

# **Gender Governance Performance Scorecard Report - II**

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

**October 2012 – September 2013**

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**ISBN: 978-969-9338-05-02**

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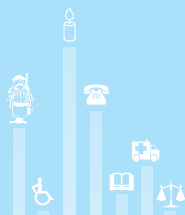
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Printed by: Alpha Production

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## 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 since 1985.

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.

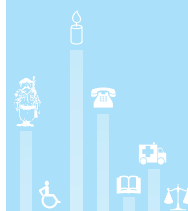
So what is to be done? Remove the local patron or by pass him. This may not work. One-way of improving the situation is to facilitate communities to form a new social contract that is democratic and inclusive of men and women; and poor and rich. This will gradually weaken the patron and allow members 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 clear notice 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.

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

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



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 distributed GGPS cards to 2000 women and 1000 men. By June 2013, we had distributed more than 5,122 cards and by October we have received back 4,111 cards back from the holders. Therefore the report covers analysis of all the 4,111 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. 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](http://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's targets.

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 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.

### **Acknowledgements**

On behalf of Pattan Development Organisation I would like to thank all the male and female cardholders who have been cooperating with our field teams and recorded their experiences on GGPS cards.

I am also thankful to all the survey teams. I am grateful to Adnan Chughtai and Rabia Ghani for making the second report a reality.

I am particularly thankful to Ch. Yasir Javed for 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 also acknowledge Mahwash and Talat for editing the report. Muhammad Waqas deserves my appreciation for data cleaning, data entry and tabulation. My sincere gratitude is extended to William Pervez for designing the report. I would also like to thank all the participants including Senators, MPs, political and social activists, women councillors, representatives of NGOs and media for making launch of the first GGPS report a success.

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 Scorecards (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 cards 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.

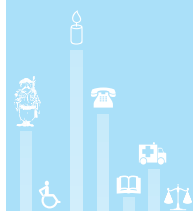
2.1. Objective and Format of the Report: This report is based on simple analysis of all the entries of male and female cardholders. There are two components to the analysis of scorecard holders' level of satisfaction. Results for "Good" and "Bad" experiences are presented alternately including and excluding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

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 48 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 5,122 GGPS cards were distributed in all the project locations across eight districts. We distributed 1,826 (36%) cards to men and 3,296 (64%) to women. Out of 5,122 cardholders, as many as 4,111 or 80% cards were returned with entries. In this regard each gender achieved 80% mark. See Table 1 for district wise details. As far as entry of experiences is concerned, both male and female cardholders entered 57,072 experiences on their cards during the reporting period. About 12% or 6765 entries were made for Health department officials, followed by Benazir Income Support Programme (BISP), which received about 6,504 entries. It seems in the project locations (most are rural) the people have little interaction with Darul Amaan and WASA. This may be due to absence of these two departments from the rural areas. These two departments have less than 1,000 entries each. Moreover, in spite of being rural people, the cardholders had very few interactions with Irrigation and Agriculture departments. Owing to, restrictions on women's mobility, the gender comparison of the entries show that the female cardholders had almost half interaction with officials as compared with the men of their areas. Female cardholders entered 27,682 (49%) of the total entries, and men recorded just 29,390 (51%) experiences. This means women recorded almost 75% less experiences on the cards than their proportion of cards, while men recorded 25% less entries than their share of cards. See Figure 2. Moreover, it also appears from the data that the women had more frequent interaction with officials of eight departments while men had with 18 departments. The women cardholders had more frequent interaction with the officials of Education, NADRA, Health, Bait-ul-Maal and BISP. On the other hand, men's entries show that they had more frequent interaction than the women with MNAs, MPAs, Education, NADRA and officials of ECP, Health,



Police, Union Councils, Banks, DCO office, Bait-ul-Maal, BISP, Courts and Patwari. For further details see Table No. 3 and Figure 3.

Overall, the Health, Benazir Income Support Programme (BISP), NADRA, Education, Bail-ul-Maal, Police and MNAs/MPAs, 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 department.

Table No.1. Gender-wise distribution and submission of GGPS cards in project districts

District	Male		Female		Total Distributed	Total returned	Difference
	distributed	Returned	Distributed	Returned			
Layyah	208	201	333	326	541	527	97%
Rajanpur	181	165	302	285	483	450	93%
Muzaffargarh	293	180	463	345	756	525	69%
Multan	182	144	422	352	604	496	82%
Shikarpur	149	108	496	456	645	564	87%
Kashmore	281	230	527	305	808	535	66%
Nowshera	215	144	308	192	523	336	64%
Swat	318	276	444	402	762	678	89%
Total	1826	1448	3296	2663	5122	4111	80%

Figure 1. Showing male-female cardholders

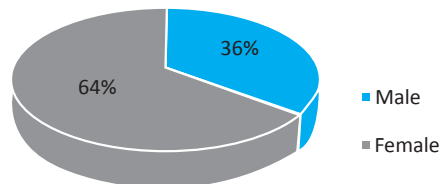


Figure 2. Showing share of male-female entries

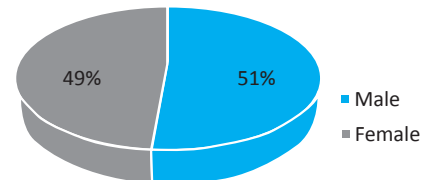
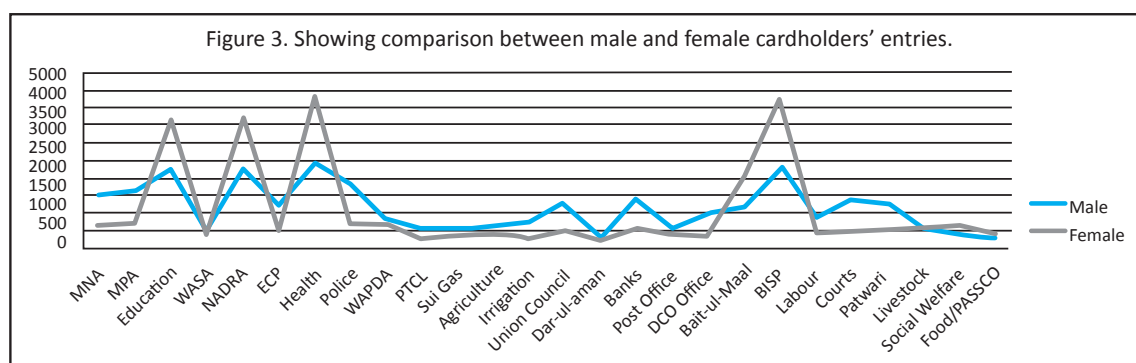


Table No.2. Showing institution wise entries

S No.	Departments	Entries	S No.	Departments	Entries
1	MNA	2108	14	Union Council	1783
2	MPA	2312	15	Dar-ul-amaan	503
3	Education	5891	16	Banks	1932
4	WASA	793	17	Post Office	942
5	NADRA	5938	18	DCO Office	1350
6	ECP	1731	19	Bait-ul-Maal	3197
7	Health	6765	20	BISP	6504
8	Police	2476	21	Labour	1300
9	WAPDA	1542	22	Courts	1788
10	PTCL	821	23	Patwari	1709
11	Sui Gas	891	24	Livestock	1066
12	Agriculture	986	25	Social Welfare	1035
13	Irrigation	994	26	Food/PASSCO	715
Total				57,072	



As mentioned above that the female cardholders had more frequent interaction with officials of eight departments, the women's total entries for these departments are 63% more than the men for the same departments. On the other hand, male cardholders recorded more experiences than women for 18 departments, yet male's lead is far less. The male entries are 68% more than the women for these 18 departments. It is also interesting that women's lead is huge (from 64% to 83%) than the men as far as their interaction with Education, NADRA, Health and BISP departments are concerned. However, overall women's interaction with government departments is far less than the men's. Also, GGPS data seems to establish that the women have little access to those who control political, administrative and economic power. For details see Table 3 and 4.

