerships are participatory budgeting in Porto Alegre, budget tracking in Uganda, increased transparency and citizen report cards in India, etc. The internal factors (assembling key players, making volunteerism work, combining contributions from different stakeholders) and external factors (social, political, cultural environment, innovative power sharing and decision-making, relation to past experience, and creating a compelling vision) are important for forming and sustaining partnerships. Building of local capacity, low cost, access to technology, sharing of resources, and providing moral support and encouragement are essential for effective government-civil society partnership.

Q&A Session

To a question whether the local government system was opposed because of lack of direct involvement of political parties in local elections, Dr. Sarwar Bari response was that the local elections should not be held on political party basis, because it would promote elite capture.

Dr. Shabbir Cheema was asked to clarify the role of fiscal transfers in making the Indonesian experience of decentralization a success. He explained that the importance of inclusiveness, egalitarianism and tolerance for conflicting viewpoints and that even in China the need for political openness was now being debated. He also stressed the role of national leadership, as learned from the experience of Indonesia. According to him the transfer of fiscal resources was the litmus test for assessing the authenticity of decentralization reforms.

Panelist

Prof. Dr. Saeed Shafqat, Director, Centre for Public Policy & Governance (CPPG), Forman Christian (College) University, Lahore said that the presentations had been very enlightening, particularly those delivered by the international delegates. He said that we had learned that the burden of history must be understood, particularly the post-colonial character of our institutional and legal systems. We had also learned that a modern bureaucracy is the corner-stone of a modern state, along with democratic political parties, strengthened by a vibrant media and civil society. Finally he said that both corrupt democracy and martial law were unacceptable and should not be allowed to surface if decentralization and local governance were to succeed.

Concluding remarks of the Chair

Senator Dr. Abdul Malik Baloch, Chairperson, Senate's Functional Committee on Problems of Less Developed Areas said that Pakistan was envisioned and founded on federalist principles but the center continues to dominate governance. The 1973 Constitution brought about change which was reversed by subsequent autocratic rulers. Given its multi-ethnic composition, the Pakistani state must renegotiate the social contract between government and citizenry. The demand for complete sovereignty, recognition of provincial identity, control of resources, with Constitutional guarantees against geographic or demographic interference, must be met. He warned about further unrest in Baluchistan unless the establishment revises concepts of a unitary state and establishes federalism as per international norms. He expressed support for the local government system, and hoped that the views expressed in this Conference would discourage military adventurism and feudal thinking in Pakistan.

Parallel session III: Sustainable Governance Strategies to Counter Terrorism

Speakers

Dr. Syed Rifaat Hussain, Chairman, Department of Defence & Strategic Studies, Quaid-i-Azam University in his presentation on Governance, Civil Society & Strategies for Countering Terrorism: Challenges & Lessons of Pakistan covered the following:-

- i. He differentiated between terrorism driven by genuine grievances or by greed resulting in loot-seeking behavior. He then established a causal relationship between governance and terrorism. Good governance denies political and moral space for violent groups while poverty, unemployment, economic deprivation helps them flourish along with demographic developments such as youth bulges which create a ready recruitment pool. He presented statistics to illustrate the escalation of terrorist violence in the number of attacks.
- ii. Terrorists were only one of a number of armed groups with the capability to challenge writ of the state and to commit widespread violence. He offered a typology of armed groups in Pakistan based on agenda, sphere of influence and methods and provided a listing of the currently active ones and stressed that the possibility of their merger against the state was an existential threat to the state. He provided a comparison of Pakistani and Afghani Taliban in terms of strengths and weaknesses, emphasizing that they are 'joined at the hip'. One of the most important findings was the correlation between the growth in Madrassas during post Soviet invasion of Afghanistan and their effect on the spread of extremist ideology. He emphasized the importance of understanding the mindset, organizational structure, network, and history of armed groups and terrorists.
- iii. He recommended clarification of objectives, better definition and understanding of the enemy, and a firm and consistent counter-terrorism policy. He also stressed the importance of reaching out to moderates, engaging with terrorists without empowering them, fighting ideology, and cutting off Jihadi funding and establishing anti-terrorist principles at the societal level.

Dr. Åse Grødeland, Senior Researcher, Chr. Michelsen Institute (CMI), Bergen, Norway in her presentation on International Comparative Approach to the Examination of Corruption covered the following:-

- i. She established a relationship between corruption and terrorism through direct channels that allow terrorists to gain access to territories, weapons and equipment, and food and shelter, as well as through indirect channels, including affects on the strength of government, quality of life of the governed, state of democracy, level of integration of religious/ethnic minorities, and level of protection offered to ethnic and religious minorities.
- ii. Anti-corruption focuses primarily on awareness-raising and transplanting of anti-corruption programs without adjusting for local context retards these efforts. They also suffer from vagueness, ambitious breadth of activities, and insufficient political commitment. Her research covering Serbia, Bosnia Herzegovina, and Macedonia focused on the sectors particularly vulnerable to corruption including lobbying, political party funding, public procurement, judiciary, and post-conflict reconstruction. The key implication is that distance between state and citizens caused lack of trust in ability of rulers and institutions to tackle corruption and lack of confidence in traditional anti-corruption measures. Politicians were thus perceived as part of the problem rather than the solution.
- iii. She recommended that investigative bodies and judiciary should be strengthened and the gap between the rulers and the ruled should be bridged through more locally driven anti-corruption work, supported by a debate on the ground. She warned against quick fix solutions suggesting that impacts could take between one and three generations to become visible. She also stressed the change in the mindset of both the government and the general public. She suggested that focusing on the informal networks that drive corrupt practices would be more productive than more traditional anti-corruption measures.

Panelist

Mr. Rashid Ahmed, Secretary Establishment Department, Government of NWFP in his remarks covered the following:-

- i. While thanking the organizers of the Conference, he stressed the upcoming status of Lahore, Gujranwala and Faisalabad as mega-cities given their demographic trends, and the peak of the youth bulge will be reached by the year 2015, which would result in higher crime rates and a growing recruitment pool for terrorists. He said that policymakers needed to provide them with education and training.

- ii. He narrated the history of political Islam in the subcontinent, highlighting the address of Muhammad Ali Jinnah to the first Constituent Assembly of Pakistan on 11th August, 1947, where he laid the foundations of a secular state. The Ulemma had subsequently reversed these policies when they framed their 22 points, on the basis of which they introduced an Objectives Resolution in 1949. Though the Constitution of 1973 made this Resolution inoperative, it was reactivated under Zia-ul-Haq allowing the Ulemma to change the ideological basis for Pakistan from its founding vision.
- iii. The religious culture of NWFP and Hazara was changed through the growth of Madrassahs funded by Saudi resources. This has resulted in radicalization resulting in armed clashes between different sects. It was state policies adopted decades ago which involved meddling in Afghanistan, envisioning the establishment of an Islamic Emirate composed of Kashmir, Pakistan and Afghanistan through Jihadi means which were responsible for the current situation. The 65000 public schools in rural areas were in bad shape, which is why the vacuum was filled up by the Madrassahs helped by the prevailing socio-economic conditions. There was a snowballing effect when graduates opened new Madrassahs themselves. The public sector accountability, especially recruitment need to be given due attention.

Q&A Session

The panel was asked about the possibility of solving the Taliban issue domestically without stressing the international dimension. Dr. Syed Rifaat Hussain responded by saying that if the American forces were to withdraw the rallying cause of the Afghani Taliban would be effected, but it would not impact the Pakistani Taliban. He opined that the international dimension was a contributing factor but not a major cause of insurgency within Pakistan.

The Secretary Establishment was asked why he opposed the nomenclature “Islamic Republic of Pakistan”, while the content of Jinnah’s address on the 11th of August was in conformity with the last sermon of the Prophet Mohammad (PBUH). The Secretary responded by saying that the address laid down the foundations of a secular state from which successive governments had deviated. As for the nomenclature he termed it a rhetorical issue on which he took no position.

Dr. Riffat Hussain was asked the terms on which the Taliban could be negotiated with. He gave two conditions: renouncing the use of violence and accepting the writ of the Pakistani state. To another question regarding the definition of terrorism and its distinction from freedom struggles, he said that it depends from act to act, and if non-

combatants or civilians are deliberately targeted, it must be classified as terrorism. He was also asked to distinguish amongst the list of armed groups that he had provided, as not all of them could be labeled Taliban and not all Madrassahs could be linked to religious extremism. Dr. Riffat Hussain responded that the mushroom growth of Madrassahs coincides with the decade long Soviet-Afghan war and we could not de-link Madrassahs from the discussion on terrorism as they had a large role to play. He said that all those who did not use violence to convert others forcibly to their cause were 'good Taliban', and those who did were the 'bad Taliban'.

The panel was asked about the terms of any dialogue that the government could hold with the Taliban. General Naqvi also posed a related question of possible 'gives' in a possible negotiation scenario between the government and Taliban. Dr. Riffat explained that the Taliban were enemies of the state and could not be dealt with on an equal footing. Negotiations could not be started unless they were brought into the ambit of the law and fulfilled certain conditions and only then could the question of 'gives' arise.

One participant asked why the Afghan refugees could not be expelled from Pakistani as they posed a direct threat. The panelists unanimously expressed caution against such extreme measures.

Concluding Remarks by the Chair:

Mr. Owais Ahmed Ghani, Governor NWFP in his concluding remarks said that the discussion had lacked true understanding of the situation. All the cited drivers of conflict, including mis-governance, religious ideology, political Islam, anti-state sentiment, have been present since the birth of Pakistan but nothing like the current wave of terrorism and insurgency has been experienced before. He said that the external situation in Afghanistan since the Soviet invasion and especially post-9/11 is responsible for this and that is where the solution will be found. The other factors aggravated the situation but did not cause it.

He emphasized that a stable, secure and friendly Afghanistan was the solution and only this could provide the 'strategic depth' sought by the military. He said that public support was behind the success of the Malakand operation and the same strategy was being applied to Waziristan. Pakistani Taliban lacked public support because the Pakistan Army is an accepted national institution. He referred to the 'gives' mentioned by General Naqvi and he said that they could only be for the victims of terrorism and the citizens of those areas. Nizam-e-Adl being a popular demand of the citizens of Swat was such a 'give' and should be valued in light of cultural diversity. Finally he said that he was optimistic about the war against the insurgents, given the new opportunity brought by the exit date announced by President Obama.

Parallel Session IV - Poverty alleviation and governance

Speakers

Dr. Akmal Hussain, Beaconhouse National University, Lahore in his presentation on 'Growth through Poverty Reduction' covered the following:-

- i. Poverty alleviation was not given the same priority as counter-terrorism, which was short-sightedness of the government. He dispelled the myth that economic growth and equity were mutually exclusive or even competing aims, stating that equity was both a means to economic growth and an end in itself. For inclusive growth which broadens the participation of the people in investment, innovation and productivity he proposed three policy interventions.
- ii. First, a small and medium farmer agriculture growth strategy is required because they represent the bulk of farms and farm area in the agriculture sector but lack the incentives or the ability to invest. A land to the tiller reform would not require large scale land reform but the transfer of government owned land to tenants in 5 acre packages. This policy would need to be accompanied by access to new technologies and new markets for the new owners. It could be provided by a Small Farmer Development Corporation where the equity holders would be the small farmers who would get loans which would be paid back through dividends. The Corporation would be managed by high quality professionals who would ensure high quality inputs (seed, fertilizer, pesticides, etc.) diversification of crops, land development and assist in market access.
- iii. Second, while cash transfer programs such as Benazir Income Support Program (BISP) were viable short-term measures, a sustainable strategy had to bring the poor into the mainstream economy. We need large poor-owned Corporations in other areas such as food exports of commodities, which could be managed by professionals. The largest telecommunication company in Bangladesh, and Amul which is one of the largest producers and exporters of milk is owned by women peasants in India.
- iv. Third, an institutional mechanism for the growth of small and medium sized industries is needed. If poor peasants could be given loans to acquire cattle, provided technical assistance for enhancing yield, and then purchase and export milk, it could mean upto \$4 billion/year in foreign exchange earnings. Other sectors would be greatly helped through

common facility centers featuring raw material banks and other assistance. This would help us construct economic democracy which helps not only our political democracy but also positively impact the war on terror.

Dr. Arne Tesli, Senior Researcher, NIBR, Oslo in his presentation on 'Poverty Alleviation and Governance' covered the following:-

- i. The manifestations of poverty as lack of income, food, learning opportunities, involvement in decision-making, security, trust, housing can result in anger, hopelessness and revolt.
- ii. The policy instruments to reduce poverty include education to provide technological development, improved healthcare, and affordable housing. Poverty was related to the government's ability to carry out its roles of facilitating employment and providing services particularly education. In Norway parents are legally obliged to send children to school which reflects the value attached to this service. Equitable access to health, affordable housing and safety nets for the elderly and other vulnerable groups was equally important areas for poverty alleviation measures in Norway.
- iii. Service delivery should be structured to allow centralized standard setting, policy formulation, and definition of rights which would allow equality, legal protection, and cost efficiency. Implementation and coordination should be decentralized to allow responsive delivery of services. The principle of subsidiarity should be applied in assigning responsibilities between levels of government. Municipalities are mainly responsible for service provision in Norway, and the taxation system is structured to ensure that they have access to sufficient finances. There are minimum differentials between the quality of services provided by different municipalities to even out differences in economic status and expenditure needs because of general purpose grants which operate under transparent and centralized collection and redistribution mechanisms.
- iv. Employment opportunities are another very important area which requires knowledge of political and policy instruments and institutional arrangement that generate jobs. Most political discussion centers on this issue and there is broad consensus among political parties on its importance. This creates the environment for balanced economic development between different regions and sectors. Evaluation and

research are crucial for knowledge generation that can inform policies and political strategies.

Q&A Session

The panel was asked of their views on the state of property rights in Pakistan, which is responsible for litigation that is expensive and intractable impacting the poor in particular. Dr. Akmal responded by saying that the provision of property rights was crucial for an inclusive institutional structure. Currently the law of eminent domain puts the property of the powerless at risk of takeover by the powerful. Another problem was the lack of an effective market for agricultural land because of lack of proper documentation of ownership.

Dr. Arne was asked of his views on the level of transparency in Pakistan. He said that it was extremely important because without it public participation was impossible. He said that one of the drivers of poverty alleviation was social capital which hinges on trust which has to be built through participation and transparency.

To a question regarding what political steps Pakistan could take to move towards economic democracy when the large landowners would not even allow their farms to be taxed, Dr. Akmal Hussain responded by saying that when the state and society that subsists the elites is threatened, it can bring about a shift in their perceived self-interests and mobilize the political will necessary to secure society. He said that given terrorism and other threats such an opportunity to activate their survival instincts now exists. To an other question as to what role local government can play in making growth more inclusive, given political opposition and fiscal limitations, Dr. Akmal Hussain said that the presence of asymmetric power structure will lead to an elite capture of local government. To counter that, organizations of the poor at the village, union, tehsil and district level should be formed and linked with their respective tiers of government to allow citizen participation in decision-making.

The panel was asked whether bad governance caused institutional failure or was it the other way round. Dr. Akmal Hussain replied that because Pakistan was a 'limited access social order' state (as opposed to an 'open access social order') productive asset distribution was unjust, and unless power-relations are rerouted we will not be able to construct inclusive institutions in an economic democracy. To another similar question, Dr. Akmal responded by informing the session that the largest reserves of gem stone, gold and minerals are located in Balochistan. If a local exploration corporation driven by local citizens was formed, it could subvert the power of the feudals. In response to another question he said that markets being asymmetric the position of laissez faire, non-intrusive, market based economy was counter productive.

