

PAKISTAN : THE ROLE OF LOCAL GOVERNMENT IN THE DEVELOPMENT
OF DEPOPULATING RURAL AREAS
(A Study of Punjab Province in Pakistan)

BY:
S.A.H. SHAMSI
ASSISTANT SECRETARY,
LOCAL GOVERNMENT AND RURAL DEVELOPMENT
OF PUNJUB, PAKISTAN

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PREFACE

During my visit of Japan this year, I had the occasion of seeing Hayakawa Town in the Yamanashi Prefecture. This bustling town of about 8,000 people few years ago has recently been reduced to a silent abode of only 2,000 old men and women. The reason has been a continuous exodus of young people from this far away hilly township to more industrialized urban centres. The desolate looks of this place, though set into a surrounding of unique beauty, are still alive in my memory. Sans frolics of the street playing children, the neighbourly gossiping of women, market businesses and community life at large, the place was a ghostly reminder of a process of depopulation which has taken away all over Japan. But no Japan alone, it is probably now a universal concern of all those countries where urbanization is taking place without a referral impact of growth in rural areas. Urban Centres as nuclei of industrial and commercial activities are crowd pullers. Unless equilibrated with a matching growth in rural areas, these centres are likely not only to disfigure the rural hinterlands but also to disinherit them of their socio ecological preserves.

It is significant that EROPA have undertaken to study this area and elicit information from other regions of the world. The present study concerns Pakistan which should not be a typical example of the depopulation phenomenon, but is nevertheless a representative country to portray trends which are still reversible through corrective measures.

In its first chapter, the study explains the nature and extent of depopulation syndrom and the reasons why it should be combatted. The next two dilate on the formulation of plans and their implementation methods with a special reference to MureeKahuta area which in its socio—ecological configurations is quite similar to Hayakawa. The contribution of Local Governments, the role sharing by Upper Governments and the Private Sector have been elaborated with an example of a successful Programme in the last two chapters.

The study concentrates on the Punjab province of Pakistan, which is an agricultural area transforming gradually towards a good measure of industrial activity. Many middle towns and large cities have already been caught in the process, which is spearheaded by the cities of Lahore, Faisalabad, Gujranwala, Rawalpindi and Multan. The population figures have been taken from Census report of 1981. The next one is due after two years.

It would leave a lot unsaid if I do not express my gratitude to Mr. Shakeeb, Deputy Director Housing, Lahore for rendering valuable assistance in collecting the data of this study and Miss Hina for interpreting it. I must also gratefully mention the services of Mr. Sherazi in proof—reading and typing of the manuscript. The mistakes and infirmities, if any, should however be all mine.

S.A.H. Shamsi
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DE—POPULATION SITUATION

Depopulation of backward and rural areas is a concomitant of economic transformation. Shifts in population take place with the modernization, industrialization and urbanization of leading areas, in an economy. This phenomenon is viewed as a necessary affiliate of economic development which has been traditionally taking place through a process of urban-centred growth. Villages and small towns serve as peripheries of large cities and metropolitan areas, not only to provide primary raw-materials but also the labour force, for their growth and prosperity.

Pakistan with a crude birth rate of 41 per thousand and a death rate of 12 since 1981 has been steadily growing at a rate of 3% a year. But despite a lot better fertility norms of rural areas, the cities have been growing at a rate of 4.35% as against 2.56% of the villages. This is true of all provinces in other areas, excepting Baluchistan and the Federally Administered Tribal Areas (FATA), where urbanization has not taken place as rapidly as in other parts of the country due to an overall backwardness. It may be seen from the following table:

Table— I Growth of Urban—Rural population in Pakistan

Region	Total	Urban	Rural
Pakistan	3.06	4.35	2.56
Punjab Provinces	2.37	4.22	2.21
Sind Provinces	3.54	4.38	2.94
NWFP	3.30	3.98	3.19
Baluchistan Province	7.04	6.39	7.17
FATA (Federally Administered Tribal Areas)	-1.46	-	-1.39
Islamabad (Capital Territory)	4.32	12.23	-1.96

The relatively inflated rates of growth in urban population have been due to rural—urban migration. Leading as a crowd—puller has been the metropolitan city of Karachi in the Sind province, where migrants from other provinces of the country have been pouring in large numbers since early sixties. The province of Punjab with growing cities like Lahore, Gujranwala, Faisalabad and Multan has also been in an attractive place of migration from other areas of the country. The following statement would give an idea of the inter—provincial migration.

Table— II Inter— Provincial Migration (1981)

Present residence	Previous residence						
	Total	NWFP	FATA	Punjab	Sind	Baluchistan	Islamabad
NWFP	185,893 (100)	-	67,965 (36.56)	99,058 (53.29)	16,135 (8.68)	1,780 (0.96)	955 (0.51)
PUNJAB	355,971 (100)	196,850 (55.30)	7,759 (2.18)	-	92,067 (25.86)	54,298 (15.25)	4,997 (1.40)
SIND	1,067,397 (100)	369,676 (34.63)	6,998 (0.66)	631,578 (59.17)	-	56,988 (5.34)	2,157 (0.20)
BALUCHISTAN	97,047 (100)	29,490 (30.39)	452 (0.47)	56,424 (58.14)	10,579 (10.90)	-	102 (0.00)
ISLAMABAD	84,329 (100)	18,588 (22.04)	188 (0.22)	61,983 (73.50)	3,161 (3.75)	409 (0.49)	-

Source: CENSUS REPORT 1981

Table— III Inter— Censal Net Migration Estimates (1972—81)
(Punjab Province)

Districts	Migration Estimates	Districts	Migration Estimates
	1972-81		1972-81
Attock.	-126,990	Vehari.	-1,259
Rawalpindi.	-141,273	Sahiwal.	137,145
Jhelum.	-194,626		
Gujrat.	-204,162	<u>BARANI (RAINFED) DISTRICTS</u>	
Mianwali.	-41,099		
Sargodha.	-166,889	Among these Attock, Rawalpindi, Jhelum, (including Chakwal), Gujrat, Mianwali (including Bhakkar) Sargodha (Kushab including Soon Skaser Area), Sialkot, D.G. Khan (including Rajanpur) are Barani districts. Excepting D.G. Khan where a better report of census data in its hilly and other far-flung areas improved the population figures during 1981 census, all other of these districts have been loosing population due to the non-availability of income opportunities. Barani tract thus is the target area for economic development in Punjab for arresting the process of rural-urban migration and consequently the depopulation of these districts.	
Bahawalpur.	66,783		
Bahawalnagar.	-16,617		
Rahim Yar Khan.	30,326		
Faisalabad.	-802,666		
Jhang.	-42,768		
Sialkot.	-323,192		
Gujranwala.	9,177		
Sheikhupura.	-35,079		
Lahore.	194,756		
Kasur.	-8,009		
D. G. Khan.	103,459		
Muzaffargarh.	138,187		
Multan.	23,454		

It may be seen from the figures given above that the Sind province, mainly on account of Karachi metropolitan area, has been receiving migrants from Punjab and the NWFP in great proportions, thereby creating a measure of depopulation backlash in the districts of these provinces. In a paper written on Internal Migration of Pakistan for the Social Sciences Research Centre, University of Punjab, Lahore, Mr. Bashir Ahmad has made an interesting study of depopulating districts of various provinces. Figures relating to the province of Punjab are reproduced in Table—III.

Excepting districts of Gujranwala, Lahore, D.G.Khan, Muzaffargarh, Multan, Bahawalpur, Rahim Yar Khan and Sahiwal, all other districts of the province lost population during the intercensal period of 1972—81. Among these districts Lahore, Gujranwala, Multan and Sahiwal are prosperous areas with big urban concentrations. Significant among the districts which lost populations in block are the Barani (rain-fed) districts of Attock, Rawalpindi, Jhelum, Gujrat, Mianwali, Sargodha (Khushab—Soon Skaser area), where from rural people migrate to other areas for livelihood due to un-availability of non-farm incomes. Exceptional among the districts is the population behaviour of Faisalabad, Sialkot and Sheikhupura which, despite having a great number of industrial units, have been losing population. An explanation of this phenomenon is out-migration to other countries where the levels of wage rates is much higher than the rates prevailing in these districts.