Table No. 3. Showing departments who obtained more entries by female cardholders

Departments	Male	Female	Difference
Education	2232	3659	64%
NADRA	2206	3732	69%
Health	2477	4288	73%
Bait-ul-Maal	1183	2014	70%
BISP	2298	4206	83%
Livestock	529	537	2%
Social Welfare	393	642	63%
Food/PASSCO	321	394	23%
Total	11639	19472	67%

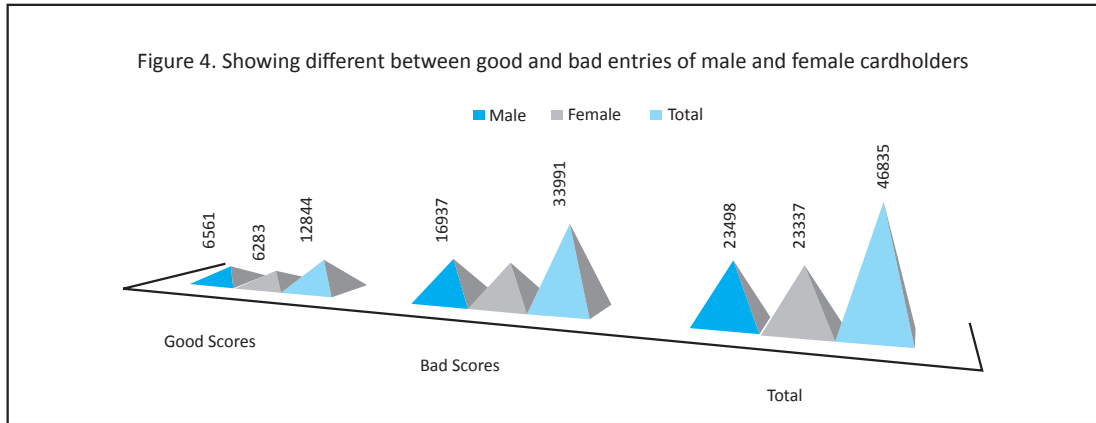
Table No. 4. Showing departments who received more entries by male cardholders

Departments	Male	Female	Difference	Departments	Male	Female	Difference
MNA	1465	643	128%	Irrigation	710	284	150%
MPA	1625	687	137%	Union Council	1295	488	165%
WASA	426	367	16%	Dar-ul-aman	269	234	15%
ECP	1206	525	130%	Banks	1409	523	169%
Police	1791	685	161%	Post Office	572	370	55%
WAPDA	861	681	26%	DCO Office	1011	339	198%
PTCL	543	278	95%	Labour	866	434	100%
Sui Gas	528	363	45%	Courts	1326	462	187%
Agriculture	611	375	63%	Patwari	1237	472	162%
Total	9056	4604	97%	Total	8695	3606	141%

#### 4. Bad Versus Good Experiences

In order to understand the gap between 'Good' and 'Bad' experiences we treated 'Neither Good, Nor Bad' (NGNB) scores as "no response" and excluded this category from our analysis. However, the data of this category is being provided in Table No. 5. Overall, as many as 33,991 or 73% GGPS scores fall in the category of 'Bad' category, this means only 27% cardholders recorded 'Good' experiences for all the departments. This

massive gap between good and bad scores occurred due to large number of bad experiences of the women. Out of 33,991 bad scores as many as 17,054 or 50% bad scores were recorded by the female cardholders. Only 6,561 and 6,283 or 27% male and female cardholders recorded good scores for all the departments.



Sadly, except Health, Education NADRA and BISP all other departments received more negative scores from the GGPS holders. The female scores show more positive entries than the negative for Health and BISP, while male cards reveal more positive marking for Education and NADRA. But, the good scores for all these departments are slightly higher than the negative scores. On the other hand bad scores are many times higher than the good scores for rest of the departments. On the basis of these scores it can be concluded that a vast majority of men and women are highly dissatisfied from most government departments. Despite these massive negative experiences, the people continue interacting with government officials and there is hardly any evidence that the public has attempted in a collective way to improve their interaction or have tried to pressure in a concerted manner on the officials. It is also observed that very few NGOs have tried to put pressure on government officials. Often their engagement turned into some kind of collaboration and as a result service delivery hardly improved. One way forward is to have strong elected councils.

Figure 5. Showing department wise Bad, Good and Neither Good Nor Bad scores of female and male cardholders

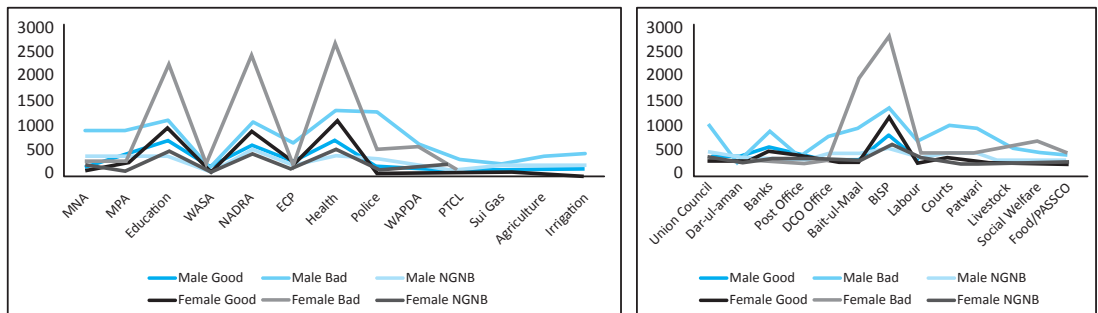


Figure 6. Showing department which received extra ordinarily bad scores from female and male cardholders

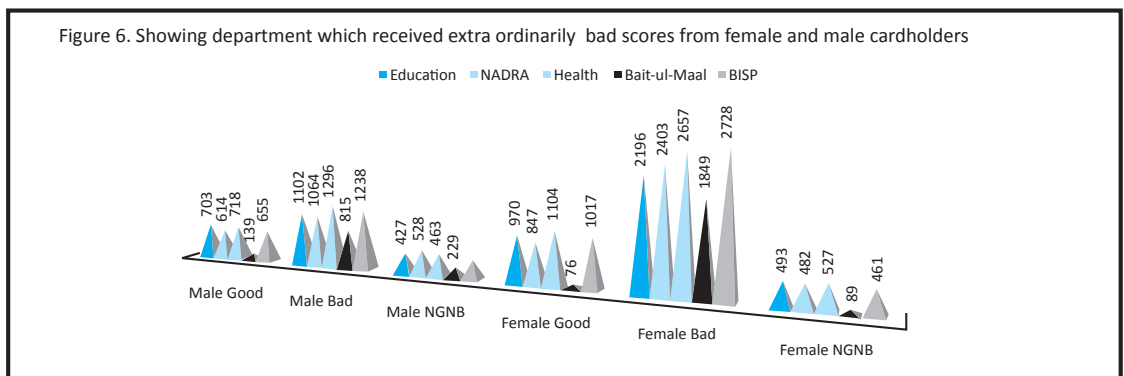


Table No. 5. Showing department wise difference between good and bad experiences of male and female cardholders

S No	Departments	Male				Female				Total			G. Total
		Good	Bad	NGNB	Total	Good	Bad	NGNB	Total	Good	Bad	NGNB	
1	MNA	171	901	393	1465	141	302	200	643	312	1203	593	2108
2	MPA	380	912	333	1625	261	324	102	687	641	1236	435	2312
3	Education	703	1102	427	2232	970	2196	493	3659	1673	3298	920	5891
4	WASA	197	166	63	426	124	180	63	367	321	346	126	793
5	NADRA	614	1064	528	2206	847	2403	482	3732	1461	3467	1010	5938
6	ECP	315	657	234	1206	260	147	118	525	575	804	352	1731
7	Health	718	1296	463	2477	1104	2657	527	4288	1822	3953	990	6765
8	Police	197	1249	345	1791	50	481	154	685	247	1730	499	2476
9	WAPDA	148	636	77	861	26	569	86	681	174	1205	163	1542
10	PTCL	106	311	126	543	59	120	99	278	165	431	225	821
11	Sui Gas	196	227	105	528	68	189	106	363	264	416	211	891
12	Agriculture	94	381	136	611	81	164	130	375	175	545	266	986
13	Irrigation	120	437	153	710	29	166	89	284	149	603	242	994
14	Union Council	194	844	257	1295	101	194	193	488	295	1038	450	1783
15	Dar-ul-aman	154	80	35	269	94	84	56	234	248	164	91	503
16	Banks	363	701	345	1409	307	85	131	523	670	786	476	1932
17	Post Office	271	186	115	572	144	95	131	370	415	281	246	942
18	DCO Office	114	623	274	1011	70	133	136	339	184	756	410	1350
19	Bait-ul-Maal	139	815	229	1183	76	1849	89	2014	215	2664	318	3197
20	BISP	655	1238	405	2298	1017	2728	461	4206	1672	3966	866	6504
21	Labour	140	560	166	866	59	265	110	434	199	825	276	1300
22	Courts	245	843	238	1326	154	224	84	462	399	1067	322	1788
23	Patwari	219	797	221	1237	91	300	81	472	310	1097	302	1709
24	Livestock	49	408	72	529	59	398	80	537	108	806	152	1066
25	Social Welfare	42	272	79	393	51	513	78	642	93	785	157	1035
26	Food/PASSCO	17	231	73	321	40	288	66	394	57	519	139	715
	Total	6561	16937	5892	29390	6283	17054	4345	27682	12844	33991	10237	57072

