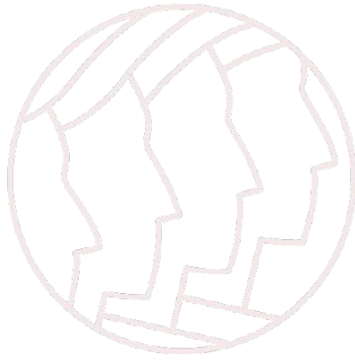# Urbanization, Media and the UN SDGs

Case of Punjab in Pakistan

EDITOR
HAMID MASOOD

Dedicated to

"Courage to Know"

Preface

Urbanization in Pakistan is taking place at the fastest rate in the region and poses challenges of governance and service delivery with finite resources available to the state and its systems. It is estimated that today about 57% of the world population dwells in urban areas and by 2050 about 68.4% will be living in urban areas.

The shift towards rapid urbanization denotes progression in economic development and complementary societal changes occurring due to globalization and cultural changes. Cities essentially are considered a benchmark of modern living and development in a country as compared to rural areas and are representative of cultural diversity. Their development over time also incorporates elements like ethnicity, diversity and eventually are recognized as metropolitan cities which have the potential to be recognized as global cities. Pakistan, as a developing country, struggles to provide access to basic amenities to its citizens so that they inhabit livable dwellings that conform to the requirements of an urban life. Here social and municipal services are in access of citizens in an affordable and equitable manner. Akin to the significance of the growing issue of urbanization is the role of media as fourth pillar of the state within the larger context of the Sustainable Development Goals (SDGs). Media is the lens and social medium that raises mass awareness and actualizes notions of public significance therefore lapses in social functionality of media keep the development processes incomplete.

This book presents a critique of urbanization, investigates the role of media and gives an overview of progress on the SDGs. Chapters of the book are findings of studies by senior professionals of their respective fields and shed light on the pressing issues while presenting recommendations for the stakeholders. The analytical approach and insights from field do pave a path for needed reforms by the policy makers. We are hopeful this book adds value to the debates on subjects highlighted herein and advances empirical discourse.

This book is available by the Publisher in electronic format only.

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Chapter 1: **Introduction**

This book presents succinct findings of field studies conducted in the areas of urbanization, urban planning, property taxation, role of media in achieving the Sustainable Development Goals (SDGs), and an overview of progress on SDGs. Analytical frameworks adopted therein have academic rigor and the methodology for data collection is guided by the principles of action research. Data of these studies spans over the past decade and does shed light on the historical development as well connects the realization of prescribes goals to the challenges of current times. Evidence for each subject comprises primary as well as secondary data and triangulation of data has been carried out to fully appreciate the nuances of discussed subjects.

Pakistan is faced with the growing challenge of urbanization at an unprecedented rate. Opportunities for economic development coupled with risen social awareness along with linkages with globalization have immensely contributed towards increase in rate of urbanization. Change in demographics, socio-economic environment, access to services, equity profile, local financing and growth, effect on cultural heritage, and urban governance are the major areas of concern in this regard. Each of the aforementioned area has serious implications with respect to rights of citizens and ensuing responsibilities of the state and their subsequent realization by the prevalent governance system. The pace of urbanization and mechanics of change in these areas challenge the social contract of state with the citizens resulting in a wedge between the two i.e. distrust over the government and efficiency of governance is estimated to be growing amongst the populace. Already weak mechanisms of vertical accountability get further weakened in the wake of dwindling demographics and their ensuing impact on accountability of governance system. Increasing population, climate change, and sustainability of urban development feature as challenges requiring a paradigm shift in governmental and societal response to urbanization. Land use is evolving due to the pressures of urbanization and development requiring a cautious approach in balancing the ecology, city culture, internal migration, and urbanization. It can be safely stated that the current policies and practices tackling urbanization are dated in approach and their falling short of meeting the challenges is exacerbating the situation.

How to approach urban planning and what would be the right course of action for reforming the prevalent system? The questions entail multiple subsets of questions and phenomenon that directly and indirectly plague the governance system as well as social fabric of the country. Individual efforts for prosperity aggravated to the level of group activity in a segment of market do account for GDP and development of a country but at the same time hinges upon the

opportunity costs which include choices of governance. Housing sector may be taken as a case in this regard whereby the sector provides for the housing needs of citizens and directly corresponds to various aspects of the notion of livability. Since housing denotes a well-planned living area i.e. housing society or a residential block that offers basic facilities, connectivity and livelihood options; one may safely assume that access to affordable housing falls under the indicators of sound urban planning and governance. However, rising population and expansion of cities put pressure on land adjacent to cities, which in most cases is agricultural land or industrial by use, that lead to change in the land use. The ecosystem built around land use changes with each new housing society approved by the relevant local government and invariably calls for access to social and municipal services along with infrastructure appropriate for an urban dwelling. Experts argue that answers to these challenges lye in robust planning and regulation mechanisms that are run by smart city governments. Opening chapter of this book proposes a roadmap for creation of smart cities as answer to the needs of urbanization. Case of Attock, an intermediate city of the Punjab province, has been presented that underwent a planning process by the government and lays down an imitable path for other local governments of the province. Local financing is pivotal for local growth and property tax as an important means of own source revenue generation for local governments has been discussed as a case for city of Lahore.

This book further touches upon the role of media as a catalyst in achieving the Sustainable Development Goals (SDGs). The SDGs have been adopted as national goals by Pakistan and governance system has incorporated significant changes in processes for aligning developmental efforts with the targets of SDGs. However, the Voluntary National Review reports of Pakistan clearly indicate gaps in efforts being made for achieving the SDGs. Media being the fourth pillar of the state holds a critical position in serving as a vector of socio-economic development but its efficacy with respect to development in general and SDGs in particular is yet to be fully realized. Therefore, media as a watchdog and as a catalyst of reform processes has a significant role and chapter in this book presents insights from a field study that gauges the current role of media in SDG reporting and understanding of media professionals in similar context.

We hope that analytical insights of this book steer the discourse on development and inform the stakeholders about needed actions for course correction at local as well as national level.

Chapter 2: Answering needs of urbanization - Developing smart local governments

Hamid Masood

Pakistan has been experiencing urbanization at the fastest pace in South Asia i.e. at the annual rate of 3 percent[1] over the past decade and the same has culminated in 3.65% annual growth in urban population[2]. As a result of unprecedented urbanization, small and medium cities of Pakistan are growing at a higher rate[3] as compared to the past which has invariably resulted in more urbanized areas. Reza Ali (2013) concludes that 70% population of Pakistan lives in areas that are dense enough to be called urban or urbanizing. These areas have also been termed as 'ruralopolises' because of density and many traps of urban life[4]. Increase in population and internal migration, from rural areas to urban centers, have been identified as the major causes of urbanization in Pakistan. This urbanization is both promising and problematic. It is promising in terms of offering potential for developing cities as engines of growth, taking advantage of the youth bulge, and offering more employment opportunities. However, inadequate coverage and poor quality of civic amenities in the wake of weakening institutional structures remain the problematic areas. These problems are likely to be aggravated in the coming decade with widening gaps in service provision.

Studies have also estimated that the expansion of urban population seems to be growing at a higher pace i.e. from 3.7% to 7.4% due to internal migration as compared to the population growth rate which stands around 2% and the population dividend is expected to be achieved in 2045[5]. Recently reintroduced rural-urban divide has added to the challenge of managing urbanization from the standpoint of governance. Sub-urban areas or even the 'ruralopolises' fall outside the recognized urban areas thereby creating political and administrative divide that raises concerns of interjurisdiction and institutional efficiency.

1 Kugelman, Michael (ed.) 2014, Pakistan's Runaway Urbanization: What Can be Done? The Wilson Center, Washington DC
2 Pakistan National Urban Assessment: Pivoting Towards Sustainable Urbanization, 2024 Asian Development Bank
3 Pakistan Economic Survey 2023-24
4 Kugelman, Michael (ed.) 2014, Pakistan's Runaway Urbanization: What Can be Done? The Wilson Center, Washington DC
5 JICA Country Analysis Paper for Islamic Republic of Pakistan, 2022

Decades old trajectory of messy and hidden urbanization has exacerbated in present times. Moreover, the state of public service delivery of municipal services in Punjab is marred with issues of access and quality. Municipal services delivery in the local governments of Punjab is calculated and reported under the Performance Management System (PMS)[6] of the Local Government and Community Development Department. Average secondary collection of solid waste efficiency over the past decade stands at 50% reflecting the grim situation of solid waste disposal in the intermediate cities of Punjab. Data of solid waste collection in different local governments reveals that collection has been as low as 17% in the case of Ferozwala and was up to the acceptable standards in case of Chiniot where it stands at 75%. Likewise, is the situation of water supply where average hours of water supply per household per day ranges from 1 hour to 10 hours in different local governments of the province. The cited evidence significantly proves that substantive measures need to be taken to rectify the situation in Punjab.

The question of improving public service delivery is inextricably linked with the governance structure and its efficacy. Urban local governments of Punjab were created under different set of provincial laws over the past decade including the Punjab Local Government Act 2013, Punjab Local Government Act 2019, and The Punjab Local Government Act 2022 whereby they have been made responsible for the provision of municipal services like water supply, solid waste management, sewerage, roads, parks, fire brigade, slaughter houses etc. along with responsibilities related to urban planning, traffic planning, environment and disaster mitigation[7]. The Punjab Local Government and Community Development Department (LG&CDD) has been entrusted with the supervision of local governments in the province. All matters related to the local council services, local taxation and local rates, grant-in-aid for local governments, and development funds and development schemes of local governments pertaining to local funds form part of responsibilities of the LG&CD Department[8]. Thus, the institutional landscape of the province situates LG&CDD in the prime position to monitor local governments and further control the key staff of local governments through the exercise of administrative control of local services. Financial reliance of local governments on the provincial government is also well established. Estimates for the previous financial year reveal that local governments are

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[6] Data of PMS is significant in terms of its categorization of served and non-served areas in a local government and further highlights the efficiency of service delivery by quantifying the work done by local governments.
[7] The Punjab Local Government Act 2013, The Punjab Local Government Act 2019, and The Punjab Local Government Act 2022
[8] Punjab Government Rules of Business 2011

heavily reliant on the provincial government for meeting their expenses. Transfers through the Provincial Finance Commission constitute as much as 70% of the expenditure incurred by local governments. This administrative and financial control by the provincial government adds to the deteriorating capacity of local governments to arrest and address the gaps of city-wide development. Haque has argued that city governments in Pakistan operate at a junior level, too junior to determine an independent course[9]. The notion succinctly applies to the challenge of service delivery improvement and city development with a weak institutional base.

The challenges of urbanization are being lately debated by employing the concept of 'smart cities' that has become a metaphor for urban modernity[10]. Literature available on the subject traces the roots of the concept to the early 80s whereby better managed and entrepreneurial cities could speedily adapt to the global markets in a flexible manner[11]. Efficiency and competitiveness emerge as the dominant outcomes in this context and correspond to the technical utopian contextualization of smart cities in today's times. However, prosperity and livability[12] have been termed as the key features of modern urban centers and lie at the root of every attempt at tackling urbanization. We understand that policy makers see value in adapting to the notion of smart cities as it provides the necessary socio-political, economic, and bureaucratic leverage to strengthen their positions within the institutional landscape of a country. Cities that emerge as competitive at a regional and global level can attract more investment and foster growth. It has been argued that smart cities integrate multiple areas of service and cover social as well as municipal services all to the benefit of citizens living up to the principles of fairness, equity, and accountability[13]. It is estimated that the global smart city market will be valued at US$115.3 billion in 2029. UAE, China, Singapore, South Korea, Spain, USA, Brazil and most of all India are aspiring to transform their urban centers into smart cities. Thus, creating path dependency for developed as well as developing countries.

The academic and functional connotations of the concept of 'smart cities' are numerous but a common denominator for all could be that any city can be a

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[9] Nadeem ul Haque 2015, *Flawed Urban Development Policies in Pakistan*, PIDE Working Papers 119

[10] Glasmeier, Amy and Christopherson, Susan 2015, 'Thinking about Smart Cities', *Cambridge Journal of Regions, Economy and Society*, Vol. 8, No. 3

[11] See Logan and Malotch (1987), Harris (1992), Kitchin (2015)

[12] Ellis, Peter and Roberts, Mark 2016, *Leveraging Urbanization in South Asia: Managing Spatial Transformation for Prosperity and Livability*, South Asia Development Matters, World Bank, Washington DC

[13] *Smart Cities* **2023**, *6*(4), 1719-1743

smart city within its own context and may develop a trajectory of its own in formulating answers to challenges of urbanization. The case of India may be cited as an example whereby 20 cities have been selected to be transformed into smart cities based on a rigorous criterion. A brief by the World Bank proposes a Smart City Development Framework[14] comprising five components i.e. a) Smart government road map, b) Identification of city priorities, c) Co-creating solutions, d) Urban Innovation Lab, and e) Networked cities.

The framework does provide a starting point for devising a roadmap for smart cities but at the same time impinges upon the political-economy of ensuing reform process in the Punjab province. Vertical grants, creation of provincially controlled public entities under the garb of local governments, and lack of supervision and accountability for each tier of staff are some major issues of structural integrity of local governments in the province. We understand that any attempt at transforming the cities of Punjab into smart cities will have to grapple with the deeply rooted overpowering effects of informal institutions that are responsible for the creation of aforementioned practices of policy and management.

Punjab Smart Cities Development Program (PSCDP): Transforming the Cities of Punjab

In order to develop smart cities in Punjab, and keeping in mind the challenges of access to services, it is proposed to adopt an incremental approach in developing smart cities in Punjab and initially five cities of Punjab can be selected and transformed into smart cities. We understand that the notions of 'competitive cities' and 'smart cities' despite being organically related to each other are distinct in terms of level of urbanization and potential for economic and business opportunities. Therefore, our consideration would be to work with cities with a comprehensive approach to explore and realize their potential for becoming smart cities and subsequently competitive cities. The framework proposed by the World Bank, referred to in the previous section of this chapter, may be used for developing smart cities with supplementary measures of reform in the local and provincial context.

Cities and their development in the wake of challenges of urbanization will depend upon our conception of a city and its development needs. Our concept of a city is informed by three distinct yet organically correlated theoretical approaches that cater to the notions of ownership of city, quality of civic life,

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[14] Smart Cities 2015, Accessed at http://www.worldbank.org/en/topic/ict/brief/smart-cities, February 22, 2016

institutional development, and governance. First cornerstone of the concept would be that 'city is a theatre of social action[15]'. Secondly, we adopt the definition given by Philip Bess (2004) that states, '*the city (polis) is a community of communities that exist to promote the best life possible for its citizens, both individually and collectively. Hence, this view of cities assumes that the best human life necessarily entails both individual freedom and communal belonging and obligation and recognizes both of these as goods necessary for the good life for human beings.*" Thirdly, Joshi Ghani (2002) sheds light on smart cities by stating that, '*smart cities make urbanization more inclusive, bringing together formal and informal sectors, connecting urban cores with peripheries, delivering services for the rich and the poor alike, and integrating the migrants and the poor into the city. Promoting smart cities is about rethinking cities as inclusive, integrated, and livable.*' We understand that this conception forms the basis of functioning of a responsible governance structure that is cognizant of its constitutional and legal responsibilities, adopts smart approaches to delivering on the promise of quality life and strives for sustainable growth.

In the above context, we understand that developing smart cities is an extremely challenging task due to the factors discussed in the previous sections. Cities of Punjab are governed by a uniform set of formal mechanisms introduced through certain legal and administrative instruments. However, the state of service delivery, number of local staff, gaps in service delivery, future needs, own source revenue, potential for revenue increase, and most of all priorities of political leadership are subjective phenomenon and have peculiar connotations for each city. Therefore, one-size-fits-all approach will not work, and the proposed Punjab Smart Cities Development Program (PSCDP) will have to take into account these variations and devise different plans for each city. Moreover, it is understood that huge investments in infrastructure will entail essentially higher operation and maintenance (O&M) costs which would be difficult to be met by the urban local government with current revenue streams. Increase in revenue will take place by fully realizing the revenue potential at the local level and ensuring a need-based judicious PFC Award.

Development of human resource stands at the core of PSCDP. Government officials directly involved in service delivery, local supervisors, city managers, local political leadership form one set of resources that need to be focused in the context of their particular functional needs. Supervision of the local governments by the LG&CDD is an important requirement as supervision by the Department needs to be translated into actionable and verifiable measures within the hierarchy of local governance. We also understand that lack of tenure

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[15] Lewis Mumford 1937, What is a City

completion symbolizes the weakening structure of civil service in Pakistan resulting in missing specific job descriptions and lack of accountability. Keeping these factors in view, adoption of the following approach is recommended:

Stock Taking: Assessment of Select Cities

This stage will lay the foundation for the proposed PSCDP. It will begin with identification of the needs of the select five cities which have to be addressed by the PSCDP. The assessment will comprise stock taking of the delivery of municipal services and associated problems. The services to be focused are water supply, solid waste management, sewerage, parks, slaughter houses, and fire brigade. Gaps in the service provision, quality of services, and future needs will be identified. State of urban planning, local financing of services, and capacity gaps of the local government officials will also be gauged. Attempts will be made to understand the messy and hidden urbanization of select cities with the technical assistance of international development partners. The assessment at the initial stage will be primarily informed by the interventions designed and launched under different projects by the Local Government and Community Development Department (LG&CDD). Data from the Performance Management System (PMS), Computerized Complaint Tracking System (CCTS), Computerized Financial Management System (CFMS), and Municipal Asset Management System will be critical in determining the preparedness of select cities for developing into smart cities. The institutional memory and organizational learning of provincial Department is likely to provide the much-needed insights for credible assessment. This phase will aim to design the entire program.

Develop Smart City Plans

This stage will involve four key tasks. First, a baseline will be established to define key change indicators against which the results / impact of the PSCDP will be measured. Data collected during the assessment carried out at the first stage will serve as the baseline. Secondly, meetings will be held with the political leadership of select cities to share the baseline and sensitize them about PSCDP. The political leadership is likely to see value in terms of increased political leverage by delivering on the promise of development through smart cities. It will also be critical in ensuring ownership of the initiative by political leadership as experiences from projects supported by the development partners reveal that interventions enjoying political ownership tend to be relatively sustainable. Third, selection of services and introduction of 'smart grid' for the select services will be done in consultation with the political leadership. Plans for own source revenue mobilization along with proposals for utilization of properties of urban local governments, the Municipal Asset Management Information System

developed by the provincial government may positively inform this task, will form other key areas of smart city plans. Finally, a road map for collaboration between local governments and for realization of potential of agglomeration economies will be developed.

Implementation and Monitoring

After extensive assessments and subsequent consultations with the political leadership of municipal committees, PSCDP will be implemented with the technical assistance of international development partners. It is expected that the understanding of implementation needs and resulting road map will provide sufficient ease in building necessary collaborations for the success of this initiative. Measurable actions will be defined for each tier of officials at the city and provincial level to ensure efficient monitoring. Smart grids to be developed for services and city / provincial managers will provide real time data for service delivery tasks and monitoring purposes. Sensors to warn the filling of sewerage wells up to optimum functional level may be stated as one example around which smart grid could be developed. We understand that service delivery is a local function but implementation of PSCDP and its monitoring is a larger issue of governance hierarchy. Therefore, the implementation and monitoring system to be developed will take into account the mandated as well as prospective roles of local government officials, city managers / political leadership, implementing agency and the provincial line department.