The panel's attention was called to the huge investment in security which ignored poverty alleviation. Dr. Akmal Hussain responded by saying that the security framework needed to be widened to allow human security concerns to be addressed.

Concluding Remarks of the Chair:

Dr. Khalida Ghaus, Managing Director, Social Policy and Development Centre (SPDC), Karachi in her concluding remarks lauded the speakers for their informative presentations and their comprehensive responses to questions from the audience. She referred to the issue of a societal survival instinct pointed out by Dr. Akmal, saying that Pakistan in 2009 was fighting for survival on two fronts; the first was poverty and the second was the war against extremism and terrorism. She said that while the West may have outgrown Cold War models of state-centered national security, distant regional states such as Pakistan were still faced with transnational threats which made these models relevant. She said that while human security concerns were equally valid, we must be cautious in focusing on one fight for survival to the detriment of the other.

Plenary Session III: Governance Education Baseline Research Outcomes

Speakers

Dr. Zafar Iqbal Jadoon, Director, Institute of Administrative Sciences (IAS), Punjab University, Lahore presented the key findings of baseline research on governance programs. He defined governance as the exercise of authority illustrating the elusive and fuzzy nature of governance as a discipline. This made it difficult to ascertain which programs were governance related, and we settled on Public Administration and Public Policy as well as supporting disciplines from the social sciences such as Law, Management, Sociology, etc. We studied the content, structure and supporting environment. Public Administration is the oldest program offered by 12 public sector universities and is not a growing discipline having been overshadowed by MBA. There are seven four-year bachelor programs and four universities offering masters in Public Policy. Only NUML has MS in Governance and Org. Science. The curricula are skewed toward management ignoring legal and political aspects. Business management oriented electives are popular given the demand of the labor market. Structure of supporting disciplines is largely traditional (2 Years MA after BA). Degree programs in supporting disciplines generally do not offer Governance related contents. There is a limited PhD or indigenous research oriented faculty present and there is dearth of Pakistani publications i.e., text books and case studies. Students come into Governance related programs with Social Sciences backgrounds. Physical facilities offered have generally improved with time. He highlighted the neglect of social sciences and no link between Government and Universities with the result that the Civil Service System has been negatively impacted. His key recommendations included the following:-

- i. Dedicated Bachelors and Masters programs with governance nomenclature not viable at present.
- ii. Need to strengthen existing Public Administration and Public Policy programs with governance curriculum.
- iii. Post-graduate certificate and diploma programs in governance can be offered. IAS, Punjab University is willing to do so.
- iv. Multi-disciplinary approach recommended for curriculum development
- v. Networking between institutions both on demand and supply side strongly recommended for sustainability of programs.

Mr. Rahim-ul-Haque, Centre for Public Policy & Governance (CPPG), FC College, Lahore: presented the key findings of baseline research on TNA of Masters Programs as follows:

- i. The scope of research covered assessment of faculty training needs and institutional capacity building needs. Degree awarding programs assessed included 11 Public Administration, 4 Public Policy and 1 Governance programs.

- ii. Academics were interviewed to find out their objectives and methodology of program design, and no consensus emerged about the demarcation of Public Administration, Public Policy and Governance as disciplines. Both political scientists and economists were in agreement about the need to move beyond neoclassical economic theory. There was little agreement on the generalist vs. specialist debate, and they differed on the medium of instruction and other pedagogical issues. The average student to permanent faculty ratio was 38 on average going up to a hundred though lower in private universities and this needed attention. The research culture was limited primarily due to lack of fixed office hours and financial resources, especially in the public sector despite HEC efforts. Institutional capacity was also limited in terms of books, computers and other facilities. Faculty expertise was dominated by human resource management.

- iii. His key recommendations were as follows:
 - 1) Develop Minimal Consensus on Policy Instruction
 - 2) Need for an Association to help Universities
 - a. Set Curriculum & Faculty Time (Teaching, Research & Admin) Standards
 - b. Devise Transition Plan for existing faculty to TTS
 - c. Devise 5 year Strategic Plan
 - i) Faculty Development
 - ii) Institutional Capacity Building
 - d. Linkages with foreign universities
 - 3) Develop 3 tiered plan for Faculty Development:

Short Term

 - a. Intra-university linkages between departments & Intra-city
 - b. Incentivize research through faculty seminars
 - c. Develop Short Term Course thru Pool of Experts

Medium Term

 - a. Institutionalize program for junior faculty
 - b. Develop intra-provincial, public-private collaboration
 - c. Short Term Sabbatical & Post Docs in foreign universities

Long Term

- a. Build Domestic Centres of Excellence & PhD programs
 - b. Institutionalize linkages & exchange with foreign universities
 - c. PhD scholarships & research sabbaticals
- 4) Develop/ Facilitate Research Culture through:
- a. University & Think Tanks linkages for Collaborative Research & Student Internships
 - b. Research Grants
 - c. Institute or Support a Peer Reviewed Policy Journal
 - d. Collective Policy Newsletter
 - e. Develop Specialized Library Resources
 - f. Develop Primary Research Data Centre

Mr. Ijaz Hussain, Assistant Professor of Economics, Beaconhouse National University Lahore presented the key findings of baseline research on TNA of Bachelors Programs as follows:

- i. The key research areas included teaching capacity, program assessment, student preparedness, and infrastructure. Economics, Political Science and Public Administration were selected as disciplines, sampling seven public sector and three private sector universities. It was found that less than 5 % of overall population in university age-group was attending universities, compared to 24% globally and 9% in South Asia. Access to university education was at 4.5% for Pakistan and 11% for India. The number of academic institutions and university enrollment both were rising indicating demand growth particularly in the public sector and particularly for women. This indicates that the public sector has greater capacity to accommodate students.
- ii. Number of public and private sector academic institutions and student enrollment at university level is progressively rising which indicates rising demand for university education. More than 75% of the enrollment at university level in Pakistan and all regions except for Sind is currently in public sector universities. Private sector accommodates 25% of the total student body. This fact indicates that Public sector has more capacity to accommodate students as compared to private sector. Female student enrollment is low at all degree levels. As we move vertically in the ladder of education, male to female student ratio rises while it declines over time due to strong

growth in female students. This calls our attention to the need for motivation and funding for higher education for females.

- iii. None of the universities/colleges selected in the sample offer a full fledged program in Governance and Public Policy. Only 53% of the universities/colleges offer either of the public policy linked disciplines. 80% of the universities/colleges offer Economics and 60% offer Political Science and only 10% offer Public Administration at bachelor level.
- iv. Shortage of trained faculty especially at senior level due to poor incentive system in public sector, financial constraints and poor infrastructure are factors for neglect of governance and public policy discipline by academic institutions. On the demand side, the main factor has been the Government failure to recognize and floated demand for graduates with an expertise in public policy and governance for selection of Public Servants through CSS/PCS which currently is without any restriction on discipline in bachelors or direct placement through political influence. Therefore, the student body has always preferred to choose the disciplines with higher demand like business administration, engineering, medical etc. and academic institutions have accordingly responded to the situation.
- v. His key recommendations included the following:-
 - 1) In view of mounting public policy issues, the governance situation in the country and alarmingly low access to university education, there exists an ample scope of training for students as well as faculty in the discipline of governance and public policy in Pakistan.
 - 2) In current scenario, there is a strong need for graduates with competence and expertise in governance and public policy in public sector.
 - 3) There is a need to devise and introduce new hiring process based on knowledge, skills, competence and expertise in governance and public policy. Students with two year bachelor degree apparently seem not prepared for training in governance and public policy at masters' level.
 - 4) Since the people join public service after completing their bachelors therefore we as a research team strongly recommend that bachelor level is the most appropriate entry point for governance and public policy courses to create a desired social impact on governance situation.

- 5) The candidates for public service with knowledge and expertise of governance should be given an extra benefit in the selection process of public servants.
- 6) A curriculum of introductory and intermediate level should be introduced as minor or elective courses in four years bachelor degree and students should be trained for governance and public policy issues through well structured advanced curriculum and training at masters level.
- 7) Based on identified strengths of faculty from survey results, private sector is more suitable for launching the master level program in governance and public policy.
- 8) On the other hand, public sector strongly needs to enrich its faculty through carefully planned training on governance and public policy issues before it takes initiative to start such a program.
- 9) Most of the faculty has clear and significant predisposition towards fully funded training at Ph.D level as first priority and then at Master/M.Phil level in governance and public policy preferably from some foreign academic institutions.
- 10) Faculty also needs training in research, modern teaching and student assessment methods.
- 11) Bachelors' level was the most appropriate entry point for governance related courses and that the selection process of the government is changed to reflect the importance of formal governance qualifications. Building teaching capacity before launching the governance curriculum would be essential.

Dr. S. Shabib-ul-Hasan, Assistant Professor, Dept of Public Administration, University of Karachi presented the key findings of baseline research on TNA of Public Colleges as follows:

- i. The objective of baseline research was to assess the availability of teaching faculty and infrastructure facilities for launching the governance curriculum at the college level.
- ii. Currently governance is not taught as a course at any level in colleges, therefore the capacity of teaching faculty was evaluated on the basis of relevant courses, such as Civics / Political Science and Pakistan Studies. The teaching faculty of Civics and Political Science are available only in the Faculty of Arts; therefore, Pakistan Studies was used as the yard stick to measure the capacity. Secondly,

Pakistan Studies is a compulsory course in every discipline at college level and therefore, faculties engaged in this course are available at all levels.

- iii. Based on findings of the study, following recommendations are made:
- 1) There is a need for infra-structure improvement in public Colleges, particularly in interior Sindh and Balochistan. There is specific requirement in building, faculty, electricity and furniture.
 - 2) There is a need for libraries and academic books / literatures. This needs to be addressed at the earliest.
 - 3) Books and course material be developed and provided in both the languages 'Urdu and English'.
 - 4) If course/s related to Governance has to be introduced at college level then the colleges with only sciences disciplines be given serious thought. Because the colleges with social sciences and commerce may be able to overcome with the teaching faculty availability of other relevant teaching faculty.
 - 5) There is a need for reorganization / restructuring of the teaching faculty in the context of human resource management. Like the right person with right qualification and expertise at the right place, as currently there is no proper management.
 - 6) The course on Pakistan Studies may be taught by teaching faculty with relevant expertise and qualification in the subject area. Like Master Degree in Pakistan Studies will be the best option and the second options could be Master degree in Political Science. In this regard it may be determined that what other fields of studies are nearest / relevant to Pakistan studies.
 - 7) Opportunity should be provided for degree enhancement in all fields of studies. However, faculty situation at college level particularly in social science is needs urgent improvement. In the context preference should be given to governance, Pakistan studies, political science, public administration, public policy and others deemed to be relevant fields.
 - 8) If Governance related courses are to be introduced at intermediate level, serious consideration is required for Science and commerce colleges.
 - 9) Training of teaching faculty at colleges is must before Governance course is to be introduced. Training can be divided into two phases; Short term and long term training. Provincial stakeholders can be involved for this purpose.

- 10) Governance related subjects may be introduced at the Bachelor level in the colleges. However, selected contents of governance subject may be incorporated in civics and Pakistan Studies at the intermediate levels. In this regard we have to have prescribed and developed curricula of governance subject. Recommendations of curricula committee can further substantiate this recommendation.

Dr. Nadia Saleem, Associate Professor, Economics Department, FC College University, Lahore presented the key findings of baseline research on Current State of Executive Education Courses and Programs as follows:

- i. The training institutes studied could be categorized into public sector institutes, for-profit private institutes, and non-profit civil society institutes. The key issue was that public servants joined service with the idea of limitless authority and subordinate to the whim and will of the rulers only without understanding the state-citizen relationship. The idea of an administration being an instrument for ensuring a civilized relationship between the citizens and the state is not embedded in the working of executives. Officials are not trained to deal with the changing roles.
- ii. Training does not help because the institutes lack a curriculum development approach, low quality of faculty, emphasis on education rather than training, generalist training approach, lack of policy content, lack of institutional pride, conceptual confusion between management and governance, lack of linkages between institutions, lack of emphasis on soft skills, and lack of benchmarks and standards. There was no training institute for legislators or media professionals. The system did not help service delivery, while behavioral change and production of public values was missing, and comprehensive and standardized policy was absent, hierarchical control was stressed over transparency. The private sector training continues to struggle with social responsibility. All these factors created the need for continuing reform. Her key recommendations included:
 - 1) Education and training should be separated.
 - 2) Education should be formal and in world class universities given at appropriate stage.
 - 3) Training should be related to the effective ways of governing service delivery.
 - 4) Training should follow a post-training posting plan.

- 5) Training must not ignore the obvious. An understanding of rules of business and procedures should not be taken for granted.
- 6) Research methods, computer applications and courses doing the same under different names, do not serve the purpose they are intended for.
- 7) Consideration should be given to expose public as well as private sector to the same training programmes. This mix will catalyze a better understanding of public value to the private sector and efficiency and productivity to the public sector.
- 8) Legislators too need training. Consideration should be given to setting up a separate parliamentary training institute.
- 9) Media has now enough resources to set up its own training institute. Organizations of proprietors, editors, and working journalists should be encouraged to pool their efforts in this direction.
- 10) Post-training impact should be monitored and evaluated in terms of measurable indicators. This will provide the presently missing feedback for future improvements.

Mr. Inaam-ul-Haque, Innovative Development Strategies (IDS), Islamabad presented the key findings of baseline research on Current State of User Needs Profile of Executive Education on Governance. He said that the executive education of public functionaries as well as other societal actors can play a significant role in promoting good governance. The participation of demand side actors, both users and potential users was necessary to achieve the objectives of executive education. User needs profile was essential in this regard. These programs must take into account the prevailing norms and bring about large scale transformations therein. The main finding was that the existing system of executive education did not meet governance needs of the users. User categories included legislators, public functionaries, local government officials, civil society, all of whom required capacity building for playing their roles in governance. His key recommendations included:

- i. Number of training institutes should be increased.
- ii. Government should invariably convey its training needs to the executive education institutions.
- iii. A dedicated module on Governance should be prescribed.
- iv. Executive education programs should fully address the need to break away from elitist traditions / attitudes.
- v. Separate Division in the Federal Secretariat for training / executive education may be set up.
- vi. Strengthening and capacity building of the training institutions be given greater importance.

