

# Annual Report 2016

# Acronyms

Annual Development Programme
Convention on the Elimination of All Forms of
Discrimination Against Women
Center for Gender Policy & Studies
Computerized National Identity Card
Civil Society Organization
Earthquake Reconstruction & Rehabilitation Authority
Financial Year
Khyber Pakhtunkhwa
Member of Provincial Assembly
Open Budget Index
Open Budget Survey
Tehsil Headquarter (hospital)

Cover photograph (2017): School children in a "classroom" in Balakot, with the debris of their school destoryed by the 2005 earthquake visible in the background.

# Contents

Summary

#### **Programme Progress**

#### Accountability

Broken Promises An Analysis of Khyber Pakhtunkhwa's Budget FY2016-17

**4-Year Scorecard** *Trends Analysis of Khyber Pakhtunkhwa Budgets: FY2013-14 – FY2016-17* 

Citizens Engage for Change Social Accountability for Better Social Services

Open Budget Index 2017 Ranking Transparency in 115 Countries

#### Governance

Strengthening Local Government Training of Councilors in District Abbottabad

Citizen-Government Engagement Delivery of Better Services in Khyber Pakhtunkhwa

Women & Politics Building Capacities & Bonds

#### Tolerance

Women & Peace Supporting Compliance with Cedaw General Rec #30

Alternate Narratives Poetry, Music, Theater & Crafts

Aman Ittehad Preparing for Solidarity Day 2017

#### **Poverty Reduction**

**2005 Earthquake Reconstruction** *Maintaining Public Focus on Forgotten People & Places* 



The Foundation's team sharing its analysis of Khyber Pakhtunkhwa's budget with District Abbottabad's Naib Nazim, Mr. Shaukat Tanoli

# Summary

Omar Asghar Khan Foundation continued to thrive in 2016, making impressive contributions to strengthen democracy, improve governance and achieve better development outcomes in Khyber Pakhtunkhwa and across Pakistan.

Accountability The Foundation expanded the constituency of support for its recommendations to improve Khyber Pakhtunkhwa's public finance management, made on the basis of its assessment of the province's budget FY2016-17 and the trends analyzed over the four-year period: FY2013-14 to FY2016-17. Broad-based backing was gathered for fair distribution of development funds through an equitable equation determined by an inclusive Provincial Finance Commission. Legislators were among key stakeholders demanding transparency by reducing and eventually eliminating block allocations. The governments of Khyber Pakhtunkhwa and Punjab benefitted from the Foundation's technical assistance to make public finance management more pro-poor and pro-women.

At the federal level, the Foundation worked with the International Budget Partnership to collect data on Pakistan for the Open Budget Survey 2017 – a global survey conducted in 115 countries. The findings will identify ways in which Pakistan may improve compliance with global standards of budget transparency.

The Foundation helped increase the number of civil society organizations creatively using social accountability for better services. It provided structured training and follow up support to more than 45 CSOs from six districts of Khyber Pakhtunkhwa, assisting them to collect and use evidence to demand better schools, healthcare, solid waste management, and, roads.

Governance Continuing its support for effective local government, the Foundation trained an estimated 2,000 elected councilors in District Abbottabad. They became more familiar with Khyber Pakhtunkhwa's Local Government Act 2013 and learnt skills in local planning and budgeting. The Foundation helped citizens in districts Abbottabad, Battagram, Kohistan, Mardan, Noweshra, and Peshawar to confidently engage with elected and non-elected duty bearers for making governance more responsive and accountable. And in Districts Abbottabad and Haripur it helped build capacities and bonds among women, helping them assert their rights and fulfill their obligations as citizens.

Tolerance & Poverty Reduction The Foundation helped focus the attention of legislators, policy-makers and civil society on ways to achieve better compliance with Cedaw's General Recommendation #30 to protect women's rights and increase their agency, especially in complex crises. Alternate narratives to extremism and hatred were popularized by drawing on messages of harmony from Pakistan's rich heritage of poetry, music, theater and crafts. And, the Foundation continued to remind duty-bearers that those affected by the 2005 earthquake still await the promised rehabilitation.