Risks and Challenges

We understand that the proposed initiative is a huge undertaking mainly due to complexity and diversity of challenges of policy and practice. Fist, human resource development forms a critical area of concern for the success of this initiative. However, the certainty of non-completion of tenure of government officials' especially higher administrative staff of urban local governments and LG&CDD remains the biggest risk. It is interesting to note that over the past ten years not a single secretary of the LG&CD Department was able to maintain his post for 2 years and overall, twenty-one secretaries were transferred during this period. The effects of such short tenures are likely to be negative for managerial efficiency, fulfillment of mandate, and accountability. Likewise, situation prevails in the urban local governments of Punjab. Non-completion of tenure of TMOs and TOs I&S has been a norm all over the province and continued persistence of such administrative practice is likely to severely hamper the success of the initiative. However, instances are there whereby officers of different categories have nearly completed their respective tenures but this phenomenon is more attributable to political and administrative influence exhibited for certain cities

or specific regions. Anecdotal evidence suggests that such tenures cause system wide inefficiencies due to incompetence and rent seeking instead of adding to the functionality of the system.

Secondly, lack of resources for O&M forms another risk for the initiative as external funding will have to be replaced by the domestic resources. Therefore, robust plans for own source revenue mobilization need to be developed. For cities that fall short of transforming into competitive cities may still be smart cities in terms of effective governance and efficient service delivery. Socially inclusive policy making and access to services in such cities will have to be ensured through the adoption of more equitable resource allocation through PFC. Thirdly, interjurisdictional issues and realignment of the institutional space will be challenging in terms of dealing with the sub-urban areas and 'ruralopolises'.

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Chapter 3: Challenges of Urbanization and Urban Planning: Case of Attock

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Planning, covering both urban and rural areas, is part of Punjab's local government system whereby the responsibility rests with the local governments as set out in successive Local Government Acts of the province. Under the devolution plan of 2001, the office of Town / Tehsil Officer Planning (TO, P) was created with the following functions; (i) develop plans; (ii) develop and apply building controls; (iii) manage CCBs; (iv) implement commercialization rules; (v) operate Punjab Housing Development Schemes; (vi) develop site development schemes. In addition, the successive provincial legislations identify the preparation of spatial plans, development plans, and budget plans, long term and Annual Development Programs as key functions of the local governments. Unfortunately, in majority of the local governments TO (P) office has not been able to perform as envisioned in the provincial legislations. Some of the reasons are inadequate staff and lack of up-to-date maps, equipment, management/ regulation/ and enforcement mechanisms. As a result, development works are taking place in a piecemeal manner and lack integrated and coordinated approach.

Under the current planning, rapid appraisal of municipal services is undertaken to identify service delivery gaps on the basis of technical analysis. The main function of prevalent planning is the involvement of stakeholders to make the planning exercise meaningful and demand driven. Outcome of this exercise is a municipal service data base, preferably improved GIS based maps and a list of development projects, ensured by stakeholders that may be funded by different sources. The adopted Planning process incorporates an overall strategy for highlighting the development options and the community's agreed outputs. These outputs form the basis of spatial plan. It is a more inclusive approach aiming to ensure best use of land by weighing up competing demands.

The plan devised is an ongoing process for the sustainable development. To achieve such development a spatial plan has been developed. It addresses municipal development issues and infrastructure needs in a systematic way. The plan therefore emphasizes on engagement with the stakeholders and other organizations, the management and ongoing funding programs. This leads to

identifying community's preferences for development process. First, the sources were identified for the previous attempts that were made in Attock for planning. It includes, DCR, online data and PHED services maps. The study of such documents helped to gather background information about the town, infrastructure coverage and growth. It further assisted in developing an understanding about the development patterns evolved over the years. The maps from Public Health reflected the water supply and sewerage schemes. Information was also gathered whether the projects had completed their designed life. These plans were again used at the analysis stage and compared with the data collected during the planning exercise.

The first requirement before going to the field was to prepare a base map for the town. For this purpose, the mapping exercise was started in parallel to the secondary data collection. The image was procured for the area falling under the local government. It was then processed and a vectorized layer was made. The land marks were put on the base map using the secondary sources i.e. maps obtained from PHED. The land marks included the important roads, water features, big buildings, factories, graveyards etc. The collected GIS based data was then processed with the help of GIS technology to develop the updated maps of land use, water supply, sewerage, road network, solid waste management etc. All necessary landmarks, like the important buildings, religious structures, visiting places, etc. were put on these maps. These maps will assist to develop feasible plans for improved services in the town.

Field Data Collection

Once the data collection forms were finalized the planning team initiated the data collection process in the field. First, a meeting was held with the TMA leader ship (Nazim) to discuss the field data collection work plan. At this stage a planning steering committee comprising of TOs, and a working group constituting ATOs and other lower order officials was notified. The duties were assigned and a briefing was given to these officials about their role in data collection.

The planning team discussed the general development issues of the town with the TMA leadership

Infrastructure Data Collection

For infrastructure data collection, the planning team worked very closely with the working group. First the existing service maps available with the local government were used as a starting point. To update the map the secondary source like information from Public health maps was added. This information

was verified by the working group to prepare an updated map for the services. This missing or additional information was provided by second line officials. For instance, for water supply, plumbers and sub engineers provided first-hand information about the system. Where necessary, field visits were made to validate the information.

A land use survey was conducted to update the local government's map. The residential areas, commercial, institutional and open spaces and industrial areas were marked on the base map. The team comprised for the survey was TO (P), urban planner and draftsman from local government. The Planning office guided about the growth directions of the town and a rudimentary survey was made in this regard. It was observed where the new residences were built and institutions were being developed. These factors determine the future expansion of the town. Once the field teams collected the data during its visit to town, data collection forms were arranged and data was entered. The collected sub-sector wise information was scrutinized and based on this analysis, the existing condition of municipal infrastructure was determined. Accordingly, the demand-supply gaps in the town were identified, focusing on roads, water supply, sanitation, solid waste management, slaughter house, park/open spaces and firefighting.

Based on the information collected from the field, the GIS based descriptive maps for all the municipal sectors like water supply, sewerage, solid waste, roads were developed. The planning process stems from the stakeholders vision of the town which is further translated into the tangible and concrete targets. The salient feature of this step is the visioning and prioritization workshop. Participants of the workshop were the local government leadership, senior local government officials, including the MO, TOs and staff members, councilors, local representatives of provincial departments, representatives of NGOs operating in the town, representatives of civic groups such as the trade bodies. A comprehensive presentation was given to all of the stakeholders about the fabric of the municipal infrastructure in the town. They all shared their views about the future development options and investment decisions of their town. Once the vision was agreed upon and the objectives were established, a rigorous session was organized for the selection of the priority sectors.

At the end of the workshop the statement of agreed vision, objectives and priorities was summarized in written draft and circulated among all the stakeholders. Structure Plan of the city identifying the growth potential for next 20 years growth and future development of Town was developed. The Plan focused on the infrastructure projects as proposed for developing town during the Workshop held with the Town's Stakeholders. The Structure Plan will serve as a guideline to address the immediate development problems of town

including both sequential and phased interventions for long- and short-term urban development needs of Town up to 2031-32. The Plan would also identify the land requirement for future urban expansion, subject to two considerations: First, the location criteria of proposed urban development activities; and second the allocation criteria of land based on the population size and socio-economic factors.
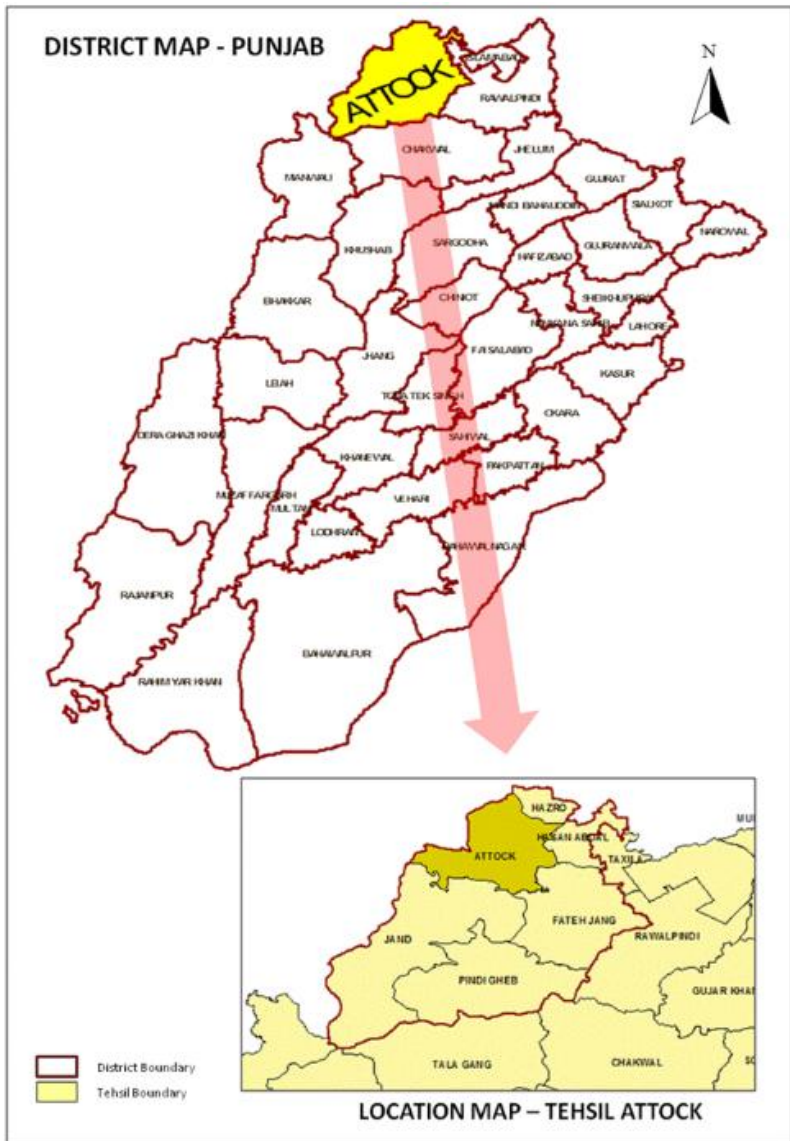
District Profile

The name of district is derived from a small town called Attock Khurd, in the Punjab, on the east bank of the Indus, 942 miles from the sea, and close below the place where it receives the water of the Kabul River and first becomes navigable. The name, signifying obstacle, is supposed to have been given to it. Attock Khurd (the old city) has a rich history, during 520 BC it was under the influence of Gandhara civilization as it was located just 30 miles to Taxila, the capital of Gandhara civilization. The utter most importance of Attock was that it was located on the principal route of international commerce and communication between the India, Persia and China.

In the spring of 326 BCE Alexander passed into the Punjab using a bridge over the Indus constructed by Perdiccas and Hephaestion. The region became part of the Greek kingdom of Alexander, who extended his power over western Punjab. The district became part of Hindu Rulers who remained in possession till the times of Mehmood Ghaznavi. Khawaja Shamsuddin Khawafi built Attock Fort from 1581 - 1583 under the supervision of King Akbar to protect the passage of the Indus. In 1813, the Sikh Empire wrested Attock, however as a result of the First Anglo-Sikh war (1845–1846) it went to the British who developed a new city just about 15 miles east to the original location. The name of new city "cambellpur" came after Sir Colin Campbell an officer of British Indian army and it became a Tehsil of Rawalpindi district in 1849. In April 1904 it was raised as district by the merging the tahsils of Talagang, Pindi Gheb, Fatehjang and Campbellpur of the Punjab province of then British India. After independence (1947), the name of the district, tehsil & city was changed back to Attock By the Government of Pakistan in 1978.

Attock District is bordered by the Haripur and Swabi Districts of Khyber Pakhtunkhwa province to the north, the district of Rawalpindi to the east, the district of Chakwal to the southeast, the district of Mianwali to the southwest, and Khyber-Pakhtunkhwa's districts of Kohat and Nowshera to the west and northwest. The river Indus forms the western boundary of the district. Attock District has a climate of hot summers and cold winters. The northern part of the district is more humid and is more moderate in climate relative to the southern part of the district due to the higher altitude. Geographically, the district is

mainly hills, plateaus and dissected plains. The Indus River flows on the northern and western borders of the district. After Haripur the Haro River passes through the north of the tehsil of Attock where there is a flood plain with fertile soil. The District's average annual rainfall is 783 mm.

District location of Attock & Tehsil Attock

Town Profile of Attock

Attock was raised to the administrative status of a district in 1904. At that time it comprised four Tehsils namely Attock, Pindigheb, FatehJang and Talagang. In the 1980s Talagang was attached to Chakwal District. Presently it consists of Tehsils; Attock, Hazro, Pindi Gheb, Fateh Jang, Hassan Abdal and Jand. Tehsil Attock is located on the north of Kala Chitta mountain range which separates it from the rest of the district. At the northern foot of Kala Chitta hills, Hazro River runs up to River Indus. TMA Attock differs from all other parts of the district because of its geographic attributes. Its three well defined and quite distinct geographical tracts are: Chhachh, Sarwala and Nala. In the north of Attock Tehsil lies Hassanabdal Tehsil.

Attock Tehsil spreads over an area of 1,350 square kilometers. The TMA comprises 11 Union Councils, 3 urban Union Councils and 8 rural Union Councils, with only one CO unit namely Attock.
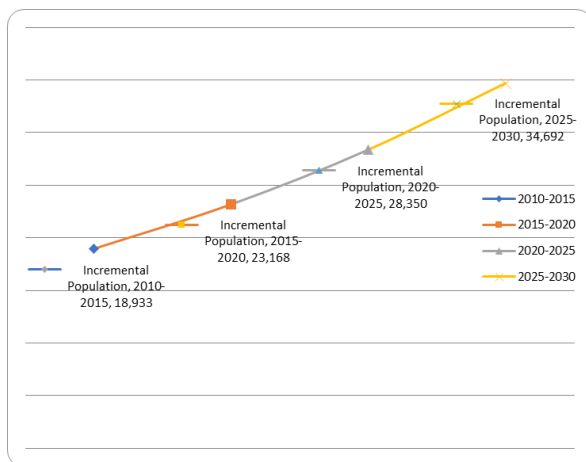
Population Forecast for Attock

Population 1998	Incremental Population			
	2010-2015	**2015-2020**	**2020-2025**	**2025-2030**
52,139	18,933	23,168	28,350	34,692

Incremental Population (2010-2030)

Population Forecast, 5, 189,782
Population Forecast, 4, 155,090
Population Forecast, 3, 126,740
Population Forecast, 2, 103,572
Population Forecast, 1, 84639

Year
Population Forecast

Year, 1, 2010 — Year, 2, 2015 — Year, 3, 2020 — Year, 4, 2025 — Year, 5, 2030
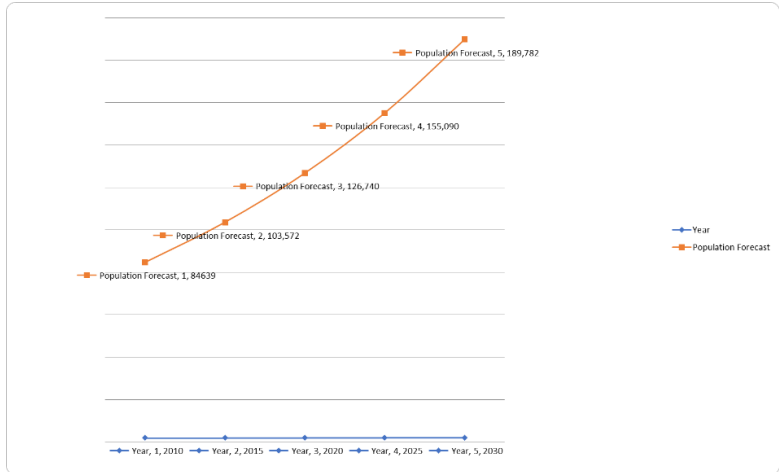
Notable Places

Attock has scenic beauty. The dry mountains with a river flowing through gives a very pleasing effect. The town must exploit the advantage of the nature. More sites be developed to attract the tourists. The banks of the river are very high, so that the enormous accession which the volume of water receives during inundation scarcely affects the breadth, but merely increases the depth. The rock forming the banks is of a dark-coloured slate, polished by the force of the stream, so as to shine like black marble. Between these, "one clear blue stream shot past." The depth of the Indus here is thirty feet in the lowest state, and between sixty and seventy in the highest, and runs at the rate of six miles an hour. There is a ford at some distance above the confluence of the river of Khabool; but the extreme coldness and rapidity of the water render it at all times very dangerous, and on the slightest inundation quite impracticable. The bridge is supported by an association of boatmen, who receive the revenue of a village allotted for this purpose by the Emperor Akbar, and a small daily pay as long as the bridge stands, and also levy a toll on all passengers.

There are a number of historical monuments in the district which are famous throughout the country. Some of the major ones are Attock Fort, Begum Sarai, Attock Bridge, Parks in the Kala Chitta Range, Kamra Air base, and Hydro Power Station of Ghazi-Brotha Project. Urban planning under TMA has a crucial role in guiding the present and future growth of the town. The Planning officers responsible to produce spatial plans and exercise development control for change of land uses in the town. Further it maintains a comprehensive data base

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and information system on TMA and is responsible to execute and manage development plans for infrastructure projects. For the entire development of the Tehsil it is mandatory to produce different maps like base map, land use map, zoning map, etc. The planning office is responsible to prepare Annual development plans and long-term plans. These plans are made under the direction of Tehsil Nazim.

At the start of planning exercise, the available information with the local governments was very limited, out dated and rudimentary. The maps were either quite old, or were not present at all. Most of the mapping was done by hand drawings. The TO(P) office main function of development control was severely hampered due to lack of information such as updated maps. Therefore, satellite images were obtained and developed with the help of GIS technologies. All important information regarding urban planning and infrastructure situation was put on the maps.

Building Control

For building control activities residents submit requests with a plan and other requisite documents. Building inspector visits the site and checks if the plan is according to the site/ location. Building by-laws have been developed but not notified. There is a requirement that residents after completion of their buildings get a completion certificate from planning office, but it rarely occurs. There is need of such mechanism that residents have to get the completion certificate. All the records are manually maintained.

Local government had formulated *Building and Land Use Control* and *Dangerous buildings by-laws* after completion of all codel formalities and got approval from the Tehsil Council. Site development Schemes/Housing Schemes by-laws were notified but these are updated from time to time. Building application fee for residential plans and commercial plans is Rs. 2.00 and Rs. 5.00 per sq feet respectively.

Attock being an old planned colonial town, its roads were designed to be at least 60 feet wide and streets at least 20 feet. Presently, Attock comprises of three UC's. UC – 2 is the oldest one created in 1905 and is planned one with distinct blocks numbered from A to R. There is space allocated at centre of each block for commercial and recreational purposes. The roads are mostly wide in this block. UC-3 is partially planned. UC-1 is the most recently developed and is separated by the other two UCs by a railway line that passes east-west of the town. UC-I has two planned colonies namely Peoples Colony and Dar-ul-Salam.

Landuse Distribution of Attock

Sr.No	Type of Landuse	Area (acres)	%
1	Commercial	58	2.32%
2	Educational	66	2.65%
3	Graveyards	20	0.80%
4	Health Facilities	20	0.80%
5	Public Buildings	136	5.45%
6	Religious Buildings	15	0.60%
7	Residential	915	36.67%
8	Vacant Area	307	12.30%
9	Transportation	325	13.03%
10	Open/Agriculture Land	550	22.04%
11	Parks/Play Ground	83	3.33%
Total		2495	100

To discuss the land use pattern in Attock, first the northern part will be discussed. This is purely residential with irregular street pattern and old houses. The central part is the amalgamation of commercial, residential and institutional uses. According to the land use percentages, the residential area is 35.67% of the total land use. However the standards for the same are 55-60%. The reason for its lower percentage is that many plots within the built up area are lying vacant. The main commercial activity is situated along the Madni chowk, TMA chowk, Fawara chowk and Katchehry chowk. The main bazaars in this area are Sarafa bazaar and civil bazaar. The road that leads to Kamra runs north south and is situated to the east of this town. The entire market place stretches towards north and south of the central artery. Here roads are planned in grid iron pattern. This area is congested. Other commercial activity is seen along Kamra Road in the north. It is sort of linear development along the main road. Same growth pattern is observed along Fateh Jang road in the south. The percentage of the commercial area in Attock is 2.32% of the total land uses. The recommended standard is upto 5%.