- vii. Capacity building of legislatures, civil society organizations, of media, business community, etc. should be undertaken to enable them to play a pro-active role in promoting good governance.
- viii. Process of capacity building of local governments' elected and appointed officials for good governance may be improved.
- ix. The dedicated module on governance training should at a minimum cover:
 - 1) Concept of Governance
 - 2) Major Constraints to Good Governance in Pakistan
 - 3) Ethics in Public Service/ Attitudinal and behavioral change
 - 4) Building Governance Capabilities
 - 5) Character Building
 - 6) Combating Corruption
 - 7) Accountability Mechanisms including Administrative Arrangements, Ombudsmen and Courts.
 - 8) Rule of Law
 - 9) Fundamental Rights
 - 10) Administrative Law and Law of Torts
 - 11) Transparency / Dissemination of Information
 - 12) Monitoring and Evaluation
 - 13) Principles of Supervision
 - 14) Participatory Development
 - 15) Innovations in Service Delivery / Response based Performance Incentives and Participatory Action Planning
 - 16) E-Governance
 - 17) Case Studies on Governance
 - 18) Practical Exposure to Interface meetings with Citizens and Public Complaint Handling e.g. Open Kutcheris

Dr. Aisha Ghaus Pasha, Director Research, Institute of Public Policy (IPP), Beaconhouse National University Lahore presented the key findings of baseline research on Governance Indicators. She introduced governance indicators as an increasingly useful tool for monitoring and advocacy with a growing body of literature in recent years. Governance indicators could be subjective or objective and composite indicators were now becoming popular. Important attributes of indicators include validity, reliability, and lack of measurement bias, transparency, representativeness, and absence of aggregation problems. Areas covered included participation, transparency, accountability, quality of leadership, inter-governmental relations, rule of law, effective service provision, etc. There are 59 international sources for governance indicators on economic, political, or administrative performance. She next turned to the question of whether governance indicators had

an impact on economic growth or social development and according to their findings; governance was a significant determinant on both variables.

She recounted the performance of Pakistan as per international sources of governance indicators, which was generally on the decline across various reporting periods on various variables. Indigenous governance indicators they had developed included level of economic management, social sector expenditures, budgetary analysis, parliamentary performance, judiciary, law and order, and human rights. Finally she recommended the setting up of a management information system which would monitor Pakistan's ranking on different indicators from international sources, updating governance indicators from national secondary sources, and the construction of compiled resources such as annual citizen's report cards or social watch publications with one institution within the GEN working as a focal point for this work, and with GINI coming out with an annual report on governance based on this information.

Panelist

Prof. Dr. Belal A. Khan, Vice Chancellor, Islamia University of Bahawalpur, in his remarks credited the presentation by Mr. Inam-ul-Haque as the most relevant for governance in Pakistan. He said the need for executive education was paramount for good governance, and should cover ethics in public service and the legal profession, address corruption, the law of torts, development and codification of administrative law, and finally professional accountability. Dr. Zafar Iqbal Jadoon and Dr. Nasira Jabeen have reported that governance education is largely ceremonial, which necessitated dedicated governance departments at one or more universities in Pakistan. He requested other universities from Bawawalpur, Faisalabad, Sargodha, and Multan should be involved in such research which should not be limited to researchers from the cities of Lahore, Islamabad and Karachi only, as these institutes have come a long way and need recognition. He invited GINI to hold the next Conference at the University of Bahawalpur.

Q&A Session

Dr. Riffat referred to the issue of internal governance of universities and said that QAU had a University Act 1973 which was taken away under Zia-ul-Haq, and has remained in a state of suspended animation ever since. It featured system of rotation of vice-chancellors and democratic system of appointing deans. Mr. Inam-ul-Haq responded by saying that governance improvements must come from within the institution by evolving an ethos. Dr. Sohail H. Naqvi, Executive Director, Higher Education Commission added that we are now at a stage where issues such as these can be tabled for open dialogue amongst all stakeholders.

One of the Norwegian delegates commented that governance education in Western Europe has great demand because it enhanced recruitment into the civil services. He offered three reflections in this regard; a) linking the civil service with universities was essential ; b) a good research foundation for education is important ; c) given the small number of masters programs on governance, the focus should be on government i.e. political science and public administration. Mr. Inam-ul-Haq and Dr. Aisha Pasha expressed agreement with the first observation.

Maj General (R) Skindar Shami, Former DG NIPA & Civil Service Academy, Lahore suggested that the research should be presented to the concerned experts/ heads/ chief instructors so that these can be vetted, debated and discussed. He said that while the need for change in the bureaucratic mind-set had been stressed by the research reports there was no mention of how that was to be achieved. In his experience they decided to focus on the Civil Service Academy (CSA) to catch the young officers. Toward this end after due consultation with a broad spectrum of governance stakeholders training modules were prepared, but this process, along with any mention of the CSA is missing in the reports. Dr. Nadia Saleem responded by saying that the report was not focused exclusively on civil servants or the NSPP but should be read in the general context. Mr. Inam-ul-Haq added that the question of how to change mind-sets was outside the purview of this report.

According to one participant Dr. Zafar Iqbal Jadoon had focused exclusively on civil servants whereas governance involved the exercise of power by various other stakeholders. Dr. Jadoon answered that the public sector was the largest employer and most directly affected by the research and the ensuing curriculum and had to be given commensurate attention.

Dr. Masuma Hassan lent her support to the remarks made by the Norwegian participant. She said that governance was not a stand-alone subject but an offshoot of Public Administration which itself was a part of Political Science. She expressed extreme disagreement with the presentation of Dr. Nadia Saleem which in her opinion was based on misconception. She said that the training programs developed by NIPA were not arbitrary, developed in isolation, or unsuccessful. She also doubted the ability of training programs to change mindsets.

Lt. Gen. (R) S. Tanwir H. Naqvi said that it was possible to become overwhelmed by the arrival of reports and said that the ownership and breadth of participation generated by GEN was remarkable. He opined that the most feasible option was to ensure a credible quality program for a masters degree in governance, and secondly to solicit the enrolment of civil servants in this program through incentives, given the constraints of time and resources. Another participant agreed with General Naqvi in

restricting the focus to academic activities rather than getting bogged down in structural inadequacies of the higher education sector or other governance issues.

Concluding Remarks from the Chair:

Prof. Dr. Sohail H. Naqvi, Executive Director, Higher Education Commission, Islamabad in his concluding remarks highlighted the following:-

- i. Poor governance precludes all efforts for positive change in Pakistan, and commended GINI for arranging the event. The data presented here proved that governance was poor and that there was a strong link between governance and development. There is a serious mismatch between the supply and demand of governance education, as the supply side is lacking in quality of training and cognizance of local context and needs, while demand exists. The needs must be identified and addressed. The blame for bad governance rests not as conventionally perceived with politicians and civil servants, but with institutions which have produced the leaders of today. If the governance indicators had been tracked by institutes with credibility and visibility and timely recommendations made to policymakers, the situation may have been very different.
- ii. He expressed agreement with Dr. Jadoon in that governance was not only about the subject of governance per se but involved the social sciences at large. One of the core oft-neglected issues includes ethics, and a culture of evidence that would inform policy with sound research. He said that we are now at the end of the first phase of transformation in the higher education sector. The low access figures were an improvement on the past 5 years, and if this change was to be sustainable then the internal governance of the institutes of higher learning needed to be improved.

DAY 3 - TUESDAY, DECEMBER 15TH, 2009

Concluding Session

Dr. Saeed Shafqat, Chairman Annual Conference Sub-committee delivered the welcome address for the concluding session thanking Mr. Kiramatullah Khan, Speaker NWFP Assembly for sparing the time for joining the Concluding session of the Conference. He appreciated the high quality of open debate on core governance themes during the three day conference and thanked the international delegates from Norway, Canada, USA and national delegates representing the cross section of governance stakeholders from all the four provinces and Federal Capital for their participation and a very useful input on governance themes discussed during the conference.

Mr. Daniyal Aziz, Advisor GINI delivered the keynote concluding address and paid tribute to the participants, particularly the students from National Defense University and the International Islamic University for their participation and assisting with the organization of the Conference. He praised the research/experiences shared by the delegates from Norway, Canada and the United States throughout the conference and highlighted its value for Pakistan. He also commended the research conducted by domestic universities presented in 3rd Plenary Session of the Conference as input for moving forward and improving governance education and governance knowledge both in the public sector and within private sector, academia, and civil society at large. This was the first networked effort which brought together all these stakeholders toward solving governance issues in a collaborative and consultative environment. He also recognized the efforts of the GINI team for organizing a successful event and hoped that all delegates would leave with nice memories, useful contacts, and a fresh perspective of governance problems and their solutions for Pakistan.

Ms. Farzana Shahid, Registrar Beaconhouse National University, Lahore & Conference Secretary presented the key recommendations emerging from the proceedings of conference sessions as given in the concluding statement of the conference at Annex-III. She acknowledged the diversity of participation which included politicians, researchers from Canada, USA and Norway, senior academicians, eminent national experts, donors, diplomats, media, civil society, and students.

Dr. Arne Tesli, Senior Researcher NIBR, Oslo said that he was honored to attend the Conference and that he was impressed by the work of the baseline research teams which gave the Norwegian delegates an increased understanding of the challenges that were faced by governance education in Pakistan and steps to overcome them. He

said that all Norwegian participants had enjoyed their experience and look forward to continuing cooperation between NIBR and their Pakistani partners.

Chief Guest Mr. Kiramatullah Khan, Speaker, NWFP Assembly in his concluding address covered the following:-

- i. The conference was a major effort in the field of governance. He expressed his gratitude to the delegates from Norway, Canada and the United States for their participation which he termed an opportunity for sharing experiences and learning. The high attendance throughout the duration of the conference spoke volumes of the richness and relevance of its themes. He said that having seen the capital the foreign guests would have realized that many over-blown perceptions about Pakistan were unfounded.
- ii. He went on to say that good governance and sustainable development are indivisible, and that without the rule of law, predictable administration, legitimate power, and responsive regulation, no amount of funding could deliver prosperity. Problems such as poverty, illiteracy, unemployment and the lack of basic services had risen due to the poor performance of the political, executive, and legislative arms of the government. The lack of accountability, military adventurism, and constitutional violations has made these problems worse by hindering the construction of true democracy. The politicization of caste and tribal identities have retarded the legislature in the performance of its role. Good governance demands constant involvement of all its citizens. The will of the people must be the basis of good governance, which gives all citizens a stake in society. The empowerment of communities was thus necessary to reverse the failure of governance. Old ideologies needed to be discarded in favor of a new paradigm of effective national institutions accountable to the people. The growth of media has increased both awareness and the resulting dissatisfaction of the masses which may lead to their alienation and absorption into the 'gun culture' and lawlessness. Law and order, external relations, and domestic economy were all undergoing a crisis. Feudal systems persisted in the absence of agrarian reform. Good governance must be built bottom-up which underscores the importance of local politics and must be homegrown and this could not be achieved overnight.
- iii. He hoped that the recommendations of the conference would attain their deserved policy attention, and stressed the need for governance education as promoted by GINI. He shared that he had personally

revamped the PAC which has provided better checks and balances. The first women's university had already been established in NWFP, and engineering and IT educational institutes were in the pipeline. As a member of the Commonwealth Parliamentarian Association he successfully lobbied for the International Parliamentary Seminar to be held in Peshawar in 2010. Mr. Kiramatullah Khan concluded by lauding the efforts of the organizers and expressed gratitude for the opportunity to address the session.

EXPERTS CONSULTATIVE WORKSHOP

Session-I: Development of Governance Education Programs/Faculty Capacity Building

The first session was chaired by Dr. Zafar Iqbal Jadoon Director Institute of Administrative Sciences Punjab University, Lahore & Chairperson Program Subcommittee on Governance Curriculums. In his introductory remarks, Dr. Jadoon covered the following points:

- i. Training is specific, while education is broader concept and the two should be distinguished, despite their slight overlap.
- ii. Governance eludes definition because it is a catch-all phrase which includes public administration and public policy as well as other concepts. Three systems of knowledge should be held as essential when designing a governance curriculum: management, which has a significant overlap with business. (the debate whether this is universal or sector-specific to the public or private spheres is ongoing); political science; and law.
- iii. Various universities are offering Masters' in Public Administration and Public Policy. National University of Modern Languages (NUML) is currently offering Master in Governance. The content of curricula of existing governance related disciplines comprise 75% core courses which impart specialized professional knowledge and 25% electives which are general subjects related to local issues.
- iv. It is essential that we design a scheme of studies detailing the minimum number of credit hours required for awarding a degree, the core and elective courses, etc. In the case of 4 year Bachelors these issues have largely been decided by HEC policy. What remains to be decided are the critical knowledge areas.
- v. It would be prudent to strengthen the governance contents in the existing programs instead of attempting to develop new programs

The participants' views on development of governance education programs/faculty capacity building were as follows:

- i. The history of reform, specifically reform failure in Pakistan needs to be included. Also the history of good governance examples should be incorporated in governance programs.
- ii. Governance is not a stand-alone subject but a part of public administration which in turn is part of broader social sciences. Governance program at the Bachelors level may not be a right option because that will sideline other social sciences. Another dissenting view in this regard was that the governance training at the Bachelors level must be imparted; otherwise at higher levels they are ill-prepared to receive advanced education. This should be done in a manner that the institutes can absorb and implement effectively.
- iii. The hierarchy of disciplines should be kept intact. At the Masters level, governance as a program works. At the Bachelors level a graduated approach should be taken,
- iv. Instead of designing and implementing new programs, GEN should try to revamp existing public administration departments of all public universities with well established programs of renown. Otherwise, the task would require financial and technical resources that are not within GINI's ability to furnish.
- v. Public service standards and benchmarks must be taught as part of the curriculum.
- vi. Public Administration courses have been dominated by a focus on management. They need to be given more weightage in Central Superior Service (CSS) examinations if the civil service is to be professionalized. These courses have to be strengthened before governance education can be introduced. At the same time, whatever is being taught by NSPP, and the professional education being imparted by the Civil Services Academy (CSA) will have to dovetail with programs offered by universities.
- vii. Governance could be made part of a broader public administration program, with 5 subjects for specialization: corporate governance; global governance; regional governance; NGO governance; and governance of multinational firms
- viii. Learning from the curriculum development model adopted by LUMS where they took a standardized model, and focused on training the

available people. There is a pool of recently foreign educated civil servants who could be attracted to the academia to fill this gap.

- ix. We do not have to start with a perfect curriculum, but put out one version which we can improve on within set timeframe. Training must be research based or at least research informed. The courses have to be scientifically researched and monitored.
- x. Governance was very important and education would focus on specializations in basic service delivery, in particular the provision of education at the school, college, university, and district level.
- xi. Courses should be decided based on demand from each university on a case-by-case basis, and universities should also decide which level to introduce them at.
- xii. The courses that should be taught are already up and running, and only need to be modernized in content and teaching methods, e.g. Pakistan studies which is compulsory for any degree in public institutes. It needs to be made more practical and applied. Whatever, is decided, the course must be taught in English as all the available literature is in that language. Each subject should include a theoretical section and empirical case studies on Pakistan as two main components.
- xiii. Pakistan Studies was redeemable if suitable reading material was prescribed which would impart most importantly the Constitution of Pakistan which would familiarize students with all important organs of state. This knowledge should be drilled at the FA level, and at later levels, theories (both Western and indigenous) could be brought in. A dissenting view cautioned about “falling into the Pakistan Studies trap”, as it was an extremely unpopular subject because of its compulsory status and associating the curriculum with it would dampen demand.
- xiv. According to a representative from BISE, if the Boards could approve programs for Beauticians and Dress-makers, the governance curriculum should not face difficulties in gaining government approval provided we follow the prescribed procedures.
- xv. There is an acute shortage of qualified faculty for all social sciences, including governance.

