

# PROMISE POLICY PERFORMANCE

TWO YEARS OF PEOPLE'S GOVERNMENT 2008-2010



**Ministry of Information & Broadcasting**  
Government of Pakistan



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## Executive Editor's Word

This report on the two years (2008-2010) of the Pakistan Peoples Party-led Coalition Government is an account of its performance at a particularly challenging time in the history of Pakistan. It is a duly referenced volume that readers would find valuable for purposes of clarity of perspective, conducting research, gathering factual information, and seeking knowledge on issues related to the last two years of the People's Government.



In February 2008, the people elected the PPP at a crucial moment of history, when authoritarian rule had yet again pushed Pakistan to the brink. The people of Pakistan chose to restore democracy because of their firm belief that it can win a lost war, settle all disputes, and make decisions with national consensus. The people know that democracy alone can protect the Constitution; consolidate the Federation by empowering all provinces; and uphold and promote cultural diversity, interfaith harmony, and fundamental human rights.

The world has seen and acknowledged how, in the last two years, Pakistan's new democracy has delivered all these dividends, and yet some more. It has hoisted the Pakistani flag in valleys which had been lost to extremist terror challenging the writ of the State. It has brought economic stability – the first step to correct economic fundamentals that can ensure equitable and sustainable growth, and provide food, shelter and livelihood to every citizen.

Democracy in Pakistan has now galvanized elected representatives to legislate with a vision and a vigor that has come second only to the performance of the first directly elected Parliament of 1972-1977. It is quietly cleansing the Constitution of all dictatorial insertions and distortions, through a national consensus. It has restored the independence and integrity of the judiciary. It is bringing estranged friends in Balochistan back to the national fold through recognition, reconciliation, and restorative justice. It is giving the people of Gilgit-Baltistan and the Khyber-Pakhtunkhwa identities of their own.

Pakistan's new democracy is doubling the price of farmers' produce so that they can also afford the luxury of education for their children. It is protecting women inside their homes, outside, and at places of their work; and empowering them to take control of their family's resources. It is restoring workers' rights, bringing back those who were thrown out of workplaces, and ensuring continuation of work for others. It is giving unprecedented freedom of expression, while also respecting and patiently tolerating dissent.

Democracy is delivering all of this and more because it knows that giving due right is not a favor. It knows that consolidation of the Federation and its progress lies in the principled will of a democratic government to give due rights to all who live within its folds. Therefore, democracy works with all and for everyone.

The performance of the People's Government outlined in the following pages does not exclusively pertain to the PPP and its coalition partners. It has been a collective national effort of

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all democratic forces and political parties that want to steer Pakistan out of turmoil, and put it on a democratic path of peace, progress and prosperity.

As chronicled in these pages, our collective effort is beginning to bear fruit. However, much more needs to be done before decades' old wounds of the national polity are healed.

Democracy demands patience because it has no quick fixes. No country knows this better than Pakistan, which has achieved it through many sacrifices. And no political force knows this better than the PPP, which has sacrificed its greatest assets to this democratic struggle for freedom and rights for the people of Pakistan.

Our struggle continues.



**Qamar Zaman Kaira**

*Federal Minister for Information and Broadcasting*  
March 23, 2010  
Islamabad

## Executive Summary

It is a question of historical irony or political inevitability that whenever the Pakistan Peoples Party (PPP) comes to power, it picks up the pieces left behind by authoritarian regimes and builds back from the ashes. From Shaheed Zulifkar Ali Bhutto in 1972, to Shaheed Mohtarma Benazir Bhutto in 1988 and 1993, and then President Asif Ali Zardari and Prime Minister Syed Yousaf Raza Gilani in 2008, power returns to the PPP with Himalayan challenges at domestic, international, and economic fronts.

This report on two years of People's Government is divided into three main sections.

Section One outlines the **Context of Interventions** of the People's Government, when it came to power. In 2008, the PPP-led Coalition Government resumed office with four critical challenges at hand: a) democratization of the State; b) de-talibanization of the society; c) restoring the cohesion of the Federation and; d) macroeconomic stabilization of the country.

Complex factors need to be identified and understood in order to objectively assess how far the People's Government has come in tackling these challenges and pulling Pakistan back from yet another dangerous precipice. Broadly speaking, these comprise: 1) martyrdom of Shaheed Mohtarma Benazir Bhutto and its impact on Pakistan's politics; 2) authoritarian repression of the judiciary, media and human rights by General Musharraf; 3) a severely fractured federation; 4) an economic impasse; and 5) intensifying terrorism.