The male cardholders recorded the highest percentage of bad scores for Food/PASSCO which were more than 90%, followed by MNA, Police, WAPDA, Union Council, DCO Office, Bait-ul-Maal, Animal and Social Welfare, which also received between 80 and 89% 'bad' entries. The male cardholders recorded 66% 'Good' entries for Dar-ul-aman and male and female cardholders had broadly similar experiences with Post Office, Labour Dept., Patwari and Animal dept. Overall, understandably, Police, Electric Power, Bait-ul-Maal and Social Welfare companies topped the ranking of 'bad' scores, followed by MNA, Agriculture, Union Council, Animal and DCO Office.

Figure 7. Showing bad experiences recorded by male and female cardholders

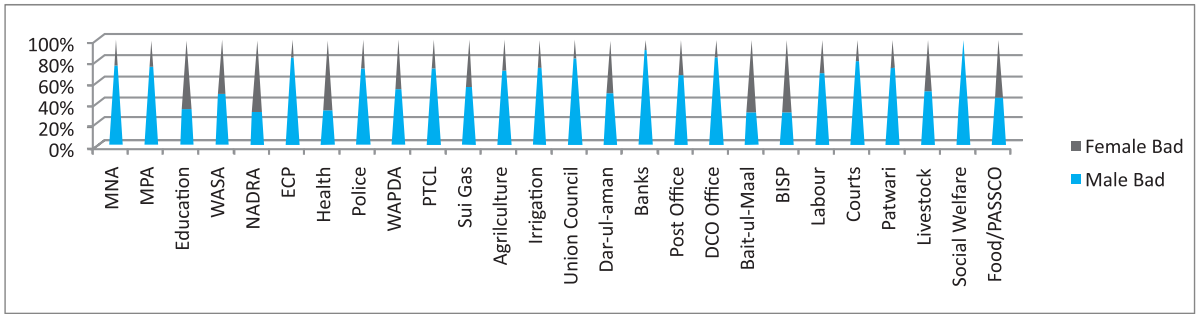
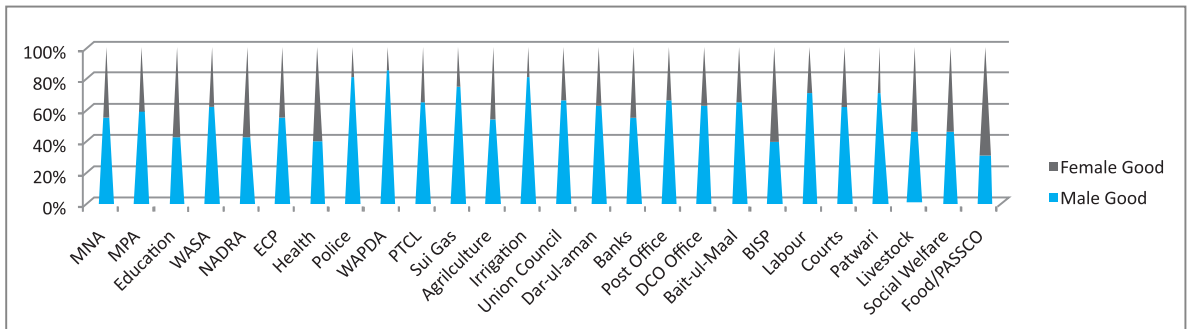


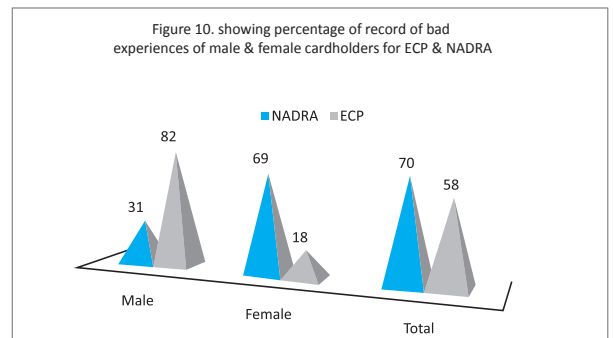
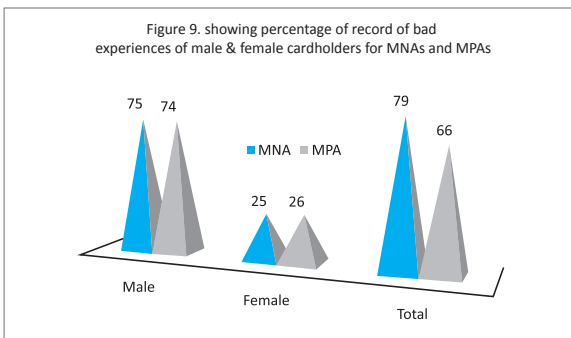
Figure 8. Showing good experiences recorded by male and female cardholders



### 4.1. Elected Representatives, ECP and NADRA

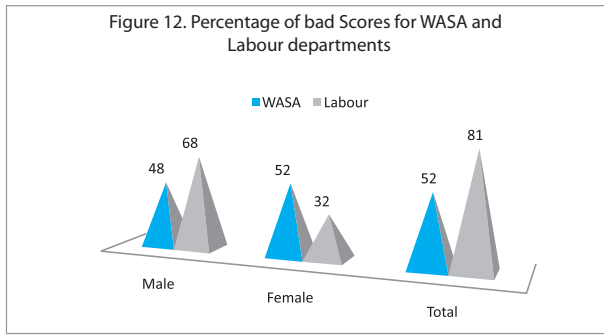
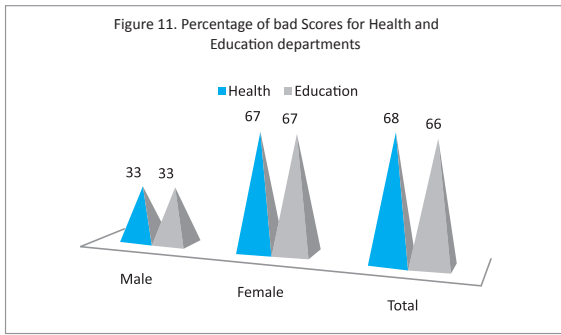
Members of National Assembly received more bad points than the Provincial Assembly members from both genders. However, female cardholders appear to be less dissatisfied than their male counterparts from MNAs and MPAs. Poor scores for the elected representatives should be taken as an indicator of likely dissatisfaction with the government as a whole. See Figure 7.

Women cardholders had good experiences with ECP, however more than 69% women recorded bad experiences for NADRA. On the other hand about two-third male cardholders had bad experiences with the ECP. See Figure 8.



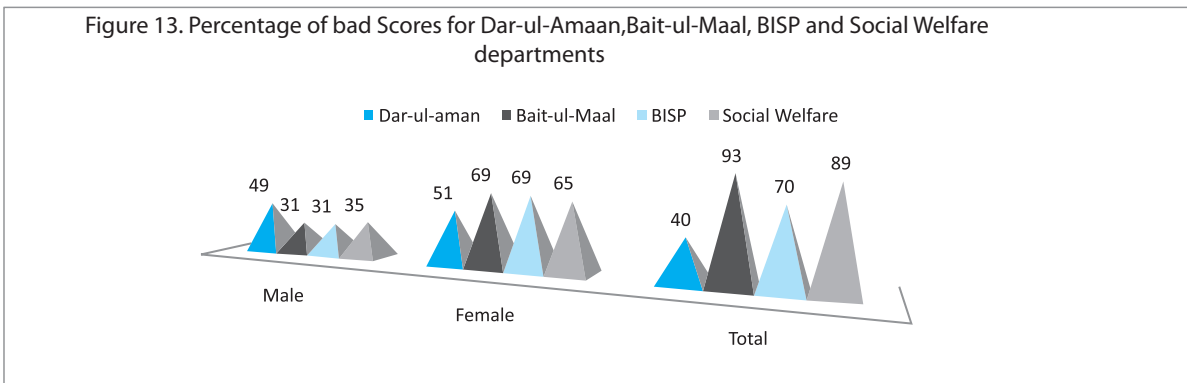
### 4.2. Social Services & Labour

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 19% 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. WASA Department has slightly more positive scores. Male cardholders have entered more positive points for Health Department than females. 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.