- xvi. According to Norwegian delegates, a joint workshop in Norway would be a way to upgrade the skill-base of Pakistani teachers. That is also the Chinese model. They gather their MPA graduates and other experts and send them on study tours to Norway and other countries to enhance learning and exposure. Most programs abroad assume knowledge of governance structures and processes. This knowledge must be imparted, along with the power relationships that govern society. Programs must be standardized, with a focus on public administration and political science to professionalize governance practice. At the Bachelors level the focus should be on standard, mandatory courses with a domestic empirical focus on Pakistan and the region. At the Masters level, the program should focus on specialization and theory. We must focus on institutes of standing and renown which could act as role model. Curriculum development should be done in universities and the process may have linkage with NIBR/Oslo University. A workshop for the curriculum development team and GEN members in Oslo would be useful option.

Session-II: Development of Executive Education Programs/Courses

Dr. Sarfraz Hussain Ansari, Associate Prof, Department of Government & Public Policy, National Defence University & Acting Chairperson Program Sub-committee on Executive Education in his introductory remarks stated:

- i. The distinction between training and education was that the latter was more about reflection and attitudinal change, while training was more focused on skill-development, including operations & maintenance, computer skills etc.
- ii. National Defence University holds regular national security workshops which have proved very effective. The various courses designed at NDU include Comparative Social and Political Thought which includes concepts from historical civilizations including Greco-Roman, Christian, Chinese, etc.
- iii. Mid-career civil servants and other governance practitioners could be attracted to integrated programs in public administration and public policy, which should be kept flexible allowing trainees to complete the programs at their own pace with space for deferring semesters if

need be, in graduated steps. These should be tied to incentives, especially promotions.

The participants expressed following views on development of executive education programs/courses:

- i. Number of universities offer executive education programs; IBA offers executive EMBA for civil servants; Punjab University targets mid-career civil servants, NGOs, and the private sector; Karachi University, as well as other degree awarding institutes are also doing it.
- ii. The history of civil service reforms that have been taking place since 1973 should be taken into account and the changed state of affairs should be recognized. They are reformed to the extent of becoming the backbone for donor programs, and constitute a new generation of civil servants or “laptop wallahs”, with much higher qualifications, and need to be seen and targeted as such. While administrative reform has always been in the limelight, political reform has been sidelined and this should be given equal attention.
- iii. Various private education institutions are already collaborating with government institutes e.g. FBR offers their employees MBA in Taxation from IBA after their graduation from CSA. Also the senior management of National School of Public Policy approved that decision analysis was an important subject, arrangements were made to solicit training assistance from LUMS for faculty who would teach these programs at National Institutes of Management (Old NIPA).
- iv. One of the main reasons for civil servants avoiding training at public universities is because of sub-standard quality. The dissenting view in this regard was that although education standards have in general deteriorated the popular negative perception of public universities and the quality of education they offer is not true.
- v. The method of Training Needs Assessment employed by the government was not systematic and was based on cursory discussion among the developers of the programs, due to which many civil servants do not undergo training. The dissenting view was that the programs at NSPP were developed after thorough consultations with a broad gamut of stakeholders and until 2 years ago it was

mandatory for civil servants to undergo 14 days of training per year, in areas specified by his/her superior.

- vi. Civil servants do not want or need to be trained by outsiders as they believe they can carry out this task from within and rightly so. Strong demand for the product, if missing, could lead to failure.
- vii. Civilizations and the clashes between them should be included in the general courses, as well as local languages which will ease communication between local civil servants and constituents.
- viii. A full-fledged in-depth study on the critical knowledge areas before they are ascertained should be undertaken. There is a disconnect between top governance training institutions and the government, which complicates matters. Case studies should be the main focus and private sector institutes should be tapped for this resource.
- ix. GEN members themselves needed capacity building on the development, implementation and evaluation of curricula. Universities should not be categorized into arbitrary 'good', 'bad', 'mediocre' groupings as this should be decided on a case-by-case basis.
- x. Prof. Tom Christensen, Department of Political Science, University of Oslo opined that public administration discipline was important for the civil service and a formal linkage in this regard is needed. Focus may be placed on selected universities offering this discipline for acting as role model.

After above deliberations, it was decided that GINI will prepare a concept paper on governance programs, executive education programs/courses and faculty capacity building in the light of experts' views and circulate to all members of GEN for input before finalizing the work plans for 2010.

PAKISTAN - NORWAY FORUM
GOVERNANCE EDUCATION NETWORK
FIRST INTERNATIONAL CONFERENCE ON GOVERNANCE
HOTEL SERENA, ISLAMABAD, PAKISTAN
13-15 DECEMBER, 2009

CONFERENCE PROGRAMME

Day-1: Sunday, 13th December, 2009	
<i>Time</i>	<i>Activity</i>
0900-1000	Registration - Sheesh Mahal-II
INAUGURAL SESSION - Sheesh Mahal-II	
1045	Guests to be seated
1100	Arrival of Chief Guest
1100-1105	Recitation of The Holy Quran
1105-1115	<u>Welcome Address & Objectives of the Conference</u> by Chairman, Annual Conference Sub-committee, Prof. Dr. Saeed Shafqat, Director, Centre for Public Policy & Governance (CPPG), Forman Christian (College) University, Lahore
1115-1125	<u>Opening Remarks</u> by Mr. Terje Thodesen, Development Counsellor, Royal Norwegian Embassy, Islamabad
1125-1140	<u>Opening Remarks</u> by Dr. Arne Tesli, Senior Researcher, Norwegian Institute for Urban and Regional Research (NIBR), Oslo-Norway
1140-1200	Keynote Address by Advisor GINI, Mr. Daniyal Aziz
1200-1330	Lunch

1330-1530	<p>PLENARY SESSION-I: <i>Federalism: Theory, Practice and Challenges – Sheesh Mahal-II</i></p> <p>Chair: Mr. Hamayun Saifullah Khan, MNA & Member, Parliamentary Committee on Constitutional Reforms</p> <p>Panelist: Dr. Kathleen Lauder, Senior Associate, Institute of Governance, Ottawa, Canada</p> <p>Speakers:</p> <p>1330-1355 S. Tanwir H. Naqvi, Founding Chairman, National Reconstruction Bureau, Islamabad: <i>Future of Federalism in Pakistan</i></p> <p>1355-1420 Prof. Øyvind Østerud, University of Oslo: <i>The Changing Role of the State</i></p> <p>1420-1435 Remarks by Panelist</p> <p>1435-1515 Q&A</p> <p>1515-1530 Closing Remarks of the Chair</p>
1530-1600	<i>Coffee Break</i>
PARALLEL PANELS	
1600-1800	<p>Parallel Session-I: Democracy and Security: Learning from the International Experience – Sheesh Mahal-II</p> <p>Chair: Senator Dr. Abdul Mallick Baloch, Chairperson, Senate’s Functional Committee on Problems of Less Developed Areas</p> <p>Panelists:</p> <ol style="list-style-type: none"> i. Ms. Åse Grødeland, Senior Researcher, Chr. Michelsen Institute (CMI), Bergen, Norway ii. Dr. Shabbir Cheema, Director Asia-Pacific, Governance and Democracy Initiative, East-West Center, Honolulu, Hawaii <p>Speakers:</p> <p>1600-1620 Dr. Khalida Ghaus, Managing Director, Social Policy and Development Centre (SPDC), Karachi: <i>Challenges & Responses – Democracy & Security: Pakistan Perspective</i></p> <p>1620-1640 Prof. Tom Christensen, Department of Political Science, University of Oslo: <i>Comparative Public Sector Reform – Balancing Political Control and Institutional Autonomy</i></p> <p>1640-1715 Remarks by Panelists</p> <p>1715-1745 Q&A</p> <p>1745-1800 Closing Remarks by Chair</p>

<p>1600-1800</p> <p>1600-1620</p> <p>1620-1640</p> <p>1640-1715</p> <p>1715-1745</p> <p>1745-1800</p>	<p>Parallel Session-II: Gender Equity & Governance – Sheesh Mahal-I</p> <p>Chair: Dr. Masuma Hasan, Former Secretary Cabinet Division, Government of Pakistan</p> <p>Panelist: Dr. Soofia Mumtaz, Chief of Research, Pakistan Institute of Development Economics, Islamabad</p> <p>Speakers:</p> <p>Prof. Dr. Nasira Jabeen, Institute of Administrative Science (IAS), Punjab University, Lahore: <i>Gender Equity & Governance in Pakistan</i></p> <p>Dr. Stig Jarle Hansen, University of Life Sciences, Norway: <i>Feedback Mechanisms to Change Governance Education Programs</i></p> <p>Remarks by Panelist</p> <p>Q&A</p> <p>Closing Remarks by Chair</p>
<p>1930-2130</p>	<p>Gala Dinner – Kehkashan Hall</p>

Day-2: Monday, 14th December, 2009

1100-1300	<p>PLENARY SESSION-II: <i>Decentralization and local Governance – Sheesh Mahal-II</i></p> <p>Chair: Senator Dr. Abdul Mallick Baloch, Chairperson, Senate’s Functional Committee on Problems of Less Developed Areas</p> <p>Panelist: Prof. Dr. Saeed Shafqat, Director, Centre for Public Policy & Governance (CPPG), Forman Christian (College) University, Lahore</p> <p>Speakers:</p> <p>1100-1115 Mr. Sarwar Bari, National Coordinator, PATTAN: <i>Socialization of Governance: Pakistan Experience of Local Government System</i></p> <p>1115- 1130 Dr. Arne Tesli, Senior Researcher, Norwegian Institute of Rural and Urban Research (NIBR), Oslo: <i>Norwegian Experiences with Local Government</i></p> <p>1130-1145 Dr. Shabbir Cheema, Director, Asia-Pacific Governance and Democracy Initiative, East-West Center, Honolulu, Hawaii: <i>Decentralizing Governance: Emerging Concepts and Practices</i></p> <p>1145-1200 Dr. Kathleen Lauder, Senior Associate, Institute on Governance, Ottawa, Canada: <i>Building a Citizen Government Partnership at the Local Level: Lessons from Experience</i></p> <p>1200-1215 Remarks by Panelist 1215-1245 Q&A 1245-1300 Closing Remarks by Chair</p>
1300-1400	Lunch
PARALLEL PANELS	
1400-1600	<p>Parallel Session-III: <i>Sustainable Governance Strategies to Counter Terrorism – Sheesh Mahal-II</i></p> <p>Chair: Mr. Owais Ahmed Ghani, Governor NWFP</p> <p>Panelist: Mr. Rashid Ahmed, Secretary, Establishment Department, NWFP, Peshawar</p> <p>Speakers:</p> <p>1400-1425 Dr. Syed Rifaat Hussain, Professor & Chairman, Department of Defence & Strategic Studies, Quaid-i-Azam University: <i>Governance, Civil Society & Strategies</i></p>

	<i>for Countering Terrorism: Challenges & Lessons of Pakistan</i>
1425-1450	Ms. Åse Grødeland , Senior Researcher, Chr. Michelsen Institute (CMI), Bergen, Norway - <i>International Comparative Approach to the Examination of Corruption</i>
1450-1500	Remarks by Panelist
1500-1540	Q&A
1540-1600	Closing Remarks by Chair
1400-1600	Parallel Session-IV: Poverty Alleviation and Governance – Sheesh Mahal-I
	Chair: Dr. Khalida Ghaus, Managing Director, Social Policy and Development Centre (SPDC), Karachi
	Speakers:
1400-1425	Dr. Akmal Hussain , Beaconhouse National University, Lahore: <i>A Policy Framework for Growth Through Poverty Reduction</i>
1425-1450	Dr. Arne Tesli , Senior Researcher, Dr. Arne Tesli, Senior Researcher, Norwegian Institute of Urban and Regional Research, (NIBR), Oslo-Norway: <i>Poverty Alleviation and Governance</i>
1450-1510	Remarks by Panelists
1510-1540	Q&A
1540-1600	Closing Remarks by Chair
1600-1615	Coffee Break
1615-1830	PLENARY SESSION-III: Governance Education Baseline Research Outcomes – Sheesh Mahal-II
	Chair: Prof. Dr. Sohail H. Naqvi, Executive Director, Higher Education Commission, Islamabad
	Panelist: Prof. Dr. Belal A. Khan, Vice Chancellor, Islamia University of Bahawalpur
1615-1725	Speakers: (10 Minutes Presentation by each Speaker)
	i. Dr. Zafar Iqbal Jadoon , Director, Institute of Administrative Sciences (IAS), Punjab University, Lahore: <i>Governance Programs</i>
	ii. Mr. Rahim-ul-Haque , Centre for Public Policy & Governance (CPPG), FC College, Lahore: <i>TNA of Masters Programs</i>
	iii. Mr. Ijaz Hussain , Assistant Professor of Economics, Beaconhouse National University Lahore: <i>TNA of Bachelors Programs</i>

- iv. [Dr. S. Shabib-ul-Hasan](#), Assistant Professor, Department of Public Administration, University of Karachi: *TNA of Public Colleges Programs*
- v. [Dr. Nadia Saleem](#), Associate Professor (Economics Department), FC College University, Lahore: *Current State of Executive Education Courses and Programs*
- vi. [Mr. Inaam-ul-Haque](#), Innovative Development Strategies (IDS), Islamabad: *Current State of User Needs Profile of Executive Education on Governance*
- vii. [Dr. Aisha Ghaus](#) Pasha, Director Research, Institute of Public Policy (IPP), Beaconhouse National University Lahore: *Governance Indicators*

1725-1750

Remarks by Panelists

1750-1815

Q&A

1815-1830

Closing Remarks of the Chair

Day-3: Tuesday, 15th December, 2009

**Governance Education Network Steering Committee Annual Meeting
(GEN Members only) - Sheesh Mahal-I**

1000-1115	Review Progress of Program Components/ Approval of Policy Framework for Development of Governance Programs
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1115-1200	Approval of Work Plan for 2010
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1200-1225	<i>Coffee Break</i>
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CONCLUDING SESSION - Sheesh Mahal-II

1230-1240	Guests to be Seated
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1240-1250	Arrival of Chief Guest
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1250-1255	Recitation of The Holy Quran
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1255-1300	Welcome Address by Chairman, Annual Conference Sub-committee
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1300-1315	Closing Keynote by Advisor GINI
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1315-1330	Presentation of Conference Recommendations by Conference Secretary
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1330-1400	Closing Address by Mr. Kiramatullah Khan, Speaker Provincial Assembly, NWFP, Peshawar
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1400-1545	<i>Lunch/ Dispersal Conference Delegates</i>
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**EXPERTS' CONSULTATIVE WORKSHOP - Sheesh Mahal-I
(On Special Invitation)**

1545-1800	Development of Governance related Programs / Faculty Capacity Building Programs
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1800-1845	Development of Executive Education Programs / Courses
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PAKISTAN-NORWAY FORUM
GEN FIRST INTERNATIONAL CONFERENCE ON
GOVERNANCE, SUSTAINABLE GROWTH, PEACE AND EQUITY
ISLAMABAD, PAKISTAN -- 13-15 DECEMBER 2009