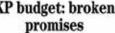
PROGRAMME PROGRESS

## Accountability

The Foundation helps citizens engage with governments and hold them to account for the affect of their public finance decisions, especially on the poor. It assists citizens in understanding how governments are managing public monies, and to sift reality from rhetoric. The Foundation's budget work includes assessment of mainstream provincial (sub-national) budgets, off-budget funds for post-disaster rehabilitation, citizen monitoring of government performance at the local level, and, the timely production and availability of federal budget documents. It advocates new spaces for citizen engagement in public policies and more ways to make budget information available and accessible to citizens.



# KP budget: broken promises





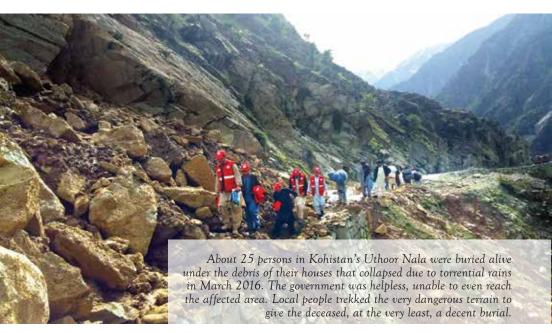
Rashida Dohad and Shah Faisal discussing the Foundation's budget analysis with MPA Jaffar Shah who moved two adjournment motions on related topics

#### Broken Promises An Independent Analysis of Khyber Pakhtunkhwa's Budget FY2016-17

Within a few days of its presentation in the provincial assembly the Foundation analyzed Khyber Pakhtunkhwa's budget FY2016-17 and publicized its findings and recommendations by addressing press conferences in Peshawar and Abbottabad, writing op-ed pieces for popular newspapers, using social media (including text messaging) and publishing an attractive byte-size document that was widely shared with political leaders, legislators, government officials, journalists, and civil society organizations. Its key findings included:

Disaggregation of development funds by district in Khyber Pakhtunkhwa's Budget FY2016-17 brings to mind George Orwell's immortal lines *all are equal, but some more equal than others*. Of the total development outlay of Rs.161 billion, Nowshera's share was 3.22 per cent, even greater than the 3.08 per cent given in the preceding year. In sharp contrast, the seven poor southern districts and the six Hazara districts endured budget cuts. The southern districts were allocated 3.2 per cent in the preceding year which was reduced to 2.78 per cent this year. Hazara's allocation was cut down from 3.1 per cent in FY2015-16 to 2.82 per cent in FY2016-17. Distribution of resources within regions appear adhoc: Dera Ismail Khan in the southern belt with an estimated population of 850,000 got Rs.1.62 billion while Tank with about 240,000 got a paltry sum of Rs.10 million. In Hazara, District Haripur with an allocation of Rs.2.18 billion had the lion's share accounting for 1.35 per cent of the total development budget. Less than half of this amount, or Rs.0.95 billion was given to Abbottabad, accounting for 0.59 per cent of the total. Worse-off are Kohistan and Battagram districts, which received Rs.0.17 billion or 0.11 per cent, and, Rs.0.08 billion or 0.05 per cent of total development funds, respectively.

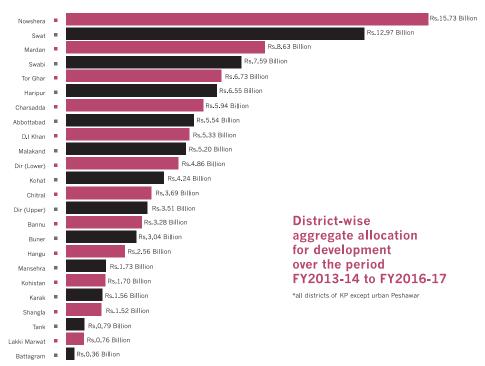
Public resources also appeared to be inappropriately allocated. Rs.2.21 billion allocated under the head of Relief & Rehabilitation included funds for establishing Emergency Rescue Services in many districts like Nowshera, Mardan, Swabi, Upper & Lower Dir, Haripur, Mansehra, and Abbottabad. Disaster-vulnerable districts Battagram and Kohistan were inexplicably ignored despite distressing evidence that even basic search and rescue services often fail to reach such poor areas.



