

# Full Open Law, Half-Closed Government

An assessment of the poor state of compliance of the proactive disclosure clause of the federal Right of Access to Information Act by the federal ministries of the Government of Pakistan



September 28-International Day for Universal Access to Information (IDUAI)  
**Annual Proactive Information Disclosure Status Report 2019**

**IRADA**

Institute for Research, Advocacy and Development



# Full Open Law, Half-Closed Government

An assessment of the poor state of compliance of the proactive disclosure clause of the federal Right of Access to Information Act by the federal ministries

Annual Proactive Information Disclosure Status Report 2019



Institute for Research, Advocacy and Development

**NOTE**

This research report has been produced by the Institute of Research, Advocacy and Development (**IRADA**). This is the second in a series of annual **Federal Government Proactive Disclosure Status Report** aimed at ranking the compliance of federal ministries with the proactive disclosure clause of the federal **Right of Access to Information Act, 2017**, enacted in pursuance of the insertion of right to information guarantee in the shape of **Article 19A** in the **Constitution of Pakistan** under the landmark **Eighteenth Constitutional Amendment, 2010**. The methodology for this research report was developed by the IRADA team. Principal researchers for this report included Mr **Waseem Hashmi** and Ms **Maria Ijaz**. Analysts included **Muhammad Aftab Alam** and **Adnan Rehmat**.

## Table of Contents

<b>Executive Summary .....</b>	<b>4</b>
<b>Background .....</b>	<b>6</b>
<b>Part 1: Proactive Disclosure of Information – A Statutory Obligation .....</b>	<b>8</b>
Categories of Information required to be proactively disclosed .....	8
Study on Proactive Disclosure of Information .....	8
Second Edition of the Report on the State of Proactive Information Disclosure – 2019.....	8
<b>PART 2: Framework of Analysis / Methodology .....</b>	<b>10</b>
Indicators.....	10
Data sheet on proactive disclosure.....	10
Proactive Disclosure Index (PDI).....	11
<b>PART 3: Scorecard (of Compliance).....</b>	<b>12</b>
A. Overview of the Ministries .....	12
B. Overview of the Indicators .....	13
C. Ministry-Wise Scorecard .....	16
D. Indicator-wise Scorecard .....	19
Highly Performing Indicator / Category of Information.....	22
Least performed indicators – categories of information not volunteered by any ministry.....	23
<b>PART 4: The Pakistan Commission on Access to Information.....</b>	<b>26</b>
<b>Key Findings .....</b>	<b>27</b>
<b>Annexure A: Section 05 of the Federal Right of Access to Information Act 2017.....</b>	<b>29</b>
<b>Annexure B: Datasheets of the best performing and least performing ministries .....</b>	<b>30</b>
A. Best performing Ministry.....	30
B. Least Performing Ministry .....	34
<b>ABOUT IRADA .....</b>	<b>43</b>



## Executive Summary

Right to information is a fundamental right and according to the United Nations General Assembly (UNGA) Resolution 59(1), this right is the touchstone of all freedoms to which the United Nations (UN) is consecrated. Pakistan was the first country in the region to promulgate Freedom of Information Ordinance in 2002, also known as first generation law on access to information. In 2010, Right to Information was recognized as a fundamental constitutional right when Article 19A was introduced through the Eighteenth Constitutional Amendment. By August 2019, four out of five federating units – Federal, Khyber Pakhtunkhwa, Punjab and Sindh – had enacted specialized right to information [RTI] laws for their respective jurisdictions. Proactive disclosure of information is one of the key features of these second-generation laws on right to information.

This research-in-hand is IRADA's second annual report on the state of proactive disclosure of information by the federal ministries under the Federal Right of Access to Information Act, 2017. The report is significant as it assesses the compliance of Section 05 the Act by the ministries in the first year of a new federal government led by Pakistan Tehrik-i-Insaf led by Prime Minister Imran Khan but also reviews the enforcement of Section 19 (d) of the Act by the Pakistan Commission on Access to Information since its establishment.

This report is based on the data collected during the months of June-July 2019 using slightly improved versions of the tools and templates, which were used for data collection 2018. The official websites of the federal ministries remained the source of information / data for the purpose of the report. The PTI government, nevertheless, has reduced the number, names and functions of the federal ministries. Therefore, the report is based on the data of 33 federal ministries.

Overall, the research results throw up the following **key findings**:

- Overall the federal ministries achieved generally **poor scores and fell way below good performance markers** in terms of complying with the right to information law governing them.
- Every single one of the 33 federal ministries have **failed to provide over half of the minimum 39 categories of information** on their website required under the proactive disclosure clause of the federal RTI law.
- In accumulation, the 33 federal ministries of the Government of Pakistan in 2019 could **score only 419 (32.56%) out of a maximum of 1,287 performance points**.

- The **best performing ministry** in terms of complying with proactive disclosure clause of the federal RTI law in 2019 was Ministry of Finance with 19 points (out of a maximum possible score of 39) but still fell below 50% of expected performance at 48.72%.
- The **worst performing ministry** in terms of complying with proactive disclosure clause of the federal RTI law in 2019 was Ministry of Overseas Pakistanis with the lowest score of 6, i.e., 15.38%.
- **Best performed indicators** were indicator #06 – contact details of officers (available on websites of 31 of 33 federal ministries); indicator #10 – contact details of employees (27 ministries); indicators #01, #02 and #03 – organogram, mission statement and charter /function (26 ministries); and indicator #25 (26 ministries).
- **Worst performed indicators** (zero compliance by all 33 ministries) were indicator #11 – duties/functions; indicator #12 –remuneration; indicator #13 – perks and privileges of employees; indicator #23 – criteria standards or guidelines upon which discretionary powers are exercised; indicator #29 – the prescribed fee required for information request; indicator #32 – audit; indicator #37 – inquiry/investigation reports; and indicator #38 – prescribed information and camera footage having bearing on crime. In short, nine out of 39 categories of information mandated by the federal right to information law have not been proactively provided by any of the 33 federal ministries on their official websites.
- The notification of a Designated Official by every federal public body is mandated by the law but **only eight of the 33 federal ministries** have this information on their websites.
- The **Pakistan Commission on Access to Information** in its first year was, appallingly, not provided the required resources for its effective functioning since its inception, by the federal government; thereby severely affecting its function of enforcing compliance with the federal RTI law.

## Background

Right to information is a fundamental right and according to the United Nations General Assembly (UNGA) Resolution 59(1), this right is the touchstone of all freedoms to which the United Nations (UN) is consecrated. Pakistan was the first country in the region to promulgate Freedom of Information Ordinance in 2002, also known as first generation law on access to information. In 2010, Right to Information was recognized as a fundamental constitutional right when Article 19A was introduced through the Eighteenth Constitutional Amendment. By August 2019, four out of five federating units – Federal, Khyber Pakhtunkhwa, Punjab and Sindh – had enacted specialized right to information [RTI] laws for their respective jurisdictions. Proactive disclosure of information is one of the key features of these second-generation laws on right to information.

This research-in-hand is IRADA's second annual report on the state of proactive disclosure of information by the federal ministries under the Federal Right of Access to Information Act, 2017 (hereinafter referred to as "the Act"). The previous annual report was launched on September 28, 2018 – the International Day for Universal Access to Information (IDUAI). That report was the first of its kind in Pakistan to provide a comprehensive view the compliance of obligations of proactive disclosure by federal ministries. For proactive disclosure of information, as required under Section 05 the Act, it is necessary that all public bodies must have functional / official websites containing 39 categories of information for public access. Startlingly, the research in 2018 showed only 29 of the then 46 officially notified federal ministries had functional official websites.

The previous annual report also showed that ministries which had official websites, were not fully compliant with the requirement of proactively disclosing 39 categories of information as listed in Section 5 of the Act. According to that report, the website of the best performing federal ministry – the Ministry of Finance – contained only 17 (43% of 39) categories of required information. Similarly, websites of 10 of the 46 ministries (about 22% of 46) carried less than 10 categories (25.6% of 39) of information. From amongst 46 ministries, the Ministry of Parliamentary Affairs, Ministry of Kashmir Affairs and Gilgit-Baltistan, Ministry of Maritime Affairs, Ministry of Defense, Ministry of Foreign Affairs, Ministry of States and Frontier Regions, Ministry of Communications, Ministry of Science and Technology, Ministry of Defense Production and Ministry of Statistics were the worst performing ones. The data for previous report was collected during the month of June-July 2018 when a caretaker government was ruling the country. Furthermore, the institutional framework, i.e., the Pakistan Commission on Access to Information Commission (hereinafter referred to as "the Commission") for implementation of the Act was not in place at that time. The Commission, under Section 16 of the Act, has duty to "ensure that all the information under Section 05 is made public<sup>1</sup>."

In August 2018, the Pakistan Tehrik-i-Insaf (PTI) came into power at federal level with the promise to "[i]nstitutionalize E-Governance practices in public administration."<sup>2</sup> The PTI

<sup>1</sup> Section 19 (d) of the Federal Right of Access to information Act, 2017.