LIST OF CONFERENCE DELEGATES

1.	Mr. Owais Ahmed Ghani	Governor NWFP
2.	Mr. Kiramatullah Khan	Speaker Provincial Assembly, NWFP
3.	Mr. Hamayun Saifullah Khan	MNA & Member Parliamentary Committee on Constitutional Reforms
4.	Dr. Abdul Mallick Baloch	Chairperson, Functional Committee on Problems of Less Developed Areas, Senate Sectt, Parliament House, Islamabad Tel: 051-9223964, Cell: 0300-8113202
5.	Mr. Bilal Khar	Member Provincial Assembly Punjab, Lahore
6.	Prof. Saeed Shafqat	Director, Centre for Public Policy & Governance (CPPG), FC College University, Lahore. Chairperson Program Sub-committee on Annual Conference Tel: 042-9231581-88, Cell: 0321-5154947 ss2009@columbia.edu
7.	Dr. Zafar Iqbal Jadoon	Director, Institute of Administrative Sciences, Chairman, National Committee on Public Administration Curriculum, Punjab University, Lahore, Chairperson, Program Sub-committee on Governance Curriculums Tel: 042-993231815, Cell: 0300-8421886 m.z.iqbal@stir.ac.uk
8.	Dr. Khalida Ghaus	Managing Director Social Policy and Development Centre (SPDC) 15, Maqbool Co-operative Housing Society, Block 7 & 8, Karachi - 75350 & Chairperson Program Sub-committee on Research Tel: 021-34534284/111-113-113, Cell: 0343-2605516 kghaus2001@yahoo.com

9.	Dr. Syed Rifaat Hussain	Professor & Chairman Department of Defence & Strategic Studies Quaid-I-Azam University, Islamabad & Chairperson Program Sub-committee on TNA Tel: 051-90643076, Cell: 0300-5246646 rifaathussain@yahoo.com
10.	Dr. Sarfraz Hussain Ansari	Asst Prof, Department of Government & Public Policy, National Defence University, E-9, Islamabad & Acting Chairperson Program Sub-committee on Executive Education Tel: 051-2008125710, Cell: 0300-8560120 sarfraz.ansri@gmail.com
11.	Prof. Dr. Sohail H. Naqvi	Executive Director, Higher Education Commission, H-8, Islamabad snaqvi@hec.gov.pk
12.	Dr. Aisha Ghaus-Pasha	Institute of Public Policy, Beaconhouse National University, Lahore Cell: 0306-4543693 aishagp@aol.com
13.	Mr. Sarwar Bari	National Coordinator PATTAN, H. 5, St. 58, F-10/3, Islamabad Tel: 051-2299494/2211875, Cell: 0300-8545572 bari@pattan.org
14.	Ms. Ghayur Fatima	Director Curriculum Higher Education Commission, H-9, Islamabad Tel: 051-90402441, Cell: 0300-5286036 gfatima@hec.gov.pk
15.	Ms. Farzana Shahid	Registrar Beaconhouse National University, 3-C, Zafar Ali Road Gulberg-V, Lahore; Cell: 03218412616 farzana@bnu.edu.pk
16.	Associate Prof. Najaf Yawar Khan	Director & Chairperson, Management Studies Department, G.C. University, Lahore Cell: 0300-9400258 najafyawar@gmail.com

17.	Prof. Dr. Akhtar Baloch	Chairman Department of Public Administration, University of Karachi, University Road Karachi Cell: 0321-9268174 abaloch@hotmail.com
18.	Mr. Ameer Haider	Associate Professor, Hamdard University, Madinat ul Hikmah, Muhammad Bin Qasim Avenue, Karachi Tel: 021-6440054, Cell: 0345-3684390 h2zp@yahoo.com
19.	Lt Gen S. Tanwir H. Naqvi (R)	Founding Chairman, National Reconstruction Bureau, Govt of Pakistan, Islamabad 8-Askari Villas, 16 Street, Khayban-e-Tauhid, Zamzama, Karachi Tel: 021-5831999 tanwirnaqvi@yahoo.com
20.	Maj Gen (R) Syed Usman Shah	Head of Governance Department National University of Modern Languages, H-9, Islamabad Cell: 0300-5001636 usmanshah47@gmail.com
21.	Dr. Danishmand	Dean Faculty of Management Sciences International Islamic University, H-10, Islamabad Tel: 051-9257950 patodean.fms@iiu.edu.pk
22.	Mr. Aazar Ayaz	Executive Director, The Researchers, H. 614, St. 10, G-11/1, Islamabad Cell: 0345-8559800 aazarayaz@gmail.com
23.	Mr. Zafar Hayat Malik	Chief Executive Officer, Devolution Trust for Community Empowerment, DTCE), H. 4, Nazimuddin Road, F-8/1, Islamabad zafar7@hotmail.com
24.	Dr. Arne Tesli	Senior Researcher NIBR, Oslo Focal Person for Executive Education & Annual Conference arne.tesli@nibr.no

25.	Professor Øyvind Østerud	Department of Political Science, University of Oslo, Norway oyvind.osterud@stv.uio.no
26.	Professor Tom Christensen	Department of Political Science, University of Oslo, Norway tom.christensen@stv.uio.no
27.	Dr. Stig Jarle Hansen	University of Life Sciences, Oslo, Norway stig.hansen@nibr.no
28.	Ms. Åse Grødeland	Senior Researcher, Chr. Michelsen Institute (CMI), Bergen, Norway ase.grodeland@cmi.no
29.	Mr. Knut Espeland	Senior Advisor, Norwegian Ministry of Foreign Affairs knut.espeland@mfa.no
30.	Mr. Terje Thodesen	Development Counsellor Royal Norwegian Embassy, H.25, St.19, F6/2, Islamabad Tel: 051-2279720-4, Cell: 0343-5500934 teth@mfa.no
31.	Dr. Shabbir Cheema	Director, East West Centre, Honolulu, Hawaii cheemas@eastwestcenter.org
32.	Dr. Kathleen Lauder,	Senior Associate, Institute on Governance 122, rue Clarence Street, Ottawa ON K1N 5P6 Tel.: 613-562-0092 #242, Fax: 613-562-0097 klauder@iog.ca
33.	Dr. & Mrs. Nadir Choudhry	London, UK
34.	Dr. Belal Ahmed Khan	Vice Chancellor, Islamia University Bahawalpur Tel: 062-9250235, Cell: 0346-8820000 vc@iub.edu.pk
35.	Prof. Dr. Asmatullah Khan	Vice Chancellor, University of Science & Technology, Bannu, NWFP Cell: 0300-5650042 drasmat53@yahoo.co ; or vc@ustb.edu.pk

36.	Dr. Masuma Hasan	Chairperson, Pakistan Institute of International Affairs (PIIA), Aiwan-e-Sadar Road / Maulana Din Muhammad Wafai Road, P.O Box , Karachi Tel: 021-5682891 masumahasan@hotmail.com
37.	Mr. Justice (R) Amjad Ali	Legal Advisor, DTCE, Islamabad
38.	Ms. Fouzia Yazdani	The Researchers, H. 614, St. 10, G-11/1, Islamabad
39.	Maj Gen (R) Sikandar Shami	Former Director General, NIPA and Civil Services Academy, Lahore 43, Askari Villas, Sarwar Colony (Near Rahat Bakery), Sarwar Road, Lahore Cantt Cell: 0321-8480920
40.	Mrs. Sikandar Shami	Ph.D. Scholar, Lahore
41.	Dr. Akmal Hussain	Beaconhouse National University 3-C, Zafar Ali Road, Gulberg-V, Lahore Tel: 042-5718262 Ext 846, Cell: 03008475329 akmalhus@sayyed.com.pk
42.	Prof. Dr. Nasira Jabeen	Human Resources Development Centre (HRDC) Institute of Administrative Sciences University of the Punjab, Lahore
43.	Dr. Rashid Ahmad Khan	Dean Faculty of Management Sciences National University of Modern Languages H-9, Islamabad Tel: 051-9258990 / 2105080 dean-mgt@numl.edu.pk
44.	Dr. Sohial Mahmood	Head of International Relations Department, National University of Modern Languages, H-9, Islamabad
45.	Dr. Soofia Mumtaz	Chief of Research, Pakistan Institute of Development Economics (PIDE) Quaid-i-Azam University, Islamabad Cell: 0321-5846435 soofia@pide.org.pk

46.	Dr. S. Shabib ul Hasan	Assistant Professor, Dept of Public Administration, University of Karachi TNA of Public Colleges Programs Cell: 0321-3763430
47.	Dr. Zareen Abbasi	Chairperson Department of Public Administration University of Sindh, Jamshoro, Allama I.I. Kazi Campus, Jamshoro-76080, Sindh Tel: 0092-22-2771681-90, Cell: 0300-3088061 zareenabbasi@hotmail.com
48.	Dr. Muhammad Bux Burdey	Asst Prof, Department of Public Administration University of Sindh, Jamshoro Allama I.I. Kazi Campus, Jamshoro-76080, Sindh Cell: 0300-3094700 mburdey@yahoo.com
49.	Dr. Naudir Bakhat	Dean Political Science Department, University of Balochistan, Quetta, Balochistan Tel: 081-9211008, Cell: 0301-3756546 naudirmangolvi@yahoo.com
50.	Dr. Abdul Naeem	Director IMS, University of Balochistan, Quetta Cell: 0333-7844570 naemyz@yahoo.com
51.	Prof. Dr. Shadiullah Khan	Chairman Department of Public Administration Gomal University, D.I. Khan, NWFP Tel: 0966-750122 shadiullahkhan@yahoo.com
52.	Prof. Dr. Shah Jahan	Director Institute of Management Studies, Peshawar University, Peshawar Tel: 091-9216668 / 5701808, Cell: 0300-8590347 shahkhan88@hotmail.com
53.	Prof. Dr. Hafiz Muhammad Tufail	International Islamic University, Islamabad, 196-E, St.17, G-6/2, Islamabad drtufail@yahoo.com
54.	Dr. Amanullah Memon	Associate Prof, Pak Studies, Allama Iqbal Open University, Islamabad Tel: 051-4436550, Cell: 0333-5206339 aman.memon@gmail.com

55.	Dr. Taqi Bangash	Coordinator Social Sciences, SZABIST, Islamabad Interest: Present Paper tilted Centripetal Forces versus Centrifugal Tendencies: An Analysis during Plenary Session on Federalism Cell: 03449025305 d.bangash@yahoo.com
56.	Mr. Khalid Mumtaz	Head of Management Science Department, Bahria University, E-8, Islamabad Tel: 051-9260002-ext 233, Cell: 0300-8508050 khalid@bahria.edu.pk
57.	Dr. Najeeb A. Khan	Preseton University, Islamabad / Rawalpindi Cell: 0300-5106972
58.	Dr. Mukhtar Alam	Director, Research & Planning, Hazara University, Mansehra, NWFP Tel: 0997-530353, Cell: 0333-5100825 rp.director@gmail.com
59.	Prof Dr. Bahadar Shah	Chairman, Department of Management Sciences, Hazara University, Mansehra Tel: 0997-414146, Cell: 0300-9093909 bahadarshah@gmail.com
60.	Dr. M. Nazrul Islam	Dean Faculty of Social Sciences International Islamic University, H-9, Islamabad
61.	Dr. Saif Abbasi	Head Department of Sociology, International Islamic University, H-9, Islamabad Tel: 051-9019518
62.	Mr. Farhan Naveed Yousaf	Assistant Professor, Department of Sociology, International Islamic University, H-9, Islamabad
63.	Prof. Anwar Ahmed Zai	Chairman, Board of Intermediate & Secondary Education Karachi & Committee of Chairmen, Sindh Bakhtairi Youth Center, North Nazimabad, Karachi - 74700 Tel: 021- 99260202, Cell: 0300-8222814 info@biek.edu.pk
64.	Dr. Thomas Christie	Director, Agha Khan Examination Board & Group (Baluchistan) Tel: 021-35224702, Cell: 0300-8288401 thamas.christie@aku.edu

65.	Prof. Muhammad Iqbal	Chairman, B.I.S.E. Swat & C.O.C.,N.W.F.P Tel: 0946-9240186, Cell: 0300-8479724
66.	Prof. Ch. Abdul Hafeez	Chairperson, Board of Intermediate and Secondary Education Rawalpindi 147-D, 6th Road, Satellite Town, Rawalpindi Tel: (0092) 051-9290529 chairman@biserwp.edu.pk
67.	Prof Dr. Hmayatullah Khan	Chairman, Inter Board Committee of Chairmen, Peshawar Tel: 0992-392010, Cell: 0302-8115577
68.	Prof. (R) Farhad Jan	Chairman, Board of Intermediate & Secondary Education, Peshawar Tel: 091-9216260, Cell: 0300-8586773
69.	Dr. Rauf-i-Azam	Director, Arid Agriculture University, Muree Road, Rawalpindi Cell: 0321-5177496
70.	Mrs. Dr Shaheen Khan	Chairperson, Federal Board of Intermediate and Secondary Education Sector H-8/4, Islamabad Tel: 051-9250601, 9250660 chairperson@fbise.edu.pk
71.	Mr. Muhammad Roman	Network Engr, FBI&SE, Islamabad Cell: 0333-5282628
72.	Dr. Nadia Saleem	Associate Professor, Department of Economics, F.C. College (University) Lahore Cell: 0308-5208565 nadia-saleem@hotmail.com
73.	Prof. Hamid Shour	National University of Modern Languages, H-9, Islamabad Cell: 0345-5362792
74.	Mr. Adnan Jehangir	Assistant Professor, Islamabad Model College for Boys, I-8/3, Islamabad Cell: 0332-5142315

75.	Mr. Altaf Hussain Khattak	Government College, Abbottabad Cell: 0333-5030754
76.	Maj Gen (R) Owais Mushtaq	Member FPSC Islamabad
77.	Mr. Muhammad Naeemul Haq	Member, National Reconstruction Bureau (NRB), Prime Minister's Secretariat, Islamabad – Pakistan Tel: 051-9207056
78.	Mr. Humayun Ishaq Chohan	Secretary, National Reconstruction Bureau (NRB), Prime Minister's Secretariat, Islamabad – Pakistan Tel: 051-9203084
79.	Mr. Atta Mohammad Raja	Additional Secretary, Cabinet Division, Government of Pakistan, Islamabad Cell: 0308-5059826
80.	Mr. Muhammad Zeeshan Ahmed	Director, Ministry of Foreign Affairs, Islamabad – Pakistan; Tel: 051-9207775
81.	Mr. Rizwan Ahmad Sheikh	Director, Prime Minister's Secretariat, Islamabad Cell: 0333-5366216
82.	Mr. Riaz Mahmood	Sr. Joint Secretary, Ministry of Law & Justice, Islamabad Cell: 0334-4886003
83.	Mr. Muazzam Ali Janjua	Deputy Consultant, National Reconstruction Bureau (NRB), Prime Minister's Secretariat, Islamabad – Pakistan
84.	Mr. Attaullah Khan	Provincial Assembly Secretariat, NWFP Peshawar
85.	Mr. Rashid Ahmed	Secretary Establishment Dept, NWFP Tel:091-9210349, Cell:0321-9090334 rash0003@gmail.com or rash003@hotmail.com
86.	Mr. Ghufraan Memon	Special Secretary Education, Government of Sindh, Karachi Tel: 021-99211480, Cell: 0300-9226233 sanwalsarwaan2000@yahoo.com