#### **4-Year Scorecard** Trends Analysis of Khyber Pakhtunkhwa Budgets: FY2013-14 – FY2016-17

The Foundation's regular analysis of Khyber Pakhtunkhwa's annual budgets gives it the data to analyze trends over time. In 2016, it reviewed the province's budget over the four-year period: FY2013-14 to FY2016-17. Its key findings included:

Some get more, some less Development funds disaggregated by district raise questions about the criteria for distribution of public monies that translate into schools, healthcare, roads and other public services and projects. The province's annual budget of FY2016-17 as well as the aggregate assessment of four years since FY2013-14 place the Chief Minister's home district of Nowshera on the top of the chart. In FY2013-14, Nowshera received 1.20 per cent or Rs.1.41 billion of the total development outlay. The following year, FY2014-15, the share was doubled to 2.49 per cent or Rs.3.49 billion. The upward trend continued with Nowshera getting 3.08 per cent or Rs.5.37 billion in FY2015-16 and 3.21 per cent or Rs.5.18 billion in FY2016-17. The reduced absolute amount in FY2016-17 is due to a smaller development outlay of Rs.161 billion compared to the preceding year's Rs.174.88 billion.



Need for effective fiscal decentralization Khyber Pakhtunkhwa's Local Government Act 2013 gives elected councilors significant authority to decide development priorities and oversee performance of government services. It introduces a three-tiered structure, boldly including the basic tier of Village and Neighbourhood Councils, bringing governance closer to citizens. Fiscal decentralization is also ensured with the local government law stipulating the allocation of *not less than 30 per cent* of total development funds to elected local governments.

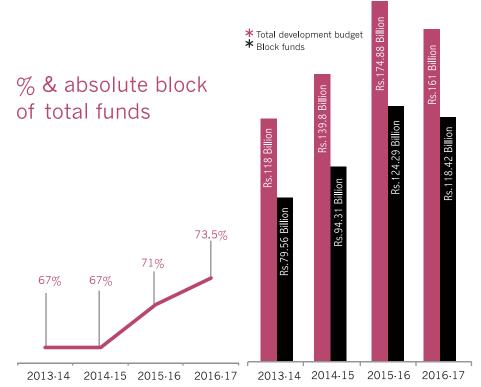
The Foundation's analysis of the province's budgets shows that while the threshold of 30 per cent is met, the devil is in the detail. For instance, in FY2015-16. two allocations for local government included Rs.18.26 billion for ongoing and new programmes. One-third of this amount or Rs.6.1 billion was allocated to six of the 25 districts of the province for specified purposes. Much of the remaining amount of Rs.12.1 billion included block allocations for pre-determined priorities like provision of LED/solar road lights, construction of slaughter houses, etc. Such restricted allocations are of little use to local governments that need resources for priorities they set.



Rise & rise of block funds Block allocations as part of total development funds in Khyber Pakhtunkhwa's annual budgets show an upward trend. In percentage terms, the change is incremental over time, translating into more significant escalations in absolute terms.

In FY2013-14 block allocations accounted for 67 per cent or Rs.79.56 billion of the total development outlay of Rs.118 billion. In FY2016-17 it increased to 73.5 per cent or Rs.118 billion of the total development outlay of Rs.161 billion. Persistently keeping more than two-third of the total development budget shrouded in mystery negates stated commitments to open, transparent and accountable governance.

Block or umbrella funds are allocations made to sectors like education, without specifying their intended location, giving politicians and bureaucrats tremendous discretion to move funds around within the purpose stated for the block. They compromise transparency and make it difficult to hold governments to account.





#### Recommendations

 The Provincial Finance Commission must devise a fair equation for transfer of funds from the province to districts. It must benefit from extensive and inclusive stakeholder consultations. Its membership must be expanded to include elected District Nazims.

Fiscal decentralization for empowered local governments must be ensured through strict compliance with the legal stipulation of allocating not less than 30 per cent of total development funds for local government. Local government allocations and expenditures must be clearly and separately listed to assist citizen monitoring and public accountability.