All of the major institutional buildings like local government office, educational institutions, banks, GPO, District courts exist in the central part of the town. The percentage of Institutional buildings is 2.65%. In addition, health and religious buildings have the percentage 0.8% and 0.6% respectively. Health facilities less

than the recommended standard which amounts to be2-3%. There are three open spaces in the central part i.e. the railway ground, Army stadium and a ground near TMA office. The percentage of parks is relatively better as it is 3.33% as compared to the recommended standard of 6-7%. This percentage though less but relatively better as compared to other small towns of Punjab. A graveyard is present near Iqbal chowk which is 20 acres (0.80%) of the total area of land. It is less than the land use standards as (usually 2 – 3%) and prevailing conditions in the contemporary Cities.
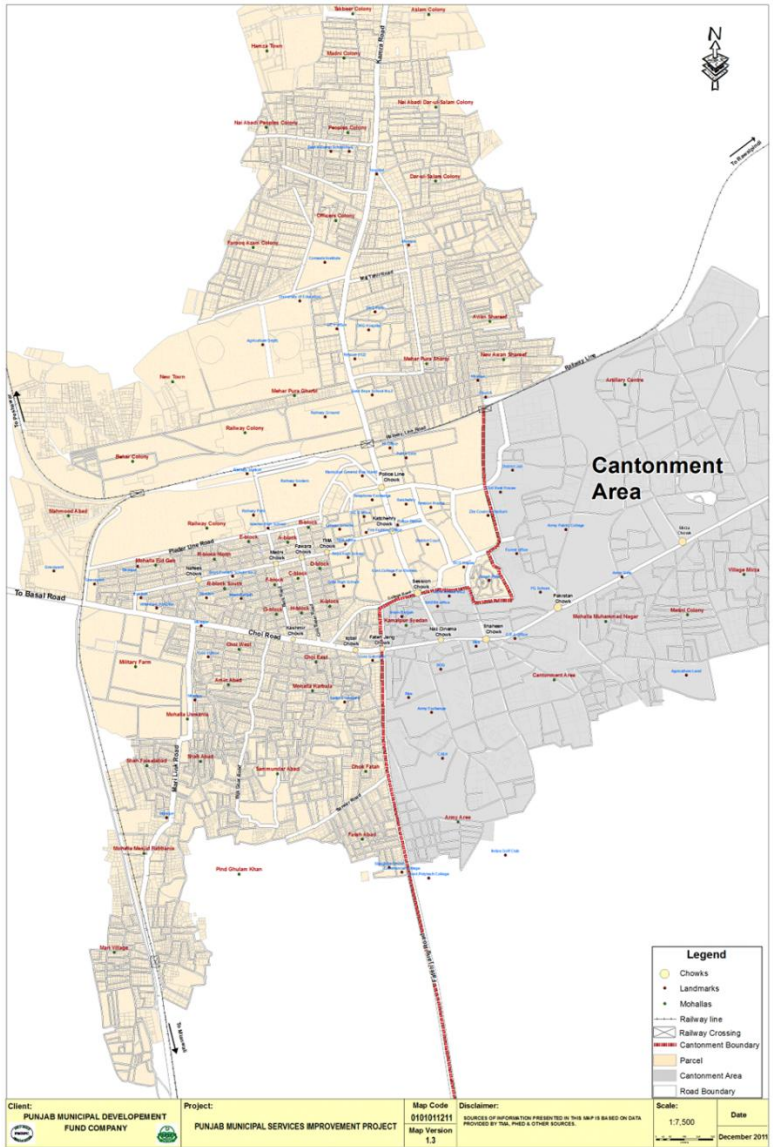
Base Map
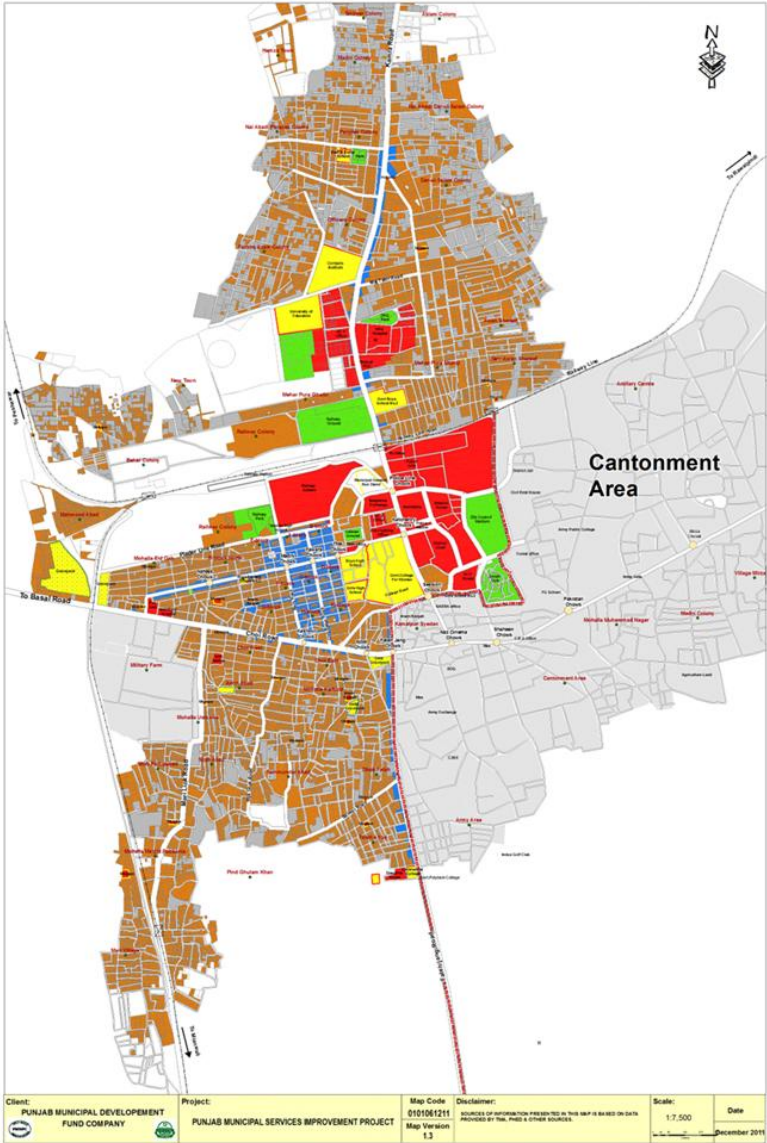
Landuse Map

City Growth

Information relating to future urban expansion and current trends was collected through survey and discussions with the local officials/community groups. The Attock city is growing in two distinct directions. The one is in the north n direction and in the north-western direction. In the north along the Kamrah road is the three mile chowk. A hosing scheme for low income housing is planned by Housing and Physical Planning Department. This is People's colony. Some private development is taking place along beyond Choi road. The people are constructing houses on their private land. This is north- west direction. The cause of growth of the town is the same i.e the private development in this direction. High population density area includes Shah abad, Amin Abad, Choi west, Sammundar Abad, Mohallah Karbala and Choi East are adjacent to Bijli Ghar Road. Dhok Fateh and Fateh Abad are along the Sarwar Road. A Block, B Block, E Block, R Block North and Mohallah Eid Gah are along the Pleder Line Road. D block and K Block area are along the Civil Bazar Road. C Block, H Block, F Block and G Block are adjacent to Barg Road. Other areas of high density population are Nai Abadi Peoples Colony and Peoples Colony.

Medium density population areas are Shah Faisalabad along the Mari Link Road. Mohallah masjid Rabbania and Mari Village are near the railway station. Other area includes Farooq Azam Colony, Officer Colony, Maha Pura Sharqi, Awan Shareef and New Awan Shareef. Low population density areas are Madni Colony, Dar-ul-Salam Colony and New Dar-ul-Salam Colony in the North direction of the city. Behar Colony, Railway Colony and Mehar Pura Gharbi are adjacent to the railway station. Millitary Farm and Mohallah Usmania are along the Mari Link Road.

Population Density Map

Economic Growth Potential

Attock District has mainly the agrarian economy. The land is fertile and suitable for cultivation. But the city Attock has the mixed economy where heavy industrial units are present. Various oil refineries, cement and Information technology-based units are present. The same provides employment opportunities to the local population and the other parts of the country as well. The land of Attock is very fertile like other areas of central Punjab. The 90% of the population of the district is engaged in agriculture. The important cash crops grown here are wheat, rice, cotton, millet, etc. Pakistan's livestock population, estimated at 125 million in 2006, is one of the largest in the world. Moreover, a major share of this livestock population is found within the province of Punjab. As per the Rawalpindi Growth Strategy, Rawalpindi division has 1.2 million cattle and buffalos. If goats and sheep are included with other cattle the livestock population in the division is estimated around 6.2 million. Almost 75% of the Punjab's population is involved in livestock sector. As per Punjab Development Statistics 2023 there are 353 broiler farms in Attock, 33 layer farms, and 2 breeder farms with capacity of 25.42 million, 0.18 million, and 0.11 million respectively.

Main industries

ARL is a member of Attock Group of Companies, a fully integrated group covering all segments of oil and gas industry from exploration, production and refining to marketing of a wide range of petroleum products besides also engaged in manufacturing and trading of cement, information technology, etc.

Pakistan Oilfields Limited

Pakistan Oilfields Limited (POL) was founded on November 25, 1950 and is one of the oldest Pakistani exploration and Production Company. In 1978, POL took over the exploration and production business of AOC. Since then it has been investing independently and in joint ventures with various E&P companies for the search of oil and gas in the country. Aside from exploration and production of gas, POL also operates an extensive network of pipelines for transporting its own crude oil as well as that of others to ARL. It also manufactures LPG, Solvent Oil and Sulphur.

National Refinery Limited

The Attock Oil Group of Companies through the process of Privatization has acquired 51% shareholding of National Refinery limited, Karachi with Management control and thus become the largest Group having huge

investment in Oil & Gas and Refining sector of Pakistan. National Refinery Limited (NRL) was incorporated as a Public Limited Company at Karachi in 1963. NRL is a petroleum refining and petrochemical complex producing a wide range of fuels, lubes, BTX (petrochemicals), asphalts and specialty products for domestic consumption and export. NRL has crude oil processing capacity of 2,710,500 tonnes per annum (TPA), its lube refineries have a designed production capacity of 176,200 TPA of lube base oils (LBO) and its BTX unit has a designed production capacity of 25,000 TPA. NRL enjoys a competitive edge as it is the only refinery producing lube base oils in Pakistan.

Attock Petroleum Limited

Attock Petroleum Limited (APL), sponsored by the Pharaon Commercial Investment Group Limited and Attock Oil Group of Companies, started its operations in 1997. Main objective of APL was to establish a Group Company in downstream petroleum sector for marketing of petroleum products in Pakistan, which historically was restricted to three major players in this field. APL has been able to effectively penetrate the market in a short period of time by competing with well-established OMCs. APL is the only OMC in Pakistan belonging to a Group involved in Oil Exploration, Production and Refining thus ideally suited to proficiently fulfilling its customers' needs.

Over the last five years, APL has expanded its retail outlet network at an appreciable pace with its 128th Retail Outlet already commissioned in December 2005. Further, with its latest Storage Terminal at Rawalpindi and planned storage terminals at Mehmood Kot, Machike, Taru Jabba and Port Bin Qasim, the Company is well-equipped to meet the demand of its customers. APL has become a major exporter of petroleum products including road bitumen to Afghanistan and is also facilitating export of Naphtha to Middle East, Far East and South Asia. APL also offers a wide range of petroleum products and lubricants. It is also registered with Afghan Investment Support Agency (AISA) to operate in Afghanistan as an OMC and has established its office in Kabul.

Attock Cement Pakistan Limited

Attock Cement Pakistan Limited (ACPL) was incorporated in Pakistan on October 14, 1981 as a Public Limited Company and is listed on the Karachi Stock Exchange. The company started its commercial production on June 1, 1988. ACPL's current production capacity is 2,400 MTPD. Due to an overall surge in cement demand in the country over the last couple of years coupled by growth in regional market, ACPL has decided to increase its production capacity to 5,400 MTPD by setting up a new plant with a capacity of 3,000 MTPD. The new plant is scheduled to be completed and start trial production by January 2007.

Attock Hospital (PVT) Limited

AHL was incorporated on August 24, 1998. It is a wholly owned subsidiary of ARL. The company is engaged in providing medical services to the employees and families of Attock Group Companies and to the community of Morgah region in Rawalpindi. AHL is dedicated to the development of an integrated system of health care services, with a commitment to service excellence.

Attock Information Technologies Services (PVT) Limited

AITSL is an emerging Information Technology services company. It is assisting the Attock Group Companies in adapting to and implementing Supervisory Control and Data Acquisition, SCADA, Plant Automation, Oil Movement & Storage Solution, Remote Well Head, Pipeline Management and Monitoring as well as other technology intensive solutions. AITSL has been catering to the demands of IT related outsourcing, centralization of IT operations and services, design and implementation of Local and Wide Area Networks, Wireless Connectivity, Supervising ERP Implementation and CCTV based security solutions. Attock Information Technology Services (Pvt.) Limited (AITSL) was incorporated on October 27, 2000 as a Private Limited Company to setup basic infrastructure, communication systems and computer installation and provision of IT related services.

Attock Gen Limited

Attock Group is dedicated in revolutionizing the way our world addresses the ever increasing problem of energy shortage. By investing in Attock Gen Limited (AGL), the Group became leader in accepting the challenge of Power Policy 2002 offered by the Government of Pakistan. The new cutting edge technology introduced in Pakistan not only maximized the power capacity of the country but also provided environmentally safe energy to the national grid. AGL has 25 years business partnership with National Transmission and Dispatch Company for dispatch of energy, backed by the guarantee of Government of Pakistan.

AGL is a 165 MW Gross Combined Cycle Fuel Oil Fired Thermal Power Plant with Nine (9) Reciprocating Engines and One (1) Steam turbine of world proven technology introduced by Wartsila Finland. The Company started its commercial operations in March 2009.

Cultural Heritage

Attock has a very rich cultural heritage. Most prominent are discussed as under:

Attock Fort: Attock fort was built at Attock Khurd during the reign of Akbar the Great from 1581 to 1583 under the supervision of Khawaja Shamsuddin Khawafi to protect the passage of the Indus.

Attock (Attock Khurd) is a fort and small town in the Punjab Punjab, on the left or east bank of the Indus, 942 miles from the sea, close below the place where it receives the water of the Kabul River, and first becomes navigable. The name, signifying obstacle, is supposed to have been given to it under the presumption that no scrupulous Hindoo would proceed westward of it; but this strict principle, like many others of similar nature, is little acted on.

On the right bank, opposite Attock, is Khyrabad—a fort built, according to some, by the Emperor Akbar, according to others by Nadir Shah. This locality is, in a military and commercial point of view, of much importance, as the Indus is here crossed by the great route which, proceeding from Khabool eastward through the Khyber Pass into the Punjaub, forms the main line of communication between Afghanistan and Northern India. The river was here repeatedly crossed by the British armies, during the late military operations in Afghanistan; and here, according to the general opinion, Alexander, subsequently Timur, the Tartar conqueror, and, still later, Nadir Shah, crossed; but there is much uncertainty on these points. The fortress was erected by the Emperor Akbar, in 1581 to command the passage; but, though strongly built of stone on the high and steep bank of the river, it could offer no effectual resistance to a regular attack, being commanded by the neighbouring heights. Its form is that of a parallelogram: it is 800 yards long and 400 wide. The population of the town, which is inclosed within the walls of the fort, is estimated at 2000. Along the GT Road very near to Attock there is a Monument built by the Mughal emperors. It perhaps was a "Sarai" or resting place for the travelers. It is now in shabby condition.

Preferred Actions:

- Agriculture is the main source of earning for local population. This means more than required are engaged in agriculture, hence are under employed or disguise unemployed. The marginal productivity of such labour is zero. Such unproductive labour can be removed from land without fall in agriculture output and employed on cottage or small industries.

- Recreational facilities are a focal point in enhancing the economic activity in a town. It any town has high order recreational facilities, the masses are attracted from hinter land or from adjoining town to avail the facility. These are vital for social well being of the residents of a

town and at the same time a source of generation of income and employment. Moreover, small business and enterprise sprout up in such an environment.

- It is very important to disseminate the information about the cultural potential of the town to the other parts of the country. Moreover, resting facilities and developing site seeing areas will attract more tourists.

- Developing the site along the River Attock. It is recommended that more facilities should be added to the historical site.planned. It would entertain the entire hinterland.

- To raise agriculture productivity by using better techniques of cultivation, better seed, fertilizer, etc .It helps in skill formation, raises average productivity, income level and size of market. It promotes more employment.

- Programmes for small towns in which local community will be provided with tools and resources to retain and expand their current businesses

- The labour in small towns is not aware of employment opportunities in towns and industrial areas in their hinter land. It can be done by opening information centres within the town.

- Development of financial institutions can help growth of agriculture and industry. Corporate banks, micro credit facilities, financial and investment corporations can give much impetus to the local economy of the town.

Municipal Infrastructure & Services

Attock is well-connected to other areas through a network of inter-city roads. The town is linked to Islamabad/Pindi, Fateh Jang and Kohat. The mixture of fast and slow moving traffic causes delays, traffic jams, congestion, pollution and accidents. The overall condition of roads in the city is satisfactory. Total 47 roads are notified for commercial activities under rule 64 of Punjab Land Use Rules 2009 from DDC Attock. Major commercial activities occur in Main Bazaar, Civil Bazar, Sarafa Bazar, Barq Road and Pleader Lane.

Provincial Highways of Attock

Sr. No.	Name of Road	Controlling Department
1.	Kamra Road	Provincial Highway
2.	Fateh Jang Road	Provincial Highway
3.	Choi Road	Provincial Highway
4.	Haji Shah Road	Provincial Highway
5.	Brotha Road	Provincial Highway

Major Road Junctions in Attock

Sr. No.	Chowk/Crossings	Roads merging at Crossings
1.	Session Chowk	Kamra road
2.	Kachery Chowk	TMA Road, Kamra Road
3.	Fawara Chowk	Pleader Line road, TMA road
4.	Nafees Chowk	Eid Gah Road, R-Block North Road, R-Block South road
5.	Madni Chowk	Baraq Road, Eid Gah Road, TMA Road
6.	Fateh Jang Chowk	Choi Road, Fateh Jang Road

The condition of roads in Attock is satisfactory. More than 90% Major roads are in good condition and some need minor repairs. Drainage is satisfactory since topography has slopes that have steep gradients. Most small streets have P.C.C surface. Due to non-existence of metalled / paved shoulders and footpaths, some shopkeepers have encroached on the shoulders of the roads in busy areas. The existing road width, right of way, and existing condition of all metalled TMA roads is given below.

