

# Social Audit of Local Governance and Delivery of Public Services



**Pakistan National Report**

Islamabad: April 2010

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**M Younas Khalid, Dr Eshya Mujahid, Khalid Mehmud, S Saud, Syed H Akbar, Najeeb Ullah Khan**

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# Acronyms

ADB	Asian Development Bank
AKRSP	Aga Khan Rural Support Programme
BHU	Basic Health Unit
CCB	Citizen's Community Board
Coed	Co-education
DCO	District Coordination Officer
DFID	Department for International Development
DHQ Hosp	District Headquarter Hospital
DPO	District Police Officer
DPSC	District Public Safety Commission
DPSCC	District Public Safety Commission Chairman
DTCE	Devolution Trust for Community Empowerment
EDO	Executive District Officer
FIR	First Information Report
FWC	Family Welfare Center
Govt	Government
HH	Household
LGO	Local Governments Ordinance
LHW	Lady Health Worker
MCH	Mother and Child Health Center
MNA	Member National Assembly
MPA	Member Provincial Assembly
NCHD	National Commission for Human Development
NGO	Non-Government Organization
NRB	National Reconstruction Bureau
NRSP	National Rural support Programme
PTA	Parent Teacher Association
RHC	Rural Health Center
RSP	Rural Support Programme
SDC	Swiss Agency for Development and Cooperation
SMC	School Management Committee
SPO	Strengthening Participatory Organization
SWO	Social Welfare Office
THQ Hosp	Tehsil Headquarter Hospital
TMA	Tehsil Municipal Administration
TMO	Tehsil Municipal Officer
TRDP	Thardeep Rural Development Programme
UC	Union Council
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WB	World Bank
Wp3	Women Political Participation Programme



# Preface

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The Social Audit 2009/10 was conducted within the agreed parameters of the project framework of the Support to DTCE project, as an input to the analysis of the local governance experience. The process was ably led by an independent core team of researchers guided by a Peer Review Group. Another distinguishing collaboration, making this exercise possible was with six public sector universities from across Pakistan. The commitment of the lead research team in undertaking the challenging task is evident from the timely completion of this vital exercise.

Based on information from 12,000 households, elected representatives and government officials from 100 union councils and 71 tehsils/towns in 21 districts, the DTCE Social Audit (2009/10) is designed to measure the status of state-citizen relationship. The report presents the findings of the social audit survey capturing the level of engagement of the public with local government, their participation in local development in their communities and their feedback on adequacy and quality of service delivery. It also included the views of the local elected representatives and government officials, who implemented the new local government arrangements.

Of critical importance is the timing of this Social Audit: conducted at a juncture when the entire devolution process is seriously questioned and the existence of local government as an important component of Pakistan's governance critically reviewed. From January 1, 2010, provinces are free to legislate on this subject through their respective assemblies. The Social Audit (2009/10), besides serving as a diagnostic tool and measuring progress over the past five years, can guide legislators, policy makers and planners as they select the best option for future.

From the outset, the social audit process involved consultations designed to draw on the expertise of researchers, civil society, development practitioners and policy makers.

The intellectual advice and guidance from the Peer Review Group (ref annex) was invaluable in providing inputs and suggestions on the survey methodology including sampling size and frame, survey, instruments, data collection, data entry and report writing.

The commitment of colleagues from the University of Punjab, University of Karachi, University of Balochistan, University of Sindh, Jamshoro, University of Sargodha, and the Institute of Management Sciences, Peshawar ensured the successful completion of the fieldwork. Their zealous participation in standardisation of the training, the enumeration is encouraging for the future as indigenous academia actively participates in leading social audits in Pakistan.

Development partners, United Kingdom Department for International Development (DFID), United Nations Development Programme (UNDP), Swiss Agency for Development and Cooperation (SDC) and the Norwegian Ministry of Foreign Affairs (MofA) recognised the need for promoting demand creation for improved service delivery and citizen engagement have sponsored the Social Audit (2009/10). Their contribution to this vital exercise is recognized.

It is hoped that the rich findings of this report will be for further research and analysis by experts, by universities and serve as an input for shaping policy, conducting advocacy, and making assistance, training, and other resource allocations decisions.



Zafar Hayat Malik  
Chief Executive Officer





# Introduction

The present Social Audit (2009/10) of “Local Governance and Delivery of Public Services” has endeavoured to measure the status of state-citizen relationship and the provision of social services under the local government system during the second tenure of the local governments that began in 2005 and continued until the latter half of 2009. The survey has also collected and presented views of the local elected representatives and government officials on the delivery of public services under the purview of local government system and issues related to self-governance.

Based on information from 12,000 households and representatives from 100 union councils/governments, 71 tehsil/town councils/governments and 21 district councils/governments, the Social Audit 2009/10 has been carried out through a methodology developed with a view to keeping considerable “comparability of analysis” with the earlier two social audit surveys conducted in 2001/02 and 2004/05 by CIET. This comparability of analysis with performance indicators, for different levels of local governance and for various areas of public services reflects the essence and richness of the present survey.

The first social audit survey in Pakistan, conducted in 2001/02, provided a baseline for assessing the progress of the new system. It measured the quality of state-citizen relationship by using proxy variables of access to justice, police and involvement in local governance arrangements, as well as, the delivery of social services, especially health, education, and water and sanitation.

The social audit of 2004/05 allowed comparisons overtime in citizens' views, use and experience of public services under devolved local government. It allowed the assessment of the level of engagement of the public with local government and their participation in local development in their communities. It also included the views of the local elected representatives and government officials, who implemented the new local government arrangements

The Social Audit (2009/10) has some unique features, which include the following: (i) technical additions have been made to improve the quality and usefulness of the audit e.g., eliciting opinion of various stakeholders on the continuation of the local government system; (ii) public universities were chosen for undertaking survey with a specific objective of enhancing the technical capacity of these institutions; (iii) an independent third party, not in any way connected to DTCE or to the core team of experts working on the audit, was made responsible for entry of survey data, so as to maintain reliability, integrity and transparency of the Social Audit process; (iv) independent monitors were used to spot check the quality of information collected; and (v) a peer review group comprising of development practitioners, academicians, researchers sectoral experts and government functionaries from all four provinces was formed to guide and review the research methodology and findings of the audit.



A variety of survey instruments were adopted to collect information from a set of stakeholders. These included: (i)

the household questionnaire; (ii) interviews with service providers; (iii) focussed group discussions in communities; and (iv) in-depth interviews with elected representatives e.g., district nazims, tehsil nazims, union council nazims, women union councilors and chairmen Citizens' Community Board and government officials e.g., the district coordinating officers (DCOs), the tehsil municipal officers (TMOs) and other staff members of the local government system.

Assessing access and quality of public service provision among the most vulnerable members of the population plays a significant role in examining the performance of local governments. Therefore, a vulnerability index, for respondent households, was constructed, with a set of indicators, to include perceptions held by various types of vulnerable groups about governance and service delivery as integral part of the survey.

Though, similar to the earlier two social audit rounds, the Social Audit (2009/10) has measured the status of state-citizen relationship and the provision of social services under the local government system, the Social Audit (2009/10), in terms of its timing, adds value to the body literature on devolution of power to the grassroots in Pakistan and diverse opinions held by its key stakeholders.

It has been conducted at a critical juncture when the entire devolution process and the existence of local government as an important component of Pakistan's local self-governance are being critically reviewed. After the expiry of the 6th schedule of the 17th Amendment to the Constitution, which provided protection to the 2001 structure of local government till December 31, 2009, the provinces are free to legislate on this subject through their respective assemblies from January 2010 onward.





The survey results reflect the access to and perceptions about local governance and public services of citizens at a specific point in time. As such, these were influenced by the general atmosphere prevalent in the country at the time of the survey enumeration. Indeed, uncertainty about local governments, and a worsening law and order situation during the field days created an overall environment of negativity among communities. This negativity was perhaps also reflected in the survey results on perceptions of local government performance, quality of public services and issues/conditions that improved or worsened. However, measurable and factual results such as access to services seemed to have been less affected by the unfavourable atmosphere.

The Social Audit Report 2009/10 is based on six chapters preceded by a summary and a comprehensive methodology focusing primarily on the sample frame, data collection instruments and data management techniques. Chapters 1-6 reflect the study's information base, highlighting the Social Audit Survey's findings of the four provinces and the country as a whole. In this context, Chapter 1 projects the opinions of the various stakeholders on the continuation of local governments. Chapter 2 is based on local governments and citizen participation while Chapter 3 indicates user satisfaction with various services provided by different tiers of government. Chapter 4 and Chapter 5 discuss health and education sectors respectively, with particular emphasis on user satisfaction with these social services and assessment of government health and education facilities. Chapter 6 is based on protection mechanisms, stressing user preferences, contact and satisfaction with police and courts as well as with reconciliation anjumans/jirga.

The analysis and results of the study, it is hoped, will inform the citizens about the past and present state of affairs in local governments, in addition to providing input to the decision-makers and governments on the need and structure of local governments that serve the citizens better.

We thank all those involved directly or indirectly in guiding our efforts while acknowledging sole responsibility for errors of commission and omission.

Research Team  
The Social Audit 2009/10  
Local Governance and Delivery of Public Services



# Summary

The 2009/10 Social Audit has measured the performance and progress of the local governments over the past four years through comparisons with the findings of the earlier two social audit surveys conducted in 2004/05 and 2001/02. It provides information on citizens' experiences with various institutions of the local governance and provision of public services, focusing on user satisfaction levels. It also includes views of the elected representatives and officials of the local governments on issues of implementation, challenges and suggestions on how to improve the local government system.

## Methods

Like the previous two social audits of 2001-02 and 2004-05, the population for the current iteration covers all urban and rural population of the country, excluding FATA and Islamabad Capital Territory, where no local government system exists. While the previous two rounds aimed at national/provincial/ district level estimates, the current iteration seeks comparative analysis at the national and provincial level. A sample size of 12,000 was deemed appropriate to produce robust estimates at the provincial level within the 95% confidence level. Additionally, the sample distribution allows for comparing current data with previous rounds for 18 of the 21 selected districts.

A three-stage stratified random sample was adopted for the current social audit. In the *first stage*, districts were selected randomly across strata within each province. These strata were constructed to capture inter-district heterogeneity, while simultaneously increasing the spread of randomly selected districts to ensure representativeness at the provincial level. In the *second stage*, union councils were randomly selected within each district. The number of union councils allocated to each district was proportional to the size of the district population. In the *third stage*, a randomly selected point was selected around which a cluster of 120 households was formed. This methodology has been adopted from the previous two rounds to ensure consistency in the probability of catching an event, e.g. the probability of "contact with a union councillor". The proposed sample of 12,000 households was thus drawn from 100 sampled UCs.

The range of instruments used for the current iteration was almost kept the same as the previous two rounds to ensure comparable data. Minor adjustments were only made in a few instances where additional data was deemed to be important in terms of future rounds.

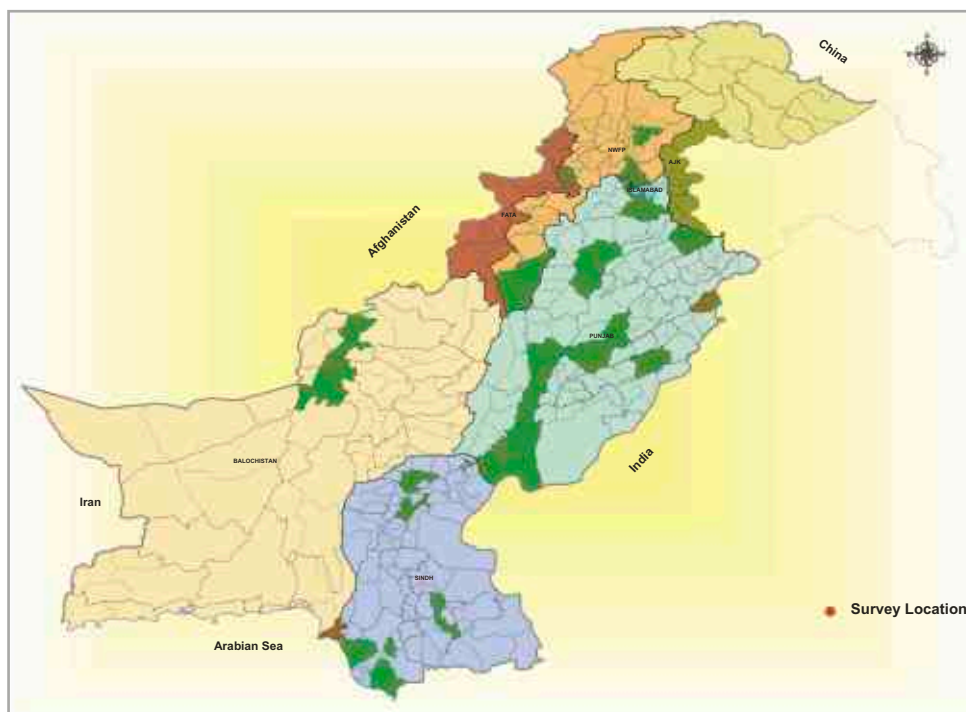
Partner universities were given the lead role in data collection and hiring of field teams. A comprehensive training schedule was put in place to ensure efficient and accurate data collection. These capacity-building sessions were also designed to facilitate future rounds.

For data entry, one centralized location was selected to ensure standardized procedures and efficient management of data. Appropriate weights were applied at the cluster and district level before calculating percentages. Household vulnerability was calculated using a set of four indicators: the last grade of education of household head; the average number of household members per room; type of roof material; and the type of latrine used by household members. On the basis of the above index, each household was classified as either "very vulnerable", "vulnerable" or "not vulnerable".

## The information base

The Social Audit 2009/10 covered 12,000 households from 100 sampled union councils, 71 tehsils/towns and 21





districts in all four provinces. The respondents included both women and men (adult) representing their household. Among the total respondents 43.9% were women and 94% household heads were male. More than half (58%) of the heads of households had some kind of formal education including about 7% having graduate or postgraduate degrees. By occupation 22.4% households' heads were unskilled; 20.8% were in agriculture, whereas 17.7% were in the occupation of business/self-employed. The Social Audit 2009/10 findings show that 31.2% households were in 'very vulnerable' category, whereas 42.9% were 'vulnerable'.

## Continuation of local governments

Nationally, a majority of the household respondents (55.7%) in 2009/10 survey favoured the continuation of the local government system, resulting mainly from high proportions favouring it in Punjab and Sindh. In NWFP and Balochistan, however, the proportion of respondents who were not in favour of the continuation was a little higher than those who favoured with a difference of one to one and a half percent. The system also drew support from higher proportions among vulnerable groups, while an overwhelming majority of elected representatives also expressed their support for continuing the local government system.

Of the government officials interviewed, 60% to 80% favoured continuation of the local government system. A majority of DCOs (70%) also said that they were in favour of continuation of the local government system. There are no comparable figures on this question as the issue was not asked in previous surveys.

## Voting in next UC elections

A large majority (75.5%) of household respondents in 2009/10 across the country were in favour of voting in the next union councils, whenever scheduled, including in NWFP and Balochistan. Similar to the overall national and provincial findings, a majority of responses from vulnerable groups also reflected a willingness to vote in the next local council elections. Negligible proportions (1.9%) of respondents were indifferent towards the issue of voting in the next local government elections.

## Local government and citizens' participation

### The biggest problem and services which improved/worsened

The single biggest problem, as perceived by all households, was in accessibility of gas supply, followed by sewerage and sanitation and water supply. Electricity supply, due to frequent and long hours of load-shedding was also cited as a key problem. A majority of the households said that no service had improved while a fifth of the households said that roads displayed marked improvement. While, as a whole, one third of the households said that no services worsened during the past four years. In the context of overall socio-economic issues, almost half of the respondents (49.3%) felt that inflation was a severe problem, followed by unemployment (32.8%) and load-shedding (10.7%).

The problems identified					
	Sewerage & Sanitation	Water Supply	Gas	Education	Electricity
Households	X	X	X		X
District/Zila Nazim		X			
Tehsil Nazim	X				
Union Council Nazim	X				
Female Councillors		X	X		
DCO	X			X	
TMO	X	X			

### Level of satisfaction with union councils

The level of satisfaction with the union councils has slightly risen to 33.8% in 2009/10 from 30.5% in 2004, whereas in 2002, expectations about the union councils (UCs) were around the same level as 31% of the households said these UCs would be better than those in the previous system. In 2009/10, about 12% said they were neither satisfied nor dissatisfied and 9% said they did not know or refused to answer the question. About one-fourth of very vulnerable respondents and one-third of vulnerable households were satisfied with the performance of union councils during the past four years in 2009/10.

### Contact with union council members

One-quarter of the households contacted a union council member, with relatively higher proportions in Balochistan and NWFP, whereas in 2004, about the same ratio, 24.6% of male respondents and 12.5% of female respondents, reported a household contact with a union council member. In 2002, the level of contact was, however, low as 21% of male respondents and 10% female respondents reported a household contact with a union council member. The predominant reason for contacting union council member in the 2009/10 was for certificates/documents, followed by problems related to sewerage and sanitation and water. Almost 43% of the households who contacted a union council member during the past four years were satisfied by the



assistance/service they received from the member, while 36% were dissatisfied. Of the non-vulnerable groups, which contacted the union council member, one-half were satisfied; however, the level of satisfaction declined as vulnerability levels increased.

### Performance of local governments

The performance of the district governments, according to *zila nazims*, *tehsil nazims* and *UC nazims*, was extremely satisfactory in 2009/10 with nearly 89% *zila nazims*, 92.5% *tehsil nazims* and over 87% *union nazims* describing it as excellent or good. In 2004, an overwhelming majority (82/84) of district/*zila nazims* also rated the performance of the district government during their tenure as good or very good. However, the DCOs were less satisfied with the district governments' performance as only 68 out of 86 DCOs rated the performance as good or very good. In 2009/10, however, merely 18% DCOs and 30% TMOs said that the performance was excellent, with only one-half of DCOs and one-third of TMOs saying it was good and almost one-quarter remaining indifferent. In 2009/10, as stated by *union nazims*, services which improved most were stated to be roads and streets/street lights, followed by sewerage and sanitation, education and water supply. Women union councilors mostly mentioned improvement in roads, water supply and street lights in the past four years.

### Views of elected representatives of local governments

In 2009/10, health service was indicated as one of the biggest problems by most *zila nazims* while some also mentioned water supply, whereas in 2004, nearly all the *zila nazims* mentioned one or more of the basic public services as their single biggest problem or challenge in the district, especially drinking water, education, roads and health.

As their biggest achievement, most *nazims* in 2004 cited improvements in a specific public sector, especially education, roads and streets, health services and water supply; some mentioned governance and administrative improvements while others stated increased public trust in government as a major achievement. In 2009/10, roads, health, education and water supply and its quality were mentioned in the context of services which improved most

### Suggestion for improving the performance of local governments

	More funds	Timely funds	Full implementation of LGO	More powers to council	No interference from higher ones
<b>District/Zila Nazim</b>		X	X	X	X
<b>Tehsil Nazim</b>	X	X	X	X	X
<b>Union Council Nazim</b>	X	X	X	X	X
<b>Female UC Councilor</b>	X	X			
<b>DCO</b>	X	X	X		X
<b>TMO</b>	X	X	X		

during the past four years. A very large number of *zila nazims* said that district governments' relations with provincial government were bad in 2009/10, with some saying it was good; such evaluations stemmed largely from reasons, quoted by the *zila nazims*, which included too much interference from the provincial government, poor coordination between province and district administrations, and delays in development schemes and financial difficulties imposed by provincial governments on the district administration. *Zilat nazims*' most common suggestion for improving the performance of the district government in 2009/10, was that funds should be made available on a timely basis and a fuller implementation of the LGOs. Over one-half of the *tehsil nazims* said that the overall coordination between TMA and district government was excellent or good. Almost two-third of the *union nazims* termed the overall coordination, cooperation in development work and administrative relations between UC and TMA as excellent or good.

### **Views of officials of local governments**

In 2009/10, almost two-thirds of TMOs said that roads had improved while almost one-half said that street lights and sewerage and sanitation had also shown progress in the past four years; most DCOs, however, stated the worsening law and order situation with high rates of crime/dacoity as a major issue during the past four years. Over 40% of the DCOs said that the overall coordination as well as coordination in development activities between the district government and TMA was bad. They also had similar views on the level of coordination in sharing or exchanging offices. However, a majority of DCOs said that the level of coordination between district and union council administrations was either excellent or good. In 2009/10, the DCOs identified availability of timely funds as being the most important factor in improving the performance of the district governments. In response to a question about what would help them do their job better, one-half of the respondents said that more capacity-building of district government officials was the key factor. A predominant number of TMOs stated that the nature of relationships and coordination between TMA and district government were excellent or good. In the context of overall performance of their respective district governments, two-thirds of TMOs said it was excellent or good.

### **Views of women union councillors**

The situation regarding support and social acceptability of women's participation in local politics and development activities seemed to have improved and 60% of women union councillors said that people in their communities were happy with them and gave them respect while only 7% were not happy, whereas in 2004, 38% of women councillors had said that people in their community were happy with their election. In 2009/10, almost 50% had good/some access to development budget, overall 73% women union councilors submitted projects and most of them got at least one project approved. Whereas only 40% of women councillors in 2004 had access to development budget. A predominant majority of women union councilors said they had an excellent or good working relationship with the *union nazims*. An overwhelming majority of women union councilors (84%) also said they were allowed to speak in UC meetings and the *union nazims* and male members also listened to them. Most women councilors in 2004 had said they received timely notification but only one-third had attended all or nearly all meetings during the past one year. In 2009/10, almost three-fourth of women union councilors said that they had always received UC meeting notification; only 5% said they never received any notification.

### **Participation in committees and voluntary groups**

The formation of various committees of the local government and participation in them showed significant improvement as 90% of the *union nazims* in 2009/10 said that almost all committees were formed, and were functional and effective, including Reconciliation Committees, Education Committees and Justice Committees, during the second tenure of the local governments. In contrast, in 2004, in all provinces the most commonly formed and functional committees were for education and health. *Insaaf* (justice) committees were formed in 60% of the union councils while 50% union councils in 2004 said they also had a *musalihati* (Reconciliation) *anjuman*. The proportions of households with male members participating in voluntary organizations in 2009/10 seemed similar

to those obtained in earlier surveys, much higher in Balochistan and NWFP. 15% of the households had participated in a development project during the past four years. Households from vulnerable groups also took part in development projects, with a higher proportion of households participating from the “vulnerable” as compared to the “very vulnerable” group.

### **Citizen Community Boards and overall awareness**

The awareness levels in the community about knowledge of Citizen Community Boards (CCBs) improved in 2009/10, with 7.8% respondents saying that they had heard about CCBs, with high proportions in Balochistan and NWFP than in the other two provinces. In 2002, 3.4% male respondents and 1.5% female respondents said they had heard of CCBs, which increased to 5.8% male household respondents and 2.2% female respondents in 2004. A large majority of households in 2009/10 also stated that people in their community were cooperative, ranging between 74% in Sindh to 86% in NWFP. The awareness about the Reconciliation *Anjuman/Jirga* also showed a remarkable increase in the present audit, as one-third of the household respondents had heard about it. Over one-half of *zila nazims* reported the registration of more than 100 CCBs in their districts in 2009/10. Nearly one-fourth of *nazims* said that they had used more than half of the allotted CCB funds. A majority of the CCB chairpersons said they had undertaken activities to promote registration of CCBs, specifying raising awareness in UCs about CCBs, increasing the *Nazim's* personal interest as well as helping in registering and legal matters as some of these activities. Almost one-third of the CCB chairmen received training in undertaking and managing projects from the Social Welfare Office while 23% received this training from DTCE. Almost 60% of the CCB chairpersons stated no difficulties were faced in getting the CCBs registered during the past four years.

### **Public satisfaction with basic services**

Satisfaction levels of households with various public services varied over the decade. In comparison to estimates obtained in 2001/02 and 2004/05, satisfaction levels in 2009/10 improved in roads, sewerage and sanitation, garbage disposal, water supply, health and education.

#### **Roads**

Although the satisfaction level with roads has risen to 40% in 2009/10 as compared to earlier surveys, the proportion of households dissatisfied with roads remains relatively higher in each province except Sindh. Access to roads also declined marginally over the past five years. Statistics for the vulnerable and non-vulnerable groups also suggest a similar pattern.

#### **Sewerage & sanitation**

As with roads, the satisfaction level with sewerage and sanitation has also improved in 2009/10, though proportion of households dissatisfied with the service are much higher than those satisfied. Access to sewerage and sanitation services over the decade has also improved considerably. Vulnerable as well as non-vulnerable groups also display higher proportions of dissatisfied households than those who are satisfied.

#### **Garbage disposal**

Satisfaction with garbage disposal service is relatively higher (12%) during the past four years than 8% in 2004 and 6% in 2001, though dissatisfaction is relatively higher in every province. Access to this government service appears to have declined since 2004/05, reverting back to the level in 2001/02. A higher number of non-vulnerable households have access, as well as, appear to be more satisfied with garbage disposal service than the households belonging to the vulnerable or very vulnerable groups.

Services	% Households Satisfied		
	2001/02	2004/05	2009/20
<b>Roads</b>	31	38	40
<b>Sewerage and Sanitation</b>	12	20	25
<b>Garbage Disposal</b>	6	8	12
<b>Water Supply</b>	18	19	39
<b>Agricultural Services</b>	-	15	4
<b>Electricity</b>	63	62	33
<b>Gas Supply</b>	19	26	21
<b>Govt. Health</b>	23	27	35
<b>Govt. Education</b>	55	53	58
<b>Police (of people who came in contact with police)</b>	31	44	41

#### Public transport

Perceptions about public transport in the 2009/10 social audit survey are not comparable to those cited in earlier two surveys as there seems to be a discrepancy in the definition of the term “public transport” across surveys. In the present 2009/10 survey, government-operated transport vehicles were found to be very few (73% households respondents reported “no access”) across the country as most of these vehicles are owned by private individuals. Vulnerable and non vulnerable households also show similar results.

#### Water supply

Access to water, too, has improved significantly (39%) during the past four years than 18% & 19%, respectively in 2001/02 and 2004/05. In every province, except Balochistan, the proportions of households satisfied with water supply are more than those dissatisfied. The proportion of households satisfied with water supply among both vulnerable and non vulnerable groups are much higher than those dissatisfied.

#### Drinking water

The proportion of getting water from taps inside the house remains somewhat constant at 85.7% of the household with the 85% proportion in 2004. However, it has improved from the situation in 2002, when 78.9% of households reported a water supply inside the house. Urban dwellers were three times more likely than rural residents to have water supply inside the house. In 2009/10, the average monthly cost of water varied by source of water inside the house: it ranged from Rs 164 for tap water to Rs 539 for a tanker.

#### Agricultural services

The access to government agricultural services declined sharply, as 51.5% in 2004 reported 'no access', while 70% of the respondents in 2009/10 stated that they had no access to agriculture services, as shown by the Social Audit 2009/10, and so did satisfaction at the national level. Across provinces too, higher proportion of households were dissatisfied with government agricultural services than those satisfied. Findings for vulnerable and non-vulnerable

groups also reflected a pattern similar to that obtained for the national and provincial levels.

### **Electricity**

In household statistics, a negative perception about electricity supply has emerged very strongly. In comparison to earlier surveys, though access appears to have improved marginally, the proportion of households satisfied with electricity has slipped considerably i.e., from almost 62%-63% to mere 35%, with dissatisfaction rising to almost one-half of the households. Dissatisfaction with electricity supply is very high among the vulnerable as well as non-vulnerable households.

### **Gas supply**

Though access to gas improved only marginally over the past five years, national satisfaction has reverted back to the 2001/02 level. Simultaneously, in every province there is higher proportion of households satisfied with gas supply than those dissatisfied with the facility. For vulnerable and very vulnerable households, the proportions of households satisfied with gas supply are much lower than in the non-vulnerable households.

### **Telephone (landline)**

Almost one-half of the interviewed households had access to Pakistan Telecommunication Corporation Limited (PTCL) land phone lines. In every province as well as nationally, the proportion of customers satisfied with the service was higher than those which were dissatisfied.

## **Health services**

Satisfaction level with government health services rose in 2009/10, with 33% households reported to be satisfied and 28.5% households were dissatisfied, whereas in 2002, 23% of households were satisfied with government health services, and 45% were dissatisfied and, in 2004, overall satisfaction with government health services was 27%. "No access" to health services responses in 2009/10 almost reached back to 2001/02 level. Similarly, the proportions of households satisfied are relatively higher to those dissatisfied among "vulnerable" and "non vulnerable" groups in 2009.

### **Immunization**

The 2009/10 also obtained information on households using government services for immunization and the level of satisfaction with these services. It shows that a very high proportion (90%) of the 57% households with children aged 0-5 years old was immunized with at least one vaccine. Immunization through government facilities as well as government immunization drives reflected a high proportion i.e., almost 58% immunization were administered through the drives and another 24% through government health outlets. Level of satisfaction with immunization was also high as almost 85% of the households said that they were satisfied with the vaccinations.

