

POOR PUBLIC POLICY FRAMEWORK AND ITS EFFECTS ON LIVELIHOOD OF PEOPLE IN COASTAL BELT OF SINDH

Shahabuddin Mughal
Dr. Pervez A. Pathan

ABSTRACT

Public policy is defined as the process by which rural communities are made stronger in terms of accessing over production units necessary for economic development and prosperity. It is also meant for devising strategies for promoting public sector development framework. The public policy has to be purpose-oriented; it must be based on short term and long term outputs directed for resolving rural communities issues related with development sectors such as agriculture, infrastructure, education, health and etc. The public policy is also terms as government response to its legitimate stakeholder particularly citizen and voters. The policy ideally aims at taking down grievances and appropriately come with solutions. The paper investigates about the state of response in terms of priorities set by the public sector in respect of policies in past 50 years for the development of coastal belt.

INTRODUCTION

The policy making process involves public officials who may take lead in planning strategies and implement right course of action. It also includes important stakeholders such as public support organizations, non-government organizations (NGOs), civil societies, politicians and people from different walks of life. Public policy has to be tailored according to the intended objectives, time requirement, financial outlay and the human resource desired. Disorganized public policy results in increased poverty. In this connection, the coastal belt which is stretched over one thousand kilometers has been constantly ignored at public policy levels. It is also stated that the coastal belt offers ecological, environmental, agricultural and natural resources that have been continuously exploited but its economic benefit to coastal communities is almost negligible. This paper attempts to analyze the public policy framework, its effects on coastal development in

terms of different parameters such as rural infrastructure, education and livelihood.

BACKGROUND

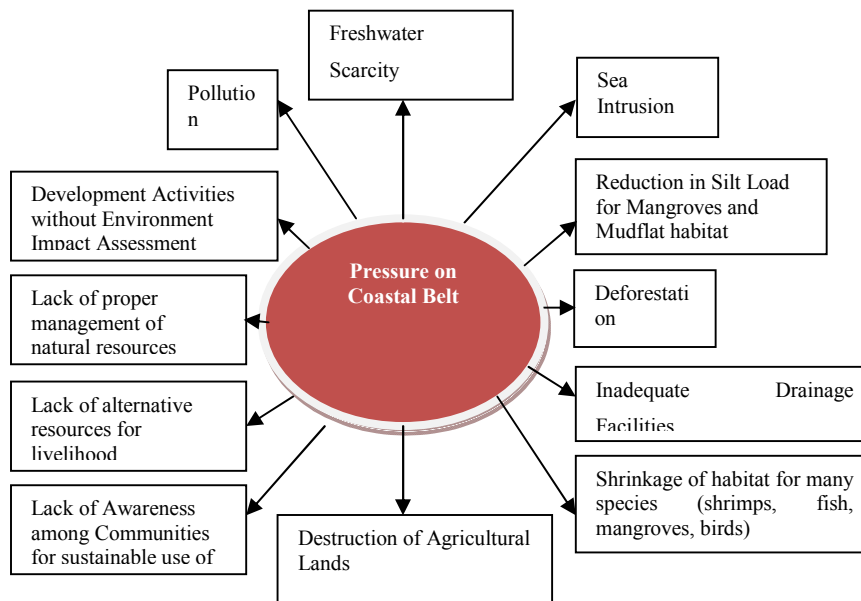
Pakistan has a total coastal line of 1050 km. The entire coastline lies with the subtropics and is divided in Sindh and Baluchistan. The present coastal zone of Sindh is 350 kilometers long consisting of the Indus Delta, which is 200 km long and 50 kilometers wide and extends over an area of some 600,000 hectares (IUCN, 2000). It consists of about seventeen major creeks¹ and extensive mudflats.

According to the Population Census Organization (1998), the total population of the region is 867296, which is about 3% of total Sindh population. The total population of coastal villages of Karachi is 113,144; while, the population of coastal/deltaic district Thatta is 580,222 and Badin 173,930. There are six coastal talukas in district Thatta and two in district Badin. The share of coastal talukas in Thatta district's population is 580,222, which is 52.12% of the total district population (World Bank, 2005). The population of male is 459,667 and female is 407,629 in the coastal/deltaic belt.

