

Review

Challenges to the Implementation of National Climate Change Policy of Pakistan

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Climate change is considered the most burning issue of the contemporary world. The developed and the developing world are collectively trying to have solutions by adopting common efforts. Climate change is socio, environmental concept and term refers to adverse changes caused by human actions that affect the human life negatively. Pakistan as the signatory of United Nation Convention on Climate Change and other international environmental agreements and most vulnerable to Climate Change, have legal and ethical binding to initiate the efforts to address the issue. In response to this commitment, Pakistan formulated its National Climate Change policy in 2012. National Climate Change policy of Pakistan outlines the key policy guidelines and recommendation for the adaptation, mitigation and addressing climate change problem. However, the policy formulation and its implementation are quite different. After passing six years of its formulation still we are behind from the scene. There are multidimensional barriers and challenges in relation to conceptualizing and implementing the policy. This paper is an attempt to explore the key barriers and challenges related to the implementation of National Climate Change policy of Pakistan by reviewing existing primary and secondary source material.

Key Words: Climate Change, National Policy, Challenges.

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INTRODUCTION

Climate change does not respect border; it does not respect who you are - rich and poor, small and big. Therefore, this is what we call 'global challenges,' which require global solidarity (Ban Ki-Moon, 2014)

The concept and issue of climate change is not new though the discussion got momentum in 21st century. In

1824 the French mathematician and physician J. Fourier described the greenhouse effect in his article published at the *Annales de la Chimie et de Physique* (Vlassopoulos, 2012). Several years of scientific deliberation brought climate change on the level as a global concern requiring the intercession of the worldwide community and nationwide governments. The debate from science rooms and laboratories swept into all academia and world policy elites. The term climate change generally refers to change in the average climate of the earth and universe

that negatively affects all the aspects of human life. According to UNFCC "Climate change means a change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods" (UNFCC, 1992).

However, the contributions of Developed countries in creating climate change a real problem are higher than developing countries but the risk of climate change concerns in developing countries is much higher as compare to developed world. Pakistan is developing country and like other developing countries. We are also facing adverse effects of climate change. Pakistan Signed the United Nations framework convention on climate change on 13 Jun 1992 and ratified on 1 Jun 1994 (MOFA, 2019). Firstly Pakistan as the signatory of United Nation Convention on Climate Change and other international environmental agreements have legal and ethical binding to initiate the efforts to address the issue. Secondly as disaster prone and one of the high-risk climate change affected state felt the dire need for ideological and institutional measures to address the issue.

In response to these commitments, Pakistan formulated and formally adopted her National Climate Change policy in February 2013. National Climate Change policy of Pakistan outlines the key policy guidelines and recommendation for the adaptation, mitigation and addressing climate change problem. National Climate Change policy, Suggested 120 core actions in shape of recommendations. These recommendations focused on adaptation and mitigation aspects of climate change. The key involved sectors are , water, agriculture , forestry , biodiversity, disaster preparedness, ecosystems, health, energy and food (Khan , 2013).

After six years of adopting this policy still our performance as Nation is not encouraging. There are certain types of barriers and challenges that are making hindrance in the implementation of this policy. This paper serves the aim to present and analyze the issues and challenges to implementation of Pakistan National policy on climate change. The paper approached to achieve the aim through review and careful consultation of relevant journal, research papers, periodicals, books, newspaper articles, and websites, reports of different international organizations and institutions, and available official documents of the Government of Pakistan.

Overview of Climate Change Problem

The continuous ravenousness of the world in hunting unbalances nominal development. Irrational use of modern technology, industries, chemicals, fertilizers and

other resources leads to the growth human issues thus endangering the common masses of the seven tracts. One of the outputs of this unbalance approach is the global climate change issue. The extraordinary Paris Agreement of 2015 has acknowledged that the universal climate crisis is without doubt the greatest challenge human civilization faces in the 21st century. Today climate change has turned as socio political, economic, security and environmental issue (Agreement Paris , 2015).

Factually the term 'Climate Change' denotes to long-standing change in the weather patterns over decades to millions years of time. Climate on earth has changed on all time scales even since long before human activity could have played a role in its transformation (Rahman ,2012). "Climate change means a change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods" (UNFCC ,1992). Climate change terms used as a key growth in the Earth's ecosystem and atmosphere. Affecting the human civilization negatively (Asian Development Bank, 2017).