Block funds must be eliminated or at least substantially reduced. Block funds approved in FY2016-17 must be used to level the playing field, i.e., allocated to districts which have not yet received adequate funds.

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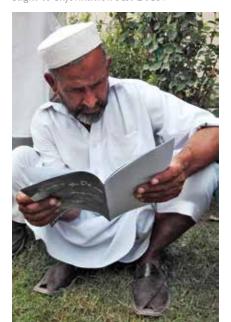
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#### **Citizen engage for change** Social Accountability for Better Public Services

The Foundation promotes citizen monitoring to increase downward accountability and responsiveness of public services to citizens, especially the more marginalized. It designs and delivers tailor-made training, helping CSOs become familiar with social accountability and learn its different methodologies. It also assists trained CSOs apply social accountability skills to monitor the government's performance and hold it to account. It helps citizens and duty-bearers better understand and benefit from the advantages of working together to achieve improved public service delivery and better development outcomes. Since 2013 the Foundation has adapted and intensified its strategies in Khyber Pakkhtwnkhwa to benefit from opportunities for citizen-government interaction provided by the local government set up in 2015, and, the Right to Information Act 2013.



In 2016, the Foundation continued to support social accountability in some of the DOOREST Darts of Khyber Pakhtunkhwa. It documented case studies on civil society engagement with government for improving healthcare and access to schools, and, reducing the isolation of the very poor living in remote mountains. The case studies provide details of how CSOs, assisted by the Foundation, identified public developed grievances, social accountability strategies, gathered valid data, and, engaged with the government to address their problems.

Beyond generating evidence-based demands for changing the conditions of public facilities, the case studies show how social accountability is making CSOs more vibrant and knowledgeable, capable of strategizing, analyzing and organizing. It is helping citizens become more familiar with their right to demand guality services and the responsibility of the government to deliver them. Citizens are more aware of ways to access information about government activities and decisions, the skills to evaluate their impact, and the will to engage in governance to change their lives.

#### Citizen acitons for better healthcare in Kohistan

Determined efforts of the people of Kohistan, supported by the Foundation, resulted in operationalizing a THQ, nine years after it was constructed. The analysis of Khyber Pakhtunkhwa's budgets provided data on unutilized allocations which supported public queries on the government's failure to equip and staff the THQ despite available public funds. Regular on-the-ground monitoring helped report activity, if any, at the facility level. The Foundation and its local partners used the evidence to engage a wide-range of stakeholders to push for government action to make the THQ functional. An important game-changer was the popular TV show that put the spotlight on the THQ at a time when rains had drawn public attention to Kohistan's deprivation.

It is uplifting to see the THQ finally operational, helping serve the healthcare needs of people in the province's poorest district. The sustained advocacy has paid off. But more work is needed as the THQ is still just partially functional. Local trained citizen groups in Kohistan, skilled and more confident after their initial success, are maintaining public pressure. Their demand for government action to make the THQ fully functional, echoes hope through the valleys of Kohistan.



Putting the spotlight on the THQ in Pattan (Kohistan) Syed Talat Hussain, Naya Pakistan on Geo TV

The social accountability experiences of the Foundation and its partners are snapshots of citizens engaging in governance and asserting their rights. They are important milestones in a longer journey of strengthening democracy in Pakistan. Their successes at the facility level are impressive. A THQ in the very poor Kohistan is operational, nine years after it was constructed. An RHC in rural Abbottabad is now a D-Type hospital. eight years after its upgradation was approved. The provincial government in Khyber Pakhtunkhwa is allocating funds for reconstructing schools affected by the 2005 earthquake.

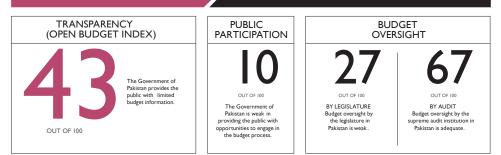
There are other equally important results. Citizen agency has increased as strategic, analytical and organizational capacities of civil society organizations improved. Citizen monitoring skills were learnt and applied to gather and effectively use information to hold the government to account. The principles of accountability were popularized, slowly overcoming resistant attitudes of impunity. There was more engagement between citizens and duty-bearers, improving relationships and beginning to reverse pervasive mistrust. Other stakeholders were identified, solidarity enhanced and linkages strengthened. Governments were more accountable to citizens in delivering services and making public finance decisions.



