

Gender Governance Performance Scorecard Report

**Experiences of Women and Men with Officials
Punjab, Sindh and Khyber Pukhtunkhwa**

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Team Leader
Sarwar Bari

Programme Manager
Rabia Ghani

Analysis & Editing
Aimen Bucha
Adnan Chughtai

Data Analysis
Ch. Yasir Javaid

Designing
William Pervaiz

Pattan Development Organization
House 5, Street 58, F-10/3, Islamabad, Pakistan
Tel: +92-51-2299494, 2211875, Fax: +92-51-2291547
E mail: info@pattan.org
Website: www.pattan.org

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Glossary

BISP	Benazir Income Support Programme
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CSOs	Civil Society Organizations
DCO	District Coordination Office
ECP	Election Commission of Pakistan
GGPS	Gender & Governance Performance Scorecard
GRC	Gender Reform Committee
KPK	Khyber Pukhtunkhwa
MDGs	Millennium Development Goals
MNA	Member of National Assembly
MPA	Member of Provincial Assembly
NADRA	National Database and Registration Authority
NGNB	Neither Good Nor Bad
PASSCO	Pakistan Agriculture Storage & Service Corporation Organization
PTCL	Pakistan Tele Communication Corporation
WAPDA	Water and Power Development Authority
WASA	Water and Sanitation Agency

1. Introduction

From time immemorial human societies have been struggling to achieve governance that is effective, efficient and based on principles of equity and justice. Political philosophers warned and taught kings about the importance of justice and well being of their subjects. Subjects have become citizens in the modern age. Yet, in parts of the world like ours, the citizens are treated worse than the subjects. We are often told that democracy will lead to good governance, but this is neither happening in Pakistan nor in India (despite uninterrupted democracy). As the saying goes, 'good government is good politics.' Since our politics remains bad, our governance has become worst.

Here a quick look at recent history would be useful. The later day custodians of the post-colonial state perpetuated (with further distortions) colonial client-patron model in our country. Now, however, the officials of the state served their own interests rather than those of the Colonial State. Rule of law – the backbone of good governance, was the first casualty of this new dispensation. Lack of Rule of Law is spreading in our society like a malignant cancer. For instance, if a schoolteacher does not perform his/her duty, parents don't do anything because this can lead to a local dispute as the teacher belongs to the same community. Moreover, most schoolteachers and health officials are hired, promoted and posted at the whims of local MPs and enjoy their patronage. In such a situation, who would dare to challenge such an employee, if he is negligent in performing his duties. Such a complaint could annoy a local patron – a linchpin between state/politics and society.

Based on my own 25 years experience of working with rural communities and close observation of NGOs' experience, I can generalise with confidence that most NGOs despite sincere efforts have little success in transforming client-patron model into a real democratic decision-making body. The local patron managed to manipulate participatory processes and structures in his favour. He is being further empowered. The result is, further deterioration of governance.

So what is to be done? Remove the local patron or by pass him. This may not work. One-way of improving the situation is to facilitate communities to form a new social contract that is democratic and inclusive of men and women; and poor and rich. This will gradually weaken the patron and allow members of communities to interact with officials directly. The role of NGOs should be critical but minimum while intervening on behalf of male and female communities in this regard.

I have also learnt that officials do respond positively if communities raise demands collectively and thoughtfully. Keeping this in view, we developed a set of activities that would lead to improve governance at least at the local level. First, it is absolutely crucial that people must have the confidence to make officials accountable. To build this confidence, we explain to the male and female communities that officials are paid to perform certain roles and the money for their salaries comes from your taxes. Second, it should be well understood that if an official fails to perform well, he can be reprimanded or even dismissed. Third, male and female communities should be aware of their rights enshrined in the constitution and the laws. Fourth, they should also be aware of the responsibilities of the state and government. Fifth, male communities should understand the benefits of bringing out their womenfolk, as this will lessen their (male's) burden. Finally, the communities should be able to aggregate and articulate their grievances against officials and elected representatives without any fear. They must also be helped to realise that if they want efficient service delivery, they must suppress their sectarian (whether it is sect or clan) attitudes.

1. According to a survey of the Association for Democratic Reforms and National Election Watch, out of 543 Lok Sabha members, as many as 162 are involved in criminal cases. Furthermore, out of 4,120 members of state assemblies, 1,175 are facing similar cases. Another report prepared by the National Social Watch Coalition shows that 25 per cent of parliamentarians in India are corrupt. In the first 42 years, between 1947 and 1989, there were only 10 governance-related scandals. Since then, India has suffered from 163 corruption scandals.



In order to articulate their aggregated demands/grievances, they need an organizational structure that is inclusive and able to voice their concerns at all levels of government. Therefore a four-tiered organizational structure has been found most effective: community based Gender Reform Committees (GRC) consisting of women and men, district GRCs, provincial GRCs and national GRC. The female-male ratio of its members is three women to one man.

Through these structures communities are involved in awareness, research, advocacy and accountability activities.

One major pillar of the programme is based on Gender Governance Performance Scorecard (GGPS). The card contains names of 26 departments and a cardholder has three options (Bad, Neither Bad Nor Good and Good) to record his/her experience of interaction with officials. For each category of experience cardholder has space for six entries within three months for each department. Since, most women and some men are not literate, the card has pictures/symbols for entries. See GGPS picture Annexure No. 1.

After every three months cards are collected from the holders and their data is entered for analysis. This is the third such report, the last two reports have been merged within this report. Findings of each report are shared with respective communities, district, provincial and national level officials, media personnel, elected representatives, office bearers of political parties, representatives of civil society organisations etc. The GRC members take the lead role in this regard. In total we will distribute GGPS cards to 2000 women 1000 men. By December 2012, we had distributed more than 2,751 cards. And by June we have received back 2,219 cards back from the holders. Therefore the third report covers analysis of all the 2,219 cards.

The programme is being implemented in the following eight districts: Swat, Nowshera, Layyah, Muzaffargarh, Multan, Rajanpur, Kashmore and Shikarpur. In each district, the programme is working with six communities. All the programme districts were badly hit in 2010 floods. Most communities are poor, vulnerable and isolated. And above all position of women in these areas is extremely miserable. Therefore, the goal of the project was to narrow the gender disparities.

Along with the introduction of GGPS, we also conducted a Baseline Survey in all the 48 programme locations. Its draft report can be viewed at www.pattan.org. The objective of the baseline survey was to measure gender based disparities in the programme areas and then to reduce them. This was in line with CEDAW and MDG targets.

Except two locations, in all other locations both male and female communities have been cooperating with our teams. We hope officials would also cooperate with our teams and take the findings of GGPS data in positive light. Since, most entries on GGPS cards fall in 'Bad' category, it is our (CSOs) responsibility too to assist officials to perform better in future. For this purpose, a two-pronged approach is being adopted. Help improve interaction between service providers and users, and facilitate officials to perform their duties well. For this purpose a community appreciation scheme may be launched for officials. The GGPS data may be used in this regard.

On behalf of Pattan Development Organisation I would like to thank you all the male and female cardholders who have been cooperating with our field teams and recorded their experiences on GGPS card. I am also thankful to all the survey teams. I am grateful to Adnan Chughtai for his continuous support in making this report a reality. His fastness in generating tables and charts was unmatched. I am also thankful to Ms Rabia Ghani and her field team for making GGPS a successful activity.

I am particularly thankful to Ch. Yasir Javed for data analysis and technical support. Without his selfless hard work, it would not have been possible to complete the data analysis on time. I must also extend my gratitude to Ms Aimen Bucha for her valuable contribution in developing the GGPS. I must acknowledge Tazeen Bari – my daughter who edited the report selflessly.

Muhammad Waqas deserves my thanks for data cleaning, data entry and tabulation. My sincere gratitude is extended to William Pervez for designing the cover page. Last but not the least, I am deeply indebted to United Nations Democracy Fund for providing us funds and timely technical support to make this project achievable.

Sarwar Bari
National Coordinator



2. Gender Governance Performance Scorecard (GGPS)

Various methods are being used to measure people's opinion on issues. Traditional methods that are often used include face to face structured interviews and focus group discussions. Also, some institutions set up a complaint mechanism and conduct satisfaction surveys. A range of methodological issues arises concerning each of these approaches. For instance, the difficulty in ensuring consistent application of survey methodology can reduce the reliability of results. Furthermore, since people's opinions tend to be influenced disproportionately by single memorable incidents, surveys and feedback mechanisms may fail to capture the totality of user experience. Therefore, we decided to use a method that is participatory and user friendly, based upon real time recording by participating individuals. Since, most women and some men in the programme areas are illiterate, we used symbols for 'Good', 'Bad' and 'Neither Good Nor Bad' (NGNB) to record their experiences whenever they interacted with a government department. The GGPS are given to participating individuals for three months and a card-holder can record a maximum of six entries for each kind of experience in three months. The men and women in the participating communities were assisted in deciding which departments and institutions they should include on the GGPS. The male and female communities agreed to include 26 departments.

The GGPS cards are collected from participating individuals every three months. Data is entered and analysed and a report generated. The current report is based on nine months of entries. This exercise will provide CSOs, media, policy makers, and service providers with an in depth gender-based perspective on governance .

2.1. Objective and Format of the Report: This report is based on simple analysis of all the entries of male and female cardholders. There are two components to the analysis of scorecard holders' level of satisfaction. Results for "Good" and "Bad" experiences are presented alternately including and excluding the third category "Neither Good Nor Bad". The report is intended to generate actionable policy advice.