### 4.3. Social Security

Bail-ul-Maal Department received more than 92% ‘Bad’ scores and just 8% good points. Women appear to be more upset with this department than men. Social Welfare, also obtained about 89% ‘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 enormously. See Table No. 6. And Figure No 9.

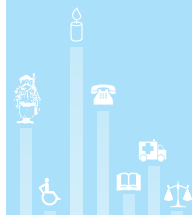


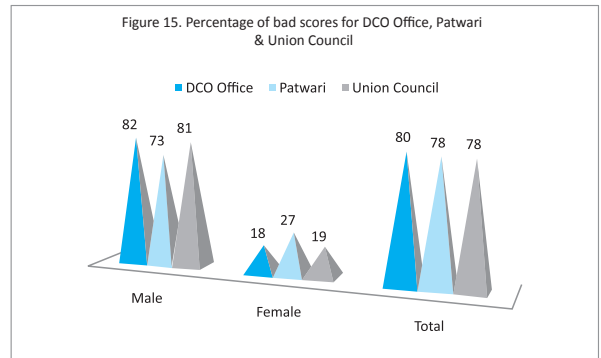
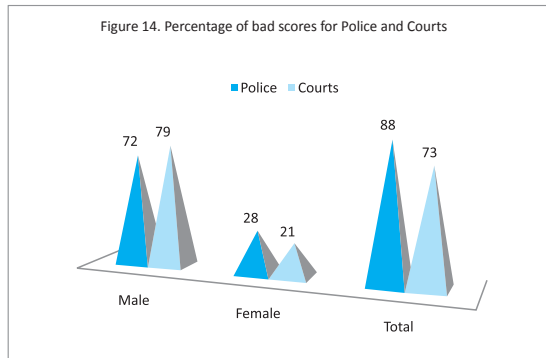
### 4.4. Law and Order

Only 13% ‘Good’ experiences are made by both male and female cardholders for the Police Department. This means as many as 87% entries for the Police fall in ‘Bad’ category of entries. However, if ‘NGBG’ entries are considered are added in the analysis then the negative scores for the Police dropped by almost 30%. 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.

### 4.5. Revenue, Police and Administration

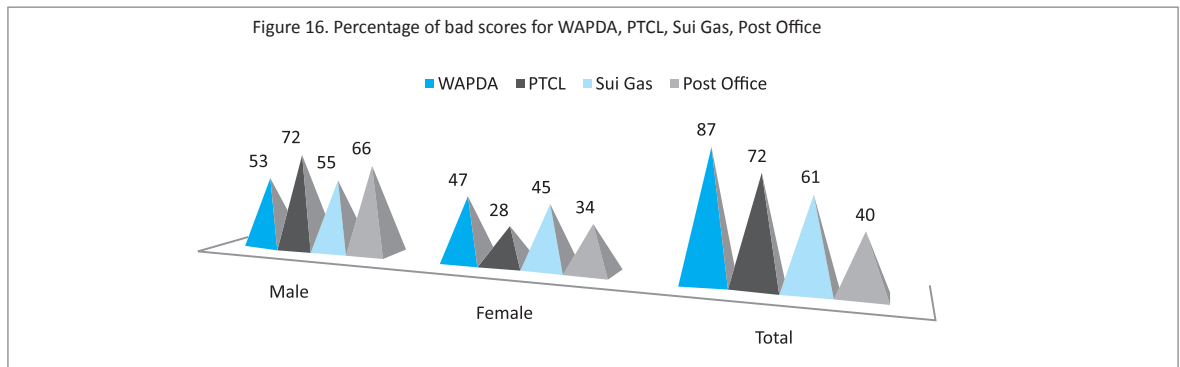
District Coordination Officers (DCO) head the district level administration embracing all departments and have responsibility for law and order. They are poorly rated by both male and female cardholders. While females recorded 17.59% ‘Bad’ entries, males entered 82.41% for DCO Offices. But ‘Bad’ scores for DCOs dropped when ‘Neither Good, Nor Bad’ entries are made part of the analysis. ‘Good’ entries dropped too by 23% and 26% of males and females respectively. The high level of Bad scores indicates serious problems in governance. Also Union Councils and Patwaris received more than two-third ‘Bad’ scores.





#### 4.6. Utilities

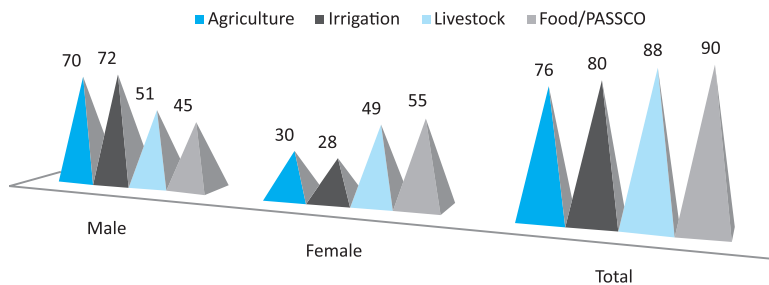
Both male and female cardholders show immense dissatisfaction about power supply companies. About 87% entries of men and women fall in the category of 'Bad'. See Table 8. In this analysis 4% female entries and 19% male scores indicated satisfaction with the power companies. If we add 'NGNB' scores in the analysis, even then about 78% 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 60% entries are 'Bad'. See Table No 8. However about 24% entries fall under 'NGNB' category. See Figure No 12. The cardholders gave almost equal positive points to Post Office department. Twenty six per cent women entries fall in the 'NGNB' category. See Figure No 12.



#### 4.7. Agriculture, Irrigation and Food

Scorecards of both male and female cardholders show that more than 90% entries for Food/PASSCO and more than 80% for Livestock and Irrigation 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 per cent 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.

Figure 17. Percentage of bad scores for Agriculture, Irrigation, Livestock and Food/PASSCO departments



## 5. 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-option 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.

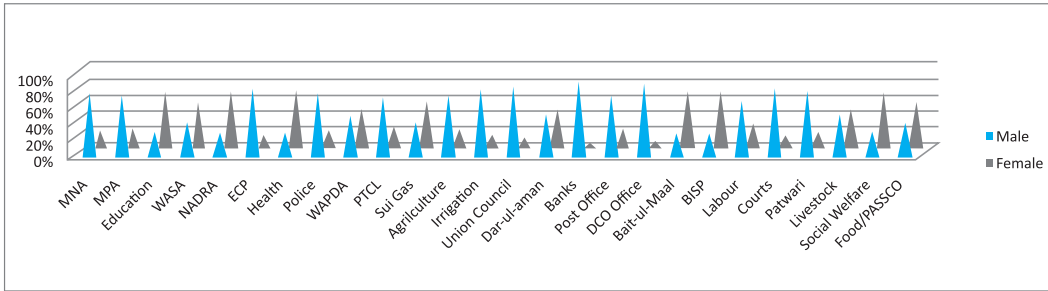
4. [http://www.eisa.org.za/aprm/pdf/Resources\\_Bibliography\\_Masterson3.pdf](http://www.eisa.org.za/aprm/pdf/Resources_Bibliography_Masterson3.pdf)

## Glossary

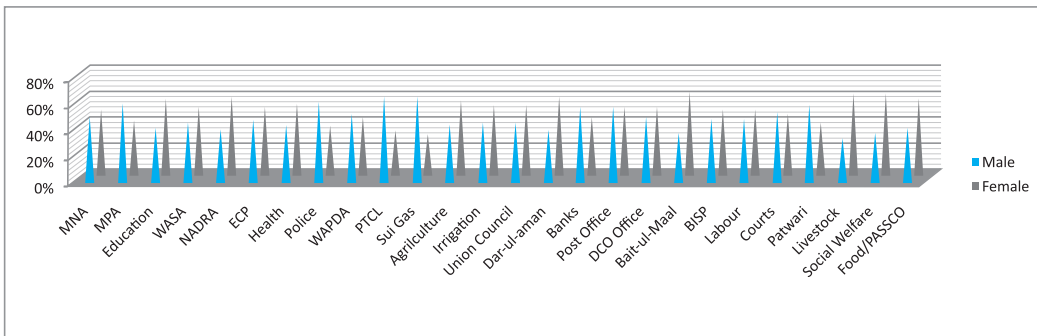
BISP	Benazir Income Support Program
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women.
CSOs	Civil Society Organizations
DCO	District Coordination Office
ECP	Election Commission of Pakistan
GGPS	Gender & Governance Performance Score Card
GRC	Gender Reform Committee
GRCs	Gender Reform Committees
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
PASCO	Pakistan Agriculture Storage & Service Corporation Organization
PTCL	Pakistan Tele Communication Corporation
WAPDA	Water and Power Development Authority
WASA	Water and Sanitation Agency