Some key lessons were also drawn. Good problem analysis is the lynchpin of successful social accountability. Undue emphasis on using tools, without identifying the data needed is time-consuming, expensive and futile. Patience and persistence are indispensible. Linking with allies is as important as dealing with opposition. Numbers can often mean more safety and greater chance of success. And, timing is everything.

#### OPEN BUDGET SURVEY 2015

#### Pakistan

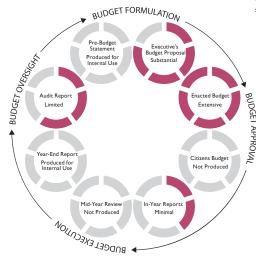


# TRANSPARENCY (OPEN BUDGET INDEX)

Drawing on internationally accepted criteria developed by multilateral organizations, the Open Budget Survey uses 109 indicators to measure bud get transparency. These indicators are used to assess whether the central government makes eight key budget documents available to the public in a timely manner and whether the data contained in these documents are comprehensive and useful.

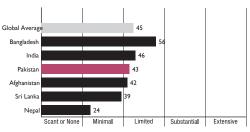
Each country is given a score out of 100 which determines its ranking on the Open Budget Index – the world's only independent and comparative measure of budget transparency.

Usefulness of Budget Information Throughout the Budget Cycle



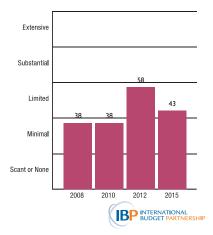
Note: The following categories are used to report the usefulness of each document: Not produced , Published Late , Internal Use , Scant , Minimal , Limited , Substantial , orExtensive .

#### Regional Comparison



Pakistan's score of 43 out of 100 is a little lower than the global average score of 45.

#### Change in Transparency Over Time



#### **Open Budget Survey 2017**

Ranking Transparency in 115 Countries

Since 2006 the International Budget Partnership (IBP) regularly conducts the global Open Budget Survey (OBS) -- the only independent, comparative, regular measure of budget transparency and accountability. It assesses the availability in each country of eight key budget documents, examines the extent of effective oversight provided by legislatures and supreme audit institutions, and opportunities available to the public to participate in national budget decision-making processes.

The OBS is not a perception survey or an opinion poll. It uses internationally accepted criteria to assess each country's budget transparency and accountability. It is compiled from a questionnaire completed for each country by independent budget experts who are not associated with the national government. Scores assigned to certain OBS guestions are used to compile the Open Budget Index constituting objective scores and rankings of each country's relative transparency.

The Foundation leads the OBS in Pakistan since 2010. The OBS conducted in 2015 included 102 countries. Pakistan's score was 43, falling 15 points from the last round conducted in 2013. The reasons for this decline include the need to publish and make available a pre-budget statement and a citizens' budget. These were shared with the government and other stakeholders, and actions advocated to improve budget transparency and achieve a higher score in the next OBS round.

In 2016, the Foundation completed collecting data for OBS 2017. It is also in contact with the federal Ministry of Finance, assisting the government to review the preliminary survey results and provide comments or additional evidence to support the answers to the questions included in the survey. This approach provides an open forum for further transparency assessment discussions and strengthens the accuracy of the Open Budget Survey.

PROGRAMME PROGRESS

### Governance

The Foundation helps citizens organize and engage in politics, governance and public policy. It assists them to know and claim their right to access quality basic services and participate in democratic processes. It assists them to be more informed, skilled, organized and confident in engaging with elected and non-elected duty-bearers, to influence and contribute to making governance responsive to citizens' interests. The Foundation also strengthens the supply side of the governance equation by assisting public representatives and government officials to better engage with citizens and realize the benefits of working together. The Foundation's strong commitment to equity is reflected in the priority it places on working with and for marginalized groups like the poor, women and the youth.