Immigration to other countries, particularly the Gulf states, has been taking place on this country from other parts of the country also. An idea of the extent of this kind of migration may be obtained from Table IV.

Table—IV Number of Persons Gone Abroad During Last Ten Years
Pakistan And Provinces : 1981

Emigrants	Total	NWFP	Punjab	Sind	Baluc- histan.	Islama- bad.
Number	1,708,608	591,405	735,285	300,354	77,126	4,438
Rate (Per cent)	(2.03)	(5.34)	(1.55)	(1.58)	(1.78)	(1.30)

Although the province of Punjab has been sending out the largest number of immigrants to other countries in absolute terms, the share of NWFP has been the greatest in terms of percentage of population.

Depopulation of rural areas is also engendered through immigration in Mandi Towns. This is inter-District migration. Mandi Towns were small agriculture cities of 10 to 20 thousand established with a measure of town planning during the

British period, before the creation of Pakistan. The purpose was to provide marketing facilities to the agricultural areas in their precincts. The growth rate of these towns has been much higher than the national average of growth in urban areas. Following are some examples of such towns in Punjab.

Table—V. Growth of Mandi Towns
1961 1981 Growth Rate

Name of Town	Total	Total	Total
KOTADU.	14,430	53,192	6.74
MAILSI.	14,131	33,651	4.43
JAHURABAD.	7,672	18,742	4.57
MURIDKE.	6,688	35,419	8.69
KAMOKI.	25,998	71,097	5.16
KABIRWALA	5,466	22,141	7.24
GUJAR KHAN.	11,610	33,920	5.51
JARANWALA.	27,937	69,459	4.66
CHISHTIAN.	26,104	61,959	4.42

Nature Of Migration And Depopulation Effect : An Analysis :

It may be noted that the following various kinds migratory processes are taking place in Pakistan :

- (I) Inter—provincial migration predominantly towards Karachi in the province of Sind.
- (II) Inter—district migration towards other big cities like Lahore, Gujranwala, Faisalabad and Multan in the province of Punjab.
- (III) Inter—district migration from rural areas to the Mandi Towns.
- (IV) International migration involving principally the Gulf and other Middle Eastern countries.

Since some 82% of the total migrants hail from rural areas, the composite effect of all these migratory processes keeps on depopulating the rural areas. But since all the rural are as are growing at a rate of over 2.50% a year, which is higher than the average of 2.0% for most of the developing countries, the depopulation effect is not quite visible. Therefore to find the likes of Hayakawa should be a bit difficult in Pakistan.

In Japan the depopulation effect is total, on going and visible. Here it is marginal, a little reticent and invisible further nuclearization of families and an open social system makes migration in countries like Japan a kind of permanent

departure. In Pakistan it is always reversible due to ties of joint family system and a closed social net—work which interrupts the process of migration by and large.

The younger and better-educated part of rural population however keeps on migrating, even when they have to fight some opposition back home. In this connection, Mohammad Irfan, Chief Research Institute of Development Economics, Islamabad has found out the following propensities to migration in the rural and urban areas of Pakistan.

Table—VI, Propensity to Migrate by Rural—Urban and by Age Group

Rural/Urban Move	Age Groups						
	0-9	1-15	15-24	25-34	35-44	45-59	60+
	Years	Years	Years	Years	Years	Years	Years
Rural-Rural	0.0215	0.0392	0.0622	0.0291	0.0344	0.0300	0.0198
Rural-Urban	0.0068	0.0235	0.0991	0.0310	0.0243	0.0106	0.0299
Urban-Urban	0.0186	0.0297	0.0661	0.0357	0.0447	0.0239	0.0281
Urban-Rural	0.0156	0.0207	0.0172	0.0148	0.0274	0.0131	0.0253

Table—VII, Propensity to Migrate by Rural—Urban Direction and Education

Rural/Urban Move	Educational Achievement			
	Illiterate	1-5 Classes	6-10 Classes	10+ Classes
Rural-Rural	0.0329	0.0406	0.0379	0.0582
Rural-Urban	0.0141	0.0412	0.1547	0.2753
Urban-Urban	0.0190	0.0308	0.0523	0.0880
Urban-Urban	0.0204	0.0171	0.0108	0.0152

Why it is necessary to Develop the Depopulating Rural Areas :

It may be observed that there is a greater temptation for the younger and the better educated to move towards the cities. It is a disaster. Depopulation of rural areas in a process like this is incapacitating them not only by numbers but also in terms of quality of their manpower, thereby creating a serious void of vigour, intellect and enterprenurial ability in these areas. A better use of natural resources in its own right, apart from the necessity of eliminating poverty from these areas, calls for their rapid development. While assessing the socio-economic conditions of Barani Villages in the Punjab, Sabur Ghayur has collected some important data from a survey of 54 villages in the Barani Districts of Rawalpindi, Attock, Jhelum, Ghakwal, Gujrat, Mianwali, Khushab, Dera Ghazi Khan and Rajanpur.

Table— I. Off—Farm Activities in the Surveyed Villages

S.No.	Off-farm Activities	Number of Units Reported	% Share
1.	Sheep/Goat Breeding	639	53
2.	Tractors	321	26
3.	Tractor Trollies	199	17
4.	Vegetable Farms	21	2
5.	Poultry Farms	20	2
6.	Gardens	5	-
TOTAL:		1,205	100

Table— II. Employment Conditions in the Surveyed Villages

S.No.	Level of Employment	Number	% Share
1.	Employed within the Villages	30,000	47
2.	Employed outside the Villages	11,500	18
3.	Unemployed	15,400	24
4.	Emigrants	5,700	9
5.	Return migrants	1,400	2
TOTAL:		64,000	100

The impact, after going through these figures, should be stunning. Apart from having an extremely low level of infrastructural facilities, the areas under reference have few opportunities of gainful employment. Industry is missing altogether from the statement of off-farm activities given in table— I. Obviously, the employment pattern therefore shows 53% of the people looking for livelihood outside their villages. City-bound migration continues to loom large, thus creating further pressures on the already saturated facilities of urban areas. Unless a set of workable plans is put on ground to ameliorate the situation in rural area, the process of their depopulation cannot be stopped.

Chapter II FORMULATION OF DEVELOPMENT PLANS.

Administrative Arrangements:

Foremost among the arrangements to formulate and implement the development plans of depopulating rural areas is the creation of special agencies/ authorities which are supposed to look after their target areas. These are comprehensive organizations working with unitary chains of command. They have their own planning, engineering, research and accounting cells. They are autonomous to a large extent and have their own Boards to make decisions and develop plans.

The purpose of creating these agencies is obviously to overcome the obstacles created by departmentalism. Developing a rural area is a multi-dimensional process and involves a number of departments which can hardly coordinate unless brought under a unitary control. Hence these agencies.

But they are not to stay there forever. As soon as the area under their jurisdiction would reach a satisfactory and self-sustaining level of development, the Authority/Agency created for it would be abolished. Their functions then would be taken over by the line departments of the provincial government. Provincial Government Departments and local councils are also operating in the areas where these development authorities have been created but their role is going to be a little subdued with the maturing of the special agencies.

So there are two types of arrangements to formulate and implement development plans in the depopulating rural areas:

- I. Special agencies/authorities designed to work autonomously in a selfcontained manner.
- II. Normal hierarchy of federal, provincial and local governments. Their activities are being brought together through the District Coordination Committee.

I) Special Agencies:

As from Chapter I, we are concentrating on the Barani areas as an example of depopulating tract in Punjab, we may mention the Special Agencies created in this area for the purpose of development. They are enlisted as under:

- a. Agency for Barani Areas Development (ABAD).
- b. Muree—Kahuta Development Authority (MKDA).
- c. Dera Ghazi Khan Development Authority (DGKDA).
- d. Cholistan Development Authority (CDA).