"Climate change" means a change in the climate system which is caused by, significant changes in the concentration of greenhouse gases, as a direct or indirect consequence of human activities and which is in addition to natural climate change that has been observed during a considerable period" (Climate Change act Pakistan, 2017).

Climate change is affecting humanity thought the globe. Definitely natural systems are mainly exposed to danger. Harmful outcomes may consist of waning crop yields in many steamy and sub-tropical areas, lessening water availability in arid regions of the sub-tropics and an increase in vector- and water-borne diseases, heat stress mortality, flooding, and wildfire incidence. The increase of disease, and condensed drinking water availability in some areas, could have mass impacts (Nelson, Meadows, Cannon, Morton, and Martin, 2002).

Climate change leads to number of calamities in human life. Most vulnerable aspects of human life are food, agriculture, energy, Health, Extreme climate events, Water scarcity, Employment etc. Indeed Climate is danger that have the potential of affecting the whole humanity without the differentiation of ,continent ,country ,Creed ,caste ,and importantly rich or poor ,developed ,underdeveloped or least developed.

Pakistan's Vulnerability and Rationale for NCCP

Present century generally and last several decades particularly witnessed the climate change throughout the world .No doubt the share of developed world in the production and creation of the causes that leads to

climate change is higher than developing world .But the poor , socio economic, ,political and institutional structure are the leading causes of making them vulnerable to climate change. Pakistan is developing country and shared the same characteristic that's why we are most vulnerable to climate change implications. Some of the significant areas of climate changes implication are discussed in this section.

Due to its constant exposure to severe Climate Change events for the last decade, Pakistan now ranks at sixth position at high threat in terms of its exposure to climate change. Pakistan's natural resources with an economy predominantly dependent on agriculture, which constitutes for 21 percent of GDP, accounts for half of the employed labor and for the largest share of foreign earnings (Javed, 2016). The issue of Climate change is unavoidable and is a forthcoming risk that multiplies the implications for Pakistan's national security (Food, Water, Energy sectors) as Pakistan is placed very high in Climate Risk and exposure.

Today there are noticeable changes in Pakistan's hydrological sequence have been experimental in the form of, Changing rainfall pattern, Droughts, Water accessibility periods, rate of recurrence and strength of high temperature waves, Precipitation events, climate - induced natural calamities (Kiran & Qurat-ul-Ain, 2016). Pakistan is having three main climate change concerns that are related to floods, drought and sea interruption. The cost we have to pay is water and food scarcity, health and hygiene concerns and mass dislocation,(Ministry Planning &development, 2015).

Climate change has serious and potential threat to damage Pakistan, due to its multidimensional social, political, environmental and economic implications. The impacts of environmental degradation, global warming and climate change are comparatively more prominent in Pakistan. Because of its chief dependency on the natural resources for basic survival, high population growth rate and density, low capacity to adapt to the negative impacts of climate change, and poverty (Khan, Ali Khan, Ali , Ahmad & Ahmad, 2016). Pakistan is highly vulnerable to climate change as its economy is heavily reliant on climate-sensitive sectors like agriculture and forestry (Farooqi, Khan, Mir, 2005).

From the economic aspect, the implications of climate change would threaten the whole public generally and indigenous, less privileged masses particularly across the country. The most vulnerable areas include Hilly areas of KP, Gilgit Baltistan and Azad Jammu Kashmir. The Climate Change issue will not cast devastating impacts on energy, water, food and employment resources but also on other key related sectors like livestock, forests, and sheries, industries, transportation, cultivation, etc (Khan et al, 2016) . Climate change is source of decreasing water level, unusual melting of glaciers thus creating water scarcity for domestic and agriculture use.

Pakistan is already experiencing a shortage in freshwater resources. In the wake of growing population, per capita water availability declined from 5600 cubic meters in 1951–1200 cubic meters in 2003 (As cited in, Khan et al, 2016).

The scarcity of water has direct effects on agriculture and energy. Because our agriculture and energy is primarily dependent on enough availability of water .Then agriculture have direct relation with food security if agriculture is affected then it can create serious food security concerns. Agriculture implications can also create unemployment because more than 60 employments are either directly or indirectly related with agriculture. Climate change directly linked to sustainable development. Pakistan requires greater progress in environmental protection. The risk of natural disasters, exacerbated by climate change as well as economic shocks, is adding to existing vulnerabilities (Kiran & Qurat-ul-Ain, 2016). The climate change implications in Pakistan have the potential to disturb our all National aspects and sectors .These implications can leads to ,water ,food ,energy ,employment ,Health ,Education, and financial industry and sectors that can disturb socio economic and political fabric.