### **Use of government health facilities**

At the national level, the use of government health facilities increased substantially to almost 40% in 2009/10 survey with BHUs and District Headquarters Hospitals as the popular options, as compared to 29.2% of households in 2002 and 23.9%, in 2004. Private practitioners were used by almost 60% in 2009/10, though the use of public units was higher in Balochistan and NWFP. Consultation with unqualified practitioners and quacks remained negligible. Similar pattern of use is displayed for vulnerable groups with 55%-60% using private practitioners for health problems.

### **Costs of health visits**

The average cost of treatment at a government facility (based on costs of ticket, medicines, providers and other heads) increased to Rs. 389 in 2009/10 compared to Rs. 229 in 2004/5. Similarly, treatment at private facilities too witnessed a sharp increase in prices as respondents reported an average cost of Rs. 728 in 2009/10 compared to Rs. 239 in 2004/5. The travel costs of visiting a health facility have risen sharply given the inflationary pressures witnessed during the past

three years; the average one way cost in 2009/10 was reported to be Rs. 181 compared to Rs. 71 in 2004/05. An overwhelming majority of the patients travelled for less than one hour to reach a health facility in three provinces, while in Balochistan, almost 50% of the patients took longer, approximately 1-3 hours, to get to a health facility.

### **Ailments**

Private clinics were the most popular choice in almost all ailments in 2009/10 survey. Almost two-thirds of all patients consulted private outlets for routine problems such as fever, gastro intestinal disorders and respiratory infections, as well as, for serious diseases such as hepatitis and cancer. Each health outlet received cases of a variety of ailments, the majority of which were of fever and/or malaria.

### **Perception about treatment and knowledge of complaints system**

Showing significant improvement, an overwhelming majority of responses about doctor's presence in health facility was in the affirmative in 2009/10 and 77%-95% of the responses said that they were satisfied with the doctor's treatment, as compared to 65% in 2002 and 68.8% in 2004. In 2009/10, a vast majority of responses said that they did not know about how to complain about the services extended at the health facility, with the same patterns in 2002 and 2004. In 2004, less than one-third of users (29.8%) said they received all the medicines from the government health facility, whereas in 2009/10, most patients got at least some medicine from the health facility.

### **Assessment of government health facilities**

In the context of health services, on the nature of impact brought about by the local government system, over a third (nearly 40%) of the facility heads, nationally, said that it had brought improvement in health services. In 2002, about one-half (52%) of the heads of government facilities interviewed had thought that the new local government plan would improve their services. Over one-half of the interviewed health facilities stated in 2009/10 that they had a system of raising awareness about the services offered. Use of health workers, leaflets and local announcements were the popular methods of raising awareness about health services available at the facilities. About the facilities of a complaint system, the proportions remained constant at around 50%, both in 2004 and 2009, as one-half of the facilities displayed a complaint system, with the presence of a complaint book across all provinces in 2009. In the context of evaluation of the health facility, spot checks and stocktaking of medicine and other supplies were the most common methods. Other methods were also observed but only in Punjab there were a variety of evaluation methods. In 2009/10, about physical conditions and utilities, over one-third of the health facilities interviewed seemed to have "very good" or "good" buildings, with three-fourths appearing to have "very good" or "good" cleanliness levels. Almost 71% had water while 77% had electricity.

## **Education**

Public satisfaction level with government education services has increased to 58%, though marginally in 2009/10, as compared to 54% of households in 2002 and 53.3% in 2004. The proportion of households satisfied are much higher in all provinces, especially in Punjab in 2009/10, however, in Balochistan the proportion of households satisfied with government education is relatively lower than those dissatisfied. In 2009/10, among all vulnerable as well as non-vulnerable groups, majority of households also expressed satisfaction with government education.

### **Enrolment**

Net school enrolment of children aged 5-14 years displayed higher levels with 74.1% girls and 82.4% boys in 2009/10 survey as compared to earlier surveys (67% of primary school children were enrolled in school with 73% boys and 60% girls in 2002, and 76.5% overall in 2004). The gender gap in enrolment continued to exist in varying proportions despite increase in enrolment, as for girls, gross enrolment ratio ranged between 61% in Sindh to 81% in Punjab, while for boys the ratio ranged between 72% for Sindh to 90% in NWFP. The enrolment ratios for both boys and girls were lower for "very vulnerable" households as compared to "vulnerable" households in 2009/10.



### **Out-of-school: Reasons**

The affordability of education remains a key factor for not sending children (both boys and girls) to school in all the three social audit surveys. In 2002, major reasons for not sending girls to schools included “cannot afford” (25%); it was the same reason with 31.7% respondents in 2004, and in 2009/10, too, the single most important reason for not sending girls to school was “cannot afford” as stated by 31% households, followed by “no school nearby” (15%) and “child not interested” (11%). Similarly, in 2002, important reasons for not sending boys to school included “cannot afford” (31%), while 30.4% gave the same response in 2004, and in 2009/10, 32% again cited this as the main reason, followed by “child not interested” (19.2%) and child “earns” (11.2%).

### **Type of school attended**

Almost 58% of the school girls (aged 5-14 years) attended government schools and about 27.5% girls attended private schools during the past four years, according to 2009/10 survey, and enrolment in non-formal and *madrassahs* was negligible. In 2002, of the primary school (aged 5-9 years) children, 67% attended government schools. One-third (31%) attended private schools; and a negligible proportion (about 3%) attended non-formal schools. In 2004, 43% were enrolled in government schools; 29.9% in private schools; 2.6% in *madrassah* and 1% in non-formal schools.

### **Satisfaction with the school**

In 2009/10, the overall satisfaction level among households was high for both government and private schools. However, satisfaction level was higher for private schools (both for girls and boys) than government schools (both for girls and boys). Satisfaction levels with boys' *madrassahs* were also high. In comparison, in 2002, parents of children attending a government school were only one-third as likely to be satisfied with the school compared with parents whose children attended private education of some sort. In 2004, 72.9% of parents of children in a government school were satisfied with the school compared with 98% for children attended a private school.

### **Assessment of education facilities**

In 2009/10, it was stated by a majority of respondents that government education was cost-free, with provision of textbooks, uniforms and sometimes even meals for the students, there were complaints about the low quality of teaching by untrained teachers, teacher absenteeism and inability of teachers to implement discipline among students. Female focus group participants stressed the need to upgrade primary girls schools to middle level and middle schools to higher levels and also establish skills training centres for women. On the other hand, focus groups praised the quality of education in private schools but said that these could only be attended by those who could afford the relatively high costs. Some participants also said that *madrassah* education was cost-free and as such encouraged by parents who could not afford high costs of private school, especially in cases where no government school was nearby. Almost 80% of the education facilities interviewed in 2009/10 stated the presence of a school management committee (SMC) or parents-teacher association (PTA). Of these, an overwhelming majority was active, meeting frequently i.e., on a monthly basis. Of the education facilities interviewed in 2009/10, almost 90% had water supply, with one-half using tap and another one-quarter using hand pump within the school premises.

## **Police and courts**

### **Perceptions about the police**

Perceptions about police, by and large, have remained same as in previous social audits of 2002 and 2004, particularly in the context of provision of security; for instance, 22% household respondents across the country in 2002 said they would contact the police for a matter of personal safety and 25% said they would contact the police if there was a threat to property. In 2004, 25.5% of households said they would contact the police if there was a problem of personal safety, and in 2009/10, 20.5% said they would contact the concerned department (which was the police for an overwhelming majority) in case there was a threat to personal safety. In response to a question

whether the police provided a feeling of security to the people, the households seemed equally divided in 2009/10, with 46.2% replying in the affirmative and 47.7% stating the negative.

### **Contact with the police**

The citizens' contact with police has increased marginally as compared to the past. An average of 13.7% households came in contact with the police during the past four years, as stated in 2009/10 survey. The highest contact seemed to be in Punjab where over 16% households came in contact with police and the least in Balochistan where only 7.5% of households came in contact with police/levies; only 12% of households in 2002 and 9.2% in 2004 said they contacted the police. In registration of FIRs, the situation has somewhat improved in 2009/10, as 58.4% of the households stated that an FIR was registered, as compared to 45% in 2002, and 51.4% in 2004 stated that an FIR was registered.

The level of satisfaction with the police in 2009 slightly declined, as 41% of the households who had contacted the police were satisfied with the treatment of the police in 2009/10 survey, whereas one-third (31%) of the households in 2002 were satisfied by the way the police treated them, and in 2004, 43.9% of households said they were satisfied by the treatment of the police.

With low levels of awareness about the District Public Safety Commission (DPSC), it was not surprising to note that on an average; only 3.4% of households came in contact with the DPSC with the highest level of contact in Sindh





where 4% of households claimed contact with DPSC. Though the levels of awareness and contact were stated to be very low, of the households who did contact the DPSC, over one-half (55.4%) seemed satisfied with the service provided by the DPSC.

### **Views of the police department**

A majority of the DPOs said that the overall sense of security among the people had increased in the past four years. An overwhelming majority of DPOs said that coordination between police and the public had increased in the past four years. They also said that police emergency systems and equipment/vehicles had increased. A majority of the DPOs also said that police funding as well as police staff had increased and there was an improvement in the law and order situation.

An overwhelming majority of DPOs rated the performance of the police during the past four years as excellent or good. A small proportion of DPOs said it was bad. In response to a question about what factors would help in improving the performance of the police, most DPOs identified capacity-building of police staff and transfers/postings based on merit as the two key factors. Indicating some factors that would help them do their job better, most DPOs suggested transfers/postings on merit as the most important factor. More/proper allocation of funds was another suggestion; some even suggested more police staff, better physical infrastructure and less duty hours.

### **Perceptions about the courts**

Showing improvement, in 2009/10, a large majority (61.4%) of households said they had faith in courts and they were satisfied with the treatment they received at the courts, with only a quarter of the respondents stating an absence of faith in courts. The responses are similar for vulnerable groups as over 60% were satisfied with treatment they received at the courts. In 2002, the 48% of households contacting courts were satisfied with the way the courts treated them, and in 2004, 55.5% of households were satisfied with the courts.

### **Contact with the courts**

The contact with the courts has shown over 6% increase in 2009/10 survey as compared to 2004. In 2009/10, at the national level, 13.2% of the households reported a contact with court in the past four years, whereas in 2002, only 8% of households reported a contact with the courts, and in 2004, 6.2% of households reported contact with court during the past two years.

Reasons for contacting courts were very similar in both 2002 and 2004. The main reasons were property rights (over 38%-40%); domestic issues (22%-27%); robbery (6%); and murder (4%). At a more aggregate level, in 2009/10, a majority (59%) of the households who came in contact with courts were in the context of civil cases, with almost one-third (30%) contacting court in criminal offences.

### **Alternative mechanisms**

The statistics in term of awareness and using alternative mechanisms in the local governments improved considerably in 2009/10 with almost one-third of households being aware of Reconciliation *Anjumans*. In 2002, nationally, only 7% of households had heard about the Reconciliation *Anjumans*. The highest level of awareness about Reconciliation *Anjumans* was in Balochistan, where over one-third households had heard of these *Anjumans* during the past four years. Almost one-fifth households (19%) came in actual contact with Reconciliation *Anjumans*. The highest level of contact was in NWFP where 27% claimed contact with *Anjumans*. Of the households who came in contact with the Reconciliation *Anjumans*, an overwhelming majority in every province were satisfied. The levels of satisfaction ranged from 74% of households in Sindh to almost 97% of households in NWFP. Satisfaction with Reconciliation *Anjumans* was also very high among the vulnerable groups.

## Context and Background

Local self-rule in Pakistan, through one or the other form of local governments, has always remained a contentious and controversial issue. While unelected military or semi-military governments have generally favoured the establishment and strengthening of governments at the lowest tier of governance, elected governments are perceived to hold an antagonistic attitude towards local democracy. The main reason cited for this rather paradoxical behavior was the perception that unelected governments had always tried to manipulate the local bodies or the local government system to marginalize the mainstream political parties and to perpetuate their own dictatorial rule.

Since, the larger and legitimate issues of provincial autonomy remained also unresolved, the provincial governments, though elected by the people, over the years developed a bias towards this local tier of governance and considered it as an intrusion in their political sphere. Harboursing the same apprehensions, they remained unfriendly and continued to work actively to seek a termination of the local government system, or at least, seek a considerable dilution of the powers of local governments.

Despite this, the fact, however, remains that on a number of occasions, the popular elected government made serious efforts to establish local democracy at the grassroots level during their short tenures of government. These efforts could not succeed as the elected governments did not get sufficient time to realize their plans before they were sent packing through forced disruption of democratic rule.

Historically, the first legally established local government institutions were Ayub Khan's Basic Democracies created through the Basic Democracies Order of 1959 under which local councillors were elected to undertake community development projects. In addition, 120,000 councillors elected in both wings of the country also served as the electorate college for the election of the president in 1964. The PPP government which came to power in 1971, after the separation of East Pakistan, abolished this Basic Democracies system and passed the Peoples' Local Government Ordinance of 1972 but no elections could be held under that Ordinance.

The local government institutions were revived in 1979 under the military rule of General Ziaul Haq. Elections were held under the Local Government Ordinance of 1979 for district, tehsil and union councils in 1979 and 1983. Nonetheless, the role of elected councils and the chairpersons of the district council, who were elected by the members of the council, remained limited, as for most parts the districts continued to be managed by the deputy commissioners.

The semi-military governments from 1985 to 1988 continued the system of local government established by Gen Ziaul Haq, but channelled most of the resources for community development through special programmes. These included Prime Minister Junejo's Five-Point Programme (1986-88), the Peoples Works' Programme of Benazir





Bhutto's government in 1988-90 and 1994-96 and the Tameer-i-Watan Programme of Nawaz Sharif's government in 1990-93 and 1997-99.

The military government of General Pervez Musharraf, which took over in October 1999, designed a more ambitious devolution plan which significantly enhanced the functions and resources, as well as, the political role of local bodies. The National Reconstruction Bureau (NRB) prepared the Local Government Plan, 2000, which formed the basis of the provincial Local Government Ordinances (2001) promulgated separately by each province. The aims were to extend democracy to the local level, to create a proactive citizenry that directly solves problems through community organization and projects, to strengthen local legislative bodies, to improve respect for citizens' rights and improve service delivery, and to reduce high levels of corruption.

This devolution in Pakistan had significantly changed the provincial and sub-provincial government structure with the main responsibility for the delivery of education, health, water and sanitation, roads and transport, and agriculture services devolved to local governments. This functional devolution was accompanied by remarkable political, fiscal and administrative changes. New political structures for local governments were created, new arrangements for intergovernmental sharing of resources were established, large numbers of staff were transferred from provincial to local governments, and an entire new administrative system was set up at the local level.

Several research studies have critically analyzed the devolution process in Pakistan, focusing on various aspects. Based on a six district analysis, the ADB/DFID/World Bank study (2004), "Devolution in Pakistan" evaluated the fiscal,

<sup>1</sup> DTCE: Social Audit of Governance and Delivery of Public Services: Pakistan 2004/05; National Report; Islamabad; September 2005



administrative and political dimension of devolution, focusing on health, education, water and sanitation and access to justice as well as formulated recommendations for action. Paracha (2003), too, studied the process of devolution in Pakistan, analyzing its administrative, fiscal and development components. USAID study (2006) also looked at the devolution process in Pakistan, with special emphasis on recommendations to improve service delivery in the devolved education and health sectors. Hasnain (World Bank: 2007) examined the relationship between devolution, accountability and service delivery in Pakistan.

The situation vis-à-vis the fate of the local government system changed once again with coming to power of elected governments at the federal and provincial level in 2008. The Local Governments Ordinances have been allowed to lapse, thereby stripping the local governments of their legal cover. In Punjab, commissionerates have been re-established. Currently, work is being undertaken to prepare new legislation in provinces. The provinces have also given timeframe to hold local government elections in near future. But, the fate of new federal or provincial legislation is yet unclear.





# Methods

## 1. Overview

The Social Audit is a perception survey aimed at measuring the effectiveness and utility of the Local Government System through eliciting views of stakeholders including communities and representatives of the local government. The third cycle builds on the lessons of previous two iterations, while attempting to capture “citizens’ voice” on public service provisioning and devolution under new realities.

Essentially, the Social Audit provides a) a means for collecting citizen feedback on the quality and adequacy of public services; b) a scientifically rigorous basis for social monitoring/auditing; and c) a comprehensive and proactive agenda for communities and service providers to engage in a meaningful dialogue and explore better ways for improving the delivery of public services

The current cycle further aims at institutionalizing the process within public universities to ensure independent monitoring entrenched within a rigorous tradition of scientific research. This has been achieved through a transparent process of selecting partner universities in all provinces and capacitating them to conduct field work. The partner universities will take the lead role in conducting future iterations of the Social Audit in Pakistan.



## 2. Sampling Frame and Design

**Universe:** Like the previous two rounds of 2001-02 and 2004-05, the population for the current iteration covered all urban and rural population of the country, excluding FATA and Islamabad Capital Territory where no local government system exist.

**Sample Size:** A sample size of 12000 has been deemed sufficient to produce robust estimates at the provincial level within the 95% confidence level. Additionally, the sample distribution allows for comparing current data with previous rounds for 18 of the 21 selected districts.

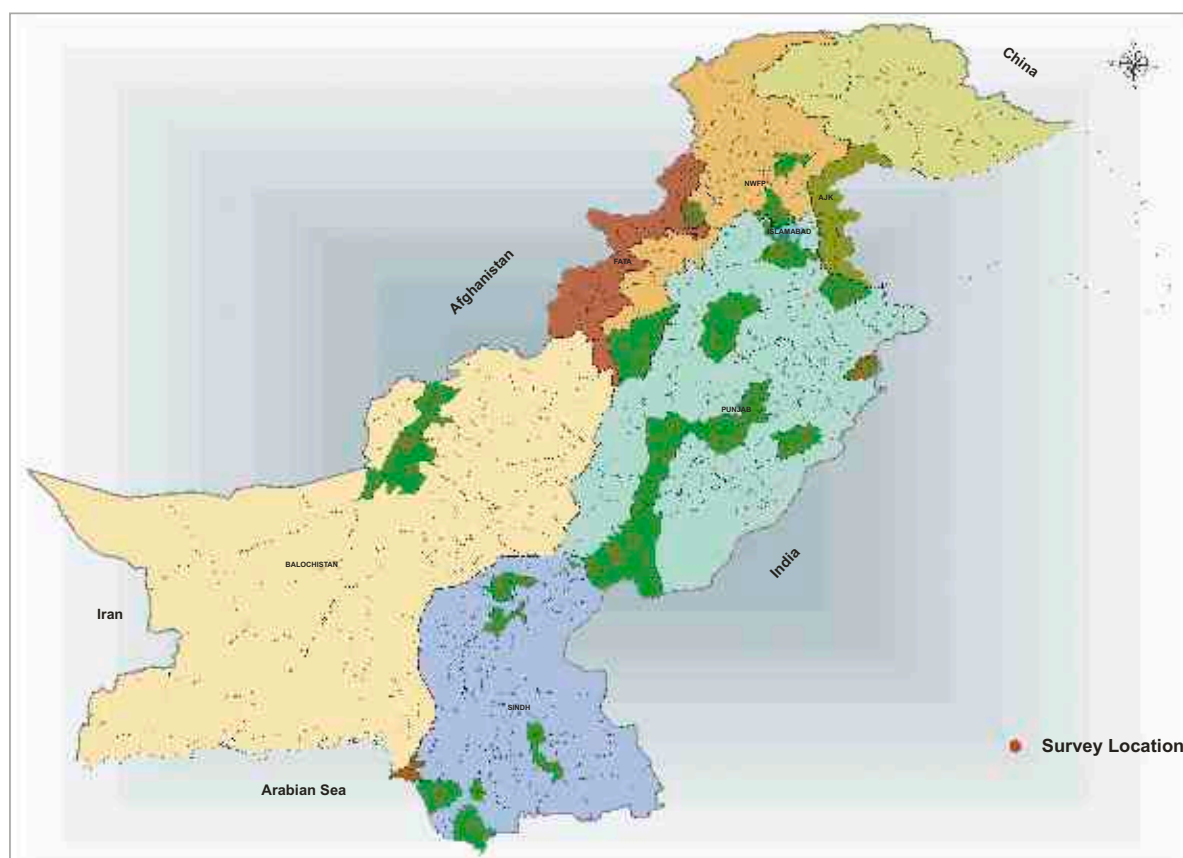


**Sample Design:** A three stage stratified random sample has been adopted for the third iteration. *In the first stage*, districts were selected randomly across strata within each province. These strata were constructed to capture inter-district heterogeneity within each province, while simultaneously increasing the spread of randomly selected districts to ensure representativeness at the provincial level. *In the second stage*, union councils were randomly selected within each district. The number of union councils allocated to each district was proportional to the size of the district population. *In the third stage*, a point was randomly selected around which a cluster of 120 households was formed. This

methodology has been adopted from the previous two iterations. The reason for adopting an identical sampling technique and cluster size at the union council level is to ensure that the probability of catching an event – e.g. the probability of “contact with a union councilor” – remains the same in all three iterations. If the cluster size were to be changed at the primary sampling unit level then the probability of catching the occurrence of an event, within that cluster, would have changed. Therefore, in the interests of comparability, the sampling methodology vis-à-vis the primary sampling unit has been kept consistent with the previous two iterations. The proposed sample of 12000 households was thus drawn from 100 sampled UCs (Table 1).

**Table 1: Province Wise Distribution of Sample**

Province	Sampled Districts	Sampled Ucs	Sampled Households
Punjab	9	48	5760
Sindh	5	25	3000
NWFP	4	17	2040
Balochistan	3	10	1200
<b>Total</b>	<b>21</b>	<b>100</b>	<b>12000</b>





### 3. Data Collection and Research Tools

**The household questionnaire:** The Household questionnaire comprises of several sections. A general section covers house construction and household demographics including education and occupation of the main breadwinner. Sections on public services cover the use and experience of water supply, health services, education, police and courts. A section on local government covers satisfaction from the system, while the section on community participation covers membership of voluntary groups and seeks to measure the extent of knowledge vis-a-vis Citizen Community Boards.







**Key informant interviews with service providers:** Semi-structured questionnaires were used to collect information from school principals and heads of health facilities. For schools, information was sought on class size, staff/student ratios and the availability of facilities including electricity, water supply, toilets, boundary walls, classroom furniture and equipment. For health facilities, information was sought on staffing, official charges, complaint systems, health education arrangements, etc. Given time and resource limitations, only one health and education facility was randomly selected from each community.

**Focus Group Discussions:** A series of Focus Group Discussions with communities were organized in each sample district. These were designed to record perspectives unaccounted for or not fully explored in the household survey with the objective to supplement findings from quantitative tools and further navigate themes explored in in-depth interviews with service providers. Importantly, a deliberate attempt was made to ensure women participation to account for the experience of women councillors at different levels.

**In-depth interviews:** A number of semi structured in-depth interviews were also conducted with those involved in the management of local government policies. In-depth interviews were conducted at two levels, i.e. district and the union council. For each district, in-depth interviews sought to gain first-hand information on the working of the local government, the challenges faced and the way forward. A total of 168 in-depth interviews were conducted at



the district and tehsil levels apart from 42 focus group discussion. One third of the focus groups were held exclusively with women participants. (Table 2).

In each of the selected 100 UCs, interviews were conducted with the UC nazim/naib nazim or councillor. Similarly, one interview each was conducted with a randomly selected CCB chairperson and a woman councillor from each union council (Table 3).

**Table 2: In-depth Interviews at the district/tehsil/town level**

Interviewee	No. Of Interviews/ District	Total interviews
District Nazim	1	21
Town/Tehsil Nazims*	2	42
DCOs	1	21
TMO*	2	42
Chairman Safety Commission	1	21
DPO	1	21
FGDs	2	42
<b>Total</b>	<b>10</b>	<b>210</b>

\* Random selection in case of more than 2 tehsils and towns in a district

#### 4. Field Teams

Public universities were given lead in data collection, while a team of consultants facilitated them in conduct of the exercise. Apart from the provincial coordinators and independent monitors, all the field staff was from the partner universities. The field teams were mostly organized on the level of regions and a comprehensive management and monitoring system was put in place to ensure strict adherence to the methodological scheme of the study.

**Table 3: In-depth Interviews at the UC level**

Interviewee	No. of Interviews/ UC	Total interviews
Union Nazim	1	100
Chairman CCB	1	100
Female Councillors	1	100
Community Profile	1	100
Service Providers (Health&Education)	2	200
<b>Total</b>	<b>6</b>	<b>600</b>



**Provincial Coordinators:** One senior researcher with proven track record in managing/monitoring large surveys and sound experience in field operations was appointed as provincial coordinator for this assignment. The Coordinator interfaced both with the Team Leader/technical team and with survey teams of universities for ensuring timely and quality data collection. They also facilitated and coordinated trainings of enumerators and supervisors, in addition to overseeing the planning, management and quality of data collection.

**Principal Investigators:** The principal investigators were assigned by partner universities and were responsible for arranging the required number of enumerators and interviewers. In addition, the principal investigators also conducted training of enumerators assigned to their respective region/province as master trainers. They also helped assist in monitoring field activities and facilitated in arranging interviews of stakeholders at the district level and conducted spot checks.

**Regional Coordinators:** The partner universities deputed regional coordinators for each region to directly monitor teams working in their respective regions. They were assisted in their duties by team supervisors.

**Research Coordinators:** The research coordinators, one for each region, worked in close coordination with regional coordinators and were responsible for conducting in-depth interviews of the district/tehsil/town level stakeholders.

**In-charge Logistics:** In-charge Logistics was responsible for making logistic arrangements in an effective manner. He/she worked in close coordination with field supervisors to ensure the smooth conduct of field work in his/her respective region.

**In-charge Documentation:** In-charge Documentation was responsible for collecting, organizing, and documenting questionnaires received from the field.

**Team Supervisors:** The supervisor was responsible for overseeing the work of data collection teams (enumerators/interviewers). Each data collection team was led by a Supervisor and comprised of Enumerators and interviewers.

**Enumerators and Interviewers:** Each field team constituted of eight (8) enumerators and two (2) interviewers. Enumerators conducted household interviews, while the interviewers were responsible for conducting UC level in-depth interviews with union nazim/naib nazim, women councillors and the CCB chairperson, in addition to completing community profiles for each cluster.

**Independent Monitors:** Independent monitors were hired to monitor and evaluate field work. They were assigned to validate and monitor at least 5% of the fieldwork conducted by enumeration teams in the assigned regions.





## 5. Data Collection and Management

After the completion of trainings, each Supervisor with the help of the regional coordinator and In charge Logistics prepared detailed Work Plans and Route Plans for enumeration in villages allocated to their respective team. The work plans included names of the villages, location, and approximate number of households to be interviewed each day.

Data collection followed a clearly laid out enumeration plan:

**Locating Sample Area:** The supervisor was responsible for identifying boundaries of sample UCs with the help of UC maps, local government officials or local revenue authorities etc. Once boundaries were identified, the supervisors ascertained directions (East, West, South and North) for each sampled UC.

**Selection of Random Start:** All enumeration teams were given a list of UCs to be enumerated. Additionally, against each UC, the supervisors were provided a randomly chosen direction and distance (in Yards). After approaching the UC from the specified direction and walking for the specific number of yards mentioned in the sample list of UCs, the supervisor was instructed to select the nearest residential unit and interview all households residing in the building. The first residential building selected as a result of the above method constituted the random starting point.

In rural areas, where a union council was composed of several villages, the supervisor was instructed to compile a list of all villages/settlements in the UC. From the list of villages/settlements, the supervisor picked one village/settlement randomly. The same randomization procedure was applied in all rural union councils composed of more than one village/settlement. The field team then approached the randomly selected village from the given direction as specified in the sample list. In case the village/settlement contained fewer than 120 households, all of them were enumerated and the sample was completed from the nearest village.

**Cluster Formation and Enumeration of Households:** Once the starting point was identified, the supervisor directed field teams to cover all adjacent households in the neighborhood, ensuring that no households was left unaccounted for within the cluster. The cluster constituted of 120 contiguous households. All households living in a single structure were enumerated before moving on to the next structure. A housing structure that was uninhabited



for a long period of time did not form part of the cluster. On the other hand, a household that refused to grant interview after two revisits was still considered part of the cluster and was reflected in the non-response category. In such cases, the supervisors had to certify that all efforts were undertaken to interview the household.

**Data Documentation:** At the end of each day of field work, the supervisors ensured the delivery of all filled questionnaires to In Charge - Documentation, who was responsible for organizing and documenting data

received from the field. He/she was also required to fill up standard data sheets (in Excel Formats) that included a respondent list with the names and addresses of all respondents enumerated in the cluster. The questionnaires for each cluster were sent separately in separate envelopes with full geographical details to the regional coordinators. The latter passed them on to the provincial coordinators.