All these agencies are recent creations and are yet at the planning stage mostly.

a. MASTER PLAN FOR BARANI AREA DEVELOPMENT:

All these agencies though developing and operating their own plans are supposed to work ultimately under a comprehensive plan being prepared by the Master Planning Team of the planning & Development Department of Punjab Government under ABAD.

Salient features of the Master Plan being formulated for the Agricultural Sector are summarised as under;

1. Scope:

The plan is directed at increasing the water resources and agricultural production. It will be coordinated with other sectoral plans covering industry, energy, transportation and communications etc.

2. Objectives:

The plan not only aims at increasing the agricultural sector production but also to protect and regenerate the natural environment of the area. It is also directed at stimulating the private sector and reducing the income disparities.

3. Strategy:

Water Resource Development:

1. Resolution of Indus Basin Water distribution, keeping in view the requirements of Barani and non—barani areas.
2. Creation of a linked canal system in Potwar Zone taking water from Tarbela Dam.
3. Introduction of water rationing system for fully exploiting the agricultural potential of an area under conditions of acute water shortage. Pioneer project of Khushab Valleys and Piedment Project will set an example in this respect.

Agricultural Sector Development:

Retention of soil moisture and government intervention to fully exploit it for agricultural production is the basis of strategy in this direction. Doubling and diversification of higher value cropping along with

improvement in livestock production has also been conceived in the plan.

4. Plan Recommendations:

Government of Punjab should re—design its budget and allocate resources separately for the Barani and Non—barani areas. This rearrangement may also facilitate it for the donor agencies to finance the Barani part of the Provincial development budget.

b. MUREE—KAHUTA DEVELOPMENT PLAN:

Compared with other areas of Punjab, Muree and Kahuta Sub—divisions of Rawalpindi Districts have increasingly shown a declining rate of growth in their population which in some cases has even become negative as may be seen from the following table:

Population Growth Rates of Muree & Kahuta
(1961—81)

	<u>Overall</u> <u>Growth</u> <u>Rates</u>	<u>Males</u>	<u>Females</u>	<u>Children</u> <u>less than</u> <u>10 years</u>	<u>Adults</u> <u>more than</u> <u>10 years</u>
<u>Muree Tehsil.</u>	3.24	3.67	2.80	2.28	1.79
Rural.	3.48	3.77	3.19	2.53	2.03
Urban.	0.08	2.71	-1.19	-0.95	-0.07
<u>Kahuta Tehsil.</u>	2.70	2.86	2.56	2.14	1.20
Rural.	2.66	2.82	2.51	2.14	1.18
Urban.	3.90	3.97	3.82	1.88	1.68

Obviously there has been a lot of emmigration from Muree and Kahuta which are two Tehsils of Rawalpindi District, bordered on the East by River Jhelum, with Pindi/Islamabad depression on their West. On their South is Tehsil Gojar Khan of the Rawalpindi District and Hazara area of North Western Frontier Province in the North. The total area of this region is 718 Sq. miles. The tract is mountainous which consists of hills, ridges and deep valleys. The height is from 2000 to 6000 generally with that of Muree Town rising up to 7500 feet. Muree is a popular hill station and in June the Temperature ranges from 60°F to 78°F. In February during winters it falls up to 31°F.

c. Development Planning under Dera Ghazi Khan Development Authority

This authority is the latest of its kind and has yet to take off. But the thinking which forms the perspective of its creation can be summarised in the following paragraphs:

One half of the Dera Ghazi Khan District is part of Suleman range. The other half is mostly the riverian belt of the Indus River. The whole area is dry land with limited irrigation facilities and consists of low-lying arid hills. Rainfall is scant. During however the summers a large part of its Barani Area is irrigated by the hill torrents flowing from various parts of the Suleman Range. While overflowing these hill torrents play havoc with the life and property of the people but are nevertheless a source of irrigating their lands also. Lot of deliberations have taken place for the construction of Small Dams to harness these hill torrents and to channelise them more usefully for irrigation purposes. D.G. Khan Development Authority, once it takes off of the ground, will develop a plan to construct these dams in addition to other measures including small industries, which can be adopted to augment the sources of income for local population.

d. Development Planning in Cholistan

Cholistan is part of 'Thar', the great desert which extends over the districts of Bahawalnagar, Bahawalpur and Rahim Yar Khan in Punjab, Tharparkar in Sind and Jaisalmer in India across the border. Cholistan is the area of this desert which falls in Punjab. It is populated by Rajput tribes of the Indian sub-continent. The area is now a desert but is known to have once been a flourishing civilization of green agricultural lands, when the old river 'Hakra' used to flow through it. That river is no more there. That is why Cholistan is known as the 'Land of the Lost River'. The main occupation of the people is livestock breeding. The way of life is nomadic. People keep shifting from place to place in quest of pastures. It is a miserable life. Migration is a compulsive factor for its sustenance.

Cholistan Development Authority has based its planning on developing a battery of 'focal' points within this area where permanent water reservoirs veterinary centres, dispensaries and schools are being provided along with some outlets of non-nomadic nature e.g. Cottage Industry based on sheep breeding and dairy farming. The developing of these focal points will hopefully stop the migration of these people, which during lean periods of desert life obliges them to settle temporarily in the adjoining towns of Rahim Yar Khan, Yazman and Bahawalpur.

Conclusion:

It may be appreciated that Barani region of Punjab is not a united and coextensive geographical entity. Nor is the topography or the climatic conditions the same everywhere. While the Master Plan being developed for the whole of Barani area in Punjab will lay down the ground rules of development, the task of detailed planning through formulation of their own umbrella projects will be accomplished by these development authorities. Apart from these authorities a portion of Chakwal district and Soon Saker Valley of Khushab district have been declared as Special

Project Areas with their own specific development plans. This awareness, though recent in origin, will go a long way to forestall the depopulation of Barani areas. Efforts of the development authorities are going to be a success as they are being vigorously supplemented by development programmes of the federal, provincial and local governments.

II) Role of Upper & Local Governments : Normal Hierarchies.

As already explained Pakistan is a Federation and has three tiers of Government, Federal, Provincial and Local for the purposes of planning and executing its development policies. Planning at all levels however takes place under a National Five Years Comprehensive Plan. To date there have been five such plans. The policies being pursued at present have been formulated under the Sixth Five Year Plan. The Federal, Provincial and the Local Governments coordinate with each other quite closely to develop their respective programmes under this overall plan. The Federal programmes, are invariably executed by the Provincial Government after their funding is done by that Government. But the Provincial Government before taking up their execution, leaves it to a representative body of Local Governments along with members of National and Provincial Assemblies concerned, to prioritize various schemes under these programmes. A typical example is Prime Minister's Five Points Programme which is explained in the following paras.

Prime Minister's Five Points Programme:

Under this programme five sectors including school education, rural health, rural water cum sanitation schemes, rural roads and village electrification were chosen to supplement government efforts at provincial and local levels to provide the necessary infrastructural facilities in rural areas. Amounts provided by the Federal Government during the last three years are reflected in the following table in order to show the inter-se position of various areas of interest attracting attention of Federal Government under the current Plan:

Prime Minister's 5 Points Programme
For Rural Development
(Statement of Financial Allocations to Province of Punjab)
(Rs. in Million)

Sectors/Sub-Sectors	1986-87	1987-88	1988-89
1. <u>RURAL EDUCATION</u>			
Mosque Schools, Up-gradation of Schools.	288.415	988.336	895.150
Employment of Teachers.			
2. <u>RURAL HEALTH</u>			
Basic Health Units, Rural Health Centres, Additional Beds, Residences for Doctors.	617.631	963.095	708.423
3. <u>RURAL ROADS</u>			
Construction of Rural Roads (KM).	668.410	1029.949	902.400
4. <u>RURAL WATER SUPPLY & SANITATION (Addl. Pop. in Mil).</u>			
Rural Water Supply, Rural Sanitation.	426.160	1029.176	1125.900
5. <u>RURAL ELECTRIFICATION</u>			
Villages Electrification of left over abadies.	30.000	30.000	30.000

In order to reflect public opinion in the programme, the prioritising of schemes in different sectors is given to the District Coordination Committee. In the province of Punjab there are 29 districts and as many Coordination Committees. Each of these committees consists of Chairmen of urban and rural councils of the district and members of National and Provincial Assemblies belonging to that district. Chairman of the District Council, which embodies the rural are as of the district, is the Chairman of this Committee. Principally this has been the constitution of the Coordination Committees, with little variations under the changing political circumstances from time to time.