National Climate Change Policy

Pakistan vulnerability to climate change and international commitments urged and motivated the government of Pakistan to start initiatives for realization, adaptation, mitigation, and addressing the climate change impacts in the country. The real realization of Climate change as Global and National issue in Pakistan started in 1995. In this year, the Cabinet Committee on Climate Change was formulated to provide a policy coordination forum for combating the climate change. In the year 2003, the research centre named Global Change Impact Studies Centre was established .The major objective of this research centre was to carry out research studies on different aspects of climate change in which country seems to be most vulnerable.

Later on in 2004, another step was taken by forming high-level committee on climate change chaired by Prime Minister of Pakistan. The cream objective of this committee was to provide national level guiding principle on climate change related issues and overseeing matters related to climate change. Third significant episode came in October 2008 when the planning commission of Pakistan formed the Task force on Climate Change (TFCC). With a view to analyze the country's situation related climate change; to contribute to the formulation of a climate change policy. To provide guideness to administration in achieving continued economic development by properly addressing climate change intimidation .To ensure water, food and energy

protection of the country; and to suggest guidelines procedures and actions for progressing large scale Adaptation and Mitigation efforts, for raising awareness of various stakeholders; and for enhancing the capacities of relevant national institutions (Commission Planning , 2010).

The foundation laid by TFCC in the shape of recommendations in their reports especially final report in 2010. Then a team for the drafting and finalizing the policy the document was formed. Dr Qamar Uz Zaman Choudry led this team and the members were Dr Seeme Malik, and Mr. Muhammad Sohail. Steering committee experts and United Nation Development Programmed also contributed this policy formation by providing technical and funding support (MOCC, 2012). "The Task Force's recommendations gave birth to the National Climate Change Policy (NCCP) that was finally launched three years later in Islamabad by the UNDP and the federal Ministry of Climate Change in an official ceremony held today on 26 February 2013. Since July 2011, the UN's One Joint Programme on Environment has funded the long and expensive process leading to the launch of the NCCP, including consultations with all the provincial governments. The NCCP was approved in principle by Pakistan's cabinet in March 2012, but it was only ratified in September 2012 and officially launched in February 2013" (Rina, 2013).

Objectives of the Policy

- To promote conservation of natural resources and long-term Sustainability.
- To enhance the awareness, skill and institutional capacity of relevant stakeholders.
- To foster the development of appropriate economic incentives to encourage public and private sector investment in adaptation measures.
- To pursue sustained economic growth by appropriately addressing the challenges of climate change.
- To integrate climate change policy with other inter-related national policies.
- To focus on pro-poor, gender sensitive adaptation, while promoting mitigation to the extent possible in a cost-effective manner.
- To ensure water security, food security and energy security of the country in the face of challenges posed by climate change.
- To minimize the risks arising out of the expected increase in frequency and intensity of extreme weather events such as floods, droughts and tropical storms.
- To strengthen inter-ministerial decision-making and coordination mechanisms on climate change.

➤ To facilitate an effective use of opportunities, particularly financial, available nationally and internationally Source (MOCC , 2012)

For the implementation, NCCP a Framework for Implementation of National Climate Change Policy was developed in 2013 and Government has formed a National Climate Change Policy Implementation Committee to ensure an effective implementation of National Climate Change Policy & Action Plans and to oversee progress in this regard. Tasks of the committee include regular monitoring and upgrading of the National Climate Change Policy after every five years. Federal Minister for Climate Change was designated as chairperson of the committee.

Challenges to the implementation of NCCP

Several linked barriers and obstacles are presenting challenges to the implementation of NCCP. These include a lack of political will and commitment, Climate finance and budget, lack and politicization of expertise, poor Institutional capacity, lack of coordination and acceptance of responsibilities, Poor climate literacy and awareness and absence of peoples participation. These barriers and challenges are one by one discussed in this section.