### Annex 1. Province Wise Gender Governance Performance Scorecard Charts

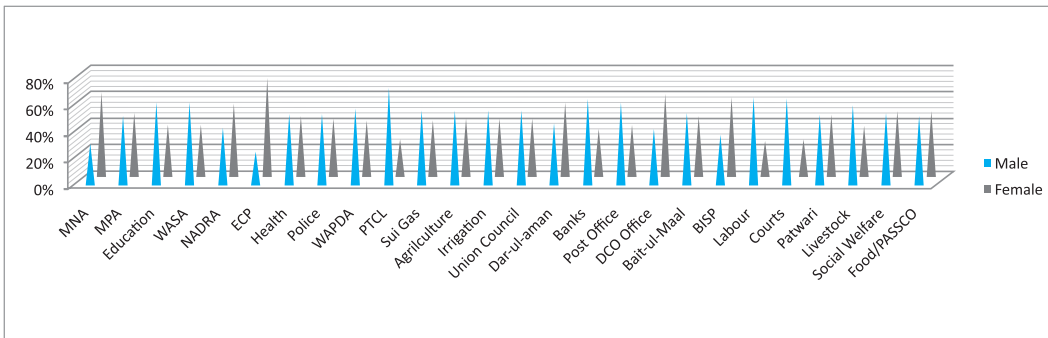
1.1. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in the Punjab



1.2. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Khyber-Pukhtunkhwa

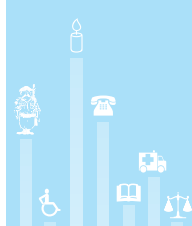
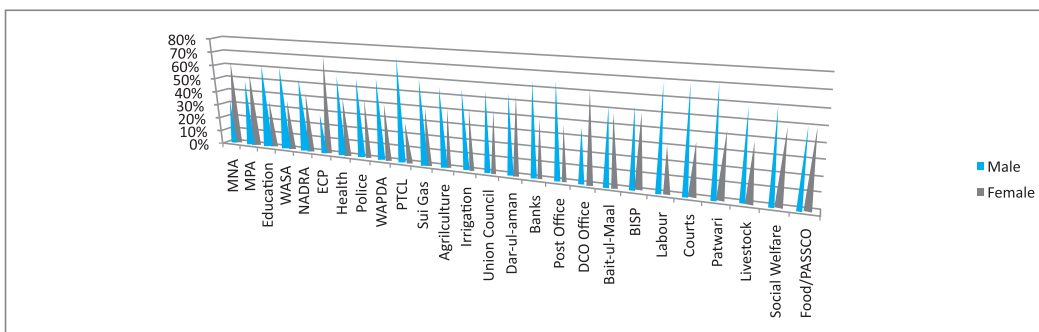


1.3. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Sindh

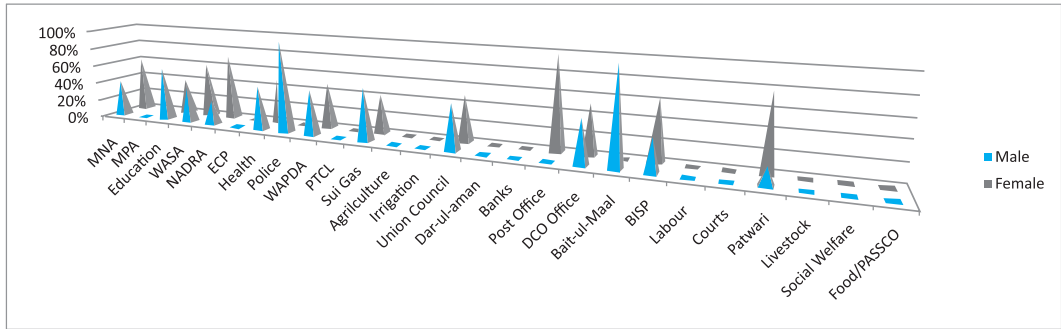


### Annex 2. District Wise Gender Governance Performance Scorecard Charts

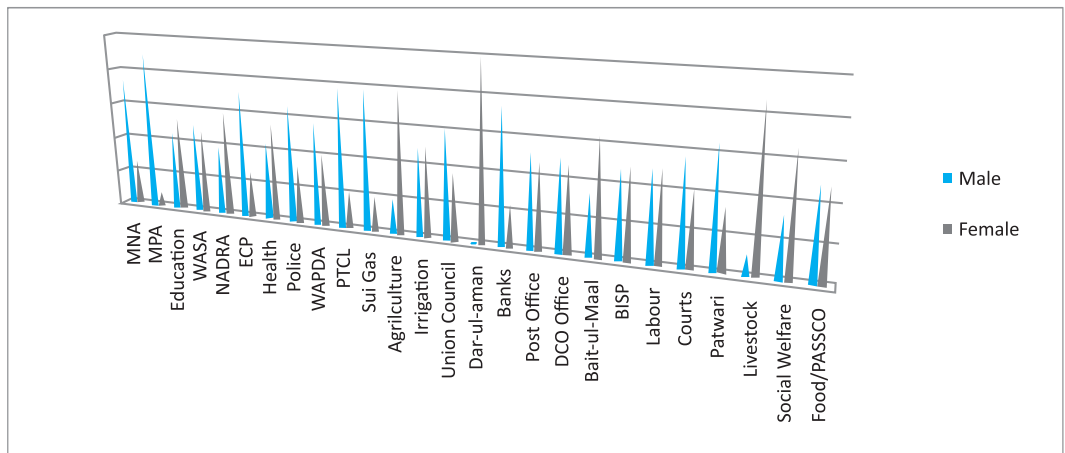
2. 1. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Kashmore



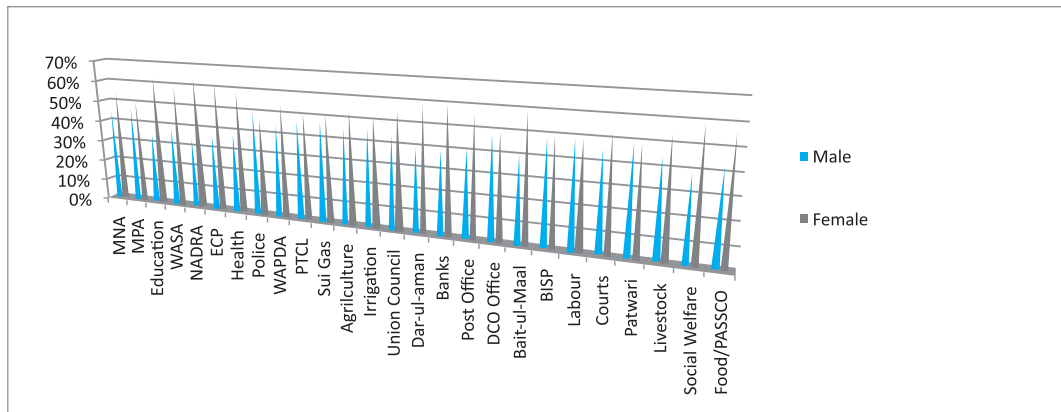
2.2. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Shikarpur