Before the election of National and Provincial assemblies in 1985, these committees were predominantly headed by the representatives of the Local Governments only. But with the revival of National and Provincial assemblies, the membership of these committees has been expanded by associating their members with these committees also. Coordination Committees, even before the launching of the Prime Minister's Five Points Programme, were entrusted to approve schemes of

the Provincial Annual Development Programme concerning sectors/areas which are now part of the Prime Minister's Programme under the Federal Government. It may be appreciated that the Coordination Committees are playing a vital role to reflect public opinion in the development plans of depopulating and other poor areas.

The Powers and functions of these committees have been changing. At one time, during the years 1983-85, they were assigned to review the implementation of Provincial Government schemes. At that time, the Deputy Commissioner of the district was appointed as the Chief Executive Officer of this committee to guide and coordinate the efforts of Provincial Governments' Departments, like the Communication and Works, Public Health & Engineering, Irrigation & Power, Education, Health and Social Welfare etc. The District heads of these departments were also members of these committees. These Committees not only reviewed the progress of the Provincial schemes but also approved up to a value of Rs. 25/ lacs. The Deputy Commissioners and these persons are still the members of these committees and coordinate between the elected.

Kahuta is a little hotter and its temperature rises up to 100°F during June. Winters are cold. The region is sub-humid with rain fall ranging from 30 inches to 70 inches annually. Maximum precipitation is experienced from (July to September) due to Monsoon. The area is green and picturesque. But despite its scenic beauty the population of the area has limited sources of income. Agricultural potential of the area is low, tourism is not developed, so the residents seek employment in the army or other cities including those in foreign countries. Those who are left behind are dependent on forests and agriculture which are no longer sufficient to sustain the increasing number of people. With hills denuded of forests, land slides become a common feature during the rainy season, further depleting the quantity of agricultural lands.

Muree Kahuta Development Authority has, therefore, launched a development plan with the following objectives:

1. Developing Cottage and Small Industries to provide employment opportunities.
2. Enhancing Agricultural and Horticultural facilities.
3. Achieving large scale afforestation.
4. Managing land slides.
5. Providing Educational Health, Communications, and Water Facilities to the local population.

The plan is extended over a period of four years and is an umbrella project of the Muree Kahuta Development Authority to be adjusted ultimately in the Master Plan of Barani areas being formulated by ABAD. A summary of the capital cost

	(Rs. in Millions)		
	Local	Foreign Aid	Total
Land and development	45.21	105.49	150.70
Machinery/Stores	2.64	6.17	88.27
Supplies	-	-	-
Construction	80.95	188.89	269.85
Farm Development costs	33.85	9.00	12.86
Transport Vehicles	00.27	0.63	0.91
Buildings residential/ Non residential	36.68	85.60	122.29
Establishment	0.36	0.85	12.27
Contingencies	0.17	0.14	0.51
Interest during construction	-	-	-
Total:	200.13	396.77	657.66

of Muree Kahuta Development plan is reproduced as under representatives of people and the Government Departments. The Chairman District Council is the Chairman of the Committee. But their role has been a little subdued and restricted principally to the prioritization of the prime Minister's Programme only on account of brewing rivalry between the members of the Local Governments of the district and Provincial Assembly, who are no more inclined to associate the Local Governments with the approval and monitoring of Provincial Government schemes. The Local Councillors on the other hand insist on continuing with this assignment since they had done a lot of work, and quite to the satisfaction of the local populations, during the years 1983-85 when the resolved Provincial Assemblies had not been elected. The Provincial Governments has the situation by inducting the members of the Provincial and National Assemblies in these committees. It is now being actively considered that all development programmes, whether belonging to the Federal or Provincial Governments, shall be monitored by this Committee.

Provincial Government's Plan for Rural Areas:

The Local Government & Rural Development Department of the Punjab Government along with departments of Industries, Agriculture, Forestry & Tourism, Housing & Environmental Planning, Health, Education and Social Welfare etc. has launched a number of schemes to develop the rural areas with particular emphasis on depopulating areas. Important programmes of the LG&RD Departments are briefly enlisted as under:

(i) Focal Points Schemes, under which certain promising villages are chosen to be provided facilities in terms of schools, health centres, markets and electricity. This is done to create jobs there and to arrest the process of emmigration from rural areas. (ii) Small Village Level Schemes, which are executed by the elected union councils of villages and comprise of such items like the pavement of streets, construction of drains and other matters concerning the sanitary conditions of village. These schemes are mostly funded by the Provincial Government.

(iii) Matching Grant Schemes, under which the Provincial Government matches provision of funds to voluntary contributions made by the villagers for the development project of villages like the roads or construction of Community Welfare Buildings including schools and dispensaries etc. This scheme has been quite successful. There are other schemes of the department also which may be seen from the following statement:

Allocation for Rural Development in Punjab during
Annual Development Programme from 1983-84 to 1987-88.

(Rs. in Millions)					
Schemes/Programmes.	1983-84	1984-85	1985-86	1986-87	1987-88
1. Rural Roads.	40.00	20.00	20.00	15.00	15.00
2. Special Directives.	25.79	23.29	20.00	10.00	10.00
3. Focal Points.	-	45.95	55.40	50.00	50.00
4. Matching Grant.	98.00	134.24	160.00	148.80	74.40
5. Small Village Level Schemes.	62.00	355.60	32.00	32.00	32.00
6. Model Villages.	-	8.20	82.20	8.60	8.75
7. Adult Education.	-	3.54	-	-	-
8. Regional Development Programme (Cholistan).	-	-	-	1.14	-
9. World Food Programme.	-	-	1.81	-	-
TOTAL	225.79	590.82	371.41	265.54	

FORMULATION OF PROVINCIAL ANNUAL DEVELOPMENT PROGRAMME

Formulation of the Provincial ADP involves the following five stages:

First Stage.

Estimation of resources and determination of inter—sectoral priorities : Some nine weeks, from July to the 1st week of September are spent in the Planning & Development Department to estimate the resource availability for next financial year and to determine the inter—sectoral priorities, on the basis of on—going projects and the new ones which are likely to be introduced by the government under its latest policies.

Stage Two.

Preparation of List of Schemes : From mid—September to mid—December all departments and Development Committees prepare list of schemes for sectors/sub-sectors allocated to them. Schemes are given in order of priority since the resources made available to their sectors might fall short of the requirements. In such eventualities the schemes figuring low in priority are deleted.

Stage Three.

Finalization and printing of 1st Edition of ADP. This stage is completed from the 3rd week of September to mid—February. This document is prepared after multiple meetings between the departments and is published by the planning & Development Department. It is designed to serve as a working paper for the final round of ADP meetings in March.

Stage Four.

Final ADP meetings with departments and preparation of Hard—Core ADP. This stage takes about two and half months from 15 February to 1st week of April. Hard—core ADP is prepared after final meetings with the departments and is submitted for the approval of the Cabinet. Thereafter it is conveyed to all Departments by about 7th April. The departments firm up their position and prepare their schemes from April to June.

Stage Five.