**Monitoring:** The data collection process was separately monitored at different stages of data collection. A substantial proportion of questionnaires were randomly checked and verified by principal investigators, regional coordinators and provincial coordinators: these personnel visited a given number of UCs to monitor the data collection process in each region. Additionally, an independent monitor was assigned to verify 5% of household questionnaires independently of field teams in each region. Further, the independent monitor made visits to sampled areas on the very next day following the data collection date.



**Data entry and cleaning procedures:** Considerable human and technical resources were employed to minimize non-sampling errors at various stages of data processing including editing, coding, entry, and cleaning of data. For instance, a double data entry mechanism was employed to minimize system and key-punch errors. For the purpose, a customized database was developed and tested before final data punching. A team of independent professionals was formed by Institute of Management Sciences Peshawar and was assigned to conduct the exercise under the supervision of a software developer, a supervisor and a team of data analysts.

## 6. Data Analysis and Report

The analysis for the 2009-2010 Social Audit includes both quantitative and qualitative aspects. While the quantitative analysis is based on the household survey, the qualitative analysis combines key informant interviews of elected local government officials at different tiers of government, local administration officials, officials of health and education facilities, and community focus group discussions.

### **Sampling Weights**

Unlike the qualitative key informant interviews, results from the quantitative household survey are representative at the provincial and national levels. Each cluster sampled at the union council level is weighted at the district and provincial levels. Firstly, individual cluster weights were applied to get representative results at the district level. Secondly, district weights were applied to get provincially representative results. All percentages reflected in the report are weighted percentages.

### **Vulnerability Index**

The extent of access enjoyed by vulnerable segments of the population to quality public services is an important performance indicator in the context of Social Audit. Consequently, a vulnerability index was constructed at the household level using a set of four indicators: the last grade of education of household head; the average number of household members per room; type of roof material; and the type of latrine used by household members. On the basis of the above index, each household was classified as either “very vulnerable”, “vulnerable” or “not vulnerable”. The ratio of sampled households falling into each of the above three categories varies significantly across provinces



(Table 4). Overall, approximately one-third of sampled households are categorized as “very vulnerable”, while approximately 43% are categorized as “vulnerable”. Similarly, approximately one-fourth of sampled households were categorized as not vulnerable.

**Table 4: Province wise Distribution of Vulnerable Households  
(% Households)**

	Very Vulnerable	Vulnerable	Not Vulnerable	Cases Not Categorized*
Balochistan	38.7	34.6	24.6	2.2
NWFP	22	43.8	33.4	0.8
Punjab	24.7	47.1	27.8	0.4
Sindh	35.3	35.3	16.3	0.6
PAKISTAN	31.2	42.9	25.3	0.6

*\*reflects the percentage of households not categorized according to the vulnerability index due to missing values in one or more relevant indicators.*

## 7. Limitations

This Study presents the national survey findings on public access to basic services, perceptions about and, attitudes towards, local governments. However, it may be emphasized that the research questions aimed at providing policy prescriptions were not within the scope of the study.

A major purpose of the Study was to develop it in accordance with the methodology and analytical frameworks of the earlier two Social Audit surveys, conducted in 2001/02 and 2004/05, and to facilitate comparison among the three surveys, including the present one. While modifications aimed at enhancing the quality of the analysis have been made throughout the study, major deviations in contents of the questionnaires were not desirable. Similarly, while an urban-rural breakup of survey findings was envisaged in the initial methodology for 2009/10, the lack of credible and uniform information on the urban-rural classifications of union councils proved a major constraint, leading to the inability to analyse the findings by difference in location i.e., by rural and urban areas.

The survey results reflect the access to and perceptions about local governance and public services of citizens at a specific point in time. As such, these were influenced by the general atmosphere prevalent in the country at the time of the survey enumeration. Indeed, uncertainty about local governments, and a worsening law and order situation during the field days created an overall environment of negativity among communities. This negativity was perhaps also reflected in the survey results on perceptions of local government performance, quality of public services and issues/conditions that improved or worsened. However, measurable and factual results such as access to services seemed to have been less affected by the unfavourable atmosphere.

Difficulties were also faced in contacting elected representatives, particularly *Zila Nazims* for conducting in-depth interviews as the tenure of the local governments had lapsed at the end of the last year and most of them were not easily accessible, with some being out of town or country.

In some areas, besides severe winter weather in the northern parts of the country, some field teams were also confronted with unfriendly attitudes from the sample households selected for enumeration. It required a great deal of effort and persuasion by the provincial coordinators to allow access to the respondents as well as obtain appropriate responses.



# **Information Base & Findings**







# Continuation of Local Governments



# Continuation of Local Governments

With the future of the local government system still unclear after the lapse of the Provincial Local Government Ordinances, 2000-01, on December 31, 2009, one of the key questions of the social audit survey was focused on seeking opinion about the continuation of the local government system that had been operational in the country for almost a decade.

In response to this basic question, the survey has shown that a majority of the household respondents (55.7%), at the national level, favoured the continuation of the local government system, resulting mainly from high proportions favouring it in Punjab and Sindh. In NWFP and Balochistan, however, there were relatively higher proportions of respondents who were not in favour of the continuation than those who favoured it.

**Table 1.A.1. Continuation of the local government system  
% Households**

	In Favour	Not in Favour	Indifferent
<b>Balochistan</b>	44.9	46.4	6.9
<b>NWFP</b>	47.6	48.9	2.9
<b>Punjab</b>	60.6	30.1	8.5
<b>Sindh</b>	51.1	44.8	3.8
<b>PAKISTAN</b>	55.7	37.2	6.4

Among the vulnerable classes of population, higher proportions of the respondents were in favour of the continuation of the local government system in both “vulnerable” as well as “very vulnerable” groups than those against its continuation.

**Table 1.A.2. Continuation of the local government system  
% Vulnerable Households**

	In Favour	Not in Favour	Indifferent
<b>Vulnerable</b>	58.4	35.6	5.3
<b>Very Vulnerable</b>	49.7	40.5	9.1

An overwhelming majority of elected representatives were in favour of continuing the local government as operational in the recent past, though over 10% of women councillors did not approve of such continuation. Also, there was a large proportion (ranging from 61% to 88%) of government officials, who favoured the continuation of the local government system.

**Table 1.A.3. Continuation of the local government system  
% Elected Representatives/Government Officials**

	In Favour	Not in Favour	Don't Know/Refused
<b>Elected Representatives</b>			
<i>District/Zila Nazims</i>	94.4	-	5.6
<i>Tehsil Nazims</i>	100.0	-	-
<i>Union Council Nazims</i>	94.7	4.2	1.1
<i>Women Councillors</i>	88.3	9.6	2.1
<i>Chairmen CCB</i>	93.4	3.3	1.1
<b>Government Officials</b>			
<i>DCOs</i>	70.0	17.6	11.8
<i>TMOs</i>	87.5	7.5	5.0
<i>DPOs</i>	60.0	33.3	6.7
<i>Chairmen DPSPCC</i>	87.5	-	12.5
<i>Incharge Govt. Health Facilities</i>	67.0	29.5	3.4
<i>Incharge Govt. Education Facilities</i>	61.2	33.7	4.1

#### Focus Group Discussions

Almost all focus groups favoured the continuation of the local government system, stating that this system is better than the previous one. In the opinion of most participants, the elected representatives are easily accessible though sometimes they are unable to resolve the problems e.g., limited water supply, clogged drainage system, load shedding of electricity, unemployment, inflation and law and order, of the community.

A large majority of household respondents across the country were in favour of voting in the next union council elections, whenever scheduled. This pattern was evident across all provinces, even in NWFP and Balochistan where the majority had expressed “not in favour” of continuing the local government system. A negligible proportion of respondents were indifferent towards the issue of voting in the next elections.

**Table 1.A.4. Voting for Union Councils in the next elections  
% Households**

	In Favour	Not in Favour	Indifferent
<b>Balochistan</b>	67.2	30.3	1.5
<b>NWFP</b>	63.6	34.8	0.9
<b>Punjab</b>	79.2	17.4	2.8
<b>Sindh</b>	74.6	24.3	0.5
<b>PAKISTAN</b>	75.5	22.1	1.9

Similar to the overall national and provincial findings, a majority of responses from vulnerable groups also reflected a willingness to vote in the next local council elections.

**Table 1.A.5. Voting for Union Councils in the next elections  
% Vulnerable Households**

	In Favour	Not in Favour	Indifferent
<b>Very Vulnerable</b>	73.4	23.9	1.9
<b>Vulnerable</b>	76.9	20.8	1.7









## **Local Government and Citizens' Participation**



# Local Government and Citizens' Participation

## A. Opinions and use of Local Government

### Households' Perception about Biggest Problem and Services which Improved/Worsened

In 2009/10, the single biggest problem, as perceived by all households, was gas supply, followed by sewerage and sanitation and water supply. Electricity supply, due to frequent and long hours of load shedding was also cited as a key problem. A majority of the households said that no service had improved during the past four years while a fifth of the households said that roads displayed marked improvement. While, as a whole, one third of the households said that no services worsened during the past four years, nearly 23% of the households said that electricity supply and about 16% respondents believed that the sewerage and sanitation stated to have worsened most during this period.

**Table 2.A.1. Perception about Services/Sectors during the past 4 years**  
% of Households

Service/Sector	Biggest Problem(s)	Which Service(s)/Condition Improved Most during the past 4 years	Which Service(s)/Condition Worsened Most during the past 4 years
No Problem/Service	4.8	59.4	33.0
Water Quality	3.5	2.6	5.2
Water Supply	10.0	5.6	7.4
Health	6.5	4.2	6.9
Education	4.9	8.1	7.0
Streets/Street Lights	2.2	8.2	4.9
Roads	6.0	19.2	11.7
Transport	0.7	0.9	1.2
Garbage Disposal	5.5	1.4	9.3
Sewerage and Sanitation	13.3	6.7	16.0
Gas Supply	17.6	2.5	6.4
Electricity Supply	9.0	3.4	22.9
Crime/Dacoity	3.5	1.1	5.7
Terrorism	0.5		
Courts	0.6	0.4	0.5
Housing	1.6	0.5	0.8
Other	5.9	0.9	5.3

In the context of overall socio-economic issues, almost half of the respondents (49.3%) felt that inflation was a severe problem, followed by unemployment (32.8%) and load-shedding (10.7%).

**Table 2.A.2. What other issues posed problems during the past 4 years?  
% of Households**

Problems/Issues	% Households
Unemployment	32.8
Inflation	49.3
Load-shedding	10.7
Petty Crime/Dacoity	1.8
Corruption	0.5
Terrorism	0.8
Others	2.9

#### Level of Satisfaction with Union Councils

In 2002, expectations about the union councils (UCs) were mixed: 31% of the households said these UCs would be better than those in the previous system; 36% said these would not be better under the new system and 31% could not say whether these would be better or not. In 2004, nearly one third (30.5%) of the household respondents thought that the new councils were better than the previous system; 24.8% thought they were the same as before and 17.7% thought they were worse than before. Almost one quarter of respondents (26.9%) were still unsure.





In 2009/10, almost one third i.e., 33.8% of the household respondents said that they were satisfied with the performance of the union councils, while 45% expressed dissatisfaction. About 12% said they were neither satisfied nor dissatisfied and 9% said they did not know or refused to answer the question.

**Table 2.A.3. Level of Satisfaction with Union Councils overall performance during past 4 years**  
% Households

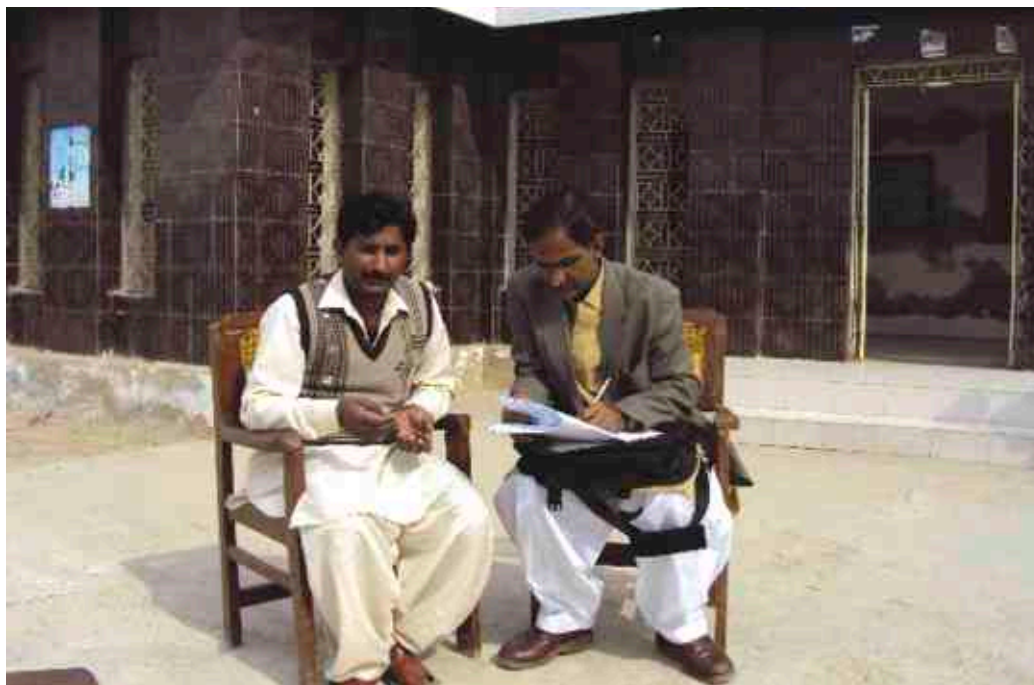
	%Satisfied	%Dissatisfied	%Indifferent	%Don't Know/Refused
<b>Balochistan</b>	30.8	47.2	11.7	10.3
<b>NWFP</b>	27.6	58.0	10.2	4.2
<b>Punjab</b>	39.1	37.5	13.0	10.4
<b>Sindh</b>	26.2	57.2	9.5	7.1
<b>PAKISTAN</b>	33.8	45.8	11.7	8.7

A high proportion of household respondents from the vulnerable and very vulnerable groups expressed dissatisfaction with the performance of union councils. About one fourth of very vulnerable respondents, and one third of vulnerable households were satisfied with the performance of union councils during the past four years.

**Table 2.A.4. Level of Satisfaction with Union Councils overall performance during past 4 years**  
% Vulnerable Households

	Satisfied	Dissatisfied	Indifferent	Don't Know/Refused
<b>Very Vulnerable</b>	24.9	52.9	10.5	11.7
<b>Vulnerable</b>	36.9	43.9	11.6	7.6





### Contact with Union Council Members

In 2002, 21% of male respondents and 10% female respondents reported a household contact with a union council member. Just over half (54%) of the households who contacted a union council member were satisfied with the service they received. In 2004, 24.6% of male respondents and 12.5% of female respondents reported a household contact with a union council member during the past 12 months. In 2009/10, one quarter of the households contacted a union council member, with relatively higher proportions in Balochistan and NWFP.

Predominant reason for contacting a union councilor was “problem with a local service such as water, sewerage, etc.” as reported by 49.2% households in 2004 and 51.5% in 2002. Contact for “documentation purposes” was reported by 24.6% households in 2004 and 18.4% in 2002. In 2004, 13.8% households quoted “for financial support or employment help” as the reason for contact; in 2002, this reason accounted for 11.5% households.

In 2009/10, the predominant reason for contacting union council member was for certificates/documents, followed by problems related to sewerage and sanitation and water.

**Table 2.A.5. Households who contacted  
Union Council Member During the Past 4 Years  
% Households**

	Contact
<b>Balochistan</b>	32.6
<b>NWFP</b>	27.6
<b>Punjab</b>	23.4
<b>Sindh</b>	24.0
<b>PAKISTAN</b>	24.5



**Table 2.A.6. Purpose of Contact With Union Council Member**  
**% Households**

	Water Prob.	Sewerage Prob.	Garbage Prob.	Electric Prob.	Road Prob.	Personal Security	Certificate/ Documents	Health Issue	Child's Educ	Police related	Family dispute	Community dispute	Gas Prob.	Zakat/BISP
<b>Balochistan</b>	50.1	6.8	9.6	25.6	10.5	3.5	12.9	11.4	8.2	1.9	2.5	3.4	-	1.0
<b>NWFP</b>	18.6	21.5	7.2	21.2	11.4	1.6	26.4	3.1	3.4	2.7	2.7	4.8	2.5	1.7
<b>Punjab</b>	8.2	12.7	4.2	3.9	7.4	2.3	33.0	3.8	3.2	2.1	4.0	2.4	0.6	1.0
<b>Sindh</b>	20.3	22.6	10.6	11.8	13.6	4.0	16.3	3.9	3.5	2.2	2.4	2.1	0.3	0.8
<b>PAKISTAN</b>	15.6	16.2	6.6	9.9	9.8	2.8	26.4	4.2	3.6	2.2	3.3	2.7	0.8	1.0

One third of the non-vulnerable and one quarter of the vulnerable households contacted a union council member during the past four years.

**Table 2.A.7. Households who contacted**  
**Union Council Member During the Past 4 Years**  
**% Vulnerable Households**

	Contact
<b>Very Vulnerable</b>	18.2
<b>Vulnerable</b>	25.1
<b>Not Vulnerable</b>	31.3

Almost 43% of the households who contacted a union council member during the past four years were satisfied by the assistance/service they received from the member, while 36% were dissatisfied. The level of satisfaction is on the higher side in Punjab, while it is quite low in Sindh. In NWFP and Balochistan, it is moderate as compared to overall results.

**Table 2.A.8. Satisfaction with Union Council Contact**  
**% Households Satisfied with UC Members Response/**  
**Action After Contact during past 4 years**

	Satisfied	Dissatisfied	Neither Satisfied nor Dissatisfied	Don't Know/Refused
<b>Balochistan</b>	40.5	34.4	10.9	14.2
<b>NWFP</b>	41.1	51.0	4.7	3.2
<b>Punjab</b>	55.5	31.1	4.9	7.5
<b>Sindh</b>	27.7	36.1	4.2	32.0
<b>PAKISTAN</b>	42.3	35.9	5.1	16.7

The level of satisfaction with the union council is negatively related with vulnerability. Of the non-vulnerable groups which contacted the union council member, one-half were satisfied; however, the level of satisfaction declined as vulnerability levels increased.

**Table 2.A.9. Satisfaction with Union Council Contact**  
**% Households Satisfied with UC response**

	Satisfied	Dissatisfied	Neither Satisfied nor Dissatisfied	Don't Know/Refused
<b>Very Vulnerable</b>	31.0	45.9	6.1	17.0
<b>Vulnerable</b>	43.4	34.2	4.7	17.7
<b>Not Vulnerable</b>	50.7	30.1	4.7	14.5

In 2004, an overwhelming majority (82/84) of district/*zila nazims* rated the performance of the district government during their tenure as good or very good. However, the DCOs were less satisfied with the district governments' performance as only 68 out of 86 DCOs rated the performance as good or very good. Most *tehsil nazims* (83%) and TMOs (85%) said that performance of TMA was good or very good. Of the *union nazims*, two-thirds (67%) and of the women councilors, less than one-half (43%), rated the overall performance of their union council as good or very good.

In 2009/10, majority of elected representatives i.e. *zila nazims*, *tehsil nazims* and *UC nazims* rated the performance of their respective levels of government as excellent, except women councilors, of whom only 27% said it was excellent. Also, 70% DCOs and 65% TMOs said that the performance was excellent or good



## B. Views of Elected Representatives and Government Officials

### Views of District/Zila Nazims

In 2004, nearly all the *zila nazims* mentioned one or more of the basic public services as their single biggest problem or challenge in the district, especially drinking water, education, roads and health. In 2009/10, health service was indicated as one of the biggest problems by most *zila nazims* while some also mentioned water supply.

As their biggest achievement, most *nazims* in 2004 cited improvements in a specific public sector, especially education, roads and streets, health services and water supply; some mentioned governance and administrative improvements while others stated increased public trust in government as a major achievement. They considered better funding, cooperation within the district and public support including support from NGOs and CCBs as responsible for improvements. In 2009/10, roads, health, education and water supply and quality were mentioned in the context of services which improved most during the past four years.

In 2004, *nazims* also identified services they had not been able to improve. These included electricity supply, law and order or employment opportunities. Main constraints quoted by *nazims* included lack of funds and physical resources, lack of coordination and cooperation within the district, as well as, lack of qualified human resources, lack of authority and control over services and lack of proper planning and monitoring. In 2009/10, while one-third *nazims* said there was no deterioration in any of the services, one-fourth mentioned crime/police and electric supply as major services which had worsened.

**Table 2.A.10. Overall Rating of Performance during the past four years  
of their Respective Levels of Governments  
%Respondents**

	Excellent	Good	Neither Good nor Bad	Bad	Don't Know
<b>Elected Representatives</b>					
<i>District/Zila Nazims</i>	77.8	11.1	-	5.6	5.6
<i>Tehsil Nazims</i>	52.5	40.0	2.5	5.0	-
<i>Union Council Nazims</i>	55.8	31.6	11.6	1.1	0.0
<i>Women Councillors</i>	26.6	43.6	23.4	5.3	1.1
<b>Government Officials</b>					
<i>DCOs</i>	17.6	52.9	23.5	5.9	-
<i>TMOs</i>	30	35	22.5	2.5	5

Unemployment, as cited by a majority of *zila nazim*, was the most pressing economic issue confronting the people during these past four years. A few respondents also mentioned load-shedding, as well as terrorism.

In 2004, only one-third (29/83) of the *zila nazims* said that the provincial government had helped service delivery in the districts. More than one half (43/83) complained of hindrance and interference from the provincial government. A majority i.e., 67 out of 84 of the *nazims* complained about the problems related to postings and transfers of staff and delays in funding by provincial government for approved projects. In 2009/10, a very large number of *zila nazims* said that district governments' relations with provincial government were bad, with some saying it was good; only a few said it was neither good nor bad but merely one-tenth stating that these were excellent. Such evaluations stemmed largely from reasons, quoted by the *zila nazims*, which included too much interference from the provincial government, poor coordination between province and district administrations, and extreme delays in development schemes and financial difficulties imposed by provincial government on the district administration. However, an overwhelming majority of *zila nazims* said that the relationship between the two administrations did not suffer due to corruption.

**Table 2.B.1 Perception about Services/Sectors during the past 4 years**  
**% of Nazims/Naib Nazims**

Service/Sector	Biggest Problem(s)	Which Service(s)/Condition Improved Most during the past 4 years	Which Service(s)/Condition Worsened Most during the past 4 years
No Problem	5.6	5.6	33.3
Water Quality	-	11.1	5.6
Water Supply	11.1	22.2	16.7
Health	22.2	38.9	5.6
Education	5.6	44.4	5.6
Streets/Street Lights	-	22.2	5.6
Roads	-	72.2	-
Transport	-	5.6	-
Garbage Disposal	-	5.6	5.6
Sewerage and Sanitation	5.6	16.7	5.6
Gas Supply	-	-	-
Electricity Supply	-	11.1	22.2
Crime/Police	5.6	-	27.8
Courts	5.6	11.1	16.7
Housing		5.6	-
Other	38.9*	11.1	33.3**

\*The 38.9% other included lack of funds and unemployment as biggest problems.

\*\*The 33.3% other included inflation, funds, and encroachment as conditions which worsened

**Table 2.B.2 What other issues posed problems during the past 4 years?  
% of Nazims/Naiib nazims**

Problems/Issues	% of Nazims/Naiib Nazims
Unemployment	55.6
Inflation	5.6
Load-shedding	16.7
Petty Crime/Dacoity	5.6
Terrorism	11.1
Others	5.6

In 2004, many *zila nazims* (52/83) reported a good relationship with *tehsil* administrations (TMAs) and said that they usually reached agreement with TMAs on all major policy decisions. In 2009/10, contrary to opinion about relations with provincial government, few *zila nazim* said that the district government's relations with the *tehsil* administration were bad; a majority said these were excellent or good while some seemed indifferent. Reasons for this positive opinion, as explained by the *zila nazims*, included excellent coordination between the two tiers of government, no interference, clarity in roles and responsibilities and an overall excellent performance of TMAs.

**Table 2.B.3 Relationship of District Govt. with Provinces, TMA, & DCO during the  
past 4 years  
% of Nazims/Naiib Nazims**

	Provinces	TMAs	DCOs	DPOs
Excellent	11.1	27.8	-	-
Good	27.8	38.9	22.2	22.2
Neither Good nor Bad	16.7	22.2	33.3	44.4
Bad	44.4	11.1	33.3	11.1
Don't Know/Refused	-	-	30.0	22.2

According to the 2004 survey, most *nazims* reported that the DCO always or nearly always came personally to a meeting if invited by the *zila nazim*. Two-thirds of the *nazims* also said that the DCO always or nearly always informed the *nazim* when leaving the district. One-third of the *nazims* also said that the provincial chief secretary contacted them when communicating with the DCO and an equal number said that they got copies of all correspondence from the provincial chief secretary to the DCO. In 2009/10, a vast proportion of *zila nazims* said that their governments' relationship was "bad" with the provinces. *Zila nazims* also had some reservations on the working relationship with the DCOs as none of them categorized the relationship as "excellent"; one-quarter of *nazims* labeled it as "good" while one-third said it was bad with another one-third declining to comment. Commenting on the coordination with DCOs, almost one-half of the *zila nazims* said it was good; interference in each other's matters was limited and there were none/some delays in development schemes as well none/some financial difficulties. However, one-third of the respondents said that relationship was impacted by corruption.

In 2004, the *nazims*' most common suggestion for improving the performance of the district governmentd was that instead of interfering, the provincial governments should cooperate with the districts. Other suggestions included requests for more authority for the *nazim* and district *government* or more funds and resources. In this context, in 2009/10, majority of *zila nazims* stated that funds should be made available on a timely basis and a fuller implementation of the LGO. Other suggestions included reducing interference from the provincial level, more powers to the *zila nazim*/council and union council/*nazim* as well as limiting interference from the MPAs and MNAs.

**Table 2.B.4 Reasons for Good/Bad Relationships during the past 4 years**  
**% of Nazims/Naib Nazims**

	Provinces	TMA	DCOs	DPOs
Interference				
- Too much	50	11.1	10	11.1
- Somewhat	38.9	16.7	50	22.2
- None	11.1	72.2	20	44.4
Coordination				
- Excellent				
- Good	5.6	38.9	-	
- Neither Good nor	33.3	22.2	50	33.3
Bad	22.2	27.8	10	44.4
- Poor	38.9	11.1	10	22.2
- Don't Know/Refused	-	-	30	-
Delays imposed on development schemes				
- No delay	22.2	-	33.3	-
- Some delay	33.3	-	33.3	-
- Extreme delay	44.4	-	11.1	-
Financial Issues				
- No difficulties	16.7	-	44.4	-
- Some difficulties	38.9	-	33.3	-
- Extreme difficulties	44.4	-	-	-
Relationship suffered due to Corruption				
- Yes	16.7	-	33.3	-
- No	83.3	-	33.3	-
Clarity Between Roles and Responsibilities				
- To a large extent	-	66.7	-	-
- To some extent	-	16.7	-	-
- None	-	16.7	-	-
Overall Performance				
- Excellent	-	77.8	-	-
- Good	-	11.1	-	-
- Neither Good nor Bad	-	-	-	-
- Poor	-	5.6	-	-
- Don't know/Refused	-	5.6	-	-



**Table 2.B.5. Most Important Things that could improve Performance of District Govt.  
% of Nazims/Naib Nazims**

Most Important Factors	% of Nazims
More funds	16.7
More timely funds	55.6
Stop Interference from Prov Govt.	38.9
Stop Political Interference from MNAs, MPAs	27.8
More powers to DCO	-
More powers to Nazim/District Council	27.8
More powers to Nazim/Union Council	27.8
More powers to Nazim/Tehsil Council	-
Accountability of district officials	-
Full implementation of LGO	55.6
Training of District Officials	11.1
Better planning	11.1
Clarification of roles and responsibilities	-
Higher salaries/benefits for district officials	-
Other	16.7

### Views of District Coordination Officers (DCOs)

In 2004, the DCOs identified similar problems and challenges in their districts as those identified by the *zila nazims* such as problems with basic services, funding and resources and governance issues. In 2009/10, about 18% of the DCOs said that there was no major problem among the services provided during the past four years. However, a large number of the DCOs said that sewerage and sanitation posed a big problem, with some even mentioning education as a cause for concern.

Unlike the *zila nazims*, DCOs in 2004 had said that there had not been any improvement but did mention improvements in education, roads, health and water. They cited better funding or income, better planning and monitoring within the district and public support as the main factors for success. In 2009/10, too, majority of DCOs mentioned improvements in health, education and roads during the past four years.