### Strengthening Local Government

#### Training of Councilors in District Abbottabad

The Foundation's consistent support for effective decentralized empowered and governance in Pakistan spans more than 15 years. It was also actively involved in assisting public participation in shaping the current local government in Khyber Pakhtunkhwa that became functional in September 2015. In 2016, it continued contributing to stronger local governance. It conducted an extensive training programme for about 2,000 elected councilors in District Abbottabad. In partnership with the Government School Local of Khyber Pakhtunkhwa, the training helped elected councilors become more familiar with their authority and responsibilities under the province's local government law of 2013. They learnt skills in budgeting and participatory planning.



District Nazim, Sardar Sher Bahadur, at the inaugural session



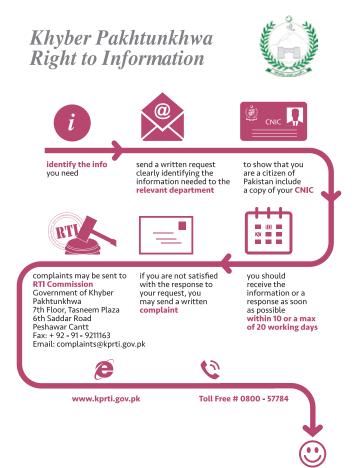


CSOs learning social accountability (above) and applying it to ensure garbage collection in Mardan (below)



#### **Citizen-Government Engagement** Delivery of Better Services in Khyber Pakhtunkhwa

In 2016, the Foundation continued to assist citizens to engage with government to improve the delivery of government services. More than 45 civil society organizations were trained in using social accountability to gather evidence of government performance, and use it to demand its improvement. They were also introduced to enabling laws like Khyber Pakhtunkwha's Right to Information Act 2013 to access government documents and information. The data gathered by the CSOs was shared with relevant government officials and elected councilors with a view of working together to redress public grievances.





## Women & Politics

Building Capacities & Bonds

The Foundation in collaboration with the Center for Gender Policy & Studies (CGaps) and others is helping increase women's accessibility to the electoral process which is integral to ensuring a representative electoral process. It informs, educates and registers women voters. It builds bridges among women voters through а network. Awaz-e-Niswan, to increase their visibility and influence, and, encourage a two-way engagement between right holders (the voters) and duty bearers (elected representatives and government functionaries) so as to draw attention and resources to priority areas of concern of female voters.

The right of every citizen to vote is a fundamental right guaranteed by the Constitution of Pakistan. According to the Election Commission of Pakistan there are presently 97.01 million voters – 54.59 million men and 42.42 million women. The number of citizens holding valid CNICs is 102.87 million, which means that 2.56 million eligible voters are missing from electoral rolls.

The gender gap in voters registration is a persistent concern. In the 2002, the voters' ratio was 86 women per 100 men. In 2008, the ratio decreased to 79 women per 100 men. In 2013, it further decreased to 77 women per 100 men. According to the demographic profile of Pakistan's population as per the 1998 census, the ratio must ideally be 96 women per 100 men. PROGRAMME PROGRESS

# Tolerance

The Foundation is connecting citizens to popularize counter narratives to hatred and intolerance. It is helping citizens monitor government actions for reducing insecurity and advocate the role and agency of citizens, especially women and the youth, in negotiating and building peace.



Chairperson of the Women's Parliamentary Caucus in KP, Ms. Meraj Khan (above) and Councilor Shazia Bibi (below)



#### Women & Peace Supporting Compliance with Cedaw General Rec #30

UN General Assembly The adopted the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) on 19 December 1979. In 2010, the Cedaw Committee in accordance with article 21 of the Convention, adopted a General Recommendation #30 an important instrument focusing attention on the needs of women and children in complex crises and their role in peace-building.

The Government of Pakistan ratified Cedaw in 1996, and regularly submits periodic reports on actions taken at the national level in accordance with the Convention. The last report was presented in 2013, and the next is due in 2017.

The Foundation recommended steps Pakistan may take to achieve better compliance with Cedaw's General Recommendation #30. These were widely disseminated, debated and endorsed by legislators, media, women's rights organizations and others.