Finalization of ADPs and its authentication: This stage subsists from 2nd week of April to end of June. During this stage several meetings are held with the Federal Government which indicates the resources to be provided by the Federal Government to the provinces by end of May. The Hard—Core ADP is accordingly modified and finalized. In June it is then presented to the Cabinet and the Assembly thereafter, for approval. Governor of the Province, who is a nominee of the Federal Government, authenticates it. It is ready for implementation on the 1st of July.

ROLE OF LOCAL GOVERNMENTS

Unlike Japan where there are only two tiers of Government i.e. the Central and the Local, Pakistan as already mentioned has three tiers of government: Federal, Provincial and Local. The functions which are performed by the Local Government in Japan are performed by the provincial Government Departments and the Local Councils. The territorial unit of their operation is the district. The system of Local Government in Pakistan starts from the district level. Urban areas have corporations, municipal committees or town committees depending upon the size of their populations. Rural areas have District Councils whose jurisdiction extends over the whole of rural area in a district and Union Councils which comprise of a group of five to six villages. Each village however has its own elected members. These members constitute the Union Council and elect their Chairman. Thus each Union Council has its own Chairman as the District/Zila Council has its own elected Chairman.

For developing the rural areas the Local Councils are responsible for the construction and maintenance of roads, management of common places, health, sanitation, drinking water supply, holding of cattle fairs exhibitions, afforestation, promotion of sports, animal husbandary, prevention of diseases, promotion of primary education, adult education, agricultural development and economic welfare, livestock and dairy development.

Based on this functional assignment the Local Council make their development plans which are approved by their elected houses. The developmental role of local councils particularly the rural ones has been expanding in recent years. Not only in terms of their own development expenditures but also in managing the rural development funds of the Provincial Government the rural Local Council have made an impressive impact on the rural scene. Their development expenditure has been consistently increasing in recent years. This may be seen from the statement on the following page.

But the rural councils in the Barani Districts are not as rich as in Irrigated Districts. Their performance in these districts is weaker and is being supplemented by weightage given in the provincial development budget in terms of special projects being introduced overthere.

Statement Showing Total Development Expenditure
of all Rural Councils in the Punjab.

	1983-84	1984-85	1985-86	1986-87	1987-88
Zila Councils	208.7	382.4	372.6	460.0	492.8
Union Councils	50.1	46.3	64.1	68.5	73.4
TOTAL:	258.8	428.7	436.7	528.5	566.2
Rural Development Programme	225.7	268.7	297.4	265.5	190.1
TOTAL(Rural)	484.5	697.4	734.1	794.0	756.3

Functions of Provincial Government Delegated to Rural Councils.

Many functions of the line Departments of the Provincial Government have been transferred to rural councils and their Chairmen. The following paras will help to fully understand the role of rural councils in their areas.

In Agriculture sector, district level plans and development schemes are prepared by the Deputy Directors of Agriculture with the approval of the District Councils. All functions like training programmes for farmers and agricultural shows are carried out with the financial support and collaboration of the District Councils. The Chairman of the District Council is now the Chairman of the District Agricultural Advisory Committee. Previously the Deputy Commissioner used to be the head of this Committee.

In Education sector, selection of sites of school as well as recommendations for upgradation of schools is now a function of the District Councils. The District Purchase Committee for purchase of equipments and furniture for schools is now headed by the Chairman Zila Councils in place of the Deputy Commissioner.

In the Health Sector sites for Basic Health Units and Rural Health Centres are selected by the District Councils. Rural dispensaries have also been transferred to the District Councils.

Selection of sites for Rural Water Supply Schemes is also the responsibility of the District Council. Likewise determination of priorities for Rural electrifications is again the responsibility of the District Councils. The elected Chairman of District Council have also been designated as Project Directors for Rural Development at the District level. The Engineering staff of the Rural Development Department operates at the level under the control of Chairman, District Council.

Chapter III

IMPLEMENTATION METHODS

Agriculture has been the oldest means of livelihood in the Barani (rainfed) areas of Punjab. It determined their way of life and the whole community life and the value structure of that area, as any where else in those circumstances, was organized around this profession. Texila Museum in Rawalpindi District, among other things, displays a small quantity of weathered, but still recognizable, quantity of wheat grains grown some four thousand years ago in that land.

Agriculture however had little potential to expand itself in that area or to intensify, given scarcity of irrigational water. Naturally it could not match its incomes for an ever increasing number of people during the last century. Hence emigration, that has resulted in a depopulating trend.

Economic transformation of the area to introduce other means of livelihood has been a painfully slow process since in a culture of low incomes and mass illiteracy, entrepreneurial activity has been deficient. In recent years there fore to check emigration from these areas and enrich the quality of life over there, a number of government sponsored steps have been taken to open this area for industrialization and other off-farm means of income.

The approach has been to create selective thrusts of infrastructural facilities. As may be seen in examples of federal, provincial and local governments programmes given in last chapter, the emphasis has been to electrify the villages and to build roads, schools, health centres and community welfare institutions.

Although community involvement has been the keynote of various programmes in this regard, it has always been a limited success. People have been looking up to the Government. With the revival of Local Councils however, there has been a chance. That is why the present rural development programme is a greater success than the earlier Programme of Village Aid (financial through P-480 arrangements of US aid), People's Works Programme (PWP) and the integrated Rural Development Programme (IRDP). These later programme could not transform the rural scene effectively because they were launched in the absence of local government institutions which had not then been elected.

Now with cross currents of social change generated through return migrants to rural areas, a salubrious environment for community participation has been established. No wonder, therefore, that the Matching Grant Scheme has recored a remarkable success. Under this scheme Government provides matching grants to the public projects maintained by people themselves. The local councillors in coordination with the officers of the Rural Development Dept.

INCENTIVES FOR INDUSTRIALIZATION:

Emigrant households are more prosperous than before and return migrants as a matter of fact are "small capitalists" by the village standards. They are amenable to change and have an urge to progress. Most of them are quite suitable for new enterpreneurial ventures. Even non migrant farming families as a result of interaction with them have shown a readiness for investment in nonfarming income projects.

With a sizable number of villages having been connected by farm—to— market roads (FMR) and provided with electricity, and also having a vibrant set of potential entrepreneurs are quite ready for industrial ventures.

(I) Tax Concessions: Government have granted 100% tax holiday in the backward parts of D.G. Khan and Bhakkar Districts, and 50% in many parts of Southern Punjab. Now the Northern districts are being considered for an incentive like that.

(II) Credit Facilities: Through a recent scheme of industrial credits, this aim is being pursued more methodically. Government of Punjab had set up a "Rural Industrial Loan Fund" to stimulate industry in rural areas. The salient features of this programme are summarized as under:

1. An Industry involving investment of 1.0 million or less is defined as "Small Industry", and when located outside the limits of an urban council is considered to be "Rural".
2. All Agro based, manufacturing and value adding industries qualify as rural industries excepting those declared as "Restricted" by the Government of Pakistan or Punjab like the Vegetable Ghee Industry, Sugar Industry and Floor Mills.
3. Debt Equity ratio is 60 : 40 but may rise up to 70 : 30 in cases where the loanee to deposit Foreign Exchange Bearer Certificates or Bearer National Funds Bonds.
4. The Upper Loan limit is Rs.0.5 Million. Preference is however given to loan cases falling between 0.1 million to 0.3 million so as to accommodate a large number of people.
5. Loan is granted at 7% mark up per annum. Since the Banks charge a profit of 11% from small industrialists the difference of 4% is provided as subsidy by the Government.