Table No.1. District wise Distribution of GGPS Cards to Male and Female Community Members

District	Distributed to Males	Received from Males	Distributed to Females	Received from Females	Total distributed	Total received
Layyah	128	128	249	249	377	377
Rajanpur	133	133	247	247	380	380
Muzaffargarh	142	31	236	121	378	152
Multan	99	70	127	91	226	161
Shikarpur	130	90	137	114	267	204
Kashmore	224	207	274	200	498	407
Nowshera	86	62	161	98	247	160
Swat	126	126	252	252	378	378
Total	1,068	847	1,683	1,372	2,751	2,219

The report's main objective is to inform service providers at all levels of government and policy makers about people's experiences interacting with the 26 departments. The report is also intended to generate social pressure for state officials to perform better.

since this report is written for national level advocacy, it is based on aggregated data of 46 locations. Separate in-depth reports will be written for the programme provinces and districts. For reference a simple comparison of results from the survey locations is included in the current report. See Annex 2, 3 and 4.

3. Gendered Differential in Interaction with Service Providers

In total 2,751 GGPS cards were distributed to men and women and we received back 2,219 cards. See Table No.1. for district-wise breakdown. They entered 25,746 experiences on their cards during the period. Interestingly women recorded more (13,658) experiences than men (12,088). The women's entries for Education, NADRA, Health and BISP were higher than men, while men's entries for Police were higher. For instance females and males entered 1,737 and 957 entries for BISP respectively. See Table No. 3.

Overall, the Benazir Income Support Programme (BISP), Health, NADRA, MNAs/MPAs, Education and Police department received the highest number of entries. See Figure No 1 and Figure No 2. It might be interpreted that the public has more frequent interaction with these departments.

Table No.2. Showing Record of All Entries Made for Various Departments and Institutions

Department/ Institution	Entries	Department/Institution	Entries
MNA	1003	Union Council	737
MPA	1091	Darul Amaan	261
Education	2077	Banks	965
WASA	547	Post Office	652
NADRA	2101	DCO Office	660
ECP	917	Baitul Maal	777
Health	2665	BISP	2694
Police	1260	Labour	590
WAPDA	1058	Courts	817
PTCL	531	Patwari	948
Sui Gas	593	Livestock	649
Agriculture	592	Social Welfare	641
Irrigation	452	Food/PASCO	468
Grand Total	25,746		

Figure No 1. Showing Department Wise Comparison of Total Entries on GGPS

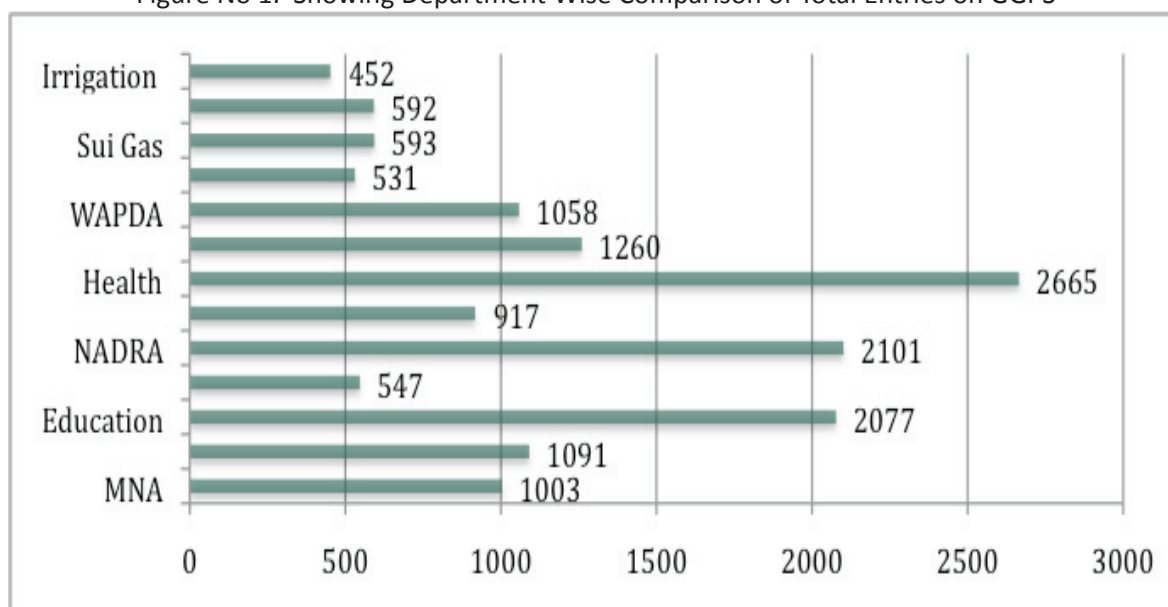
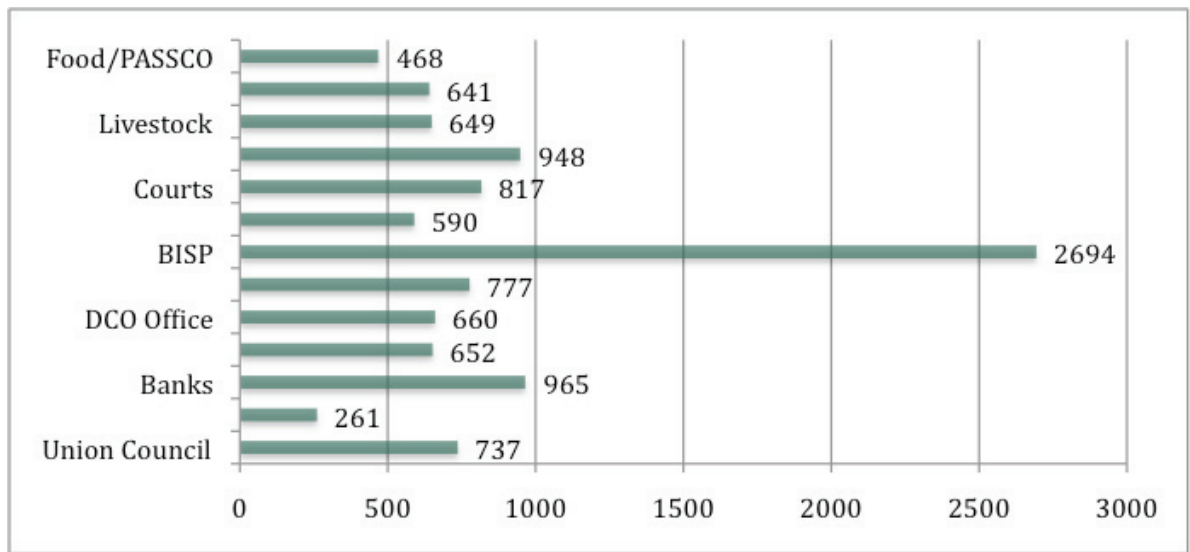


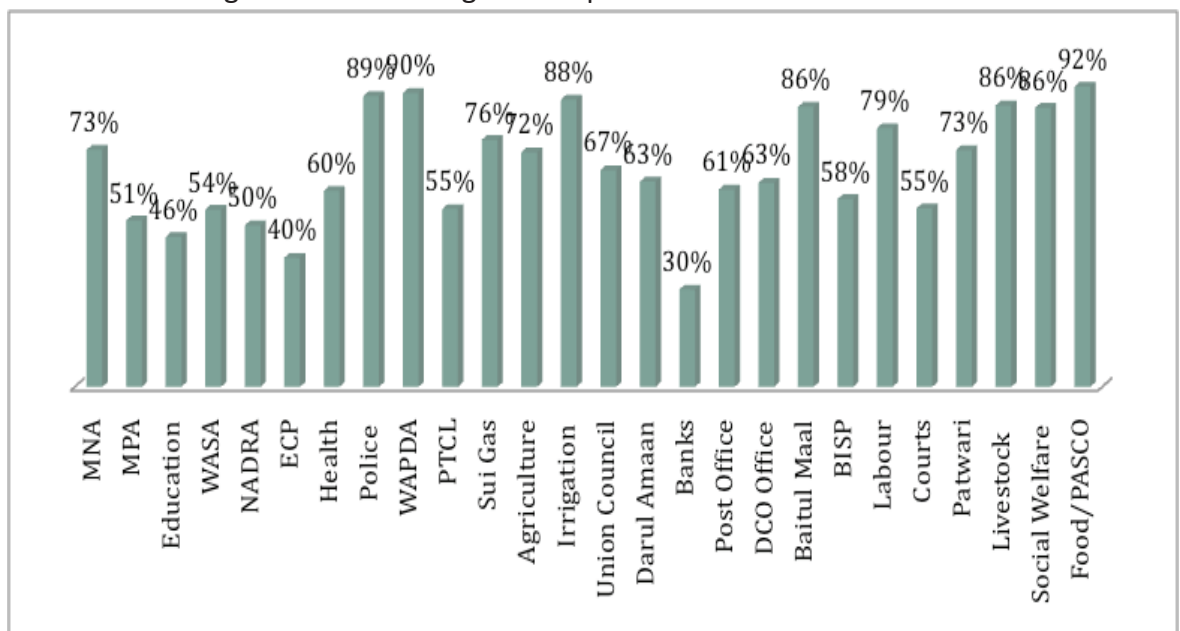
Figure No 2. Showing Department Wise Comparison of Total Entries on GGPS



Bad Versus Good Experiences

As mentioned earlier the cardholders had three options to enter their experiences on cards. Along with comparison of the three experiences, we have also compared good scores with bad scores in order to underline the gap between the two extreme experiences. Most departments received more 'Bad' scores than the 'Good' scores. Figures No 3 and 4 show that, with the exception of the Post Office, Education and NADRA, all other departments obtained more than 50% bad entries. Results indicate that the most non-performing departments are Courts, Labour, Darul-Amaan, WAPDA, BISP, Banks, Social Welfare and the Police. While more female entries than the males show bad entries for the Police, more bad entries of the males go for MNAs and Courts. Regarding good entries for various departments, Education, NADRA and Post Office got highest scores. See Figure No 5 and 6. However, it is important to underline the fact that a large majority of participants appears to be dissatisfied with almost all departments.