According to the 2004 survey, most DCOs said that they had not been able to improve services, blaming inadequate funding and resources as well as lack of planning and monitoring, interference from outside



the district and lack of power and authority. In 2009/10, most DCOs stated the worsening law and order situation with high rates of crime/dacoity as a major issue during the past four years.

In the context of socio-economic issues confronting the communities, one-third of the DCOs indicated that load-shedding and unemployment were the major concerns. Some mentioned petty crime/dacoity while a few cited terrorism and corruption as main challenges. Interestingly, inflation was not a cause of concern for any of the respondent DCOs.

**Table 2.B.6. Perception about Services/Sectors during the past 4 years**  
% of DCOs

Service/Sector	Biggest Problem(s)	Which Service(s)/Condition Improved Most during the past 4 years	Which Service(s)/Condition Worsened Most during the past 4 years
No Problem	17.6	11.1	-
Water Quality	-	5.6	5.6
Water Supply	5.9	22.2	16.7
Health	5.9	61.1	22.2
Education	17.6	50.0	22.2
Streets/Street Lights	-	16.7	-
Roads	-	50.0	11.1
Transport	-	-	5.6
Garbage Disposal	5.9	-	-
Sewerage and Sanitation	23.5	-	16.7
Gas Supply	-	5.6	-
Electricity Supply	-	5.6	5.6
Crime/Dacoity	5.9	-	55.6
Terrorism	5.9	-	-
Police	-	-	-
Courts	-	5.6	-
Housing	-	-	11.1
Other	11.8	16.7	50

**Table 2.B.7. What other issues posed problems during the past 4 years?**

Issue	% of DCOs
Unemployment	29.4
Inflation	-
Load shedding	35.3
Petty Crime/Dacoity	11.8
Corruption	5.9
Terrorism	5.9
Others	11.8

In 2004, in 43 of the 86 districts, the DCOs reported a good relationship with the TMAs with good coordination and non-interference in each other's business. In cases where the relationship between district and TMA was stated to be bad, poor coordination was given as the responsible factor. In 2009/10, over 40% of the DCOs said that the overall coordination as well as coordination in development activities between the district government and TMA was bad. They also had similar views on the level of coordination in sharing or exchanging offices. However, a majority of DCOs said that the level of coordination between district and union council administrations was either excellent or good.

**Table 2.B.8. Level of Coordination between District Govt. and TMA and UC during the past 4 years**  
% of DCOs

	Excellent	Good	Neither Good nor Bad	Bad	Don't Know
Level of Overall Coordination between District Govt. and TMA	17.6	17.6	11.8	41.2	11.8
Level of Coordination between District Govt. and TMA for Development Activities	17.6	17.6	11.8	41.2	11.8
Level of Coordination between District Govt. and TMA in sharing or exchanging offices	11.8	17.6	17.6	35.3	17.7
Level of Overall Coordination between District Govt. and UC	23.5	47.1	5.9	23.5	-

In the context of influence on the working relationships between the various tiers of local government, a majority of the DCOs said that the political influence of the district on TMA was none/limited; there was no interference of the district governments in the working of TMAs; and there was large/certain extent of clarity in their roles and responsibilities. A majority of DCOs also said that there was no interference of the district governments in the working of the union councils.

**Table 2.B.9. Influence of District Govt. on the working of TMA and UC**  
% DCOs

	None/Not much	To a Certain extent	To a large extent
Degree of political influence on the relationship of District Govt. officials and TMA	35.3	35.3	23.5
Level of clarity in roles and responsibilities among District Govt. officials and TMA	29.4	29.4	41.2
Level of interference by District Govt. in the working of TMA	70.6	11.8	17.6
Level of interference by District Govt. in the working of UC	64.7	5.9	29.4

According to the 2004 survey, the DCOs identified more funding, more accountability, more trained human resources, more power to the district government and an end to political interference as the important factors that could improve the performance of the district governments. In 2009/10, the DCOs identified availability of timely funds as being the most important factor in improving the performance of the district governments. Other suggestions included provision of more funds, training of government officials, mobilization of public awareness about the local government system, fuller implementation of LGO, more accountability of district government officials and non-interference of parliamentarians.

**Table 2.B.10. Most Important Things that could improve Performance of District Govt.**  
% of DCOs

Most Important Factors	% of DCOs
More funds	27.8
More timely funds	38.9
Stop Interference from Provincial Govt.	5.6
Stop Political Interference from MNAs, MPAs	22.2
More powers to Nazim/DCO	16.7
More powers to District Council/Nazim	5.6
More accountability of district govt. officials	22.2
Full implementation of LGO	22.2
Training programs for govt officials	27.8
Mobilization of public awareness	27.8
Better coordination between DCO and District council	16.7
Other	27.8

In response to a question about what would help them do their job better, one-half of the respondents said that more capacity-building of district government officials was the key factor. Other suggestions included non-interference of parliamentarians, availability of more and timely funds and more accountability of district government officials.

**Table 2.B.11. What would help you do your job better?**  
% of DCOs

Most Important Factor	% of DCOs
More funds	33.3
More timely funds	33.3
Stop Interference from Provincial Govt.	11.1
Stop Political Interference from MNAs, MPAs	38.9
More powers to DCO	16.7
More powers to District Council/Nazim	5.6
More accountability of district govt. officials	27.8
Full implementation of LGO	22.2
Capacity Building of district govt	50.0
Revert to old system	16.7
Other	11.1

In 2004, most DCOs reported that the *zila nazim* always or nearly always came personally to a meeting if requested or at least sent a representative. However, only one-half DCOs stated that the *zila nazim* received copies of all correspondence from the provincial chief secretary to DCO. In 2009/10, most DCOs said that the *zila nazim* always attends meeting when the DCO invites him; however the correspondence from the chief secretary to DCO is rarely copied automatically to the *zila nazim*.

**Table 2.B.12. Relationship between DCO and Nazim**  
% DCOs

	When DCO invites Nazim, he attends:	When DCO invites Nazim, he sends representative:	The correspondence from the provincial chief secretary to you automatically copied to District Nazim
Always	47.1	11.8	23.5
Usually	5.9	17.6	17.6
Sometimes	5.9	17.6	5.9
Rarely or never	35.3	47.1	41.2
Don't Know/Refused	5.9	5.9	11.8

## Views of the Tehsil Nazims

According to the 2004 survey, nearly all *tehsil nazims* or their representatives mentioned one or more of the basic public services as their biggest problems or challenge while a few also mentioned problems related to funding, governance and corruption. In 2009/10, sewerage and sanitation was cited as the single biggest problem by *tehsil nazims*, followed by roads and streets/street lights. Almost a little less than one-fifth (17.5%) *nazims* said there was no problem in the *tehsil* at all.

In 2004, the most commonly cited improvements, besides building trust in public and generating their own revenues, were in roads and streets, water supply and sewerage and sanitation. Factors contributing to the improvements were cooperation and support within the district, better funding and local income, better public support including that from CCBs and NGOs and better planning and monitoring. In 2009/10, over one-third of *tehsil nazims* mentioned sewerage and sanitation and street/street lights as the services which recorded most improvement during the past four years. These were followed by water supply and water quality. Crime and dacoity were cited as the major conditions which deteriorated in the past four years, followed by services such as education and electric supply.

**Table 2.B.13. Perception about Services/Sectors during the past 4 years**  
% of Tehsil Nazims

Service/Sector	Biggest Problem(s)	Which Service(s)/Condition Improved Most during the past 4 years	Which Service(s)/Condition Worsened Most during the past 4 years
No Problem	-	-	19.5
Water Quality	17.5	26.8	4.9
Water Supply	7.5	29.3	2.4
Health	2.5	7.3	17.1
Education	5.0	14.6	26.8
Streets/Street Lights	10.0	36.6	2.4
Roads	12.5	36.6	17.1
Transport	2.5	9.8	7.3
Garbage Disposal	5.0	12.2	4.9
Sewerage and Sanitation	15.0	39.0	12.2
Gas Supply	-	2.4	2.4
Electricity Supply	2.5	7.3	22.0
Crime/Dacoity	-	2.4	43.9
Terrorism	-	-	-
Police	-	-	-
Courts	-	2.4	4.9
Housing	7.5	-	4.9
Other		24.4	26.8



In 2009/10, in the context of overall socio-economic issues confronting the communities, one-half of *tehsil nazims* identified unemployment as the single most important issue, followed by inflation and load-shedding of electricity.

**Table 2.B.14. What other issues posed problems during the past 4 years?  
% of Tehsil Nazims**

	% of Nazims
Unemployment	50.0
Inflation	12.5
Load shedding	12.5
Petty Crime/Dacoity	10.0
Corruption	7.5
Terrorism	5.0
Others	-



In 2004, over one-half of the *tehsil nazims* reported their TMA had a good relationship with the district government. Reasons cited included effective coordination, non-interference in each other's affairs and affiliation with the same political groups. In cases where the relationship did not work well, *tehsil nazims* blamed poor coordination and unclear roles and responsibilities. In 2009/10, over one-half of the *tehsil nazims* said that the overall coordination between TMA and district government was excellent or good, while one-third *nazims* said that coordination between these two tiers of government in development work as well as the arrangement for sharing of offices was excellent or good. In the context of political relations between TMA and district government as well as between *tehsil nazim* and TMO, an overwhelming majority of *tehsil nazims* said these were excellent or good. On the relationship between TMA and union council members, there was no negative opinion at all.

**Table 2.B.15. Relationship of TMA with District Govt during the past 4 years**  
**% of Tehsil Nazims**

	Excellent	Good	Neither Good nor Bad	Bad	Don't Know
Overall Coordination between TMA and District Govt	37.5	25	30	7.5	-
Coordination between TMA and District Govt in development work	30	35	22.5	12.5	-
Sharing or exchanging offices between TMA and District Govt	42.5	25	15	10	5
Political relations between TMA and District Govt	52.5	22.5	7.5	17.5	-
Relationship between Tehsil Nazim and TMO	60	30	7.5	2.5	-
Relationship between TMA and Union Council Members	50	45	5	-	-

There were positive responses to the clarity of roles between TMA and district government and non-interference of district government in TMA matters: Almost one-half of the *tehsil nazims* said that there was clarity in the roles to a large extent while another 38% said that there was clarity to some extent. Only a negligible proportion of *tehsil nazims* said that there was interference of district government in TMA matters.

**Table 2.B.16. Clarity of Roles and Non-Interference between District Govt. and TMA  
% of Tehsil Nazims**

	To a large Extent	To some Extent	None	Don't Know
Clarity in roles and responsibilities between TMA and District Govt.	45	37.5	17.5	-
Non-interference of District Government in TMA matters	70	22.5	5	2.5

Almost one-half (49%) of the *tehsil nazims* in 2004 suggested they needed more powers to do a better job while one-fifth (21%) said they needed more funds. Some *tehsil nazims* said things could improve if the provincial authorities stopped interference, the LGO could be implemented in full, accountability was effective and more trained staff was provided. In this context, in 2009/10, the responses were very similar. Provision of more funds along with their release on a timely basis as well as more powers to tehsil council and *tehsil nazim* and full implementation of LGO were cited as key factors which could lead to better performance of TMA. One-fifth *tehsil nazims* also mentioned non-interference from MNAs and MPAs and provincial governments as important aspects which could improve TMA performance.

**Table 2.B.17. Most Important Things that could improve Performance of TMA.  
% of Tehsil Nazims**

Most Important Factors	% of Nazims
More funds	46.3
More timely funds	34.1
Stop Interference from Provincial Govt.	22.0
Stop Political Interference from MNAs, MPAs	24.4
More powers to DCO	0.0
More powers to District Council/Nazim	9.8
More powers to Union Council/Nazim	9.8
More powers to Tehsil Council/Nazim	39.0
Accountability of TMA officials	9.8
Full implementation of LGO	34.1
Training of TMA. Officials	12.2
Better planning	19.5
Clarification of roles and responsibilities	9.8
Higher salaries/benefits of TMA officials	4.9
Other	12.2

## Views of Tehsil Municipal Officers (TMOs)

In 2004, most TMOs identified one of the basic public services as their biggest problem. In 2009/10, similar to the responses given by the *tehsil nazims*, TMOs also said that water supply and sewerage and sanitation were the two services which posed the biggest problems during the past four years.

In the context of most improved services, TMOs in 2004 mentioned roads and streets, water supply, or sewerage and sanitation. One-quarter TMOs said that trust of the public in the new set-up and better access to local government representatives were important achievements. Factors contributing to improvements included cooperation and support of within the district, better funding or local income, better public support including that from CCBs and NGOs and better planning and monitoring. Constraining factors included lack of funds and physical resources, lack of authority and control over services, poor coordination and cooperation in the district and lack of trained human resources. In 2009/10, almost two-thirds of TMOs said that roads had improved while almost one-half said that street/street lights and sewerage and sanitation had also shown progress in the past four years. Almost 40%

**Table 2.B.18. Perception about Services/Sectors during the past 4 years**  
% of TMOs

Service/Sector	Biggest Problem(s)	Which Service(s)/Condition Improved Most during the past 4 years	Which Service(s)/Condition Worsened Most during the past 4 years
No Problem	-	5	35
Water Quality	-	20.0	12.5
Water Supply	17.5	27.5	7.5
Health	2.5	10.0	7.5
Education	2.5	12.5	10.0
Streets/Street Lights	-	50.0	5.0
Roads	5	57.5	7.5
Transport	-	5.0	2.5
Garbage Disposal	7.5	15.0	10.0
Sewerage and Sanitation	17.5	47.5	20.0
Gas Supply	7.5	5.0	7.5
Electricity Supply	5	2.5	25.0
Crime/Dacoity	10	0.0	37.5
Terrorism	2.5	-	-
Police	-	-	-
Courts	-	-	-
Housing	-	2.5	5
Other	20*	10	17.5

\*Note: the 20% other includes allocation of funds, completion of pending projects, unemployment and arsenic etc.

complained of crime/dacoity as worsening during the last term with one-fourth mentioning deterioration in electric supply.

Similar to the responses by *tehsil nazims*, the TMOs also said that unemployment was a major issue in the community whereas one-fifth of them also said that load-shedding and inflation were also a cause for concern.

**Table 2.B.19. What other issues posed problems during the past 4 years?**

Issue	% of TMOs
Unemployment	40
Inflation	20
Load shedding	22.5
Petty Crime/Dacoity	5
Corruption	7.5
Terrorism	5
Others	-

Two-thirds of the TMOs in 2004 reported a good relationship with the district due to effective coordination and similar political interests. One-fifth of the TMOs cited poor coordination or unclear roles and responsibilities as the difficulties between the TMA and the district government. In 2009/10, responses to queries about the nature of relationships and coordination between TMA and district government were overwhelmingly positive, with a predominant number of TMOs stating that these were excellent or good. In the context of overall performance of their respective district governments, two-thirds of TMOs said it was excellent or good.

**Table 2.B.20. Relationship of TMA with District Govt. during the past 4 years**  
% of TMOs

	Excellent	Good	Neither Good nor Bad	Bad	Don't Know
Nature of relationship between TMA and District Govt.	40	40	17.5	2.5	-
Overall coordination between TMA and District Govt.	35	37.5	17.5	10	-
Overall performance of District Govt	30	35	22.5	2.5	5

In 2009/10, on the influence of district government on TMA matters, most TMOs gave favourable responses. Only negligible proportion of TMAs said that there was interference of district government in TMA matters or district government created difficulties or delays in development schemes. On the clarity of roles and responsibilities, an overwhelming majority of TMAs said that there was clarity to large/some extent.

**Table 2.B.21. Influence of District Govt on TMA during the past 4 years**  
% of TMOs

	To a Large Extent	To Certain Extent	None
Interference in TMA matters by District Govt	5	25	65
Did District Govt cause delays in TMA's development schemes?	7.5	10	82.5
Did District Govt create difficulties for TMA?	5	10	82.5
To what extent are roles and responsibilities between District Govt and TMA clarified?	67.5	30	2.5

For improving their performance, most TMOs in 2004 requested better funding, more powers to TMA, more trained human resources and an end to political interference from outside the district. Some even suggested a fuller implementation of the LGO but few asked for a reversal of devolution and restoration to the previous system. In 2009/10, most TMOs suggested availability of more funds as well as on a timely basis, along with a full implementation of LGO as the factors which could greatly improve TMA performance. They also suggested training of TMA officials as well as better planning in this regard.





**Table 2.B.22. Important Things that could improve Performance of TMA.**  
**% of TMOs**

Most Important Factor	% of TMOs
More funds	60.0
More timely funds	40.0
Stop Interference from Provincial Govt.	5.0
Stop Political Interference from MNAs, MPAs	10.0
More powers to DCO	7.5
More powers to District Council/Nazim	7.5
More powers to UC/Nazim	0.0
More powers to Tehsil Council/Nazim	15.0
Accountability of TMA officials	7.5
Full implementation of LGO	35.0
Training of TMA officials	30.0
Better planning	27.5
Clarity in roles and responsibilities	5.0
Higher salaries/benefits to TMA officials	20.0
Other	20.0

In 2009/10, on the relationship between TMO and tehsil nazim, almost 82% of TMOs said it was excellent or good.

**Table 2.B.23. Relationship between TMO and Tehsil Nazim**  
**%TMOs**

Excellent	Good	Neither good nor bad	Bad
47.5	35.0	15.0	2.5

## Views of the Union Nazims

In 2004, nearly all *union nazims* or councilors responding on their behalf mentioned one or more of the basic public services as the biggest problem or challenge in their union. In 2009/10, the biggest problem mentioned by most *union nazims* was sewerage and sanitation, followed by water supply and education.

Improvements reported by *union nazims* in 2004 included those in roads and streets, water supply, sewerage and sanitation, and education with few responses mentioning the pioneering work of setting up the new system along with gaining the trust of the people. According to the *union nazims*, success or failure depended on the degree of coordination and cooperation among different tiers of government, degree of support and interference from outside the district and availability of funds. Almost one-quarter of the *union nazims* mentioned NGO sector support as a key element in their success. In 2009/10, services which improved most were stated to be roads and

streets/street lights, followed by sewerage and sanitation, education and water supply. Deterioration was reported in the crime/dacoity situation and in electricity supply.

**Table 2.B.24. Perception about Services/Sectors during the past 4 years % of Union Nazims**

Service/Sector	Biggest Problem(s)	Which Service(s)/Condition Improved Most during the past 4 years	Which Service(s)/Condition Worsened Most during the past 4 years
No Problem	3.1	2.1	16.5
Water Quality	4.1	12.4	15.5
Water Supply	14.4	24.7	10.3
Health	3.1	20.6	11.3
Education	12.4	27.8	17.5
Streets/Street Lights	2.1	40.2	7.2
Roads	3.1	55.7	13.4
Transport	2.1	-	5.2
Garbage Disposal	6.2	9.3	16.5
Sewerage and Sanitation	23.7	28.9	15.5
Gas Supply	3.1	5.2	5.2
Electricity Supply	5.2	19.6	21.6
Crime/Police	7.2	7.2	20.6
Courts	-	1.0	4.1
Housing	-	1.0	2.1
Other	-	9.3	18.6



Unemployment and load-shedding were reported in 2009/10 by union council *nazims* as the two main socio-economic issues which affected the communities.

In all provinces in 2004, the most commonly formed and functional committees were for education and health. *Insaaf* (justice) committees

**Table 2.B.25. What other issues posed problems during the past 4 years?  
% of Union Nazims**

	% of Union Nazims
Unemployment	42.1
Inflation	16.8
Load shedding	21.1
Petty Crime/Dacoity	6.3
Corruption	1.1
Terrorism	1.1
Others	9.3

were formed in 60% of the union councils while 50% union councils said they also had a *musalihati anjuman*. However, even when formed and meeting regularly, union *nazims* had concerns about the effectiveness of these committees due to lack of power and authority. In 2009/10, almost all committees were formed, functional and effective. Almost 90% of the *union nazims* said that the Reconciliation Committees had been formed while 72% said that Education Committees and 68% said that Justice Committees were also formed.



**Table 2.B.26. Union Council Committees % of Union Nazims**

Committee	Formed?		Functional?		Effective?	
	Yes	No	Yes	No	Yes	No
Municipal Services	54.7	45.3	40.0	16.8	40.0	18.9
Finance	66.3	33.7	52.6	13.7	49.5	15.8
Public Safety	46.4	50.5	30.9	17.5	26.8	19.6
Health	59.8	38.1	48.5	11.3	46.4	14.4
Education	72.2	25.8	58.8	13.4	55.7	16.5
Works and Services	64.9	29.9	48.5	18.6	49.5	18.6
Justice	68.0	28.9	47.4	22.7	49.5	22.7
Reconciliation	88.7	8.2	80.4	7.2	76.3	13.4
Other	30.9	64.9	-	-	-	-

In the context of overall coordination, cooperation in development work and administrative relations between UC and TMA, almost two-third of the *union nazims* termed them as excellent or good. However, 17%-20% also termed these relationships as “bad”. As regards the overall coordination, cooperation in development work and political relations between UC and district government, almost 75% of the union nazims said that these were excellent or good. Only one-tenth of the nazims stated them to be “bad”.

**Table 2.B.27. Relationship of UC with TMA  
% of Union Nazims**

	Excellent	Good	Neither Good nor Bad	Bad	Don't Know
Overall Coordination between UC and TMA	41.1	21.1	14.7	21.1	2.1
Cooperation between UC and TMA in development work	38.9	28.4	13.7	16.8	2.1
Administrative relations between UC and TMA	33.7	30.5	16.8	16.8	2.1
Cooperation between UC and TMA in development projects and schemes	41.1	23.2	16.8	16.8	2.1
Overall coordination between UC and District Govt	48.4	25.3	13.7	11.6	1.1
Cooperation between UC and District Govt in development work	44.2	33.7	9.5	11.6	1.1
Political relations between UC and District Govt	35.8	42.1	8.4	12.6	1.1

On the clarity of roles and responsibilities between UC and TMA, three-fourths of the *union nazims* said that these were clear to large/certain extent, with 23% stating them to be unclear. Regarding the non-interference of district government in TMA matters, clarity of roles and responsibilities between UC and district government and interference of district government in UC matters, the opinions of *union nazims* were overwhelmingly positive.

**Table 2.B.28. Relationship between UC and TMA % of Union Nazims**

	To a large Extent	To a certain Extent	None	Don't Know
Clarification of roles and responsibilities among UC and TMA	48.4	26.3	23.2	2.1
Non-Interference of District Govt in TMA matters	60.0	17.9	15.8	6.3
Clarification of roles and responsibilities among UC and District Govt	63.2	28.4	6.3	2.1
Non-Interference of District Govt in UC matters	78.9	12.6	7.4	1.1

For improving the overall performance of the union council, *union nazims* in 2004 made some specific suggestions e.g., more funding (especially in Sindh), more powers for the *union nazims* (especially in Balochistan and Punjab) and more mechanisms to ensure accountability (especially in Punjab). In 2009/10, similar to responses by other elected representatives and government officials, *union nazims*, too, said that provision of more funds on a timely basis were crucial to improved performance of their local governments. They also stressed for more powers to the *union nazims*, as well as, a full implementation of LGO.

**Table 2.B.29. Most Important Things that could improve Performance of Union Council % of Union Nazims**

Most Important Factors	% of Nazims
More funds	56.7
More timely funds	34.0
Stop Interference from Prov Govt.	27.8
Stop Political Interference from MNAs, MPAs	13.4
More powers to DCO	2.1
More powers to District Council/Nazim	19.6
More powers to Union Council/Nazim	37.1
More powers to Tehsil Council/Nazim	4.1
Accountability of UC officials	10.3
Full implementation of LGO	27.8
Training of UC officials	11.3
Better planning	17.5
Clarification of roles and Responsibilities	2.1
Higher salaries/benefits for UC officials	17.5
Other	10.3

## Views of Women Union Councillors

In 2009/10, water and gas supplies were viewed as the two biggest problems in the past four years by women union councillors. These were followed by education and sewerage and sanitation.

Women union councillors mostly mentioned improvement in roads, water supply and street/street lights in the past term, with deterioration also in roads, along with electric supply.

**Table 2.B.30. Perception about Services/Sectors during the past 4 years**  
% of Women Councillors

Service/Sector	Biggest Problem(s)	Which Service(s)/Condition Improved Most during the past 4 years	Which Service(s)/Condition Worsened Most during the past 4 years
No Problem	3.2	6.2	14.4
Water Quality	3.2	10.3	6.2
Water Supply	11.7	33.0	8.2
Health	7.4	17.5	10.3
Education	10.6	26.8	12.4
Streets/Street Lights	4.3	32	10.3
Roads	5.3	38.1	18.6
Transport	1.1	3.1	3.1
Garbage Disposal	7.4	10.3	14.4
Sewerage and Sanitation	10.6	15.5	15.5
Gas Supply	11.7	3.1	4.1
Electricity Supply	6.4	8.2	17.5
Crime/Dacoity	-	7.2	13.4
Courts	-	3.1	2.1
Housing	-	2.1	3.1
Other	9.6	11.3	11.3





In 2009/10, unemployment and inflation were mentioned by women councilors as the two most pressing issues which posed obstacles for communities.

**Table 2.B.31. What other issues posed problems during the past 4 years?  
% of Women Councillors**

	% of Councillors Women
Unemployment	45.7
Inflation	27.7
Load shedding	12.8
Petty Crime/Dacoity	6.4
Corruption	0.0
Terrorism	3.2
Others	1.1

In 2004, to improve the performance of the union council, women councilors said more funds were needed but these have to be used effectively. They requested for more powers to the councilors, especially women councilors to help them respond to people's needs. In 2009/10, as mentioned by other elected colleagues, most women councilors also viewed availability of more and timely funds as the important factors which could improve UC

**Table 2.B.32. Most Important Things that could improve  
Performance of Union Council  
% of Women Councillors**

Most Important Factors	% Women Councillors
More funds	58.8
More timely funds	53.6
Stop Interference from Provincial Govt.	13.4
Stop Political Interference from MNAs, MPAs	2.1
More powers to DCO	4.1
More powers to District Council/Nazim	9.3
More powers to Union Council/Nazim	17.5
More powers to Tehsil Council/Nazim	4.1
Accountability of UC officials	11.3
Full implementation of LGO	8.2
Training of UC officials	14.4
Better planning	25.8
Clarification of roles and Responsibilities	6.2
Higher salaries/benefits for UC officials	24.7
Other	13.4

performance. Other factor included better planning and more powers to UC and its *nazim*.

In 2004, many of the women councilors mentioned their need for training. Almost two thirds (62%) had attended training through Women Political Participation Programme (WP3). Most councilors (69%) found this training useful. Almost 30% women councilors attended training by the Aurat Foundation and 77% found it useful. Nearly one-third received training from the government or from DTCE, through NGOs such as the NCHD, SPO or the RSPN and 69% found these trainings useful. In 2009/10, one-third of women union councilors said they got trained by government organization. Over one-half of the trained councilors found training useful.

**Table 2.B.33. Training of Women Councillors during the past 4 years  
% of Women Councillors**

	Got Training	Was Training Effective?		
		Very useful	Somewhat useful	Not at all useful
Aurat Foundation	11.7	72.7	9.1	18.2
Govt.	29.8	53.6	39.3	7.1
CCB	2.1	-	100.0	-
NRB	1.1	-	100.0	-
DTCE	5.3	80.0	20.0	-
UC	6.4	50.0	33.33	16.7
Resource Centre	1.1	-	100.0	-
Councillorship Training	11.7	72.7	27.3	-
Other	12.8	66.7	33.3	-



In 2004, almost 60% of the women councilors said they had a good working relationship with the *union nazims*. In 2009/10, a predominant majority of women union councilors said they had an excellent or good working relationship with the *union nazims*.

**Table 2.B.34. Relationship with Union Nazim during the past 4 years  
% of Women Councilors**

Nazim myself	Excellent	Good	Bad	No Comment
-	44.7	41.5	12.8	1.1

In the context of receiving notification of meetings, most women councilors in 2004 had said they received timely notification but only one-third had attended all or nearly all meetings during the past one year. In 2009/10, almost three-fourth of women union councilors said that they had always received UC meeting notification; only 5% said they never received any notification.

**Table 2.B.35. Notification received of UC Meetings during the past 4 years  
% of Women Councilors**

Always	Usually	Sometimes	Rarely	Never
74.5	10.6	3.2	6.4	5.3

Despite receipt of regular notice by 75%, only 37% attended all meetings, with an equal proportion stating they attended most of the meetings.

**Table 2.B.36. Meetings attended during the past 4 years  
% of Women Councilors**

Almost all	Most	One-half	Less than One-Half	Never
37.2	38.3	6.4	14.9	3.2

In 2004, almost 80% of the women councilors said they were allowed to speak in UC meetings and 73% said they were heard and their views respected; only some complained of problems related to the attitude of the male councilors. In 2009/10, a predominant majority of women union councilors (84%) said they were allowed to speak in UC meetings and the *union nazims* and male members also listened to them.

