

NIPP Policy Dialogue



Population Management: A Dialogue of Stakeholders

19-20 February, 2018

REPORT



National Institute of Public Policy (NIPP)

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National Institute of Public Policy (NIPP)
National School of Public Policy
Lahore - Pakistan

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Foreword

2018 marks the beginning of the new dispensation at the National Institute of Public Policy (NIPP). This year and in the years to come we plan to inject greater vitality to the work that we do at the NIPP, by bringing in the required focus, greater stakeholder involvement and by building useful partnership to achieve our Mission.

I would like to acknowledge the hard work put in by Dr. Saif Ullah Khalid, Jahanzeb Waheed & Ayesha Akbar, Research Associates at NIPP for being faithful rapporteurs of the event and for putting together the report.

SHAHID RAHIM SHEIKH

Dean (NIPP)

14 March 2018

Executive Summary

NIPP pioneered a policy dialogue on population management in Lahore on 19-20 February, 2018. The dialogue was attended by a prominent parliamentarian, civil servants, and executives from the public and private sectors. The participants set out to seek (i) drivers of the demographic dividend through good governance, (ii) understanding youth-bulge as population bomb or prospective potential, and how to capitalize opportunities offered by demographic dividend (iii) to highlight policy and social framework for advancing women's reproductive rights and decision making in the family, (iv) to capitalize on and leverage census data for national/provincial/district population management. The discussions in each session were lively with contribution from participants.

During the discussion it was revealed that the results of the census invited contestation because Census numbers provide: (i) basis for political representation in the National and Provincial Assemblies [according to Article 51(5) of the Constitution]; (ii) delimitation of Constituencies for National and Provincial Assemblies; (iii) basis of distribution of funds to the federating units by National Finance Commission [Article 160(2) of the Constitution]; and (iv) determination of quota for recruitment to all Civil posts in the Federal Government.

In second session, discussion revolved around factors that could be credited with transformation of economies in the world. It was noted that the world has changed because of education and this process has brought equality in the world and by 2035 share of developing countries in global income will be proportionate to their population. However, in Pakistan, the education sector is facing access, quality and equity issues. In addition, the social policies are not responding to the market nor extracting benefits from the population.

Speakers in the third session highlighted the importance of addressing youth bulge at policy level. It was argued that comprehensive way to resolve the problem of population, youth bulge and work needed to be addressed intersectionally through different means, measures and programs. It was further maintained that it was a population management issue which involved a lot of population politics. Notably, the legislators themselves view population as a source of large vote bank so they are least interested in working on policies for reducing population.

The fourth session shed light on the role of federal government post devolution period. Its role has been about re-defining roles and relationships between the federation and provinces. There has been no ownership of population management at the national level, resultantly the federal level organizations have become redundant.

The last session wrapped up the discussion while highlighting governance issues on population management. The results of having such a huge population growth rate bears testimony of not achieving the desired results even though we had a policy, money, awareness, and infrastructure. This leads to the questions as to what went wrong? During the discussion, some identified impediments were: hesitancy of government to absorb and implement population control programs; lack of accountability; social and religious barriers; and pronounced administrative failure in outreach of programs.

Recommendations

1. Census should be de-politicized along with third party evaluation and validation. Triangulation of census results may be considered.
2. Ensuring proper implementation of Article 25-A (Right to Education) of the Constitution in the country, and re-thinking the patterns of rural-urban population migration policies vis-à-vis education and employment opportunities.
3. Reorientation of industrial and social policies for extraction of maximum benefits from the population, for instance provision of employable skills to the youth.
4. There is a need for focus on bringing both uniformity and diversity in policy making in the area of youth and the world of work.
5. A cross-cutting conceptual framework was proposed to harness youth bulge in Pakistan, which comprises: literacy; skill development; entrepreneurship; employment; diversity, equality and inclusion; engagement (technology, social media, dialogue).
6. A population policy should be announced immediately and the federal government should go beyond its normal call of duty to address population issues through stakeholders, especially the provincial governments after devolution.
7. There is a dire need for launching programs for the poor and marginalized segments in rural areas and for advocacy to generate political, socio-cultural and religious support for family planning.
8. Create an apex body at the federal level for dealing with Pakistan's population emergency. Prime Minister should head the body.