Achievements of this scheme as re-produced below are notable:

Year	Government			
	Allocations (Rs. in lacs)	Physical	Achievement	
		Met. RD	Brick RD	Other
		(KM)	(KM)	Schemes (No)
1981-82	40.00	110.20	231.30	253
1982-83	80.00	24.40	669.60	494
1983-84	98.00	32.80	345.80	1842
1984-85	134.24	175.00	412.50	3179
1985-86	124.86	124.20	305.50	3992
1986-87	148.80	69.40	228.50	3987
1987-88	79.40	28.40	210.40	2487

Community out-look is under going a tremendous change under the influence of migration and return migration in the Barani districts of Punjab. This is both on account of a modernized perception and better resourcefulness. Sador Ghayur, in a survey of 84 villages of Rawalpindi, Gujar Khan, Kahuta and Muree Tehsils of Rawalpindi district has found for instance the introduction of tractors infarming operation much more substantial in emigrant and return migrant households that the non-emigrant's. This may be seen from the following:

Use of Tractors/Bullocks For Cultivation

Type of Household	Number of Respondents Reporting Use Of		
	Tractors	Bullocks	Total
Emigrants' Households	20		20
Return Migrants' Households	24	2	26
Sub Total	44 (95.7)	2 (4.3)	46 (100.0)
Non-Emigrants' Households	20 (52.6)	18 (47.4)	46 (100.0)
Total:	64 (76.2)	20 (23.8)	84 (100.0)

Note: Figures in paranthesis are the percentages.

* The average rate of tractor hiring was reported to be Rs.60/Hour.

6. Re-payment is made to be in 7 years in half yearly equal instalments. One year grace period starting from the date of disbursement is granted to facilitate re-payment.

Punjab Small Industries Corporation has been assigned the task of managing this loan fund. This Corporation also prepares feasibility reports and provides necessary guidance to the small investors.

(III) Industrial Estates: Punjab Small Industries Corporation is also developing a number of Estates for small industrial projects, in rural and mandi towns away from the big cities. These Estates are with all infrastructures like electricity, water, roads and telephone lines which are needed by Industrial Plants. Industrial plots developed in these estates are sold to prospective investors. A good example of their venture is Daska Town in Sialkot District, which is surrounded by a vast expanse of fragmented and un-economical farms land. Sialkot incidently on this account is a high migration area. As this industrial estate and its like in other places would develop the trend towards migration will hopefully be received.

AGRICULTURAL COOPERATIVES:

Farmers cooperatives for jointly marketing their of agricultural produce and thrift socities for arranging loans and spending them economically are also being encouraged. Cooperative farming is also suggested but is not fancied favourably by the farmers despite the fragmentations & less than subsistence level of their holdings. Loans in terms of kind like the fertilizers, seeds and medicines to protect crops are also provided by the Government to these cooperatives. Establishment of Seed Exchanges was lately a very succcssful programme under the cooperatives movement. Here the members of a cooperative would store the best varities of their seeds and would share them at the time of sowing.

CONTACT FARMERS:

Most of the extension work of the Agriculture Department takes place through the contact farmers who are viewed as the leading, and progressive tillers of an area. But the experience in this respect has been a little unfortunate. The persons who are chosen to be the contact farmers are usually the richer land lords. By their influence on the Government functionaries they succeed in expropriating Government facilities introduced to modernize agriculture in their areas, which otherwise are needed by the poorer farmers.

PROMOTION OF TOURISM:

Strangely our most beautiful places are the poorest in economic well being. Muree and Kahuta excel in beauty but have little to offer to their people other than that. So is the case of Kaler Kuhar in Chakwal district, Soon Skaser in Khushab and Fort Monro in Dera Ghazi Khan. Government of Punjab has created a Tourism Development Corporation to develop these areas and top remote tourism there. This Corporation in addition to managing a tourist travel service, motels and huts at various resorts, is also undertaking works of civil nature to open up these areas.

Chapter IV FINANCIAL RESOURCES

It is now understood that most of the developmental work of rural areas is being undertaken under the auspices of the Provincial Government. It is repeated that what actually is performed by the Local Government in Japan is being done by the Provincial Government plus the Local Government Institutions in Pakistan. So while making an assessment of patterns of financing the development plans of rural areas we shall have to look at the financial resources of both these levels of governments in Pakistan.

Provincial Government: Sources of Finance.

Most of the income violating taxes are levied and collected by the Central Government which principally includes the Custom Duties (Import & Export) Central Excise, Sales and Income Tax. The provincial Government has relatively minor heads of taxation like the urban immovable property tax, taxes on transfer of property, land revenue, tax on professions, provincial excise, motor vehicle tax, entertainment tax and stamp duties etc. So obviously the development budget of the province is financed to a great extent through transfer of resources from the Federal Government. The Federal Income Tax and Sales Taxes are divisible on population basis. The share of Punjab Government from the proceeds of these taxes is 57.97%. That of Sind is 23.34%, of NWFP is 31.39 % and Baluchistan 5.30%. In addition to these taxes the Federal Government shares foreign loans and grants with the Provincial Government also. An account of Federal divisible taxes and provincial tax receipts supposed to finance the budget of 1988-89 of the Punjab Province may be seen from the following:

Tax Revenue Receipts of Punjab Budget 1988-89

(Rs. in Millions)

	Budget 1987-88		Revised 1987-88		Budget 1988-89	
	Amount	%	Amount	%	Amount	%
Federal Divisible Taxes	7922.9	61.41	8609.0	587.1	9543.8	627.2
Provincial Tax Receipts.	2464.5	19.10	2503.9	170.7	2704.8	177.8
Total Tax Revenue	10387.4	80.51	11112.9	757.8	12248.6	805.0

Development Expenditures:

Following is on account of the Federal Assistance being given for the Development Programmes:

TABLE

(Rs. in Millions)

	Budget 1987-88	Budget 1988-89
A: PROVINCIAL CONTRIBUTION		
Transfer from Deposit Account of Town Development Schemes	80.0	40.4
Sub Total:	80.0	40.4
B: FEDERAL ASSISTANCE:		
Cash Assistance		
a) Cash grants (Revenue Accounts)		
1. Subsidy on tube-wells.	14.0	6.3
2. Priority Programme of the Government		
i) 7-Maralas Scheme	391.8	220.3

	Budget 1987-88	Budget 1988-89
ii) Katachi Abadis and Rural Housing	521.7	259.0
iii) Rural Water Supply Schemes	...	749.4
iv) Rural Roads	...	641.4
v) Education	...	1089.4
vi) Special Programme for Education and Local Development	52.17	...
vii) Health.	...	822.9
Sub Total (a) Cash Grants	979.67	3788.7
b) Cash Grants (Capital Accounts)		
i) Japanese Grant	45.0	38.0
Sub Total (b) Cash Grants	45.0	38.0
c) Cash Development Loans	6507.7	2731.6
Sub Total Cash Assistance (a+b+c)	7532.37	6558.3
C: FOREIGN PROJECT ASSISTANCE		
a) Foreign Loans	84.9	72.8
b) Foreign Grants	...	0.9
Sub Total Foreign Project Assistance	84.9	73.7
D: UTILISATION OF CASH BALANCE		
TOTAL RESOURCES (A+B+C)	7697.21	5572.4
NET TOTAL RESOURCES	7697.27	6672.4

Local Government: Sources of Finance.

Like the Provincial Government Local Governments too are in receipt of grants in aid. In this case it is the Provincial Government which gives the grants. If there is a Federal grant it is channalized through the Provincial Government. Since we are dealing with the finances of the Rural Local Councils, a list of taxes leviable by these councils is reproduced. It is notable however that the Local Councils Finance most of their development expenditures themselves from their own tax receipts.

List of taxes leviable by Rural Councils.

1. Tax on the transfer of immovable property.
2. Fees for licences, sanctions and permissions granted by the local councils.
3. Market fees for the markets maintained by Local Councils.
4. Rates on the services like water supply, drainage, lighting etc.
5. Fees at fairs, agricultural shows and industrial exhibitions, tournaments and other public gatherings.
6. Tax for the export of goods and animals.
7. Tax on annual rental value of buildings.
8. Tax on roads, bridges and ferries.
9. Tax for the construction or maintenance of a work of public utility.
10. Tax on vehicles other than motor vehicles and including carts bicycles and tongas.
11. Tax on professions, trades, and employment.
12. Tax on advertisement.
13. Fees for slaughtering of animals.
14. Fees on sale of cattle at cattle markets/fairs.
15. Tax on annual rental value of buildings and lands.