<sup>2</sup> Pakistan Tehreek – i – Insaf Manifesto 2018: <https://pmo.gov.pk/documents/manifesto-pti.pdf>

government also notified establishment of the Pakistan Commission on Access to Information Commission in November 2018. Therefore, this year's report is more significant as it will **assess the compliance of Section 05 the Act by the ministries in first year of PTI government** but also review the **enforcement of Section 19 (d) of the Act by the Commission since its establishment.**

This report is based on the data collected during the months of June-July 2019 using slightly improved versions of the tools and templates used for data collection in 2018. The official websites of the federal ministries remained the source of information / data for the purpose of this report. The PTI government, nevertheless, has made a few changes in the number, names and functions of the federal ministries. As a result thereof the total number of officially notified ministries is now reduced to 32 from 46. Therefore, the report is based on the data about 32 federal ministries.

## PART 1: Proactive Disclosure of Information

### –A Statutory Obligation

‘Proactive disclosure’ is a distinctive feature of the second-generation RTI laws that were enacted after the Eighteenth Constitutional Amendment and insertion of Article 19-A. Under these laws, public bodies are required to proactively disclose several categories of information through their websites. One such provision is Section 05 of the Federal Right of Access to Information Act 2017. Similar provisions are given in the Khyber Pakhtunkhwa Right to Information Act 2013 (Section 05), the Punjab Transparency and Right to Information Act, 2013 (Section 4) and the Sindh Transparency and Right to Information Act, 2016 (Section 06).

#### Categories of Information required to be proactively disclosed

Section 5 of the Act requires public bodies to proactively disclose several categories of information. These include; description of public bodies’ organizational structure/ organogram, their mission statement, functions, and responsibilities, staff directories showing their contact details, duties, perks and privileges, policies and manuals followed by the public bodies and performance/ evaluation reports, conditions upon which members of public can acquire any license, permit, consent, approval, grant, allotment or other benefits from any public body and terms and conditions for entering into various contracts also need to be disclosed. These categories of information also include description of public bodies’ decision-making processes and the system of feedback/ consultation, whereby citizens can make their contributions in official decision making, detailed budget including proposed and actual expenditures, original and revised revenue targets and progress on implementation of various clauses of the Act, etc. (Section 5 of the Act is reproduced as **Annexure A**).

#### Study on Proactive Disclosure of Information

The definition of a ‘public body,’ given in the Act, encompasses all federal ministries, courts, parliament, and several incorporated and unincorporated bodies working under the federal statutes. As per the Act, each public body was required to publish and upload over Internet, the information and records, mentioned in Section 05 within six months of the commencement of the Act. Since the law was enacted on October 02, 2017, all ‘public bodies’ were supposed to proactively disclose this information by April 13, 2018. However, our premier Report – [Inactive Government on Proactive Disclosure 2018](#)– showed that a vast majority of public bodies lagged significantly behind in either ensuring their online presence or, if their websites existed, provided only a limited kinds of information proactively. The “**Inactive Government on Proactive Disclosure 2018**” report was widely acknowledged and appreciated by the civil society, right to information activists and media stakeholders.

#### Second Edition of the Report on the State of Proactive Information Disclosure – 2019

Acknowledging the appreciation from civil society, right to information activists and media stakeholders at local and international level, IRADA decided to undertake this research to monitor and track compliance of the law by the ministry on an annual basis. Hence, this second edition of the report is being produced. Like the first Report, this edition also aims to **assess the**

**state of compliance of obligations of proactive disclosure at the federal level**, mainly focusing on the federal ministries. For this purpose, we have used the “[UPDATED LIST OF MINISTRIES/DIVISIONS](#)” of the federal ministries, available on the website of the cabinet division.<sup>3</sup> For the purpose of this research, the data and information from the official websites of the ministries, mentioned in this list, was collected during the months of June-July 2019 and then analyzed using the research tools and instruments.

### **Roadmap and outline of this report**

This report begins with an executive summary of the report including key findings of the research report.

**Part 1** which defines the obligations related to the proactive disclosure clause of the federal Right of Access to Information Act. It also provides a background and an introduction of the study, its rationale, scope and timeline for collection of the data.

**Part 2** of the report explains the framework of analysis and methodology for the conduct of the study.

**Part 3** of the report provides ministry-wise scorecard of compliance of the indicators, highlighting progress of Ministries covered in both the Reports. It also details out indicator-wise scorecard of compliance by ministries.

**Part 4** of the report details the first year of the Pakistan Commission on Access to Information and the severe challenges it faced due to the federal government’s failure to provide it adequate resources required for it to enforce the federal RTI law.

---

<sup>3</sup> <http://www.pakistan.gov.pk/index.html> (the Official Gateway to the Government of Pakistan) carries two separate lists of the federal ministries. One is on the home page and the other is given on the page of ‘Ministries’ ([http://www.pakistan.gov.pk/ministries\\_divisions.html](http://www.pakistan.gov.pk/ministries_divisions.html)). Ironically, both of these lists are different from each other as well the list available on the website of the Cabinet Division, i.e. <http://www.cabinet.gov.pk/frnDetails.aspx>. Given the situation, the research team assumed that the list given on the cabinet division’ website is the latest one therefore, they decided to use it for the purpose of this research.

## PART 2: Framework of Analysis / Methodology

The primary purpose of this study is to assess compliance of obligations under Section 5 of the Act and assess the state of proactive disclosure by selected public bodies at the federal government level in Pakistan. The report also attempts to study how much improvements / changes these selected ministries have made during past one year in terms of compliance of these obligations. Like the previous report, this study is also conducted through the same indigenously developed research methodology, indicators and tools, keeping in view the methodology developed by the FOIA Net<sup>4</sup> to assess implementation of the Sustainable Development Goal (SDG) 16.10.02. However, for the purpose of tracking the change during one year, major results of the previous report are compared with key outcomes of this report. The study is mainly a desk-based research and relied upon the information available on the official websites of the selected public bodies until July 31, 2019.

### Indicators

For this purpose of this study, the categories of information/record/reports, mentioned in Section 5 of the Act, are divided into 39 measurable indicators. Each indicator carried equal weightage i.e., ONE (01) for compliance and ZERO (00) for non-compliance to avoid ambiguity in the results. For further ease, these 39 indicators are divided into 11 sub-categories. These sub-categories are: introductory; directories of officers and employees; relevant statutes, rules and regulations; procedural or substantive rules; facts, statements and policies; conditions for acquiring licences / permits and agreements; description of decision making process; implementation of the Act; audit and performance reports; and various miscellaneous matters. A detailed list of indicators is given in **Part 3 of the study**.

### Data sheet on proactive disclosure

The compliance of the above-mentioned 39 indicators was assessed on the basis of information available / not available against each of them on the websites of 33 federal ministries. For this purpose, a datasheet was developed consisting of following seven columns:

- (i) Reference to the relevant clauses of Section 5 of the Act and specific number given to each sub-indicator;
- (ii) Details/ description of 39 indicators;
- (iii) Total / maximum score a public body can achieve;
- (iv) Additional details of specific documents uploaded by a Ministry;
- (v) Marks scored against each of the indicators
- (vi) Location of the indicated information on the website; and
- (vii) Relevant Uniform Resource Locator (URL) for each of the indicators.

<sup>4</sup> The Freedom of Information Advocates Network (FOIANet) is an international information-sharing network of organizations and individuals working to promote the right of access to information. There are currently over 815 individuals part of the network, including civil society representatives, lawyers, academics, information commissioners and others with a specialised interest in the right to information. (<https://foiadvocates.net/>)

For each ministry, a separate datasheet is developed and information is gathered therein for assessment. Therefore, 33 datasheets are filled with the information extracted from the websites of the selected ministries. Given the equal weightage of each indicator, the maximum score for a public body can be 39. The datasheets provide maximum achievable score as well as the score a public body actually achieved – both in numerical and percentage terms, at the end of each sheet. For example, a public body, which complies with 15 out of 39 indicators, will get 15 marks – i.e., 38.46% of the maximum achievable score. Datasheets of the best performing and least performing ministries are given as **Annexure B**.

### **Proactive Disclosure Index (PDI)**

Like the previous report, the data collected through the above-mentioned datasheets was put into a customized and structured excel sheet – named as Proactive Disclosure Index (PDI). This index contains a list of the above-mentioned indicators as well as ministry-wise scorecard on compliance of the indicators. It also provides data on indicator-wise compliance by federal ministries that have an official website. For example, the PDI shows how many indicators have been complied by a selected ministry (Ministries' Scorecard). Similarly, it also details out that how many ministries have implemented a particular indicator (Indicators' Scorecard).

The information gathered through PDI is further developed into a Ranking Report / Compliance Tracker, producing a comparison of the selected public bodies with each other as well as overall ranking of the federal government in the Compliance Tracker. In simple terms, the maximum score for a single ministry can be 39 whereas maximum compliance score for each indicator can be 33. In accumulation, the maximum score of the federal government – represented through a sample of 33 federal ministries that have a website in this research – can be 1,287. Additionally, this year, the data accumulated in the PDI is compared with the data gathered last year in the PDI. This helped understand the level of change, if any, made by the ministries during past one year in terms of compliance for the proactive disclosure of information. The actual results of the scorecards, i.e., ministries' scorecard, indicators' scorecard and an overall governmental scorecard are given in subsequent chapters of the study. The PDI is given as **Annexure C**.