87.	Mr. Nadeem-ur-Rehman	Additional Secretary, Education Department, Government of Punjab, Lahore Tel: 042-99212017 nadeemswat@yahoo.com
88.	Mr. Hasan Nasir Jamy	Secretary, Local Government Department, Government of the Punjab, Lahore Cell: 0322-8887796
89.	SSP Qazi Jamil-ur-rehman	District Police Officer, Abbottabad, NWFP Tel: 0992-9310026, Cell: 0300-8593509 jamilqazipk@yahoo.com
90.	Mr. Atta-ur-Rehman Lodhi	Secretary Higher Education, Government of NWFP Peshawar; Tel: 091-9210337, Cell: 0300-9115404 pc_hednwf@yahoo.com
91.	Mr. Atta Ullah Khan	Director, Elementary Education, Peshawar, NWFP
92.	Mr. Muhammad Siddiq Sherani	Additional Secretary (Schools), Government of Balochistan, Quetta Tel: 0313-9201844
93.	Mr. Shamsullah Khan	Deputy Secretary, Board of Intermediate & Secondary Education, Quetta Tel: 0333-7858909
94.	Capt. (R) Shahbaz Tahir Nadeem	Assistant Commissioner City (Red Zone), Islamabad
95.	Mr. Arif Karim	Section Officer, Cabinet Division, Government of Pakistan, Islamabad Cell: 0333-6508180
96.	Dr. Shaikh Murtaza Ahmad	Former Chief Planning Commission, Islamabad
97.	Ms. Saeed un Nisa Abbasi	Ex-Director General, Public Administration Research Center (PARC), Islamabad Cell: 0300-9746248

98.	Ms. Noreen Mehfooz	Internee, Ministry of Foreign Affairs, Islamabad Cell: 0333-9266476
99.	Mr. Sunaina Syed	Internee, Ministry of Foreign Affairs, Islamabad Cell: 0343-5275017
100.	Mr. Sher Ali Khan	Trainee, Ministry of Law & Justice, Islamabad Cell: 0333-9707170
101.	Mr. Farooq	Trainee, Ministry of Law & Justice, Islamabad Cell: 0333-9701147
102.	Dr. Sohail Malik	Chairman, Innovative Development Strategies (IDS) H. 5, St. 44, Sector F-8/1, Islamabad Tel: 051-2853080, Cell: 0300-8554127
103.	Mr. Rahim Ul Haque	Researcher, Centre for Public Policy and Governance, FC College, Lahore - TNA of Masters Programs
104.	Mr. Ijaz Hussain	Assistant Professor of Economics, Department of Economics, Beaconhouse National University, Lahore Cell: 0300-8420554
105.	Ms. Sumbal Rana	Assistant Lecturer, Department of Economics, Beaconhouse National University, Lahore Cell: 0332-4263556
106.	Mr. Inaam-ul-Haque	Innovative Development Solutions (IDS), H.5, St. 44, F-8/1, Islamabad - Current State of User Needs Profile of Executive Education on Governance
107.	Ms. Saima bashir	Research Demographer, Pakistan Institute of Development Economics (PIDE), Islamabad Tel: 052-9248056, saimabashir.82@gmail.com
108.	Mr. Zubair Shahid	Researcher, M.Phil, Beaconhouse National University, Lahore

109.	Syed Waqar Ali	National University of Modern Languages, H-9, Islamabad
110.	Mr. Abdul Hamid	National University of Modern Languages, H-9, Islamabad Cell: 0333-5256274
111.	Mr. Ali Sher	Assistant Professor, Government College, Lahor, District Swabi, NWFP Cell: 0334-8691849
112.	Advocate Kashif Hanif	Room 11-12, 4 th Floor, Al-Sehat Center Rafique Shaheed Road, Annex to Regent Plaza Hotel Karachi Tel: 021-5674702, Cell: 0300-9284902
113.	Syed Ali	Director Media Relations, DTCE, Islamabad Cell: 0321-5000431
114.	Ms. Nilofar Afridi Qazi	Senior Coordination Officer, UN Resident Coordinator Office, Islamabad nilofar.qazi@un.org.pk
115.	Mr. Nadeem Haider	Norwegian Embassy Representative, Islamabad
116.	Ms. Christine Pagen	Education Advisor, US-AID/Pakistan, American Embassy, Diplomatic Enclave, Ramna-5, Islamabad
117.	Mr. Saeed Ashraf Siddique	DG Development Assistance, US-AID/Pakistan, American Embassy, Diplomatic Enclave, Ramna-5, Islamabad
118.	Ms. Rabya Nizam	DFID, Islamabad Cell: 0300-8567025
119.	Ms. Teseena Rafi	AC Nielsen - Pakistan, Karachi Tell: 021-111-111-226
120.	Mr. Zahid Elahi	Country Representative, Development Alternatives International, Islamabad

121.	Mr. Kayzad Kalikobad	Islamabad
122.	Col. (R) Imran Afzal Malik	Director, Innovative Development Strategies (IDS) H. 5, St. 44, Sector F-8/1, Islamabad Tel: 051-2853080
123.	Ms. Sannia Abdullah	Quaid-i-Azam University, Islamabad Cell: 0332-5182526
124.	Ms. Adeela Rehman	Fatima Jinnah Women University, The Mall Road, Rawalpindi
125.	Ms. Sara Aziz	Teaching Assistant, Fatima Jinnah Women University, The Mall Road, Rawalpindi Cell: 0332-5230287
126.	Ms. Sehrish Salam	Teaching Assistant, Fatima Jinnah Women University, The Mall Road, Rawalpindi Cell: 0322-8547931
127.	Ms. Farida Saleem	Ph.D. Scholar, Lecturer, Business Administration Department, Fatima Jinnah Women University, The Mall, Old Presidency, Rawalpindi Tel: 051-9270050
128.	Ms. Hina Batool	H. 49, St. 3, Shehzad Town, Park Road, Islamabad Tel: 051-2614679, Cell: 0300-5566665 hina_batool9@yahoo.com
129.	Ms. Amna Yousaf Khokhar	MS Student, Kinnaird college, Lahore Flat #6, 44-Zaki Center, I-8/Markaz, Islamabad Cell: 03008430491 amna.yousaf@gmail.com
130.	Mr. Tahir M.Azad	M.Phil. Student, Nucleus Studies, National Defence University, Islamabad Tel: 051-4320687, Cell: 0334-5229879 tahir_azadpk@yahoo.com
131.	Mr & Mrs. Mubeen Adnan	Lecturer, Political Science Department, University of the Punjab, Lahore Tel: 042-7084218, Cell: 0321-4407889 mubeen255@gmail.com

132.	Mr. Asif Saeed	Head of Department of Economics, G.C. University, Lahore Cell: 0333-4525870 asifsaeedpk@yahoo.com
133.	Mr. Junaid Ahmed Noor	Adjunct Faculty, Department of Economics GC University, Lahore Cell: 0333-4137548 or 0345-4034203 noorjunaid@gmail.com
134.	Mr. Javed Anwar	Human Rights Commission of Pakistan (HRCP), Islamabad Cell: 0334-5334988
135.	Mr. Abbas	Human Rights Commission of Pakistan (HRCP), Islamabad
136.	Mr. Ali Afzal Khan	Director, Mage Baad Shamsee Tawanae, Islamabad Cell: 0305-5282021
137.	Mr. Rizwan Shoukat	CEO, Voice TelTech, Islamabad
138.	Mr. Asad Ali	Manager Operations, City & Guilds, Islamabad Cell: 0321-4145714
139.	Mr. F. M. Lodhi	ECO (R), Pakistan Public Welfare Services Provider, Islamabad
140.	Syed Naeem Bukhari	Human Capital Management Institute (HCMI) H.826, St. 85, I-8/4, Islamabad Cell: 0345-5131371 nbukhari@hcmi.org.pk
141.	Syed Sajjad Hussain Shah	Human Capital Management Institute (HCMI) H.826, St. 85, I-8/4, Islamabad Cell: 0333-6482776
142.	Mr. Zubai K. Bhatti	Director of Programs, The Asia Foundation, P.O. Box No. 1165, Islamabad Tel: 051-2650523, Cell: 0308-2221659
143.	Mr. Umar Kiani	Manager Operations, SAHIL, Islamabad Cell: 0300-5101035

144.	Mr. Muhammad Tahir Tabassum	Executive Director / CEO, Institute of Peace and Development (INSPAD), P.O. Box No. 152, Satellite Town, Rawalpindi Cell: 0331-5026167
145.	Dr. Paul Lundberg	Chief of Party, DTW, US-AID Project, F-8/1, Islamabad
146.	Mr. Muhammad Zaheer	Deputy Chief of Party DTW, USAID Project, F-8/1, Islamabad; Cell: 0300-5244249
147.	Ms. Hooria Khan	Women Resource Centre, Shirkat Gah, Lahore Tel: 042-35836554 hooria.khan@gmail.com
148.	Ms. Amina Samuddin	Women Resource Centre, Shirkat Gah, Lahore Tel: 042-35836554 aminasami@hotmail.com
149.	Brig. Waqar	Nexus Solutions (IT Company), Rawalpindi Cell: 0333-5149686
150.	Mr. Mohammad Alamgir	Free Lance Writers, Islamabad
151.	Ms. Mussarat Yousuf	Consultant, NORAD (Norwegian Embassy) Cell: 0300-5002367
152.	Mr. Abdul Hamid	Cell: 0321-5089231
153.	Mr. Tahir Ishaq	Cell: 0300-5105864

M.Phil Students from the Departments of Government & Public Policy, Nuclear and Peace & Conflict Studies, NDU, Islamabad	
154.	Ms. Fouzia Amin
155.	Ms. Sumana Rubab
156.	Ms. Sadaf Sultana
157.	Mr. Tufail Anjum
158.	Mr. Ghulam Mujtaba
159.	Mr. M. Asghar Khan
160.	Ms. Nayab Naeem
161.	Ms. Muna Khayal Khattak
162.	Ms. Irum Khan
163.	Ms. Uzma Bilal
164.	Mr. Asad shah
165.	Mr. Aqab Mughal
166.	Mr. Mehboob Alam
167.	Mr. Zain Rafique
168.	Mr. Mujahid Hussain
169.	Mr. Fiaz Hussain
170.	Mr. Arshad Iqbal
171.	Mr. Waqas Idrees Mughal
172.	Ms. Naila Erum
173.	Mr. Laiq-ur-Rehman Wazir
174.	Mr. Tahir Abbas Sial
175.	Mr. Adeel Azam
176.	M. Azfar Anwar
177.	Mr. Abid Shah
178.	Mr. Fawad Aslam
179.	Ms. Nadia
180.	Ch. Mohammad Siddique
181.	Ms. Natasha Ishfaq
MS & M.Sc. (Sociology) Students, International Islamic University Islamabad	
182.	Ms. Nadia Nawaz Ch.
183.	Ms. Sommiya Arif
184.	Ms. Nida Zafar Khan
185.	Mr. Mohammad Saeed
186.	Ms. Madeeha Syed
187.	Ms. Saira Qayyum
188.	Ms. Umar Draz
189.	Mr. Bilal Shoukat
190.	Mr. Umair Ahmed
191.	Ms. Rabia Aslam
192.	Ms. Latafat Aziz

GINI - Secretariat Staff		
193.	Mr. Daniyal Aziz	Advisor GINI, Islamabad Tel: 051-2203284, Cell: 0300-5162467 dax100@hotmail.com
194.	Brig (R) Muhammad Saleem	Coordinating Consultant Tel: 051-2876513, Cell: 0300-850140 saleemwains@hotmail.com
195.	Mr. Adnan Shah	Consultant (GIS / NARIMS)
196.	Syed Mushir Ali Naqvi	Director, GINI
197.	Syed Sarfaraz Ali	Director / Acting CEO, GINI
198.	Raja Muhammad Nasim Khan	Company Secretary Tel: 051-2870322, Cell: 0300-5288655 nasimraja@hotmail.com
199.	Mr. Usama Bakhtiar Ahmed	Research Manager GINI, Islamabad Tel: 051-2876508, Cell: 0303-5661538 usamab@gmail.com
200.	Mr. Sajjad ul Hasan Qureshi	Manager (IT & Web) Cell: 0322-5097422 info@giniweb.net or s.hasan@giniweb.net
201.	Mr. Fahad Shabbir	Manager (MIS)
202.	Mr. Zahoor Ahmad	Manager (Admin)
203.	Mr. Mohammad Imran Karim	Manager (Accts & Finance)

Press / Media Photographers / Cameramen and News Reporters		
<i>(For Serena Hotel and surrounding Beat)</i>		
204.	Mr. Aized Ali	CRSS, Islamabad, (Incharge Media Relations of the Conference) Cell: 0321-8504590 aizedali@gmail.com
205.	Ms. Sana Khan	CRSS, Islamabad, (Media Coordinator of the Conference) Cell: 0336-5351420 sana.skhan@gmail.com
206.	Mr. Iqbal	Press Information Department (PID), Government of Pakistan, Islamabad Cell: 0333-5173030 E-mail: iqbalphoto61@gmail.com
207.	Mr. Sohail Malik	Daily Nawa-i-Waqt, Islamabad Cell: 0300-5312057 E-mail: malikisb@gmail.com
208.	Mr. Rizwan Khan	Daily Azkar, Islamabad Cell: 0333-5213633 E-mail: rizwanphoto@gmail.com
209.	Mr. Mohammd Maroof	SAMAA TV, Islamabad Cell: 0301-7182614 E-mail: maroof.12@hotmail.com
210.	Mr. Mohammad Jamil	SAMAA TV, Islamabad Cell: 0313-9337399
211.	Mr. Mansoor Alam	Cameraman, SAMAA TV, Islamabad Cell: 0300-2683427
212.	Mr. Mohammad Tariq	SAMAA TV, Islamabad Cell: 0345-8234407
213.	Mr. Zeeshan Shamsi	Reporter, SAMAA TV, Islamabad Cell: 0345-8234052
214.	Mr. Jamshed Khan	Reporter, Express TV, Islamabad Cell: 0346-5298889 E-mail: jamshed.khan@express.tv

215.	Mr. Khurram Roshaan	Cameraman, Express TV, Islamabad Cell: 0300-5342580
216.	Syed Ali Ehsan	Reporter, Express TV 24/7, English News Channel, Islamabad Cell: 0321-5243964 E-mail: syed_ali@live.com
217.	Mr. Jahangir Chaudhry	Photographer, Daily Jang, Islamabad/Rawalpindi Cell: 0300-5147130 E-mail: chphoto123@gmail.com
218.	Mr. Abrar Mustafa	Reporter, Daily Jang, Islamabad Tel: 051-2878020 Cell: 0333-5600056 E-mail: dogar313@gmail.com
219.	Mr. Latif	Cameraman, PTV, Islamabad Tel: 051-9206914
220.	Mr. Mustafa Ahmad	Reporter, PTV, Islamabad Tel: 051-9206914
221.	Mian Sami	Reporter, PTV News, Islamabad Cell: 0333-5220873
222.	Mr. Nawaz Ahmad	ARY News, Islamabad Cell: 0345-3022108 E-mail: nawaz_ary@yahoo.com
223.	Mr. Azam Khan	Reporter, Daily The Nation, Islamabad Cell: 0300-5590706 E-mail: azam.khan@hotmail.com
224.	Syed Mehdi	Photographer, Daily The Nation, Islamabad Cell: 0300-5191395
225.	Mr. Faisal Raza Khan	Reporter, Dawn News TV, Islamabad Cell: 0322-8563793 E-mail: faisal.raza@dawnnews.tv
226.	Mr. Tallat Farooq	Cameraman, Dawn News TV, Islamabad Cell: 0333-5117254