Tax on transfer of property and Export Tax are two major sources of income for the District Council. The latter has in fact been a subject of much controversy during the past few years. It is levied on goods manufactured by various industries when they are exported out of the district. The Union Councils which are the second type of the rural council have to depend on the transfer of funds from the District Councils and Provincial grants. Their own taxation power is limited and accordingly their capacity to undertake development works. Even the few taxes which depends levy in their own right like the hearth tax or the cleanliness they do not have a satisfactory mechanism to collect them. The District Council therefore has a more prominent role in Rural Development. Union Council, which represents a

group of villages is over-shadowed by the District Council and as a matter of fact is virtually a non-entity in rural development on account of its weak financial position. Even otherwise it is a distant reality from the actual village life. Since the Union Councils head quarters are situated in only one of the many villages it represents. It has no staff to look after the villages individually. It is therefore being seriously considered to create Village Councils representing each village separately. To make them viable entities some taxation powers of the District Council will be transferred to these village councils, like for instance the tax on immovable property. By this arrangement the villages will be provided civic facilities by their own councils and to these councils villagers will pay the necessary fees and taxes more readily.

The following tables show the income and financial position of Districts and Union Councils respectively from years 1982-83 to 1985-86:

All Zila Councils in the Punjab (29)

<u>SOURCES OF INCOME</u>	<u>1982-83</u>	<u>1983-84</u>	<u>1984-85</u>	<u>1985-86</u>
A. Own Sources	385.0	417.8	578.7	622.4
B. Grant in Aid	17.3	5.7	14.6	46.9
TOTAL:	402.3	423.5	593.3	669.3

All Union Councils in the Punjab (2392)

<u>SOURCES OF INCOME</u>	<u>1982-83</u>	<u>1983-84</u>	<u>1984-85</u>	<u>1985-86</u>
A. Own Sources	57.5	73.7	78.7	53.4
B. Grant in Aid	14.3	18.1	26.5	30.4
TOTAL:	71.8	91.8	105.2	83.8

FOCAL POINT: Example of a Successful Programme

Government of Punjab launched the Focal Points Programme in the year 1981-82 to provide a package of basic facilities at central points in rural areas. These places were conceived to serve as the nucleus of growth. They were supposed to be the leading areas in the rural hinterland. The purpose was to inspire local development and to restrict rural urban migration. Two types of focal points were to be set-up, some of basic nature at a village in each Union Council and others of an intermediate level in a village or a town in every Markaz (area co-extensive with the jurisdiction of a police station). Some of these focal points could be set up in Town Committees. Facilities to be provided at the basic level focal points in villages included a middle school, a basic health unit, water supply, electricity and metalled roads to link it with the main road network of the area. The facilities to be provided at the intermediate level focal points included high school, a rural health centre, water supply, electricity and metalled roads. Telephone link is also to be provided wherever feasible.

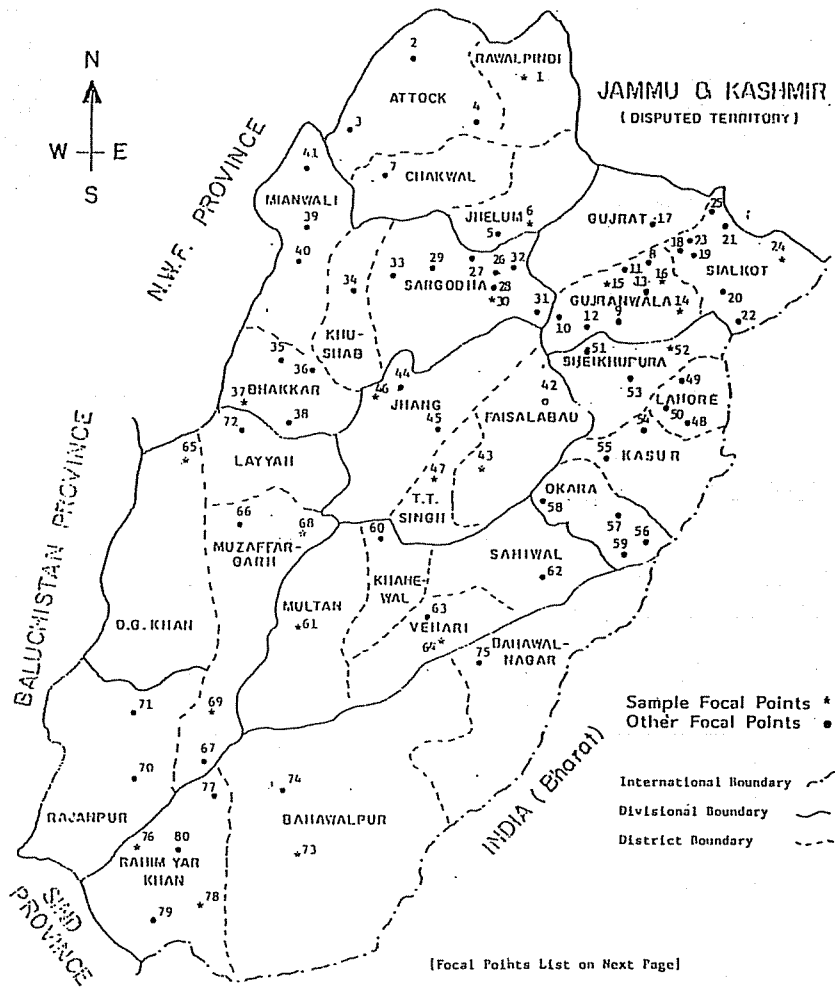
Selection of focal points was made on the basis of relative indices of population, facilities already available, facilities required, market facilities, storage facilities, potential for agro-processing industries and distance from nearest railway station or direct link by road. Accordingly 127 Focal Points were chosen from 1981-82 to 1985-86 which included 45 Town Committees 46 Markaz Headquarters (Small Townships) 22 Union Council Headquarters and 14 villages. By the end of February 1988, 80 of these focal points were completed. Their district-wise list is reproduced on the next page with a location map on the following page.

It may be seen that the Barani Districts of Rawalpindi, Attock, Chakwal, Jhelum, Gujrat, Mianwali, Khushab, D.G. Khan, and Rajanpur have relatively received a lesser number of focal points. On the other hand Districts of Sargodha, Gujranwala, Sialkot, Sheikhupura, Lahore, Okara and Rahim Yar Khan which are expanding areas of agricultural or industrial growth have been given a larger number of focal points. The purpose here was to arrest the migratory trends of rural areas within the district so that the District Headquarters of these places (already large cities) did not over expand unnecessarily blunting the growth process of adjoining rural areas. In Barani areas where the process of depopulation is occurring on a more massive scale, the problem has been tackled by Special Development Authorities as already explained in Chapter II in addition to providing focal points.