Major Local Council Roads In Attock

S.#	Name of Road	Av. ROW	Av. Metalled Width	Kind of Surface	Existing Condition
		Ft	Ft		
1	Pleader Line Road	60	40	Carpeted	Good
2	Burk Road	60	40	Carpeted	Good
3	Eid Gah Road	60	40	Carpeted	Good
4	Civil Bazar West Road	60	40	Carpeted	Good
5	Civil Bazar East Road	60	40	Carpeted	Good
6	Civil Bazar South Road	60	40	Carpeted	Good
7	Civil Bazar North Road	60	40	Carpeted	Good
8	Sarafa Bazar Road	40	24	Carpeted	Good
9	Gora Qabristan Road	40	24	Carpeted	Good
10	Church Road	40	24	Carpeted	Good
11	Mohallah Shed Road	40	24	Carpeted	Good
12	Basal Road	40	24	Carpeted	Good
13	Committee Chowk Road	40	24	Carpeted	Good
14	Girl's High School Road	35	21	Carpeted	Good
15	Darul Islam Colony Masjid Road	33	19	Carpeted	Good
16	People's Colony Road	33	19	Carpeted	Good
17	Sabzi Mandi Road	25	15	Carpeted	Fair

Road Hierarchy Map- Attock

Cantonment Area

Legend

⊙	Chowks	▬▬	TMA Roads
•	Landmarks	▬▬▬	Cantonment Boundary
✶	Mohallas		Parcel
⊶	Railway line		Cantonment Area
▬▬	Provincial Highway		Road Boundary
▬▬	District Road	⧖	Railway Crossing

Client:	Project:	Map Code:	Disclaimer:	Scale:	Date
PUNJAB MUNICIPAL DEVELOPEMENT FUND COMPANY	PUNJAB MUNICIPAL SERVICES IMPROVEMENT PROJECT	0101021211 Map Version 1.3	SOURCES OF INFORMATION PRESENTED IN THIS MAP IS BASED ON DATA PROVIDED BY TMA, PHED & OTHER SOURCES.	1:7,500	December 2011

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The road system in Attock city is congested especially in the central town. With issues such as non-functional of bus stand, signaling is not present, haphazard parking, street hawkers and shops combine to obstruct traffic and underutilize right-of-way, lack of pedestrian facilities, and poor enforcement of encroachment and traffic regulations. There are no proper off-street parking lots in the town. This forces vehicle owners to park on the roads, streets and bazaars. As a result, disorganized and chaotic pattern of parking occurs and reduces road capacity. The identified needs include proper functional Bus Stand with regulation to park buses only in specified parking areas, area designated for a parking lot, area for vendor carts, provision of foot paths in main roads in the town, and street light staff should be equipped with ladders and other tools.

Water Supply

On an average 2 hours of water supply is being supplied to the households. This service is low compared to other towns in Punjab. The table in annex also shows in detail how the tube wells and OHRs are connected to various localities. Most of the town is connected with local water supply. Ground water is the only source and is being used for supplying of potable water to the Attock City. There are 10,900 domestic connections paying Rs 80/month as user charges. There are 100 commercial connections paying Rs 500/month as user charges. Presently thirty two tube wells are working at different locations in the City while two tube wells at D-Block and Dhoke Fateh abandoned. Two new tube are installed at Awan Town and People's Colony but awaiting for electricity connections.The detailed information regarding 28 operational tube wells.

UC -1

UC-1 is situated north of railway track. There are four OHRs and 12 tube wells present in this UC. Most of the tube wells were installed in 1970's and have gone through periodic maintenance. 3 of tube wells were installed later. Presently, most of them require minor repairs. The tube well near graveyard has leaking problem. A network of distribution system, ranging from 3" to 8" dia of AC/PVC & CI pipes, is existing in the UC. The CI pipe lines being too old are leaking and contaminating the system by ex-filtration and infiltration. Some recently built up areas such as Peoples Colony west, extensions of Dar-ur-Islam Colony, Bihari Colony, Awan Sharif is without distribution system and the inhabitants are demanding the facility. Shortage of water is found in Awan Asraf. Pipe sizes are small and old in areas such as New Town, Bihar Colony, Mehmoodabad, Mehar Pura etc. Approximately 90% of area is served with the existing distribution system whereas rest of the population is required to be served with this facility. The production capacity of both the sources is much less as compared with the

demand and hence water shortage is experienced in under-mentioned parts of the city in winter and the entire town in summer.

UC -2

UC-2 is situated south of railway track and north of Choi Road. 14 tube wells were installed in this union council. This is the planned part of town.There are six OHRs and eleven tube wells present in this UC. Water level is going down due to Ghazi Barotha canal. Most of the tube wells have leakages and need minor repairs. Some need sluice valves. A network of distribution system, ranging from 3" to 8" dia of AC/PVC & CI pipes, is existing in the UC. The CI pipe lines being too old are leaking and contaminating the system by ex-filtration and infiltration. Choi road lines are old and leaking at some points. In R and K Blocks few streets need lines to be replaces as they are old and leaking. In D Block Tube Well need repair. Approximately 100% of area is served with the existing distribution system.

UC -3

UC-3 is situated south of Choi Road. This is the un-planned part of town. There are three OHRs and six tube wells present in this UC.. Most tube wells are recently installed compared to two other UCs, therefore, they are in running condition. A network of distribution system, ranging from 3" to 6" dia of AC/PVC & CI pipes, is existing in the UC. The CI pipe lines being too old are leaking and contaminating the system by ex-filtration and infiltration. In Fatehabad new areas need distribution lines. Shahdabad, Summundar Abad, Choi east have lines that need replacements as they are old GI pipes. Approximately 90% of area is served with the existing distribution system.

Nearly 90 % of the Attock Town is covered by water supply whereas the rest of the Piped water supply is available for the distribution of potable water in the town. As per available data/ information pipe sizes ranging from 3" to 12" i/d have been used in the distribution systems.. Different pipe materials have been used in distribution system transmission mains like Cast Iron (CI), Asbestos Cement (AC), PVC pipes and Galvanized iron (GI) pipes. Some pipes are leaking and rusted up. This was informed by TMA that such pipes have been replaced while some are being replaced whenever it is required. So replacing of GI, CI pipes is a continuous process being done by the local council.

Sr. No.	Location / Water Works	Type RCC/ Brick Masonry	Capacity (Gallons)	Year of construction	Source of filling (Tube Well, T.P/Spring)	Dia of Connection Pipe (in)
1	People Colony	RCC	30,000	1976	Tube Well	6
2	Darul Islam Colony	RCC	20,000	1976	Tube Well	8
3	Mehar Pura	RCC	10,000	1975	Tube Well	6
4	Bahari Colony	RCC	10,000	1977	Tube Well	6
5	Eid Gah	Brick Masonry	30,000	1975	Tube Well	6
6	F Block	RCC	20,000	1990	Tube Well	8
7	D Block	Brick Masonry	30,000	1965	Tube Well	8
8	Water Works	Brick Masonry	50,000	1975	Tube Well	8
9	Jinnah Park	RCC	30,000	1982	Tube Well	6
10	Dhok Fateh	RCC	50,000	1982	Tube Well	10
11	Choi East	RCC	30,000	1976	Tube Well	8
12	Amin Abad	RCC	20,000	1990	Tube Well	6
Total capacity			330,000			

Details of Water Storage

Present production capacity = 3,188,000 g = 8.85 Cusecs, Storage capacity is 350,000 g. Water is being supplied for only 2 hours to consumers as per local government. It seems that water discharged is much lower than designed capacity. OHR are being filled at a very slow rate and water is supplied to consumers for couple of hours. Present water production can't meet consumer demand and it would require more sources to be developed to meet 26.4 cusec in 10 years time period. A comprehensive study of water supply is needed in Attock to see affect of Ghazi Brotha Dam on Attock water supply. Some areas need extension in network while others need replacements. PHED is planning to replace rusted pipes with amount Rs 20 million. The plan should cover water supply needs and requirements for next 10-20 years.

Water Supply Map- Attock

Cantonment Area

Legend
- ○ Chowks
- · Mohallas
- — Railway line
- ● Existing OHR
- ■ Abandoned Tube Wells
- ■ Existing Tube Wells
- — Distribution Lines
- — Existing Main
- — Cantonment Boundary
- Parcel Boundary
- Cantonment Area
- Road Boundary
- ⊠ Railway Crossing

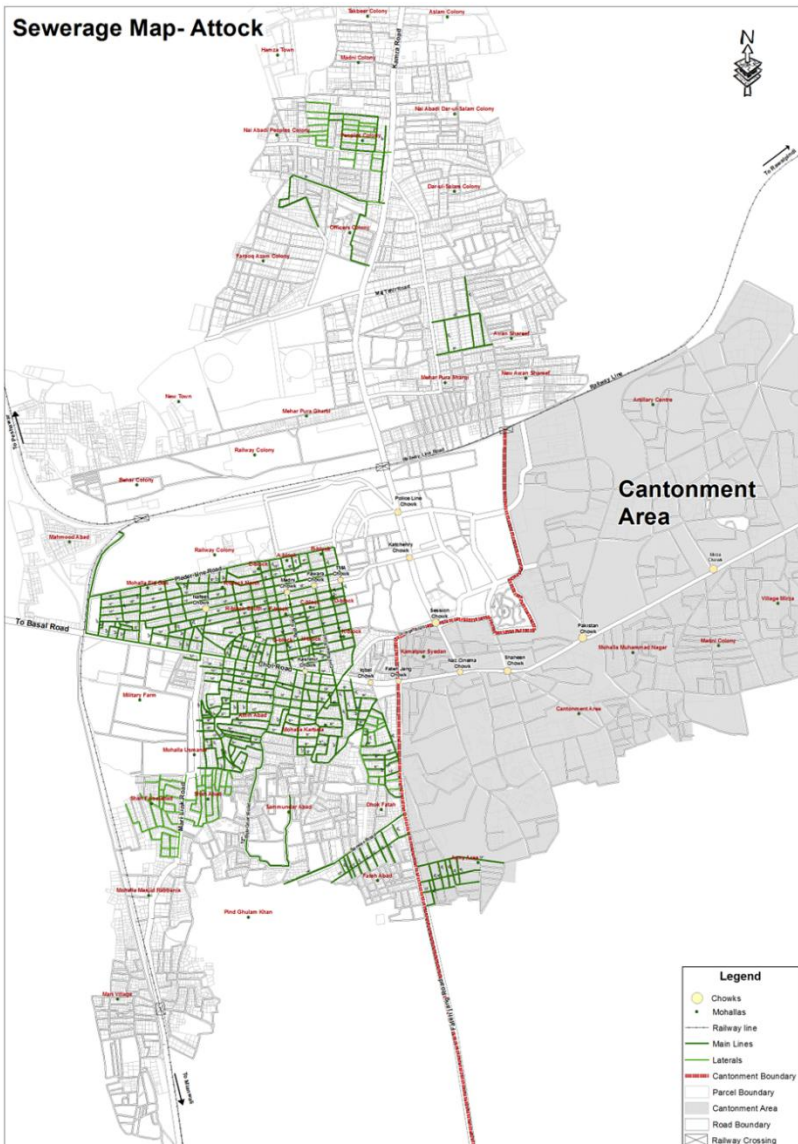| Client: PUNJAB MUNICIPAL DEVELOPEMENT FUND COMPANY | Project: PUNJAB MUNICIPAL SERVICES IMPROVEMENT PROJECT | Map Code 0101031211 Map Version 1.3 | Disclaimer: SOURCES OF INFORMATION PRESENTED IN THIS MAP IS BASED ON DATA PROVIDED BY TMA, PHED & OTHER SOURCES. | Scale: 1:7,500 | Date December 2011 |

Sewerage System

Presently, most of the town is covered with sewerage network. Flow of sewerage is towards south of Attock (UC-3). There is no disposal station as sewage flows by gravity, resulting in, and low operational cost. Sewage is being disposed off without treatment to natural channels and finally to Hazro River.. Two natural channels flow out of town Choi East and Choi West. Combined sewerage is collected in UC-3 to be disposed of. Existing network include flow of storm water.

UC – 1: In UC-1 only People Colony (developed by Housing and Physical Planning dept. in 1970s) has sewerage. Network has passed its life and is choked. Disposal of sewerage is by gravity into an open channel. Therefore, most of UC is unserved. Mohallas such as Dar-ul-Salam,Nai Abadi Dar-ul-Salam. New sewer pipes has been laid in Mohallah New Town which costs an amount of Rs. 2.00 Million

UC – 2: Attock was developed as a planned town in 1946. As a result, first phase of sewerage was laid at that time in area that comprises part of UC- 2. Trunk sewer was of size 12" whereas most area has lateral network of 6" pipes. Sewer lines were added later on in this UC to extend coverage. Sewerage is disposed of with gravity in natural drains towards south of the town.

UC – 3: Sewerage was developed in this area in 1974 by PHED. As the population was increased in UC -3 therefore extension of sewerage network was needed. No disposal work was planned as steep slopes provided natural flow. Population has rapidly increased in this UC, because of that pressure on the network is also increasing. Most of UC is served except mohallas such as: Choi East, Summundar Abad. There have been many complaints in this UC regarding disposal of sewerage. During discussion with Member Tehsil Council Nabila Mushtaq and member of NGO Al-Ghazali Social & Welfare Society Malik Muhammad Mushtaq stressed that pools of sewage water stagnate in some parts. The situation is worsened during rainy season. Most of UC is served except mohallas such as: Choi East, Summundar Abad. There have been many complaints in this UC regarding disposal of sewerage. During discussion with Member Tehsil Council Nabila Mushtaq and member of NGO Al-Ghazali Social & Welfare Society Malik Muhammad Mushtaq stressed that pools of sewage water stagnate in some parts. The situation is worsened during rainy season.

Sewerage Map- Attock

Cantonment Area

Legend

- ⬤ Chowks
- • Mohallas
- ---- Railway line
- —— Main Lines
- —— Laterals
- ▬▬▬ Cantonment Boundary
- Parcel Boundary
- Cantonment Area
- Road Boundary
- ⬚ Railway Crossing

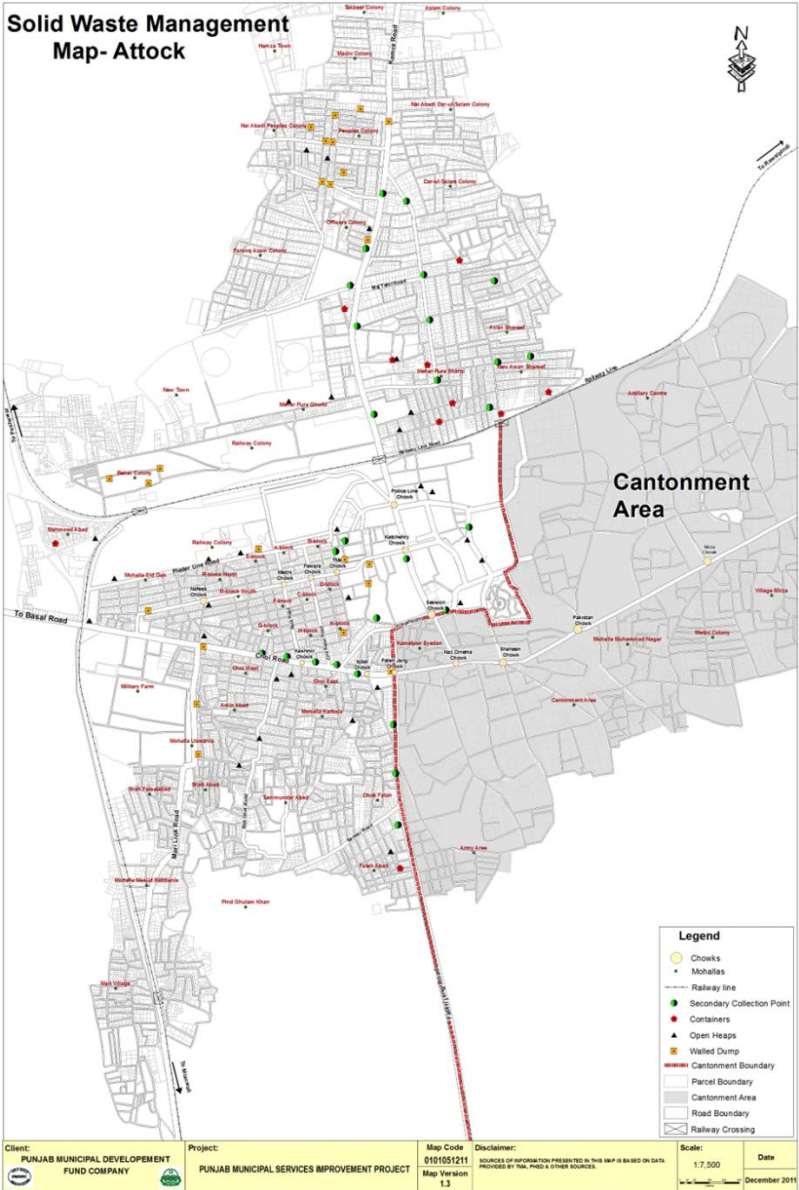| Client:	Project:	Map Code	Disclaimer:	Scale:	
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Solid Waste Management

After sweeping the streets and roads the sanitary workers carry the solid waste in wheel barrows driven manually and collected at certain collection points. Due to shortage of equipment and manpower local government Attock is not capable to serve the entire area of the town. As such some areas have good service delivery level whereas other having lesser attention gets poor service. The existing system comprises of collection through wheel barrows, transfer through tractor trolleys, and disposal in open fields / along the roads.

Primary collection is being performed by sanitary workers. The workers carry out sweeping of streets and roads and collect the solid waste from small heaps with the help of wheel barrows, brooms etc. and store at permanent and temporary collection points. Most of the town is covered by primary collection except some areas that are have been extended by new habitants. There are two shifts: first starts at 5 am – 11 am, second shift starts at 2 pm to 5 pm. Partial service is provided to areas such as: Officers Colony, Dar-ur-Islam colony, Peoples Colony, Nai Abadi Peoples Colony, Awan Shareef, Fateh abad, Pind Ghulam Khan, Farooq azam Colony, Madni Colony etc. After primary collection, tractor trolleys pick the waste from the primary collection points and dump it to open spaces along main roads going out of town.

Due to shortage of equipment and manpower, the local government is not able to serve the entire area of the town. Some areas have good service delivery level whereas other having lesser attention gets poor service. Much of the area is un-served and heaps of solid waste accumulates in these areas and some of them are removed only when they exceed the toleration level. Fully served areas include Mehar Pura Sharqi, Mehar Pura Gharbi, New Town, Mahmood Abad, B-block, A-block, E-block, D-block, K-block, H-block, G-block, F-block, C-block, Choi West, R-block North, R-block South, Mohalla Eid Gah, Mohalla Madina Masjid, Shah Abad whereas partially served areas comprise Officers Colony, Peoples Colony, Dar-ul-Salam Colony, Awan Shareef, Fateh Abad, Pind Ghulam Khan, Farooq Azam Colony, Nai Abadi Dar-ul-Salam Colony, Nai Abadi Peoples Colony, Madni Colony, Mohalla Masjid Rabbania. In Attock the disposal of solid waste is done in the form of open dumps along the Attock – Fateh Jang Road. Present dumping site is 3.5 km from town shown in Pic above. This creates in-sanitary & unhygienic conditions, degrading the environment of the town, emitting obnoxious smells and providing breeding grounds for mosquitoes and flies.

The town is generating about 38 tons of solid waste / day which is expected to increase to around 70 ton/day by 2025 and 113 ton/day by 2032. The local government has got a capacity of managing 71 % of the generated amount with the existing equipment and manpower. If the management capacity is not

improved, the town will face serious environmental threats with heaps of solid waste emerging up in street, bazaars, open spaces and even in play grounds. There is no proper landfill site to dump ever-increasing solid wastes. Calculations show that for a period of 10 years Attock would need 7.5 acres land for landfill site and 20 acres for 20 years time span.