In the past, limited efforts have been made to identify key issues and potentials relating to the coastal area in Sindh (CIR-SZABIST, 2000). Consequently, the economic opportunities offered by this important region are not being optimally utilized. One of the limitations has been the availability of inadequate data on the potentials of the coastal area in districts Thatta and Badin. The area offers wide-ranging opportunities that could be tapped for improved livelihood of people through substantial resources available in the form of wetlands, forests and agriculture. At present, the coastal area is under tremendous pressure necessitating viable policy interventions to address those issues given in Figure - 1 below.

¹ Gizri ; Korangi ; Waddi ; Khobar; Pitiani; Chan; Hajamro; Khar ; Khai; Sir Creek; Kharak; Gahar ; Turshiam ; Sisa; Dabbo; Gharo; and Phitti Creeks.

**FIGURE -1
PRESSURE ON COASTAL BELT**



DATA COLLECTION METHODS AND TECHNIQUES

The study was conducted in the two districts of coastal belt i.e. Thatta and Badin using formal and informal methods of data collection. 220 sample respondents were selected using probability methods for data collections. The data collection was comprised of quantification of variables such as economic resources, intellectual property rights and social indicators such as tradition, values, caste and creeds.

ANALYSIS AND DISCUSSIONS

The coastal development planning has been only agenda from policy point of view. The outcome could be debated on the basis of its mix results. This is largely due to mismatch between the conceptual planning and implementation to uplift the life in coastal belt. The Coastal Development Authority (CDA) was initiated in 1994. It has taken approximately 18 years to seek its establishment through approval notification by Sindh Assembly.

One could conceive poor performance for project delivery since 1994 to 2008.

The literature clearly demonstrated that there is no mentioning of coastal belt in all thirteen (13) Five Year Plans. In past 13 Five Years Plans, there is no mention of creating jobs in the coastal belt. This is true for even all annual plans that have been placed since the inception of Pakistan. Annual Development Plans (ADP) 2008-2010, includes 13 projects that were designed to cover the forestry, wildlife, livestock and fisheries along with services. ADP provided an outlay of Rs.218 million with supplementing source of Rs. 300 million in the shape of foreign assistance. The project completed under above funding lack the documentation which could be made public.

The CDA has a budget of Rs. 12 million, of which only 17% is allocated for commodities and services, whereas the rest 83% is salaries and non-development expenditures.

Since its inception, the CDA has been involved in launching about 12 projects mentioned in Table-1.

TABLE -1
DEVELOPMENT PROJECTS INITIATED
IN THE COASTAL BELT 2001-2008

Drinking Water Supply to Village Ismail Aplano	2004-2006	ADB & GoS
TA “Sindh Coastal Community Development Project”	2005-2006	ADB & GoS
Water Supply to Village Golo Mandhro	2005-2006	ADB & GoS
Rehabilitation and Preparation of the Drought Affected Coastal Mangroves of Thatta District.	2005-2006	ADB & GoS
Marine Fishing Surveillance in the Coastal Areas of Sindh	2003-2008	ADB & GoS
Aquaculture Development in the Coastal Areas of Sindh	2003-2008	ADB & GoS
Improvement of Livestock in the Coastal Areas of Thatta and Badin districts	2003-2008	ADB & GoS
Shrimp Breeding in the Coastal Areas of Thatta and Badin districts	2003-2008	ADB & GoS
Increasing the Communication Access to the Coastal Belt of Sindh: Construction of road from Ketī Bandar Mahal to Noor Goth upto village Jarar Jat (Ismail Jat) mile 0/0 – 4/0 (6.5 kms) in district Thatta. Road from Baghan to Jangisar Jetty 8.0 kms, taluka Ketī Bandar, district Thatta.	2005-2008	ADB & GoS
Water Supply to Following five villages of District Badin: Allahdino Jamali; Mohammad Haroon Rajo; Mohammad Bux Khaskhelli Yamin Jat Jumo Rajo	2005-2008	ADB & GoS
Water Supply to following five villages of district Thatta: Marines Ismail Katiar Jiand Zangijo Ghulam Hussain Kaleri Mohammad Shah Burrah	2005-2008	ADB & GoS