LIST OF FOCAL POINTS

<u>Sr. No.</u>	<u>Focal point</u>	<u>District</u>	<u>Sr. No.</u>	<u>Focal point</u>	<u>District</u>
1.	Basali	Rawalpindi	41.	Daud Khel	Mianwali
2.	Tamman		42.	Lundianwala	Faisalabad
3.	Makhad	Attock	43.	Garh	
4.	Khaur		44.	Massan	
5.	Khewra		45.	Bagh	Jhang
6.	Shadi	Jhelum	46.	Wasu Astana	
7.	Balkasar	Chakwal	47.	Chak No. 330/GB	Toba Tek Singh
8.	Dhaunkal		48.	Raiwind	
9.	Kaleki		49.	Chung	Lahore
10.	Jalalpur Bhattian		50.	Shamke Bhattian	
11.	Rasool Nagar		51.	Dhaban Singh	
12.	Sukheki	Gujranwala	52.	Chak 44	Sheikhupura
13.	Qila Didar Singh		53.	Bathal	
14.	Wahndo		54.	Bhai Pheru	Kasur
15.	Veneke Tarar		55.	Hallah	
16.	Jaura		56.	Basirpur	
17.	Shadiwal	Gujrat	57.	Mandi Heera Singh	
18.	Baguwal		58.	Gogera	Okara
19.	Bhopalwaia		59.	Haveli	
20.	Kalaswala		60.	Saraj Sidhu	Khanewal
21.	Lessar Kalan		61.	Lar	Multan
22.	Rayya Khas	Sialkot	62.	Malika Hance	Sahiwal
23.	Sambrial		63.	Tibba Sultanpur	Vehari
24.	Mangri		64.	Sahuka	
25.	Phuklian		65.	Tibbi Qaisranj	Dera Ghazi Khan
26.	Lulliani		66.	Daira Din Panah	
27.	Jhawarian		67.	Seetpur	
28.	Maroolianwala		68.	Rangpur	Muzaffargarh
29.	Shahpur	Sargodha	69.	Shah Jamal	
30.	Bhagtanwala		70.	Rajanpur	Rajanpur
31.	Midh Ranjah		71.	Dajal	
32.	Phularwan		72.	Karror Lal Issan	Layyah
33.	Gunjial		73.	Drawar	Bahawalpur
34.	Hudali	Khushab.	74.	Dera Nawab Sahib	
35.	Dulleywala		75.	Shehar Farid	Bahawalnagar
36.	Jandawala	Bhakkar	76.	Rajanpur	
37.	Ashab at Chheena		77.	Tarinda Muhammad Panah	
38.	Mankera		78.	Bagh-o-Bahar	Rahim Yar Khan
39.	Kundian	Mianwali	79.	Tarinda Sawaya	
40.	Hernoli		80.	Kot Samaba	

Figure-1 LOCATION MAP OF COMPLETED FOCAL POINTS IN PUNJAB



SOURCE: Bureau of Statistics, Govt. of Punjab, Lahore.

Evaluation:

Punjab Economic Research Institute has conducted a survey to ascertain the impact of the Focal Points Programmers. 20 Focal Points out of the 80 completed to date were selected by simple random sampling for comparative analysis. Sixteen non-Focal Points were also selected which were more or less similar with their counterparts i.e. town for town, Union Council for Union Council and Village for Village. The following indicators were used to assess the impact of focal points programme for measures adopted during 1981-82 to 1988:

1. Extent of Rural Urban Migration.
2. Rural Industrialization & Job Opportunities.
3. Commercial Activity.
4. Number of Government Employees directly related with Focal Points components.

Extent of Rural-Urban Migration:

Rate of growth of rural urban migration and the number of individuals migrating per household was found to be lower in case of Focal points. Details collected in this respect are reproduced in the following table :

Rural-Urban Migration Among Farm/Non-Farm
Families at Sample Focal Points/Non-Focal Points

	Households	Individuals Migrated to Urban Areas/ Abroad	Households Migrated to Urban Areas/ Abroad
Category	Percentage Increase	Percentage Increase	Percentage Increase
<u>Farm Families</u>			
Focal point.	12.2	36.3	2.4
Non Focal point.	14.1	40.9	57.5
<u>Non-Farm Families</u>			
Focal Point	35.2	54.9	12.6
Non-Focal point	18.8	116.7	148.4
<u>Overall</u>			
Focal Point	22.2	45.9	9.7
Non Focal Point	15.9	89.6	113.5

Rural Industrialization and Job Opportunities:

The establishment of Small Scale Rural Industries increased by 133.1% at Focal Points as compared to 67.6% at the non-Focal Points. Overall increase in the creation of jobs was 119.1% and 70.1% at the Focal and non-Focal Points respectively. The kind of Rural Industrialization which is taking place under this programme may be seen from the following figures:

Establishment of Cottage/Rural Industry at Focal and Non-Focal Points and Associated Self-Employment

Type of Enterprise	Number of Industrial Units		Number of Self-Employed	
	% increase at Focal Pt.	Non-Focal Points	% increase at Focal Pt.	Non-Focal Points
Cotton Ginning	100.0	—	100.0	—
Oil Expeller	550.0	—	550.0	—
Rice Husk] Constant: No increase				
Power Looms	—	400.0	—	700.0
Flour Mill	131.8	38.0	131.8	36.4
Ice Factory	300.0	100.0	300.0	50.0
Sheep-goat Farming	25.0	—	25.0	—
Diary Farming	—	—	—	—
Poultry Farming	500.0	300.0	500.0	400.0
Fish Farming	100.0	—	100.0	—
Wood Saw	183.0	50.0	183.0	53.9
Wood Furniture Workshop	250.0	500.0	250.0	1,100.0
Carpet Units	125.5	80.1	121.8	54.9
Agri. Machinery Repair Workshop	142.8	900.0	142.8	100.0
All Enterprises	133.3	76.2	135.1	59.7

The highest number of Industrial Units were set up in the Carpet Industry. The highest percentage increase however occurred in case of Oil expellers(550%)and Poultry farms (500%). Poultry farming is affiliated to Agriculture some how and the young land owners who had some exposure to education were prone to take up this profession quite fondly.

As for the ownership pattern of Industrial Units 64% of the owners belonged to the same locality where the Focal Points were established, 10.7% came from the

adjoining villages, 21.1% from nearby city and 0.8% from outside the district. 3.4% of all the owners were return migrants, in case of non—Focal Points this percentage was 2.3%.

As for the workers hired in these industries, 87.9% belonged to the Focal Points while the remaining 12.1% came from other areas. In case of non—Focal Points the percentage of Local Workers was 97.1%. Only 2.9% came from other areas. The higher percentage of workers coming from adjoining areas at Focal Points is a an evidence of the localized pull effect which the establishment of these Focal Points have generated thereby and their effectiveness to reverse the process of emmigration.

Commercial Activity:

The growth of commercial concerns (Shops) mostly and consequent employment generation was found to be higher in case of Focal Points. A before—and—after comparison of different aspects of the Commercial Activity is summarized as under for the Focal and non—Focal Points:

Subject	Focal Points	Non-Focal Points
i. Number of commercial units (%age of increase)	220.0	156.5
ii. Number of self employed (%age of increase)	224.0	152.0
iii. Number of hired workers (%age of increase)	142.2	92.8
iv. Origin of owners (%age of Locals)	71.9	77.5
v. Origin of hired workers (%age of Locals)	44.9	58.8
vi. Education level of self-employed (%age of owners with primary & above education)	41.3	31.6
vii. Education level of hired workers (%age of illiterates).	53.7	55.1

It is obvious from the data quoted about the generation of commercial activity that the Focal Points have a greater pull effect for non—locals indicator of the opportunities of employment which the Focal Points are providing to residents of adjoining villages. The relatively higher percentage of self—employment at Focal Points is also encouraging. The villagers working at the Focal Points from adjoining areas do not migrate to the Focal Points. They mostly work as commuters. The combined effect of employment opportunities so generated on arresting the Rural Urban migration is quite salutary and demonstrates the success of Focal Points Programme.

Number of Government Employees:

With the opening of Government Institutions at Focal Points another avenue of employment has been provided to the local residents as well as educated persons of adjoining villages. It was found that 34.8% of the staff belonged to Focal Points while 33.3% belonged to adjoining areas. 25.5% came from nearby city and 6.4% from outside the district. It is apparent that the employment effect in Government Institutions favoured the local area and has thus been helpful in controlling the emigration process.

Conclusion:

Growth and Development Process has mostly been lead by the Government in Pakistan. Private Capitalists are always a little shy in breaking new grounds initially but respond well when the Government provides full infrastructural facilities and sets the pace for investment in an area. So the success of the Focal Points Programme can be attributed to the positive role played by Government. Focal Points are therefore good examples of government—led growth but nevertheless demonstrate a great measure of resilience shown by local entrepreneurs. It has resulted in creating a sizeable impact to reverse the depopulation of rural areas where these Focal Points are being set up.

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