Introduction

The demography of Pakistan provides a strong narrative for development. This opportunity emanates from the youth bulge and emerging entrepreneurship incubation centers and technology. It provides a window for policy makers to exploit the economic prospects and offset the fiscal pressures on the economy and depleting government resources. However, the challenge is to manage population growth and demographic transition. Today Pakistan stands as the second most populous country in South Asia and ranks sixth in the world¹. According to the 2017 census results, it houses 207.77 million people with compounded annual growth rate of 2.4%². The males constitute 51% while women are 48.6% with 0.24% of the population are transgender³. Though initially the provisional census results did raise certain questions about quality of data as well as challenges for government to confront the population demands and requirements. These will need to be addressed as the outcome will determine the NFC Award and have bearings on the delimitation of National Assembly/ Provincial Assembly seats & provincial job quotas.

Youth Bulge-connotes age group of 15-24 years-making up over 60 percent⁴ of the country's population, and an increase in the number of aging population are prominent features of 2017 census. There is a need for an inclusive smart policy and evidence based decision-making to address critical dimensions of population management. Illiterate, unemployed and unproductive persons can be transformed into literate, employable persons having productive skills. This requires a business environment conducive to investment by public - private sectors. A balanced growth among industry, technology, agriculture, innovation and skill development is required to face the challenges posed by demographic profile of Pakistan.

Despite varied programs and resource allocation to Population Welfare Departments, Pakistan is facing high fertility and low prevalence of contraceptive rate. The accessibility and affordability of service remains a challenge. In the wake of 18th Amendment, the responsibilities of Population Management, especially service delivery has been transferred to provinces. However, the inefficiencies and ineffectiveness of public sector service delivery have been exposed by the numbers thrown up the 2017 Census.

Good governance in population management should be ensured by taking measures designed to create more opportunities, equalize access to resources by promoting wider participation of women and marginalized people. In addition, good governance calls upon the state to live by its Constitution in its plans and policies. In the context of Population Management the relevant documents i.e. Constitution of Pakistan, Vision 2025, Population Welfare Policy, Sustainable Development Goals (SDGs), International Conference on Population and

¹ <http://www.worldatlas.com/articles/the-population-and-economy-of-the-south-asian-countries.html>(accessed 30.10.2017)

² Pakistan Bureau of Statistics: Provisional Summary Results of 6th Population and Housing \ Census 2017, available at

http://www.pbs.gov.pk/sites/default/files//DISTRICT_WISE_CENSUS_RESULTS_CENSUS_2017.pdf

³ Ibid

⁴ Zaidi, S. M. (2011). The Process of Radicalization: Contextualizing the Case of Pakistan. *Conflict and Peace Studies*, 4(2), 1-14.

Development (ICPD) + 10, and Family Planning-2020, would continue to provide the good governance framework.

Sessions Highlights

The policy dialogue was divided into five sessions led by five lead-discussants. This report summarizes the main points made during these sessions.

Session I: National Census (2017) Highlights: Why it has become so divisive?

The procedure of census constitutes a long run process to undergo many phases of consultations on different levels of government, authorities, and armed forces. Efforts to conduct census started first in 2006, 2011, and then in 2016. Unfortunately, the unstable political and security situation and interprovincial disagreement prolonged the process. Finally, on the directive of the Supreme Court, the Council of Common Interests (CCI) decided to conduct census in 2017.

The form of census was administered after technical evaluation and verification modalities through NADRA. All persons residing in the country with reference date of 18th March 2017 were counted at their usual place of residence (De-jure method). For the homeless population, the de-facto approach was used. Data of Diplomats and Afghans living in Refugees Villages was obtained from relevant agencies. Pakistan Bureau of Statistics (PBS) strictly followed the different boundaries notified by the competent authorities: Administrative Boundaries, Revenue Boundaries, Rural/Urban Boundaries.

The provincial shares in total population, as per census 2017, show variation as compared to 1998 census. Khyber Pakhtunkhwa and Baluchistan gained more than 1 percent whereas FATA and Sindh remained almost the same. However, the share of Punjab was reduced by around 3 per cent.