The commitment and will are two main ideological foundations for any task. After six years of the formation of NCCP still we as a Nation are not up to the mark .One of the key reason behind this is the lack of political commitment and will. There is lack of political will and commitments to determined implementation of the said policy. Pakistan is democratic state having federal parliamentary form of government .According to this system the supreme authority of state administration lies in the hands of political executive. In case of the implementation of climate change policy the political commitment and will in the government policies is one of the main hindrance .Our political elites are not ready to take this case seriously.

The federal government itself has sent mixed signals about its long-term commitment to dealing with the impacts of climate change, .The decision to set up the Ministry of Climate change in 2012 was a step in the right direction, placing Pakistan amongst a very small group of countries around the world having full-fledged ministry dealing with the issue. However, in 2013 it was downgraded to the status of a division under the federal cabinet and its budget was cut down by more than 60 percent. Again in January 2015 the climate change division upgraded as Ministry of Climate change but without enough budgetary allocations, thus representing a vehicle without petrol on the highway (Zaman & Rana, 2016).

A framework for the implementation of designed activities of NCCP was established in 2013. This framework was designed to implement the NCCP activities and actions from 2014-2030. However, today this framework is inactive, activity less and out of scene. Many other committees and groups were formed to look after this matter but non-seriousness' and political bargaining and male nepotism always remain intact. While the developed countries across the world have shifted focus to overcome on the issues related to climate change, it is unfortunate that Pakistan could not implement its first National Climate Change Policy 2012.

One of the factors among many others in delay of implementing the policy was resignation of the climate change. According to a senior official of Ministry of Climate Change, there was a need to push all provinces to speed up the process of policy implementation. He said that after resignation of minister the provinces did not take the federal government's reminder of policy implantation seriously. He said that Climate Change policy could not be implemented in country due to the lack of political will and commitment to goal (Nokhaiz Sahi, 2015).

The actions for the implementation of NCCP and Climate initiatives by the government and its institutions are not as swift and swift as the climate changes. Lack of political will or enthusiasm and inconsistent strategy focus expelled the improvement. Despite the fact that climate change and environment has been institutionalized, the fruition of recognition of the problem has taken too long. Similar to several other departments, the government's approach has been irregular, resting mostly on ad hoc response (BR Research, 2017). So the lack of political will and commitment that is one feature of Pakistan political system and Political elites in this case is one of the main reasons that the policy is inclining towards failure.

"Money is the heart of successful worldwide action to deal with climate change; it is core to enabling developing states to lessen greenhouse gas emissions, and to cope with damaging impacts of climate change. Developing countries across the world see financial commitments as key to achieving the target of keeping global warming below the 2o C increase limit. 'Climate Finance aims at reducing emissions, and enhancing sinks of greenhouse gases and aims at reducing vulnerability of, and maintaining and increasing the resilience of, human and ecological systems to negative climate change impacts (UNDP Pakistan, 2018) .

The importance of finance (Budget) is leading and most important factor in the implementation of any public initiative, policy or programme. NCCP of Pakistan is fully dependent on the financial assistance of international donor agencies, Climate related world financial institutions and UN Networks. Instead of designing the policy according to our own capacity and available

National resources, we desired for the activities that need huge financial allocation every years. Already we are relying on the financial assistance of IMF, World Bank, China, USA and Gulf states, to meet our budget deficit and balance of payment. Now this is a question mark how we will manage to locate funds for the implementation of Climate Change policy. Our policy makers and politicians have one answer reliance on Climate Change international donor agencies like Green Climate Fund (GCF). However, most of times we failed to have funds from these institutions.

The problem of climate finance is particularly pertinent. The international Green Fund for Climate Change, a method to transfer money from the developed to the developing world, for the assistance of developing countries in adaptation and mitigation of climate change issues. It is currently faces a dim future. Developed countries have shied away from giving even the 30 billion US dollars they promised by the end of 2012. Their poor record of accomplishment in fulfilling their climate finance pledges is not giving us much ray (Rina, 2013).

