ORDER SHEET IN THE HIGH COURT OF SINDH AT KARACHI

CP NO.S-2116/2018

Date Order with signature of Judge

BEFORE: MR. JUSTICE SALAHUDDIN PANHWAR.

- 1. For order on CMA No.600/2020
- 2. For further orders.

11.02.2020

Mr. Malik Altaf Hussain advocate for Sindh Education Foundation.

Mr. Salman Talibuddin, A.G. Sindh alongwith Ms. Leela Kalpana Devi, Additional A.G. Sindh alongwith Mr. Zahid Ali Abbasi, Secretary Health, Dr. Altaf Shaikh, focal person, Mr. Faqir Muhammad Lakho, Additional Secretary, Endowment Mr. Amir Waheed Khawaja, Deputy Director (focal person), Orphanage Wing, Social Welfare Department, Mr. Muhammad Khaliq Qureshi, Addl. Director (focal person), Social Welfare Department, Nisar Ahmed Solangi, D.G. Social Welfare, Mr. Sikandar Hassan, Deputy Secretary (Legal), Finance Department, Ahmed Ali, Deputy Secretary, Finance Department, Dr. Azeemur-Rehman Meo, Director General and Mr. Tahir Mehmood, Deputy Director, Sindh Child Protection Authority, Mrs. Nargis Saeed, Deputy Director, Al-Binat, Social Welfare Department, DSP Raza Mian on behalf of AIGP Legal-II, CPO Sindh alongwith ASI Yousuf Ali, DSP Waqar Khan, SDPO, SI Nadeem, SHO PS Aram Bagh. Hajra Usman, SIO Women, Saddar South.

M/s. Tajammul H. Lodhi, Ghulam Asghar Pathan and Ahmed Khan Bugti, advocates, amici curiae.

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- 1. Pursuant to earlier order Mr. Ghulam Asghar Pathan, Amicus Curaie, submits his recommendations, DSP Preedy submits compliance report, Inspector Hajira Usman submits report as well D.G. Social Welfare Department, D.G. Sindh Child Protection Authority (SCPA), AIGP Legal submit compliance report; taken on record.
- 2. Pursuant to order dated 04.02.2020 A.G. Sindh present contends that Chief Minister Sindh exercised powers under section 24 of the Sindh Civil Servant Act while accepting the summaries of individuals including Zafar Ahmed Siddiqui, President, PPPP District Central, Karachi, Alamuddin Bullo, Chairman, Anti-Corruption

Establishment, Farooq Azam Memon, Secretary, Minority Affairs, Government of Sindh, Colonel Mujahid Hussain Mujahid, ACSO Bilawal House, Syed Manzoor Abbas, Secretary Katchi Abadies, Government of Sindh, Ms. Iffat Malik, Add. Secretary-II SGA&CD, and other civil servants to provide scholarships on meritorious basis; he further contends that order of this court reflects the names of those students who are getting education on scholarships through special summaries; they possess extraordinary merits hence they were qualified to get scholarships from the funds though he admit that as per upper limit of annual income of Rs.1.5 million as provided under the Endowment Fund Rules, all the persons as mentioned in order were not competent to receive the same. It is further contended that this is case of first impression yet Trust of endowment fund is not registered as well as Rules and Regulations are to be streamlined hence the approval of summaries were not result of any malfeasance or misfeasance, but result of misunderstanding. It is contended that the amount, released in favour of individuals, would be transferred to the endowment fund by the Finance Department, Government of Sindh, from other heads as principal amount of endowment fund cannot be utilized by any officer including the Board of Trustees. Deputy Secretary Finance present confirms that Rs.51 million will be transferred.

I would take no exception to desire of **parents** in seeing their **children** at **top** of every field. Such **desire** includes the **best** education but since classification of **rich** and **poor** is result of divine decision hence all can't be expected to have equal situation and circumstance in fulfilling such **'desire'**. This happens to be one of the main **objectives** of a **'GOVERNMENT'** to ensure a balance without letting the **individuals** to take the matters in their own hands. It is

the **desired** balance which results into different legislation whereby concept of **equity** in a **territory** (society, state, country) is attempted. I would add that such attempt shall always fail if true enforcement is not intended. The **'intention'** can't be seen but can only be concluded from the **actions** or **omissions** of one, required to prove his **'intention'**. When it comes to government and officials thereof, the **proof** of their **'bona fide intention'** is nothing but to strictly follow the **required procedure**, as laid down by relevant law. It got judicial **enunciation** as on the basis of maxim:

"a communi observantia non est recedendum"

"There should be no departure from common observance or usage."