PROVINCIAL SHARE IN NATIONAL POPULATION			
ADMIN UNIT	PROVINCIAL SHARE %		
	1991	1998	2017
PAKISTAN	100.0	100.0	100.0
KP	13.12	13.41	14.69
FATA	2.60	2.40	2.41
PUNJAB	56.13	55.63	52.95
SINDH	22.58	23.00	23.05
BALUCHISTAN	5.14	4.06	5.94
ISLAMABAD	0.40	0.61	0.91

Why the census results are so divisive? The results of the census invite contestation because Census numbers provide: (i) basis for political representation in the National and Provincial Assemblies according to [Article 51(5) of the Constitution]; (ii) delimitation of Constituencies for National and Provincial Assemblies; (iii) basis of distribution of funds to the federating units by National Finance Commission [Article 160(2) of the Constitution]; and (iv) determination of quota for recruitment to all Civil posts in the Federal Government.

On the issue of contention between Karachi and Lahore over population numbers, it was maintained during discussion that Lahore population increased by 4.14 percent whereas Karachi showed an increase of 2.49 percent. The political parties in Karachi projected their

population to around 25-30 million whereas census results showed just 14.9 million. While in 2015, the Punjab government declared entire Lahore district including two UCs of Kasur as Lahore City, the boundary of Karachi City and hence the urban area was not extended. In addition, the lack of standard definition of urban area led to conflicts among provinces. However, Pakistan Bureau of Statistics followed the notified boundaries by the respective provincial governments. It became clear during the discussion that there were deep seeded political considerations, due to certain provisions of the constitution, which the provincial governments feel in their interest to follow.

Recommendations

- Internal migration, provincial boundaries are pressing issues to be dealt with in a sound policy framework.
- The definition of “Urban area” should be set according to a uniform criterion that the provinces should agree to in CCI and adhere to.
- Either a separate body should be established to conduct census after every ten years and this body should have the mandate and strategy to develop consensus among political parties and provinces, or PBS should be fully empowered to conduct an accurate count.
- Census results are politicized to a great extent as these are used for delimitation, NFC award, and representation in assemblies. In neighboring countries political representation and resource sharing have been frozen for thirty years to de-politicize the census exercise.
- Third party evaluation and validation are necessary for receiving the fair results of the census and to establish the credibility. Outsourcing may be considered to serve the purpose.
- Triangulation of census results may be possible by BISP, NADRA, utility bills, polio records and the numbers of voters’ lists. In addition, technological tools should be employed to ensure transparency.

Session II: Politics of Population (Education): Challenges and Opportunities

The discussion started about transformation in the economies of the world. It was noted that the world has changed because of education and this process has brought equality in the world and by 2035 share of developing countries in global income will be proportionate to their population.

Where Pakistan is standing in this scenario/situation? With respect to education, there are three main areas that need to be focused on. There are access issues which can be resolved by two different approaches; either take the child to school or bring school closer to child. Next is issue of quality which is very severe and has become more vivid from recent CSS results. Third is equity issue, between government and private sector schools which has dire

consequences. In many developed countries, private sector schools are discouraged, whereas in Pakistan it is the opposite.

The transformation that has occurred in many parts of the world is just because of education. The nature of jobs is changing all around, and population are becoming more educated, health conscious and skill based. Over the last 30-40 years, the educated generation in Pakistan has low participation in labor force. It is the force that is waiting to be used in the transformation process in Pakistan. There are arguments that unless the population gets ready and prepared, it will be very difficult for the government to face the challenges. The government has to configure this politics of population which has a lot to do with social policy. The country has seen appreciable growth during some years in the past but there is no sustainability and growth has been cyclical, hence transformation of the economy and of population has not taken place.

How to create sustainability? This is not possible without reorientation of industrial policies which must illustrate their importance and efficacy for Pakistan. The urban-rural patterns with respect to employment and education opportunities need to be re-visited. No doubt, infrastructure is pivotal for the economy but more important is human development. The current social sector policies and models are not responding to the market and for extraction of benefits from the population. One participant countered the argument that social policies are effective in the country, for instance, BISP which has multiplier effects on different segments of the society.

It was lamented that the level of consciousness is not changing to address the problems in the country, by quoting Einstein that “no solution would ever come from the same level of consciousness which caused the problem”. At that level, your problems become your solutions and solutions become your problems. Similarly, education has never been a priority and that is the reason for lack of social movements and demands for education in the country. In addition, it is very unfortunate that 18th amendment devolution was adopted without having any change management plan.