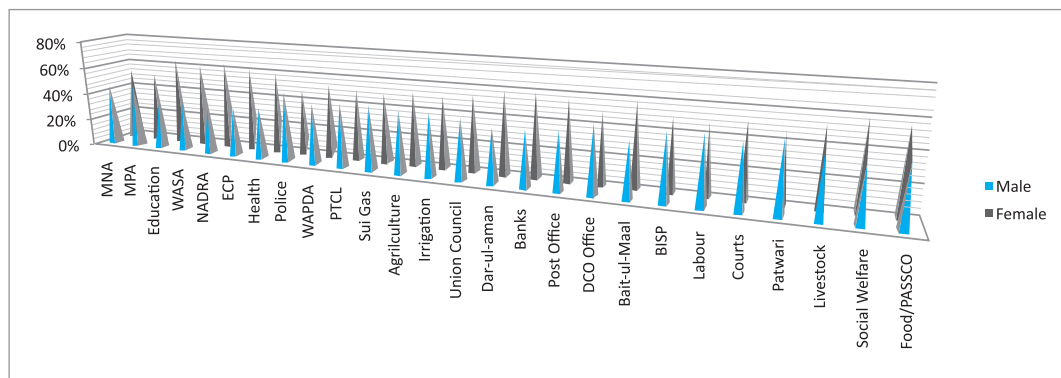
2.3. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Swat



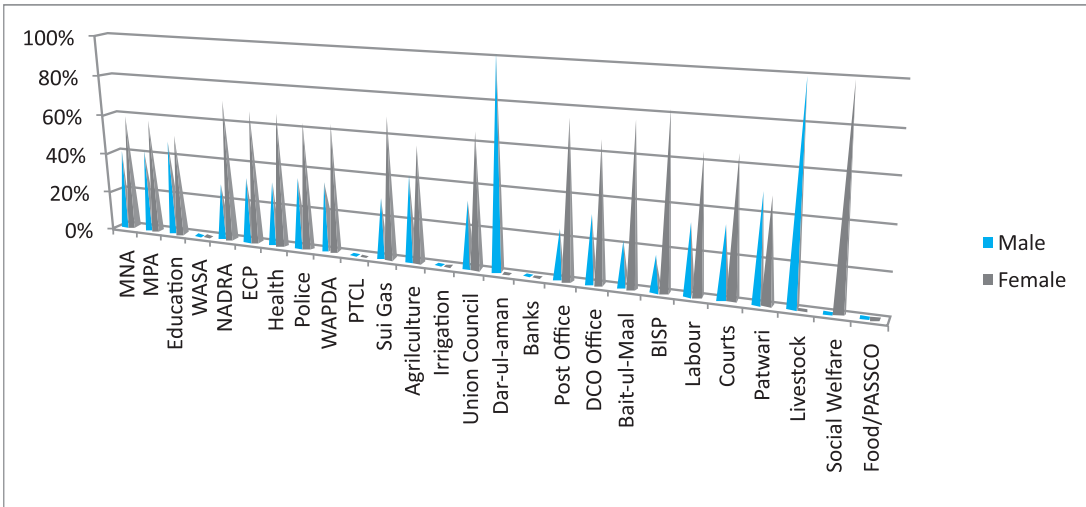
2.4. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Nowshera



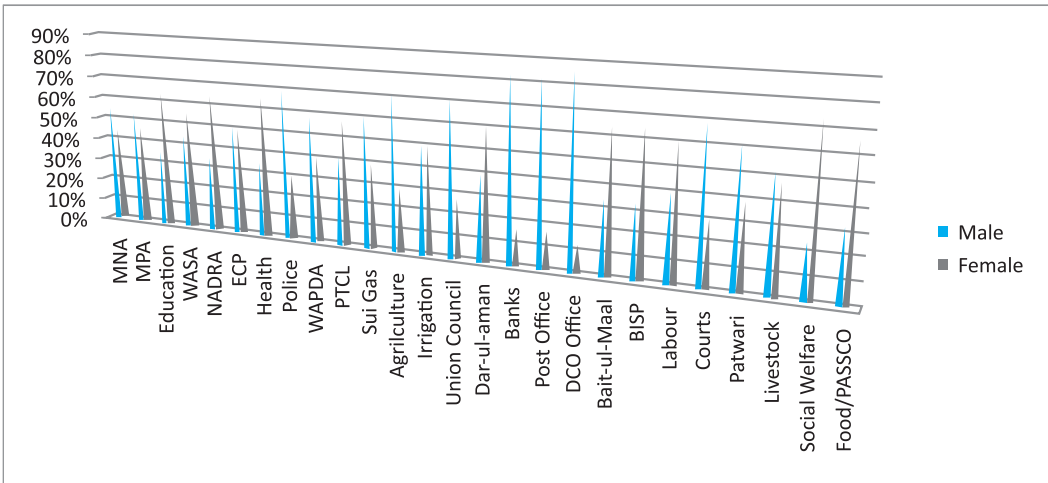
2.5. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Multan



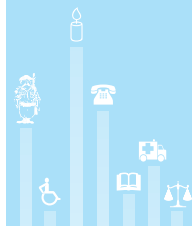
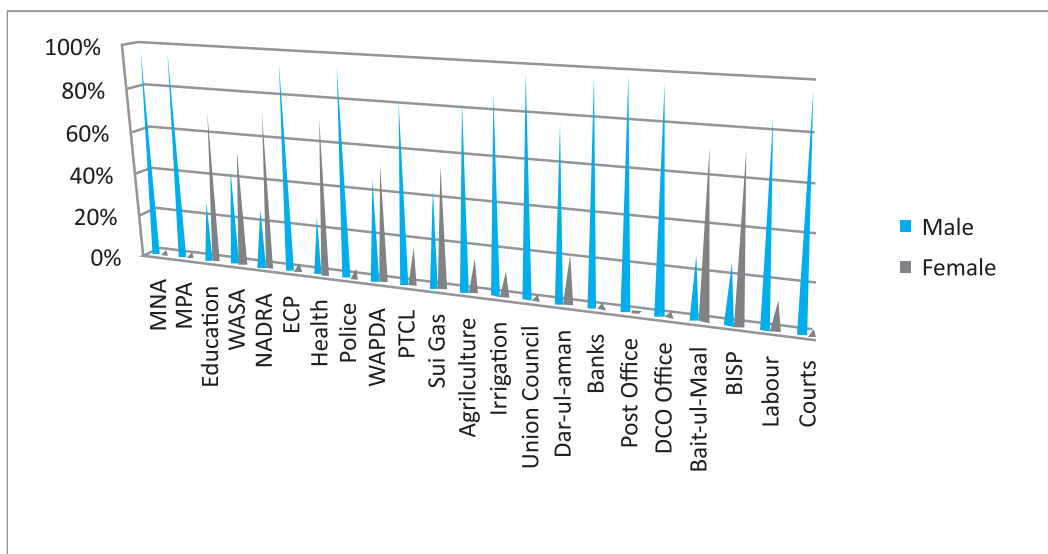
2.6. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Muzaffargarh










































2.7. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Layyah










































2.8. Showing 'Bad' Experiences of Male & Female Cardholders with Departments in Rajanpur



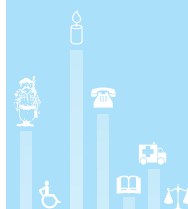
## Annex 3. Gender Governance Performance Scorecard Specimen

			یونین کونسل
			دارالامان
			بینک
			پوسٹ آفس
			ڈی او آفس
			بیت المال
			پیشہ ورانہ تعلیم
			لیبر ڈیپارٹمنٹ
			پچھری و عدالت
			پتواری
			محکمہ حیوانات
			محکمہ سوشل ویلفیئر
			محکمہ خوارک + پاسکو

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

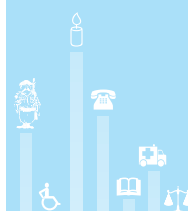
### Annex 4. Location Wise List of Gender Reform Committee Members