227.	Mr. Ishaque Ch.	Reporter, Daily Dawn, Islamabad Cell: 0333-5185777 E-mail: ishaqch_skp@hotmail.com
228.	Mr. Hanif Khattak	Photographer, Daily The News, Rawalpindi/Islamabad Cell: 0300-5202100
229.	Mr. Haroon Siddiqui	Reporter, Dunya News Channel, Islamabad Cell: 0321-5136925 E-mail: haroon.siddidui@hotmail.com
230.	Mr. Omar Gul	Cameraman, Dunya News TV Channel, Islamabad
231.	Ms. Aisha Khan	Reporter, DUNYA News TV Channel, Islamabad Cell: 0344-4440275 E-mail: ayesha.khan@dunyanews.tv
232.	Mr. Musassar Shahood	Cameraman, Dunya News TV Channel, Islamabad Cell: 0334-5251585 E-mail: mudassar_shahood@yahoo.com
233.	Mr. Wasim Iqbal	Producer / Reporter, NewsOne TV, Islamabad Cell: 0345-5191059 E-mail: diplomatavenue@hotmail.com
234.	Mr. Yasir Bhatti	Cameraman, NewsOne Channel, Islamabad Cell: 0313-5173438
235.	Mr. Mazhar Iqbal	Reporter, ATV Channel, Islamabad Cell: 0300-9813596 / 0322-5330030
236.	Mr. Tariq Ismail	Reporter, Waqt News TV, Islamabad Cell: 0300-6336636 E-mail: tariq.rohi@gmail.com
237.	Mr. Ali Sher	Reporter, Waqt News TV, Islamabad Cell: 0300-5100364 E-mail: ali_sher191@hotmail.com
238.	Mr. Mohammad Abu Rehan	Reporter, Waqt News TV, Islamabad Cell: 0333-5154666 E-mail: reganmedia@yahoo.com
239.	Mr. Noshad Abbas	Cameraman, Waqt News TV, Islamabad Cell: 0331-5427679

240.	Mr. Irfan Ghauri	Reporter, Daily Times, Islamabad Cell: 0322-5009006 E-mail: ighauri@gmail.com
241.	Mr. Shabbir Hussain	Reporter, Daily Times, Islamabad Cell: 0333-5233884 E-mail: shabbirisb@yahoo.com
242.	Ms. Sehrish Majeed	APNA News TV Channel, Islamabad Cell: 0306-5080991 E-mail: sehrishmajeed_apna@yahoo.com
243.	Mr. Sher Khan	Reporter Daily Pakistan Observer, Islamabad
244.	Mr. Taha Warsi	Photographer, Daily Pakistan Observer, Islamabad Cell: 0336-5259765
245.	Mr. Anwer Abbas	Chief Reporter, Daily The Frontier Post, Islamabad Cell: 0333-5576113 / 0334-5576113 Fax: 051-2602463 E-mail: ubbasscynasure@gmail.com
246.	Mr. Nadeem Yasir	Reporter, Business Day, Islamabad Cell: 0321-5002696 E-mail: nadeem.yasir@gmail.com
247.	Mr. Parvez Mughal	Daily Oman, Islamabad Cell: 0300-5361174
248.	Mr. Tariq Mehmood	APP, News Agency, Islamabad Cell: 0333-5518556 (Fax: 051-2203060) E-mail: tariq_app@yahoo.com
249.	Ms. Kishwar Sarfaraz	Staff Reporter, AFP (News Agency), Islamabad Cell: 0300-5134125
250.	Mr. Shahzaib Bokhari	SANA, News Agency, Islamabad Cell: 0333-7656685 E-mail: shahzaib.bokhari@hotmail.com
251.	Rana Muhammad Tariq	Staff Reporter, ONLINE News Agency, Islamabad Cell: 0334-5441918
252.	Mr. Sohail Shahzad	ONLINE News Agency, Islamabad Cell: 0300-9894044

253.	Mr. Waseem Gillani	PNL (News Agency), Islamabad Cell: 0331-5057631
254.	Ms. Farah Shan Ch.	PNL (News Agency), Islamabad Cell: 0300-5382841 E-mail: farhanaz@yahoo.com
255.	Malik Saeed	Independent News Pakistan (INP), News Agency, Islamabad Tel: 051-111-111-311 Fax: 051-111-111-411 Cell: 0333-5916477 E-mail: maliksaeedawan@gmail.com
256.	Syed Mohammad Ali	Journalist, Islamabad Cell: 0301-5555754 E-mail: smali_pwc@yahoo.com

CONCLUDING STATEMENT

In the back drop of deepening governance crisis in Pakistan arising out of growing mistrust between the governing and the governed, the Governance Education Network (GEN) first International Annual Conference on *Governance, Sustainable Growth, Peace & Equity* was held from 13-15 December, 2009 at Islamabad. The conference was an important component of the Governance Institutes Network International (GINI) initiative on promoting governance education in Pakistan with the financial assistance of Government of Norway which aims at creating a national integrated network to advance governance knowledge with the objective of creating capacity in various spheres of governance covering universities, colleges, institutions, practitioners, researchers, NGOs, think tanks, media and the student body of Pakistan. Since start of the program in November, 2008, the Governance Education Network (GEN) membership has grown to 21 members' institutions including some of the prestigious public and private universities/colleges in Pakistan and Norwegian Institutions which are actively collaborating in achieving the goals/objectives of the program

The governance education program is structured on five components of *governance curriculum, training needs assessment, executive education, research and annual conference*. The Program Steering Committee and a sub-committee for each of these components comprising members of the network have been constituted for smooth implementation of various program components.

The GEN Conference-2009 was attended by over 200 national and international delegates including political leaders, members of Parliament and Provincial Assemblies, senior officials of Federal and Provincial Governments, experts from Canada USA and Norway, academicians, diplomats, members of research organizations, donors community, media and civil society. Mr. Owais Ahmed Ghani, Governor NWFP, Mr. Hamayun Saifullah Khan, MNA & Member, Parliamentary Committee on Constitutional Reforms, Dr. Abdul Mallick Baloch, Chairperson, Senate Functional Committee on Problems of Less Developed Areas and Mr. Kiramatullah Khan, Speaker Provincial Assembly, NWFP chaired various sessions of the conference.

The focus of the Conference was on core areas of governance and to explore linkages among governance, sustainable growth, peace and equity by focusing on such themes: federalism; decentralization and local governance; gender equity and governance; poverty alleviation and governance; peaceful and sustainable governance strategies to counter terrorism. It afforded mutually learning opportunity by

capitalizing on the stakeholders' knowledge to harness Research for Development and fostered a cross contextual exchange of ideas, policy choices and institutional determinants to enhance effectiveness of governance. Additional focus of the conference was to debate the outcomes of seven baseline research studies related to governance programs, training needs assessment (TNA), executive education and governance indicators in Pakistan conducted under GINI initiative for promoting governance education, in the wider forum of all stakeholders. The stakeholders' consultation helped in assessing the demand for Governance programs (masters, bachelors and public colleges), executive education and faculty capacity building programs/courses and to finalize a policy framework for development of these programs/courses.

The experts' presentations during six sessions on the conference themes followed by open discussion through Q&A highlighted that poor governance restrains and distorts the process of development and has a disproportionate impact on the poor and weaker segments of the society which clearly shows that good governance and sustainable development are intertwined. Therefore, any policy discourse on improving peace and security implies improving governance. Some critical questions debated during the conference included: how governance processes and institutions work in democratic and authoritarian systems; the role played by parliamentary democracies in promoting social, political harmony & peace; how issues of provincial & local governance are being shaped and influenced in Pakistan and what can be learnt from the Norwegian and international experience to improve governance.

The consensus recommendations emerging out of the three days deliberations of the conference aimed at promoting good governance, sustainable growth, peace & equity were as follows:

Federalism: Theory, Practice and Challenges:

- i. Federalism offers itself as the best solution to diverse cultures and plural society like Pakistan
- ii. Comprehensive approach to federalism be adopted to promote political, administrative and fiscal reforms in the light of best international federal practices.
- iii. The resources, representation and rights of Balochistan province must be protected under the federal framework of Pakistan.

- iv. The recently announced NFC Award and Balochistan Package are steps in the right direction to promote federalism and strengthening representative form of democracy.

Democracy and Security: Learning from the International Experiences:

- i. The controversies largely woven around democracy, societal security and religious extremism demand a new paradigm to ensure socio-cultural understanding which involves dialogical reasoning to build the bridge along with paradigm of religious understanding in order to encourage rational development of democracy and civil society institutions.
- ii. There was consensus among participants to search for ways to change the authoritarian mindset of rulers.
- iii. The new security challenges have cross border linkages and demand radically different approach in addressing the issues of human well being and enhancing the capacity of institutions of governance

Gender Equity & Governance:

- i. Human capital view of gender equity be promoted and gender issues at societal and personal level be addressed.
- ii. Gender equity is critical for improving governance and be addressed remaining within our own culture and institutional context.

Decentralization and Local Governance:

- i. There is a need to strengthen and democratize internal functioning of the political parties in order to promote and deepen the culture of dialogue on specific national issues.
- ii. The decentralization including strengthening of democracy at local level and greater provincial autonomy are steps towards right direction.
- iii. One of the key concerns was that corrupt democracy must be corrected by building consensus through media and civil society's social movements.

Sustainable Governance Strategies to Counter Terrorism:

- i. There was a broad consensus to counter terrorism through a state-society partnership.
- ii. There is a growing sense of relief and realization that military operations against militants have been very successful because of strong public support and growing anti terrorism public sentiment in the country.
- iii. Political stability in Afghanistan and the fight against terrorism was considered critical to the success of Pakistan's on-going efforts to fight armed insurgency in FATA and the adjoining areas.
- iv. By improving governance and by investing in education and development sector, Pakistan stands very good chance of overcoming the challenge of extremism and terrorism.
- v. Corruption has both direct and indirect impacts on terrorist activities. For effective counter-terrorism strategies, anti-corruption practices and measures need to be adopted.

Poverty Alleviation and Governance

- i. Priority need to be given to small farmers ensuring a greater inclusiveness of the poor in growth.
- ii. Critical role of corporate agricultural farming, corporate ventures and community activism, Grameen Model as a benchmark may be considered.

Outcome of Governance Education Baseline Research:

- The national and international participants applauded the GINI initiative to promote governance education in Pakistan and the baseline research conducted on various programs of Governance Education was acknowledged as an important contribution providing initial input for executing any governance related program. The participants strongly recommended further evaluation especially in the area of executive education and the initiation of governance education at the Undergraduate Level as well.
- Main recommendations of the baseline research studies presented during the conference are given below.

Governance Programs:

- i. Pakistan's experience of running Public Administration and Public Policy programs clearly suggests that new dedicated governance programs with nomenclature such as BS(Hons)/MS in Governance may not be viable at present. Instead, there is a need for strengthening existing programs in Public Administration, Public Management, and Public Policy through development of Governance curriculum, development of indigenous reading material, and capacity building of faculty.
- ii. Post-graduate Diploma and certificate in Governance may be a viable option for launching dedicated program in Governance Studies. The Institute of Administrative Sciences, University of the Punjab, has shown willingness to start such courses subject to the availability funds for initial years.
- iii. Multidisciplinary approach is recommended for curriculum development with courses in the area of regulatory governance, service delivery, institutional and public management reform, public policy analysis, development governance and management, collaborative governance mechanisms. There is a need to develop courses with special focus on policy and management issues in various sectors of Pakistan's economy.
- iv. Networking between institutions both on supply and demand side is strongly recommended for sustainability of Governance programs. Both GINI and GEN were long awaited initiatives that need to be strengthened.

TNA of Masters Programs:

- i. Develop Minimal Consensus on Policy Instruction
- ii. Need for an Association to help Universities
 - 1) Set Curriculum & Faculty Time (Teaching, Research & Admin) Standards
 - 2) Devise Transition Plan for existing faculty to TTS
 - 3) Devise 5 year Strategic Plan for faculty development and institutional capacity building
 - 4) Linkages with foreign universities
- iii. Develop 3 tiered plan for Faculty Development:

- 1) Short Term:
 - a) Intra-university linkages between departments & Intra-city
 - b) Incentivize research through faculty seminars
 - c) Develop Short Term Course thru Pool of Experts
 - 2) Medium Term:
 - a) Institutionalize program for junior faculty
 - b) Develop intra-provincial, public-private collaboration
 - c) Short Term Sabbatical & Post Docs in foreign universities
 - 3) Long Term:
 - a) Build Domestic Centres of Excellence & PhD programs
 - b) Institutionalize linkages & exchange with foreign universities
 - c) PhD scholarships & research sabbaticals
- iv. Develop/Facilitate Research Culture:
- 1) University & Think Tanks linkages for Collaborative Research & Student Internships
 - 2) Research Grants
 - 3) Institute or Support a Peer Reviewed Policy Journal
 - 4) Collective Policy Newsletter
 - 5) Develop Specialized Library Resources
 - 6) Develop Primary Research Data Centre

TNA of Bachelors Programs:

- i. In view of mounting public policy issues, the governance situation in the country and alarmingly low access to university education, there exists an ample scope of training for students as well as faculty in the discipline of governance and public policy in Pakistan.
- ii. In current scenario, there is a strong need for graduates with competence and expertise in governance and public policy in public sector.
- iii. We need to devise and introduce new hiring process based on knowledge, skills, competence and expertise in governance and public policy. Students with two year bachelor degree apparently seem not prepared for training in governance and public policy at masters' level.
- iv. Since the people join public service after completing their bachelors therefore we as a research team strongly recommend that bachelor level is the most appropriate entry point for governance and public policy courses to create a desired social impact on governance situation.
- v. The candidates for public service with knowledge and expertise of governance should be given an extra benefit in the selection process of public servants.

- vi. A curriculum of introductory and intermediate level should be introduced as minor or elective courses in four years bachelor degree and students should be trained for governance and public policy issues through well structured advanced curriculum and training at masters' level.
- vii. Based on identified strengths of faculty from survey results we can conclude and comfortably recommend that private sector is more suitable for launching the master level program in governance and public policy.
- viii. On the other hand, public sector strongly needs to enrich its faculty through carefully planned training on governance and public policy issues before it takes initiative to start such a program.
- ix. Most of the faculty has clear and significant predisposition towards fully funded training at Ph.D level as first priority and then at Master/M.Phil level in governance and public policy preferably from some foreign academic institutions.
- x. Faculty also needs training in research, modern teaching and student assessment methods.

TNA of Public Colleges Programs:

- i. There is a need for infra-structure improvement in public Colleges, particularly in interior Sindh and Balochistan. There is specific requirement in building, faculty, electricity and furniture.
- ii. There is a need for libraries and academic books / literatures. This needs to be addressed at the earliest.
- iii. Books and course material be developed and provided in both the languages 'Urdu and English'.
- iv. If course/s related to Governance has to be introduced at college level then the colleges with only sciences disciplines be given serious thought. Because the colleges with social sciences and commerce may be able to overcome with the teaching faculty available of other relevant teaching faculty.
- v. There is a need for reorganization / restructuring of the teaching faculty in the context of human resource management. Like the right person with right qualification and expertise at the right place, as currently there is no proper management.
- vi. The course on Pakistan Studies may be taught by teaching faculty with relevant expertise and qualification in the subject area. Like Master Degree in Pakistan Studies will be the best option and the second options could be Master degree in Political Science. In this regard it may be determined that what other fields of studies are nearest / relevant to Pakistan studies.
- vii. Opportunity should be provided for degree enhancement in all fields of studies. However, faculty situation at college level particularly in social science is needs urgent improvement. In the context preference should be

- given to governance, Pakistan studies, political science, public administration, public policy and others deemed to be relevant fields.
- viii. If Governance related courses are to be introduced at intermediate level, serious consideration is required for Science and commerce colleges.
 - ix. Training of teaching faculty at colleges is must before Governance course is to be introduced. Training can be divided into two phases; Short term and long term training. Provincial stakeholders can be involved for this purpose.
 - x. Governance related subjects may be introduced at the Bachelor level in the colleges. However, selected contents of governance subject may be incorporated in civics and Pakistan Studies at the intermediate levels. In this regard we have to have prescribed and developed curricula of governance subject. Recommendations of curricula committee can further substantiate this recommendation.