Recommendations

1. Role of NGOs should be encouraged for funding education and particularly women education.
2. Ensuring proper implementation of 25-A Right to Education Act in the country. In addition, law of wages needs to be improved to give appropriate wages to the poor.
3. Rethinking the patterns of rural-urban population vis-à-vis education and employment opportunities.
4. Reorientation of industrial and social policies for extraction of maximum benefits from the population, for instance provision of employable skills to the youth.
5. In order to improve women participation and empowerment, the male psyche has to be changed as their contribution is more crucial.

Session III: Youth Bulge and World of Work Politics

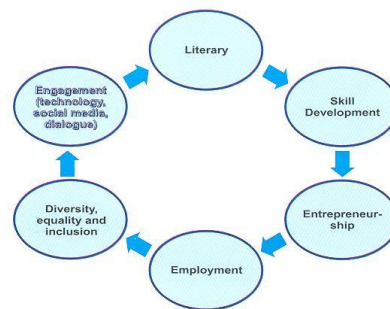
Several speakers at the policy dialogue noted that youth bulge is a phenomenon which needs to be addressed at policy level. There would be economic, social and political adversities for not addressing youth bulge. The gender dimension of youth is important to address youth issues across the gender divide. For that matter, human capital needs to be developed which would provide apt opportunities to the world of work. It is not just the provision of education but also the access to jobs and job-skill match. To handle the existing and future youth population estimates (where majority of the population will be under 30 years of age by 2030) there is an essential need to adjust youth population in the world of work through multiple policy areas. These include: education, ideological differences, race, intolerance, gender intolerance, skills development and employment opportunities.

A question was posed by the resource person relating to the reasons for youth unemployment. Among other known factors, high fertility rate, women disempowerment (early marriages), and lack of health were highlighted. Notwithstanding these, youth bulge is seen as a window of opportunity. Similarly, several responses were given on the question of cause of population growth being an issue of family planning or being a class issue. It was maintained that it was a population politics/management issue – the legislators themselves view population as a source of large vote bank so they are least interested in working on policies for reducing population. Secondly, it's the social values which are causing a change in the mindset of having large numbers of children. The trend of having more children is gradually declining to have less number of children.

It was argued that comprehensive way to resolve the problem of population, youth bulge and work needed to be addressed intersectional-through different means, areas and dimensions. Currently, the reasons for not addressing youth bulge at various levels of governance stem from economic or social factors, resultantly, there are instances of suicide bombing/terrorism, increase in the number of street children leading to vulnerability and exploitation (e.g. boys' brothel in Pir Widhai), domestic child abuse and lack of skills through formal training or education.

Recommendations

1. There is a huge numbers of under-employed/unemployed people; so there is a need of creating employable skills.
2. There is need for excessive focus on bringing both uniformity and diversity in policy making in the area of youth and the world of work.
3. NGOs should be energized along with social media to engage and develop youth.
4. A cross-cutting conceptual framework was proposed to harness youth bulge in Pakistan as given in the figure.



Session IV: Role of Governance in Population Management

Population is a cross-cutting phenomena which deals with number of issues. It refers to the questions of whether it is a demographic pursuit, a family planning agenda, primary health care issue or a human rights issue, especially women and child rights. There was no policy on population until 2002 at which point all such issues were brought under the umbrella of the policy. The history of population program management shows that the institutional arrangement which dealt with population was through NGOs, Family Planning Association of Pakistan (FPAP), health infrastructure or schemes. It was not until 1979 that the population management was placed under the Planning and Development Division at the federal level. It 1990 that the Ministry of Population Welfare was established. Furthermore on, population program was transferred to provinces in 2003 and in 2010 it became a devolved subject to the provinces.

The broad contours and characteristics of successful family planning shows that out of the 13 indicators used for evaluating the programs there was only one indicator which was employed fully, the rest were either not fully employed or not applied at all. The outcome is that the good governance quality merely stands at 27% based on 13 indicators.