Solid Waste Management Map- Attock

Cantonment Area

Legend
○ Chowks
• Mohallas
Railway line
● Secondary Collection Point
● Containers
▲ Open Heaps
▣ Walled Dump
Cantonment Boundary
Parcel Boundary
Cantonment Area
Road Boundary
⊠ Railway Crossing

| Client: PUNJAB MUNICIPAL DEVELOPEMENT FUND COMPANY | Project: PUNJAB MUNICIPAL SERVICES IMPROVEMENT PROJECT | Map Code 0101051211 Map Version 1.3 | Disclaimer: SOURCES OF INFORMATION PRESENTED IN THIS MAP IS BASED ON DATA PROVIDED BY TMA, PHED & OTHER SOURCES. | Scale: 1:7,500 | Date December 2011 |

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As a result of the Planning exercise, a prioritized list of projects was developed for Attock that in order of priority are sewerage system, solid waste management, roads, water supply, parks, street lights, slaughter house, and fire-fighting. The prioritization process calls for the road map for the allocation of resources for the TMA. It is important to mention here that in Attock, sewerage was one of the major problem in the town. The second on the priority list were solid waste and roads on the third. The roads were reported broken, with lot of encroachment which led to further traffic congestion and environmental degradation. The Planning process adopted rules out the selection of projects at random or biasness, rather it reflects the ground realities and is demand driven. If the projects are not need based, they are not sustainable for long period of time and become redundant without any benefit to the community or the user. Even if such projects survive, they benefit only a specific group of people. It is therefore important for Infrastructure projects to be need based and both beneficial to and acceptable to the community. To make it mandatory, the involvement of stakeholders was ensured at all stages of planning, including the process of prioritization of the development projects.

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Chapter 3: Urban Immovable Property Tax (UIPT) in Lahore

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The chapter presents findings of a study that analyzes the policy options of imposing the Urban Immovable Property Tax (UIPT) in the extended areas of TMAs of district Lahore. For this purpose this chapter covers three thematic areas which not only map the major aspects of UIPT but also analyze their practical connotations. First, it reviews the legal framework of the UIPT and highlights important legal and policy instruments that are basic to defining the scope and collection mechanism of UIPT. Second, this chapter presents a review of the administrative mechanism in operation for the imposition of UIPT and delves into the nuances of assessment of properties, tax collection, and finally its distribution. Finally, it delineates the significance of UIPT for the relevant tier of local government i.e. local governments of Lahore and tries to point out the implications of proper collection and disbursement of funds under the UIPT for the local governments of Lahore district. At the end, recommendations have been presented for the policy makers of the Punjab Government.

In the developed countries tax on real property (immovable property) is a substantive source of revenue and according to a study; it is the single largest municipal revenue that represents about 40-60 percent of local own-source revenues[16]. The situation is quite the opposite when it comes to the developing countries. Although Pakistan has a relatively longer experience in collecting property tax as compared to other developing countries yet the revenue collected through this form of tax is quite low and its contribution to GDP is merely 0.05% [17]. In order to understand this phenomenon, it is important to note here that property tax is not merely a technical instrument but it is a substantial revenue factor with strong financial, institutional and political connotations[18]. These three aforementioned aspects are critical in developing an appreciation of the imposition and collection of UIPT in the province of

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[16] Property Taxation in Federal Countries, Mihaly Kopyani 2008

[17] Property Tax Utilization and Equity in Punjab: Policy Challenges and Reform Options, IGC 2022

[18] Paugam 1999

Punjab. Moreover, the broader tax culture in the country also needs to be taken into account while considering enhancement in the tax base. Pakistan's tax collection has failed to improve since the late 1990s whereas the tax-to-GDP ratio declined from 10.6 percent in 1999/2000 to 10.0 percent in 2022 which is below the Asia and Pacific average of 19.3% by 9.3 percentage points[19], falling to yet another 9.3 percent last year[20]. However, tax-to-GDP ratio in countries of comparable systems like India, Sri Lanka and Bangladesh is higher than that of Pakistan. Political and administrative resolves from the highest quarters in Pakistan over the past decade claimed for substantially increasing the tax-to-GDP ratio and projections were as high as achieving 14 percent tax-to-GDP ratio. However, the achievements fell short of the projections owing to system wide structural problems including narrow tax base, distrust of the tax payers on the governmental authorities and weakness of the collection mechanism[21]. This chapter establishes that similar circumstances prevail with respect to the notion of expanding the base of UIPT and taking a step ahead it makes recommendations for expanding the tax base.

As stated earlier the financial, institutional, and political connotations of UIPT are important to be understood. Later segments of this chapter analyze the financial and institutional aspects of UIPT so at this juncture it is imperative to look at the political dimension of this tax. Historically, UIPT has been a provincial tax but the devolution system introduced by the Musharaf regime made it into a local government tax making the Tehsil /Town Municipal Administrations (TMAs) its major recipients. The paradigm shift from a centralized system of government to the one based on the principle of subsidiarity called for system wide reforms. However, as argued by Ali Cheema, Asim Ijaz Khwaja and Adnan Qadir, the central tendency revealed by our historical analysis is that local governments have been enacted by non-representative regimes to legitimize their control over the state. Legitimacy has been sought by creating a localized patronage structure that produces a class of 'collaborative politicians' who act as a conduit between local level constituencies and the non-representative center[22].

The argument holds its place due to ever surging tendency of centralized governance where after devolution the province has taken the driving seat instead of the center. Imposition of taxes, widening of tax bases and collection

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[19] Revenue Statistics in Asia and Pacific, OECD 2024
[20] Economic Survey of Pakistan 2023 - 2024
[21] Tax Policy in Pakistan: Concerns and Reforms, 2022
[22] Local Government Reforms in Pakistan: Context, Content, and Causes; Ali Cheema, Asim Ijaz Khwaja and Adnan Qadir

of the same remains an issue of political economy with far reaching political implications. An example of this phenomenon can be cited from the working of TMAs after the devolution in 2001. One function of the TMAs was to act against the encroachments and Tehsil /Town Officer Regulation (TOR) was made responsible for its enforcement by way of imposing fine and taking other appropriate legal action. However, interviews with the officials of TMAs revealed that owing to the lack of political will the offices of TOR were never empowered to properly enforce this requirement of law. *Challan* Books for issuing fine-tickets were mostly not provided all over the province thereby letting the voters' sympathies taking a higher pedestal as compared to the requirements of the local government system. Lack of political and administrative will is also adamant from the own-source revenue collection by the TMAs of Punjab which clearly exhibits in the inability to collect services charges of water supply from all the consumers. Lack of accountability and remedial measures at the local level have led to strengthening the value of non-payment thus promoting the culture of tax evasion which further compounds the situation at every level of tax collection including UIPT. A study by the World Bank further affirms that there is an urgent need for a political consensus if property tax is expected to generate substantial local revenue[23].

Findings of the study reported in this chapter are a result of review of the legal / policy documents related to UIPT and devolution along with an intensive review of the available literature on property taxation in Pakistan. The research instruments adopted included semi-structured questionnaires for the officials of TMAs, Excise and Taxation Department, and representatives of the Local Government and Community Development Department along with interviews with key informants.

The identified persons were asked about the operational details of tax assessment, collection, and subsequent disbursement. Officials of the local government were also questioned about the significance of UIPT for its budget and the budget estimation process. Institutional as well as individual role of the officials of Excise and Taxation Department and local government was also discussed with respect to expanding the base of UIPT. Most important issues like regular and adequate assessment of property as required by the law, problems in the collection mechanism, disbursement criteria followed by the finance department, and resource issues including human as well as technical ones were also discussed and analyzed.

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[23] Property Taxes in the Large Cities of Punjab Province, Pakistan, World Bank Report 2006

Policy framework of UIP Tax

Since the study explored the imposition of UIPT in the extended areas of Lahore, historical data and the then relevant policy framework has been analyzed to gain insight into the challenges

Punjab Local Government Ordinance 2001 (PLGO 2001), as a step towards fiscal devolution, declared the UIPT as a local government tax and empowered the Tehsil / Town Council to determine the rate of this tax. Relevant sections of PLGO 2001 have been reproduced below to develop a better understanding of the legal position:

> "Section 116 – A council may levy taxes, cesses, fees, rates, rents, tolls, charge, surcharge and levies specified in the second schedule:
>
> Provided that the government shall vet the tax proposal prior to the approval by the concerned council.
>
> Provided further that the proposal shall be vetted with thirty days from the date of receipt of the proposal failing which it would have been deemed to have been vetted by the government.
>
> > No tax shall be levied without previous publication of the tax proposal and after inviting and hearing public objections.
> >
> > A council may, subject to the provisions of sub-section (1), increase, reduce, suspend, abolish or exempt any tax."

It is important to note here that despite empowering the council to levy taxes in a broader sense, the same has been made more equitable by giving space to the provincial government so that it could vet the tax proposal. Specification of time period for this purpose does introduce a check on the tendency to use the given legal space to override the will of the people by the provincial government. Thus shift in the authority to impose taxes can be termed as a right step towards fiscal devolution. However, the later section of PLGO 2001 further clarifies the policy situation on UIPT. Section 117 (Rating areas and Property Tax) of PLGO 2001 states that:

1. On commencement of this ordinance, every tehsil and town shall be rating areas within the meaning of this act.

2. The Tehsil Council or Town Council, as the case may be, shall subject

to the provisions of section 116, determine the rate of property tax in an area within the tehsil or town; provided that in the areas within a tehsil or town where rate has not been determined, the rate shall remain as zero.

3. Unless varied under sub-section 2, the existing rates within areas in a tehsil or town shall remain in force.

It is evident that every tehsil / town has been declared a rating area and even in areas where rate has not been determined by the council, it has to be considered zero. We understand that PLGO 2001 abolished the rural-urban divide in Punjab bringing an end to the colonial legacy of creating classes of loyalists by virtue of awarding land for safeguarding the colonial *Raaj*. Unfortunately the rural-urban divide continued to survive even after the independence and different governments in Pakistan used this divide to further their respective political interests. The available literature[24] suggests that these two aspects of local government systems in Pakistan and Punjab did institutionalize the grey boundaries between centralized system and devolution. In view of the clearly abolished rural-urban divide, persistence of the name UIPT does raise concerns about homogeneity in our legal nomenclature which nonetheless strengthen the aforementioned grey areas.

The Punjab Local Government (PLG) Act 2019 specifies that rating areas determined for the purpose of imposition of property tax under the Punjab Local Government Act 2013 will continue to be rating areas which in itself is continuation of rating areas identified by the PLGO 2001. Section 159 of the PLG Act 2019 authorizes a local government to determine the rate of any tax falling within its jurisdiction including property tax in the light of prescribed notion in Section 157 of the Act. Moreover, on account of unfairness or being excessive of a local tax, representation can be made to the Provincial Finance Commission that holds final authority over the fate of such tax. Although, the law provides for issuance of advice by the Commission at first which is to be complied with within the stipulated time but failure to do so empowers the Government to suspend the levy of tax till the raised objection is removed. Here arises the question of autonomy of a local government that has been apparently made subservient to the provincial government. Instead of adoption of means of adjudication through neutral forum or through judiciary, the matter has been simply made into a hierarchical and bureaucratic subject to be dealt with in the same spirit while ignoring the constitutional requirement of autonomy of the

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[24] Local Government Reforms in Pakistan: Context, Content, and Causes; Ali Cheema, Asim Ijaz Khwaja and Adnan Qadir, Van den Dungen 1972, Ahmed 1964, Rizvi 1974, Ali 1988, Pasha 1998, Metcalfe 1962

local governments[25].

Further to the discussion, it is imperative to take into account another legislation which defines detailed parameters of UIP tax mechanism. It is The Punjab Urban Immovable Urban Property Tax Act 1958 which states that UIPT is levied on the annual value of buildings and lands in a rating area[26]. The Act also specifies the share of the local bodies in the UIP Tax according to which eighty five percent of the tax collected is to be given to the local body from where the tax has been collected[27]. The Act further defines that the value of a building or a rent shall be ascertained by estimating the gross annual rent at which such land or building together with its appurtenances whereas valuation tables developed for this purpose by the concerned authorities are to be revised on regular basis. Provision of remuneration for the local authority on account of tax collection has also been given in the Act hence any authority deemed competent by the government may collect the tax provided that it has the capacity to carry out such collection in an effective manner. According to The West Pakistan Urban Immovable Property Tax Rules 1958, District Excise and Taxation Officer is the assessing authority and the Excise and Taxation Department collects this tax.

- Under PLGO 2001, Excise and Taxation Department (E&TD) was also been devolved to the district government but in practice the provincial government still exercises great control over the UIP Tax mechanism. The approval of tax rate is still given by the Punjab Local Government and Community Development Department (LG&CDD). The excessive control of the provincial government may be attributed to two factors i.e. TMAs not being the assessing and collecting agencies of UIPT, and non-devolution of the E&T Department to the tehsil / town level. However, it is pertinent to note here that capacity of TMAs to collect taxes bears a big question mark in the light of their post-devolution performance whereas the second factor has been discussed in detail by a study[28] commissioned by the Urban Unit and remedial measures have been suggested to fix the apparent anomalies. Later administrative measures by the provincial government, restored the autonomy of E&TD along with that of the Public Health and Engineering Department thus affirming the lack of will to capacitate

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[25] Article 140A, The Constitution of Pakistan
[26] Section 3(2), The Punjab Urban Immovable Property Tax Act 1958
[27] Section 3A, The Punjab Urban Immovable Property Tax Act 1958
[28] Please see 'Property Tax System in the Punjab, Post-devolution Scenario – A case for Reforms', Naveed Saleh Siddique 2007

the local governments.

Since UIPT is a local government tax and the relevant tier of the local government i.e. local governments which have been declared as the rating area for this tax are the recipients of UIPT, the law has devised a mechanism for the disbursement of funds to the TMAs. Successive provincial legislations provide for the creation of the Provincial Finance Commission (PFC) which defines the parameters for disbursement of funds to TMAs. Presently, The Punjab Specification and Distribution of Provincial Resources Order 2006 issued in accordance with the recommendations of the Provincial Finance Commission regulates the disbursement of funds to the local governments in Punjab. The sum assigned under the PFC for the local governments is distribution among them on the basis of their respective expenditure needs in the following ratios as specified against each:

City District / District Governments:	83.81%
Tehsil / Town Municipal Administrations:	12.50%
Union Administrations:	3.69%

The Punjab Specification and Distribution of Provincial Resources Order 2006 further defines grant system adopted for the distribution of sum assigned for the local governments. However, it is beyond the scope of this report to analyze / review the system adopted thereby. It is pertinent to mention here that keeping within the spirit of provincial law, the PFC clearly delineated that the development grants to be provided to the TMAs shall be calculated on the basis of their respective total population and urban population with both having equal weight[29]. It may be argued that the grant could have been on the basis of total population only but a deeper look into the situation reveals that the clarity of resource allocation was deemed fit due to the decades old rural-urban divide, organizational structure of the TMAs, and specific development needs of the urban population.

It has been noted with concern that the mandatory annual review of grants to be made by the PFC[30] could not take place due to the non-existence of PFC over

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[29] The Punjab Specification and Distribution of Provincial Resources Order 2006, Section 7(c)

[30] "The Grants given to City District / District Governments and Tehsil / Town Municipal Administrations shall be subject to annual review by the Provincial Finance Commission", The Punjab Specification and Distribution of Provincial Resources Order 2006, Section 8

the past five years.[31] Moreover, The Punjab Specification and Distribution of Provincial Resources Order 2006 is the last piece of framework issued under the recommendations of PFC. Non-functionality of the PFC is contrary to the spirit of provincial law which clearly envisages representation of elected representatives in the highest forum for financial allocations to the local governments in Punjab. However, the framework provided for allocations by the duly constituted PFC is being followed by the provincial government.

It has been learnt during the course of preparation of this report that UIPT being a local government tax is distributed among the local governments of Lahore through the adoption of another policy instrument which states that:

"Till the decision to fully devolve the property tax to the TMAs is taken the amounts of UIP Tax share of the following cities may be communicated as follows:

Lahore

    A.   Amounts collected from Model Town Area

    B.   Amount collected from Quaid-e-Azam Town

    C.   Amounts collected from the remaining areas of Lahore may be indicated as under:

        I.   50% of the total collection for WASA, Lahore

        II.   25% of the total collection for LDA, UD Wing

        III.   25% of the total collection may be shown separately for each TMA of Lahore

            i.   For Multan, Gujranwala, Faisalabad, and Rawalpindi, the UIP Tax share may be conveyed as below:

                1.   50% amount for respective WASAs

                2.   50% amount for respective city TMAs"

It has been observed that the aforementioned arrangement of resource allocation though introduced well before the PFC recommendations adopted by

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[31] The team could not get hold of the record of PFC meetings held since its constitution.

the Punjab Government is still being followed where apparently WASAs and LDA have been assigned share due to the provision of certain municipal services being provided by both the agencies. However, the review of their organizational mandates has not been covered and this chapter limits itself to presenting the policy framework of UIPT.

UIPT Tax Collection Mechanism

Since the Excise and Taxation Department (E&TD) is solely responsible for the collection of UIP Tax, it has been discussed in some detail. Its role regarding populating valuation tables, conducting on-ground assessments, collecting tax, administering punitive measures, and disposing of appeals has been highlighted. Most important of all, the term 'Extended Area' has been critically analyzed as they also fall within the purview of the E&TD, for better understanding of the taxation potential of the intended areas.

'a. Extended Areas':

It is important to understand the term 'Extended Area' in the context of UIPT before delving into the notion of imposition of UIP Tax in such areas. 'Extended Area' is defined as an area which in accordance with the legal framework of pre-devolution i.e. before the promulgation of Local Government Ordinance 2001 was classified as a rural area. Demarcation of the 'extended areas' for the E&TD of Lahore is based upon the defunct *'chungis'* around Lahore. Areas outside the *'chungis'* are extended areas whereas property units either commercial or residential lying within the boundaries of defunct *'chungis'* are considered a part of the regular urban areas.

This very definition of the 'extended areas' raises concerns over the rationale of area classification in the light of changes taken place in the policy framework with respect to UIP Tax. As explained earlier, the PLGO 2001 did away with the rural-urban divide while creating wider opportunities for enhanced taxation depending upon the approval of new taxes along with the revision of older rates by the concerned local council. However, the existing dichotomy between the Punjab Urban Immovable Property Tax Act 1958 and the provincial law invariably leads to observance of rural-urban divide. The divergent scopes of work practiced under the aforementioned legal instruments could have been avoided, had the 'Extended Areas' been declared zero rated areas or else, as deemed fit by the competent authority, keeping in line with the spirit of the law. A logical sequel to such step would have been a change in the nomenclature of UIP Tax whereby the word 'urban' could have been removed.

During the course of this study it was learnt that by virtue of the prevalent policy

and legal framework, G Block area of Johar Town also falls within the defined 'Extended Area' which by implication shall be legally termed as a rural area. Other such examples may be cited with respect to areas adjacent to Johar Town and other localities of Lahore falling outside the defunct *'chungis'* which raise serious questions over the definition of urban and rural areas at the governmental level. Area classification in terms of urban, semi-urban, and rural pose policy and administrative challenges of provision of social as well as municipal services along with widening of the tax base.

b. 'Extended Area Zone' of E&T Department:

The E&T Department has four main functions namely; a) Tax Administration, b) Regulation and licensing of controlled substances, c) Regulation and licensing of motor vehicles, and d) Policy, planning, and management. These four functions having distinct boundaries require professional expertise of different kinds which tend to be housed under one umbrella in the department. Despite some tension[32] in the department over performing a mix of distinct functions without clear focus on one area of expertise, administration of UIP Tax in the E&T Department is well focused and aligned with the given mandate.

In order to deal with the administration of UIP Tax, the E&T Department has established an 'Extended Area Zone' in its Lahore office which is headed by an Excise and Taxation Officer (ETO) and is assisted by five Assistant Excise and Taxation Officers (AETO). Each AETO is assisted by an Inspector, a clerk, and a constable in the discharge of his duties.