Figure No 3. Showing 'Bad' Experiences of Male Cardholders



The male cardholders recorded the highest percentage of bad scores for Food Department and WAPDA which were more than 90% , followed by Police, Irrigation, Livestock, Baitul Maal and Social Welfare and Labour departments, which also received between 80 and 89% ‘bad’ entries. The male cardholders recorded 60% and 54% ‘Good’ entries for ECP and Education department. Male and female cardholders had broadly similar experiences with WAPDA, Irrigation, Police, Labour and Baitul Maal departments. Overall, understandably, WAPDA and the electricity supply companies topped the ranking of ‘bad’ scores, followed by Police, Irrigation, Baitul Maal, Agriculture and Labour department.

Figure No 4. Showing ‘Bad’ Experiences of Female Cardholders

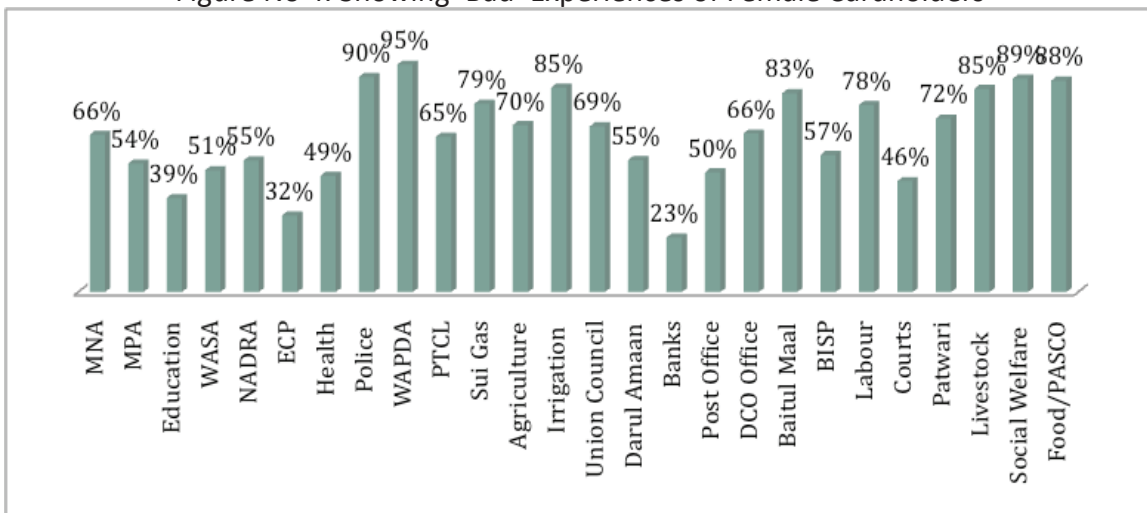


Figure No 5. Showing ‘Good’ Experiences of Male Cardholders

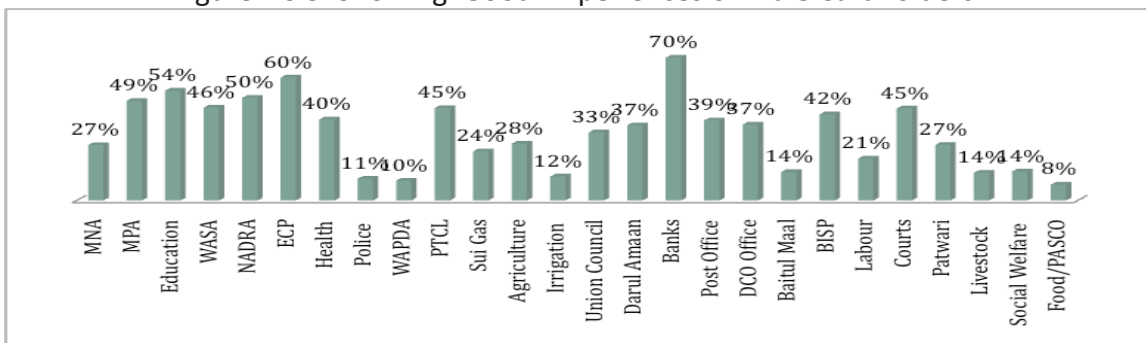
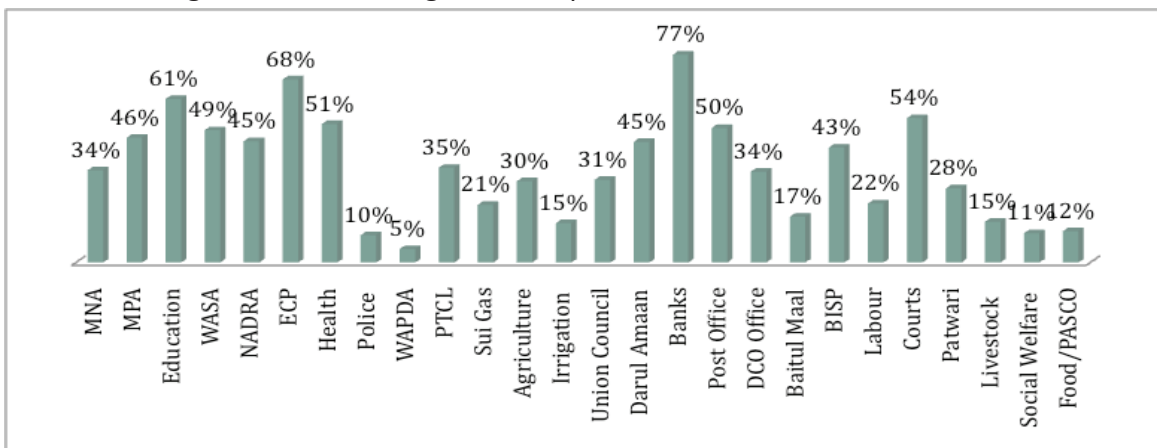


Figure No 6. Showing ‘Good’ Experiences of Female Cardholders



Overall cardholders' shows that about two-thirds 'Bad' experiences and one-third 'Good' experiences. An almost equal number of entries were made by female and male cardholders as 'Neither Bad, Nor Good'. But there are differences between male and female entries on 'Good'. When a comparison is made between 'Good and 'Bad' entries, the gap between the two goes up. The huge preponderance of 'Bad' experiences is alarming as it indicates the poor quality of governance in Pakistan.

Table No.3. Showing record of all entries of male and female cardholders for various departments and institutions

Department/Institution	Male			Total	Female			Total
	Good	NGNB	Bad		Good	NGNB	Bad	
MNA	84	207	225	516	122	131	234	487
MPA	248	82	259	589	205	60	237	502
Education	329	164	281	774	632	263	408	1303
WASA	98	51	117	266	115	47	119	281
NADRA	303	195	298	796	489	220	596	1305
ECP	210	96	138	444	253	101	119	473
Health	302	187	457	946	737	286	696	1719
Police	64	154	535	753	39	123	345	507
WAPDA	51	67	473	591	20	67	380	467
PTCL	88	95	106	289	57	80	105	242
Sui Gas	53	94	167	314	40	92	147	279
Agriculture	67	71	173	311	61	79	141	281
Irrigation	22	33	165	220	28	40	164	232
Union Council	114	70	227	411	72	92	162	326
Darul Amaan	41	24	70	135	39	39	48	126
Banks	265	189	113	567	210	126	62	398
Post Office	107	106	165	378	75	124	75	274
DCO Office	91	141	153	385	52	121	102	275
Baitul Maal	36	76	221	333	63	73	308	444
BISP	345	142	470	957	634	253	850	1737
Labour	45	34	174	253	58	72	207	337
Courts	178	91	216	485	147	58	127	332
Patwari	129	94	344	567	87	65	229	381
Livestock	37	55	236	328	40	57	224	321
Social Welfare	28	65	168	261	35	57	288	380
Food/PASSCO	13	51	155	219	24	43	182	249
Total	3348	2634	6106	12088	5538	2769	6555	14862

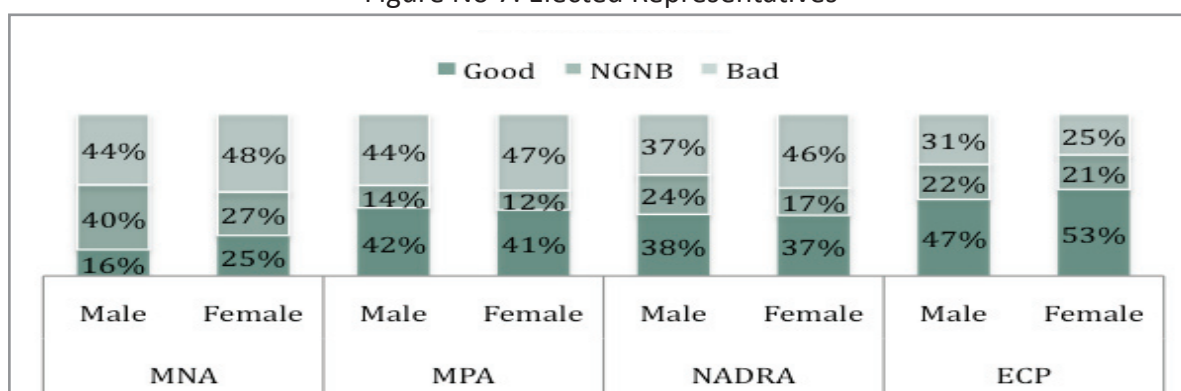
3.1. Elected Representatives:

From male GGPS record the elected members of assemblies, i.e. MNAs obtained 72.8% 'Bad' scores and only 27% 'Good' scores. Female cardholders have slightly better experience than their male counterparts with MNAs and MPAs, but only slightly. Entries of male and female cardholders about MPAs show almost equal scores for 'Good' and 'Bad'. The gap between 'Good' and 'Bad' entries widens if 'Neither Good Nor Bad' entries are removed. For instance in Figure 7, forty eight percent male entries are 'Bad' for MNAs, but in Table 4, it goes up to 72.8%. Elected Representatives are the public face of the ruling parties. Poor scores for the elected representatives should be taken as an indicator of likely dissatisfaction with the government as a whole.