Location	Female GRC Members	Male GRC Members
<b>Multan</b>		
Lukwala	Robina Bibi, Yasmin Zoja Rab Nawaz, Ghulam Sakina, Samina, Raziya, Kaniz Mai, Malka, Sonia, Irshad Bibi, Faizan Mai	Faiz Ahmad, Haji Rab Nawaz, Ghulam Shabir, Muhammad Ramzan, Ghulam Rasool
Gerraywala	Fozia Zoja Abdul Khaliq, Amna Bibi, Bashiran, Haseena Mai, Aziz Mai, Perveen Bibi, Sadia Bibi, Waziran Mai, Sakina Bibi, Naseem Mai	Ghulam Yaseen, Khuda Bakhsh, Faiz Bakhsh, Allah Bakhsh, Muhammad Asghar
Basti Bhatian	Fatima Zoja Ameer Bakhsh, Gulzar Mai, Meero Mai, Aziz Mai, Irshad Mai, Faizan Mai, Salma Mai, Irshad Pervin, Amman Mai, Farzana Zoja Ghulam Bashir,	Rustam Khan, Shafi Muhammad, Muhammad Sajad Hussain, Muhammad Azhar, Pannu,
Chah Ambwala	Shazia Zoja Faqir Muhammad, Musarat Bibi, Irshad Bibi, Gulzar Bibi, Asma Bibi, Noor Illahi, Iqbal Bibi, Riffat Bibi, Imtiyaz Bibi, Bashiran Begum	Farooq Ahmad, Zulafqar Khan, Nabi Bakhsh, Ghulam Qadir, Allah Diwaya
Jhok Khera	Kaneez Mai, Asma Aslam, Rehana Abbas, Naseem Mai, Saghir Mai, Farzana Mai, Nusrat Mai, Hameed Fatima, Shehnaz Mai, Iqbal Mai	Ghulam Qamber, Nazar Abbas, Azhar Abbas, Khizar, Abid Hussain
<b>Muzaffargarh</b>		
Chah Shahwala	Bahishtan Mai, Amina Mai, Ameeran Mai, Khurshaid Mai, Sarwar Begham, Irshad Begham, Mumtaz Bibi, Samina Mustafa, Amina Shabir, Shehzadi Ashiq	Ghulam Abbas, Muhammad Imran, Ghulam Rasool, Nazar Hussain, Shulam Shabir
Gharib Abad	Soonan Mai, Zohran Mai, Farzana Kalsoom, Safiya Bibi, Shehnaz Bibi, Shazia Bibi, Sakina Bibi, Jantaan Mai, Kaniz Bibi, Rehana Batoo	Abdul Majid, Manzoor Hussain, Mureed Hussain, Sajjad Hussain, Khaleel Ahmad
Gurmani Station	Ishrat Hameed, Naseem Bibi, Shehnaz Bibi, Maqsood Bibi, Sakina Bibi, Manzoor Bibi, Bhirawan Mai, Kalsoom Bibi, Mumtaz Bibi, Zahida Bibi	Iqbal Hussain, Qadir Bakhsh, Riaz Hussain, Sasiq Hussain, Rana Naik Muhammad
Basti Almaniwala	Manzoor Mai, Abida Perveen, Hamida Bibi, Sadia Bibi, Shamshad Bibi, Sakina bibi, Ameer Mai, Kaneez Bibi, Kalsoom Bibi, Fazal Mai	Muhammad Zaffar Iqbal, Abdul Sattar, H.Khadim Hussain, Niaz Ahmad, Saeed Ahmad
Dariwala	Manzoor Bibi, Ruqaiya Bibi, Fehmida Bibi, Sazia, Kaneez Bibi, Irshad Bibi, Balqees Bibi, Taj Bibi, Sakeena Bibi, Farzana Bibi,	Tahir Khursheed, Abdul Raof, Muhammad Kashif, Ijaz Hussain, Muhammad Arif
Tarpur	Ambreen Bibi, Zaaib-u-Nissa, Sadiqa Sabir, Shehnaz Saeed, Kalsoom Bibi, Shamim Akhtar, Abida Perveen, Shamim Mustafa, Sajida Perveen, Akhtari Bibi	Muhammad Ubaidullah, Saleem Akhtar, Muhammad Waris, Abdul Jabbar, Sabir Hussain



<b>Layyah</b>		
Basti Arain	Shamim mai, Sakina Mai, Naseem Mai, Amna, Naziran Mai, Naziran Bibi, Sadan Mai, Naseem Bibi, Sona Mai, Sarwar Mai	Bashir Hussain, Muhammad Nawaz, Faqir Muhammad, Ghulam Muhammad, Khuda Bux
Shado Khan	Saddu Mai, Zarru Mai, Sakina Mai, Sultana Bibi, Mai Bakho, Anwar Mai, Narjis Mai, Taju Mai, Zarina Mai, Allah Wasai	Khuda Bakhsh, Ghulam Muhammad, Muhammad Ramzan, Riaz Hussain, Muhammad Rizwan
Dhodhowala	Sakina Bibi, Sarwar Begum, Samina Bibi, Ruqaiya Bibi, Bashiran Mai, Zubina Bibi, Murida Mai, Sakina Mai, Perveen Mai, Bashiran Mai	Korru Khan, Sajad Hussain, Muhammad Amin, Muhammad Rafiq, Allah Ditta
Mauza Alyani	Khalda Bibi, Ghulam Sakina, Khurshid Mai, Ghulam Asghar Mai, Zenat Bibi, Mumtaz Mai, Mai Bashiran, Mai Kaniz, Mai Bashiran, Mai Kaniz	Sajad Hussain, Sibtain, Muhammad Nawaz, Madhah Hussain, Ghulam Hussain
Basti Kokarwala	Iqbal Bibi, Naziran Mai, Safiya Bibi, Khadija Bibi, Noor Mai, Samina Bibi, Musarat Mai, Bashiran Bibi, Mumtaz Mai, Bashiran Bibi	Saeed Ahmad, Zaffar Iqbal, Ghulam Bashir, Abid Hussain, Shoukat Hussain
Kotla Haji Shah Faqir	Aziz Mai, Rehana Bibi, Iqbal Bibi, Naseem Bibi, Nasreen Bibi, Shamim Mai, Shano Mai, Sughra Bibi, Mumtaz Bibi, Khursaid Begum	Qaisar Abbas, Abdul Hameed, Iqbal Hussain, Javaid Iqbal, Shakir Hussain
<b>Rajanpur</b>		
Basti Biratha	Sughra Mai, Hayat Mai, Wahadul Mai, Sharif Mai, Nasreen Mai, Rehmat Mai, Kori Mai, Sakina Mai, Maqsood Mai, Sukhan Mai	Jam Rehman, Hafiz Abid, Hafiz Sadiq, Rajab Ali, Mehar Hussain,
Basti Jam Gulab	Rehana Hussain, Zahra Mai, Ameer Mai, Zuhra Mai, Bachul Mai, Haleema Mai, Kablan Mai, Manan Mai, Sonan Mai, Shram Mai	Wazeer Hussain, Jam Kalo, Bashir Ahmad, Jan Muhammad, Allah Diwaya
Basti Malik Sanwal	Ameer Mai, Kundan Mai, Tasleem Mai, Sughra Mai, Razia Mai, Momal Mai, Madul Mai, Hajul Mai, Bhirawan Mai, Shabana Mai	Muhammad Hashim, Abdul Hameed, Abbas, Muneer Ahmad, Shah Nawaz
Basti Waghwar	Koser Bibi, Batool bibi, Zareena mai, Maqsood mai, Kaneez Mai, Zakia Mai, Amna Mai, Nasreen Mai, Manan Mai, Fatima Mai	Hazoor bux, Abu Bakar, Khalil Ahmad, M.Baqir, Abdul Ghafoor
Basti Jatoi	Ajmal Mai, Kareeman Mai, Kundan Mai, Bhirawn Mai, Shamim Mai, Tasleem Mai, Amna Mai, khatoon Mai, Khalida Mai, Razia Mai	Abdul Ghafar, Mureed Hussain, Muhammad Rafiq, Abdul Rehman, M.javaid
Basti Jhakar	Halima Mai, Amna Mai, Zahra Mai, Aimran Mai, Sughra Mai, Haseena Mai, Ayisha Mai, Shumaila Mai, Irshad Mai, Razia Mai	Muhammad Sadique, Abdul Hafeez, Fiyaz Ahmad, Asif Hussain, Bilal Ahmad
<b>Shikarpur</b>		
Umeed Ali Kalhoro	Sardaran, Shabroz, Sakina Bibi, Kazbano, Azizan Mai, Khan Zadi, Zakiya, Samreena, Kashmir, Konal	Israr Ali, Muhammad Ramzan, Ali Ahmad, Qurban Ali, Ali Gul Keeper Son