Each Zone of E&T Department has been provided with an official vehicle and likewise the 'Extended Area Zone' uses its designated vehicle for all field work including assessments. In the light of discussion on the status of areas carried out in the previous sub-section, it becomes easy to understand that under the Valuation Table of Lahore, the categories of 'Extended Areas' of Lahore start with category 'C' whereby excluding categories 'A' and 'B'. This in turn has resulted in a reduction of almost 70% in the tax rates between category 'A' and category 'C'.

c. Collection of UIP Tax

There are a total of 54,990/ property units[33], both commercial and residential, listed with the E&T Department Lahore for the 'Extended Areas'. Over the past decade a gradual and substantial increase in the registration of property units

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[32] Functional Review of Excise and Taxation Department, Punjab Government Efficiency Improvement Program 2011 (Crown Agents)
[33] Records of the E&T Department

has been observed as in the year 2002, property units listed were around 18,000/. There has been a growing realization of the taxation potential of the 'Extended Areas' which led to the present number of 54,990/ units. The mammoth increase of almost 300% in the number of units on one hand exhibits the taxation potential owing to fast growing housing and commercial entities whereas on the other shows commitment of the local taxation authorities towards tax collection.

During the course of this study, it was learnt that the E&T Department collected Rs. 300,623,318/-[34] under the head of UIP Tax from the 'Extended Areas' of Lahore. The amount collected forms 86% of the total net demand of Rs. 351,096,565/. Once data for the collection of complete financial year is compiled, it is expected that the department will collect more than 90% amount of the net demand. The given facts speak highly of the organizational capacity of the E&T Department and bring to light the processes and practices which may serve as learning tools for the TMAs for the collection of their taxes. It is worthwhile to note here that UIP Tax despite being a local government tax is collected by an entity serving outside the domain of local government. Although models of second / third party tax collection are widely practiced around the globe yet the questions over the organizational efficacy of TMAs remain challenges to be resolved by the government. Even besides UIP Tax, service charges for municipal services are to be collected by the TMAs whereby their performance needs improvement.

It was further learnt that E&T Department is carrying out a survey with the assistance of the 'Urban Unit' for assessment of property units and new 'Valuation Table' has already been proposed by the department for approval. It is expected that another 20,000 units approx. may be added in the present volume of listed units of the 'Extended Area' and the revision of 'Valuation Table' will result in substantial increase in the revenues. It has been noted with concern that the survey underway, to be completed by September 2013, is not an extensive one. However, it is a step in the right direction and observance of the statutory provisions for the revision of the 'Valuation Table' and assessments in future will lead to steady increase in the tax collection.

Historical data of TMA budgets brings forth the variance in budgeted and actual sums thereby highlighting the need of providing TMAs with more predictable resources for improved development planning. TMA Shalimar Town comes up as a low income TMA out of the nine towns of Lahore and the same is reflected through its budgets for the past four years. Annual income ranging from Rs. 94

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[34] Recovery till May 2013, Records of the E&T Department

million (Approx.) to Rs. 124.5 million over a period of four years gives a fair idea about the financial situation of TMA Shalimar Town. Share of UIP Tax in the income over these four years ranges from Rs. 7.5 million to Rs. 31 million (Approx.) It is noted with concern that TMA staff budgets the share of UIP Tax on the basis of historical disbursement from the Finance department and is unaware of the collection / arrears status. Necessary linkages of information sharing between the rating agency i.e. TMA and the collection agency i.e. E&T Department are missing which lead to unrealistic and history based budgeting. The erratic disbursement to the TMA leaves little room for rational planning for development.

Income of TMA Aziz Bhatti Town has been as low as Rs. 147.4 million in the year and as high as Rs. 192.68 million. It can be observed that income bracket has been narrow and budget estimates by the TMA tend to be realistic regarding annual income as well as share of UIP Tax in total income. In comparison with other TMAs, it is strange to observe that TMA Aziz Bhatti Town was successful in budgeting realistic amounts regarding UIP Tax which had a positive impact on subsequent expenditure and development planning. Although UIP Tax formed merely 2.2%, 2.8%, 9.1%, and 2.1% of the total income of TMA Aziz Bhatti Town for the years 2008-2009, 2009-2010, 2010-2011, and 2011-2012 respectively.

Historical data from TMA Samanabad shows consistent increase in the annual income of the TMA. Starting with an annual income of Rs. 258.7 million in the year 2008-2009, it grew to Rs. 260.2 million in 2009-2010, and in the following two years rose to Rs. 353.9 million and Rs. 406.56 million respectively. However, this steady trend of income has little to do with the estimates and actual amount of share of UIP Tax in the TMA's budget. The difference between budgeted and actual amounts for the given years is quite substantial. TMA being wary of the amount to be received under the head of UIP Tax share is used to budget making by clueless estimation. More than half the reduction of amount received against the budgeted sum in 2008-2009 and 70% decline in the sum received against share for UIP Tax in 2011-2012 is evidence sufficient to highlight erratic disbursements to TMA.

TMA records show that after Iqbal Town, Gulberg Town has maintained the highest annual income over the past few years. Ranging from Rs. 584 million in 2008-2009 to Rs. 804.9 million in 2010-2011, it recorded a relatively low annual income in 2009-2010 which stood at Rs. 557.68 million. However, the total income although impressive does not reflect the estimates recorded by the TMA with respect to the share of UIP Tax in total income. Maximum actual mount received by the TMA over the past four years was 85.4% of the budgeted amount in 2011-2012. For all the other years, UIP Tax share received was greatly different from the budgeted amount. Most erratic budget amount is for the year 2010-

2011 where the TMA received 450% excessive funds than the budgeted amount. It was learnt from the E&T Department that disbursement tended to be high for that year due to collection of arrears by E&TD.

TMA Nishtar Town ranks third amongst the towns of Lahore with respect to annual income. TMA's budgets of successive years clearly reflect that except for the financial year 2008-2009, variance in the budgeted and actual amounts is huge and reaffirms the need to rationalize the budget estimation process. Financial year 2009-2010 presents an interesting situation whereby budgeted amount was Rs. 40 million but the amount received was only Rs. 9.8 million. Despite having made close estimates in 2010-2011 with a leap of Rs. 25 million from the previous year, the TMA could not estimate the following year's share realistically and fell almost 50% short on receiving the actual share. It further necessitates the need to look into information flow and coordination between the concerned departments.

TMA Wahga Town presents a consistent increase in its annual income over the past three years. However, share of UIP Tax in the income is as unsteady as any other TMA of Lahore. Year 2010 – 2011 shows a sharp surge in income through UIP Tax to which TMA itself like all other TMAs of Lahore was oblivious and we can note an increase of around 250% against the budgeted income. Keeping up with the unexpected disbursements from this account is stated as a problem and TMA officials deem it appropriate for rationalization of this account head.

Annual budgets of TMA Data Ganj Buksh Town reflect the highest income in 2011-2012 over the past four years. However, this highest income seems independent of TMA's share of UIP Tax. It is important to note that TMA's income increased despite comparable decrease in share of UIP Tax with respect to the preceding year. Until true potential of this tax is exploited with updated valuation tables, it would be hard for the TMAs to reap its benefits. Annual budgets of TMA Ravi Town show a gradual increase in TMA's income from 2008-2009 to 2011-2012 with incomes for the final two years at Rs. 326.5 million and Rs. 328.3 million respectively. The slight increase in the budget for 2011-2012 against the previous year's budget is despite the substantial decline in UIP Tax share of Ravi Town. Ravi Town is the only TMA with the closest gap in UIPT figures over the last 4 financial years. According to the TMA officials, their estimates were based on historical data and familiarity with the tax collection mechanism which led to informed budgeting. However, as stressed earlier, the need remains for more information sharing with the TMAs.

Financial situation of TMA Iqbal Town also highlights that significance of UIP Tax for the TMA is minimal and due to non- awareness of TMAs regarding the whole mechanism of taxation regarding UIPT, their estimates not only lag behind the

actual sums but are also misleading for development planning. A closer look at the given figures reveals that for 2008-2009 UIP Tax share of Iqbal Town formed only 4.3% of the total income of TMA. In the following year, UIP Tax share could form only 2.8% of the total income of TMA whereas in 2010-2011 this share rose to 10.5%, and finally in the financial year 2011-2012 share of UIP Tax was 8.6%. Despite not being much, it is still an important revenue source and needs to be thoroughly reviewed for share enhancement.

Recommendations

In the light of the findings of this study and analyses, following recommendations are being made to increase revenue with respect to UIP Tax for 'Extended Area' of Lahore.

1. It has been noted that assessment and valuation tables of the E&T Department are not commensurate with the market rates of property units and a serious lag exists in updating the same. The on-going survey by E&T Department Lahore with the assistance of the Urban Unit is a step in the right direction. However, it is recommended that periodic regularity of the exercise is ensured in future for tapping the taxation potential.

2. Given the pace of urbanization and growth of commercial activities in the urban and semi-urban areas of Lahore, it is suggested that future assessments may be conducted after every 3 years.

3. Narrow reductions and exemptions as they contribute to the widening of information and fiscal gap in planning and available resources.

4. Simplify ARV(Annual Rental Value) tables and align with each other in order to enhance equity, fairness and efficiency of UIPT

5. Enhance tax administration by establishing a sound fiscal database and involving CDGs & TMAs in tax administration functions

6. Implement the rules set for Enforcement and Legal Remedies.

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Chapter 4: **Media and the SDGs**

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Transforming Our World: The 2030 Agenda for Sustainable Development" was adopted by the 193 member states of the United Nations in the Sustainable Development Summit 2015. Comprising 17 Sustainable Development Goals (SDGs) and 169 targets; the 2030 Agenda was termed as universal, transformative, and inclusive by the former Secretary General of the United Nations Baan ki Moon. The notion has been substantiated by the inclusive design process of the Agenda 2030 whereby stakeholders from the civil society including the media participated in development of the Agenda. The United Nations Summit on Sustainable Development 2015 stressed upon the national ownership of the 2030 Agenda and termed it as key for implementation, along with engagement of citizens, and breaking down of silos between institutions[35]. The Summit reflected on the progress over MDGs as impressive at the international and national levels. It further noted that the progress on the MDGs was uneven and remained an unfinished business for the international community.

Pakistan displayed its national ownership of the 2030 Agenda in February 2016 through a unanimous resolution of its parliament. It is pertinent to note that the Ministry of Planning, Development and Reform had internalized the SDGs by embedding them in Pakistan Vision 2025, well before formally signing for them, in September 2015[36]. Owing to the broad-based consultations and political as well administrative resolve, along with the clearly defined linkages of seven pillars with the SDGs; the Vision 2025 was termed as a launching pad for the complete fulfillment of the SDGs before their target date of 2030[37].

Establishment of the Parliamentary SDGs Secretariat to provide technical assistance to members of the Parliamentary Taskforce on SDGs, and for inclusion of the Parliament in the development agenda through effective oversight was a

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[35] United Nations Summit on Sustainable Development 2015, Informal Summary of 70th Session of the General Assembly, 25-27 September 2015 New York

[36] Sustainable Development Goals National Framework (2018), Planning Commission, Ministry of Planning, Development and Reform

[37] Pakistan Vision 2025

unique feature of the legislative oversight of SDGs[38] in Pakistan. Moreover, SDG Support Units have been set up at the national and provincial levels to augment the efforts for mainstreaming and localization of the SDGs. These steps signify the institutional arrangements for achieving the SDGs at the national and provincial levels. However, the role of other stakeholders in terms of building partnerships for development is yet to be substantiated by adoption of inclusive planning, and implementation practices at the sub-national levels. Institutional and organizational linkages for efforts undertaken to achieve the SDGs, reporting on data gaps and data collection mechanisms, and mediums of vertical and horizontal accountability are the critical factors in determining the strength of building effective partnerships.

Role of media with respect to the SDGs is mainly attributed to the SDG 16 i.e. promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels[39]. Appreciating the normative and applied role of media, the United Nations Launched SDG Media Compact in September 2018 with 30 founding media organizations encompassing more than 100 media and entertainment outlets. The platform aims to leverage the resource of media organizations around the globe for advancing the SDGs. The SDG Media Compact is not only an acknowledgement of the potential of media organizations for assistance in achieving the SDGs but is also reminiscent of the need for institutionalizing this potential role. United Nations Institute for Training and Research (UNITAR) also acknowledges the role of media for accelerating SDG implementation.

The Pakistan Vision 2025 recognizes the role of media through its Third Pillar i.e. Democratic Governance, Institutional Reform & Modernization of the Public Sector. It accords key characteristics of media attributes like accountability, awareness building, feedback collection, and brand development to the growth of Pakistan. This by proxy translates into encompassing the role of media for SDG implementation as well. The SDGs Support Units Annual Report 2017 also highlights the role of media as an awareness building medium. However, the other aforementioned aspects of role of media as enunciated by the Pakistan Vision 2025 are yet to be adopted in practice.

This chapter presents findings of a study that delineates the role of media industry of Lahore (Lahore being the provincial capital is the hub of national

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[38] DevWatch Jan-March 2018, Issue 1 retrieved from
http://na.gov.pk/uploads/documents/1527570663_115.pdf
[39] Targets 16.6, 16.7, and 16.10 of SDG 16 are of particular reference here. Retrieved from
https://sustainabledevelopment.un.org/sdg16

media houses) in accelerating the SDG implementation as a tool of awareness building and vertical accountability. Reporting of SDGs in the electronic and print media has been discussed along with gathering insights into the Knowledge, Attitude, and Practices (KAP) of key media professionals representing major media houses. Moreover, the study delves into ascertaining the impediments faced by media professionals for reporting and publishing / broadcasting in the context of SDGs.

Since the study takes into account the views of the media professionals from different categories (fours categories have been made) i.e. reporters and editors from both the print & electronic media, we intend to gain insight into their respective perspectives and functional approaches towards the SDGs, and their prospective roles in accelerating the implementation. The analytical framework adopted for the study provides a yardstick for assessing the current state of media reporting (aligned with the procedure on information processing of media houses) in Lahore against its expected role towards achieving the SDGs. The study further analyzes the formal and informal institutional parameters of media reporting in the context of social communication and media pluralism.

Analytical framework of this study mainly benefits from the capability approach defined by Amartya Sen and applied to media policy by Michael Litschka[40]. The capabilities approach as an analytical tool underscores the capabilities of individuals as well as that of media in a societal framework shaped by media i.e. mediatization. Capabilities of media professionals alluding to the organizational and institutional capability aspects, amidst an array of media discourses (shaped by media policies) frame our understanding of the functioning (According to Sen, it is the achievement with respect to what people manage or succeed to be or to do) aspect of both the entities.

The role of media has been deemed critical in the pursuit of development agenda setting, including the SDGs, and accelerating implementation of the same. However, the contours of the envisaged role of media hinge upon the skewed political economy of the knowledge production taking place in a society. The normative role shaped by a certain society is indicative of the spectrum of ideas prevalent on the subject. Therefore, Epistemological ethnocentrism predominantly characterizes the media discourse and continues to do so unless it is challenged by indigenous knowledge production. It has been argued that there exists a grave need for normative dewesternization in media studies[41] as

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[40] Litschka, Michael (2019), The Political Economy of Media Capabilities: The Capability Approach in Media Policy, Journal of Information Policy 2019, Penn State University Press
[41] Willems, Wendy (2014)

it rests upon the shared experience of colonialism and has undergone the process of decolonization in theoretical terms to varying degrees in different parts of the world.

The normative discourse of media is further compounded by Mediatization in Society and Mediatization of Economy whereby media is not the only active entity in its diverse forms but is active in conjunction with people and by their dealing with media[42]. Through the mediatization process, media organizations produce both social and real capital where the former is produced by taking active part in the social sphere and the latter is earned by using the economics of communication and production[43]. Choices made by people in the use of media reinforce the duality of media as active entity i.e. media affects people and people affect media by dealing with it. The dependency of choice of people upon satisfaction level of preferences achieved or utility derived from media consumption provides yet another enriching aspect of media's role. Roots of this notion can be traced back to theorization by Alvin Toffler[44] when he coined the term ''Prosumer'' i.e. consumers taking part in the production (shaping of the product) of the product. Keeping this dynamic in mind, it has been estimated that media will not connect news stories to the SDGs without sizable portion of people having an understanding of the SDGs[45].

The notion further finds traction in critical political economy that delves into the role of media by reflecting on the production of ideology and representing partial interests of the market[46]. It comes in direct contrast to the classical approach whereby media is a marketplace of ideas and is accessible to all. The partiality determined by limitations of access, understanding, and the choice-bias is interwoven into the role of media as producer of ideology and giver of education within public sphere. Given the limitations of marketplace for ideas, oligopolistic markets are likely to emerge where collusive behavior becomes possible. Media as an industry turn out to be a beneficiary and a proponent of such structure, and owing to the market dynamics a protector of the evolved structure too. Thus, limitations of the market become limitations of ideas and marketplace of ideas translates into the creation of fragmented societal ideologies and knowledge

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[42] Krotz, Friedrich (2001)

[43] Litschka and Karmasin, 2012

[44] Toffler, Alvin (1980), The Third Wave

[45] E. Mulholland, A. Bernardo & G. Berger (2017), Communication and Awareness Raising in the Implementation of the 2030 Agenda and the SDGs: Activities and Challenges, ESDN Quarterly Report 44, April2017, ESDN Office, Vienna

[46] Seufer, Wolfgang 2007

systems. Social subsystems like politics also get affected by this dynamic of media functionality, and creation as well as consumption of news predominantly alludes to the power of media with respect to propagation and reinforcement of selected ideas.

The study makes use of both qualitative and quantitative approaches to better appreciate its objectives. Tools employed include Focus Group Discussions (FGDs) with desk-based workers from electronic and print media, structured interviews of individuals from a stratified sample of media professionals (KAP Survey), and monitoring of news bulletins of news channels along with monitoring of major newspapers for reporting of news in context of SDGs.

Sampling

For two weeks' **media monitoring,** five leading news channels were selected based on the historical ratings of media channels by Medialogic Pakistan, the leading TV Rating organization of Pakistan. The selected channels were GEO News, ARY News, Express News, Dunya News, and Samaa. Monitoring was done for three news bulletins i.e. 9am Bulletin, 3pm Bulletin, and 9pm Bulletin of each channel were monitored. News were divided into eleven categories for the sake of analysis. The categories were SDGs, Political News, Crime News, Sports News, Social News, Weather News, Environment News, Entertainment News, Business News, Travel News, and Other News. Findings of the monitoring have been presented and analyzed in the second section of this study. Likewise, the same categories of news were applied to analyze the content of five, three newspapers in Urdu language and two in English to capture the diversity of ideas and audience, leading newspapers i.e. Daily Jang, Daily Express, Daily Dunya, Dawn, and Express Tribune. Front page, Back page, Third page, and Fourth pages of each newspaper was reviewed for analysis of news.

KAP Survey was done for the reporters of both print and electronic media. Twelve reporters from each category of media were selected based upon the nature of beat assigned to each reporter. Subjects like health, education, industry, environment, social protection, clean water and sanitation, gender, infrastructure development, and peace building were employed to understand the *Beat Assignments* of different reporters. Reporters were found to be covering multiple subjects. Therefore, a total of 24 reporters were selected upon the basis of Beats / subjects covered by them. Media organizations in this regard were selected on the basis of news ranking (for electronic media) and circulation (for print media i.e. both Urdu and English). The questionnaire for the survey was field tested on 2 reporters i.e. one each from print and electronic media, and necessary changes were made to glean optimum level of information.

Focus Group Guidelines were developed for the **Two FDGs** conducted for this study. The Guidelines like the questionnaire were developed after consultation with the FSD team. Guidelines were designed with a view to capture the knowledge of desk-based professionals, work processes of different media organizations, and constraints of media with respect to reporting on the SDGs. A total of 20 professionals participated in the two FDGs.

Major Findings

Five news channels i.e. Geo News, ARY, Dunya News, Express News, and Samaa; and five newspapers i.e. Daily Jang, Daily Dunya, Daily Express, Dawn, and Express Tribune were monitored over a period of two weeks i.e. April 1 to April 14, 2019. The news reporting studied has been reviewed in the light of analytical framework presented in the previous section. We understand that the news items denote the media policy, media pedagogy, and media economics to varying degree in a multidimensional way. Selection of news, order of the news, length of news, and language used to highlight the content are indicators of the three aforementioned variables. In this subsection, we attempt to understand these variables and the indicators in the light of news space allocated to certain subjects.