The above settled *principle* needs to be followed *strictly* unless there is an *abnormal* situation, making the *normal* things *abnormal*. An *abnormal* circumstance may justify a *deviation* but that <u>must</u> always be subject to reasonable *justification* (*reasoning*).

The *proposal*, placed to a raised situation, directly relates to object of the Endowment Fund hence, it would be appropriate to refer paragraph Nos.4, 10 and 11 of order dated 06.12.2019, being explanatory to all this. The same reads as:-

[&]quot;4. Since there are three categories of students in our country. First category students get education in private school(s)/college(s), whereas second category of students get admission in government school(s)/college(s) and third category of students get admission in Education Foundation and Endowment funded school(s)/college(s). The pain and agony of failure of government in **public education system** has also been acknowledged in the judgment of Honourable Supreme Court (2019 SCMR 1753) while acknowledging *classification* in education system which, regret to admit, has already sketched a **thick line** between upper and lower classes. The relevant portion, being conducive, is reproduced hereunder:-

[&]quot;5. Some of these schools with the quality of teaching faculty and facilities at their campuses charge handsome fees which only the **affluent class** can afford. These private schools can be classified as **first tier schools**. Application of Rule 7(3) on

such schools would certainly have the effect of subsidizing the rich of the society. As for children of <u>upper middle and middle class families</u> there are private schools which can be classified as <u>second tier schools</u>. Many of these schools also impart good quality education. Their tuition fees are comparatively affordable, however, for middle class families who send their children to these schools, their budget gets affected when the tuition fee is raised phenomenally in an academic year. <u>There are private schools that can be classified as third tier schools where only lower middle class families send their children.</u> The education level of these schools is much better than most of the present day government schools. <u>Hence private schools can be classified in three tiers that charge tuition fee ranging from Rs.1,000 to Rs.60,000 per month or thereabouts."</u>

The above picture is an admission of classification for an otherwise guaranteed fundamental right towards education which normally must be available to all regardless of their position in any of the classified class of families. It has also come on record that 50% students are studying in private schools and 50% are in government schools. Since, those falling under below poverty families, also are entitled for good quality education, therefore, a parallel education system under Sindh Education Foundation Act, 1991 was introduced partially funded by the World Bank. Thus, prima facie, in public sector schools there are two categories, one category is general and second category is special, which provides separate mechanism from primary to secondary under the Sindh Education Foundation Act, 1991 for the students, whose parents are falling within the category of "poverty" and of "under poverty".

10. The Additional Secretary, Endowment Scholarship, College Education Department undertakes that department is going to register Endowment Fund as Trust as at present they have 247 Million for yearly scholarship. The idea of registering Endowment Fund as *trust* is worth appreciation because the purpose and object of Endowment Fund is specified. Since many directions have been issued in presence of Mr. Faqir Muhammad Lakho and he, by his undertaking has taken responsibilities to comply with the orders towards a *cause* therefore, to avoid any failure judicial proprietary demands that he shall not be consigned any other post until further orders.

Needless to mention that the category as defined and adopted by Punjab Education Foundation and criteria must remain towards the **poor class** in the *minority* because the object is to ensure education to more deprived classes. Since there are many other donors who are providing scholarship, therefore, the Committee as formed above, shall also examine and collect the data with regard to all scholarships provided by the government as well by the institutions likewise COL, OGDCL and other petroleum and gas companies."

4. Now, I would revert to *plea*, taken by learned A.G. Sindh, whereby the approval of *summaries* for *individuals* (despite objection of the Department), have been attempted to be justified. The referred section (24 of Sindh Civil Servants Act, 1973) reads as:-

"24. <u>Nothing in this Act</u> or in any rule shall be construed to limit or abridge the power of Government to deal with the case of any civil servant in such manner as may appear to it to be just and adequate:

Provided that, where this Act or any rule is applicable to the case of a civil servant, the case shall not be dealt with in any manner less favorable to him than that **provided by this Act or such rule**"

The above provision is always confined to service matter (s) which shall not stand extended in *personal* financial need or problems of the civil servants. Since, the *preamble* of an **'enactment'** is always the key thereof hence issue shall stand clarified from referral thereof which reads as:-

"WHEREAS, it is expedient to regulate by law, the appointment of persons to, and the terms and conditions of service of persons in the service of Pakistan in connection with the affairs of the Province of Sindh and provide for matters connected there with or ancillary thereto."