	Male		Female		Total	
	Good	Bad	Good	Bad	Good	Bad
MNA	27.2	72.8	34.3	65.7	31.0	69.0
MPA	48.9	51.1	46.4	53.6	47.7	52.3

Regarding, NADRA, 'Good' entries of male and female cardholders are equal. But more female experiences fall in the 'Bad' category. Both, male and female cardholders entered more positive scores for ECP. See Figure 7.

Figure No 7. Elected Representatives



3.2. Social Services

In the social services we have included Health, Education, Labour departments and Water and Sanitation Agency (WASA). Labour department received highest percentage of bad scores from men and women. The Labour Department received about 17% positive points and there exists little difference between male and female entries. Even if score of 'Neither Good Nor Bad' (NGNB) and 'Good' of Labour Department are added, they are less than the 'Bad' scores. Education Department has slightly more positive scores. Female cardholders have entered more positive points for Health Department than males. The gap between the 'Good' and the 'Bad' entries of the departments (given in Table 5 and Figure 8) enlarges if compared with each other. If more than one-third entries are bad for all these departments, it must be taken seriously.

Pakistan will miss MDGs' targets

The Social and Living Standard Measurement Survey 2011-12 reveals that access to basic needs like education, health, water supply and sanitation have declined since 2010-2011 survey.

The survey also shows that Pakistan will not be able to achieve education, water supply and sanitation targets set under the MDGs.

The survey also reveals that Gross Enrolment Rate (GER) of children (5-9 years) has declined from 92% to 91% during the two surveys.

Pakistan had set the literacy target at 88% for MDG. By end of 2012 the country achieved only 58% literacy rate. We will miss the target.

Water supply: the MDG 2015 target was set at 93%. It has decreased by 29% in 2011-12.

Health: Since 2010, immunization of children declined from 81% to 80%. Similarly immunization for measles too declined by 1% since 2010.

Source: <http://undp.org.pk/mdgs-in-pakistan.html>

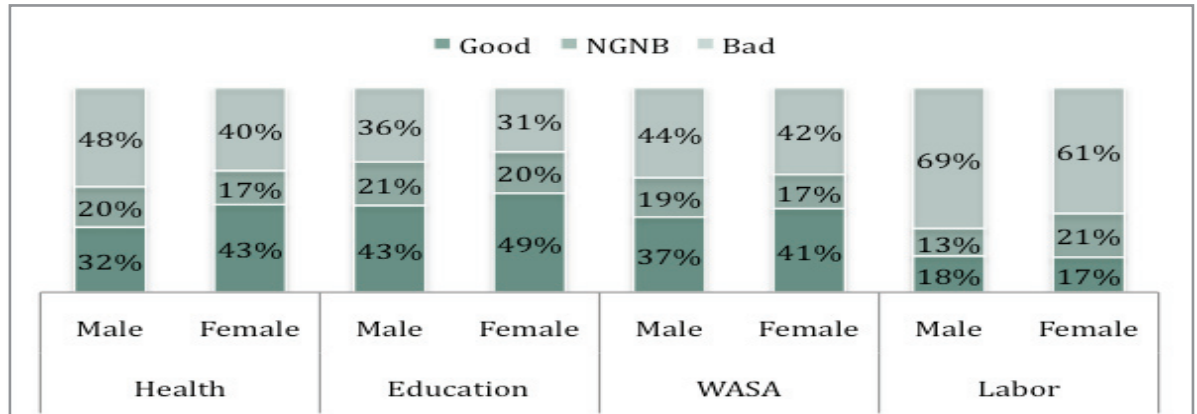
State of Pakistan Schools: Pakistan Education Task

Force Report 2011 says that approximately 10 percent of the world's primary school-age children who do not attend school live in Pakistan. In this regard Pakistan is in second place. The report says that 7 million children are not in primary school. And those who go to school 67% of them cannot read properly. More over more than one-third state schools are in poor conditions. They lack latrine and drinking water. And above all, about 20% teachers remain absent from duty.

Source: <http://www.wsws.org/en/articles/2011/03/paki-m28.html>

Department/Institution	Male		Female		Total	
	Good	Bad	Good	Bad	Good	Bad
Education	53.9	46.1	60.8	39.2	58.2	41.8
WASA	45.6	54.4	49.1	50.9	47.4	52.6
Health	39.8	60.2	51.4	48.6	47.4	52.6
Labour	20.5	79.5	21.9	78.1	21.3	78.7

Figure No 8. Social Services

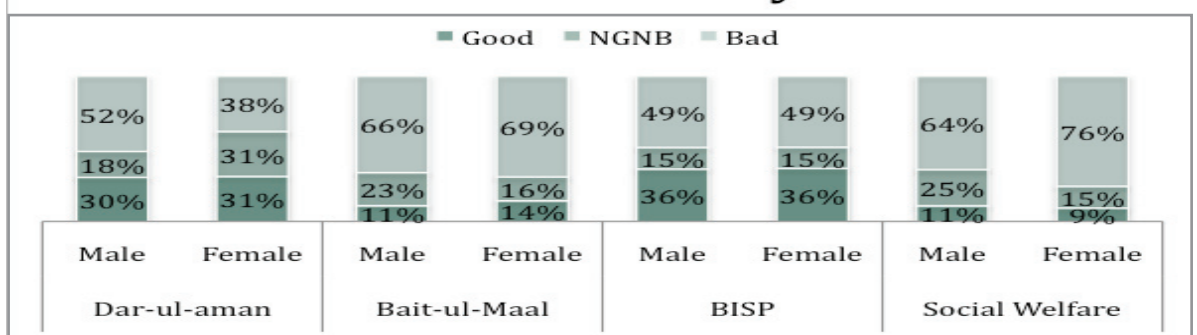


3.3. Social Security

Social Welfare Department received more than 85% 'Bad' scores and just 10% good points. Women appear to be more upset with this department than men. Baitul Maal, which provides services to needy people in a number of ways, also obtained about 85% 'Bad' points. BISP, which provided cash grants to poor women during the People's Party tenure (2008-2013) obtained more 'Bad' points than 'Good' scores from both men and women. If 'NGBG' scores are removed and comparison is made only between bad and good entries, the percentage of bad entries goes up hugely. See Table No. 6. and Figure No 9.

Department/Institution	Male		Female		Total	
	Good	Bad	Good	Bad	Good	Bad
Darul Amaan	36.9	63.1	44.8	55.2	40.4	59.6
Baitul Maal	14.0	86.0	17.0	83.0	15.8	84.2
BISP	42.3	57.7	42.7	57.3	42.6	57.4
Social Welfare	14.3	85.7	10.8	89.2	12.1	87.9

Figure No 9. Social Security

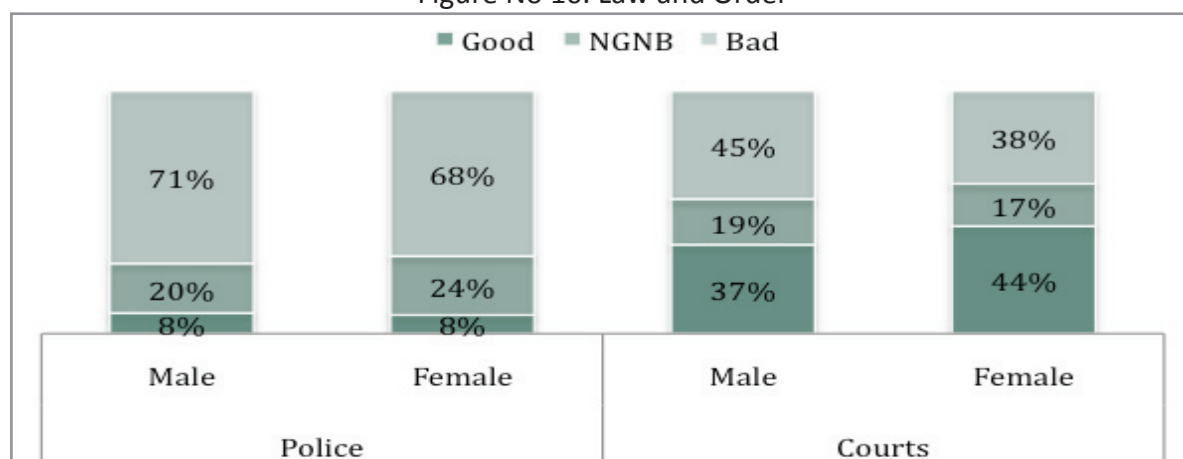


3.4. Law and Order

Only 10% 'Good' experiences are made by both male and female cardholders for the Police Department. This means as many as 90% experience for the Police fall in 'Bad' category. However, if 'NGNB' entries are considered are added in the analysis then the negative scores for the Police dropped by 20%. The Courts, received better scores than the Police. Yet, both female and male bad scores for the Courts are significant. More men's than women's bad scores are found for the Courts. This reflects what generally people would say about these two departments. See Table No.7 and Figure No 10.