Turn of the twenty first century saw the advent of media industry in Pakistan. Plethora of media channels came to light and the public sphere echoed with the chantings of news bulletins. The fad of breaking news is attributed to these early days of media advent in the country. Nearly two decades after the advent of news channels, our review of the news from April 1-14, 2019 is a snapshot of a relatively mature industry. Out of the categories reviewed, the most reported upon category by the news channels was political news.

Dunya News, Express News, Geo News, ARY News, and Samaa reported political news in ascending order with respect to the number of news. The variance in number of news items reported between the two weeks was noted to be the highest by Express News. It reported 27 news items more for the second week than the ones reported during the first week of April. The variance in news reporting may be attributed to the media economics as the media policy favors the availability of relatively more marketable news categories. It is evident that the political news items have a marketplace that corresponds to the demand of the viewers so by proxy denoting the societal acceptance / appetite for developments in the political arena.

Relatively lowest number of political news are reported in the morning slot but the number rises with each successive bulletin and reaches its peak during the 9pm bulletin. Six news items concerning politics were reported by Express News

in 9 am bulletin during the second week of April as compared to as many as 68 cumulative news items in the 9pm bulletin. 55 is the lowest cumulative number of political news reported by Samaa in the 9pm bulletin as compared to the 8 news items reported in the 9am bulletin during the first week of April. Lowest cumulative number of political news reported in the 3pm bulletin was 39 whereas the highest number for this bulletin time was 54.

Reporting of the Social News

Dunya News took lead in reporting on social news by boasting a total figure of 138 news items whereas Geo News stood at the bottom of the ladder by reporting 120 news items from the social category. It is pertinent to note that social category is a broad one and covers the social as well as municipal services along with issues related to social subjects like family etc. Lowest weekly cumulative number of social news reported was 44 and came from Geo News. However, the highest number of social news reported in a week was 76 and that too came from Geo News. In the context of market of news items / ideas, social news reporting presents a respectable number and prove the relevance of subjects hailing from the social category. However, the contextualization of the news items forms further area of inquiry. Sensationalism attributed to media news merely scratches the surface of the watchdog role of media.

Difference in cumulative number of news items between the social and political news over two weeks is the highest i.e. 134 in case of Geo News and Express News. The differences in number for Dunya News, ARY News, and Samaa were 127, 116, and 96 respectively. The stark difference in the number of news items corroborates the notion of a strong marketplace of ideas related to politics in Pakistan.

Reporting of Crime News

Crime news emerged as third largest category of news items reported upon by the news channels. Unlike the social news, crime news garnered fairly consistent air time. 26 is the cumulative lowest number of crime news items reported during the two weeks whereas 61 emerged as the highest cumulative number of crime news items. The lowest number belonged to the 9am bulletin (sum of crime news in this particular bulleting), and the highest number came from the sum of news from the 9pm bulletin. Nature, scale and frequency of crime were noted as decisive factors in reporting of crime news.

It has been learnt that crime news come second to the political news whereas social news fall third in terms of cumulative number. A total of 523 news items were reported in excess for the crime news category as compared to the ones

for the social news. However, difference in number of crime reports with respect to the political news was merely 84 in favor of the political news. It was further noted that only Samaa reported 17 more news items on crimes as compared to the ones on politics. The reception / market for crime news helps understand the prioritization of news categories as part of media policy.

Media as marketplace of ideas can be better understood by juxtaposing the news content, within our scope of analysis, with the perceptions of viewers. Gallup Pakistan reported[47] on the perceptions of people with respect to media whereby 50% opined that media had a negative impact on people whereas the other half acknowledged its positive role in giving true facts and creating awareness. A 2018 survey[48] regarding the role of media yielded more detailed results. The survey revealed that 10% respondents termed the media's performance as very good, 29% said it was good leading to positive approval rating of 39%. 24% said it was satisfactory, 20% said it was bad, and 13% said it was very bad leading to negative rating of 33% and 4% did not know or respond to the question. Gallup Pakistan reported a 16% increase in the proportion of Pakistanis who thought that performance of media was not up to the mark. However, in the later year approval rating of media dropped to 34% and negative rating went up by 3%[49] for the year 2019.

Given the organic relationship between the consumers and the media, on-air content especially news items are likely to adjust according to the demand. Thus, the notion of 'prosumer' propounded by Alvin Toffler finds traction in the media policy and media economy. Order of news items in bulletins may be significantly altered if the receptibility of certain news categories changes on part of the consumers. The notion of consumer interest and consumer knowledge is also corroborated by the sustained trends in reporting of news categories.

News Reports on the SDGs

Two week monitoring of the media revealed minimal reporting on the SDGs by the electronic media. Despite reporting on the subjects of SDGs, falling within the category of social news and institutional strengthening, SDGs were not

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[47] Gallup Pakistan, 2017 (http://gallup.com.pk/wp-content/uploads/2017/02/1-February-2017-English-1.pdf)

[48] Gallup Pakistan, 2018 (https://gallup.com.pk/media-performance-16-increase-in-the-proportion-of-pakistanis-who-think-that-the-performance-of-media-is-inadequate-very-bad-or-bad-over-the-period-of-07-years-gallup-and-gilani-pakistan/)

[49] Gallup Pakistan, 2019 (http://gallup.com.pk/wp-content/uploads/2019/01/24.01.2019-English-1.pdf)

mentioned except for the news on environment. The environment related news mentioning the SDGs were only four in number. Reports and events directly addressing the SDGs were mentioned and we understand that it was more about reporting the actual content than the contextualization of news. The practice in reporting is better understood once we review the reported news items in social news category i.e. SDGs were not mentioned despite the subjects of gender and access to services were reported upon.

In the backdrop of our analytical framework and the studies by the UN, it is safe to comment that the elusive approach (owing to the nature of the content being reported) of media on the subject of SDGs is largely driven by the low awareness level of consumers and strong market for the subjects that media reports on.

Reporting by Print Media

In order to have a better understanding of news reporting, we undertook a two-week review of five major newspapers i.e. three in Urdu language (Daily Jang, Daily Express, and Daily Dunya) and two in English (Dawn and Express Tribune). In contrast to the electronic media, and given the number of pages reviewed, business news come up the fourth category for the print media. The most striking feature of reporting by the print media comes up in the form of the space it allocated to the social news i.e. 1098 news items comprising 36% share in the news coverage. Followed by Political, Crime, and Business news with percentages of 31, 23, and 10 respectively. As compared to the electronic media, number of social news was 15% higher whereas political news items were less by 10% in number.

Highest number of social news reported was by Express News i.e. 152 and the lowest number of social news reported by a Urdu newspaper was 132 by the Jang. The case of English newspapers presents an altogether different situation whereby number of news reported is on an average less than 50% of the ones reported by Urdu newspapers. Dawn reported 38 social news in the second week of April, lowest in the category, and Express Tribune reported the highest number of social news i.e. 74.

It has been noted that the difference in number of news items reported between the Urdu Newspapers and English newspapers may be attributed to the knowledge and readership habits of consumers. Circulation of the newspapers are a good indicator in this regard whereby the circulation of English newspapers is not even half the percentage of the circulation of Urdu newspapers. It was further noted that the detail carried by news items of English newspapers was richer in content as compared to the one given by the Urdu newspapers. The receptibility factor on part of consumers may be considered the primary reason

over here. Shaping of content according to newspaper policy and also hinging upon the demand of consumers are key to understanding this difference.

Then there are the news categories by number of news items. The highest number of news items reported was 311 by the Daily Express in the category of social news whereas Daily Dunya and Daily Jang reported 296 and 271 social news items respectively. Share of political news made up the second big category of reported news items with 276, 271, and 250 news items reported by Daily Jang, Daily Express, and Daily Dunya respectively. Crime news formed the third category of highest reported new items whereby Daily Express reported 206 news items, Daily Jang 188, and Daily Dunya filed 184. Fourth category of news observed was Business news but the number of news items were significantly low as compared to other news categories i.e. Daily Dunya with 89 news items, Daily Jang with 88, and Express reported 78 Business news.

The overview of reporting by the English newspapers reveals a similar trend for the same four categories. Social news tops the graph followed by political, crime and business news. Variance in the number of news items reported is certainly lower than the Urdu newspapers. Comparison between the Daily Dunya and Dawn is befitting here where the former had a difference of 46 news items between social and political news but Dawn reported 27 social news more than the political news. Owing to the circulation and knowledge of the readers, we understand that the selection and order of news garner place in media policy. In contrast with the electronic media, social news dominated the print media instead of political news. Though political news had the second highest number i.e. 797 in Urdu newspapers yet the social news were 878 in number. Crime news and Business news followed them in descending order i.e. stood at 578 and 225 respectively in Urdu newspapers. Nature of the medium and availability of space are understood to be the factors influencing higher number of reported news.

The state of reporting on the SDGs was no different in print media when compared to the electronic media. The number of news highlighting the SDGs was by way of mentioning the main content of a news item i.e. press release, event on the SDGs, quote of a public figure etc. It was noted that the SDGs were mentioned only seven times in the newspapers and that too not as a matter of setting the context of a news item or as additional detail of sectoral progress. The state of media reporting on the SDGs calls for deeper analysis, wider engagement, and efforts to mainstream the reporting of SDGs in the electronic and print media.

KAP Assessment Results

Results of the interviews with the reporters of print and electronic media for KAP

survey carried out for this study have been presented in this section. Although the reporters termed the SDGs to be significant yet understanding of the SDGs was minimal. Many were not even aware of the term sustainable or had never heard of the SDGs. This understanding permeates into the practices of media professionals and results of reporting allude the SDGs. Lack of a formal code of practices regarding media reporting gives way to the informal practices of reporting that allow for mentioning highlights or submission of quotes by a public figure. Effort done for setting the context or for adding any detail to a news items beyond the received content was found to be largely missing. The problem of such reporting is exacerbated by high acceptability of reporting of received content by the readers / consumers. Marketability of such content impedes the way for data-centric and context-based reporting.

It needs to be understood that profiles of the reporters including education and experience have a deep bearing on the quality of work done on job. It further contributes to the knowledge and capacity for further learning of media professionals. Attitudes and practices of reporters have been captured through answers to open-ended and close-ended questions. The practices have been analyzed through triangulation of data. Information regarding the selection of reporters, professional development, and work protocols has been used to better understand the nature of work practices and room for improvement.

Terminal degree received in a formal education system was considered as education level. Any diplomas or courses were not taken into account. Three levels of education emerged after survey i.e. Masters, Graduation, and Intermediate. Surprisingly, 42% reporters had intermediate as their qualification whereas Graduation and Masters were claimed by 50% and 8% of the reporters as their terminal degrees. Six reporters from the print media had done intermediate as compared to three from the electronic media. It was learnt that education never served as a decisive factor in hiring of reporters.

For experience of reporters, 66% had under 10 years of experience in the field; 33% having under 5 years of experience. 26% reporters had 10-15 years of experience whereas only 8% had an experience of more than 20 years. 5 reporters from the electronic media had more than 10 years of experience but only 2 reporters from the print media had worked for more than 10 years in the field. The fact may be attributed to the change in work from print to electronic media for senior reporters. For awareness of the SDGs, ten out of 24 reporters expressed familiarity with the term SDGs and shared basic information about some of the SDGs. Since level of knowledge was found to be low, it has not been reported on a scale. Fourteen professionals stated that they were not familiar with the term sustainable or the SDGs. The incidence of non-aware professionals was high in case of electronic media reporters as compared to the reporters form

the print media. It was noted that awareness of the SDGs translated into reporting on the SDGs. As Beats of reporters from both the print and electronic media cover the subjects of the SDGs, it was understandable that the reporters had filed news items pertinent to the SDGs. However, the news items though had thematic affinity with the SDGs, hardly mentioned the SDGs on their own. As noted in the previous subsection, SDGs got mentioned if they formed content of the main news item covered by the reporter. We also learnt that the reporters who had knowledge of the SDGs did report on them and mentioned the SDGs beyond the main body of news items. News on environment filed by reporters highlighted climate change as an important SDG.

Role of media as an agency for realizing the functionings of citizens and enhancing capabilities for improving the living conditions has been well documented. Perceptions of media practitioners with respect to the role of media are critical for building upon the perceived role. The findings presented in this subsection can be viewed in the light of findings of Gallup Pakistan regarding public perceptions of media. Results of four of the six notions are worth further analysis i.e. media's functioning as a watchdog, reflection of social issues, provision of entertainment as the most important function, and availability of research facilities to the reporters.

Six reporters disagreed with the statement that the media was largely functioning as a watchdog of social interests with three more reporters who opted for the Don't Know category. Although majority of the reporters, fifteen in number, responded positively to the statement yet the incidence of nine deviating voices is significant. The fact alludes to the existence of non-conformity with the perceived role of a watchdog.

Similar positive response was received on the entertainment provision role of media. The respondents also referred to the phenomenon of *Infotainment* and deemed it important for awareness raising. Another significant finding from the perceptions was that eight reporters considered media's coverage of social issues as inadequate. Lastly, research facilities available to the reporters were declared as inadequate by all the respondents. These perceptions are worthy of consideration for future analysis and formulation of recommendations for ameliorating the state of media reporting on the SDGs.

The perceptions reported here are based on the preliminary screening of the SDGs by the media reporters. Upon presenting with a list of the SDGs, seven SDGs i.e. SDG 1, 2, 3, 4, 6, 13, & 16 were selected by the respondents as significant on the given scale of ''Very Important'' to ''Not Important''. Other ten SDGs were rated as ''Not Important'' with insignificant percentage attributing ''Slightly Important'' by overwhelming majority of the respondents. The

significance attributed to certain SDGs by the respondents is indicative of the prevalent perspective of the media professionals in Lahore. Attribution of non-significance to majority of the SDGs and the ones like Gender Equality, Decent Work & Economic Growth truly signify lack of knowledge and understanding with respect to the SDGs.

Professional development of reporters remains an ignored subject with the media organizations. Historical incidence of in-house trainings of media professionals was found for some electronic media houses but does not occur as a professional development phenomenon on sustained basis in electronic and print media. Finding reveals that fourteen professionals received some kind of training whereas ten reporters did not receive any training. Trainings were received from PEMRA and international developmental organizations on subjects related to beats of reporters. None of the trainings were offered by the media houses. Highest number of reporters that received any form of training hailed from the electronic media and the lowest number of reporters that did not receive any training came from the print media. In this context it is understandable that all the respondents opined in favor of organizing professional trainings that focused more on data-based reporting, research, skills, and context-based reporting.

The state of knowledge of the SDGs amongst reporters, reporting on SDGs by the media, and the need for mass awareness call for further deliberation on media pedagogy. Opinions expressed by the reporters indicate the need for knowledge and capacity building of media professionals along with initiation of awareness building measures for the masses. Both supply and demand side need to be addressed for extending outreach on the SDGs. Normative role of media alone cannot dictate the content production unless it is guided by the media economy.

Findings of FDGs

Major findings of the two Focus Group Discussions (FGDs) held with the editorial staff of electronic and print media. News editors and sub-editors from the media were engaged separately for in-depth discussions over the work processes, information flows, and capabilities of media for highlighting the subjects falling within the SDGs.

We understand that the nuances of media's reporting are embedded in the organizational capabilities and functionality of media organizations in the public space. The situation is further exacerbated by the socio-political clout exercised by the media organizations and resultantly by the media professionals. However, we limit ourselves to developing an understanding of the functional controls within media organizations as defining parameters for reporting of SDGs. Both

print and electronic media have distinct editorial controls that ensure the quality and credibility of a news item. Given the diversity of organizational cultures and protection enshrined in corporate procedures, FGDs with the personnel reporting and creating news text in media provided the much-needed insights for this study. Four main aspects i.e. a) Relevance of the SDGs, b). Organizational policy measures, c) Media economics and media pedagogy, and d) Pathways to achieving the SDGs are covered in findings.

Relevance of the SDGs

The notion of relevance is of utmost importance with reference to highlighting the gravity and sensitivity of an issue by the media. Misperceptions over the ownership of development agenda are of common occurrence. Therefore, it was imperative to seek the opinions of editorial staff over the ownership of the SDGs.

The SDGs were adopted as National Development Goals by Pakistan was a piece of astonishing news for the editorial staff. They considered it to be a part of the UN agenda that was being pursued by Pakistan. Despite the misperception, the list of the SDGs was found to be most relevant to our needs by the editorial staff from both print and electronic media. The finding is quite in line with the one regarding the reporters. Subjects like poverty, health, education, clean drinking water and sanitation, climate change, institutional strengthening, decent work and economic growth, and sustainable cities were deemed very important by the participants of the FGDs. The editorial staff recognized the limitations of media in adequately appreciating the needs of issue-based reporting. Reporting on education was cited as an example in both the FGDs that falls short of making an impact due to inadequate reporting. Print media, however, fared better in providing context and detail of the news item. The print medium allowed for more space to the editorial staff and reporters to provide the details deemed necessary.

Organizational Policy Measures

The editorial staff in both the FGDs was unanimous in recognizing their limitation in the face of policies of their media houses. However, different opinions were expressed on the exercise of discretion over the selection, order, and quality of news. It was widely acknowledged that the editorial staff needed more training and awareness regarding the SDGs and their reporting. Lack of research on part of the editorial staff also contributed to the deteriorating quality of news. The phenomenon was voiced more strongly by editorial staff from the print media and we recognize through this report that they enjoy a relatively higher degree of discretionary control over content than the electronic media.

Plethora of news reports reach the desks of editorial staff from print and electronic media. The nature of editorial control exercised by the staff comprises; a) determining the nature of the news, b) fact checking as reported, c) quality control (editing of news packages / reports in electronic media is more than the print media as it involves audio-visual quality), d) order of news in the news bulletin (for electronic media) / placement of news in the newspaper, and e) allocation of airtime (for electronic media) / allocation of space in accordance with the significance of the news (for print media).

The organizational policy over subjects of significance was declared as an informal guideline that translates into work practice of the editorial staff. Prevalent issues and their significance for gaining media space remained a subject of the discretion of the owners of media houses. Since this study limits itself to the perceptions of the media professionals, it is not possible to form an informed opinion regarding this tier of policy making. However, majority of the FGDs' participants stressed upon the positively available room for discretion to the editorial staff.

Media Economics and Media Pedagogy

Education through media, treated as Media Pedagogy in our analytical framework, is inseparable from media economics. One may stress over a normative discourse of media pedagogy but eventually the functionality of media rests upon its economics as an industry. We tried to appreciate this notion through our FGDs by bringing to discussion the subjects of reporting on social issues and creating awareness over the SDGs.

Electronic media staff highlighted the role played by news channels in bringing to light the social issues and examples of programs dedicated to social issues were given. Lack of access to social and municipal services, and inequality in the society formed dominant content of these programs. However, the intricacies of the supply side that rest upon the governance of the raised issues remained elusive to the media talk. It was noted that the governance perspective in media was covered by brief comments from any government representative. Relevance of the representative and knowledge were largely ignored, and mere stamp of governmental official was considered enough. Moreover, servants of the state responsible for provision of the services were excluded from media reports and talks owing to the provisions of the ESTA Code. It was further learnt that for a few news channels like Geo and Neo TV, directions on content of news / programs also came from the Product Development Departments. A few channels delved into the production of documentaries, but the number of such productions remained very low as compared to the other content.

Participants of the second FGD expressed their opinions over the space available to the print media and indicated the lack of knowledge and research as primary factors behind inconclusive reports. If more efforts were undertaken by the media professionals, content of the reports and articles was likely to improve manifolds. In the above context, it would be fair to conclude that despite the constraints of media economics (flowing from the dictates of the market), and cap on the discretion of editorial staff; there exists adequate space which can be manipulated for advocating the social issues and for raising awareness regarding the SDGs.