## PART 3: Scorecard (of Compliance)

### A. Overview of the Ministries

According to the list available on the website of the Cabinet Division<sup>5</sup> there were 33 federal ministries functional by the end of July 2019 at the federal level. Below is the list of ministries, given on the Cabinet Division's website.

**Table 1: List of Ministries as per the Cabinet Division Website**

1. Ministry of Climate Change	2. Ministry of Commerce and Textile
3. Ministry of Communications	4. Ministry of Defence
5. Ministry of Defence Production	6. Ministry of Energy
7. Ministry of Federal Education and Professional training	8. Ministry of Finance, Revenue, Economic Affairs
9. Ministry of Foreign Affairs	10. Ministry of Housing and Works
11. Ministry of Human Rights	12. Ministry of Industries and Production.
13. Ministry of Information and Broadcasting	14. Ministry of Information Technology and Telecommunications
15. Ministry of Interior	16. Ministry of Inter Provincial Coordination
17. Ministry of Kashmir Affairs and Gilgit Baltistan	18. Ministry of Law and Justice
19. Ministry of Maritime Affairs	20. Ministry of Narcotics Control
21. Ministry of National Food Security and Research	22. Ministry of National Health Services, Regulations and Coordination
23. Ministry of Overseas Pakistanis and Human Resource Development	24. Ministry of Parliamentary Affairs
25. Ministry of Planning, Development and Reforms	26. Ministry of Postal Services
27. Ministry of Privatization	28. Ministry of Railways.

<sup>5</sup> The list is give on the Home page of the Cabinet Division website <http://www.cabinet.gov.pk/>, last accessed on July 31, 2019, under the heading of Events/Highlights as number three item. According to the information on the website, this list was updated on July 19, 2019.

29. Ministry of Religious Affairs and Interfaith Harmony	30. Ministry of Science and Technology
31. Ministry of States and Frontier Regions	32. Ministry of Water Resources
33. Cabinet Division	

The data collected from the websites of the above federal ministries in overall terms portrays an unsatisfactory picture of proactive disclosure of information by these ministries. The research shows insignificant change in the situation from the findings of the IRADA's previous report on the subject. This despite the fact that PTI promised in its manifesto to institutionalize e-governance practices in public administration.

The 2018 report showed that only 29 out of 46 ministries had active websites. In 2019, the number of federal ministries has been reduced from 46 to 33. This reduction in number of ministries helped the government shorten the gap of haves and have-nots to zero as the number of ministries having websites has increased from 29 in 2018 to 33 in 2019.

#### **Brief Overview of Compliance:**

The ministries, which had official websites in 2018, were not fully compliant with the requirement of proactively disclosing 39 categories of information as mentioned in Section 5 of the Act. According to that report, the website of the best performing federal ministry – the Ministry of Finance – contained only 17 (43% of 39) categories of required information. Similarly, websites of 10 out of the 46 ministries (about 22% of 46) carried less than 10 kinds (25.6% of 39) of the information. This year, even the best performing ministry – Ministry of finance, which was also the best performing ministry in 2018 – could not break the barrier of compliance up to 50% of the statutory requirements under Section 05 of the Act. The website of the Finance Ministry presents only 19 out of 39 (48.72% of the 39) categories of information to mandatorily be disclosed voluntarily. In 2018, the same website had 17 out of 39 (43.59% of 39) categories of in required information – a meager difference from 2018 to 2019. A case of even the best being not good enough!

#### **B. Overview of the Indicators**

Section 5 of the Federal Right of Access to Information Act 2017 requires all public bodies to proactively disclose certain categories of information on their websites. For this purpose of this research, provisions of Section 5 of the Act are divided into 39 measurable indicators. As mentioned earlier, each indicator carries equal weightage i.e., ONE (01) for compliance and ZERO (00) for non-compliance. For further ease, these 39 indicators are divided into 11 sub-categories. These sub-categories are: introductory; directories of officers and employees; relevant statutes, rules and regulations; procedural or substantive rules; facts, statements and policies; conditions for acquiring licences / permits and agreements; description of decision

making process; implementation of the Act; audit and performance reports; and various miscellaneous matters. A detailed list of indicators is given below in a tabular format:

**Table 2: List of All Indicators and Scorecard**

Sr. No	Indicators
A.	<b>Introductory</b> Description of the Ministry's:
1	i. Organization/ organogram
2	ii. Mission statement/ vision/ overview
3	iii. Charter/ Functions/ duties or responsibilities
4	iv. Powers/ mandate
5	v. Any services it provides to the public
B.	<b>A Directory of officers, indicating their:</b>
6	i. Contact details
7	ii. Duties and Functions
8	iii. Remunerations
9	iv. Perks and privileges
C.	<b>A directory of employees, indicating their</b>
10	i. Contact details
11	ii. Duties and Functions
12	iii. Remunerations
13	iv. Perks and privileges
D.	<b>Relevant Statutes, Rules, Regulations, Orders and Notifications</b>
14	i. Relevant Statutes, Acts, Ordinances
15	ii. Statutory rules
16	iii. Regulations
17	iv. Orders
18	v. Notifications/ SROs etc. applicable to the public body
E.	<b>Substantive or procedural rules and regulations of general application evolved or adopted by the public body, including:</b>
19	i. Any Manuals used by the employees
20	ii. Any policies used by the employees
F.	<b>Relevant Facts, Statement of the Policies adopted and Criteria Standards for Exercise of Discretionary Powers</b>
21	i. Relevant facts and background information relating to important policies and decisions which have been adopted
22	ii. A statement of the policies adopted by the public body
23	iii. The criteria standards or guidelines upon which discretionary powers are exercised by it
G.	<b>Conditions for Acquiring Licences/ Permits etc. and Transactions/ Agreements</b>

24	i.	The conditions upon which members of the public can acquire any licence, permit, consent, approval, grant, allotment or other benefits from any public body
25	ii.	The conditions upon which transactions, agreements and contracts, including contracts of employment can be entered into with the public body along with particulars of recipients of any concession, permit, licence, or authorization granted by the public body.
H.	<b>Public Participation in Decision Making and Detailed Budget</b>	
26	i.	A description of its decision-making processes as defined in the Federal Government's Secretariat Instructions, 2004 and any instructions for the time being in force for public to provide input into or be consulted about decisions.
27	ii.	Detailed budget of the public body, including proposed and actual expenditures, original or revised revenue targets, actual revenue receipts, revisions in the approved budget and the supplementary budget.
I.	<b>Clauses Related to Implementation of the Act</b>	
28	i.	The methods whereby information in the possession or control of the public body may be obtained
29	ii.	The prescribed fee required
30	iii.	The name, title and contact details of the Designated Officials
J.	<b>Finalized Reports</b>	
31	i.	Performance reports
32	ii.	Audit reports
33	iii.	Evaluation reports
34	iv.	Inquiry or investigation reports
35	v.	Any other reports
K.	<b>Miscellaneous</b>	
36	i.	Such other matters which the principal officer of the public body deems fit to be published in the public interest
37	ii.	Such other information as may be prescribed
38	iii.	Camera footages at public places, wherever available, which have a bearing on a crime
39	iv.	Information or record pertaining to a period earlier than the year 2008, (the same was required to be published within reasonable time after commencement of this Act).

**RESULTS - OVERALL INDICATOR-WISE FINDINGS:** Overall the federal ministries have performed poorly in terms of indicator-wise compliance. Every single one of the 33 ministries

have failed to provide over half of the minimum 39 categories of information on their website required under the proactive disclosure clause of the Act.

Following parts of the report discussed ministry-wise and indicator-wise scorecard in a detailed manner.

### C. Ministry-Wise Scorecard

The table below provides details of ministry-wise scorecard of compliance of obligations – to proactively disclose information – under Section 5 of the Act.