Thus, I am not inclined to accept the *plea* that **Government**, per section 24 of Sindh Civil Servants Act, 1973, has unfettered powers to intervene in *personal* affair (s) / liabilities of civil servants because the status of **civil servant** never rips away the personal (private) status of a person nor allows a civil servant to take any *undue* benefit of his status (civil servant) to discharge his *personal* liabilities which do includes *education* of his children.

5. Be that as it may, it has an *undeniable* position that amount was allocated out of a specific 'FUND' which never allows such allocation beyond the *limitations*, provided for dealing with such 'FUND' and not *otherwise*, particularly when there had never been any *abnormal* circumstances justifying deviation from the *normal* course. At this juncture, Additional Secretary Endowment Funds submits notification dated 20.01.2003 which contains that "In partial modification to this department's earlier notification No.PA/AS/MISC-2002 dated 16.08.2002 the Board of Trustees to

oversee the investment and take care of the endowment funds created by the government <u>for meritorious students from poor communities to continuous higher education in prestigious private institutions</u> shall be headed by Education Minister in place of Mr. Shams Qasim Lakha, President Agha Khan University." By this notification Mr. Lakha President Agha Khan University was replaced by the Education Minister. Further notification dated 01.06.2018 shows criteria scholarships which are that:-

POWERS OF BOARD OF TRUSTEES

- i. To approve the scholarship to the deserving meritorious and needy students (res/renewal)
- ii. To allocate the number of seats to the institution enrolled in the SEEF
- iii. To formulate the policy for award of SEEF scholarship from time to time.
- iv. To recommend the nomination/removal of any person as or from member of board of trustees of SEEF
- v. To delegate powers to any of the member of the board of trustees.
- vi. To recommend/propose the allocation of funds to the government for enhancing the (not readable)
- vii. To award scholarship to the poor, needy and meritorious student at any stage of the (not readable)
- viii. To frame and amend the eligibility criteria for grant of endowment scholarship
- ix. To include any of the institute in the panel of SEEF
- x. To monitor the endowment fund account and to call bank statement of account at any time.
- xi. The board shall meet quarterly and quorum shall be at least five (5) from which one (not readable) outside from the government departments, whereas the member/secretary of the board (not readable) of the SEEF.

POWERS OF THE CHAIRMAN

Chairman shall have power:-

- i. To approve renewal case of any of the scholar on the recommendation of college education department if the scholar is fulfilling the required criteria and place the same case before the SEEF board of trustees meeting for post facto approval.
- ii. To call meeting of SEEF board of trustees at any time other than quarterly meeting.
- iii. To enquire any misappropriation at any stage
- iv. To appoint enquiry committee from conduct of enquiry in any case of SEEF
- v. To appoint an interview committee for conduct of interviews of the applicant in the institutions
- vi. To exercise the powers of the board of litigation/court matter
- vii. To grant/approve the honoraria of any of the member of board of trustees as well as interview committee and supporting staff
- viii. To check and monitor the co signatory for issuance of the cheques.
- ix. To issue permission of issuance of cheques of approved cases/amount of the scholarships to the institution by the board of trustees of the SEEF.

Even the referred notification (s), nowhere, permit the **Government** to allocate **considerably** huge amount for **individuals** on ground of **good education record** only use of *every* but is aimed to *strictly* examine every such request in accordance with object of the **'Endowment Fund'** which, needless to add is aimed for specific class of people who even can't think of enrolling their children in **first tier schooling system.** I must add here that the *ordinary* meaning of the word **'fund'** stands violated (frustrated) when the amount from such **'fund'** is allowed to be used in such manner or **fashion**. The situation, surfaced, demands reproduction of ordinary meaning of the word **'FUND'** which is:

"a sum of money saved or made available for a particular purpose."

- 6. It is the *particular purpose* which always demands regulation of a 'FUND' to be dealt with in no other ways but *specified one* only. Regardless of every sympathy with the children (students) as well their *innocence* I find myself helpless to endorse such approval, particularly when:
 - i) the *individuals* were not entitled, per quarter concerned;
 - ii) the quarter concerned did raise such specific objection;
 - iii) the approval is showing no **legal justification** in approval thereof which, *otherwise*, is requirement of every order.
 - iv) Referred summaries were rejected by the Board of Trustees.