Pathways to Achieving the SDGs

Issues hovering over accelerating implementation of targets under the SDGs, building necessary partnerships, and the creation of synergies are complex in nature. Institutional fragmentation emerged as an umbrella issue in defining the pathways to achieving the SDGs. It was noted that media breathes in the socio-political environment and is shaped by its economic parameters. Capabilities of media professionals and media organizations take as much part in shaping the content as the business interests of the owners of media houses along with demand of specific media products by the consumers. The interplay between the aforementioned aspects is further compounded by the dynamics of our polity i.e. denoting the dominant discourse in the prevalent power structure.

Issues like poverty, population control, reforms in corporate governance and political governance, and climate change may also be addressed through the window of Public Service Messages. Awareness building needs amongst the media professionals was considered of utmost importance by the participants of both the FGDs. According to the participants, social media has emerged as a powerful tool of information sharing and has been recognized as a medium for the vertical accountability. Terms like citizen journalism and citizens' views have also infused into the media discourse. These are considered not only as an alternate medium of communication but are considered an agency for the marginalized. Debate around the efficacy of social media is marred by this prominent aspect i.e. agency for the marginalized. Despite the unstructured nature, lack of editorial control, and fragmentation of voices; social media has gained traction with the masses and mainstream media alike. It is evident that the social media content has not only found space on the mainstream media but is also quoted as indicative of the pulse of the citizens. In order to make use of the social media content, the participants stressed upon the need to exercise of stringent editorial controls.

Recommendations for Government Entities

1. Government departments at the provincial tier need to have an outreach strategy with respect to their work on the SDGs. Given the constraints of the public sector, the Punjab Information and Culture Department may collect information regarding the progress on the SDGs and share it with media representatives.

2. The SDG Unit of the Planning & Development Department may take lead in the collection of information regarding the progress on implementation of the SDGs. It can coordinate with the line Departments and ascertain information on mainstreaming of the SDGs in development planning, budgeting, and implementation processes.

3. Prioritization of the SDGs and resulting framework being developed by the SDG Unit may be made public and need to serve as the guiding documents for monitoring the progress on SDGs. Media can make use of the information and perform its role as a watchdog in an improved manner.

4. The SDG Unit may take up the subject of nominating media focal persons for the SDGs. Necessary approvals may be sought so that the focal persons are available to the media for participating in the public forums and media programs. Professionals from the private sector may be considered for acting as focal persons. The restrictions of the ESTA Code for media appearance may be observed while serving the purpose of outreach.

5. In absence of the elected representatives of the local governments in the province, Local Councils Association of Punjab may be engaged by the SDG Unit for interacting with the Administrators of local governments on the subject of SDGs. The Association can act as an agency for spreading awareness regarding SDGs to the grassroot level.

Recommendations for the Media Houses

1. The media houses can play a critical role in building mass awareness regarding the SDGs. Recruitment and selection processes of reporters need to consider education of primary significance as it serves as basis of improving capabilities.

2. As long as formal in-service training programs for reporters and editorial staff are not introduced, the informal -on-job trainings need to cover the subject of SDGs. This may be done by developing guidelines on the reporting for SDGs. Pertinent sections of the media houses need to be engaged over the guidelines for work and respective

roles need to be adequately defined. Assistance from international and local development agencies may be sought for development of such guidelines.

3. Improved facilities of research may be provided to the reporters. This may be achieved by stressing upon desk-based research in parallel to the field-based work of the reporters.

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Chapter 5: Heading Towards Deadline of SDGs – Critique of Challenges and Way Forward

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Adoption of the SDGs after considerable deliberations and preparatory work by the expert groups with global representation marked a significant milestone in the history of human development as the resultant goals and targets held a promise of ameliorating human suffering. Based on the "Leaving no one behind" principle, the inherent commonality across the 169 targets urged the signing states to transform their respective systems for saving the environment, protecting the poor, and empowering citizens. However, more than half the time has lapsed, albeit committed initiation of adoption and implementation by the member states, so it is critical to review the progress on SDGs within the context of SDGs specific challenges that are not only global but also localized. It is high time to identify the looming challenges and initiate informed discussion with the stakeholders for arresting the slipping timeline. The contrasting scenario in this regard will be that of adding to the daunting task of achieving the SDGs due to incremental need for financial as well as human resources. Therefore, failure in achieving the targets in given time and within the framework of national priorities with committed support of stakeholders is most likely to spur a much bigger challenge for states that would have suffered project fatigue of huge magnitude. This article purports to highlight achievements and challenges for global stakeholders, national level policy makers, implementation agencies, and communities.

Review of Progress on Goals

It is imperative to critically examine each goal with respect to progress on targets to develop an overarching understanding of the state of adoption and implementation of the SDGs. Therefore, this article benefits from the UN Report on the Sustainable Development Goals 2023 that accounts for the progress on individual SDGs. The UN report highlights that only 15% SDG targets are on track with 48% being moderately or severely off track while 37% targets show stagnation or regression. Our review is appreciative of the assessment undertaken by the UN and builds upon the findings to analyse the current situation covering the shortcomings and successes.

- **Goal 1 - No Poverty:** in historical perspective, fight against poverty has yielded positive results and over the pan of past three decades, a total of 736 million individuals have been uplifted from extreme poverty. Initial three years of the implementation of SDGs agenda yielded positive results but owing to COVID-19, global progress has not only slowed down the progress but has also lost millions yet again to poverty. (4).

- **Goal 2 - Zero Hunger:** It has been noted that global factors like climate change and economic slowdown along with regional and national factors like conflicts and extractive policies have led to persistence of hunger as a major challenge. Food security has been seriously compromised in major regions of the world and reported data informs that 811 million persons were victims of malnourishment in 2020 (5).

- **Goal 3 - Good Health and Well-being:** SDG 3 on health presents a mixed situation whereby progress has been made in some areas but other keep glaring humanity in the face due to the their continued negative impacts. Child mortality and access to healthcare are the two indicators with positive results till now but inequitable health systems both curative and preventive fail to address the challenges of maternal mortality, mental health issues, non-communicable diseases etc. (6).

- **Goal 4 - Quality Education:** Losses in learning have been reported in 4 out of 5 countries of the total 104 countries reported due to COVID-19. With current pace of progress, out of school children will be an estimated 84 million by 2030. Major factor contributing to this challenge is the financing gap of low-income and middle-income countries which is estimated to be $97billion per annum. Poor school infrastructure and its variance across countries and regions is a major concern along with the availability of trained teachers at school level in achieving the targets of SDG 4.

- **Goal 5 - Gender Equality:** Only 15.4% targets of this SDG are on track whereas 61.5% have shown moderate progress while 23.1 are far from track and may be rated as stagnant owing to institutional and structural challenges. Current pace of progress presents a bleak picture with respect to major targets i.e. it will take an estimated 140 years for women to have equal position in terms of leadership at workplace and 300 years to end child marriage (8). Stagnant progress has been observed in improving discriminatory laws against women.

- **Goal 6 - Clean Water and Sanitation:** The reported global progress rate

on providing access to clean water, sanitation, and hygiene has been deemed insufficient and experts have estimated increases of sixfold, fivefold, and threefold time in current rates respectively for achieving the SDG 6 targets. In 2022, 703 million people were reported to be without water whereas 2.2 billion lacked safely managed drinking water along with 3.5 billion lacking safely managed sanitation service and 1.5 billion without basic sanitation besides 653 million without basic facility for handwashing.

- **Goal 7 – Affordable and Clean Energy:** Dependency on fossil fuel-based energy remains a big challenge despite progress as by 2030, an estimated 660 million people will be without electricity and 2 billion persons will be using electricity produced through fossil fuels. Global access to electricity was reported at 91% in 2021. Till 2021, only 7% increase was observed in access to clean cooking fuels and technologies while a whopping 2.3 billion persons relied on polluting cooking systems. Decreasing trend has been observed in financing for clean energy which is likely to further jeopardize progress on meeting targets of SDG 7.

- **Goal 8 – Decent Work and Economic Growth:** Progress on this SDG heavily relies upon the state of global economy and it has been observed that economic slowdown severely affected progress but recent recovery has pushed progress positively. Reportedly in 2021, 76% of adults globally had bank accounts which in 2014 was 62%. Employment for youth remains a global challenge as unemployment among youth is reported to be high compared to adult unemployment. Increase in informal employment has emerged as unintended consequence of economic slowdown and globally 2 billion workers were reported to have informal employment and women are adversely affected as compared to men.

- **Goal 9 – Industry, Innovation and Infrastructure:** Medium to high tech industries showed phenomenal growth during the past years. However, Least Developed Countries (LDCs) remain in challenging position with respect to targets of this SDG. Another promising aspect has been improved access to mobile network as in 2022, 95% population was within reach of a mobile network. Share of manufacturing in employment continued to decline globally and fell from 14.3% in 2015 to 13.6% in 2021, however global spending on research and development increased to 1.93% in 2020 which was 1.69% in 2015.

- **Goal 10 – Reduced Inequalities:** Inequitable distribution of wealth across the globe has fuelled the persistence of inequalities as a local as well as a global phenomenon. It has been reported that the poorest 40% experienced increase in income which helped pace towards decreasing inequality but recent estimates place the impact of COVID-19 at the heart of reversing the gained progress. According to World Bank estimates, inequality between countries has risen to the highest level in three decades due to COVID-19. Racial discrimination remains a pressing and mounting challenge across the globe.

- **Goal 11 – Sustainable Cities and Communities:** It has bee estimated that by the next 30 years more than 3.1 billion people will be living in slums or slum like conditions as compared to current 1.1 billion. In the reporting year, only half the world population had easy access to public transport. Majorly urban sprawl has added to the reduction of green spaces for people across the globe. Urban planning and governance need to be strengthened to transform cities into sustainable cities and better liveable conditions need to be created for citizens.

- **Goal 12 – Responsible Consumption and Production:** Global Domestic Material Consumption (DMC) increased by 66% between 2000 and 2019 indicating an unprecedented increase in consumption of raw materials. The disparities between consumption across the globe are attributed to import or export orientation and income level of countries. Fossil fuel subsidies also rose to 2014 levels despite commitments for reduction owing to conflicts and pandemics. Food insecurity in the world is exacerbated by food losses and waste from post-harvest to household level waste i.e. overall 931-million-ton food was wasted in 2019. Despite increase in policy level interventions, reporting and monitoring of consumption and production related indicators is either stalled or down.

- **Goal 13 – Climate Action:** Climate related imbalances have already exhibited the potential to curb human development over the past few years and natural hazards have caused massive losses across different regions of the globe. Controlling greenhouse gas emissions and limiting global warming to 1.5c need to be done on urgent basis as only seven years are left in 2030. Floods, droughts, storms etc are further pushing back development agenda efforts and cannot be arrested without tacking climate change. Effective operationalization of climate financing mechanism is needed to answer global disparities with respect to fighting effects of climate change.

- **Goal 14 – Life below Water:** Goal 14 is off the mark owing to negative growth with respect to its major indicators like over fishing and continued polluting of oceans. Marine ecosystems that used to be under stress were reported to be threatened along with livelihood of communities that need a shift towards sustainability. The on-going efforts for protecting oceans through negotiation and ratification of marine agreements need to be materialized and monitored for implementation.

- **Goal 15 – Life on Land:** life on land essentially signifies the nature of relationship between humans and the planet. Living pattern that consumes resources on land has largely determined the health of planet over centuries and in recent times the pattern has become more extractive is thus non-sustainable by practice. Loss of biodiversity, green cover, excessive agriculture, extinction of species etc have been reported as major areas of concern. Financing for conservation still lacks the required resources and concrete actions are needed to fill in the gaps.

- **Goal 16 – Peace, Justice and Strong Institutions:** Strong institutions have been placed at the heart of development, justice and peace. Forcible displacement increased by 21% in 2022 as compared to the previous year with 108.4 million people. Rising conflicts resulted in deaths of civilians and thwarted attempts of global peace and justice. Human trafficking and drug trafficking remain under-reported areas with significant implications for strong institutions and world peace.

- **Goal 17 – Partnerships for the Goals:** Robust international partnerships are needed to bridge the financing and capacity gaps in least developed and developing countries. Although international financing has improved yet it falls short of development needs in the face of debt ridden and climate change affected economies. Digital divide largely comprising connectivity issues and gender differences also adds to increasing gap in pace of socio-economic development. Concentrated efforts are needed to build more meaningful, effective and sustainable partnerships at international and national levels.

In this review we have attempted to presents key insights regarding progress on SDGs along with challenges faced across the globe by different countries. However, in order to develop a deeper appreciation of implementing the Agenda 2030 in letter and spirit, each SDG needs thorough analysis with respect to its progress and challenging areas. The action is necessary to truly follow the umbrella principle of SDGs i.e. leave no one behind.

Resource Challenge: Mobilizing Global and National Resources

Resources required to achieve the SDGs are mammoth and continue to rise despite multiple commitments by the international community. Financial as well as skilled human resource are needed across the globe to make significant progress on the targets and indicators of SDGs. The case becomes acute for the least developed countries and developing countries where the availability of fiscal space is a major challenge. Global and regional economic slowdown has further compounded the issue of resource mobilization. Financing for Sustainable Development Report 2023 estimates the financing gap for developing countries to the tune of $3.3 trillion which is impossible to fill without bringing structural changes in the global financing mechanisms and more importantly in multilateral financing by developed countries.

Critical challenges in achieving the SDGs comprise Official Development Assistance (ODA), Domestic Resource Mobilization, and investment by the private sector. The three have been long characterized as drivers of growth for developing countries and the same have evolved over the years with proven causality with sustainability and human development. In historical context, progress on the three avenues have been there yet the desired benchmarks could not be achieved for any of them. We may attribute the shortfall in performance to a multitude of factors for each of the primary factor. For example, the stagnation of ODA may directly be ascribed to the global economic slowdown and domestic prioritization of developed countries. The case of domestic resource mobilization is even more interesting where the structures, institutions, organizations and polity emerge as key factors behind stagnation of state systems that hinder mobilization of resources. Akin to this is the phenomenon of private sector investment which owing to a weak ecosystem and investment climate fails to improve despite multiple promises and efforts at policy reform.

Innovation in financing mechanisms have been proposed for meeting the resource gap in developing countries, however the factors discussed in this review continue to plague the design and efficacy of implementation of any innovative measures.it has been noted that the stakeholders of financing mechanisms need to come together and devise a cumulative strategy for bridging the financing needs for SDGs. (10)

Governance Challenge: Leaving No One Behind

Alongside the resource challenge, governance has been identified as a major challenge area for achieving the desired results from Agenda 2030 (11).

Nonetheless, similar to the financing challenge, state systems and societal structures have been held responsible for weak governance in developing countries. Rampant corruption, rent seeking, and capability of institutions are critical areas of concern that are to be appreciated while attempting to reform governance. In all operationality, governance is the vehicle that drives people through the path of adversity towards development. Therefore, the principle of Leaving No One Behind (LNOB) and its realization hinges upon the efficacy of governance structures and entailing systems.

Multilateral Institutions and Developing Countries

Existing literature recognizes and appreciates the positive role of multilateral institutions like the United Nations, World Bank, European Union, IMF etc in supporting the developing countries with respect to economic growth and sustainable development. (12). However, there also exists significant body of literature that takes a critical view of their engagement with developing countries and of the efforts at development through their financial and technical assistance mechanisms. The notion of "Tied Grant" with respect to foreign assistance though modified over the years remains relevant in one form or the other. Areas of assistance, mode of assistance and scope of the provided assistance versus the required assistance have been noted to be divergent from each other thus leading towards stagnation or in some cases negative or non-sustainable growth.

The balance of relations between the developed and developing countries remains heavily tilted in favor of the developed and this imbalance deprives developing countries of their voice in global agenda setting for cooperation and collaborative development. Moreover, the inefficiency of systems of the multilateral institutions has also been highlighted as impediment to meaningful development cooperation.

Need of a New Partnership Model

Available evidence suggests that despite increased global support measures, world is far from achieving the SDGs in foreseeable future. Data from the annual review and also cited in this paper clearly demonstrates the time and resource lag which is seemingly insurmountable at the moment. Need for equitable models of development cooperation is manifold that centers on the Leaving No One Behind (LNOB) principle and the same need has been voiced by the developing countries (13). Some key considerations in this regard are rise of Asia, south-south collaboration, and technological developments across the globe.

Given the changing landscape, stakeholders of global development ought to devise new partnership models that ensure increase of financing for developing countries and help mobilize domestic, regional and global resources. The dynamics of global politics and international trade need to be governed by equitable considerations responding to the LNOB.

Empowered Civil Society

Empowered civil society i.e. Civil Society Organizations (CSOs), Community Based Organizations (CBOs), Non-governmental Organizations (NGOs), along with youth have been regarded as catalyst of change in terms of societal, economic and cultural development of a country while contributing to the SDGs (14, 15). Their role apart from being voice of the people has especially been deemed critical in engaging communities, fostering social entrepreneurship, and policy advocacy. Each of the aforementioned factors have a significant role with respect to the SDGs. Communities lye at the heart of all development, developing resilience and climate change adaptability. Sectoral contribution along with societal contribution of communities comes not only as indicators for consumers of services but also as realization of their rights and economic freedoms. Indigenous solutions to problems at local level can be aggregated as scalable solutions, and social entrepreneurship is more likely to address needs of SDGs as compared to top-down approaches.

Therefore, despite the global gaps in developing an effective support mechanism for achieving the SDGs, empowering the civil society and youth can catalyze progress on SDGs.

Conclusion: Collaboration as Savior of Future

Journey from the Millenium Development Goals (MDGs) to the Sustainable Development Goals (SDGs) has been an enlightening one that highlighted the need for transformation of approach and practices for global development. The required transformation was envisioned in the SDGs and the mechanism it adopted through global consultative process whereby country level indicators and targets were defined for measuring progress and annual progress review was designed to be undertaken at the High-Level Political Forum (HLPF) on voluntary basis. Progress thus far is not ideal but is definitely way more positive than that on the MDGs.

There does exist an urgent need for global support to developing countries in meeting the SDGs targets but at the same time national governments ought to take responsibility for sustainable development and that too for the sake of their citizens. Better future of global citizens warrants intensive collaboration efforts

and harmonization of systems at national level. This ought to be accompanied by accountability measures i.e. both horizontal and vertical, at global as well as at national levels. Equitable and collaborative actions can still help achieve the SDGs.

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About this Book

This book presents succinct findings of field studies conducted in the areas of urbanization, urban planning, property taxation, role of media in achieving the Sustainable Development Goals (SDGs), and an overview of progress on SDGs. Analytical frameworks adopted therein have academic rigor and the methodology for data collection is guided by the principles of action research. Data of these studies spans over the past decade and does shed light on the historical development as well connects the realization of prescribes goals to the challenges of current times. Evidence for each subject comprises primary as well as secondary data and triangulation of data has been carried out to fully appreciate the nuances of discussed subjects.

This book offers a critique of urbanization, investigates the role of media and gives an overview of progress on the SDGs. Chapters of the book are findings of studies by senior professionals of their respective fields and shed light on the pressing issues while presenting recommendations for the stakeholders. The analytical approach and insights from field do pave a path for needed reforms by the policy makers. We are hopeful this book adds value to the debates on subjects highlighted herein and advances empirical discourse.

About the Editor

Hamid Masood is an accomplished development sector professional with a rich background in institutional growth and reform particularly within education, health, urbanization, municipal services, and consumer rights. With a deep commitment to sustainable development, he has led and contributed to numerous initiatives aimed at improving public service delivery, policy implementation, and social welfare outcomes. Known for his strategic insights and ability to further collaborative partnerships, he consistently works to bridge gaps between policy frameworks and on-the-ground realities. His editorial work is a natural extension of his development expertise, enabling him to shape publications that inform and inspire meaningful societal advancements.