Department/Institution	Male		Female		Total	
	Good	Bad	Good	Bad	Good	Bad
Police	10.7	89.3	10.2	89.8	10.5	89.5
Courts	45.2	54.8	53.6	46.4	48.7	51.3

Figure No 10. Law and Order

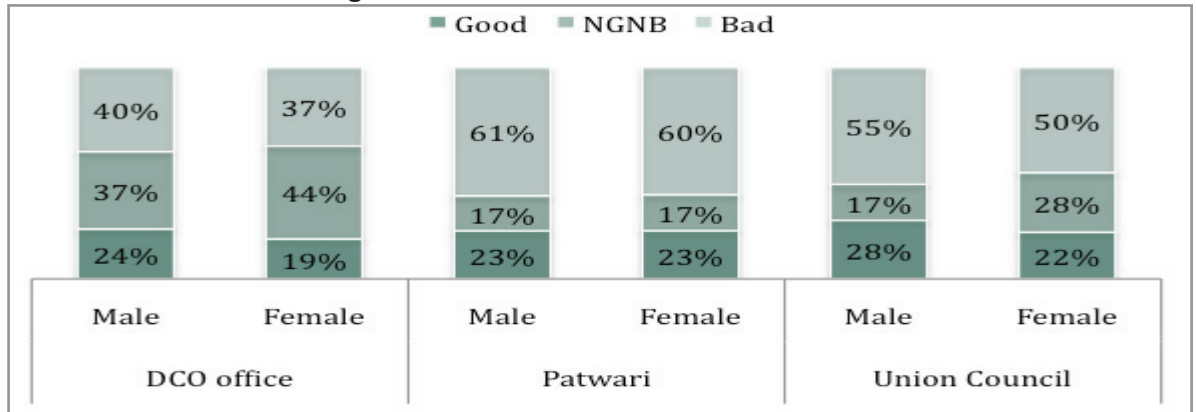


3.5. Revenue and Administration

District Coordination Officers (DCO) head the district level administration embracing all departments and have responsibility for law and order. They are poorly rated by both male and female cardholders. While females recorded 64.1% 'Bad' entries, males entered 62.7% for DCO Offices. But 'Bad' scores for DCOs dropped when 'Neither Good, Nor Bad' entries are made part of the analysis. 'Good' entries dropped too by 18.3% and 13.3% of females and males respectively. The high level of Bad scores indicates serious problems in governance. Also Union Councils and Patwaris received more than two-third 'Bad' scores.

Department/Institution	Male		Female		Total	
	Good	Bad	Good	Bad	Good	Bad
Union Council	33.4	66.6	30.8	69.2	32.3	67.7
DCO Office	37.3	62.7	33.8	66.2	35.9	64.1
Patwari	27.3	72.7	27.5	72.5	27.4	72.6

Figure No 11. Revenue and Administration

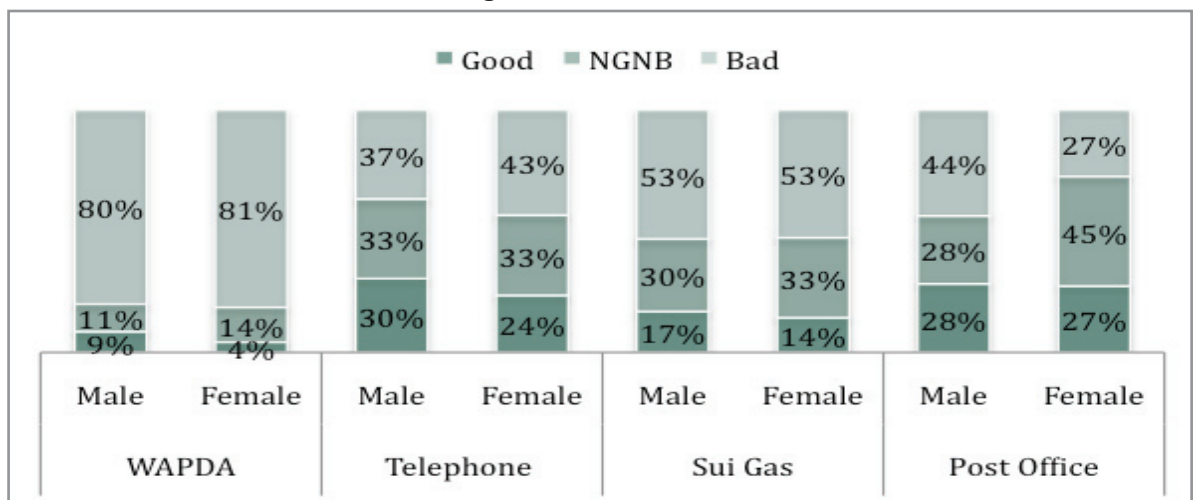


3.6. Utilities

Both male and female cardholders show immense dissatisfaction about power supply companies. About 90% entries of men and women fall in the category of ‘Bad’. See Table 8. In this analysis only 4% female entries and 9% male scores indicated satisfaction with the power companies. If we add ‘NGNB’ scores in the analysis, even then about 80% entries fall in the ‘Bad’ category. See Figure No 12. The Sui Gas department as it is popularly known was also poorly performing in the experiences of the cardholders. More than 75% entries are ‘Bad’. See Table No 8. However about 30% entries fall under ‘NGNB’ category. See Figure No 12. The male cardholders gave fewer positive points to Post Office department than the females. Forty five percent women entries fall in the ‘NGNB’ category. See Figure No 12.

Table No. 9. Utilities	Male		Female		Total	
	Good	Bad	Good	Bad	Good	Bad
Electricity/WAPDA	9.7	90.3	5.0	95.0	7.7	92.3
PTCL	45.4	54.6	35.2	64.8	40.7	59.3
Sui Gas	24.1	75.9	21.4	78.6	22.9	77.1
Post Office	39.3	60.7	50.0	50.0	43.1	56.9

Figure No 12. Utilities

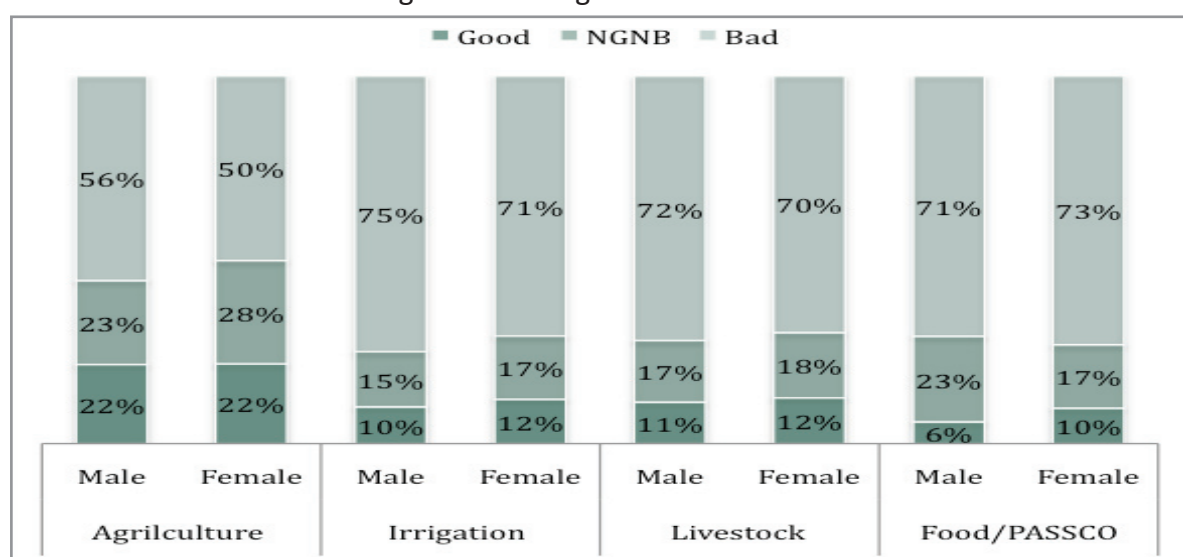


3.7. Agriculture and Food

Scorecards of both male and female cardholders show that more than 70% entries for Agriculture and more than 85% for Irrigation and Livestock departments fall in 'Bad' category. The Food department and PASSCO got highest percentage of 'Bad' entries i.e. 90%. See Table No. 9. Analysis of all three categories of experiences i.e. 'Good', 'Bad' and 'Neither Good Nor Bad' also show that a large number of entries fall in the category of 'Bad' for all the departments and there are very few entries for 'Good' and "NGNB" combined. See Figure No 13. Since a large percentage of our population is dependent on agriculture and livestock, it is imperative to improve working of these departments. According to a 2010 study, 48.6 percent of Pakistan's people are food insecure. Eighty of 131 districts of Pakistan were found food insecure. The Food department and PASSCO are responsible for grain purchase, storage and supply. Therefore, it may be concluded that a major cause for entering 90% bad experiences of the cardholders is its failure to deliver on its three major roles.