As regard non-establishing of Trust and framing of Rules, it would suffice to say that this had been the failure of the *Government* itself and they can't take an advantage of their own mistake (*wrong*). Even, *otherwise*, the 'object' of the 'FUND' had never been ambiguous.

7. Even if all above are kept aside and bona fide of the Government is believed yet I find no legal escape to settled principle that 'Award of benefit to a person in violation of law would not attract principle of locus poenitentia (2011 SCMR 408), therefore, the Government can't avoid earlier order with regard to recovery of such amount. Now, it is the time to examine the proposal of payment of such amount through some other head. This proposal gives rise to certain proposition (s) which are:-

"Whether the **Government** has power to use the amount from another head (believed to be specified for specific purpose) to pay such like amount?

Since, I am conscious of the fact that an *illegality* can't be undo with multiplicity thereof, therefore, the above proposition needs to be explained by the Government before motivating this Court to *modify* its earlier order with regard to an amount of **'FUND'.** Accordingly, the learned AG Sindh, shall satisfy this Court on said proposition.

- 8. When confronted, it is admitted by learned A.G. Sindh that through special summaries a sum of Rs.51.95 million from the allocation was released in favour of individuals. It is contended by learned A.G. Sindh that Chief Minister Sindh will not pass any new summary onwards and all scholarships would be dealt with by the Sukkur IBA and Karachi IBA Department to be regulated by the board of trustees. This open statement is welcomed with an addition that unless a wrong is owned there shall always be possibility of repeating thereof. The plea of bona fide (innocence), too shall loose its significance when the wrong is not owned. At this juncture learned A.G. Sindh submits undertaking which is that:-
 - "1. In so far as allegations that have been made from the endowment fund on the basis of special summaries (fifteen in number) approved pursuant to section 24 of the Sindh Civil Servant Rules 1973 it is respectfully submitted that as of the date hereof no special summaries allowing disbursement where the laid down criteria has not been met strictly shall be floated and approved.

(The commitment is taken on record as *positive* one with an addition that *plea* of section 24 stood answered in *negation*)

2. The funds that have been disbursed during the year 2016-2017 to 2019-2020 on the basis of special summaries amounting to Rs.51.955 million shall be

credited by the government of Sindh to the endowment fund.

(This, however, shall be subject to an *affirmative* answer to framed proposition)

3. It is further respectfully submitted that another summary for scholarship from the endowment fund in the sum of Rs.7,113,264/- was approved by the chief minister on 21.12.2019. This amount, however has not been disbursed so far. If this honourable court is pleaded to permit to release of this amount it shall also be credited by the government of Sindh to the endowment fund.

(Any further release in consequence of any such approval (which, otherwise, undertook not to repeat), can't be allowed as same might result in allowing an *illegality* to cause its effects)

4. The government of Sindh further undertakes that the criteria for regulating the endowment fund for **school education** shall also be finalized at the earliest on the same lines as the endowment fund for college education."

(Welcomed, being in line with earlier orders of this Court as well objective of the **'Endowment Fund'**)

9. The **endowment** stood established decades earlier yet we, even, could not establish 'TRUST' nor could frame rules thereof rather things remained under **dark** which remains letting misuse of the **fund**. Here, I am again compelled to reiterate that a **good** must always be adopted / welcomed regardless of its **root**. The Punjab Educational Endowment Fund (PEEF) is an **example** to appreciate that it even owning the students from all over Pakistan, including that of **Sindh**. It has got a **mechanism** and good publication is made time and again so as to let the deserved know his chances to continue **higher education**. A reflection thereof, being helpful, in dressing up the commitments / undertakings, is given below:-



10. At this juncture Additional Secretary Endowment Fund contend that in Kasoor District of Punjab, 100 orphans/needy students of Sindh are getting education on Endowment Fund.