**Table 2: List of Ministries; their Scorecards, Percentage and Ranking**

S/No	Name of Ministry	Score Achieved (Out of 39)	Percentage	Ranking
1	Ministry of Finance	19	48.72%	1st
2	Ministry of Commerce and Textile	18	46.15%	2nd
3	Ministry of Water Resources	18	46.15%	2nd
4	Ministry of Climate Change	17	43.59%	3rd
5	Cabinet Secretariat (Division)	16	41.03%	4th
6	Ministry of Law and Justice	16	41.03%	4th
7	Ministry of Federal Education and Professional Training	15	38.46%	5th
8	Ministry of Industries and Production	15	38.46%	5 <sup>th</sup>
9	Ministry of Information Technology and Telecommunications	14	35.90%	6 <sup>th</sup>
10	Ministry of Defence	14	35.90%	6 <sup>th</sup>
11	Ministry of Inter Provincial Coordination	14	35.90%	6 <sup>th</sup>
12	Ministry of Planning, Development & Reforms	14	35.90%	6 <sup>th</sup>
13	Ministry of Religious Affairs and Interfaith Harmony	14	35.90%	6 <sup>th</sup>

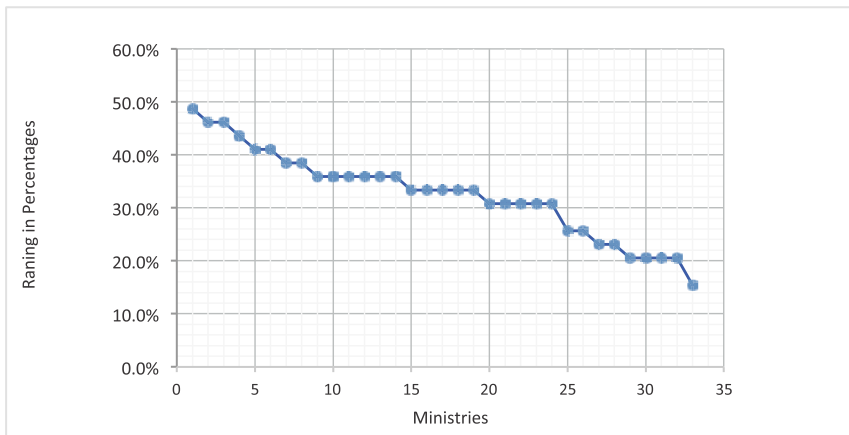
14	Ministry of Privatization	14	35.90%	6 <sup>th</sup>
15	Ministry of Narcotics Control	13	33.33%	7 <sup>th</sup>
16	Ministry of Defence Production	13	33.33%	7 <sup>th</sup>
17	Ministry of Parliamentary Affairs	13	33.33%	7 <sup>th</sup>
18	Ministry of Railways	13	33.33%	7 <sup>th</sup>
19	Ministry of Human Rights	13	33.33%	7 <sup>th</sup>
20	Ministry of Information, Broadcasting, National History & Literary Heritage	12	30.77%	8 <sup>th</sup>
21	Ministry of Interior	12	30.77%	8 <sup>th</sup>
22	Ministry of National Food Security and Research	12	30.77%	8 <sup>th</sup>
23	Ministry of Science and Technology	12	30.77%	8 <sup>th</sup>
24	Ministry of Postal Services	12	30.77%	8 <sup>th</sup>
25	Ministry of Foreign Affairs	10	25.64%	9 <sup>th</sup>
26	Ministry of States and Frontier Regions.	10	25.64%	9 <sup>th</sup>
27	Ministry of Housing and Works	09	23.08%	10 <sup>th</sup>
28	Ministry of Kashmir Affairs and Gilgit Baltistan	09	23.08%	10 <sup>th</sup>
29	Ministry of Communications.	08	20.51%	11 <sup>th</sup>
30	Ministry of National Health Services, Regulations and Coordination.	08	20.51%	11 <sup>th</sup>
31	Ministry of Maritime Affairs	08	20.51%	11 <sup>th</sup>
32	Ministry of Energy (Power Division)	08	20.51%	11 <sup>th</sup>
33	Ministry of Overseas Pakistanis	06	15.38%	12 <sup>th</sup>

**OVERALL MINISTRY-WISE FINDINGS:** Overall the ministries achieved only **poor to moderate scores and fell way below good performance markers**. The performance was slightly better than the previous year but still falls way short of desired standards. The best performing ministry was again the Ministry of Finance with 19 points (out of a maximum possible score of 39) but still fell below 50% of expected performance at 48.72% while the ministries of Overseas Pakistanis (with the lowest score of 6 i.e. 15.38%), Energy, Maritime Affairs, National Health Services, Regulations and Coordination and Communication were the worst performers with 8 points each, or 20.51%. In accumulation, the selected 33 federal ministries could score only 419 (32.56%) out of a maximum of 1,287 points. Overall, this remains **poor performance** in terms of compliance with proactive disclosure under Section 5 of the Act.

**Detailed findings:**

Based on the information collected through datasheets, the chart below provides an overall picture of the compliance – in percentages – of the indicators by the following 33 federal ministries that maintain an official website:

**CHART 1: State of proactive disclosure by federal ministries (X: Ministries, Y: Ranking)**



Since none of the ministries could achieve even 50% of total score, the performance of the 33 ministries, can be classified into following four (04) groups on the basis of percentage score out of total 39:

- a. **Compliance from 40% to 50%:** Only six out of 33 ministries (18% of 39) fall in this category. This means that the level of compliance of only six ministries has reached beyond 40% but remain below 50% of total compliance. The ministries include; Ministry

- of Finance, Ministry of Commerce and Textile, Ministry of Water Resources, Ministry of Climate Change, Cabinet Secretariat (Division) and Ministry of Law and Justice.
- b. **Compliance from 30% to 39%:** A large number of the ministries (18 out of 33 or 54%) fall in this category. These ministries include: Ministry of Federal Education and Professional Training; Ministry of Industries and Production; Ministry of Information Technology and Telecommunications; Ministry of Defence; Ministry of Inter Provincial Coordination; Ministry of Planning, Development & Reforms; Ministry of Religious Affairs and Interfaith Harmony; Ministry of Privatization; Ministry of Narcotics Control; Ministry of Defence Production; Ministry of Parliamentary Affairs; Ministry of Railways; Ministry of Human Rights; Ministry of Information, Broadcasting, National History & Literary Heritage; Ministry of Interior; Ministry of National Food Security and Research; Ministry of Science and Technology; and Ministry of Postal Services.
- c. **Compliance Below 29%:** Remaining nine (09) ministries have complied between 06 to 10 indicators (less than 30% of 39 indicators). Websites of the Ministry of Foreign Affairs and Ministry of States and Frontier Regions provide 10 out of 39 categories of information. Similarly, Ministry of Housing and Works and Ministry of Kashmir Affairs and Gilgit Baltistan presents 09 out of 39 categories of information. Besides, the Ministry of Communications; Ministry of National Health Services, Regulations and Coordination; Ministry of Maritime Affairs; and Ministry of Energy (Power Division) comply with 08 out of 39 indicators. Ministry of Overseas Pakistanis could achieve only 06 out of 39 or 15.38% of the score.

#### D. Indicator-wise Scorecard

In order to measure indicator-wise compliance by the ministries, the provisions of Section 5 of the Act are divided into 39 measurable categories having weightage of ONE (01) for compliance and ZERO (00) for noncompliance. The information was collected against each indicator / category using separate datasheet for each of the ministries. The data collected thereby was put in the PDI Ranker / Index, given as **Annexure C** of the report, to calculate the overall compliance of each of the indicators by each of the ministries. Final data on each of the indicators is given in the below table:

**Table 2: List of All Indicators and Scorecard**

Sr. No	Indicators	Scorecard (Out of 33)	
A.	<b>Introductory</b> Description of the Ministry's	<b>Score</b>	<b>Percentage</b>
1	vi. Organization/ organogram	26	78.79%
2	vii. Mission statement/ vision/ overview	26	78.79%
3	viii. Charter/ Functions/ duties or responsibilities	26	78.79%
4	ix. Powers/ mandate	10	30.30%
5	x. Any services it provides to the public	30	90.91%
B.	<b>A Directory of officers, indicating their:</b>		
6	v. Contact details	31	93.94%
7	vi. Duties and Functions	01	3.03%

8	vii.	Remunerations	02	6.06%
9	viii.	Perks and privileges	02	6.06%
C.	<b>A directory of employees, indicating their</b>			
10	v.	Contact details	27	81.82%
11	vi.	Duties and Functions	00	00%
12	vii.	Remunerations	00	00%
13	viii.	Perks and privileges	00	00%
D.	<b>Relevant Statutes, Rules, Regulations, Orders and Notifications</b>			
14	vi.	Relevant Statutes, Acts, Ordinances	14	42.42%
15	vii.	Statutory rules	15	45.45%
16	viii.	Regulations	05	15.15%
17	ix.	Orders	06	18.18%
18	x.	Notifications/ SROs etc. applicable to the public body	18	54.54%
E.	<b>Substantive or procedural rules and regulations of general application evolved or adopted by the public body, including:</b>			
19	iii.	Any Manuals used by the employees	08	24.24%
20	iv.	Any policies used by the employees	21	63.64%
F.	<b>Relevant Facts, Statement of the Policies adopted and Criteria Standards for Exercise of Discretionary Powers</b>			
21	iv.	Relevant facts and background information relating to important policies and decisions which have been adopted	04	12.12%
22	v.	A statement of the policies adopted by the public body	02	6.06%
23			00	00%
	vi.	The criteria standards or guidelines upon which discretionary powers are exercised by it		
G.	<b>Conditions for Acquiring Licences/ Permits etc. and Transactions/ Agreements</b>			
24	iii.	The conditions upon which members of the public can acquire any licence, permit, consent, approval, grant, allotment or other benefits from any public body	10	30.30%
25	iv.	The conditions upon which transactions, agreements and contracts, including contracts of employment can be entered into with the public body along with particulars of recipients of any concession, permit, licence, or authorization granted by the public body	26	78.79%
H.	<b>Public Participation in Decision Making and Detailed Budget</b>			
26	iii.	A description of its decision-making processes as defined in the Federal Government's Secretariat Instructions, 2004 and any	05	15.15%