**Table 2.B.37. Speaking at Meetings attended during the past 4 years  
% of Women Councilors**

Allowed to Speak?		Do Nazims and Male Members Listen to You?	
Yes	No	Yes	No
84.0	16.0	81.9	18.1

Only 40% of women councilors in 2004 said that they had access to development budget. In 2009/10, almost 50% had good/some access to development budget; the remaining 50% said they had no access at all.

**Table 2.B.38. Access to Development Budget during the past 4 years  
% of Women Councillors**

Good Access	Some Access	No Access at all
21.3	29.8	46.8

In 2004, 77% of the women councilors had submitted at least one project proposal to the council, although one-half of these proposals were turned down due to funding problems. Only one-third of women councilors felt that their proposals had a fair hearing. In 2009/10, overall 73% women union councilors submitted projects. Almost one-half of them said they submitted 1-3 projects and most of them got at least one project approved.

**Table 2.B.39. Development Projects Submitted by you and Got Funded  
in Past 4 years % of Women Councillors**

No. of Projects	Projects Submitted	Project Approved
<b>None</b>	27.7	27.7
<b>1-3</b>	46.8	38.3
<b>4-7</b>	18.1	2.1
<b>More than 7</b>	7.4	1.1

In 2004, 38% of women councilors said people in their community were happy about their election, 25% said people supported them in their role and respected them. However, 21% said that people were not happy with them as they were not able to fulfill their expectations. In 2009/10, the situation seemed improved: 60% of women union councilors said that people were happy with them and gave them respect while only 7% were not happy.

**Table 2.B.40. Reaction of Community to Women Councillors during the past 4 years  
% of Women Councillors**

Community Reaction	% of Women Councillors
People are happy/give respect	60.6
People are cooperative	6.4
People think problem will be resolved	5.3
Only women happy/positive	5.3
People not happy	7.3
People not aware we are councilors	-
Mixed reaction	13.8
Not sure	1.1

## C. Citizens' Participation

### Membership of Voluntary Groups

In 2002 social audit survey, 2.1% of the households had a male member participating in a voluntary group and 0.6% households had a female member participating in voluntary group work. These statistics improved in 2004 in which 3.3% households had a male member participating and 0.9% households had a female member involved in voluntary group activities. In 2009/10, the proportions seemed similar to those obtained in earlier surveys. However, the proportions of households with male members participating in voluntary organizations were much higher in Balochistan and NWFP. The proportions of households with a female member involved in such activities were high in Balochistan and Sindh as compared to the other two provinces.

**Table 2.C.1. Participation in Local Voluntary Organization in Past 4 years  
% Households**

	% HH in which male member involved in voluntary organization	% HH in which female member involved in voluntary organization
<b>Balochistan</b>	6.9	1.3
<b>NWFP</b>	6.4	0.4
<b>Punjab</b>	2.8	0.7
<b>Sindh</b>	3.6	1.0
<b>PAKISTAN</b>	3.6	0.7

In 2004, 11.5% male respondents and 5.6% female respondents said they had taken part in a development project during the past year. Participation was more common in NWFP and Punjab than in Sindh and Balochistan. In 2009/10, 15% of the households had participated in a development project during the past four years. Contrary to the findings in 2004, the proportion is highest in Sindh, followed by Punjab with smaller household participation rates in Balochistan and NWFP.

**Table 2.C.2. Participation in Development Project in past 4 years  
% Households who participated in local voluntary organizations**

	% HH participated
<b>Balochistan</b>	6.2
<b>NWFP</b>	9.9
<b>Punjab</b>	19.4
<b>Sindh</b>	39.7
<b>PAKISTAN</b>	15.1

Households from vulnerable groups also took part in development projects, with a higher proportion of households participating from the “vulnerable” as compared to the “very vulnerable” group.

**Table 2.C.3. Participation in Development Project in past 4 years**  
**% Vulnerable Households who participated in local voluntary organizations**

	% HH participated
Very Vulnerable	9.6
Vulnerable	14.4

**Community and Overall Awareness**

In 2004, most respondents (82.2%) reported that people in their community were ready to help each other. Most respondents (87%) also said that people in their community got on well with one another. In 2009/10, a large majority of households stated that people in their community were cooperative, ranging between 74% in Sindh to 86% in NWFP.

In 2002, 3.4% male respondents and 1.5% female respondents said they had heard of CCBs. This increased to 5.8% male household respondents and 2.2% female respondents in 2004. Although a negligible proportion of males and females were members of any CCB, the awareness levels improved in 2009/10, with 7.8% respondents saying that they had heard about CCBs. Interestingly, these proportions are twice as high in Balochistan and NWFP than in the other two provinces.





In 2002, 49.7% of men were interested in joining a CCB but less than one-third of (29.5%) of women were willing. In 2004, the interest among men had increased to 57% and for women to 37.5%. In 2009/10, the willingness to join a CCB had slipped, with only 5% respondents showing an interest in CCB membership.

In 2004, 5.2% of households had heard of the District Public Safety and Police Complaints Commission (DPSPCC). Of this small group, one-third thought the DPSPCC was “good”. In 2009/10, the proportion of respondents who had heard about the DPSPCC remained the same.

In 2002, nationally, only 7% of households had heard about the Reconciliation *Anjumans*. In 2004, in Balochistan only, households in communities where UC had formed a Reconciliation *Anjuman* were more likely to report solving a legal matter through the UC. Awareness about the Reconciliation *Anjuman/Jirga* showed a remarkable increase in 2009/10 as one-third of the household respondents had heard about it.

**Table 2.C.4. Community and Overall Awareness  
% Households**

	People in community are cooperative	Heard about CCB	Male HH member in CCB	Female HH member in CCB	Willing to participate in CCB	Heard about DPSC	Heard about Reconciliation Anjuman/Jirga
<b>Balochistan</b>	76.0	13.1	2.6	0.8	9.9	9.5	64.2
<b>NWFP</b>	85.6	14.5	3.1	0.2	10.2	5.9	57.9
<b>Punjab</b>	75.6	6.2	0.5	0.1	3.2	4.6	33.3
<b>Sindh</b>	73.5	7.0	0.8	0.3	4.5	5.6	14.8
<b>PAKISTAN</b>	76.3	7.8	1.0	0.2	4.7	5.2	32.8

A large majority of both very vulnerable as well as vulnerable groups said that people in their community were cooperative. Awareness statistics also reflect findings very similar to those obtained for the national sample.

**Table 2.C.5. Community and Overall Awareness  
% Vulnerable Households**

	People in community are cooperative	Heard about CCB	Male HH member in CCB	Female HH member in CCB	Willing to participate in CCB	Heard about DPSC	Heard about Reconciliation Anjuman/Jirga
<b>Very Vulnerable</b>	68.8	3.2	0.5	0.2	0.3	1.5	23.6
<b>Vulnerable</b>	78.1	7.5	0.8	0.1	0.3	4.1	34.6

## Views about Citizen Community Boards (CCBs)

### District/ Zila Nazims

In 2004, eight *zila nazims* out of a total of 84 reported that there were no CCBs registered in their districts. In one-third of the districts, *nazims* reported the registration of 150 CCBs. *Nazims* from 25 districts reported that they had not used any of the 25% development funds set aside for the CCBs. However, one-third of the *nazims* said they had used more than half of the allotted CCB funds. Only some districts had done better with many CCBs registered and all allocated funds spent on CCB projects. In 2009/10, over one-half of *zila nazims* reported the registration of more than 100 CCBs in their districts, while 11% of them said that their number was between 16 to 99. Less than one-fourth of *nazims* said that they had used more than half of the allotted CCB funds.

**Table 2.C.6. Status of CCBs in District**

	% Zila Nazims
<b>No. of CCBs registered in district</b>	
- None	5.6
- 1 - 15	5.6
- 16 - 99	11.1
- 100+	55.6
- Don't know/Refused	22.2
<b>% of 25% dev budget set aside for CCBs utilized:</b>	
- 0%	5.6
- 1%-5%	5.6
- 6%-10%	11.1
- 11%-20%	5.6
- 21%-50%	-
- 51%-75%	22.2
- 76%-100%	27.8
- Don't know/Refused	22.2

### Tehsil Nazims

In 2004, 77% *tehsil nazims* said they had at least one CCB registered in their tehsil. However, only 19% *tehsil nazims* said they had used more than half of the allocated 25% development budgets to CCBs. In 2009/10, only 10% of the *tehsil nazims* said they had no CCB in their tehsil. Only 12.5% said they had not utilized any CCB funds; almost 25% said they had used 50% of the funds, while 20% refused to answer this question.

**Table 2.C.7. Status of CCBs in Tehsil**

% Tehsil Nazims	
<b>No. of CCBs registered in Tehsil</b>	
- None	10
- Between 1 and 10	17.5
- Between 11 and 40	27.5
- Between 41 and 100	15
- Greater than 100	15
<b>% of 25% dev budget set aside for CCBs utilized:</b>	
- 0%	12.5
- 1%-5%	12.5
- 6%-10%	10
- 11%-20%	2.5
- 21%-50%	15
- 51%-75%	2.5
- 76%-100%	22.5
- Don't Know	2.5
- Answer Refused	20

#### **Union Council Nazims**

Over half the *union nazims* had at least one CCB registered in their union council in 2004, ranging between 74% in NWFP to 38% in Balochistan. Most *union nazims* who had CCBs registered in their union councils had not used the 25% development fund allocated for CCB projects. Only a quarter of the UCs with registered CCBs had used more than half of their funds. In 2009/10, only two-thirds of *union nazims* said they had at least one CCB registered in their UC. Only one-fifth *union nazims* said they had not used any CCB funds; however 38% of the *nazim* either said they did not know or declined to answer the question.

**Table 2.C.8. Status of CCBs in Union Councils**

% UC Nazims	
<b>No. of CCBs registered in Union Council</b>	
- None	31.6
- <3	34.7
- 4-7	14.7
- 8-12	4.2
- 13-20	8.4
- Don't Know	6.2
<b>% of 25% dev budget set aside for CCBs utilized:</b>	
- 0%	23.2
- 1%-5%	2.1
- 6%-10%	5.3
- 11%-20%	1.1
- 21%-50%	10.5
- 51%-75%	5.3
- 76%-100%	13.7
- Don't know	6.3
- Not Answered	32.6

### Views of CCB Chairperson

In 2004, 103 CCB chairmen or members were interviewed in 96 communities across Pakistan. Over two-thirds of the CCBs were registered during the past one year. Almost four-fifths of the CCB respondents said their UCs had done something to promote the registration of the CCB. These activities included meetings, distribution of hand bills, pamphlets, banners and posters. Only one-fifth of the respondents said they had faced any difficulty in registration. In 2009/10, a majority of the CCB chairmen said they had undertaken activities to promote registration of CCBs, specifying raising awareness in UC about CCBs, increasing the Nazim's personal interest as well as helping in registering and legal matters as some of these activities.

**Table 2.C.9. Activities undertaken to promote registration of CCB  
% of CCB Chairperson**

Activities	% CCB Chairmen
Raising Awareness in UC about CCBs	52.2
Increasing Nazim's Personal Interest	31.1
Involvement of NGOs	16.7
Help in registering and legal matters	18.9
Provide training on CCBs	21.1
Nothing	6.7
Other	11.1

In 2004, about one-half of the CCB respondents said one or more of their members had received training in CCB registration. There were various training initiatives underway for CCBs. NCHD, contracted by DTCE, held national meetings with *zila nazims* to facilitate CCB registration and projects. DTCE had signed MoUs with press clubs and bar associations to facilitate CCBs registration and through partner organizations, provided direct training for CCBs in some districts. Many Community Development Departments had been proactive in educating the public about how to register CCBs. In 2009/10, almost one-half of the CCB chairmen/members had received training from the Social Welfare Office and almost one-fifth received training from DTCE.

**Table 2.C.10. CCB Registration Training received from  
% of CCB Chairperson**

<b>Trainer</b>	<b>CCB registration Training obtained by CCB Chairmen or Member CCB (%)</b>
Social Welfare Office	47.1
DTCE	17.6
CIET	2.9
TRDP	2.9
CDD	5.9
UC	5.9
Tehsil Nazim	5.9
UNICEF	2.9
Other	5.9

One third of the CCB respondents in 2004 reported some training in project preparation and management. In 2009/10, almost one-third of the CCB chairmen received training in undertaking and managing projects from the Social Welfare Office while 23% received this training from DTCE.



**Table 2.C.11. Training in Undertaking and Managing Projects  
% of CCB Chairpersons**

Trainer	% of CCB Chairpersons
Social Welfare Office	26.9
DTCE	23.1
CCB Office	3.8
CDD	3.8
UC	15.4
Tehsil Nazim	11.5
UNICEF	7.7
Other	7.7

Almost two-fifths of the existing CCBs have been registered for more than four years; another one-half of the existing CCBs were registered during the past 1-4 years.

**Table 2.C.12. Duration of CCBs**

	% CCB Chairpersons
<b>No. of CCBs registered since</b>	
- Less than 1 year	6.6
- 1-3 years	32.8
- 3-4 years	19.7
- 4-7 years	23
- 7+ years	18

According to almost 60% of the chairmen CCBs, no difficulties were faced in getting the CCBs registered during the past four years; however, lack of awareness about CCBs and the overall slow process, as well as, the problem with opening a bank account were faced by a few chairmen.



**Table 2.C.13. Difficulties faced in Registering CCB during the past 4 years  
% CCB Chairmen**

Difficulties	% CCB Chairmen
No problem	57.4
Process very slow	6.6
Problems in opening bank account	8.2
Problem in getting ID card	-
Selection of name of CCB	-
No guidance from Social Welfare	4.9
Lack of awareness about CCB	13.1
Other	9.8

In 2004, of the CCBs contacted, 68% had prepared and submitted a project proposal. The most common project area was roads and streets, followed by sanitation, water, health, other infrastructure and education. About 47% CCBs submitted projects to district government, 36% to union council and 12% to tehsil council. Union Councils approved 23 of the 39 projects submitted; TMAs approved 7 of the 13 projects submitted; and district councils approved 20 of the 50 projects submitted.

In 2009/10, Union Councils and District Councils funded projects related to almost all major sectors i.e., health, education, water, sewerage and sanitation, roads, small business and others. Tehsil Councils, too, participated in sponsoring many projects but not in education, health or small business sectors.

**Table 2.C.14. Sectors of CCB Projects and Source of Funds during the past 4 years  
% CCB Chairmen**

Sectors	UC	Tehsil	District	DTCE	SWO	CCB/ Self Help	RSP's	No Funds yet	Other
Health	16.7	-	33.3	-	-	-	-	16.7	33.3
Education	18.2	-	18.2	9.1	-	27.3	-	9.1	18.2
Water	10.0	30.0	10.0	-	10.0	20.0	10.0	10.0	-
Sewerage/Sanitation	22.2	38.9	16.7	-	-	11.2	-	5.6	5.6
Roads/Streets	30.8	23.1	15.4	-	-	7.7	15.4	7.7	-
Social & Cultural Activity	16.7	16.7	16.7	-	-	50.0	-	-	-
Small Business	50.0	-	50.0	-	-	-	-	-	-
Any Other Project	25.0	37.5	12.5	-	-	12.5	6.25	-	-

In 2004, almost four-fifths of the CCBs, who had submitted a project, said they did not face any difficulty. The most common difficulty faced in preparation and submission of projects was slow progress and lack of support from officials. Almost 40% CCB chairmen said they faced no difficulties in preparing and submitting projects. About 15% complained of lack of awareness about CCBs and 12% said there was no support from the district governments.

**Table 2.C.15. Difficulties faced in Preparing and Submitting Projects  
% CCB Chairmen**

Difficulties	% CCB Chairmen
No problem	39.3
Process very slow	4.9
Political conflicts	4.9
Technical problems	6.6
Corruption	4.9
No support from District Govt	11.5
Lack of awareness about CCB	14.8
Other	9.8

Of the 107 projects submitted, as reported in 2004, almost 60% were approved by the concerned authority. About 70% of the CCBs had at least one project approved. Almost a third of respondents reported problems with approval, mostly due to slow process and lack of support or interference by government officials. In 2009/10, only one-third chairmen CCB said they faced no problems in getting approval of projects. One-fifth said funds were not available; other issues faced involved lack of support from district government and late transfer of funds.

**Table 2.C.16. Difficulties faced in Proposals Approved during the past 4 years  
% CCB Chairmen**

Difficulties	% CCB Chairmen
No problem	32.8
Slow process of approval	9.8
Late fund transfer	11.5
District Govt did not support	13.1
TMA did not support	1.6
UC not supportive	1.6
20% Funds not available	19.7
Conflicts among CCB members	-
Other	6.6

One-third of the CCB chairmen said no effort was required in overcoming difficulties in proposal approval. Others said that difficulties were overcome with the help of *Nazims* and parliamentarians, using personal contacts and by convincing people.

**Table 2.C.17. Difficulties Overcome in Proposal Approval during the past 4 years**  
% CCB Chairmen

	% CCB Chairmen
<b>Difficulties Overcome</b>	
<b>Through:</b>	
-No effort	32.8
-Send complain to Nazim, MPA, MNA	9.8
-Approached DTCE	1.6
-Approach NRB	
-Approached SW Office	
-Use personal contacts/resources	6.6
-Convinced people	9.8
-Gave bribes to officials	6.6
-Other	11.4

Over one-third chairmen CCB said that there were no implementation problems. However, one-fifth said there were problems of delayed payments and one-sixth said that people were not cooperative. Minor complaints included lack of cooperation by TMAs and concerned government departments.

**Table 2.C.18. Difficulties faced in Implementing Projects during the past 4 years**  
% CCB Chairmen

Difficulties	% CCB Chairmen
No problem	36.1
Slow process	3.3
Delayed payments	19.7
District Govt did not cooperate	1.6
TMA did not cooperate	4.9
UC did not cooperate	1.6
Lack of cooperation from concerned govt department	6.6
Political interference	3.3
People not cooperative	16.4
Other	3.3

In the context of overcoming difficulties, one-third CCB chairmen said that no efforts were required. Others said that *union nazims* were approached to solve issues and some said that convincing people also worked.

**Table 2.C.19. Difficulties Overcome in Project Implementation during the past 4 years**

	% CCB Chairmen
<b>Difficulties Overcome</b>	
<b>Through:</b>	
-No effort	31.1
-Announcement through mosque	-
-Approach UC Nazim	13.1
-Approach District Nazim	-
-Giving bribe	-
-By working hard and honestly	4.9
-Convinced people	11.5
-Other	11.5
-Implementation in progress	3.3



The most common suggestion made by CCB respondents in 2004 for improving the rules of CCBs was to abolish or reduce the amount of 20% community contribution for projects. Some suggested increasing the powers and scope of work of CCBs, making more funds available to CCBs and simplifying some procedures such as banking arrangements. In this context, in 2009/10, most CCB chairmen suggested non-interference of political or bureaucratic persons, improved awareness about CCBs among people and training of CCB members.

**Table 2.C.20. Recommendations for Improving the Rules for CCBs**

Recommendations	% CCB Chairmen
No suggestions	6.7
Involve CCB Chairmen/members	15.6
Time period for CCB should be 5 years	11.1
Director to deal with all funds	8.9
Proper rules and regulations	7.8
Easy access to EDO and Nazim Offices	12.2
Fewer members	6.7
CCB Members to be trained	21.1
No political or bureaucratic interference	26.7
Awareness about CCB among people	21.1
CCB Registration should be easier	10.0
Zakat exemption of CCB bank accounts	11.1
Regular meetings of CCB	5.6
Other	13.3

On the utilization of funds set aside for CCBs, over one-third of the CCB chairmen said no funds were utilized while one-fourth of the chairmen said 75% -100% of the CCB funds was utilized with one-seventh of them stating that 21%-50% were used.

**Table 2.C.21. Utilisation of CCB Funds**

% of the 25% dev budget set aside for CCBs utilized:	% CCB Chairpersons
- 0%	36.1
- 1%-5%	4.9
- 6%-10%	3.3
- 11%-20%	4.9
- 21%-50%	13.1
- 51%-75%	1.6
- 76%-100%	24.6
- Don't Know/Not Answered	11.5







## **Basic Services**



# Basic Services

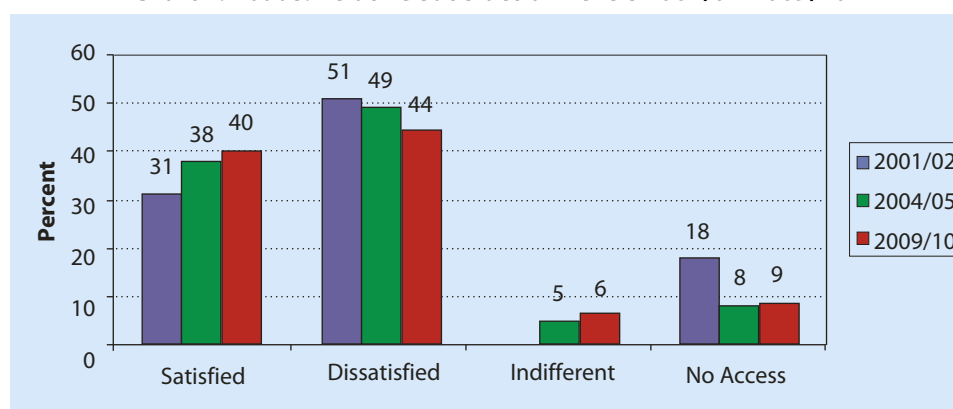
## A. User Satisfaction with Services Provided by Tehsils

### Roads

In 2002, 31% of the households said they were satisfied with roads, 51% were dissatisfied and 18% reported they had no roads at all. In 2004, 37.8% of households said they were satisfied with roads in their area, 49.4% said they were dissatisfied, 5% said they were neither satisfied nor dissatisfied and 7.8% said they had no access to roads at all. Although the satisfaction level with roads has risen in 2009/10 as compared to earlier surveys, the proportion of households dissatisfied with roads remains relatively higher in each province except Sindh. Access to roads also declined marginally over the past five years.

Statistics for the vulnerable and non-vulnerable groups also suggest a similar pattern.

**Chart 1. Roads: Relative Satisfaction Levels 2001/02-2009/10**



**Table 3.A.1 Service: Roads**  
**% Households**

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Balochistan</b>	25.0	35.6	16.3	22.4
<b>NWFP</b>	34.4	56.4	5.9	2.3
<b>Punjab</b>	40.7	44.8	6.6	7.2
<b>Sindh</b>	44.9	39.2	3.7	12.1
<b>PAKISTAN</b>	40.3	44.4	6.2	8.6

**Table 3.A.2. Level of Satisfaction by Vulnerability  
% Households**

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Roads</b>				
Very Vulnerable	35.7	41.7	6.5	15.4
Vulnerable	41.4	45.2	6.2	6.7
Not Vulnerable	44.2	46.2	5.7	3.3

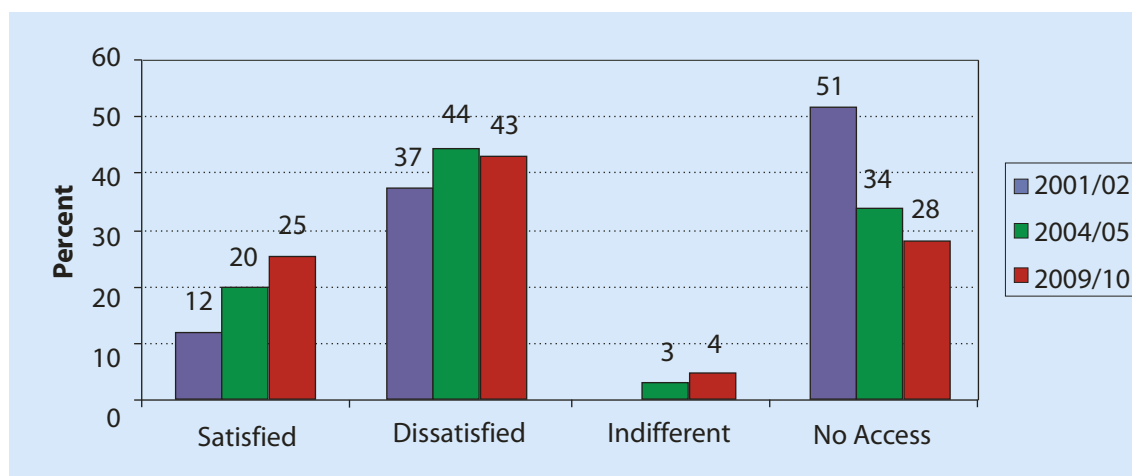
#### Focus Group Discussions

The reaction of focus groups to the condition of roads was mixed. In some places of Punjab and Sindh, participants praised the improvement made in the roads during the past four years. However, participants in Balochistan and NWFP complained of broken roads and said that during the monsoon, the condition of roads worsens making walking and travel extremely difficult.

#### Sewerage & Sanitation

In 2002, only 12% of the households said they were satisfied with the sewerage/sanitation services, 37% were not satisfied and 51% said they had no government sewerage service at all. In 2004, 19.7% of households said they were satisfied with the government sewerage/sanitation services in the area, 44% were dissatisfied, 2.7% were neither satisfied nor dissatisfied and 33.7% considered they had no government sewerage/sanitation service at all. As with roads, the satisfaction level with sewerage and sanitation has also improved in 2009/10, though proportion of households dissatisfied with the service are much higher than those satisfied. The proportion of dissatisfied

**Chart 2. Sewerage and Sanitation: Relative Satisfaction Levels 2001/02-2009/10**



households is also much higher in each province than satisfied ones. Access to sewerage and sanitation services over the decade has also improved considerably. Vulnerable as well as non-vulnerable groups also display higher proportions of dissatisfied households than those who are satisfied.

**Table 3.A. 3. Service: Sewerage & Sanitation  
% Households**

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Balochistan</b>	8.0	23.0	5.2	62.3
<b>NWFP</b>	29.3	59.7	4.2	5.6
<b>Punjab</b>	24.9	45.1	5.0	24.8
<b>Sindh</b>	26.1	32.3	3.3	38.2
<b>PAKISTAN</b>	25.1	42.6	4.4	27.6

**Table 3.A. 4. Level of Satisfaction by Vulnerability  
% Households**

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Sewerage &amp; Sanitation</b>				
Very Vulnerable	17.4	30.4	2.6	49.2
Vulnerable	26.8	45.6	5.0	22.2
Not Vulnerable	31.8	52.2	5.6	9.9

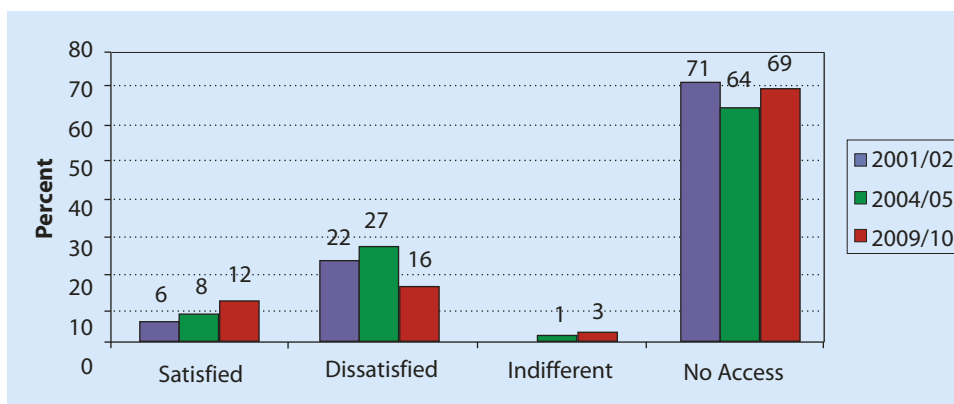
#### Focus Group Discussions

Sewerage and sanitation and drainage of rain water were major issues in all focus group discussions. Participants complained of neglect by the authorities and said that despite repeated complaints, these issues remain unresolved. They also stressed an urgent need to solve these problems as lack of proper sewerage and sanitation causes severe water-borne diseases, especially among the children.

### Garbage Disposal

In 2002, only 6% were satisfied with government garbage disposal service, 22% were dissatisfied and 71% said they had no such service. In 2004, only 8.4% households were satisfied with the government garbage disposal service, 26.7% were dissatisfied, 1.2% was neither satisfied nor dissatisfied and 63.7% said they had no service. Satisfaction with garbage disposal service is relatively higher in 2009/10 compared to the 2001/02 and 2004/05. At the national level access to this government service appears to have declined since 2004/05, reverting back to the level in 2001/02.

**Chart 3. Garbage Disposal: Relative Satisfaction Levels 2001/02-2009/10**



**Table 3.A. 5. Service: Garbage Disposal  
% Households**

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Balochistan</b>	4.9	16.7	2.4	75.0
<b>NWFP</b>	6.2	22.3	3.2	67.8
<b>Punjab</b>	12.0	12.3	2.4	73.1
<b>Sindh</b>	15.8	20.1	3.3	60.8
<b>PAKISTAN</b>	12.0	15.8	2.7	69.2

A higher number of non-vulnerable households have access, as well as, appear to be more satisfied with garbage disposal service than the households belonging to the vulnerable or very vulnerable groups.