Table No. 10 Agriculture and Food	Male		Female		Total	
Department/Institution	Good	Bad	Good	Bad	Good	Bad
Agriculture	27.9	72.1	30.2	69.8	29.0	71.0
Irrigation	11.8	88.2	14.6	85.4	13.2	86.8
Livestock	13.6	86.4	15.2	84.8	14.3	85.7
Food/PASSCO	7.7	92.3	11.7	88.3	9.9	90.1

Figure No 13. Agriculture and Food

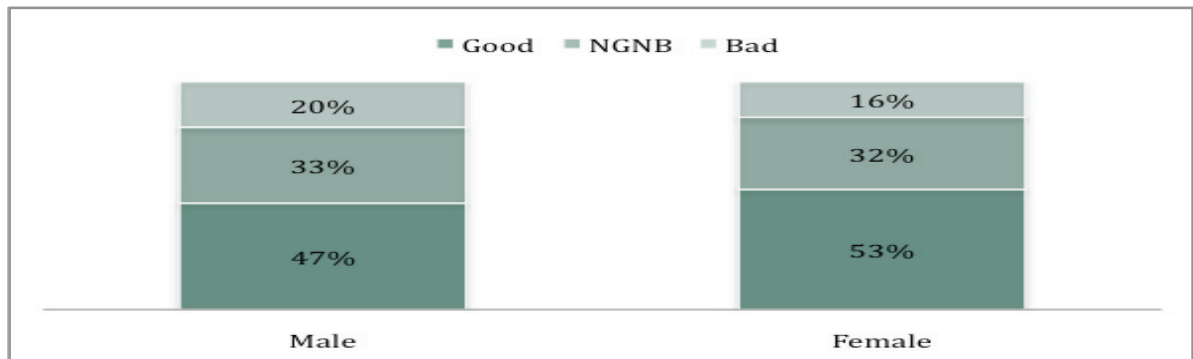


3.8. Banks

Banks obtained the lowest percentage of 'Bad' entries from both male and female cardholders. Male cards have about 30% 'Bad' entries, while female cards have 23%. See Table No. 10. Overall, about 27% bad experiences were noted by all cardholders. The bad entries on cards dropped when we added 'NGNB' scores in the analysis. Almost there is equal percentage of male and female entries in this category.

Table No. 11. Banks	Male		Female		Total	
	Good	Bad	Good	Bad	Good	Bad
Banks	70.1	29.9	77.2	22.8	73.1	26.9

Figure No 14. Banks



4. Conclusions and Recommendations

Pakistan has a long history of inconclusive efforts at social audit and failed state-led attempts to improve the quality of service delivery. Examples of failed initiatives in the 1990s include the Social Action Plan and the establishment of School Management Committees. In our view one major reason for these failures was the attempted intervention of state officials into the domain of civil society action. The intervention corrupted civil society and communities. The negative experience provides a strong case against state co-optation of civil society.




























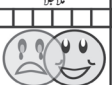











Scholars have illuminated the differences between the state and civil society. They broadly define civil society as 'non-state, non-corporate, non-family organization, grouping or interaction'. Marxist Antonio Gramsci argued that civil society should be understood outside the power of the state. Both John Locke and Thomas Hobbes also agreed, that the state is in some way accountable to civil society. Therefore, if the state is accountable to civil society and situated outside the power of the state, then the state should neither interfere in nor manipulate civil society actions and initiatives. State institutions have repeatedly crossed their limits in our country. The state in collaboration with its community-based clients and patrons has often prevented communities from taking civil action or holding officials accountable. As a result, there is no one who can make state officials accountable in a sustained manner. The lack of bottom-up accountability is one of the root causes of deteriorating governance in Pakistan.

Keeping this in mind, we initiated a sustained community based audit of officials, which is cost free for cardholders. The data generated through the Gender Governance Scorecards (GGPS) about the listed departments clearly shows high levels of dissatisfaction of both male female populations regarding the performance of government departments. Absenteeism, ineptness and lack of interest in official work are three major problems behind this dissatisfaction. This poor performance is due to nepotism, absence of accountability and political interference in administrative affairs. Moreover, the people have no platform to raise their voices against corrupt officials.

In our view incremental improvement in governance is possible through the introduction of a strong, independent and truly representative local government system, which has a 50% quota for women and marginalised sections of society. This will not only enhance citizens' oversight role but also help communities to articulate their aggregated needs and problems through their local councils. Simultaneously, it is important that civil society organisations instead of providing services to communities, help them to organise and raise voices against corrupt, inept and absentee officials. Moreover, it is important that those officials who perform well must be appreciated and rewarded by communities through a well thought out mechanism. The introduction of GGPS is a step in this direction. The GGPS approach to social audit pioneered by Pattan is still in its early stages and has scope for refinement. With the help of communities, officials, policy makers and experts, we are striving to improve the GGPS and the way it may be applied by service users.

3. <http://www.irinnews.org/report/93430/pakistan-hunger-stalks-millions-as-food-insecurity-grows>

Annex 1. Gender Governance Scorecard Specimen

			یونین کونسل
			دارالامان
			بینک
			پوسٹ آفس
			ڈس او آفس
			بیت المال
			Betazir Income Support Programme
			لیبر ڈسپارٹمنٹ
			کچھری و عدالت
			پٹواری
			محکمہ حیوانات
			محکمہ سوشل ویلفیئر
			محکمہ خوراک + پاسکو

			ایم این اے
			ایم پی اے
			محکمہ تعلیم
			واسا
			نادرا
			ایکشن کمیشن
			محکمہ صحت
			محکمہ پولیس
			محکمہ بجلی
			محکمہ ٹیلی فون
			سوئی گیس
			محکمہ زراعت
			محکمہ انہار



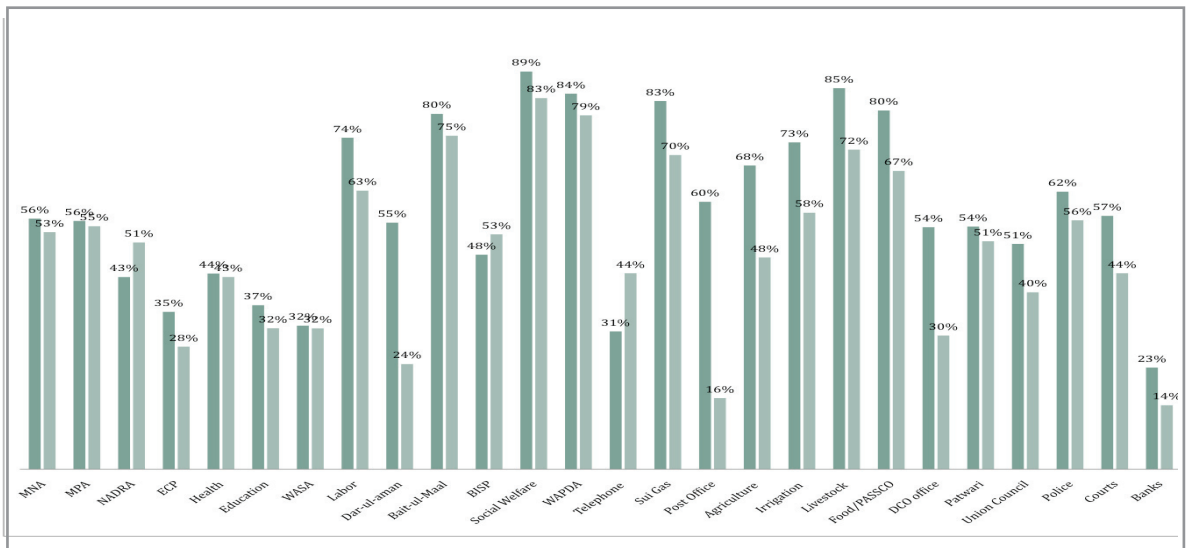
Annex 2. Provincial GGPS Charts

Punjab GGPS Chart

In the Punjab, GGPS was introduced in the following four districts: Layyah, Muzaffargarh, Multan and Rajanpur. Figures No 1 and 2 provide aggregated ‘Bad’ scores of each department of male and female cardholders, while Figures No 3 and 4 show ‘Good’ scores. Except Post Office, ECP, NADRA and Education departments all other departments got massive negative scores. Overall, governance appears to be very poor in the experiences of cardholders in the Punjab. It is important to underline here that elected representatives too got very poor scores. The Punjab results are broadly in with the national trends.

Figure No 1. Showing ‘Bad’ Experiences of Male & Female Cardholders with Departments in the Punjab

Legend ■ Male ■ Female

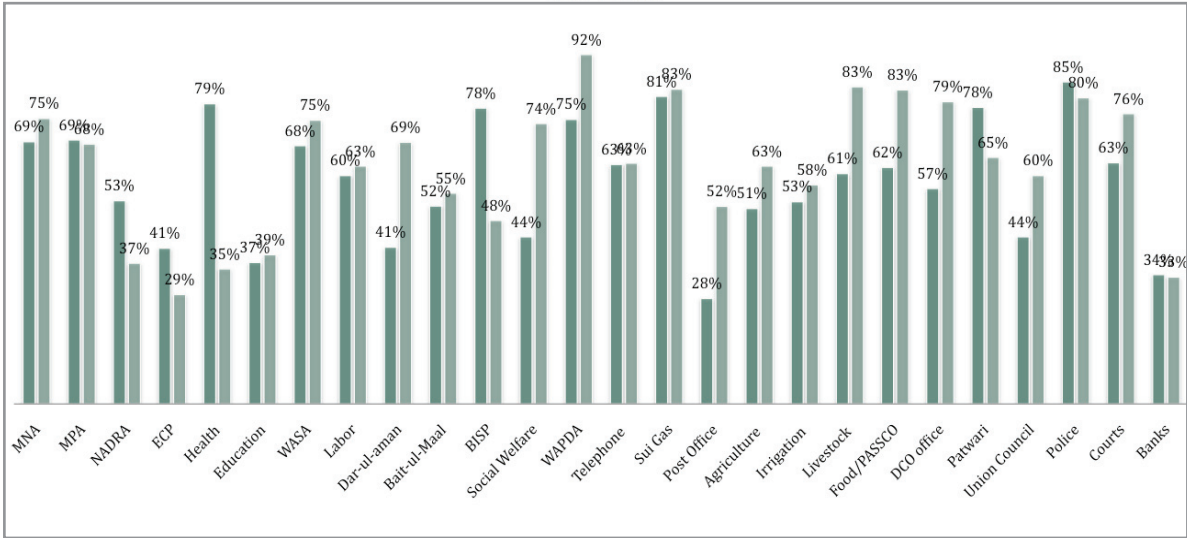


KPK GGPS Chart

In Khyber Pukhtunkhwa , GGPS was introduced in two districts: Swat and Nowshera. Figures No 1 and 2 provide aggregated ‘Bad’ scores of each department of male and female cardholders, while Figures No 3 and 4 show ‘Good’ scores. Except banks, Post Office, and Education departments all other departments obtained highly negative scores. It is worth highlighting that in KPK elected representatives received more bad points than the Punjab and Sindh. Both male and female cardholders with slight differences found to have similar experiences. Overall, governance appears to be worst than the other provinces