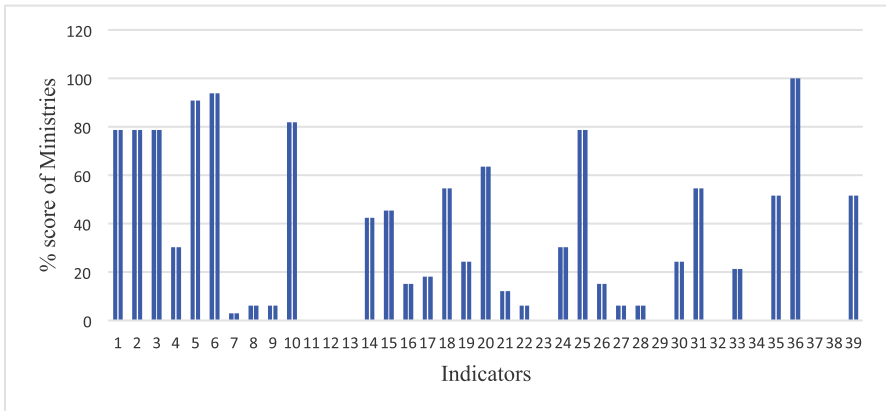
27	iv.	instructions for the time being in force for public to provide input into or be consulted about decisions Detailed budget of the public body, including proposed and actual expenditures, original or revised revenue targets, actual revenue receipts, revisions in the approved budget and the supplementary budget	02	6.06%
<b>I.</b>	<b>Clauses Related to Implementation of the Act</b>			
28	iv.	The methods whereby information in the possession or control of the public body may be obtained	02	6.06%
29	v.	The prescribed fee required	00	00%
30	vi.	The name, title and contact details of the Designated Officials	08	24.24%
<b>J.</b>	<b>Finalized Reports</b>			
31	vi.	Performance reports	18	54.54%
32	vii.	Audit reports	00	00%
33	viii.	Evaluation reports	07	21.21%
34	ix.	Inquiry or investigation reports	00	00%
35	x.	Any other reports	17	51.51%
<b>K.</b>	<b>Miscellaneous</b>			
36	v.	Such other matters which the principal officer of the public body deems fit to be published in the public interest	33	100%
37	vi.	Such other information as may be prescribed	00	00%
38	vii.	Camera footages at public places, wherever available, which have a bearing on a crime	00	00%
39	viii.	Information or record pertaining to a period earlier than the year 2008, (the same was required to be published within reasonable time after commencement of this Act)	17	51.51%
<b>Grand Total</b>			419 / 1287	32.56%

**OVERALL INDICATOR-WISE FINDINGS:** Overall, ministries' score is disappointing in terms of their indicator-wise performance. This is evident from the fact that 09 out of 39 mandatory indicators have not been provided by any of the 33 federal ministries on their official website. The missing categories of information or indicators include information on: duties/functions, remuneration/perks and privileges of employees (other than officers); criteria standards or guidelines upon which discretionary powers are exercised by it; the prescribed fee for information requests, audit and investigation reports and camera footages, which have a bearing on crime. Similarly, details of 'duties and functions of officers' are provided only by Ministry of Federal Education and Professional Training. Moreover, there are five indicators,

which are given on the websites of only two ministries. Furthermore, there is one indicator, which is available on just four websites.

The following Chart highlights the cumulative performance of 33 ministries against the 39 indicators.

**CHART 2: Cumulative performance of 33 ministries against 39 indicators (X: Indicators, Y: Percentage Score of Ministries)**



**Highly Performing Indicator / Category of Information**

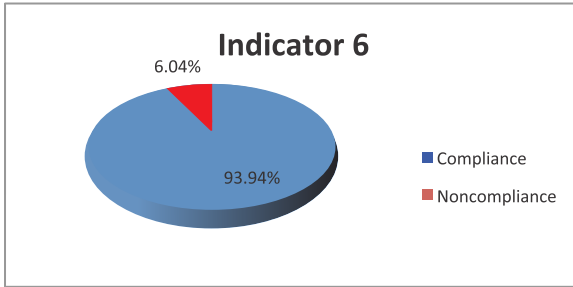
Though not all indicators / categories of information are provided by all 33 websites, there are a few indicators which are available on majority of these platforms. For example, indicator # 06 – contact details of officers – are available on 31 of the 33 websites. Similarly, indicator # 10 – contact details of employees – are given on 27 websites. Furthermore, indicators # 01, 02 and 03 – organogram, mission statement and charter /function – are mentioned in 26 websites. Similarly, Indicator # 25 is also available on 26 websites.

Indicators 6: Contact Details of the Ministry (Officers).

In 2019, a total of 31 of the 33 ministries have provided contact details of its officers (Indicator 6). Similarly, indicator # 10 is complied by 27 of the 33 ministries through providing details of its non-officer employees.

In 2018, there were 27 out 29 ministries, which complied with indicator # 06 and 23 out of 29 were compliant of indicator # 10. See Figure 01 below:

**Figure 01: Compliance on Indicator 6**

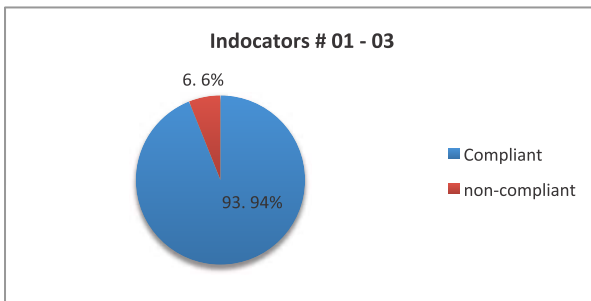


Indicator 1-3: Organization/ Organogram, Vision/Mission Statement and Functions/duties.

In 2019, a total of 26 of the 33 ministries (78.79%) have uploaded their organograms or information on their organizational structures and Vision/Mission Statement and Functions/duties.

In 2018, a total of 24 out of the 29 ministries provided categories of information mentioned under indicator # 01 and 03. Similarly, there were 26 out of 29 website which were compliant of indicator # 02. See Figure 1 below:

**Figure 02: Compliance Rate of Indicators # 01 - 03**



**Least performed indicators – categories of information not volunteered by any ministry**

It is ironic that, except indicator #36, there is no other indicator / category of information, which is available on any of the total 33 websites of the federal ministries. Indicator #36 – “Such other matters which the principal officer of the public body deems fit to be published in the public interest” – is vague in the sense that it can include anything and everything which does not fall under rest of categories. Therefore, 100% of its compliance can mean anything or nothing.

**Completely Missing Indicators:**

It is surprising that even after nearly two years of the enactment of the Act, nine (09 out of 39) categories / indicators are completely missing from the websites of 33 federal ministries. These

indicators include information on; duties/functions, remuneration/perks and privileges of employees, other than officers (Indicators 11, 12, 13); criteria standards or guidelines upon which discretionary powers are exercised by it (Indicator 23); the prescribed fee required for information request (Indicator 29); audit and inquiry/investigation reports, prescribed information and camera footage having bearing on crime (Indicators 32, 34, 37 and 38).

#### **Indicators Having Minimum Presence:**

One category of information is available on one website and five categories are given on only two. These five indicators include: information on duties and functions of the officers of the ministries, their remunerations, perks and privileges (Indicators 07, 08 and 09); a statement of policies adopted by the public body (Indicator 22) detailed budget of the public body, including proposed and actual expenditures, original or revised revenue targets, actual revenue receipts, revisions in the approved budget and the supplementary budget (Indicator 27); and methods whereby information in the possession or control of the public body may be obtained (Indicator 28).

The table below provides details of 15 indicators which are either not found on the website of any ministry or on the website of only one or two of the 33 ministries. Last year, the number of such indicators was 18. This shows that during the year, the federal government has made an insignificant improvement in this regard.

**Table 3: List of least performing indicators**

Indicator #	Indicators	Score
7	Duties and Functions of Officers	01
8	Remunerations of Officers	02
9	Perks and privileges of Officers	02
11	Duties and Functions of staff/ employees	00
12	Remunerations of staff/ employees	00
13	Perks and privileges of staff/ employees	00
22	A statement of the policies adopted by the public body	02
23	The criteria standards or guidelines upon which discretionary powers are exercised by it	00
27	Detailed budget of the public body including proposed and actual expenditures etc.	02
28	The methods whereby information held by a public body	02

	may be obtained.	
29	The prescribed fee required	00
32	Audit reports	00
34	Inquiry or investigation reports	00
37	Such other information as may be prescribed	00
38	Camera footages at public places, where ever available, which have a bearing on a crime	00

**Designated Officials (Indicator # 30):**

The notification of the Designated Official by a public body is a key element for implementation of the Act. It is disappointing that only 08 out of 33 ministries have so far put this information on their websites. In addition to the above provision, Section 09 of the Act specifically requires all public bodies to notify one or more 'designated officials, not below the rank of an officer in Basic Pay Scale (BPS) – 19' within 30 days of the commencement of the Act. In the absence of a designated official [to facilitate the process of information requests] it becomes cumbersome, both, for public body – to provide timely and accurate requested information – and for requester to get access to required information.