The GCF is a relatively new grant institution. The decision of the GCF Board to allocate 50 percent of the fund's resources to adaptation makes the GCF the largest multiparty funder of climate adaptation activities. But even though huge sum of climate finance are available, Pakistan has been unable to access even a small portion of available sum (Ovais, 2016). Although Pakistan has formulated the policy on climate change and framework for its implementation. However, we need to convert actions into budget for the implementation .Without the budget the implementation is not possible (Akhtar, 2016)

Pakistan required investing 5.5 percent of GDP yearly for mitigation and 1.5-3 percent for adaptation to deal with impacts of Climate Change. Due to considerable international shortfall in financing, Pakistan requires an overarching Climate financing framework that can help streamline budget allocations and ensure strong response to Climate challenges in the country. But the future seems dark as climate finance is concerned (Javed, 2016). The NCCP idealized the formation of National Climate Change fund under the planning commission. Again, there are no details about where the money will be coming from only giving allusion to Public Sector Development funding. Without proper funding, the NCCP might meet the same fate as dozens of other good-intentioned policy documents prepared by successive governments and are now in secret cupboard. (Rina, 2013) . It seems that Climate finance is one of the core challenge to the implementation of NCCP and this Challenge will remain intact until and unless when we adjust our priorities and fund generation according our own resources.

One of the core factors that play a leading role in the success or failure of a policy is the capacity of the

institutions involved in it. NCCP required the institutional capacity for its objective oriented implementation. But keen exploration of the institutions have revealed that most of the institutions involved in the implementation of the policy lacks capacity and strength. That's why after six years of adopting the policy still we are pondering in the dark.

Lack of capacity and strength of the institution was highlighted in official document of NCCP but the measures for capacity building remained confined to high level luxury sessions. Pakistan is lacking of credible institutions to deal with Climate Change problem. That's why capacity building and institutional strengthening is priority area of government and this policy (NCCP, 2012).

The Ministry of Climate Change formed in 2012, which also having charge of Environment is the national central point for UNFCCC and Kyoto Protocol and the implementation of NCCP. The Ministry has also been coordinating with other concerned agencies/institutions on various technical aspects. (Khan et al, 2016). The Apex body responsible for the implementation is Ministry of Climate Change. However, even the existence and status of this ministry is controversial among political circles of Pakistan. In 2012, Ministry of Climate Change was established. However, in 2013 it was lowered to the status of division under the federal cabinet. In January 2015 again the division was upgraded as Ministry but without proper budgetary arrangements (Zaman & Rana, 2016). Pakistan needs strong institutions to implement its NCCP. The severity of the climate change threat and its cross cutting nature require a whole governmental approach including parliament, finance, planning and departments (Javed, 2016).

Institutional structures dealing with the Climate change is present both at the federal and provincial level but it seems that there are an absence of protocols and capacity for the implementation of the policy (Farooqi, 2014). For the implementation of climate change initiatives there is much to build the capacity of state institutions and departments to better comprehend global commitments and to determine whether and when domestic policies are in line with the international treaties the state has ratified (Malik, 2018). There is issue of capacity, both in terms of human resources and the institutional setup for the implementation of NCCP (Arif Ahmed Khan Secretary MCC, Interview 2016). The institutional capacity plays an important role for the implementation of a public initiative. The NCCP implementation also needs strong and capable institutions. But until now this prerequisite is missing. That is why we need to build the capacity of our institutions to meet this devastating challenge of Climate Change.

Lack of technical expertise and politicization of available expertise is another challenge that makes

hindrance in the implementation of NCCP. Climate Change and its related sectors are technical and sophisticated that required, academic proficiencies, skilled and expertise in dealing with climate issues. Nevertheless, political, Non-political executive, administration and the individuals involved in it are lacking the expertise, education and climate related research. The apex body to deal with climate change, multisectoral coordination and federal provincial coordination is the Ministry of climate change. However, the human resource from Minister to bottom, available in the in the ministry their own expertise are a big question.

A key challenge to integrate climate change in the country' administrative system is lack of capacity and expertise within line ministries and institutions. This includes lack of a common understanding of climate change as a strategic risk factor among the heads of departments (CCFF, 2017). After Minister, the second in command in ministry of climate change and other climate related departments are secretaries of the concerned department. They serve the whole life in revenue, administration and other departments. However, without having experience, educational and research background in climate related fields. Their appointments as key bureaucrat on climate change is away from understanding. How he would provide leadership without self-understanding the issue. Most of the officials and individuals who are working in climate related fields their appointment, posting are made on political grounds without considering experience and expertise.