Figure No 2. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in KPK

Legend Male Female

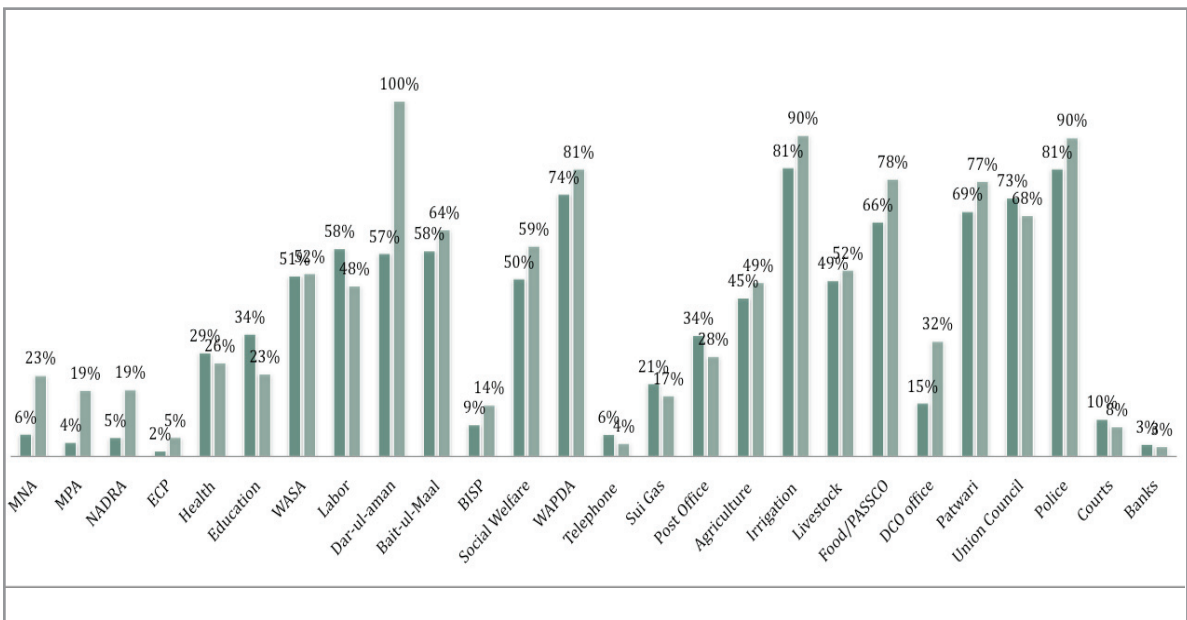


Sindh GGPS Chart

In Sindh, we included Shikarpur and Kashmore in the programme. Interestingly in Sindh the cardholders appears to be relatively happy with more departments than the Punjab and KPK. These departments are ECP, NADRA, courts, banks and BISP. Also, it's worth stating here that MPAs got more good scores than the MNAs. As far as gender differential in experiences, there is very little difference. Based on the scores it can be concluded that governance in the province need lots of improvement.

Figure No 3. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Sindh

Legend Male Female

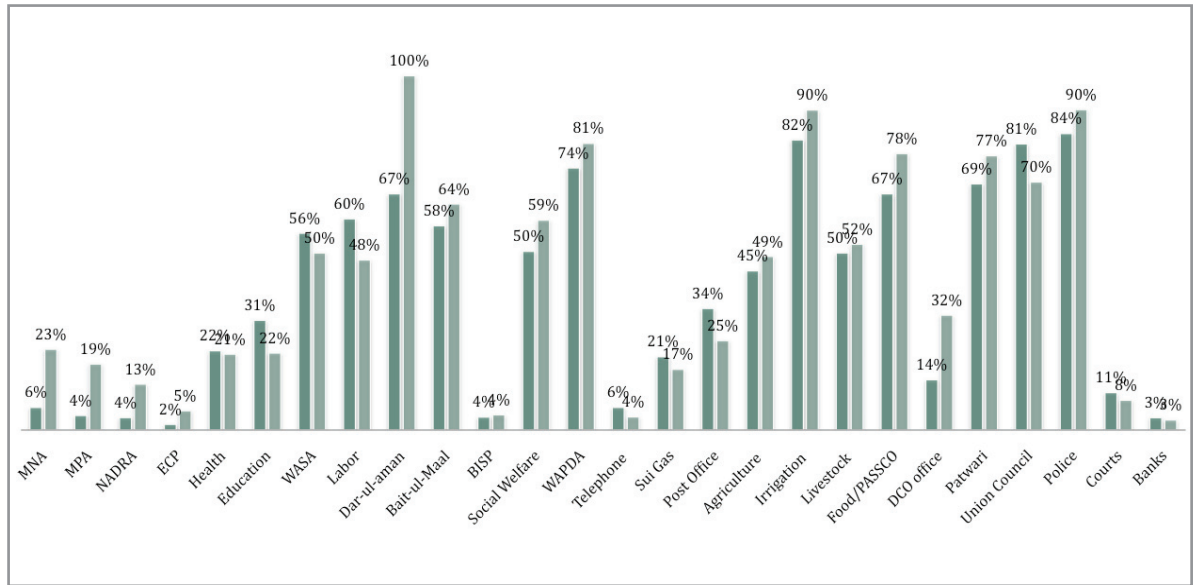


Annex 3. Disticts GGPS Charts

Kashmore GGPS Chart

Figure No 1. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Kashmore

Legend ■ Male ■ Female

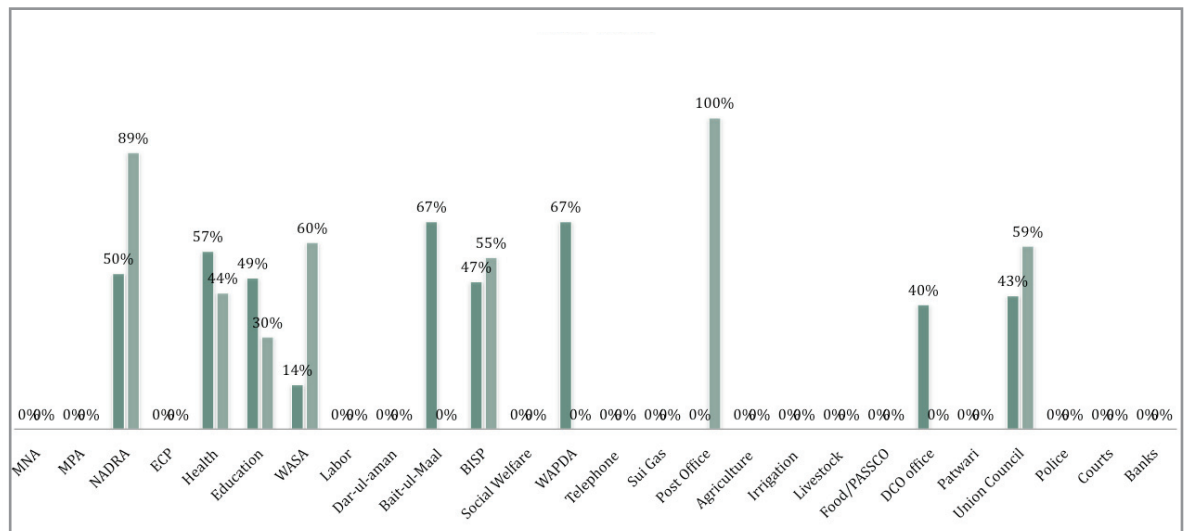


Shikarpur GGPS Chart

In Shikarpur, both male and female cardholders did not have interaction with some departments due to remoteness and isolation or absence of the departments. Therefore, the figure No 1, 2, 3 and 4 show ZERO percentages.