Current State of Executive Education Courses and Programs:

- i. Education and training should be separated. Education should be formal and in world class universities given at appropriate stage. Training should be related to the effective ways of governing service delivery.
- ii. Training should follow a post-training posting plan. This will ensure a correspondence between training and future job description.
- iii. Training must not ignore the obvious. An understanding of rules of business and procedures is taken for granted. These elements should be essential part of the training.
- iv. Research methods, computer applications and courses doing the same under different names, do not serve the purpose they are intended for. These skills are irrelevant for the senior officers. At junior levels, these skills should relate to the departmental case studies.
- v. Consideration should be given to expose public as well as private sector to the same training programmes. This mix will catalyze a better understanding of public value to the private sector and efficiency and productivity to the public sector.
- vi. Legislators too need training. Consideration should be given to set up a separate parliamentary training institute.
- vii. Media has now enough resources to set up its own training institute. Organizations of proprietors, editors, and working journalists should be encouraged to pool their efforts in this direction.
- viii. Post-training impact should be monitored and evaluated in terms of measurable indicators. This will provide the presently missing feedback for future improvements.
- ix. The baseline of executive education in Pakistan calls for continuing reform. In case of NSPP, however, the historically persisting inadequacies and

shortcomings are being addressed, though the replication of the isolated distinction that this institution has achieved is hardly discernable anywhere else.

Current State of User Needs Profile of Executive Education on Governance:

- i. Number of training institutes should be increased.
- ii. Government should invariably convey its training needs to the executive education institutions.
- iii. A dedicated module on Governance should be prescribed.
- iv. Executive education programs should fully address the need to break away from elitist traditions / attitudes.
- v. Separate Division in the Federal Secretariat for training / executive education may be set up.
- vi. Strengthening and capacity building of the training institutions be given greater importance.
- vii. Capacity building of legislatures, civil society organizations, of media, business community, etc. should be undertaken to enable them to play a proactive role in promoting good governance.
- viii. Process of capacity building of local governments' elected and appointed officials for good governance may be improved.
- ix. Ensuring the User Needs are Met Effectively Requires
 - 1) Individual Training/education programs of varying duration for different user needs (specified in the Report).
 - 2) Careful monitoring and refinement for replication and up scaling.
 - 3) Basic institutional change and fundamental overhaul of the overall attitudes prevalent in society
- x. The dedicated module on governance training should at a minimum cover:
 - 1) Concept of Governance
 - 2) Major Constraints to Good Governance in Pakistan
 - 3) Ethics in Public Service/Attitudinal and behavioral change
 - 4) Building Governance Capabilities
 - 5) Character Building
 - 6) Combating Corruption
 - 7) Accountability Mechanisms including Administrative Arrangements, Ombudsmen and Courts.
 - 8) Rule of Law
 - 9) Fundamental Rights
 - 10) Administrative Law and Law of Torts
 - 11) Transparency / Dissemination of Information
 - 12) Monitoring and Evaluation
 - 13) Principles of Supervision

- 14) Participatory Development
- 15) Innovations in Service Delivery / Response based Performance Incentives and Participatory Action Planning
- 16) E-Governance
- 17) Case Studies on Governance
- 18) Practical Exposure to Interface meetings with Citizens and Public Complaint Handling e.g. Open Kutcheris

Pakistan Specific Governance Indicators:

- i. **Economic Management**
 - 1) Size of the Government
 - 2) State Owned Enterprises
 - 3) Unemployment
 - 4) Investment

- ii. **Social Sector Expenditures**
 - 1) Government Expenditures
 - 2) Expenditures on social security
 - 3) Education
 - 4) Priorities in Education Budget
 - 5) Pupil - Teacher Ratio
 - 6) Health
 - 7) Household Income

- iii. **Budget Analysis**
 - 1) Current Government Finances
 - 2) Overall Budget Deficit/Surplus
 - 3) Taxes
 - 4) Budget Priorities

- iv. **Transparency and Information**
 - 1) Media and Communication
 - 2) International Telecommunication
 - 3) State Control of Media
 - 4) Freedom of Expression and Mobility
 - 5) Census

- v. **The Parliament**
 - 1) Number of bills passed by Parliament in last 5 years
 - 2) Number of ordinance passed in last 5 years
 - 3) Number of seats in the parliament

- 4) Elections
- 5) Date of last Election
- 6) Voter Turnout
- 7) Parties represented

vi. **Judiciary, Law and Human Rights**

- 1) Judiciary
- 2) Number of Cases
- 3) Average Salaries of Judges
- 4) People Arrested
- 5) Capital Punishment

EXPERTS CONSULTATIVE WORKSHOP
HELD ON 15TH, DECEMBER, 2009 AT ISLAMABAD

LIST OF PARTICIPANTS

S#	Name/Designation
1.	Prof. Dr. Saeed Shafqat Director Centre for Public Policy & Governance (CPPG), FC College University, Lahore & Chairperson, Program Sub-committee on Annual Conference (GEN) Tel: 042-9231581-88, Cell: 0321-5154947, E-mail: ss2009@columbia.edu
2.	Dr. Zafar Iqbal Jadoon Director Institute of Administrative Sciences & Chairman National Committee on Public Administration Curriculum, Punjab University, Lahore & Chairperson, Program Sub-committee on Governance Curriculums (GEN) Tel: 042-993231815, Cell: 0300-8421886, E-mail: m.z.iqbal@stir.ac.uk
3.	Dr. Syed Rifaat Hussain Professor & Chairman, Department of Defence & Strategic Studies, Quaid-I-Azam University, Islamabad & Chairperson, Program Sub-committee on TNA (GEN) Tel: 051-90643076, Cell: 0300-5246646, E-mail: rifaathussain@yahoo.com
4.	Dr. Sarfraz Hussain Ansari Asst Prof, Department of Government & Public Policy, National Defence University, E-9, Islamabad & Acting Chairperson, Program Sub-committee on Executive Education (GEN) Tel: 051-2008125710, Cell: 0300-8560120, E-mail: sarfraz.ansari@gmail.com
5.	Dr. Khalida Ghaus Managing Director Social Policy and Development Centre (SPDC), 15, Maqbool Co-operative Housing Society, Block 7 & 8, Karachi - 75350 & Chairperson, Program Sub-committee on Research (GEN) Tel: 021-34534284/111-113-113, Cell: 0343-2605516, E-mail: kghaus2001@yahoo.com
6.	Ms. Farzana Shahid Registrar Beaconhouse National University, 3-C, Zafar Ali Road, Gulberg - V, Lahore Tel: 042-5718260/63-Ext-841, E-mail: farzana@bnu.edu.pk
7.	Associate Prof. Najaf Yawar Khan Director & Chairperson, Management Studies Department, G. C. University, Lahore Tel: 042 99213351, Cell: 0300-9400258, E-mail: najafyawar@gmail.com
8.	Prof. Dr. Akhtar Baloch Chairman Department of Public Administration, University of Karachi, University Road Karachi; Tel: 021-9268174, Cell: 0321-9268174, E-mail: abaloch@hotmail.com

9.	Associate Professor Ameer Haider Hamdard University, Madinat ul Hikmah, Muhammad Bin Qasim Avenue, Karachi Tel: 021-6440054, Cell: 0345-3684390, E-mail: h2zp@yahoo.com
10.	Maj Gen (R) Syed Usman Shah HOD Governance & Organizational Sciences, National University of Modern Languages, H-9, Islamabad Cell: 0300-5001636, E-mail: usmanshah47@gmail.com
11.	Mr. Sarwar Bari National Coordinator PATTAN, St No. 58, F-10/3, Islamabad Tel: 051-2299494, Cell: 0300-8545572, E-mail: bari@pattan.org
12.	Mr. Aazar Ayaz The Researchers, Islamabad. Tel: 051-2292793-4, E-mail: aazarayaz@gmail.com
13.	Mr. Zafar Hayat Malik CEO DTCE, Islamabad Tel: 051-111-333-823, E-mail: zafar7@hotmail.com
14.	Lt Gen S. Tanwir H. Naqvi (R) 8 Askari Villas, 16 Street Khayban-e-Tauhid, Zamzama, Karachi Tel: 021-5831999, E-mail: tanwirnaqvi@yahoo.com
15.	Maj Gen (R) Sikandar Shami Former DG NIPA & CSA, Lahore 43, Askari Villas, Sarwar Colony, Sarwar Road, Lahore Cantt. Cell: 0321-8480920, E-mail: sikoasma@hotmail.com
16.	Dr. Arne Tesli Senior Researcher, Norwegian Institute of Urban and Regional Research (NIBR), Oslo E-mail: arne.tesli@nibr.no
17.	Professor Tom Christensen Department of Political Science University of Oslo, Norway E-mail: tom.christensen@stv.uio.no
18.	Dr. Stig Jarle Hansen University of Life Sciences, Oslo, Norway E-mail: stig.hansen@nibr.no
19.	Ms. Åse Grødeland Senior Researcher, Chr. Michelsen Institute (CMI), Bergen, Norway E-mail: ase.grodeland@cmi.no
20.	Mr. Rahim Ul Haque Center for Public Policy and Governance (CPPG), FC College University, Lahore Cell: 0300-9406486, E-mail: ruhaque@gmail.com
21.	Dr. S. Shabib ul Hasan Assistant Professor, Department of Public Administration, University of Karachi, Karachi Cell: 0321-3763430, E-mail: sshabibhasan@hotmail.com

22.	Mr. Inaam-ul-Haque Innovative Development Strategies, No. 5, Street 38, Sector F 8/1, Islamabad E-mail: inaamulhaque786@gmail.com
23.	Col (R) Imran Zafar Malik Innovative Development Strategies, No. 5, Street 38, Sector F 8/1, Islamabad Tel: 051-2853080, E-mail: imranmalikids@yahoo.com
24.	Ms. Saima Bashir Research Demographer Pakistan Institute of Development Economics (PIDE), Quaid-i-Azam University, Islamabad Tel: 052-9248056, E-mail: saimabashir.82@gmail.com
25.	Dr. Masuma Hasan Chairperson, (Ex-Federal Cabinet Secretary), Pakistan Institute of International Affairs (PIIA), Aiwan-e-Sadar Road / Maulana Din Muhammad Wafai Road, Karachi Tel: 021-35686069, E-mail: masumahasan@hotmail.com
26.	Prof. Dr. Belal Ahmed Khan VC Islamia University, Bahawalpur, PUNJAB Tel: 062 - 9250235, Cell: 0346-8820000, E-Mail: vc@iub.edu.pk
27.	Prof. Dr. Asmatullah Khan Vice Chancellor, University of Science & Technology, Bannu, NWFP Tel: 0928-621123, Cell: 0300-5650042, E-mail: drasmat53@yahoo.co ; vc@ustb.edu.pk
28.	Prof. Dr. Hafiz Muhammad Tufail International Islamic University, Sector H-9, Islamabad E-mail: drtufail@yahoo.com
29.	Prof Dr. Bahadar Shah Dean Faculty of Law & Administrative Sciences, Hazara University, Mansehra, NWFP Tel: 0997-414146, Cell: 0300-9093909, E-mail: bahadarshah@gmail.com
30.	Dr. Rashid Ahmed Khan Dean Faculty of Management Sciences, National University of Modern Languages (NUML), Sector H-9, Islamabad Tel: 051-9258990 / 2105080, E-mail: dean-mgt@numl.edu.pk
31.	Dr. Sohail Mahmood Head of International Relations Department, National University of Modern Languages, Sector H-9, Islamabad Cell: 0345-5117921
32.	Mr. Asif Saeed Chairperson, Department of Economics, GC University, Lahore Cell: 0333-4525870, E-mail: asifsaeedpk@yahoo.com
33.	Mr. Junaid Ahmed Noor Adjunct Faculty, Department of Economics, GC University, Lahore Cell: 0333-4137548, E-mail: noorjunaid@gmail.com

34.	Dr. Muhammad Bux Burdey Asstt Prof, Department of Public Administration, University of Sindh, Jamshoro, Allama I.I. Kazi Campus, Jamshoro-76080, Sindh Cell: 0300-3094700, E-mail: mburdey@yahoo.com
35.	Prof. Dr. Shadiullah Khan Chairman & Dean Faculty of Social Science, Gomal University, D.I. Khan, NWFP Tel: 0966-750122, E-mail: shadiullahkhan@yahoo.com
36.	Dr. Abdul Naeem Director IMS, University of Balochistan, Quetta, Balochistan Cell: 0333-7844570, E-mail: naemyz@yahoo.com
37.	Prof. Anwar Ahmed Zai Chairman, BISE Karachi & Committee of Chairmen, Sindh, Bakhtairi Youth Center, North Nazimabad, Karachi 74700 Tel: 021- 99260202, Cell: 0300-8222814, E-mail: aazai@hotmail.com
38.	Mr. Shamsullah Khan Dy. Secretary, Board Intermediate and Secondary Education Quetta, Quetta, Balochistan Cell: 0333-7858909
39.	Mr. Nadeem-ur-Rehman Additional Secretary, Department of Education, Government of the Punjab, Civil Secretariat, Lahore Tel: 042-99212017, E-mail: nadeemswat@yahoo.com
40.	Mr. Ghufuran Memon Special Secretary, Department of Education, Government of Sindh, Karachi Tel: 021-99211480, Cell: 0300-9226233, Email: sanwalsarwaan2000@yahoo.com
41.	Mr. Muhammad Siddiq Sherani Additional Secretary (Schools), Department of Education, Government of Balochistan, Quetta, Balochistan Cell: 0313-9201844
42.	Mr. Daniyal Aziz Advisor GINI, Islamabad Tel: 051-2876511, Cell: 0300-5162467, E-mail: dax100@hotmail.com
43.	Brig (R) Muhammad Saleem Consultant GINI, Islamabad Tel: 051-2876513, Cell:0300-850140, E-mail: saleemwains@hotmail.com
44.	Raja Muhammad Nasim Khan Company Secretary GINI, Islamabad Tel: 051-2870322, Cell: 0300-5288655, E-mail: nasimraja@hotmail.com
45.	Mr. Usama Ahmed Manager Research, GINI, Islamabad Tel: 051-2876508, Cell: 0303-5661538, E-mail: usamab@gmail.com



GOVERNANCE INSTITUTIONS NETWORK INTERNATIONAL

House 21, Street 56, Sector F-6/4, Islamabad-44000, Tel: +92 51 2876511-12 Fax: +92 51 2876514

E-mail: mail@giniweb.net or info@giniweb.net Website: <http://www.giniweb.net>