These projects are categorized into inventory related projects and the quantifiable delivery to end users. It is mentioned that 50 to 60 percent projects were inventory driven outputs. In other words, CDA has taken 18 years for estimating, calculating and stocking the economic, social and environment related trends, whereas, 35% projects are drinking water projects. Overall, the outcome of all those 12 projects is in quandary, as there has been no public document indicating the performance. Much of these projects lack in monitoring and evaluation techniques especially the third party monitoring and evaluation.

The coastal belt has been ignored since past 65 years or so. The projects which may be categorized into economic efficiencies creating jobs and income have been given least importance. However, Sindh Coastal Community Development Project (SCCDP) was initiated with sum of Rs. 49 million through Asian Development Bank (ADB) and Government of Sindh. The project was one year duration, started from 2005. SCCDP was funded through ADB and cleared by PDWP in 2006. The project was initiated with Rs. 246 millions. It spans over 6 years covering the range of coastal areas in Thatta and Badin. The project aimed at sustainable livelihood through income generation, coastal zone management and enhancing institutional capabilities and capacities. It is stipulated that before assigning financial goals to end-users in the shape of Operation and Maintenance (O&M) and cost recovery, one has to assess the economic strength and project delivery. Although, the project aims at achievable targets but rise in income patterns or employment in the coastal belt has no substantial direct relevance. The project requires some financial contribution on the part of communities which is hard to materialize. Mangrove planting over 3350 hectares by nine departments and communities is laid down. Mangrove planting up to growing as tree requires some 3 to 4 years, which is long term investment and in the environment where protecting plantation till it reaches to maturity is risky activity for the communities. The project

is conceived to achieve long term objectives with short term planning.

Development Scenario

The data as given at Table-1 followed by discussion reveals that coastal belt has been ignored from the policy point of view. The policy has been mainly in the shape of short term policy as given in Table-1. The outcome of failure of policy could be narrated in two ways: one, respondent perspective about past and future priorities, and second is the state of development indicated through socio-economic indicators. The respondent perception is given at Tables 2 and 3. The respondents' opinion suggests that there are multiple issues such as wetland diminishing, sea intrusions, overfishing and deforestation, these issues need policy attention.

TABLE-2
DEVELOPMENT SCENARIO - RESPONSE MEASUREMENTS
N=220

S.No	Description	Response %	Reasons
01	Loss of Mangrove Forests	100	Lack of Water/Over cutting/Policy
02	Description of Wild life		
	Birds	98	Diminishing Wet lands
	Animals	98	Loss of grazing Lands
	Plants	98	Too much cutting and overexploitation
03	Industrial Waste	89	Increased due to lack of environment protection policy and implementation
04	Deforestation	100	Increased
05	Over-Fishing	78	Inadequate Netting to catch fish
06	Sea Intrusion	100	Loss of agricultural land
07	Any Institutional Action to mitigate losses	100	Inadequate

Source: Survey Data 2009-10.

TABLE-3
PUBLIC AND PRIVATE OPINION INTEGRATION
AMONG SECTORS

N: 220

Sr. No.	Criteria for a good policy process	Examples of indicators	Outcomes
01	Participation	Active participation by private, public and civic sectors.	Nil
		Numbers of relevant inputs from stakeholders.	Not significant
		Numbers of participants agreed upon, or in the pipeline.	Nil
02	Organizational Learning	Numbers of learning events with all staff.	Nil
		Time and budget allocated for learning.	Secret and confidential
		Active involvement of partners in learning events.	Only at NGOs levels
03	Capacity Development	Personal development	No feedback
		Fields of expertise covered by the team	Nil
		Public sector involvement.	Nil
04	Transparency & Communication	Frequency of communication with all stakeholders	Nil
		Time available for feedback into policy decisions.	Nil
		Decision making based on democratic procedures.	Nil

Source: Study Survey Data 2009-10.