**Table 3.A. 6. Level of Satisfaction by Vulnerability  
% Households**

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Garbage Disposal</b>				
Very Vulnerable	6.2	11.3	1.6	80.9
Vulnerable	11.9	15.7	2.4	69.8
Not Vulnerable	19.3	21.6	4.5	54.1

### Focus Group Discussions

In most communities, participants said that government's garbage disposal service was virtually non-existent. They said that people who can afford to hire private sweepers and garbage cleaners do so at their own personal cost. The major complaint was that garbage items (bags and bottles) clog water drains resulting in stagnant water which emits stench and creates an unhygienic environment.



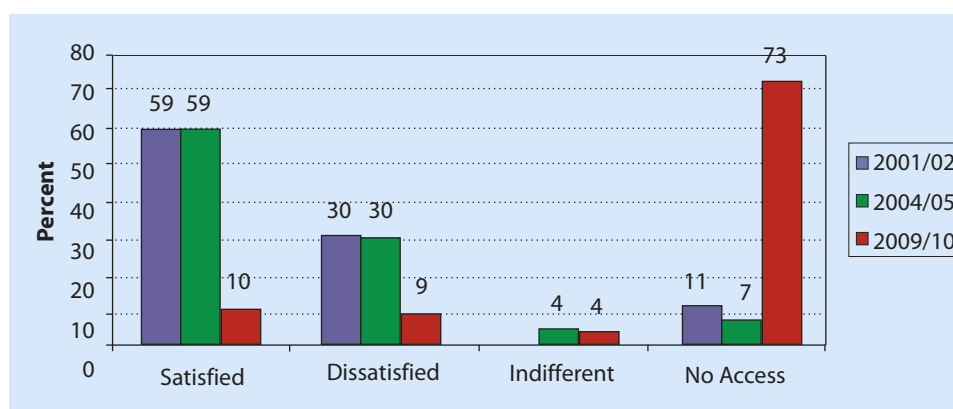
## Public Transport

In 2002, 59% of households were satisfied with the public transport in their area, 30% were not satisfied and 11% said they had no public transport service at all. In 2004, 59.1% of the households were satisfied with the public transport system in their area, 29.5% were not satisfied, 4.3% were neither satisfied nor dissatisfied and 7.1% reported no access to public transport system at all..

Perceptions about public transport in the 2009/10 social audit survey are not comparable to those cited in earlier two surveys as there seems to be a discrepancy in the definition of the term “public transport” across surveys. In the context of relevance to a social audit study, the purpose is to obtain perception about *government-operated* means of transport e.g. buses, wagons, taxis, rickshaws and not those owned privately. In 2009/10, government-operated transport vehicles were found to be very few (73% households respondents reported “no access”) across the country as most of these vehicles are owned by private individuals.

Vulnerable and non vulnerable households also show similar results.

**Chart 4. Public Transport: Relative Satisfaction Levels 2001/02-2009/10**



**Table 3.A. 7. Service: Public Transport  
% Households**

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Balochistan</b>	3.1	11.3	3.6	74.6
<b>NWFP</b>	3.5	9.0	2.6	81.5
<b>Punjab</b>	8.4	7.1	4.1	75.0
<b>Sindh</b>	17.4	12.2	2.8	65.1
<b>PAKISTAN</b>	10.0	8.9	3.5	73.1

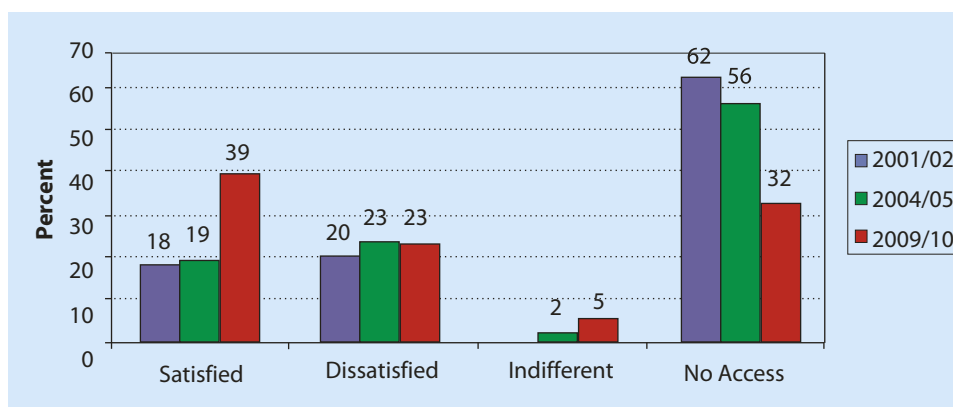
**Table 4.A. 8 Level of Satisfaction by Vulnerability**  
% Households

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Public Transport</b>				
Very Vulnerable	9.3	7.7	2.7	77.0
Vulnerable	9.1	8.2	3.6	74.7
Not Vulnerable	12.1	11.7	4.5	65.9

## Water Supply

In 2002, 18% of households were satisfied with the government water supply; 20% were dissatisfied; and 62% said they had no access. In 2004, 18.8% of households across the country said they were satisfied with the government water supply, 23.4% were dissatisfied, 2.1% were neither satisfied nor dissatisfied and 55.7% said they had no access to government water supply. Satisfaction levels with water supply have increased almost twofold in the past five years. In 2009/10 access to water, too, has improved. In every province, except Balochistan, the proportions of households satisfied with water supply are more than those dissatisfied.

**Chart 5. Water Supply: Relative Satisfaction Levels 2001/02-2009/10**



**Table 3.A. 9. Service: Water Supply**  
% Households

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Balochistan</b>	23.0	44.0	21.9	11.0
<b>NWFP</b>	56.5	30.2	6.7	5.7
<b>Punjab</b>	33.7	17.2	4.2	44.8
<b>Sindh</b>	45.2	27.6	4.4	22.6
<b>PAKISTAN</b>	39.3	22.8	5.3	32.3

The proportion of households satisfied with water supply among both vulnerable and non vulnerable groups are much higher than those dissatisfied.

**Table 3.A.10. Level of Satisfaction by Vulnerability**  
**% Households**

	% Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Water Supply</b>				
Very Vulnerable	30.4	23.5	4.5	41.4
Vulnerable	40.7	21.9	5.2	32.2
Not Vulnerable	47.8	23.4	6.7	21.6

#### Focus Group Discussions

All focus groups complained of water, its limited quantity and poor quality. Most participants said that water is very dirty. During the survey, one person showed a bottle of “brown” mixture and asked the survey team to guess what the mixture was. Most people said it was honey. She said it was the water quality the residents were getting in that community!

#### Drinking Water:

In 2002, 78.9% of households reported a water supply inside the house. Urban dwellers were three times more likely than rural residents to have water supply inside the house. In 2004, overall 85% of households reported having a water supply inside the house. In 2009/10, this proportion remains somewhat constant, with 85.7% of the household getting water from taps inside the house.



In 2002, almost 40% of households paid for their water supply. The average amount per month paid was Rs 362. In 2004, the average cost of water per month was about Rs 548. In 2009/10, the average monthly cost of water varied by source of water inside the house: it ranged from Rs 164 for tap to Rs 539 for tanker.

**Table 3.A.11. Source of Water Supply  
% Households**

	Inside the House	Outside the House
<b>Balochistan</b>	61.9	38.1
<b>NWFP</b>	86.2	13.8
<b>Punjab</b>	90.1	9.9
<b>Sindh</b>	80.1	19.9
<b>PAKISTAN</b>	85.7	14.3

**Table 3.A.12. Source: In House Average Monthly Cost of Water  
% Households**

	Tap	Handpump	Tubewell	Tanker
<b>Balochistan</b>	219	228	-	680
<b>NWFP</b>	155	144	311	254
<b>Punjab</b>	177	282	73	231
<b>Sindh</b>	127	80	46	739
<b>PAKISTAN</b>	164	208	186	539

For vulnerable households, monthly cost of water for inside sources displayed a trend similar to that for the overall sample.

**Table 3.A.13. Source: In House  
Average Monthly Cost of Vulnerable Households**

	Tap	Handpump	Tubewell	Tanker
Very Vulnerable	114	165	110	724
Vulnerable	153	221	208	605

Of the households who fetch water from outside-the-house sources, almost one half of the overall households said that they have to walk less than 0.25 kilometers while the distance to water source was further away in Balochistan. About 2% of the households said they have to walk more than three kilometers to get water. Distance to water sources is similar for the vulnerable groups.

**Table 3.A.14. Source: Outside House Average Distance (in kilometers) to Source of Water  
% Households**

	< 0.25km	0.25km-0.50km	0.50km-1km	1km-3km	> 3km
<b>Balochistan</b>	41.1	36.7	13.5	2.4	3.4
<b>NWFP</b>	46.0	11.9	6.0	23.3	7.5
<b>Punjab</b>	47.3	14.0	15.8	13.6	1.0
<b>Sindh</b>	54.9	19.3	14.9	7.8	0.0
<b>PAKISTAN</b>	49.4	17.8	13.9	11.7	1.8

**Table 3.A.15. Source: Outside House Average Distance (in kilometers) to Source of Water  
% Vulnerable Households**

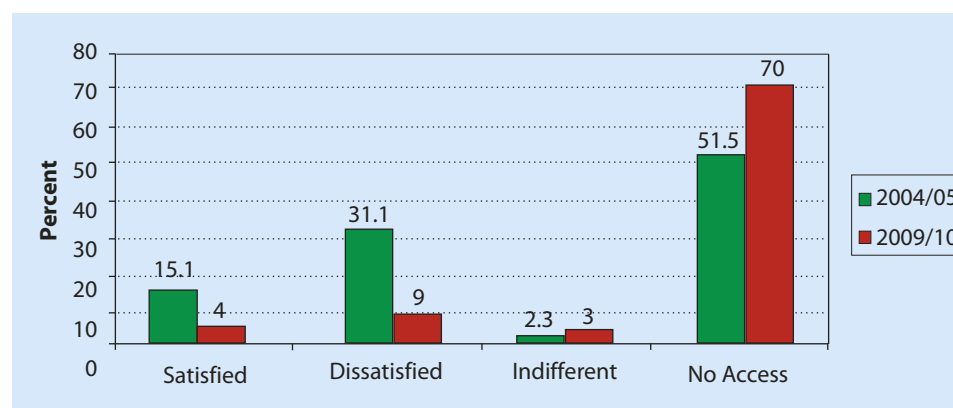
	< 0.25km	0.25km-0.50km	0.50km-1km	1km-3km	> 3km
<b>Very Vulnerable</b>	47.3	19.0	17.2	12.3	0.7
<b>Vulnerable</b>	52.1	17.6	9.8	12.0	2.2

## B. User Satisfaction with Services Provided by the District Government

### Agricultural Services

In 2004, 15.1% of households said they were satisfied with the government agricultural services available to them, 31.1% were dissatisfied, 2.3% were indifferent and 51.5% said they had no such service. In 2009/10, the access to government agricultural services declined sharply and so did satisfaction at the national level. Across provinces too, higher proportion of households were dissatisfied with government agricultural services than those satisfied.

**Chart 6. Agricultural Services: Relative Satisfaction Levels 2004/05-2009/10**



**Table 3.B.1. Service: Government Agricultural Services**  
**% Households**

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Balochistan</b>	0.7	6.5	3.9	76.3
<b>NWFP</b>	2.4	18.3	4.0	66.6
<b>Punjab</b>	5.3	5.7	3.8	65.7
<b>Sindh</b>	2.9	10.3	2.1	77.5
<b>PAKISTAN</b>	4.1	8.6	3.3	69.5

Findings for vulnerable and non-vulnerable groups also reflected a pattern similar to that obtained for the national and provincial levels.

**Table 3.B.2. Level of Satisfaction by Vulnerability**  
**% Households**

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Govt Agric Services</b>				
Very Vulnerable	2.7	8.0	2.4	75.8
Vulnerable	4.5	8.6	3.7	68.2
Not Vulnerable	5.3	9.5	3.8	63.8

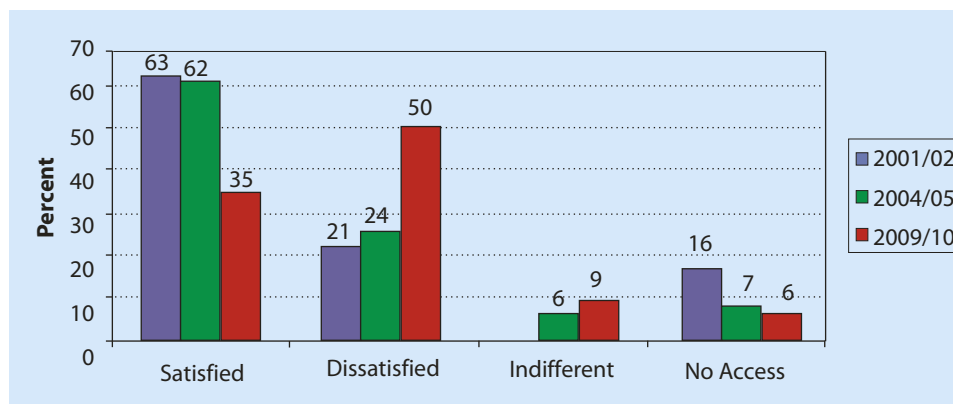
## C. Services Provided by the Federal Government

### Electricity

In 2002, 63% of households reported satisfaction with the electricity supply, while 21% were not dissatisfied and 16% said they had no electricity supply in their area. In 2004, 62.3% of households were satisfied with the electricity supply, 24.1% were dissatisfied, 6.2% were neither satisfied nor dissatisfied and 7.4% reported they had no electricity supply. In the 2009/10 survey interviews, elected representatives, government officials, as well as, household respondents have complained of load-shedding as being a major cause of concern. In household statistics, a negative perception about electricity supply has emerged very strongly. In comparison to earlier surveys, though access appears to have improved marginally, the proportion of households satisfied with electricity has slipped considerably i.e., from almost 62%-63% to mere 35%, with dissatisfaction rising to almost one-half of the households.



**Chart 7. Electricity: Relative Satisfaction Levels 2001/02-2009/10**



**Table 3.C.1. Service: Electricity  
% Households**

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Balochistan</b>	24.3	53.6	19.2	2.5
<b>NWFP</b>	29.0	57.0	11.2	2.1
<b>Punjab</b>	37.9	50.1	6.9	5.1
<b>Sindh</b>	34.9	44.6	9.0	11.4
<b>PAKISTAN</b>	35.4	49.7	8.5	6.3

Dissatisfaction with electricity supply is very high among the vulnerable as well as non-vulnerable households.

**Table 3.C.2. Level of Satisfaction by Vulnerability  
% Households**

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Electricity</b>				
Very Vulnerable	31.9	47.2	6.9	13.9
Vulnerable	35.3	51.0	9.6	4.1
Not Vulnerable	39.6	50.4	8.7	0.9

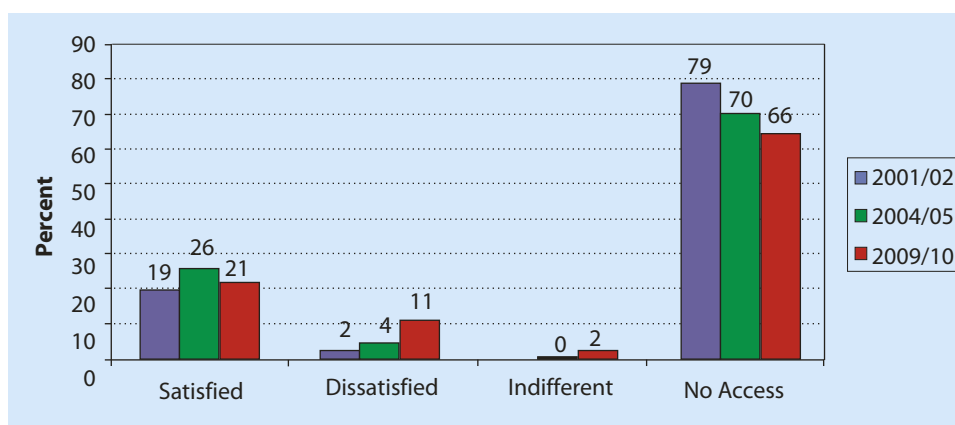
### Focus Group Discussions

Complaints against electricity supply were endless. Focus group participants highlighted the frequent bouts of load shedding daily and said it adversely affected not only their normal routine but also their work and income. There were also complaints about rising charges and inflated electricity bills.

## Gas Supply

In 2002, only 19% of households were satisfied with government gas supply, 2% were dissatisfied and 79% said they had no service. In 2004, 25.6% of households were satisfied with the government gas supply, 4.4% were dissatisfied, 0.4% was neither satisfied nor dissatisfied and 69.6% said they had no service. In 2009/10, though access to gas improved over the past five years, national satisfaction has reverted back to the 2001/02 level. Simultaneously, in every province there is higher proportion of households satisfied with gas supply than those dissatisfied with the facility.

**Chart 8. Gas Supply: Relative Satisfaction Levels 2001/02-2009/10**



**Table 3.C.3. Service: Gas Supply  
% Households**

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Balochistan</b>	22.8	4.6	3.4	68.9
<b>NWFP</b>	17.7	13.8	2.9	64.6
<b>Punjab</b>	14.6	12.2	1.2	72.0
<b>Sindh</b>	35.4	8.0	1.6	55.1
<b>PAKISTAN</b>	20.9	10.9	1.6	66.4

For vulnerable and very vulnerable households, the proportions of households satisfied with gas supply are much lower than in the non-vulnerable households.

**Table 3.C.4. Level of Satisfaction by Vulnerability  
% Households**

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Gas Supply</b>				
Very Vulnerable	10.4	6.5	1.2	81.9
Vulnerable	21.0	10.6	1.5	66.8
Not Vulnerable	33.7	16.9	2.2	46.8

### Focus Group Discussions

Focus group discussions reveal that there are many areas in Pakistan where there is a lack of access to gas. In areas where gas supply was present, there were few complaints. In fact, in Toba Tek Singh and Rahim Yar Khan, focus groups praised gas supply and said this had greatly improved.

### Telephone (Landline)

Almost one-half of the interviewed households had access to Pakistan Telecommunication Corporation Limited (PTCL) land phone lines. In every province as well as nationally, the proportion of customers satisfied with the service was higher than those which were dissatisfied.

Table 3.C.5. Service: Telephone (Land lines)				
% Households				
	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Balochistan</b>	30.2	7.5	6.8	53.7
<b>NWFP</b>	54.0	13.8	6.4	21.6
<b>Punjab</b>	27.8	7.6	6.9	54.6
<b>Sindh</b>	17.4	13.0	5.3	63.5
<b>PAKISTAN</b>	28.4	9.9	6.4	52.7

Among both categories of 'vulnerable' and 'very vulnerable' groups the lack of access to telephone (landline) facility is in high proportions, whereas levels of satisfaction decreased with the increase of vulnerability index.

Table 3.C.6. Level of Satisfaction by Vulnerability				
% Households				
	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Telephone</b>				
Very Vulnerable	11.9	8.2	4.7	73.6
Vulnerable	27.8	10.7	7.1	51.4
Not Vulnerable	49.8	10.5	7.2	29.3





## Health Services





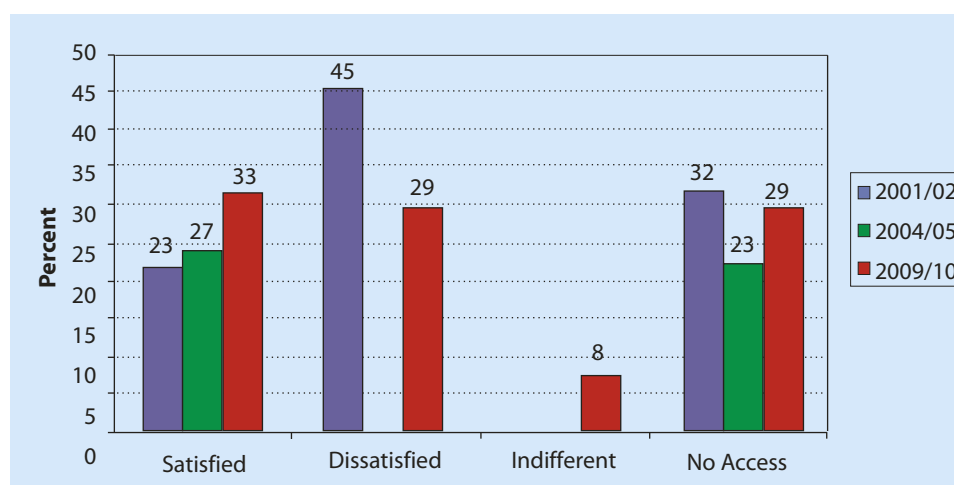
# Health Services

## A. User Satisfaction & Costs of Health Care

### User Satisfaction

In 2002, 23% of households were satisfied with government health services, 45% were dissatisfied and 32% considered they had no government health service at all. In 2004, overall satisfaction with government health services was 27%. Satisfaction with government health rose in 2009/10, with 33% households satisfied, 28.5% households dissatisfied and “no access” almost rising back to 2001/02 level. Across provinces, dissatisfaction was relatively much higher than satisfaction in Balochistan and NWFP.

**Chart 9. Government Health Care: Relative Satisfaction Levels 2001/02-2009/10**



**Table 4.A.1 Service: Government Health Care  
% Households**

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Balochistan</b>	15.3	36.6	16.1	31.0
<b>NWFP</b>	23.6	49.5	11.4	13.1
<b>Punjab</b>	38.8	23.2	8.6	27.2
<b>Sindh</b>	27.9	28.4	3.4	39.5
<b>PAKISTAN</b>	32.9	28.5	7.9	28.9

Except for the “very vulnerable” where the proportion of households satisfied with government health is lower than of households dissatisfied, the proportions of households satisfied are relatively higher to those dissatisfied for “vulnerable” and “non vulnerable” groups.

**Table 4.A.2. Level of Satisfaction by Vulnerability  
% Households**

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Govt Health</b>				
Very Vulnerable	27.3	29.4	6.2	36.5
Vulnerable	34.9	28.5	8.2	26.9
Not Vulnerable	36.4	27.4	9.4	23.0

## Use of Government Health Services and Costs of Health Care

### Immunization

In 2009/10 social audit survey, information was also obtained on households using government services for immunization and the level of satisfaction with these services. At the national level, there were 57% households with children aged 0-5 years old, Of these children, a very high proportion (90%) were immunized with at least one vaccine. Immunization through government facilities as well as government immunization drives reflected a high proportion i.e., almost 58% immunization were administered through the drives and another 24% through government health outlets. Only 5% of the households said that they got their children immunized in private/non-government outlets. Level of satisfaction with immunization was also high as almost 85% of the households said that they were satisfied with the vaccinations.

**Table 4.A.3. Immunization of Children aged 0-5 years**

	% Households with children aged 0-5 years	% Households with children aged 0-5 immunized	Of the Households with children Immunized			% Households satisfied with the immunization service
			% Households using govt. facility for immunization (Excluding Immunization Drive)	% Households who got children immunized through immunization drive of govt	% Households who got children immunized through pvt/non government	
<b>Balochistan</b>	68.6	80.6	27.5	54.2	10.9	77.7
<b>NWFP</b>	58.6	93.3	48.0	47.0	2.7	94.4
<b>Punjab</b>	51.9	94.4	20.1	72.8	4.6	96.8
<b>Sindh</b>	65.1	92.5	20.6	45.1	5.5	68.9
<b>PAKISTAN</b>	57.0	93.0	24.4	57.9	5.0	84.8

Among the vulnerable groups, too, a high proportion i.e., 81%-85% used public facilities or government immunization drives and an overwhelming majority of households were satisfied with the vaccinations.

**Table 4.A.4. Vulnerability and Immunization of Children aged 0-5 years**

	% Vulnerable Households using govt. facility for immunization	% Vulnerable Households who used immunization drive of govt	% Vulnerable Households satisfied with the immunization drive
<b>Very Vulnerable</b>	19.4	61.3	81.9
<b>Vulnerable</b>	24.4	60.9	87.3

#### **Focus Group Discussions**

Focus groups discussed health issues at length. Most participants complained about government health facilities, stating that there were no doctors present; even if they were appointed in health units, they were more interested in running their private clinics. It was pointed out that there were a shortage of medicines in government outlets and in fact, government medicines were being sold in markets. The behaviour of doctors and medical staff was rude. Participants also said that sometimes due to lack of emergency care, patients die unattended. However, the services and helpful attitude of the lady health workers (LHWs) was appreciated.

#### **Use of Government Health Facilities**

In 2002, one-third (29.2%) of households reported that they usually used government health facilities while 44.7% said they used private qualified practitioners and 24.3% said they used private unqualified practitioners and NGOs. In 2004, the proportion of households who usually used government health facilities decreased to 23.9%, use of private qualified practitioners remained at 45% and use of unqualified practitioners and NGOs increased to 29.3%. In 2009/10, at the national level, 36% used government health facilities, with BHUs and District Headquarters Hospitals as the popular options. Private practitioners were used by almost 60%, though the use of public units was higher in Balochistan and NWFP. Consultation with unqualified practitioners and quacks remained negligible. Similar pattern of use is displayed for vulnerable groups with 55%-60% using private practitioners for health problems.

**Table 4.A.5. Use (usual) of Health Facility**  
% Households

	None	GOVERNMENT FACILITIES								Private Facility	Traditional healer/Quack
		BHU	RHC	Govt MCH	Govt Dispensary	Govt FWC	Tehsil HQ Hosp	District HQ Hosp	Military Hosp		
<b>Balochistan</b>	3.8	14.9	4.2	2.6	7.9	0.1	2.1	13.3	0.6	46.7	0.9
<b>NWFP</b>	1.2	6.9	14.1	1.1	2.2	0.0	8.7	20.8	1.0	40.1	0.6
<b>Punjab</b>	0.9	14.2	4.2	0.3	4.7	0.0	3.0	5.1	0.6	64.3	1.2
<b>Sindh</b>	0.4	10.7	5.4	1.3	6.6	0.1	5.4	4.8	0.0	64.8	0.0
<b>PAKISTAN</b>	0.9	12.3	5.8	0.7	5.0	0.0	4.3	7.4	0.5	60.5	0.8

**Table 4.A.6. Use (usual) of Health Facility**  
% Households

	None	BHU	RHC	Govt MCH	Govt Dispensary	Govt FWC	Tehsil HQ Hosp	District HQ Hosp	Military Hosp	PRIVATE FACILITY	Traditional healer/Quack
<b>Very Vulnerable</b>	1.3	15.7	8.0	0.8	5.9	0.1	4.4	6.3	0.1	55.2	1.1
<b>Vulnerable</b>	0.6	12.0	5.8	0.7	5.3	0.0	5.1	7.0	0.5	60.6	0.7

## Costs of Health Visits

In 2002, about 41% of households reported they incurred some travel cost to reach the health service (government or private) with an average cost of Rs 71. Average cost of reaching a government health facility was Rs 89 because more people in NWFP and Balochistan used these facilities and incurred higher costs due to distances and difficult terrain. In 2004, the average cost of visiting a government health facility was Rs 71. In 2009/10, in three provinces, an overwhelming majority of the patients travelled for less than one hour to reach a health facility, while in Balochistan, almost 50% of the patients took 1-3 hours to get to a health outlet. Travel costs of Rs 512 (one-way) in Balochistan were also much higher than the national average of Rs 181 and the costs in the other three provinces.

In 2002, the commonest reason for visiting a health facility was fever. About 93% of the service users said they paid something at the government health facility when consulting for fever. The average cost (based on costs of ticket, medicines, providers and other heads) of a visit to a government health facility for fever treatment was Rs 232. The cost incurred of a visit to a private practitioner was Rs 250. In 2004, almost 94% of the service users said they paid something at the government health facility. The average cost (based on costs of ticket, medicines, providers and other heads) of a visit to government facility was Rs 229; for a visit to private facility was Rs 239. In 2009/10, given the inflationary pressures witnessed during the past three years, it is not surprising to observe high medical expenses of Rs 390 for a visit to a government health facility and Rs 730 for visiting a private unit.