- While appreciating the PEEF one shall have to 11. acknowledge negligence of SEEF which includes surfacing of another example that in the year 2017 Rs.298,00,000/- were siphoned off by the officers of Endowment Department. Accordingly Chief Minister Sindh appointed Ms. Naheed S. Durrani as enquiry officer against Moazzam Ali Marri, Additional Secretary, College Department, Farid Ahmed Mughal Section Officer (BS-17) Endowment College Department, Gulzar Ahmed Memon, Private Secretary (BS-17) Section Officer, College Department and they were suspended. Further it reflects that Endowment fund meant for deserving students for higher education, cheques were prepared in favour of Al-Tibri Medical College but name was shown as ISRA Islamic Foundation in order to usurp the amount and the amount was deposited in account opened by Ameer Ali in Dubai Islamic Bank. The amount of Al-Tibri Medical College was transferred in the fake ISRA Islamic Foundation. Such FIR bearing No.15/2018 u/s 409, 420, 468, 471, 34 PPC read with section 5(2) of the Prevention of Corruption Act 1947 was lodged. The matter was investigated by FIA as well enquiry was conducted and all accused, as named above, were sent up for trial. It is also revealed that major portion of the amount is seized by FIA. These facts also reflect serious embezzlement and illegality of endowment funds meant for deserving meritorious students of poor communities and orphans.
- 12. Accordingly Secretary Colleges shall submit details whether that amount is received back by the endowment department or otherwise. In case such amount is seized, judicial propriety demands that FIA officials shall process the transfer of such amount to endowment fund because only after investment thereof the benefits

could fall upon poor and orphan for higher studies. Thus issue notice to DAG who shall submit present status of in question criminal case and shall ensure that the amount involved in embezzlement is returned to the concerned department for proper use after due process. Secretary Colleges shall also submit details as to what departmental action has been taken against delinquent pursuant to the enquiry report which culminated while holding the delinquent officers in this malfeasance. To bring a full-stop to all such attempts as well materializing the undertakings of the Government, it is hoped that Chief Secretary shall ensure dressing up of the commitment / undertakings without much delay, preferably within two months, with compliance report as well as learned A.G. Sindh, being *direct* representative of the Government, hopefully, shall ensure compliance so as to be able to place a better statement on next date with regard to legislation of trust and establishment of school education endowment fund.

- 13. Additional Secretary Endowment fund shall ensure that separate website is launched in similar pattern as Endowment Department of Punjab Province which shows complete mechanism and criteria of endowment fund scholarships enabling the students to apply for scholarship.
- 14. It is germane to mention here that notification of 2013 reflects that Chairman of the Board of Trustees was president agha Khan University, therefore it would be pertinent to direct the Chief Secretary that in place of any other private university, president agha Khan University shall be nominated as member or Chairman of the board of trustees.

- 15. Further it reflects that seats allocation is not in accordance with the strength of students and faculties therefore universities which have various faculties and thousand numbers to provide higher education to common student in public sector thus there shall be sufficient increase in number of seats of those universities like Sindh University, Karachi University, Khairpur University, Shaheed Benazir Bhutto University, Larkana. The Board shall also include new steps as per modern system of the education and board shall keep in mind to fix structure of private sector and public sector and since this is public exchequer therefore if same course are available in public universities in that case number of students of private universities shall be reduced.
- 16. At this juncture Mr. Fariq Muhammad shows a letter which reflects that there is proposal to transfer him. Accordingly A.G. Sindh shall ensure communication of an, *otherwise*, clear order of this Court to quarter concerned so as to shut the *plea* of ignorance or misunderstanding in complying with specific direction for Mr. Faquer Muhammad that he neither be transferred nor harassed until endowment trust is registered. Any deviation shall be a defiance of the order of this court and concerned person shall expose himself to contempt proceedings and consequence of making a *contempt*.
- Orphanage Centers are received; taken on record. Learned Addl. A.G. Sindh present alongwith Secretary Health undertakes that all the lunatics, nestled in Dar-ul-Aman centers and Orphanage Centers, will be sent to the hospitals and in every district hospital there will be a separate ward with regard to differently abled persons and complete care and treatment will be provided in accordance with law. Secretary

Health undertakes that complete mechanism and policy would be defined within one month, as well same will be implemented. Since this Court has provided hearing of issues relating to the scholarships of orphans, hence, for further examination of reports and hearing of orphanage centers and for compliance of orders regarding endowment funds, to come up on 13.04.2020 at 11.00 a.m. However, learned MIT shall ensure that the Magistrates having jurisdiction shall pay monthly visits to the Orphanage Centers, Sweet Homes and submit report through MIT.

18. Office shall bifurcate all reports in two parts with separate files, one part shall be made with regard to orphanage centers and second part shall be with regard to education endowment fund reports. Office shall communicate this order to Chief Secretary Sindh, Secretary Colleges, Secretary Social Welfare Department as well as A.G. Sindh. Learned MIT shall ensure compliance of this order.

JUDGE