TABLE-4
HEALTH INSTITUTIONS IN COASTAL DISTRICTS

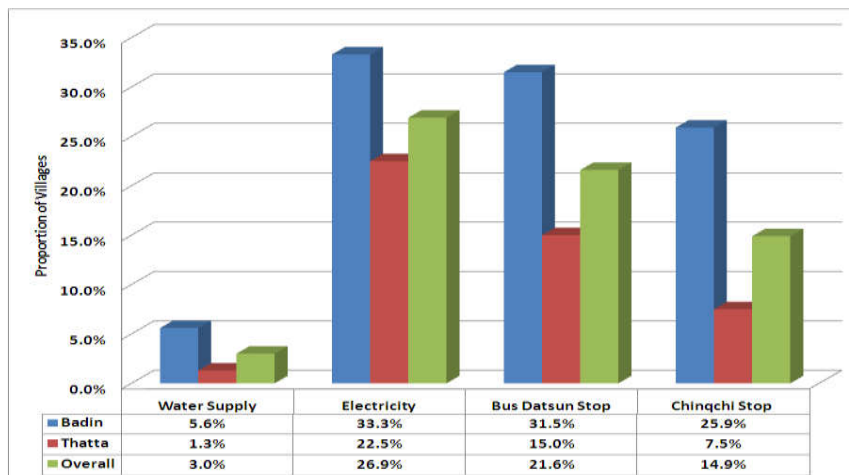
Province / District	Hospitals		Dispensaries		R.H Centers	
	No.	Beds	No.	Beds	No.	Beds
Sindh	79	9176	94	12	67	806
Coastal Belt	10	449	6	—	8	86

Source: *Socio-Economic Indicators of Sindh at District Level*, FBS, Statistics Division, Government of Pakistan, 2009-10.

Physical Infrastructure

The status of infrastructure is shown in Figure-2 of the meager share in physical infrastructure, the network of metalled roads in coastal belt provides poor state, whatever the roads that were constructed in the past has been washed out in the floods of 2010 and 2011.

FIGURE-2
PHYSICAL INFRASTRUCTURE



Source: *Development Statistics of Sindh-2010*, Bureau of Statistics Planning & Development Department Government of Sindh.

Business Activity

The survey data reports that rate of opening new economic business in the coastal belt is not more than 10 to 15 per cent, that includes service sector, businesses such as the insurance companies, banks, leasing entities and pesticides companies. In all these service sector an entity, professional and skilled labor is hired which is borrowed by those organizations from outside the coastal belt. Hence, the impact is almost zero when it comes to employment generation. Table-6 explains employment trends in the coastal belt.

TABLE-6
SMALL BUSINESS IN COASTAL DISTRICTS

		Badin	Thatta	Overall
Kiryana Shops	N	31	27	58
	%	57.4	33.8	43.3
Cabin	N	12	17	29
	%	22.2	21.3	21.6
Hotel	N	5	8	13
	%	9.3	10	9.7
Fertilizer/ Seed Depot	N	2	-	2
	%	3.7	-	1.5
Flour Mill	N	16	5	21
	%	29.6	6.3	15.7
Medical Store	N	2	-	2
	%	3.7	-	1.5
Brick Supplier	N	3	-	3
	%	5.6	-	2.2
Livestock Market/ Piree	N	2	-	2
	%	3.7	-	1.5
Fish Market	N	3	2	5
	%	5.6	2.5	3.7

Source: Survey Data 2009-10.

Table -6 depicts that the main business in coastal villages is Kiryana or grocery store which is available in about 43% villages – 57% villages in Badin district and 34% villages in Thatta district. Cabin with Beatle-nut, cigarettes and other general supplies is available in about 21% villages. Small hotels serving tea are operating in 9% of the coastal villages. Small flour mills are doing business in 30% coastal villages of Badin and only 6% of Thatta villages. Some Badin villages also have the seed-fertilizer depot, pirri (livestock market) and fish market, while two Thatta villages have local fish markets. Thus, Badin coastal villages have a better physical and business infrastructure.