## PART 4: The Pakistan Commission on Access to Information

Notification of constitution of the Pakistan Commission on Access to Information is another development, which happened after IRADA's 2018 report on proactive disclosure by federal ministries. IRADA's last report came in September 2018 whereas the Commission was notified in the November 2018. The Commission is responsible to "ensure that all the information under section 05 is made public."

However, the Commission seems to have been struggling for provision / allocation of required resources for its effective functioning since its inception. By the time this report was compiled in September 2019, the three-member Commission was still temporarily working from a small room of the Federal Information Services Academy without any technical staff and equipment. The Commission, which has to direct all public bodies to ensure presence of the information on their website proactively, is itself lacking in having a dedicated web-portal for the display of its activities, functions and other information required under Section 05 of the Act.

Nevertheless, with the existing poor level of resources and facilities due to the apathy of the federal government, it is unrealistic to expect from the Commission to ensure enforcement of the provisions related to the proactive disclosure information of the Act by the Commission itself. Therefore, for effective functioning of the Commission, there is a need of adequate resources including technical and support staff as well as a proper secretariat, equipped with all necessary equipment and information technology. Otherwise, without these resources, the Commission will continue struggling for effective implementation of the Act. Non-provision of the required finances, equipment and human resource will ultimately make the entire exercise of enactment of the Act as well as establishment of the Commission redundant.

## Key Findings

The 2019 report on the state of proactive disclosure by the federal ministries is significant for a number of reasons. First, this report comes after one year of the PTI's government at the federal level. Second, this is also the first year of the Commission which is responsible to ensure compliance of the obligation under Section 05 of the Act by all public bodies. Third, the report is the second annual exercise and assesses the 'change' that may have been brought during one year towards proactive disclosure of information by the federal ministries.

There were 46 federal ministries working at the federal level before the arrival of PTI government in August 2018. Out of these, only 29 had their websites. However, the PTI government reduced the number of the ministries to 33. It also brought four (04) 'missing' ministries online – an insignificant change though.

### The best and the worst performing federal ministries

Overall, all federal ministries have achieved only poor to moderate scores in terms of compliance with proactive disclosure of information. All failed to provide even 50% of the mandatory 39 proactively disclosed categories of information. The best performing ministry in 2019 is the Ministry of Finance with 19 points (of a maximum possible score of 39) or 48.72% of the score.

**The top performers** (in terms of scores and percentages) are 4 ministries:

1. Ministry of Finance – *19 out of 39 points (48.72%)*
2. Ministry of Commerce and Textile and Ministry of Water Resources – *18 out of 39 points (46.15%)*
3. Ministry of Climate Change – *17 out of 39 points (43.59%)*

**The worst performers** (in terms of scores and percentages) are 07 ministries:

1. Ministry of Overseas Pakistanis – *6 points out of maximum 39 points (15.38%)*
2. Ministry of Communications, Ministry of Maritime Affairs, Ministry of Energy (Power Division) and Ministry of National Health Services, Regulations and Coordination – *08 points each out of maximum 39 points (20.51%)*
3. Ministry of Housing and Works and Ministry of Kashmir Affairs and Gilgit Baltistan – *09 points each out of maximum 39 points (23.07%)*

### The most provided categories of information by ministries

Though not all indicators / categories of information are provided by all websites of all 33 federal ministries, there are a few indicators which are available on majority of these platforms. For example, indicator # 06 – contact details of officers – are available on 31 of the 33 websites. Similarly, indicator # 10 – contact details of employees – are given on 27 websites. Furthermore, indicators # 01, 02 and 03 – organogram, mission statement and charter /function – are mentioned in 26 websites. Similarly, Indicator # 25 is also available on 26 websites.

### The least provided categories of information by ministries

Except indicator # 36, there is no other indicator / category of information, which is available on all 33 websites of the federal ministries. Moreover, even after two years of the enactment of the

Act, nine (09 out of 39) categories / indicators are completely missing from the websites of 33 federal ministries. These indicators include information on; duties/functions, remuneration/perks and privileges of employees, other than officers (Indicators 11, 12, 13); criteria standards or guidelines upon which discretionary powers are exercised by it (Indicator 23); the prescribed fee required for information request (Indicator 29); audit and inquiry/investigation reports, prescribed information and camera footage having bearing on crime (Indicators 32, 34, 37 and 38). Furthermore, there are a few indicators, which are present on either one or two websites. These include: information on duties and functions of the officers of the ministries, their remunerations, perks and privileges (Indicators 07, 08 and 09); a statement of policies adopted by the public body (Indicator 22) detailed budget of the public body, including proposed and actual expenditures, original or revised revenue targets, actual revenue receipts, revisions in the approved budget and the supplementary budget (Indicator 27); and methods whereby information in the possession or control of the public body may be obtained (Indicator 28).

#### **Designated Officials (Indicator # 30):**

Except 08 out of 33 (24%), the federal ministries have failed to provide details of designated official on their websites, as required under Section 05, despite the fact that the law requires their notification within 30 days of the commencement of the Act.

#### **Government disinterest and delay**

There seems to be an active disinterest by the federal government in enforcement of the Federal Right of Access to Information Act, 2017. This general disinterest is manifested in delays regarding some of the Act's most critical enforcement aspects:

1. Section 18 of the Act requires the Prime Minister to establish an Information Commission within six months of the commencement of the Act. *The Commission has been notified but it remains ineffective due to non-availability of a proper office and budgetary constraints.*
2. Section 09 of the Act requires all public bodies, including all federal ministries, to appoint a designated official to facilitate the access to information under the law. *However, two years after the commencement of the Act, only 8 of the 33 federal ministries have formally designated their focal person and provided their contact details on the website.*
3. Rules of business – The Act requires the federal government to formulate and implement rules to facilitate enforcement of the Act. *However, two years after its enactment, these have not been notified yet.*

## Annexure A: Section 05 of the Federal Right of Access to Information Act 2017

**“5. Publication and availability of record.-** (1) The principal officer of each public body shall, within six months of the commencement of this Act, ensure that the following categories of information and record are duly published including uploading over the internet in a manner which best ensures that these are accessible subject to reasonable restrictions based on limited resources:-

- (a) description of the public body's organization and functions, duties, powers and any services it provides to the public, including a directory of its officers and employees, indicating their duties and functions and their respective remunerations, perks and privileges;
- (b) statutes, statutory rules, regulations, by-laws, orders and notifications, etc. applicable to the public body disclosing the date of their respective commencement or effect;
- (c) substantive or procedural rules and regulations of general application evolved or adopted by the public body, including any manuals or policies used by its employees;
- (d) relevant facts and background information relating to important policies and decisions which have been adopted, along with a statement of the policies adopted by the public body and the criteria standards or guidelines upon which discretionary powers are exercised by it;
- (e) the conditions upon which members of the public can acquire any licence, permit, consent, approval, grant, allotment or other benefits of whatsoever nature from any public body or upon which transactions, agreements and contracts, including contracts of employment which can be entered into with the public body, along with particulars about the recipients of any concession, permit, licence or authorisation granted by the public body;
- (f) a description of its decision-making processes as defined in the Federal Government's Secretariat Instructions, 2004 and any instructions for the time being in force for public to provide input into or be consulted about decisions;
- (g) detailed budget of the public body, including proposed and actual expenditures, original or revised revenue targets, actual revenue receipts, revisions in the approved budget and the supplementary budget;
- (h) the methods whereby information in the possession or control of the public body may be obtained and the prescribed fee required along with the name, title and contact details of the designated officials;
- (i) reports including performance reports, audit reports, evaluation reports, inquiry or investigation reports and other reports that have been finalised;
- (j) such other matters which the principal officer of the public body deems fit to be published in the public interest;
- (k) such other information as may be prescribed; and
- (l) Camera footages at public places, wherever available, which have a bearing on a crime:

Provided that if the information or record pertains to a period earlier than the year 2008, the same shall be published within reasonable time.”