At the provincial level the program management, post-devolution was driven by provincial population policies, provincial Costed Implementation Plan (CIPs) – 2020, provincial task forces, by expansion in service delivery, advocacy & information, education and communication (IEC), contraceptive supplies & logistics – Condom Logistics Management Information System (cLMIS) and strengthened training facilities. On the other hand, the role of federal government post devolution has been on the front of redefining roles and relationships between the federation and provinces. There has been no ownership of population management at the national level, whereas, federal level organizations have become redundant. These organizations include, National Trust for Population Welfare (NATPOW), National Institute of Population Studies (NIPS), National Research Institute of Fertility Care (NRIFC) and Population Program Wing (PPW). There is disconnect between Federal Government and International Development Partners (IDPs). Moreover, population programs in AJK, GB and FATA face an uncertain status. Support for Non-governmental Organizations (NGOs), Social Marketing of Contraceptives and Public Sector Organizations (PSOs) has also been missing. The data from all the districts vis-à-vis wanted and un-wanted Total Fertility Rate (TFR) shows an increasing need for expanding and improving service delivery.

Recommendations

1. Population policy should be announced immediately and the federal government should go beyond its normal call of duty to address population issues through stakeholders, especially the provincial governments after devolution.
2. The allocation of political constituencies and provincial/regional quotas should freeze on the basis of current population till 2030 in political constituencies and public service

employment. In addition, the population factor should be removed from the NFC Award and provinces should be impressed on improving Human Development Index.

3. There is dire need for launching programs for poor and marginalized segments in rural areas and for advocacy to generate political, socio-cultural and religious support for family planning.
4. The National Commission for Population Welfare (NCPW) constituted under the chair of the Prime Minister of Pakistan in 2005, lying dormant since 2006, needs to be re-activated
5. Research and Evaluation is an important factor for energizing the institutional set-up. The government should establish population study centers, and strengthen NIPS as an autonomous research arm. In addition, the civil servants should be provided training on population dynamics.
6. Family Planning services should be integrated with Health Services, and outlets of social welfare programs like BISP should be utilized for family planning services and for promotion and for awareness of the masses.
7. A Special Fund for Population Initiatives (SFPI) should be set up at federal level.

Session V: Population Policy and Management: Way Forward

The narrative for population management of the 21st century has now changed to deal with an innovative model to administer the multi layers of government. The demographic facts and figure need to provide the context to transform population explosion to demographic dividend. Human Development studies highlight three intermediated issues, i.e., national security, demographic transition and family planning interventions.

The census (2017) results are the testimony of not achieving the desired results even after having a policy, money, awareness, and infrastructure. This leads to investigations as to what went wrong? During the discussion, some identified impediments were: hesitancy of government to absorb and implement population control programs; lack of accountability; social barriers and religious extremists; and administrative failures in outreach of programs.

Recommendations:

1. Strong political leadership with a will to support the population management programs and regular debate in the parliament on the issue are imperative.
2. Create an apex body at the federal level for dealing with Pakistan's population emergency. Prime Minister heads body.
3. Need of urbanization policy.

4. All family planning service delivery is the responsibility of the Health Departments of respective provinces. Therefore, all outfits should assure the implementation and monitoring of the programs.
5. NIPP and NSPP being premier executive institutes should provide policy framework to top political leadership.

Concluding Remarks

Azmat Ali Ranjha, Rector, NSPP: Let me begin with by thanking you for taking time out and for being here for the last couple of days. I think there can't be a more important subject. We heard from Dr Attiya sahiba, she termed it as an emergency. Unfortunately there are multiple emergencies that this country confronts at this moment. But I think there is none which is of greater significance than this one. In addition, if you look at all these emergencies, and get to the root-causes, you will find population.

Speaking of this issue, reminds me my one encounter with Bill Gates in 2012, who said in the context of population that "your country seems to have passed the inflection point, and it will take immense amount of efforts to turn things back". With respect to efficacy of bureaucracy, I think it won't be an exaggeration to say that, there is nothing to show, both in terms of policy design, in terms of policy implementation, and policy follow up. It doesn't translate into achievement of objectives. So one of the things that makes us scratch our heads again and again is that what do we need to do to really turn this around. It has to be through better training and effective implementation of policies. However, it (civil service) is one of the most hazardous profession at the moment. They (civil servants) are brave people and they are braving out the challenges, despite the environment being so hostile and difficult.