A prime institution of climate change concerns is Pakistan Environmental Protection Agency, but there is dearth of technical and expert secretarial staff that continued to challenge the performance of the environmental supervisory body. Officers on deputation and ad hoc appointments filled major vacant posts without having the relevant qualifications or expertise in climate change (Anwar, 2018). In final report of climate change task force it was recommended to support the research institutions and universities for undertaking need based research in priority environment areas and for organization of scientific conferences, seminars on environment (Commission Planning, 2010) like other recommendation this proposed initiative is also waiting for the implementation.

NDMA and PDMA are core climate related institutions majorly responsible for disaster preparedness and response but the expertise dearth is also prevailed there.

Non availability of disaster management specialists, Permanent staff, frequent transfer of staff, and no dedication of staff are core issues that are making hindrance in climate response (Kamal, 2016). In Pakistan, the level of expertise and awareness regarding climate change and its impact is not adequate, especially in comparison to the global level of awareness (Shahid, 2016). This is evident from the above discussion that lack

of expertise and politicization of available expertise is one of the core barrier and challenge in the implementation of the National Climate Change policy.

Climate Change is multidimensional, multisectoral and multi responsibilities sharing issue. That required well coordinated efforts from all the sides involved in this issue. Three are three main aspects of coordination on climate issue. Firstly the inter coordination of federal ministries, agencies, departments and research institutions related to CC. Secondly federal, provincial coordination. Thirdly the coordination between provincial ministries and departments. But there is big coordination gap in all the three aspects of coordination that is a leading challenge in the implementation of NCCP.

Another challenge is acceptance of responsibilities. Whenever a question raised about the responsibilities related to implementation of NCCP the blame game started, the federal and provincial governments throws responsibilities on each other. In case of Climate Change, the authority is controversial between federal and provincial governments. The issue of CC has been remained unclear between the federal Ministry of Climate Change and its provincial counterparts since the 18th Amendment in the constitution. The 18th Amendment has made the units accountable for environmental law making and climate change service delivery, but has opted the authority of the central government to direct the execution of relevant international commitments and lay down the direction of national policy on climate change (Zaman & Rana, 2016)

There is wide gap and lack of coordination among key actors. There is a need of greater coordination between federal and provincial governments. Although coordination mechanisms are improving, but they need to be further enhanced, particularly through regular consultations on climate change issue (Shahid, 2016). The role on the implementation and execution of the policy is something common in many departments – that remain a block issue. The coordination efforts between federal, provincial, and local governments with involvement of all stakeholders are described as the most crucial challenge for the actual implementation of the policy. (BR Research, 2016)

The weak coordination of institutions slows down climate change adaptation plans. Development of institutional coordination, by relating sectoral objectives rationally and improved coordination of climate change actions among national, provincial and local levels can ensure climate change measures are effectively implemented (Ampaire, Okolo, Acosta, Jassogne, Twyman., Muindi, & Mwongera, 2016). In 2017 Global warming, unbalanced climate conditions and rainfall patterns apart from extended rainless spells sustained to be a cause of alarm for the country. The situation was aggravated due to lack of coordination between concerned departments.

Also non-implementation of adaptation and mitigation policies at the government level. The solid reason that make country vulnerable to climate change impacts. Thus prompting German Watch to list it at seven on its list of most vulnerable states of the world (Anwar, 2018). Lack of coordination and comprehension regarding institutional functions, obligations and powers has been a major obstacle to the consolidation of a long-term process directed to implement the climate change policy and its related activities (Raza, 2014). Six years of adopting the policy and its implementation progress revealed that lack of coordination, absence and acceptance of responsibility among key implementation actors remained a barrier and challenge to smooth implementation of NCCP.

Another barrier to the desired implementation of NCCP and other climate change initiatives is the wide gap of climate literacy among key actors as well as common masses. To address climate change issue as a nation we need to adopt participative approach in which climate literacy and awareness has core role. Lack of Climate and environmental awareness and consequences of climate change in Pakistan can have spread out effects on the Gulf countries situated right next to Pakistan (Piracha & Majeed, 2011). In developing countries, lack of awareness to climate change is key barrier to address climate change issue. Likewise in Pakistan low awareness is creating severe threat for the adaptation of climate change. The government of Pakistan seems to unprepared to deal with destructive effects of climate change (Lata and Nunn, 2012).