## Annexure B: Datasheets of the best performing and least performing ministries

### A. Best performing Ministry

Ministry of Finance (<http://www.finance.gov.pk/>)

Sr. No/ Sub -Sec	Information and Records Required to be Published and Uploaded over Internet, Under Section 5 (1) of The Right of Access to Information Act 2017	Total Marks	Additional details of specific Documents/ Records, Uploaded by the Ministry (where required)	Marks Scored	Location on Website	URL (as on August 31, 2019)
<b>A</b>	<b>Introductory Description of the Ministry's</b>					
5(1) (a)						
1	i. Organization/ organogram	1		0		
2	ii. Mission Statement/ Vision/ overview	1		1	Home	<a href="http://www.finance.gov.pk/">http://www.finance.gov.pk/</a>
3	iii. Charter/ Functions/ duties or responsibilities	1		1	Home	<a href="http://www.finance.gov.pk/">http://www.finance.gov.pk/</a>
4	iv. Powers/ mandate	1		0		
5	v. Any services it provides to the public,	1	Pensioners' Facilitation	1	Home	<a href="http://www.finance.gov.pk/pensioners.html">http://www.finance.gov.pk/pensioners.html</a>
<b>B</b>	<b>A directory of officers, indicating their:</b>					
6	i. Contact details	1		1	Contact Us	<a href="http://www.finance.gov.pk/directory/detail/details/directory.html">http://www.finance.gov.pk/directory/detail/details/directory.html</a>
7	ii. Duties and Functions	1		0		
8	iii. Remunerations.	1		0		
9	iv. Perks and privileges	1		0		
<b>C</b>	<b>A directory of employees, indicating their:</b>					
10	i. Contact details	1		1	Contact Us	<a href="http://www.finance.gov.pk/directory/detail/details/directory.html">http://www.finance.gov.pk/directory/detail/details/directory.html</a>
11	ii. Duties and Functions	1		0		

12	iii. Remunerations.	1		0		
13	iv. Perks and privileges	1		0		
<b>D</b> 5(1) (b)	<b>Relevant Statutes, Rules, Regulations, Orders and Notifications</b>					
14	i. Relevant Statutes/ Acts / Ordinances	1	Finance Act 2019	1	Home Importa nt Updates	<a href="http://www.finance.gov.pk/PublicFinanceManagementAct_2019.pdf">http://www.finance.gov.pk/PublicFinanceManagementAct_2019.pdf</a>
15	ii. Statutory rules	1	General Provident Fund(Federal Services) Rules 2017	1	Home Publicat ions	<a href="http://www.finance.gov.pk/publications/General_Provident_Fund_Rules.pdf">http://www.finance.gov.pk/publications/General_Provident_Fund_Rules.pdf</a>
16	iii. Regulations	1	Regulations	1	Home Regulat ions	<a href="http://www.finance.gov.pk/circulars.html">http://www.finance.gov.pk/circulars.html</a>
17	iv. Orders	1	Office Orders	1	Home Notifica tions/ Office Orders	<a href="http://www.finance.gov.pk/notifications.html">http://www.finance.gov.pk/notifications.html</a>
18	v. Notifications/ SROs etc. applicable to the public body	1	Notification on Diyat for FY 2019-20	1	Home Regulat ions	<a href="http://www.finance.gov.pk/circulars/circular_01072019.pdf">http://www.finance.gov.pk/circulars/circular_01072019.pdf</a>
<b>E</b>	<b>Substantive or Procedural Rules and Regulations of general application evolved or adopted by the public body, including</b>					
5(1) (c) 19	i. Any Manuals used by the employees	1		0		
20	ii. Any policies used by the employees	1	Memorandum of Economic and Financial Policies	1	Home Publicat ions	<a href="http://www.finance.gov.pk/publications_latest.html">http://www.finance.gov.pk/publications_latest.html</a>
<b>F</b>	<b>Relevant Facts, Statement of the Policies adopted and Criteria Standards for Exercise of Discretionary Powers</b>					
5(1) (d) 21	i. Relevant facts and background information relating to important policies and decisions which have been adopted	1	Background Studies on Poverty Reduction Strategy	1	Home PRSP Archive s	<a href="http://www.finance.gov.pk/poverty/Globalization-and-Poverty.pdf">http://www.finance.gov.pk/poverty/Globalization-and-Poverty.pdf</a>
22	ii. A statement of the policies adopted by the public body.	1	Debt Policy Statement 2018-19 Fiscal Policy Statement 2018-19	1	Home Importa nt Updates	<a href="http://www.finance.gov.pk/publications/DPS_2018_19.pdf">http://www.finance.gov.pk/publications/DPS_2018_19.pdf</a> <a href="http://www.finance.gov.pk/publications/FPS_2018_19.pdf">http://www.finance.gov.pk/publications/FPS_2018_19.pdf</a>
23	iii. The criteria standards or guidelines	1		0		

	upon which discretionary powers are exercised by it.					
<b>G</b>	<b>Conditions for Acquiring Licences/ Permits etc. and Transactions/ Agreements</b>					
5(1) (e) 24	i. The conditions upon which members of the public can acquire any licence, permit, consent, approval, grant, allotment or other benefits from any public body.	1		0		
25	ii. The conditions upon which transactions, agreements and contracts, including contracts of employment can be entered into with the public body along with particulars of recipients of any concession, permit, licence, or authorization granted by the public body.	1	Tender Notice for Hiring of Services	1	Home Tenders Archives	<a href="http://www.finance.gov.pk/jobs/tender_11082019.pdf">http://www.finance.gov.pk/jobs/tender_11082019.pdf</a>
<b>H</b>	<b>Public Participation in Decision Making and Detailed Budget</b>					
5(1) (f) 26	A description of its decision-making processes as defined in the Federal Government's Secretariat Instructions, 2004 and any instructions for the time being in force for public to provide input into or be consulted about decisions;	1		0		
5(1) (g) 27	Detailed budget of the public body, including proposed and actual expenditures, original or revised revenue targets, actual revenue receipts, revisions in the approved budget and the supplementary budget;	1	All the Federal Budgets have been uploaded, however, Ministry's own Budget is not given separately	0	Home	
<b>I</b>	<b>Clauses Related to Implementation of the Act</b>					
5(1) (h) 28	i. The methods whereby information in the possession or control of the public body may be obtained.	1		0		
29	ii The prescribed fee	1		0		

	required.					
30	iii. The name, title and contact details of the DOs	1		0		
<b>J Finalized Reports</b>						
5(1) (i) 31	i. Finalized Performance reports	1	Year Book 2017-18	1	Home Other Publications	<a href="http://www.finance.gov.pk/publications/YearBook2017_18.pdf">http://www.finance.gov.pk/publications/YearBook2017_18.pdf</a>
32	ii Finalized Audit reports.	1		0		
33	iii. Finalized Evaluation reports.	1	Tender Notice for Supply of Furniture Items	1	Home Tenders Evaluation	<a href="http://www.finance.gov.pk/evaluation/EvaluationReport_02052019.pdf">http://www.finance.gov.pk/evaluation/EvaluationReport_02052019.pdf</a>
34	iv. Finalized Inquiry or investigation reports.	1		0		
35	v. Any other reports.	1	Pakistan Economic Surveys and PRSP Reports	1	Home	<a href="http://www.finance.gov.pk/index.html">http://www.finance.gov.pk/index.html</a>
<b>K Miscellaneous</b>						
5(1) (j) 36	Such other matters which the principal officer of the public body deems fit to be published in the public interest;	1	Very Rich website e.g. Other Publications and Regulations	1	Home Publications Regulations	<a href="http://www.finance.gov.pk/index.html">http://www.finance.gov.pk/index.html</a>
5(1) (k) 37	Such other information as may be prescribed;	1		0		
5(1) (l) 38	Camera footages at public places, wherever available, which have a bearing on a crime:	1		0		
39 (Foot Note)	Information or record pertaining to a period earlier than the year 2008, (the same was required to be published within reasonable time after commencement of this Act).	1	Year Book 2005-06 System of Financial Control and Budgeting 2006	1	Home Other Publications	<a href="http://www.finance.gov.pk/publications/YearBook2005_06.pdf">http://www.finance.gov.pk/publications/YearBook2005_06.pdf</a> <a href="http://www.finance.gov.pk/publications/YearBook2005_06.pdf">http://www.finance.gov.pk/publications/YearBook2005_06.pdf</a>
	Total Score	39		19		
	Percentage Score: $19/39 \times 100 = 48,72\%$					

**B. Least Performing Ministry**Ministry of Overseas Pakistanis and Human Resource Development (<http://www.ophrd.gov.pk/>)

Sr. No/ Sub-Sec	Information and Records Required to be Published and Uploaded over Internet, Under Section 5 (1) of The Right of Access to Information Act 2017	Total Marks	Additional details of specific Documents/ Records, Uploaded by the Ministry (where required)	Marks Scored	Location on Website	URL (as on August 31, 2019)
<b>A</b>	<b>Introductory Description of the Ministry's</b>					
5(1)(a)						
1	i. Organization/ organogram	1		0		
2	ii. Mission Statement/ Vision/ overview	1		0		
3	iii. Charter/ Functions/ duties or responsibilities	1		0		
4	iv. Powers/ mandate	1		0		
5	v. Any services it provides to the public,	1	Pensioners' Cell  Online Complaint Management System	1	About Us Info and Services Home-Call Sarzameen	<a href="http://www.ophrd.gov.pk/Index.html">http://www.ophrd.gov.pk/Index.html</a>  <a href="http://callsarzameen.ophrd.gov.pk/cms/public/complaintform/34">http://callsarzameen.ophrd.gov.pk/cms/public/complaintform/34</a>
<b>B</b>	<b>A directory of officers, indicating their:</b>					
6	i. Contact details	1		1	Contact Ministry Officials	<a href="http://www.ophrd.gov.pk/Index.html">http://www.ophrd.gov.pk/Index.html</a>
7	ii. Duties and Functions	1		0		
8	iii. Remunerations.	1		0		
9	iv. Perks and privileges	1		0		
<b>C</b>	<b>A directory of employees, indicating their:</b>					
10	i. Contact	1		1	Contact	<a href="http://www.ophrd.gov">http://www.ophrd.gov</a> .