Figure No 2. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Shikarpur

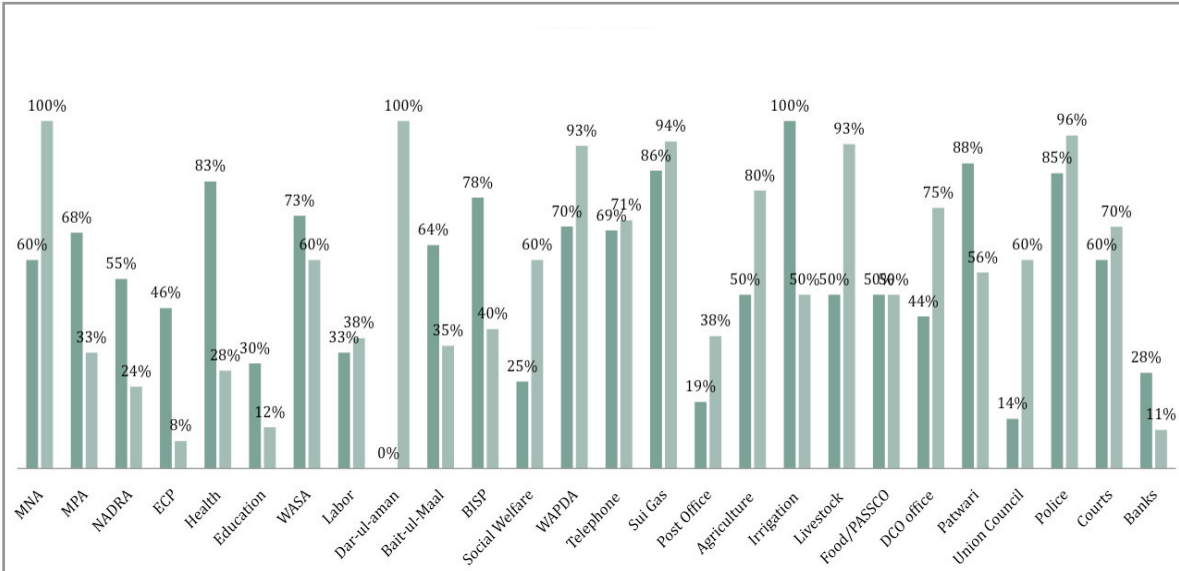
Legend ■ Male ■ Female



Swat GGPS Chart

Figure No 3. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Swat

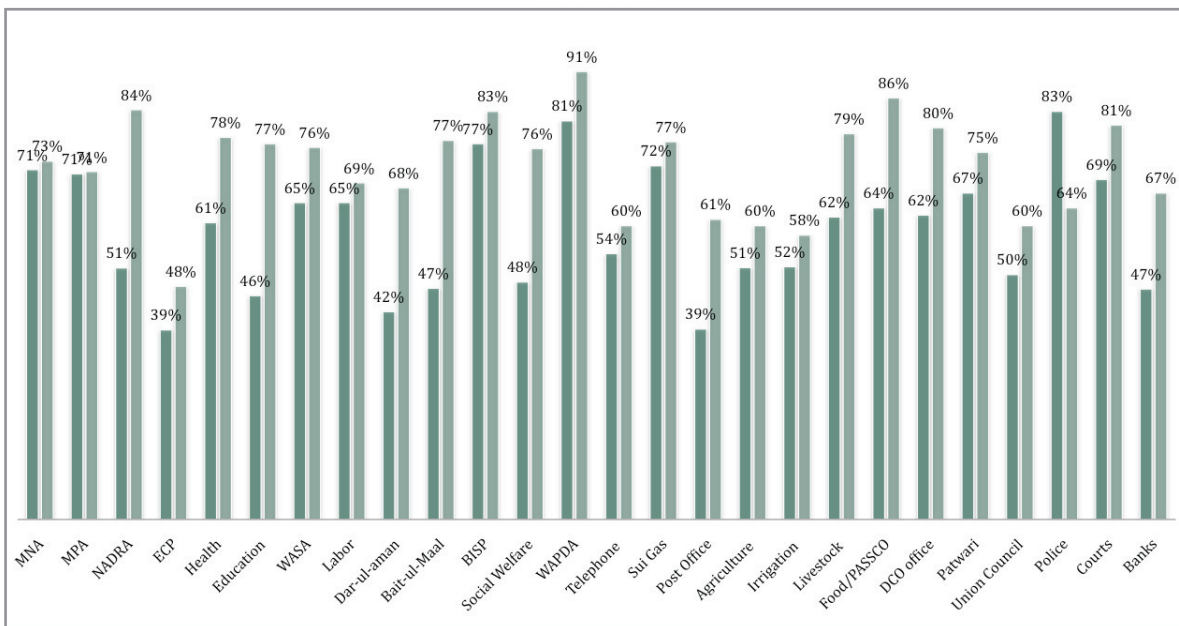
Legend Male Female



Nowshera GGPS Chart

Figure No 4. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Nowshera

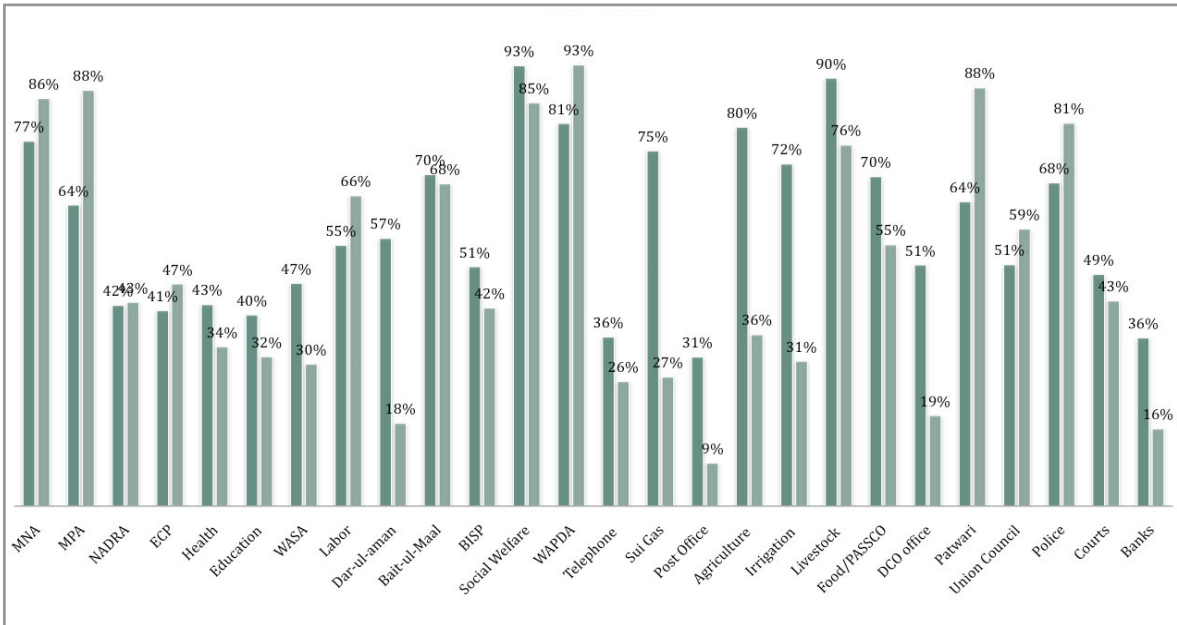
Legend Male Female



Layyah GGPS Chart

Figure No 7. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Layyah

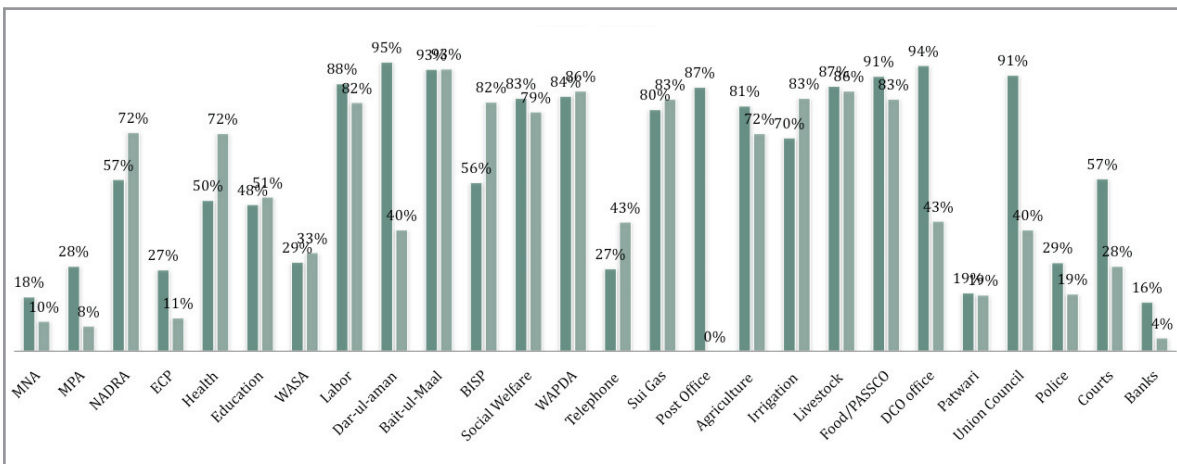
Legend ■ Male ■ Female



Rajanpur GGPS Chart

Figure No 8. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Rajanpur

Legend ■ Male ■ Female



Annex 4

District Wise List of Locations

Multan Locations	Muzaffargarh Locations	Layyah Locations	Rajanpur Locations
Basti Gereywali	Chah Dariawala	Dhodhowala	Basti Jatoi
Chah Ambwali	Tarpur	Kotla Haji Shah Faqir	Basti Kaam Ghulab
Basti Lukwali	Gharibabad	Moza Alyanwala	Basti Waghwar
Jhok Khera	Gurmani Station	Basti Aaraian	Basti Jhakar
Jhok Vigran	Basti Almaniwala	Basti Shedo Khan	Basti Malik Sanwal
Basti Bhatianwali	Shahwala	Kokrawala	Basti Bhirata
Kashmore Locations	Shikarpur Locations	Swat Locations	Nowshera Locations
Village Sherlabad Haibet	Village Hakim Burero	Barcham Village Guli Gram	Mohallah Pathak Village Kandar
Village Jangli Mirani Thori Band	Village Godo Shar	Village Tahirabad Mangora	Mohallah Qaziyan
Mushtaq Sundrani Dari	Nawab Khan Barohi	Moh. Kozplao Village Maniyar	Mohallah Baghban Pura
Mohallah Asgar Ali Shah Ghouspur	Village Abdulkarim Jhullan	Moh. Toheed Village Faizabad	Misri Banda
Village Gorkho Dari	Village Umed Ali Kalhoro & Village Baigu Brohi	Village Bangla Desh	Mian Esa – UC Mughal Ki
Goth Khair Muhammad Maganhar UC Ghouspur	Village Haji Jhangi Brohi	Moh. Khan Toti Village Makanbagh	Village Mughal Ki