According to UNESCO Climate literacy and education is an essential part of the international response to climate change. It urged people to understand and address the impact of global warming, increases "climate literacy" among young people, encourages changes in their attitudes and behavior, and helps them adapt to climate change related trends. Education and awareness-raising enable informed decision-making, play an essential role in increasing adaptation and mitigation capacities of communities, and empower all the peoples to adopt sustainable practices (UNESCO 2014). According article six of UN Convention on Climate Change, the parties to convention requires to encourage education, training and public awareness programs, within own capacities and assets (UNFCCC, 1992).

Literacy and comprehension of climate change issues is not the field of experts, and policymakers alone, the people in common need to be knowledgeable concerning the impacts of climate change and likely adaptation and mitigation measures (Commission Planning, 2010). In Pakistan awareness is a key issue, barrier and challenge that need to be addressed. We must focus on 'climate literacy' at both the macro and micro levels, through trainings, awareness campaigns, education curriculum readjustment. The gap in research and implementation

also needs to be covered, with focused on research and its conversion into policy implementation (Javed , 2016).

Awareness on climate change is yet a big issue in Pakistan. Public awareness about climate change comes late in Pakistan. The reason is either absence of the subject in school textbooks or incompetent and non-specialized treatment of the subject (Khan, 2016) Climate Change literacy and awareness of individuals and institutions are indicators of how public react to the negative impacts of climate change. Climate change awareness is an essential element to achieve sustainability in developing world. Lack of awareness is a significant barrier to climate change adaptation in developing countries. Raising climate change awareness at the local level is critical for Pakistan as climate change impacts have the potential to create devastating effects on the socio economic structure of Pakistan (Shahid & Piracha, 2016).

But in spite of having realization about the importance and need of climate literacy and awareness. The NCCP recommendations regarding awareness creation and literacy are away from significant implementation .That is the reason that today not only lay man but the educated persons are not aware about the potential threats of climate change .Without the common man and educated community support the NCCP implementation and desired outcomes are not possible.

The History of the many governmental initiatives in Pakistan witnessed that the noninvolvement and lack of people participation. Always proved to be one of the key reasons behind the failure of these initiatives this is the main feature of our public administration and policy making of Pakistan. That the policies are formed behind the close doors. In implementation of policies, people's participation is not given any significance. Same like previous initiatives the implementation of NCCP shared the absence of people's participation. In the implementation of NCCP, participation has been remained confined to officials of different departments and ministries, international organizations, political elites and so called western oriented civil society members.

Behind any doubt, the climate Change implication would mostly disturb the socio economic aspects of the life of, poor and less privileged peoples of Pakistan. Now this is an astonishing fact that the most vulnerable are away from participation .There are two main reasons behind this state of affairs. Firstly poor literacy and awareness on climate related issues because attention has not been paid to climate literacy and awareness. Secondly prevalence of central bureaucratic approach, they considers that the peoples are ignorant that is why their participation is not considered necessary. Involvement of common peoples and communities ought to take core role.

When implementing climate change adaptation policies and initiatives .Community active involvement is

important because they are the real chain movers of any developmental task. Peoples participation is helpful in creating common ownership ,sustainability and further exploration of local capacities (Abbas, 2017) .According to Paris agreement on climate change, the worldwide governments need to improve the efforts to promote public participation, awareness, literacy, and information on climate change and its implications. (Paris agreement 2015) In short the successful implementation of NCCP .Needs the adaptation of participatory approaches in which all the segments of the society should be mobilized for the participation.

CONCLUSION

Climate change is the reality of the century .It has the potential to endanger the very existence of the today world .The vulnerability of Pakistan to climate change lies in the fact that it's over reliance on agriculture and natural resources .The poor socio ,economic infrastructure ,poor human and physical capital also leading cause of vulnerability . In the response to this issue, Pakistan formulated its National Policy on climate change in 2012. For the implementation this policy, the implementation framework and different committees were also formed. However, after six years of adopting this policy still the different recommendation of its not implemented yet. After keen exploration of this matter this paper concludes that there are barriers and challenges that are making hindrance in the implementation of this policy. These barriers include, lack of political will and commitment, Climate finance and budget, lack and politicization of expertise, poor Institutional resources and capacity, lack of coordination and acceptance of responsibilities, Poor climate literacy and awareness, absence of mass community participation. For the objectives oriented and smooth implementation of the policy all the key stakeholders needs to work for the mitigation of these barriers.

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