	details				Ministr y Official s	<a href="#">pk/Index.html</a>
11	ii. Duties and Functions	1		0		
12	iii. Remunerations.	1		0		
13	iv. Perks and privileges	1		0		
<b>D</b> 5(1)( b)	<b>Relevant Statutes, Rules, Regulations, Orders and Notifications</b>					
14	i. Relevant Statutes/ Acts / Ordinances	1		0		
15	ii. Statutory rules	1		0		
16	iii. Regulations	1		0		
17	iv. Orders	1		0		
18	v. Notifications/ SROs etc. applicable to the public body	1		0		
<b>E</b>	<b>Substantive or Procedural Rules and Regulations of general application evolved or adopted by the public body, including</b>					
5(1)( c) 19	i. Any Manuals used by the employees	1		0		
20	ii Any policies used by the employees	1		0		
<b>F</b>	<b>Relevant Facts, Statement of the Policies adopted and Criteria Standards for Exercise of Discretionary Powers</b>					
5(1)( d) 21	i. Relevant facts and background information relating to important policies and decisions which have been adopted	1		0		
22	ii. A statement of the policies adopted by the public body.	1		0		
23	iii. The criteria standards or	1		0		

	guidelines upon which discretionary powers are exercised by it.					
<b>G</b>	<b>Conditions for Acquiring Licences/ Permits etc. and Transactions/ Agreements</b>					
5(1) (e) 24	i. The conditions upon which members of the public can acquire any licence, permit, consent, approval, grant, allotment or other benefits from any public body.	1		0		
25	ii. The conditions upon which transactions, agreements and contracts, including contracts of employment can be entered into with the public body along with particulars of recipients of any concession, permit, licence, or authorization granted by the public body.	1		0		
<b>H</b>	<b>Public Participation in Decision Making and Detailed Budget</b>					
5(1) (f) 26	A description of its decision making processes as defined in the Federal Government's Secretariat Instructions, 2004 and any instructions for the time being in force for public to provide input into or be consulted about decisions;	1	Bidding Documents, Procurement of Services of a Testing Agency	1	Notices	<a href="http://www.ophrd.gov.pk/Index.html">http://www.ophrd.gov.pk/Index.html</a>
5(1) (g) 27	Detailed budget of the public body, including proposed and	1		0		

	actual expenditures, original or revised revenue targets, actual revenue receipts, revisions in the approved budget and the supplementary budget;					
<b>I</b>	<b>Clauses Related to Implementation of the Act</b>					
5(1)(h) 28	i. The methods whereby information in the possession or control of the public body may be obtained.	1		0		
29	ii The prescribed fee required.	1		0		
30	iii. The name, title and contact details of the DOs	1		0		
<b>J</b>	<b>Finalized Reports</b>					
5(1)(i) 31	i. Finalized Performance reports	1	Year Book 2017-18	1	Year Book	<a href="http://www.ophrd.gov.pk/Index.html">http://www.ophrd.gov.pk/Index.html</a>
32	ii Finalized Audit reports.	1		0		
33	iii. Finalized Evaluation reports.	1		0		
34	iv. Finalized Inquiry or investigation reports.	1		0		
35	v. Any other reports.	1		0		
<b>K</b>	<b>Miscellaneous</b>					
5(1)(j) 36	Such other matters which the principal officer of the public body deems fit to be published in the public interest;	1	Home, Team, Notices	1	Home Team Notices	<a href="http://www.ophrd.gov.pk/Index.html">http://www.ophrd.gov.pk/Index.html</a>
5(1)(k) 37	Such other information as may be prescribed;	1		0		

5(1)( l) 38	Camera footages at public places, wherever available, which have a bearing on a crime:	1		0		
39 (Foot Note )	Information or record pertaining to a period earlier than the year 2008, (the same was required to be published within reasonable time after commencement of this Act).	1		0		
	Total Score	39		6		
	Percentage Score: $6/39 \times 100 = 15.38$					



**Legend for PDI**

MoC&T (I): Ministry of Commerce and Textile
MoCC (II): Ministry of Climate Change
MoC (III): Ministry of Communications.
MoD (IV): Ministry of Defence.
MoDP (V): Ministry of Defence Production.
MoFE&PT (VI): Ministry of Federal Education and Professional Training
MoF (VII): Ministry of Finance
MoFA (VIII): Ministry of Foreign Affairs
MoH&W (IX): Ministry of Housing and Works
MoI&P (X): Ministry of Industries and Production
MoIBNH&LH (XI): Ministry of Information, Broadcasting, National History & Literary Heritage
MoIT&T (XII): Ministry of Information Technology and Telecommunications
MoI (XIII): Ministry of Interior
MoIPC (XIV): Ministry of Inter Provincial Coordination
MoKA&GB (XV): Ministry of Kashmir Affairs and Gilgit Baltistan
MoL&J (XVI): Ministry of Law and Justice
MoNC (XVII): Ministry of Narcotics Control
MoNFS&R (XVIII): Ministry of National Food Security and Research
MoNHSR&C (XIX): Ministry of National Health Services, Regulations and Coordination
MoOP (XX): Ministry of Overseas Pakistanis
MoPA (XXI): Ministry of Parliamentary Affairs
MoPD&R (XXII): Ministry of Planning, Development & Reforms
MoMA (XXIII): Ministry of Maritime Affairs
MoR (XXIV): Ministry of Railways
MoRA&IFH (XXV): Ministry of Religious Affairs and Interfaith Harmony
MoS&T (XXVI): Ministry of Science and Technology
MoS&FR (XXVII): Ministry of States and Frontier Regions.
MoWR (XXVIII): Ministry of Water Resources
CD (XXIX): Cabinet Division
MoE (XXX): Ministry of Energy (Power Division)
MoHR (XXXI): Ministry of Human Rights
MoPS (XXXII): Ministry of Postal Services
MoP (XXXIII): Ministry of Privatization

**Annexure D: Progress of 29 Ministries – from 2018 to 2019**

S/No	Ministries on Government Web Portal, Covered in 2018 IRADA Report on Proactive Disclosure by Federal Ministries	Score Card, 2018 Report (Scored out of total 39)	Score Card 2019 Report (Scored out of Total 39)	Progress	
				Increase	Decrease
1	Ministry of Commerce and Textile	14	18	04	
2	Ministry of Climate Change	14	17	03	
3	Ministry of Communications.	09	08		01
4	Ministry of Defence.	08	14	06	
5	Ministry of Defence Production.	09	13	04	
6	Ministry of Federal Education and Professional Training	12	15	03	
7	Ministry of Finance	17	19	02	
8	Ministry of Foreign Affairs	08	10	02	
9	Ministry of Housing and Works	10	09		01
10	Ministry of Industries and Production	13	15	02	
11	Ministry of Information, Broadcasting, National History & Literary Heritage	13	12		01
12	Ministry of Information Technology and Telecommunications	14	14	00	
13	Ministry of Interior	12	12	00	
14	Ministry of Inter Provincial Coordination	13	14	01	
15	Ministry of Kashmir Affairs and Gilgit Baltistan	07	09	02	
16	Ministry of Law and Justice	14	16	02	
17	Ministry of Narcotics Control	11	13	02	
18	Ministry of National Food Security and Research	11	12	01	
19	Ministry of National Health Services, Regulations and Coordination	12	08		04
20	Ministry of Overseas Pakistanis	10	06		04
21	Ministry of Parliamentary Affairs	07	13	06	
22	Ministry of Planning, Development & Reforms	11	14	03	
23	Ministry of Maritime Affairs	07	08	01	
24	Ministry of Railways	11	13	02	

25	Ministry of Religious Affairs and Interfaith Harmony	13	14	01	
26	Ministry of Science and Technology	09	12	03	
27	Ministry of States and Frontier Regions.	08	10	02	
28	Ministry of Water Resources	12	18	06	
29	Ministry of Statistics (now working as “Pakistan Bureau of Statistics” under Ministry of Planning and Reform). <a href="http://www.pbs.gov.pk/content/contacts">http://www.pbs.gov.pk/content/contacts</a> )	09	Not reviewed in this Report		



# ABOUT IRADA

## The Institute for Research, Advocacy and Development – Pakistan

### OUR VISION

IRADA envisions a democratic, participatory, peaceful and just polity in Pakistan

### OUR MISSION

1. Strengthening democracy through inclusivity and pluralisms
2. Strengthening **local empowerment** *through* devolution of powers
3. Strengthening **governance** *through* accountability and transparency
4. Strengthening **justice** *through* fundamental rights

### OUR WORK

1. Promoting **inclusivity and pluralisms** *through* support for free speech, civil liberties, peace and rights of minorities and marginalized communities
2. Promoting **devolution of powers** *through* support for empowerment of provinces and districts, policy development, provincial-level legislation and local governance
3. Promoting **accountability and transparency** *through* support for right to information, free media, open Internet, open government
4. Promoting **fundamental rights** *through* support for equality, access to justice and rule of law.

# IRADA

**IRADA (Institute for Research, Advocacy and Development)**

Islamabad, Pakistan

Twitter: @IRADAPK

Facebook: [www.facebook.com/IRADAPK](http://www.facebook.com/IRADAPK)

Website: [www.irada.org.pk](http://www.irada.org.pk)