**Table 4.A.7. % Households and Time of Travel to Health Facility (one way)**

	BHU	RHC	Govt. Dispensary	Govt. MCH	Govt. FWC	Govt. THQ Hospital	Govt. DHQ Hospital	Military Hospital	Private Clinic	Quack
<b>Travel Time</b>										
- < 1 hr	91.6	87.7	77.5	89.7	62.6	85.4	81.2	70.8	79.7	92.8
- 1-2 hrs	7.7	10.8	13.5	9.4	37.4	13.6	12.2	27.5	16.3	5.9
- 2-3 hrs	0.4	0.4	7.7	0.5	0.0	0.7	5.3	1.2	2.5	0.6
- 3-12 hrs	0.1	1.1	1.3	0.0	0.0	0.3	1.4	0.5	1.2	0.0
- 12+hrs	0.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0

**Table 4.A.8. % Households by Travel Time Required to Visit Health Facility (One-Way)**

	< 1 hour	1 – 2 hrs	2 – 3 hrs	3 – 12 hrs	12+ hrs
<b>Balochistan</b>	46.7	22.8	25.1	5.0	0.1
<b>NWFP</b>	82.9	10.4	2.2	4.1	0.2
<b>Punjab</b>	85.7	12.4	1.4	0.3	0.0
<b>Sindh</b>	81.3	17.9	0.4	0.2	0.1
<b>PAKISTAN</b>	82.5	14.1	2.3	1.0	0.1

**Table 4.A.9. % Households by Average Travel Cost Incurred**

	Average Cost in Rs.
<b>Balochistan</b>	512
<b>NWFP</b>	340
<b>Punjab</b>	121
<b>Sindh</b>	93
<b>PAKISTAN</b>	181

**Table 4.A.10. % Households by Average Cost of Visiting Health Facility (Excluding Travel Costs)**

	Government Facility	Private Facility
<b>Balochistan</b>	900.26	1857
<b>NWFP</b>	705.7	2040.9
<b>Punjab</b>	280.4	598.5
<b>Sindh</b>	301.7	667.87
<b>PAKISTAN</b>	389.55	728.49

## Ailments

Information on the ailments and the corresponding health facility visited reveals that in 2009/10, private clinics were the most popular choice in almost all ailments. Almost two-thirds of all patients consulted private outlets for routine problems such as fever, gastro intestinal disorders and respiratory infections, as well as, for serious diseases such as hepatitis and cancer.

**Table 4.A.11. % Households and Ailment to Consult Health Facility**

	BHU	RHC	Govt. MCH	Govt. Dispensary	Govt. FWC	Govt. THQ Hospital	Govt. DHQ Hospital	Military Hospital	Private Clinic	Quack	Other
<b>Fever/malaria</b>	14.9	6.0	0.4	5.9	0.0	4.0	5.4	0.3	61.3	0.6	0.6
<b>Gastro intestinal</b>	11.1	5.5	1.1	5.7	0.2	4.2	9.0	0.3	60.7	1.2	0.7
<b>Respiratory Infection</b>	11.4	6.6	1.3	3.3	0.3	3.9	5.9	0.9	64.2	1.2	0.7
<b>Orthopedic/Arthritis</b>	11.5	7.5	0.4	4.1	0.0	3.9	8.4	0.7	60.4	1.3	1.1
<b>Anemia/weakness</b>	10.3	4.5	0.4	6.3	0.0	7.1	10.8	0.6	57.8	0.7	0.7
<b>Cardiovascular</b>	6.4	7.0	0.6	4.5	0.0	3.2	12.0	1.4	61.0	0.4	1.3
<b>Hepatitis</b>	9.4	4.3	1.3	5.3	0.1	5.8	9.2	0.3	63.1	0.5	0.5
<b>Cancer/Tumor</b>	9.4	3.8	2.2	4.6	0.0	7.4	7.7	0.1	63.2	1.1	0.4
<b>Surgery</b>	9.6	2.4	0.9	3.0	0.0	6.9	9.6	0.0	61.1	0.0	0.4
<b>Tooth ache</b>	10.5	3.7	2.5	4.1	0.0	6.6	16.3	0.3	53.3	0.4	1.5
<b>ENT</b>	10.2	10.5	0.0	4.3	0.0	5.2	10.9	0.0	55.3	0.0	3.4
<b>Kidney</b>	10.9	4.8	0.9	4.7	0.0	5.2	9.5	0.7	59.6	1.4	1.5
<b>Immunization</b>	11.4	4.5	1.1	3.2	0.0	5.0	13.3	0.0	58.9	0.2	2.1
<b>Other</b>	33.4	10.4	0.0	1.9	0.0	5.3	4.8	2.0	42.2	0.0	0.0
<b>Diabetes</b>	10.0	5.9	0.6	3.7	0.0	5.0	7.8	1.2	63.8	0.6	1.4
<b>Blood Pressure</b>	5.6	6.1	2.5	2.7	0.0	3.2	4.7	2.6	71.5	0.0	1.1
<b>Cough/Flu/Pneumonia</b>	6.6	4.2	0.6	4.6	0.0	3.8	7.1	0.0	71.9	0.6	0.5
<b>Accident</b>	8.2	4.2	0.3	6.3	0.0	2.5	2.6	0.5	70.4	0.0	4.9
<b>Allergy/Skindisease</b>	10.5	3.2	0.0	4.4	0.0	3.4	14.4	0.0	61.3	1.4	1.4

(Rows Addup to 100%)

Each health outlet received cases of a variety of ailments, the majority of which were of fever and/or malaria. These were followed by gastro intestinal and respiratory infections.



**Table 4.A.12. % Households and Ailment by Health Facility**

	BHU	RHC	Govt. MCH	Govt. Dispen	Govt. FWC	Govt. THQ Hosp	Govt. DHQ Hosp	Mly. Hosp.	Priv. Clinic	Quack	Other
<b>Fever/malaria</b>	50.4	43.5	23.2	48.5	19.4	37.7	30.2	26.1	41.6	33.8	26.4
<b>Gastro intestinal</b>	8.3	8.7	14.4	10.3	36.0	8.6	10.9	5.5	9.1	14.4	7.0
<b>Respiratory Infection</b>	5.7	7.0	11.4	3.9	37.4	5.3	4.8	11.2	6.4	9.8	4.6
<b>Orthopedic/Arthritis</b>	6.2	8.7	3.3	5.3	0.0	5.8	7.3	9.2	6.5	11.3	8.1
<b>Aneamea/weakness</b>	2.9	2.7	1.8	4.3	0.0	5.5	5.0	4.0	3.3	3.1	2.8
<b>Cardiovascular</b>	2.2	5.2	3.6	3.7	0.0	3.1	6.8	12.0	4.2	2.5	6.2
<b>Hepatitis</b>	2.5	2.5	5.8	3.4	7.2	4.2	4.0	2.2	3.4	2.3	1.8
<b>Cancer/Tumor</b>	2.0	1.7	7.8	2.3	0.0	4.3	2.6	0.7	2.6	3.7	1.1
<b>Surgery</b>	0.7	0.4	1.1	0.6	0.0	1.5	1.2	0.0	0.9	0.0	0.4
<b>Tooth ache</b>	2.0	1.5	8.0	1.9	0.0	3.4	5.0	1.3	2.0	1.1	3.9
<b>ENT</b>	0.8	1.8	0.0	0.8	0.0	1.1	1.4	0.0	0.9	0.0	3.7
<b>Kidney</b>	4.3	4.0	6.1	4.5	0.0	5.6	6.1	6.8	4.7	9.1	7.9
<b>Immunization</b>	2.4	2.0	4.1	1.6	0.0	2.9	4.6	0.0	2.5	0.9	5.9
<b>Other</b>	0.8	0.5	0.0	0.1	0.0	0.3	0.2	1.2	0.2	0.0	0.0
<b>Diabetes</b>	2.9	3.7	2.8	2.6	0.0	4.0	3.7	8.8	3.7	2.8	5.4
<b>Blood Pressure</b>	0.7	1.6	4.9	0.8	0.0	1.1	0.9	7.4	1.7	0.0	1.8
<b>Cough/Flu/Pneumonia</b>	0.8	1.1	1.3	1.3	0.0	1.2	1.4	0.0	1.7	1.1	0.7
<b>Accident</b>	0.7	0.8	0.5	1.3	0.0	0.6	0.4	1.1	1.2	0.0	5.8
<b>AllergySkindisease</b>	1.1	0.7	0.0	1.1	0.0	0.9	2.4	0.0	1.2	2.3	1.9

(Columns Add up to 100%)

#### Perception about Treatment and Knowledge of Complaints System

In 2002, 65% of government service users in the last three months said they were satisfied with their last contact. In 2004, 68.6% said they were satisfied. In 2009/10, an overwhelming majority of responses about doctor's presence in health facility was in the affirmative and 77%-95% of the responses said that they were satisfied with the doctor's treatment.

In 2004, less than one-third of users (29.8%) said they received all the medicines from the government health facility. In 2009/10, most patients got at least some medicine from the health facility.

In 2002, only 11.8% of households who usually used government health facilities knew how to make a complaint about the service if they were not satisfied. In 2004, this proportion increased to 16%. In 2009/10, a vast majority of responses said that they did not know about how to complain about the services extended at the health facility.

**Table 4.A.13. % Households by Presence of Doctor & Medicine at facility**

	BHU	RHC	Govt. Dispens	Govt. MCH	Govt FWC	Govt THQ Hosp	Govt DHQ Hosp	Mly Hosp	Priv Clinic	Quack	Other
<b>Doctor present</b>											
- Yes	95.8	96.9	97.8	97.1	100.0	95.7	95.6	99.5	98.1	98.5	97.1
- No	3.4	3.0	2.2	2.7	-	3.4	4.2		1.4	1.2	2.2
<b>Perception about Doctor's Treatment</b>											
- Satisfied	77.0	80.6	78.3	78.1	44.6	73.6	76.3	93.5	87.2	84.1	84.2
- Dissatisfied	14.5	13.7	16.9	16.2	47.4	18.2	17.0	4.5	8.7	11.8	9.8
- Indifferent	7.6	5.6	4.2	5.3	8.0	7.2	6.5	2.0	3.7	3.8	5.3
<b>Got medicine from facility</b>											
- All	36.8	27.0	19.3	37.6	0.0	16.1	15.3	60.8	29.0	52.1	31.8
- Some	40.5	43.2	35.8	37.1	15.3	46.2	27.2	8.6	22.2	21.9	20.4
- None	21.7	29.7	44.9	24.9	84.7	36.3	56.5	30.6	48.1	25.7	46.3
<b>Knowledge about how to complain about services at the facility</b>											
- Yes	8.2	12.5	15.5	6.3	8.0	8.8	12.2	19.1	8.9	5.8	12.5
- No	91.3	87.2	84.5	93.6	92.0	90.9	87.6	79.9	90.7	93.3	87.2

## B. Assessment of Government Health Facilities

In 2002, about one-half (52%) of the heads of government facilities interviewed thought that the new local government plan would improve their services and only 5% thought it would make their services worse. In 2009/10, on the nature of impact brought about by the local government system, over one-third respondents said that it had brought improvement in health services while almost one-half said that there was no impact. A negligible proportion (2% in Punjab and 9% in Sindh) said that health services had worsened due to the local government system.

**Table 4.B.1. Nature of Impact of Local Government on Provision of Health Services  
% Health Facilities**

	Nature of Impact of Local Govt		
	Brought improvement in Health Services	No Impact	Worsened Health Services
<b>Balochistan</b>	40.0	30.0	-
<b>NWFP</b>	20.0	60.0	-
<b>Punjab</b>	42.9	51.0	2.0
<b>Sindh</b>	45.5	45.5	9.0
<b>PAKISTAN</b>	38.0	47.0	3.0

In 2009/10, over one-half of the interviewed health facilities stated that they had a system of raising awareness about the services offered. Use of health workers, leaflets and local announcements were the popular methods of raising awareness about health services available at the facilities. Use of printed media was only adopted in Punjab while none of the provinces showed any use of electronic media.

**Table 4.B.2. System for raising awareness about services available at Health Facility**  
**% Health Facilities**

	% facilities with awareness system	Sources through which awareness is raised					Social Mobilization & Health Workers
		Print media	Electronic Media	Brochures	Leaflets & Banners	Local announcements	
<b>Balochistan</b>	60.0			X	X		X
<b>NWFP</b>	33.3				X	X	X
<b>Punjab</b>	61.2	X		X	X	X	X
<b>Sindh</b>	63.6			X		X	X
<b>PAKISTAN</b>	55.0	X		X	X	X	X

In 2004, one-half of the facilities reviewed reported having a complaint system, though physical evidence of the procedure was only visible in 17% of the facilities. In 2009/10, one-half of the facilities displayed a complaint system, with the presence of a complaint book across all provinces. Other channels of complaint included talking to facility in-charge, concerned department or senior doctors.

**Table 4.B.3. System for complaints against services provided at the Health Facility**  
**% Health Facilities**

	% facilities with system for registering complaints	Channels of Complaints					Complain to senior Doctors
		Book for complaints	Complaint Cell in Facility	Complaint cell outside Facility	Talk to Facility Incharge	Talk to concerned dept	
<b>Balochistan</b>	30.0	X			X		
<b>NWFP</b>	40.0	X					X
<b>Punjab</b>	63.3	X		X		X	X
<b>Sindh</b>	40.9	X			X		
<b>PAKISTAN</b>	49.9	X		X	X	X	X

In the context of evaluation of the health facility, spot checks and stocktaking of medicine and other supplies were the most common methods. Other methods were also observed but only in Punjab there were a variety of evaluation methods.

Observations by the interviewers showed that in the context of physical conditions and utilities, over one-third of the health facilities interviewed seemed to have “very good” or “good” buildings, with three-fourths appearing to have “very good” or “good” cleanliness levels. Almost 71% had water while 77% had electricity.

In the Out-Patient Department (OPD), most facilities had waiting rooms and wash rooms separately for men and women. However, privacy during consultation seemed limited.

**Table 4.B.4. System of Evaluation of the Health Facility  
% Health Facilities**

	% facilities with system of evaluation	Means of Evaluation				
		Spot visits by Supervisors/ Monitors	Stock taking of Medicines and Lab equipment	Budgetary evaluation by district authorities	Regular meetings at District level	Regular submission of progress and performance reports
<b>Balochistan</b>	70.0	X	X		X	
<b>NWFP</b>	80.0	X	X	X		
<b>Punjab</b>	61.2	X	X	X	X	X
<b>Sindh</b>	50.0	X	X			
<b>PAKISTAN</b>	60.0	X	X	X	X	X

**Table 4.B.5. Building Condition % of Health Facilities**

	Very good	Good	Bad	Very bad	No Response
<b>Balochistan</b>	10.0	40.0	20.0	-	30.0
<b>NWFP</b>	0.0	80.0	0.0	0.0	20.0
<b>Punjab</b>	26.5	55.1	10.2	2.0	6.1
<b>Sindh</b>	13.6	54.5	31.8	0.0	0.0
<b>PAKISTAN</b>	17.0	55.0	14.0	1.0	13.0

**Table 4.B.6, Building Cleanliness % of Health Facilities**

	Very good	Good	Bad	Very bad	No Response
<b>Balochistan</b>	30.0	40.0	-	-	30.0
<b>NWFP</b>	0.0	66.7	6.7	6.7	20.0
<b>Punjab</b>	18.4	69.4	6.1	-	6.1
<b>Sindh</b>	22.7	45.5	22.7	9.1	-
<b>PAKISTAN</b>	17.0	58.0	9.0	3.0	8.0

**Table 4.B.7. % of Government Health Units with Facilities**

	Water availability	Electricity
<b>Balochistan</b>	50.0	50.0
<b>NWFP</b>	66.7	66.7
<b>Punjab</b>	85.7	87.8
<b>Sindh</b>	63.6	86.4
<b>PAKISTAN</b>	71.0	77.0

**Table 4.B.8. % of Government Health Units with OPD Facilities**

	Waiting Room for women	Waiting Room for Men	Female Washroom in OPD	Male Washroom in OPD	OPD Consulting Room	Presence of other people during consultation	Separation during Medical checkup
<b>Balochistan</b>	70.0	60.0	40.0	30.0	50.0	30.0	60.0
<b>NWFP</b>	66.7	53.3	26.7	33.3	33.3	40.0	66.7
<b>Punjab</b>	75.5	73.5	67.3	67.3	67.3	42.9	83.7
<b>Sindh</b>	86.4	72.7	45.5	54.5	63.6	63.6	63.6
<b>PAKISTAN</b>	73.0	66.0	51.0	53.0	57.0	44.0	71.0





## Education





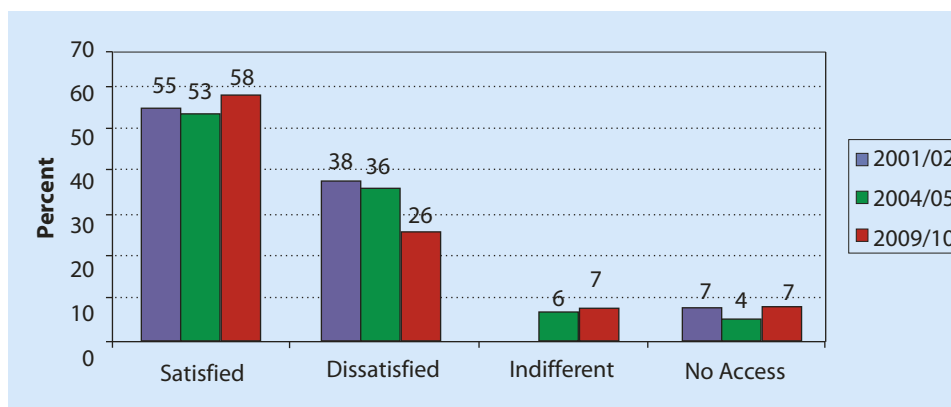
# Education

## A. User Satisfaction and Type of Schooling

### User Satisfaction with Government Education

In 2002, 55% of households said they were satisfied with government education services, 38% were dissatisfied, 3.8% were neither satisfied nor dissatisfied and 7.4% reported no available service. In 2004, 53.3% of households said they were satisfied, 36.4% were dissatisfied, 6.2% were indifferent and 4.1% considered they had no access at all. Overall satisfaction with government education has risen marginally over the past five years. In 2009/10, except in Balochistan where the proportion of households satisfied with government education is relatively lower than those dissatisfied, the proportion of households satisfied are much higher in all provinces, especially in Punjab (perhaps due to the PESRP), than the proportion of dissatisfied households.

**Chart 10. Government Education: Relative Satisfaction Levels 2001/02-2009/10**



**Table 5.A.1 Service: Govt. Education  
% Households**

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Balochistan</b>	29.7	38.9	18.8	11.6
<b>NWFP</b>	42.3	38.5	9.3	7.3
<b>Punjab</b>	66.2	19.3	7.0	4.3
<b>Sindh</b>	52.4	31.8	4.5	10.1
<b>PAKISTAN</b>	57.8	25.9	7.1	6.6

For all vulnerable as well as non vulnerable groups, majority of households expressed satisfaction with government education.

**Table 5.A.2. Level of Satisfaction by Vulnerability**  
% Households

	%Satisfied	%Dissatisfied	%Indifferent	%No Access
<b>Govt. Education</b>				
Very Vulnerable	52.6	29.3	6.1	10.0
Vulnerable	61.9	24.2	7.0	4.8
Not vulnerable	57.4	24.7	8.5	5.4

#### Focus Group Discussions

Issues related to government education system were discussed in detail in the focus groups. While acknowledging that government education was cost-free, with provision of textbooks, uniforms and sometimes even meals for the students, there were complaints about the low quality of teaching by untrained teachers, teacher absenteeism and inability of teachers to implement discipline among students. Female focus group participants stressed the need to upgrade primary girls schools to middle level and middle schools to higher levels and also establish skills training centres for women. On the other hand, focus groups praised the quality of education in private schools but said that these could only be attended by those who could afford the relatively high costs. Most participants also said that *madrassah* education was patronized by those parents who thought religious education taught good values and civil norms, and as such was essential for girls who did not need formal education. Some participants also said that *madrassah* education was cost-free and as such encouraged by parents who could not afford high costs of private school, especially in cases where no government school was nearby.

#### Enrolment

In 2009/10, enrolment of children aged 5-14 years displayed higher levels with 74.1% girls and 82.4% boys. For girls, gross enrolment ratio ranged between 61% in Sindh to 81% in Punjab, while for boys the ratio ranged between 72% for Sindh to 90% in NWFP.

**Table 5.A.3. % Children (aged 5-14 years) Enrolled in School**

	% Girls	%Boys
<b>Balochistan</b>	65.81	79.88
<b>NWFP</b>	79.55	90.45
<b>Punjab</b>	81.16	86.44
<b>Sindh</b>	60.89	72.49
<b>PAKISTAN</b>	74.11	82.42

The enrolment ratios for both boys and girls were lower for “very vulnerable” households as compared to “vulnerable” households.

**Table 5.A.4. % Children (aged 5-14 years) of Vulnerable Households Enrolled in School**

	% Girls	%Boys
<b>Very Vulnerable</b>	57.49	70.87
<b>Vulnerable</b>	79.54	86.77

### Out-of-School: Reasons

In 2002, major reasons for not sending girls to schools included “cannot afford” (25%); “no girls school/ female teacher” (20%); “no need/home study” (20%) and “child too young” (17%). In 2004, key reasons for not sending girls to school included “cannot afford it” (31.7%); “child too young” (27%); and “child handicapped/sick” (8.3%). In 2009/10, too, the single most important reason for not sending girls to school was “cannot afford” as stated by 31% households, followed by “no school nearby” (15%) and “child not interested” (11%).

In 2002, important reasons for not sending boys to school included “cannot afford” (31%); “child too young” (31%); “no need/home study” (9%); and “no teachers” (9%). In 2004, reasons included “child too young” (32.4%); “can not afford” (30.4%); “child handicapped/sick” (13.3%) and “child not interested” (8.5%). In 2009/10, main reasons for not sending boys to schools were “cannot afford” (32%), followed by “child not interested” (19.2%) and child “earns” (11.2%).

**Table 5.A.5. Reasons for Girl Child (aged 5-14 years) Not Attending School**  
**% Households**

	Cannot afford	No school nearby	No teacher	No female teacher	Child Sick	Child Not interested	No value of educ	No purda facility	Coed	No free book	Teacher's bad behavior	Earns	Helps at home
<b>Balochistan</b>	17.1	33.2	6.3	7.8	2.1	3.9	2.5	1.6	1.2	4.5	1.3	0.0	7.5
<b>NWFP</b>	26.6	10.2	0.6	1.8	2.8	21.6	3.0	7.8	0.2	1.2	0.2	0.3	5.1
<b>Punjab</b>	39.8	10.2	1.8	1.4	6.9	9.1	4.9	3.2	0.5	2.2	2.0	0.6	6.9
<b>Sindh</b>	27.5	16.6	1.7	7.8	1.4	11.2	3.1	3.0	3.0	1.7	1.3	0.4	9.9
<b>PAKISTAN</b>	30.6	15.1	2.0	5.0	3.5	11.2	3.6	3.5	1.7	2.0	1.4	0.4	8.1

**Table 5.A.6. Reasons for Boy Child (aged 5-14 years) Not Attending School**  
**% Households**

	Cannot afford	No school nearby	No teacher	Child Sick	Child Not interested	No value of educ	No free books	Teacher's bad behavior	Earns	Helps at home
<b>Balochistan</b>	24.8	12.3	5.8	4.5	5.2	3.2	5.0	0.0	8.9	16.3
<b>NWFP</b>	36.3	3.8	0.0	4.9	14.4	1.5	3.5	0.0	9.8	6.1
<b>Punjab</b>	37.1	4.5	1.1	7.0	16.7	0.3	7.2	0.7	12.5	5.2
<b>Sindh</b>	28.3	8.0	2.4	3.5	23.9	1.1	3.1	4.0	11.0	4.7
<b>PAKISTAN</b>	31.7	6.8	2.0	4.9	19.2	1.0	4.7	2.2	11.2	5.9

### Type of Schools Attended

In 2002, of the primary school (aged 5-9 years) children, 67% attended government schools. One-third (31%) attended private schools; and a negligible proportion (about 3%) attended non-formal schools. In 2004, 43% were enrolled in government schools; 29.9% in private schools; 2.6% in *madrassah* and 1% in non-formal schools. In 2009/10, almost 58% of the school girls (aged 5-14 years) attended government schools and about 27.5% girls attended private schools. Enrolment in non-formal and *madrassahs* was negligible.

**Table 5.A.7. % Households by Type of School Girl Children attend**

	Govt. Girls School	Govt. Mixed School	Private Girls School	Private Mixed School	Non-formal School	Formal education <i>madrassah</i>	Non-formal (religious) <i>madrassah</i>	Other
<b>Balochistan</b>	61.3	7.4	11.9	6.3	0.4	1.6	3.1	5.5
<b>NWFP</b>	54.7	9.5	13.9	10.1	0.2	2.0	8.9	0.5
<b>Punjab</b>	56.8	4.0	14.3	21.4	0.4	0.4	1.4	0.7
<b>Sindh</b>	36.2	13.1	3.8	13.3	0.0	0.9	1.7	0.5
<b>PAKISTAN</b>	50.1	7.8	10.8	16.7	0.2	0.8	2.5	0.9

Among vulnerable groups, too, over one-third of the girl students attended government schools, while 26% attended private schools. Enrolment in non-formal and *madrassahs* was negligible.

**Table 5.A.8. % Vulnerable Households by Type of School Girl Children attend**

	Govt. Girls School	Govt. Mixed School	Private Girls School	Private Mixed School	Non-formal School	Formal education <i>madrassah</i>	Non-formal (religious) <i>madrassah</i>	Other
<b>Very Vulnerable</b>	58.3	10.9	5.5	7.3	0.2	1.3	3.4	0.9
<b>Vulnerable</b>	52.2	7.6	10.5	16.3	0.3	0.5	2.5	0.7

In 2002, parents of children attending a government school were only one-third as likely to be satisfied with the school compared with parents whose children attended private education of some sort. In 2004, 72.9% of parents of children in a government school were satisfied with the school compared with 98% for children attended a private school. In 2009/10, the overall satisfaction with girls' schools was high. Of the households whose girls attended government school, a majority was satisfied with the school; however, of the households whose girls attended private schools, a higher majority expressed satisfaction with the school.

**Table 5.A.9. % Households Satisfied by School Attended by Girl Children**

	Govt. Girls School	Govt. Mixed School	Private Girls School	Private Mixed School	Non-formal School	Formal education <i>madrassah</i>	Non-formal (religious) <i>madrassah</i>	Other
<b>Satisfied</b>	74.2	62.1	85.7	82.6	94.7	76.4	88.7	77.8
<b>Dissatisfied</b>	10.9	9.7	4.5	7.0	1.4	8.0	2.2	7.7
<b>Indifferent</b>	4.6	7.6	6.2	2.6	3.9	1.2	2.5	9.2
<b>Don't Know/Refused</b>	10.3	20.6	3.6	7.8	0	14.4	6.6	5.3

In 2009/10, enrolment pattern for boys (aged 5-14 years old) was very similar to that of girls. Over one-half of the boy students (aged 5-14 years) were enrolled in government schools while 29% attended private schools. Enrolment in non-formal schools and *madrassahs* was negligible.

**Table 5.A.10. % Households by Type of School Attended by Boy Children**

	Govt. Boys School	Govt. Mixed School	Private Boys School	Private Mixed School	Non-formal School	Formal education <i>madrassah</i>	Non-formal (religious) <i>madrassah</i>	Other
<b>Balochistan</b>	6.4	4.3	14.1	6.5	0.2	2.2	3.7	1.2
<b>NWFP</b>	51.7	7.1	17.7	13.2	0.2	1.3	8.4	0.2
<b>Punjab</b>	53.7	4.2	14.2	24.1	0.3	0.2	1.8	0.9
<b>Sindh</b>	37.7	10.5	4.2	14.2	0.1	0.7	1.0	0.2
<b>PAKISTAN</b>	48.7	6.1	11.3	18.4	0.2	0.6	2.5	0.6

Among vulnerable groups, too, over one-half of boys belonging to “vulnerable” group and over one-third belonging to “very vulnerable” group attended government schools. One-third of the boy students in the “vulnerable” category and only one-tenth of boys in “very vulnerable” category attended private schools. Enrolment in non-formal and *madrassahs* was negligible.

**Table 5.A.11. % Vulnerable Households by Type of School Attended by Boy Children**

	Govt Boys School	Govt Mixed School	Private Boys School	Private Mixed School	Non formal School	Formal education madrassah	Nonformal (religious) madrassah	Other
<b>Very Vulnerable</b>	61.6	8.6	5.4	7.3	0.3	0.6	2.3	0.2
<b>Vulnerable</b>	49.5	6.6	10.7	19.9	0.2	0.5	3.3	0.7

In 2009/10, generally, satisfaction levels with boys' schools were high. Though a majority of the households whose boys attended government schools said they were satisfied with the school, the satisfaction levels were much higher for private schools. Similar to girls' schools, satisfaction levels with boys' *madrassahs* were also high.