Livestock and Fisheries

Cattle Population during the last decade (1996-2006) increased with 16% variation in 2006 over 1996; buffaloes increased by 27%, sheep by 15 and goats 71%. In drought animals camels increased 6%, while horses increased by 22 percent. Domestic contribution of Sindh in other livestock products including meat, wool, hides, skins, hair and bones is more than 25 percent, as indicated from Sindh's share of livestock population in Pakistan given in Table-7.

TABLE -7
LIVESTOCK AND POULTRY POPULATION
IN THE COASTAL BELT

Year	Cattle	Buffalo	Sheep	Goat	Camel	Horse	Mule	Ass	Poultry
1996	628451	682027	333538	543143	18268	1475	210	32755	1136167
2006	725983	865370	385203	929595	19374	4750	750	38084	1584828
%	16	27	15	71	6	22	57	16	39

Source: *Livestock Census Reports*, 1996 and 2006.

TABLE-8
FISH PRODUCTION IN THE COASTAL BELT

Year	Area	Fish Production (M. Tons)
2009-2010	Coastal Belt	20,598

Source: Fisheries Department of District Thatta & Badin, Government of Sindh.

Trade and Industry

In the coastal belt, industrial units in Badin District are mostly agro-based. Badin District is reputed to be a sugar estate. There is only one cement-pipe production factory which is outside that category. Presently, there are six large scale sugar mills: Bawani Sugar Mills, Talhar; Ansari Sugar Mills, Matli; Army Sugar Mills, Badin; Fuji Sugar Mills, Khoski; Mirza Sugar Mills, Khadhan; and Pangrio Sugar Mills, Pangrio. These mills crush

about 50 million maunds of sugarcane per annum and provide employment to about 6,000 persons; In addition, the Dewan Sugar Mills at Bhudho Talpur (Thatta district) is located at the border of Golarchi taluka, and crushes substantial quantity of sugarcane produced in Badin district.

The sugar industry is one of the main polluters in Badin district, as their untreated waste water flows into the surface drains of Left Bank Outfall Drain. There are more than 70 rice husking and milling units in Badin district – 50 percent of which are modern cellars while the remaining are traditional units. These units process coarse rice production for local use and exports. Thatta district also has 30 large industrial units including 5 sugar mills, 9 textile mills, 2 paper mills, 1 jute 2mill, 3 salt works, 3 flour mills, 1 PVC industry, 1 garment industry, 1 industrial gas concern, 1 specialized Textile unit, and 2 Ice factories, in addition to several rice milling units in rural areas. The owners being from other provinces, the local populace is almost non-existent among factory workers. Both districts have a very buzzing trade activity in coarse rice, livestock, fisheries, cloth and general shops, grocery stores, beetle nut shops, hotels and local artifacts.

Electricity, Oil, Gas and Minerals

Electricity generated through ocean tidal energy conversion system can be used for the electrification of coastal belt, hydrogen fuel production as well as for other applications. But, there is no infrastructure to exploit the wind, tidal current and solar energy resources in both coastal districts.

Sindh province is currently a major producer of oil and gas where about 60 oilfields and 44 gas fields have been discovered with average daily production of 34,794 barrels of oil per day and 1.157 billion cubic feet of gas per day. This makes about 56% oil and 37% gas of Pakistan's daily production. In the coastal belt, Badin district and parts of Thatta district are quite rich in oil and gas resources. Four oil fields of British Petroleum Company in Badin district produce about 45% of total production of crude oil in Pakistan. Gas reserves have also been explored in Badin district, whereas the Golarchi Gas Field has been commissioned. The

district gets a small share from the oil and gas royalty received by the Government of Pakistan.

CONCLUSION

Policy review using qualitative approach adequately confirms that coastal belt has been omitted in the overall development scenario in Pakistan. However, from time to time some adhoc initiatives have been taken with the help of external funding. The outcome in the shape of alleviating poverty, employment generation, and overall quality of life has left much to be desired.

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