With respect to NIPP, our ambition here is to make it what it was supposed to be-the principal think-tank on public sector issues and on issues that confront this society, and the government. For this, we really intend to engage all the stakeholders across all boundaries. Hopefully in the months that will follow you will see a very perceptible change, in terms of what we do. I can assure you that this is supposed to be apolitical dialogue. Whatever has been generated here, every single word will be conveyed at all levels of government, be it the President or Prime Minister and everybody else. Whether that is politically palatable or not is besides the question. But we will surely pass it on. All your recommendations will go out to key policy makers in the government.

NATIONAL INSTITUTE OF PUBLIC POLICY

Agenda

Population Management: A Dialogue of Stakeholders

PROGRAM

Day/Date	TIME (HOURS)	TOPIC	LEAD Discussant
Day-1 February 19, 2018	0900-0930 0930-0935 0950-1000 1000-1030	Registration Recitation from the Holy Quraan Introduction, Objectives & Program of Work by Dean NIPP Tea Break	
Session-I	1030-1215	National Census (2017) Highlights: Why it has become so divisive?	Mr. Asif Bajwa
Group Photograph/ Stretch Break	1215-1230		
Session-II	1230-1420	Politics of Population: Challenges and Opportunities	Dr. Faisal Bari
	1430	Lunch	
Day-2 February 20, 2018	0930-1115	Youth Bulge and World of Work	Dr. Jawad Syed
Session-III	1115-1145	Tea Break	
Session-IV & V	1145-1415	Role of Governance in Population Management Population Policy and Management: Way Forward/ Recommendations	Mr. Abdul Ghaffar Khan Dr. Attiyalnayattullah
	1420-1430	Concluding Remarks	Mr. Azmat Ali Ranjha Rector, NSPP
	1430	Lunch	

List of Participants

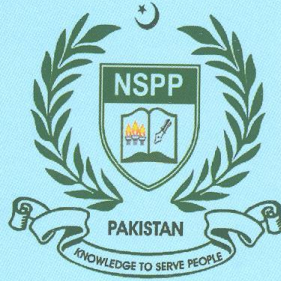
Sr.No.	Name	Designation
1.	Mr. Manzoor Ahmad	Ex- World Bank
2.	Mr. Basit Khan	Chief Royal Television, Lahore
3.	Prof. Dr. Iqrar Ahmad Khan	Ex-Vice Chancellor University of Agriculture Faisalabad
4.	Mrs. Shahida Fazil	Ex-Assistant Resident Representative, UNFPA
5.	Air. Cdre Amin Khan	Principle Advisor to Chief Minister on Technical Training and Aviation/Managing Director,KP- TEVTA
6.	Mr. Noor-ul-Haq Baloch	Ex-Secretary Population Baluchistan
7.	Mr. Ahmad Bilal Mehboob	President and Secretary General BOD,PILDAT
8.	Dr. Saeed Shafqat	Professor and Founding Director Centre for Public Policy and Governance
9.	Mr. Shahab Khawaja	Ex-Federal Secretary for Population Welfare
10.	Dr. Nasir Javed	Chief Executive Officer Urban Sector Planning & Management Services Unit
11.	Mr. Nadeem Irshad Kayani	Secretary Management & Professional Development Department
12.	Dr. Hafiz Ikram-ul-Haq	Secretary Council of Islamic Ideology
13.	Dr. Safdar A. Sohail	Director General National Institute of Management
14.	Ms. Roshaneh Zafar	Managing Director Kashf Foundation
15.	Ms. Sijal Tauseef	Chief Instructor National Institute of Management
16.	Mr. Muhammad Ramzan	Additional Director (Admin) Civil Services Academy Walton
17.	Ms. Sameera Yasin	Dean Executive Development Institute National School of Public Policy
18.	Ms. Sarah Saeed	Director PAS PAS Campus
19.	Ms. Amna Akhsheed	General Manager Grants Punjab Population Innovation Fund (PPIF)

List of Lead Discussants

Sr.No.	Name	Designation
1	Dr. Attiya Inayatullah	Ex-Federal Minister of State for Population Welfare
2	Mr. Asif Bajwa	Ex-Chief Statistician, Statistics Division
3	Dr. Faisal Bari	Associate Professor Department of Economics, LUMS
4	Dr. Jawad Syed	Dean, Suleman Dawood School of Business, LUMS
5	Mr. Abdul Ghaffar Khan	Director General (Population), Ministry of National Health Services Coordination & Regulation

Group Photograph





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