**Table 5.A.12. % Households Satisfied by School Attended by Boy Children**

	Govt Boys School	Govt Mixed School	Private Boys School	Private Mixed School	Non formal School	Formal education madrassah	Nonformal (religious) madrassah	Other
<b>Satisfied</b>	73.4	58.2	85.0	82.3	100	83.6	92.8	67.3
<b>Dissatisfied</b>	10.4	10.4	6.0	6.1	0.0	2.2	2.7	11.9
<b>Indifferent</b>	4.8	6.8	4.0	3.8	0.0	1.3	1.6	3.9
<b>Don't Know/Refused</b>	11.4	24.6	5.0	7.8	0.0	12.9	2.9	16.9

## B. Assessment of Education Facilities

In 2002, one-half of the head teachers interviewed thought that the new local government plan would improve the educational services; 4% said it would worsen educational services and 31% said there would be no effect. Of those who said it would improve thought that better monitoring and more facilities, as well as, problem-solving approach would benefit the education services. In 2009/10, two-thirds of the education facilities interviewed said that the local government system has had no impact on provision of education; one-third said it had brought improvement while a negligible proportion said the system had worsened education.



**Table 5.B.1. Nature of Impact of Local Government on Provision of Education  
% Education Facilities**

	Nature of Impact of Local Govt.		
	Brought improvement in Education	No Impact	Worsened Education Services
<b>Balochistan</b>	50.0	50.0	0.0
<b>NWFP</b>	17.6	76.5	5.9
<b>Punjab</b>	40.4	55.3	4.3
<b>Sindh</b>	25.0	70.8	4.2
<b>PAKISTAN</b>	33.0	61.0	4.0

In 2009/10, of the education facilities interviewed, one-sixth had a student/teacher ratio of less than 15 while almost one-third had a student/teacher ratio of 26-35. A quarter of the facilities had more than 40 students per teacher.

**Table 5.B.2. Student/Teacher Ratio  
% Education Facilities**

	<15	15 to 25	26 to 35	36 to 40	40 to 60	60 +
<b>Balochistan</b>	-	100.0	-	-	-	-
<b>NWFP</b>	-	-	77.8	-	11.1	11.1
<b>Punjab</b>	13.2	23.7	21.1	15.8	15.8	10.5
<b>Sindh</b>	25.0	16.7	25.0	4.2	12.5	16.7
<b>PAKISTAN</b>	14.9	21.6	28.4	9.5	13.5	12.2

In 2009/10, over one-half of the education facilities interviewed had more than 40 students per classroom, mainly in Punjab and Sindh.

**Table 5.B.3. Student/Classroom Ratio  
% Education Facilities**

	<15	15 to 25	26 to 35	36 to 40	40 to 60	60+
<b>Balochistan</b>	22.2	11.1	33.3	22.2	11.1	0.0
<b>NWFP</b>	5.9	5.9	23.5	17.6	29.4	17.6
<b>Punjab</b>	4.3	8.7	17.4	10.9	30.4	28.3
<b>Sindh</b>	9.1	22.7	4.5	4.5	45.5	13.6
<b>PAKISTAN</b>	7.4	11.7	17.0	11.7	31.9	20.2

A majority (70%) of the schools interviewed had Urdu as their medium of instruction while one-sixth of the schools taught both in Urdu and English and only one-tenth in regional language. A small proportion (3%) had English as their medium of instruction.

**Table 5.B.4. Medium of Instruction  
% Education Facilities**

	Urdu	English	Both English and Urdu	Regional
<b>Balochistan</b>	60.0	-	40.0	-
<b>NWFP</b>	88.2	11.8	-	-
<b>Punjab</b>	76.6	2.1	19.1	2.1
<b>Sindh</b>	54.2	-	4.2	41.7
<b>PAKISTAN</b>	70.0	3.0	14.0	11.0

In 2009/10, of the incentives provided to students, almost one-half of the boys and only one-fifth of the girls were getting free books, mostly in Balochistan, NWFP and Punjab, while in Sindh only one-third of the boys and one-sixth of the girls were benefiting from this incentive. Free lunch, edible oil and free uniform seemed to be benefiting small proportion of children while provision of stipends was relatively better in Balochistan and NWFP.

**Table 5.B.5. Provision of Incentives  
% Education Facilities**

	Free Books	Free Lunch	Edible Oil or Milk or Atta	Free Uniform	Stipend
<b>Balochistan</b>					
-For Boys	60.0	-	-	-	33.3
-For Girls	30.0	-	-	33.3	33.3
-For Both	10.0	-	-	-	-
-For Neither	-	66.7	66.7	66.7	33.3
<b>NWFP</b>					
-For Boys	66.7	16.7	20.0	-	16.7
-For Girls	20.0	-	-	16.7	16.7
-For Both	6.7	-	-	-	-
-For Neither	6.7	83.3	80.0	83.3	66.7
<b>Punjab</b>					
-For Boys	52.2	-	-	6.3	5.7
-For Girls	23.9	2.9	3.0	-	8.6
-For Both	17.4	-	3.0	-	-
-For Neither	6.5	96.9	93.9	93.8	85.7
<b>Sindh</b>					
-For Boys	37.5	-	-	-	-
-For Girls	16.7	-	4.2	-	8.3
-For Both	45.8	-	-	-	-
-For Neither	-	95.7	91.7	95.8	87.5
<b>PAKISTAN</b>					
-For Boys	51.6	1.6	1.5	3.1	5.9
-For Girls	22.1	1.6	3.1	3.1	10.3
-For Both	22.1	-	1.5	-	-
-For Neither	4.2	93.8	90.8	92.3	82.4

An overwhelming majority of the education facilities interviewed reported the average admission fee was less than Rs 50.

<b>Table 5.B.6. Average Admission Fees % Education Facilities</b>				
	<b>&lt; Rs 50</b>	<b>Rs 51 to 150</b>	<b>Rs 151 to 500</b>	<b>Rs 500+</b>
<b>Balochistan</b>	100	-	-	-
<b>NWFP</b>	80.0	13.3	-	6.7
<b>Punjab</b>	97.9	-	2.1	-
<b>Sindh</b>	100.0	-	-	-
<b>PAKISTAN</b>	95.8	2.1	1.1	1.1

In 2009/10, two-thirds of the education facilities stated that there was no monthly fee charged to the students. About 17% said the average monthly fee was less than Rs. 5 while 11% said it was between Rs. 5- Rs. 50.

<b>Table 5.B.7. Average Monthly Fees % Education Facilities</b>				
	<b>Rs 0</b>	<b>Rs 0.1 to 5</b>	<b>Rs 5.1 to 50</b>	<b>Rs 50.1 +</b>
<b>Balochistan</b>	75.0	25.0	-	-
<b>NWFP</b>	81.8	-	-	18.2
<b>Punjab</b>	45.7	30.4	19.5	4.4
<b>Sindh</b>	100.0	-	-	-
<b>PAKISTAN</b>	67.1	17.6	10.6	4.7

On the system of registering complaints, two-thirds of the education facilities interviewed in 2009/10 said that they had a system with several channels. Complaints to the headmaster or senior teacher were the most common channel of complaint across all provinces. Other complaint avenues included referring to the district's education department or to the school management committee/parents-teacher association,

**Table 5.B.8. System for complaints against quality of education at the School  
% Education Facilities**

	% schools with system for registering complaints	Channels of Complaints				
		Complaint to Headmaster or Senior Teacher	Complaint Book	District Department of Education or EDO	SMC or PTA	Community Elder or Maulvi
<b>Balochistan</b>	20.0	X				
<b>NWFP</b>	94.1	X		X	X	
<b>Punjab</b>	70.2	X	X	X	X	
<b>Sindh</b>	62.5	X	X	X	X	
<b>PAKISTAN</b>	66.0	X	X	X	X	

Almost 80% of the education facilities interviewed in 2009/10 stated the presence of a school management committee (SMC) or parents-teacher association (PTA). Of these, an overwhelming majority was active, meeting frequently i.e., on a monthly basis. Most of the responses stated that a meeting of the SMC/PTA was held within the past one month.

**Table 5.B.9. School Management Committee (SMC) or Parents-Teacher Association (PTA) in School  
% Education Facilities**

	% of Schools with SMC or PTA	From % Schools with SMC or PTA	Frequency of SMC/PTA Meetings					SMC/PTA Last Meeting Held			
			Monthly	Every 2 months	Every 3 months	In 4 to 12 months	Not determined	One month ago	Two months ago	Three months ago	More than three months ago
<b>Balochistan</b>	20.0	66.7	50.0	0.0	0.0	0.0	50.0	0.0	100.0	0.0	0.0
<b>NWFP</b>	100.0	100.0	82.4	5.9	5.9	5.9	0.0	70.6	23.5	5.9	0.0
<b>Punjab</b>	80.9	97.4	81.1	8.1	5.4	0.0	5.4	94.6	2.7	0.0	2.7
<b>Sindh</b>	91.7	95.5	40.9	31.8	13.6	9.1	4.5	54.5	22.7	9.1	13.6
<b>PAKISTAN</b>	79.0	96.3	69.2	14.1	7.7	3.9	5.1	75.6	15.4	3.8	5.2

Of the education facilities interviewed in 2009/10, almost 90% had water supply, with one-half using tap and another one-quarter using hand pump within the school premises. Two-thirds of the respondents expressed satisfaction with water quality. Almost 80% facilities had latrines and two-thirds had arrangements for cleanliness.

**Table 5.B.10. Water Supply, latrine and Cleanliness Arrangements in School**  
% of Education Facilities

	% of Schools with Water Supply	Source of Water Supply to School					% of Respondents Satisfied with Water Quality	% Schools with Latrine	% Schools with system of Cleanliness
		Tap in School	Hand pump	Well	Tube well	Other			
<b>Balochistan</b>	80.0	62.5	0.0	0.0	12.5	25.0	75.0	80.0	60.0
<b>NWFP</b>	100.0	64.7	23.5	5.9	5.9	0.0	58.8	76.5	76.5
<b>Punjab</b>	89.4	53.7	35.7	0.0	2.4	26.2	64.3	85.1	70.2
<b>Sindh</b>	79.2	68.4	21.1	0.0	0.0	10.5	78.9	70.8	58.3
<b>PAKISTAN</b>	86.0	51.2	26.7	1.2	3.5	17.4	67.4	79.6	67.3







## **Police and Courts**





# Police and Courts

## A. User Preferences, Contact & Satisfaction with Police and Protection Mechanisms

In 2002, household respondents were asked about whom they would contact if there was a problem of personal safety or a threat to personal property. In both cases, the most common response was “Allah” or “only Allah could help us”. Across the country, 22% of households said they would contact the police for a matter of personal safety and 25% said they would contact the police if there was a threat to property. For both types of problem, 5% said they would go to *nazim* or a councilor for help. In 2004, 25.5% of households said they would contact the police if there was a problem of personal safety. In 2009/10, in case there was a threat to personal safety, 42.3% of the households said they would contact a family or community elder; 20.5% said they would contact the concerned department (which was the police for an overwhelming majority); 16.5% said they would contact a union council member and 2.7% said they would contact the MNA/MPA of the area. In the event of a threat to personal property, 40.2% households said they would contact a family or community elder; 21.6% said they would contact the court; 13.7% said they would seek help from a union council member; and only 5.8% said they would contact the concerned department (which was the police for an overwhelming majority of households).

**Table 6.A.1. % Households by the Person who would be contacted if there was an issue of personal safety**

	UC Council Member	Tehsil Council Member	District Council Member	Concerned Govt Dept Official*	MPA or MNA or Senator	Family or Community Elder	Political Party Worker	NGO Worker	CCB Member	Court	Reconcil. Committee Anjuman	Jirga/ Panchayat
<b>Balochistan</b>	10.3	1.7	0.4	19.9	2.7	51.2	2.7	0.2	0.0	4.8	0.1	2.2
<b>NWFP</b>	11.2	0.4	0.5	36.6	2.5	27.3	0.1	0.1	0.7	1.3	0.1	9.7
<b>Punjab</b>	20.0	0.3	0.7	20.5	2.5	38.9	1.4	1.4	0.0	1.5	0.2	1.4
<b>Sindh</b>	12.8	1.1	4.7	13.1	3.0	55.2	1.9	1.9	0.0	2.2	0.5	1.4
<b>PAKISTAN</b>	16.5	0.6	1.7	20.5	2.7	42.3	1.4	1.4	0.1	1.8	0.2	2.5

\*The vast majority of households selecting to contact concerned government department/official opted for contacting the police.

**Table 6.A.2. % Households by the Person who would be contacted if there was a threat to personal property**

	UC Council Member	Tehsil Council Member	District Council Member	Concerned Govt Dept Official*	MPA or MNA or Senator	Family or Community Elder	Political Party Worker	NGO Worker	CCB Member	Court	Reconcil. Committee Anjuman	Jirga/ Panchayat
<b>Balochistan</b>	6.4	1.9	0.4	1.3	0.6	50.0	1.6	0.3	0.0	30.0	0.2	3.5
<b>NWFP</b>	4.5	0.3	0.3	4.8	4.1	25.2	0.0	0.0	0.8	42.0	0.1	12.1
<b>Punjab</b>	17.6	0.8	0.6	6.6	2.4	34.4	1.0	0.1	0.1	22.3	0.1	2.1
<b>Sindh</b>	11.1	1.2	4.7	5.5	0.8	57.8	1.9	0.9	0.0	9.2	0.5	0.9
<b>PAKISTAN</b>	13.7	0.9	1.7	5.8	2.1	40.2	1.2	0.3	0.1	21.6	0.2	3.1

\*Concerned government department/official contains a majority of respondents who would choose to contact the police.

In response to a question whether the police provided a feeling of security to the people, the households seemed equally divided, with 46.2% replying in the affirmative and 47.7% stating the negative.

**Table 6.A.3. Does Police Give an Overall Sense of Security**  
% Households

	YES	NO	Don't Know
<b>Balochistan</b>	26.0	65.8	7.7
<b>NWFP</b>	63.2	34.3	2.2
<b>Punjab</b>	46.8	45.1	7.8
<b>Sindh</b>	40.3	56.6	2.7
<b>PAKISTAN</b>	46.2	47.7	5.7

In 2002, only 12% of households reported a contact with police for any reason during the past five years. In 2004, 9.2% of households said they contacted the police during the past two years. It also reports that this is the same as the 9.2% of households who reported contact with the police two years prior to the 2002 social audit. In 2009/10, an average of 13.7% households came in contact with the police. The highest contact seemed to be in Punjab where over 16% households came in contact with police during the past four years and the least contact was in Balochistan where only 7.5% of households came in contact with police/levies.

**Table 6.A.4. % Households by Time Since Last Contact Made with Police**

	%HH Contact with Police in past 4 years	Time since last contact with Police			
		<1 week	1-4 week	1-11 month	>1 year
<b>Balochistan</b>	7.5	1.0	1.8	1.7	3.0
<b>NWFP</b>	10.5	1.9	1.5	2.7	4.4
<b>Punjab</b>	16.1	1.9	1.6	5.5	7.1
<b>Sindh</b>	10.8	1.7	1.4	3.6	4.1
<b>PAKISTAN</b>	13.7	1.8	1.6	4.5	5.8

In 2002, in about 45% reported contacts made with police during the past five years, households said that an FIR was registered for the case. In 2004, an FIR was registered in 51.4% of reported contacts with the police in the last two years. In 2009/10, the situation somewhat improved as of the households who came in contact with the police, over one-half (58.4%) stated that an FIR was registered.

**Table 6.A.5. % Households by FIR Registered**

	% FIR registered
<b>Balochistan</b>	63.9
<b>NWFP</b>	52.1
<b>Punjab</b>	61.8
<b>Sindh</b>	50.4
<b>PAKISTAN</b>	58.4

Statistics for the vulnerable groups seem similar as of these households, almost 60%-63% households who came in contact with police during the past four years reported that an FIR was registered.

**Table 6.A.6. % Vulnerable Households by FIR Registered**

	% FIR registered
<b>Very Vulnerable</b>	63.0
<b>Vulnerable</b>	59.7

In 2002, one-third (31%) of the households reporting a contact with police during the past five years said they were satisfied by the way the police treated them. In 2004, 43.9% of households said they were satisfied by the treatment of the police when contacted during the past 2 years. In 2009/10, 41% of the households who had contacted the police were satisfied with the treatment of the police. However, 53.7% said they were not satisfied. Statistics for very vulnerable and vulnerable groups also suggest higher proportions of households not being satisfied with the treatment of the police.

**Table 6.A.7. % Households by Level of Satisfaction with Police**

	% Satisfied	%Dissatisfied	% Indifferent
<b>Balochistan</b>	30.0	34.1	8.7
<b>NWFP</b>	44.6	51.7	2.7
<b>Punjab</b>	41.9	53.5	3.3
<b>Sindh</b>	38.0	58.1	2.7
<b>PAKISTAN</b>	41.0	53.7	3.3

**Table 6.A.8. % Vulnerable Households by Level of Satisfaction with Police**

	% Satisfied	%Dissatisfied	% Indifferent
<b>Very Vulnerable</b>	37.4	56.9	2.9
<b>Vulnerable</b>	42.9	52.3	2.8

### Focus Group Discussions

There was a great deal of criticism of the police in the focus group discussions. People complained of corruption among police officers and said that the law-enforcers were allegedly in league with criminals. They also said that political interference did not allow the police to work for the people. Some participants said that police behaves rudely with the common man and its performance, overall, is poor.

When asked whether police officers should be rewarded if they perform well, most participants said that they should only be rewarded if they perform their duty honestly and sincerely.

In certain parts of NWFP, participants praised the police for their good performance.

In response to a question about their awareness of the District Public Safety Commission, only 5.2% households said that they had heard about the DPSC. The awareness level was higher in Balochistan than in other provinces, the lowest level of awareness being in Punjab.

**Table 6.A.9. % Households by Awareness of District Public Safety Commission**

	YES	NO
<b>Balochistan</b>	9.5	84.7
<b>NWFP</b>	5.9	92.7
<b>Punjab</b>	4.6	94.3
<b>Sindh</b>	5.6	93.6
<b>PAKISTAN</b>	5.2	93.5

With low levels of awareness about the DPSC, it was not surprising to note that on an average, only 3.4% of households came in contact with the DPSC with the highest level of contact in Sindh where 4% of households claimed contact with DPSC.

**Table 6.A.10. % Households by Time since Last Contact with District Public Safety Commission**

	%HH in contact with DPSC	Time since last contact with DPSC			
		<1 week	1-4 week	1-11 month	>1 year
<b>Balochistan</b>	2.2	0.2	0.8	0.9	0.3
<b>NWFP</b>	2.4	0.0	1.5	0.3	0.6
<b>Punjab</b>	3.8	0.1	1.9	0.4	1.4
<b>Sindh</b>	4.0	0.0	1.5	0.8	1.7
<b>PAKISTAN</b>	3.4	0.1	1.6	0.5	1.2

Though the levels of awareness and contact were stated to be very low, of the households who did contact the DPSC, over one-half (55.4%) seemed satisfied with the service provided by the DPSC.

**Table 6.A.11. % Households by Level of Satisfaction with District Public Safety Commission Action/Response**

	% Satisfied	%Dissatisfied	% Indifferent
<b>Balochistan</b>	22.5	41.8	35.7
<b>NWFP</b>	66.8	17.3	13.7
<b>Punjab</b>	57.5	37.6	1.1
<b>Sindh</b>	58.3	41.7	0.0
<b>PAKISTAN</b>	55.4	35.4	6.9

Satisfaction levels of vulnerable groups, too, were somewhat similar: 54%-58% of the households who came in contact with DPSC reported satisfaction with DPSC services.

**Table 6.A.12. % Vulnerable Households by Level of Satisfaction with District Public Safety Commission Action/Response**

	% Satisfied	%Dissatisfied	% Indifferent
<b>Very Vulnerable</b>	53.6	36.6	9.8
<b>Vulnerable</b>	58.2	28.0	12.6

## B. Views of the Police Department

In 2004, most DPOs identified the main problems for the police in the district as lack of staff and incentives, a deteriorating law and order situation and lack of funds and logistic support. As their main achievements, some DPOs mentioned an improvement in law and order and others said a better sense of security for the citizens. In 2009/10, a majority of the DPOs said that the overall sense of security among the people had increased in the past four years. This, despite rise in the crime, could be attributed to a decrease in tribal conflict and limited sectarian and ethnic conflicts. An overwhelming majority of DPOs said that coordination between police and the public had increased in the past four years. They also said that police emergency systems and equipment/vehicles had increased. A majority of the DPOs also said that police funding as well as police staff had increased and there was an improvement in the law and order situation.

**Table 6.B.1. Achievements and Problems of the Police during the past 4 years**  
**% of DPOs**

	Increased	Decreased	Remained Same	No Conflict	Don't Know
Crimes	60	20	20	-	-
Tribal Conflicts	6.7	46.7	26.7	20	-
Sectarian Conflict	20	13.3	20	46.7	-
Ethnic Conflict	13.3	13.3	26.7	40	6.7
Overall sense of security	53.3	13.3	33.3	-	-
Coordination between Police and Public	93.3	6.7	-	-	-
Your emergency systems	93.3	6.7	-	-	-
Overall law and order	66.7	20	-	-	13.3
Terrorism	33.3	33.3	20	-	13.3
Staffing of Police	60.0	13.3	26.7	-	-
Police Vehicles/ Equipment	93.3		6.7	-	-
Police Funding	73.3		26.7	-	-
Corruption in police	6.7	46.7	40	-	6.7

In 2004, most DPOs (58/79) rated the performance of the police in their district as good or very good. In 2009/10, an overwhelming majority of DPOs rated the performance of the police during the past four years as excellent or good. A small proportion of DPOs said it was bad.

**Table 6.B.2. Overall Rating of Police during the past 4 years**  
**% of DPOs**

Excellent	Good	Neither Good nor Bad	Bad
26.7	66.7	-	6.7



In response to a question about what factors would help in improving the performance of the police, most DPOs identified capacity-building of police staff and transfers/postings based on merit as the two key factors. They also suggested more funds and more logistic support to the police force. Some also suggested non-interference from the district government as well as the setting up of an accountability cell besides educating the police force.

**Table 6.B.3. Most Important Things that could improve Performance of Police.**

Most Important Factor	% of DPO's
More funds	29.4
More logistic support	29.4
Stop Interference from Prov Govt.	-
Stop Interference from District Govt.	17.6
Accountability Cell	17.6
Full implementation of police act 2002/04	-
Mutual cooperation between police and other govt departments	5.9
Activate the CPLC	5.9
More women police stations	-
Education of police force	17.6
Capacity Building	41.2
Transfer/postings on merit	41.2
Other	35.3

Indicating some factors that would help them do their job better, most DPOs suggested transfers/postings on merit as the most important factor. More/proper allocation of funds was another suggestion; some even suggested more police staff, better physical infrastructure and less duty hours.



**Table 6.B.4. What would help you do your job better?  
% of DPOs**

Most Important Factors	% of DPO's
Complete implementation of LGO	11.8
More/proper allocation of funds	41.2
Stop Interference from Prov Govt.	17.6
Stop Interference from District Govt	17.6
More powers to DPSC	-
Increase DPSC tenure	-
Better cooperation with District Govt	5.9
More staff	29.4
Physical infrastructure	23.5
Separate women dept.	5.9
Duty hours should be less	23.5
Transfer/postings on merit	58.8
Other	17.6

### C. User Contact & Satisfaction with Courts

In 2002, only 8% of households reported a contact with the courts during the last five years. In 2004, 6.2% of households reported contact with court during the past two years. In 2009/10, at the national level, 13.2% of the households reported a contact with court in the past four years.

**Table 6.C.1. % Households by Time since Last Contact with Court**

	%HH in contact with court	Time since last contact with court			
		<1 week	1-4 week	1-11 month	>1 year
<b>Balochistan</b>	11.6	1.4	1.3	3.2	5.7
<b>NWFP</b>	12.0	1.7	1.5	2.7	6.1
<b>Punjab</b>	16.3	1.8	1.6	3.8	9.1
<b>Sindh</b>	7.8	0.5	1.0	1.8	4.5
<b>PAKISTAN</b>	13.2	1.4	1.4	3.1	7.3

Reasons for contacting courts were very similar in both 2002 and 2004. The main reasons were property rights (over 38%-40%); domestic issues (22%-27%); robbery (6%); and murder (4%). At a more aggregate level, in 2009/10, a majority (59%) of the households who came in contact with courts were in the context of civil cases, with almost one-third (30%) contacting court in criminal offences.

**Table 6.C.2. % Households by Reason for Contact with Court**

	civil case	criminal case	Other
<b>Balochistan</b>	41.0	13.5	45.5
<b>NWFP</b>	45.5	23.0	31.5
<b>Punjab</b>	61.8	33.1	4.8
<b>Sindh</b>	59.0	23.3	17.6
<b>PAKISTAN</b>	58.9	29.8	11.2

In 2009/10, a large majority of households said they had faith in courts, with only a quarter of the respondents stating an absence of faith in courts.

**Table 6.C.3. Do you have faith in Courts:  
% of Households**

	YES	NO	Don't Know
<b>Balochistan</b>	60.6	30.4	8.1
<b>NWFP</b>	64.6	27.1	7.5
<b>Punjab</b>	57.6	28.6	13.3
<b>Sindh</b>	62.3	26.2	10.9
<b>PAKISTAN</b>	61.4	27.2	10.7

In 2002, 48% of households contacting courts were satisfied with the way the courts treated them. In 2004, 55.5% of households were satisfied with the courts. In 2009/10, almost 60% of the household respondents who came in contact with courts said they were satisfied with the treatment they received at the court. The responses are similar for vulnerable groups.

**Table 6.C.4. % Households by Level of Satisfaction with Court**

	% Satisfied	%Dissatisfied	% Indifferent
<b>Balochistan</b>	48.6	21.6	6.4
<b>NWFP</b>	70.0	24.4	3.5
<b>Punjab</b>	58.3	36.1	3.5
<b>Sindh</b>	55.1	41.4	2.8
<b>PAKISTAN</b>	58.8	34.7	3.6

**Table 6.C.5. % Vulnerable Households by Level of Satisfaction with Court**

	% Satisfied	%Dissatisfied	% Indifferent
<b>Very Vulnerable</b>	61.0	32.4	3.6
<b>Vulnerable</b>	60.2	33.2	3.9

#### D. User Contact and Satisfaction with Reconciliation Anjuman/Jirga

In 2002, nationally, only 7% of households had heard about the Reconciliation *Anjuman*s. In 2004, in Balochistan only, households in communities where UC had formed a Reconciliation *Anjuman* were more likely to report solving a legal matter through the UC. In 2009/10, the statistics improved considerably with almost one-third households being aware of Reconciliation *Anjuman*s. The highest level of awareness about Reconciliation *Anjuman*s was in Balochistan where over one-third households had heard of these *Anjuman*s and the lowest level was in Sindh where barely a sixth of the households were aware of the Reconciliation *Anjuman*s.

**Table 6.D.1. % Households by Awareness of Reconciliation Anjuman**

	Yes	No
<b>Balochistan</b>	64.2	31.8
<b>NWFP</b>	57.9	40.6
<b>Punjab</b>	33.3	64.6
<b>Sindh</b>	14.8	83.6
<b>PAKISTAN</b>	32.8	65.2

Almost one-fifth households (19%) came in actual contact with Reconciliation *Anjuman*s. The highest level of contact was in NWFP where 27% claimed contact with *Anjuman*s and the lowest was in Sindh where only one-tenth households came in contact with the *Anjuman*s.

**Table 6.D.2. % Households by Contact with Reconciliation Anjuman**

	Yes	No
<b>Balochistan</b>	19.1	80.9
<b>NWFP</b>	27.0	73.0
<b>Punjab</b>	18.3	81.7
<b>Sindh</b>	9.3	90.7
<b>PAKISTAN</b>	19.2	80.8

Of the households who came in contact with the Reconciliation *Anjuman*s, an overwhelming majority in every province were satisfied. The levels of satisfaction ranged from 74% of households in Sindh to almost 97% of households in NWFP.

**Table 6.D.3. % Households by Level of Satisfaction with Reconciliation Anjuman Action/Response**

	% Satisfied	% Dissatisfied	% Indifferent
<b>Balochistan</b>	87.3	6.8	5.9
<b>NWFP</b>	96.8	2.5	0.8
<b>Punjab</b>	85.4	11.3	3.2
<b>Sindh</b>	73.7	22.1	4.2
<b>PAKISTAN</b>	88.7	8.5	2.8

Satisfaction with Reconciliation *Anjuman*s was also very high among the vulnerable groups. For both “vulnerable” and “very vulnerable” households who came in contact with Reconciliation *Anjuman*s, over 87% expressed satisfaction with the contact.

**Table 6.D.4. % Vulnerable Households by Level of Satisfaction with Reconciliation Anjuman**

	% Satisfied	% Dissatisfied	% Indifferent
<b>Very Vulnerable</b>	87.4	7.6	5.0
<b>Vulnerable</b>	87.9	10.0	2.1





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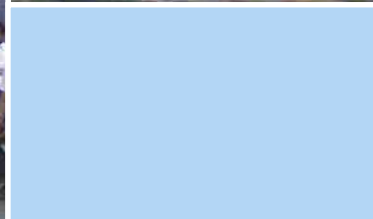
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