#### Alternate Narratives Poetry, Music, Theater & Crafts

Intolerance, violence, extremism, and hate-mongering are tearing asunder the fabric of Pakistan's society. Religious, sectarian, ethnic or political differences are used to deepen divides between people that are already dangerously polarized. Powerful alternate narratives are present in the country's extraordinary repertoire of poetry, music, songs, and, theater. Replete with messages of peace and tolerance, they have the power to heal, guide and inspire. The Foundation draws on this invaluable cultural heritage to promote tolerance, and rejoice diversity.



#### Aman Ittehad (United for Peace)

#### Preparing for Solidarity Day 2017

Formed in 2009, Aman Ittehad is a citizen platform striving for peace, democracy and justice in Pakistan. Its signature event, Solidarity Day, is observed each year on Ist January. It is an expression of people's voices for peace from across Pakistan. In 2016, Aman Ittehad made preparations for Solidarity Day 2017, focusing on the effective implementation of the National Action Plan to counter terror.



PROGRAMME PROGRESS

# **Poverty Reduction**

The Foundation is primarily a public advocacy organization. It also engages citizens in some of the poorest regions of Khyber Pakhtunkhwa to develop essential cost-effective community infrastructure including, drinking and irrigation water schemes, bridges, roads, and pavements. The terms of partnership between the Foundation and local people also builds local capacity to work together, reduce burdens of poverty by removing barriers to accessing clean water, schools, hospitals and jobs.

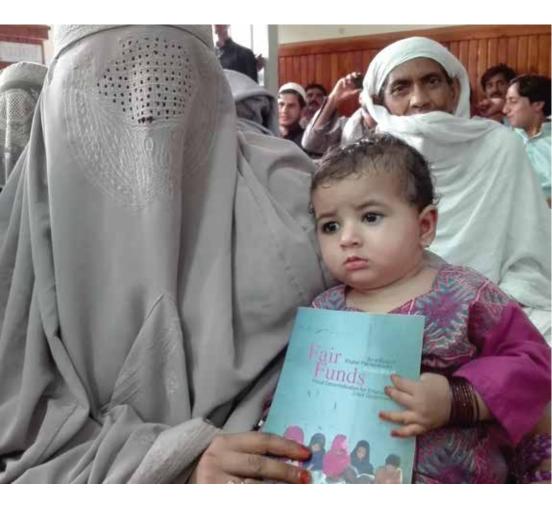
#### 2005 Earthquake Reconstruction

Maintaining Public Focus on Forgotten People & Places

The devastating 2005 earthquake unleashed unimaginable miseries on the people of Khyber Pakhtunkhwa's Hazara region and the Azad Jammu & Kashmir. Images of anguished survivors, crumbled buildings, and destroyed infrastructure were snapshots of lives, families and homes that changed forever. Among the affected were an estimated 6,000 schools. Most surviving but damaged school buildings were torn down with the promise *to build back better* : a slogan used by the Earthquake Reconstruction & Rehabilitation Authority (ERRA) established in 2005 by the Musharraf government to coordinate rehabilitation.

Consistent on-the-ground monitoring by the Foundation and its partners for more than ten years, since the 2005 earthquake, shows that many schools still function out of makeshift structures. This is validated by data from ERRA which confirms that 2,873 schools were rebuilt between 2005-14, i.e., less than half of the total 5,701 schools to be rebuilt. The Foundation continued to focus attention on the unfinished rehabilitation.

Data from ERRA shows that 2,884 out of a total 5,723 schools have been rebuilt as of September 2016. Between February 2015 to September 2016, only 34 schools were rebuilt. At this pace it would take another 125 years for completing the reconstruction of the remaining 2,839 schools.



#### **Omar Asghar Khan Foundation**

A public advocacy organization helping build a state responsive to its citizens. It seeks to strengthen the resilience of citizens - particularly the most vulnerable – so that they can claim their rights from the state, counter violent extremism, and reduce the burden of poverty. The Foundation works across Pakistan, with its strongest filed-base in Khyber Pakhtunkhwa. It has offices in Islamabad and Abbottabad.