In **Charting the Democratic Course**, Section One lays out the paradigm of Charter of Democracy and the PPP's Election Manifesto 2008, which provide the philosophy and action plan for the People's Government to follow once in power.

Section Three identifies and details the key **Democratic Policy Initiatives** undertaken and accomplishments made by the People's Government during the last two years. These include: 1) macroeconomic stabilization; 2) fight against terrorism; 3) strengthening the Federation through the 7th National Finance Commission Award 2009, Aghaz-e-Haqooq-e-Balochistan, and Gilgit-Baltistan Empowerment and Self-Governance Order, 2009; 4) legislative business; 5) judicial reforms; 6) democratic media policy; 7) poverty alleviation through Benazir Income Support Program (BISP); and 8) workers' empowerment through Benazir Stock Options Scheme (BESOS).

Pakistan's economy was under enormous stress when the People's Government took charge in March 2008. However, the prudent policies adopted by the People's Government minimized the effects of this economic downturn, thereby mitigating its implications for the common man. A **new economic growth strategy** is embodied in the Government's Nine-Point Plan, which seeks to foster sustainable and more equitable growth by means of structural improvements in the productive sectors of Pakistan's economy.

The **successful military operation against militants** in Swat and Malakand Divisions resulted in the restoration of peace, and law and order in that region by August 2009. The confidence of the people of Swat and Malakand in this demonstrated capacity and will of the People's Government and State institutions to provide them security and care became a critical factor in turning the tide against terrorists in Pakistan.

In the last two years, the People's Government has addressed and redressed the **existential challenges faced by the Federation** with the help of the process of political reconciliation, and

## Executive Summary

following the principles of pluralist politics.

It has been widely recognized that the hammering out of a consensus among the Centre and the provinces on the **Seventh National Finance Commission Award, 2009** is a major achievement and a positive event for those who believe that the future of a vibrant Pakistan lies in a democratic Federation.

Historically, Balochistan was treated by non-representative forces with a 'charity' and 'relief' perspective, by doling out sporadic handouts to its people. But the People's Government has shifted the paradigm. **Aghaz-e-Haqooq-Balochistan** is an exciting beginning to achieve the desired institutional sustainability for an equitable federation -- where right is not relief, but it is enforceable.

Under the **Gilgit-Baltistan Empowerment and Self-Governance Order, 2009**, the People's Government restored the identity of the region by changing its name from 'Northern Areas' to 'Gilgit-Baltistan'. As part of its administrative and legislative decentralization, the offices of Governor, Chief Minister, and Ministers have been created, and the Legislative Assembly has been empowered to legislate on 61 subjects of public interests.

The People's Government believes in the **supremacy of the Parliament**, as it represents the will of the people. Since 2008, the Government has brought all its initiatives and issues of national importance in the elected houses for debate, guidance and approval. The National Assembly passed 34 laws against 19 by the previous Assembly, during its first two years.

Restoration of the judiciary was only the first step of the People's Government in a long journey to protect and promote **an independent judiciary**; to provide prompt and inexpensive justice to the people; and to restore their confidence in the system of criminal justice administration.

Beginning with abolishing the PEMRA 'black laws' introduced by the last authoritarian regime in November 2007, the People's Government has encouraged the **democratic dissent of media**, despite some ethical casualties. Instead of going for any 'content policing', the Government has mobilized the media to introduce a voluntary Code of Conduct, and encouraged self-regulation by the media industry, working journalists and media organizations.

The People's Government has achieved its **foreign policy** objectives by making assertive efforts to strike an equilibrium of power -- bilaterally, regionally, and globally. With unprecedented successes in its fight against terrorism achieved during the last two years, today, the People's Government is demanding the international community to 'do more' for Pakistan instead. It has made it clear to the international community that Pakistan is willing and sincerely desirous to establish regional peace and cooperation with all its neighbors.

Gender bias and women's vulnerability in our social safety network has led to the creation of the **BISP** to dispense cash assistance directly and regularly to needy women and their families. Pursuing its policy agenda of promoting economic liberalism that also gives social equity to the underprivileged, the People's Government has introduced **BESOS** to make workers stakeholders in their organizations' growth and development.

Section Three of this report presents a **Sectoral Overview** comprising concise briefs on the performance of various Government Ministries and Departments during 2008-2010.