Nawab Khan Brohi	Farzana, Ameeran, Husna, Lal Khatoon, Nooran, Sharifan, Mai Naimat, Manzooran, Pathani, Rabban Burero, Haseena	Gul Sher, Imdad Meer Bahar, Muhammad Punjal, Mehboob
Abdul Karim Jhulan	Roshan Begham, Mai Abida, Peerani, Gulshan, Madam Khatoon, Hanifan, Rozina Khatoon, Mai Allah Bachai, Shahida Khatoon, Zahida Khatoon	Afzal, Ghulam Rasool, Fatah Muhammad, Abdul Karim, Imtiaz Ali
Godo Sher	Mst Jannul, Peerani, Babul Khatoon, Bhani, Beghum, Baksal Khatoon, Abidan Begul Khatoon, Mithan Sono	Ghulam Haider, Ali Murad, Ali Bahar, Imam Din, Hayatan
Haji Jhangi Brohi	Pathani, Mai Shehnaz, Samida Khatoon, Saeeda Bibi, Mai Parri, Kastoori, Shanti, Jamal Khatoon, Mai Dyani, Subhan Khatoon	Shah Muhammad, Sahib Oad, Sami Ullah, Abdul Sattar, Qadir Bakhsh
Village Hakim Burero	Rozina Khatoon, Fatima, Husna, Satul, Sakina Bibi, Rabban, Subhan Khatoon, Sainn, Sohni Begum, Ajeeban Khatoon, Mariyam	Muhammad Qasim, Muhammad Hayat, Dinal Khan, Ghulam Haider
<b>Kashmore</b>		
Village Sherlabad	Kamal Khatoon, Kiran mai, Moor Zadi, Jamal Khatoon, Janib Khatoon, Zahida Hussain, Mai Sajul urf Jijan, Anwar Mai, Wahida, Nazeeran Mai,	Muhammad Ibrahim, Inayat Ullah, Abdul Majeed, Haji, Zahid Hussain,
Haji Jangli Mirani	Sharma, Hassina, Bhain Khatoon, Asiya Khatoon, Anwar Khatoon, Khanzadi, Yasmeen Khatoon, Bhalli Khatoon, Sachul Khatoon, Hazooran Mai	Mumtaz Khan, Khadim Hussain, Azizullah, M. Ishtiyag, Haji
Mushtaq Sundrani	Mai Hameeda, Misiran Mai, Wadhul Khatoon, Zahooran Khatoon, Sakeena Mai, Mai Bhooori, Palhani Bai, Sultana Khatoon, Rani Lolai, Mai Hussina	Muhammad Alam, Shabir Ahmed, Babul Khan, Basar Khan, Usman Shah,
Gurkho Village	Rasheeda Mai, Sahib Khatoon, Hayatan Mai, Mumtaz Khatoon, Saima Khatoon, Muneeran mai, Bakshul Mai, Varisee Khatoon, Sonahri Khatoon, Saeeda Mai,	Arslan, Khamoon, Sahib dina, Abdul Jabbar, Rashid,
Village Asghar Ali Shah	Irshad Khatoon, Sarwar Khatoon, Raanad Siwai, Mai Siai, Bakhtawar, Jamila, Bashira Khatoon, Sahiba, Nihar Khatoon, Jamna Daivi	Akram Ali, Nawab Ahmed, Habib Ullah, Abdul Rasool, Abdul Sattar
Village Khair Muhammad Manghar	Sakina Bibi, Khairan Mai, Robina Mai, Hakim Zadi, Zuhra Mai, Rabia Bibi, Aisha Bibi, Safia Khatoon, Samina Bibi, Jeewal Khatoon	Muhammad Ismail, Muhammad Alam, Anayat Ullah, Ghulam Sarwar, Fazul Rehman
<b>Swat</b>		
Bangladesh/Zubair Mohallah	Noreen Bibi, Hamida Bibi, Rukham Jan, Munshar Bibi, Saeeda Ilvi, Shamim, Laila, Amna, Sumaira, Khan Zadi	Muhammad Ali, Bahram Toty, Abdul Rahman, Badshah Gul, Saeed Mian



Faizabad Toheed Abad	Fazilat Begum, Saima, Husan Begum, Zaib u Nisa, Shehnaz, Yasmeen Bibi, Sumaira, Yasmeen, Chaman Gul, Sadia	Attaullah, Malik Gujar Khan, Israr Ahmad, Barkat Khan, Amir Maqam
Guligram, Barchem, Manzcham	Noor Sultana, Musarat Begum, Bacha Zadgai, Lubna, Amna, Bibi Haleema, Zamrood, Bacha Begum, Hameeda, Nasreen	Muhammad Akbar, Muhammad Sheerin, Rehman Nazir, Bakhat Karam, Afzal Khan
Engaro Darai/Batai Chowk	Bakht Sultana, Perveen Bibi, Zeenat Mahal, Farzana Bibi, Shah-e-Room, Shagufta, Zuhra, Aneeta, Shazia Bibi, Nehayat Bibi	Muhammad Iqbal, Adalat Khan, Sikandar, Bakht Zameen, Faqir Hussain
Manyar Kuz Palow	Khina Bibi, Bakht Naziran, Gulab Bibi, Sawa Bibi, Rubina, Shiufita, Talizaroon Bibi, Husan Zabia, Warra, Falakarra Bibi	Muhammad Karam, Fawad Khan, Nasir Ahmad, Haider Ali, Amjad Iqbal
Makan Bagh Khan Toti	Bikht Begum, Frizna, Yasman, Iqbal Guhan, Rehina Bibi, Amina, Shumia Bibi, Nagina, Shukila, Ulfat begum	Muhammad Amain, Adan, Sajad Ahmad, Finda Muhammad, Esia Khan
<b>Nowshera</b>		
Mughal Ki	Ruqia Bibi, Naik Zara Bibi, Zainab Bibi, Basmeen Bibi, Alfiyat Bibi, Nishehat Bibi, Mumtaz Bibi, Nihayat Bibi, Hidayat, Uzma Begum	Sulman, Raiz Muhammad, Imtiaz Ali, Sardar, Naik Amal
Moh.Qaziyan	Rukhsana Durani, Gulzar Begum, Shabeha Noor, Farida, Musleema, Noor-ul-Basar	Irshad Qazi, Shahida, Tabana Swati, Rashida Durani, Shaheen Khalid
Pattak Masjid	Farida, Afshan, Rabia, Aliya, Nasia, Sabeena, Rafiya, Romeen, Fahima, Gul See	Aftab, Umar Niaz, Kamal Shah, Safdar Khan, Jahan Zaib
Misri Bhanda	Nihayat Israr, Nasib Zari, Jamal Pari, Fazilat Ara, Gul Taj Begum, Anjuman Ara, Salma Naz, Shakila Naz, Nigar Sultana, Ashifa Tehseen	Nazir Rehman, Tayyab Ahmad, Ihsan Ullah, Imran Gul, Kamran Khan,
Mian Esa	Muzakira, Afsara Bibi, Safia, Memona Bibi, Rehber, Feraqat Bibi, Reema, Gul Shad, Fehmida Raj, Gul Nazo Bibi	Naseem Gul, Naseeb Khan, Inayat Ullah, Zahid Khan, Bakht Sher
Baghban Pura	Shazia, Semreen Mumtaz, Shagufta Bibi, Farzana, Nadia Bibi, Shaista Bano, Musarat, Ishtiyag Begum, Farhat Zaib, Nelam Jan	Aman Ali Khan, Muhammad Zeshan, Jahan Zaib Khan, Muhammad Waqas Khan, Nuer Hassan



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5.5. Event Pictures



From left to right Mr. Senator Rafique Rajwana, Ms. Senator Suraya Ameer -u-Din, Ms. Mossarrat Qadeem, Ms. Senator Dr. Saeeda and Ms. Rehana Hashmi



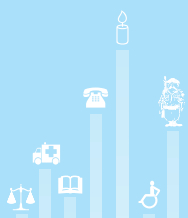
Sharing findings of the GGPS report



Sharing findings of the GGPS report



Mr. Gareth Aitken Country Head The Asia Foundation and his partner Ms. Moyna reading the GGPS report



### صنعتی لحاظ سے محکموں کے ساتھ رابطہ اور تاثر:

4111 سکور کارڈز پر محکموں کے ساتھ رابطہ اور تاثر کے کل 57,072 تجربات درج کئے گئے۔ خواتین نے 27,682 جبکہ مردوں نے 29,390 تجربات درج کئے۔ خواتین کا زیادہ تر رابطہ تعلیم، نادرا، صحت اور بے نظیر آئٹم سپورٹ پروگرام کے محکموں جبکہ مردوں کا زیادہ رابطہ پولیس کے ساتھ رہا۔ بے نظیر آئٹم سپورٹ پروگرام کے ساتھ 4206 خواتین اور 2298 مردوں نے رابطہ کیا۔ مجموعی طور پر بے نظیر آئٹم سپورٹ پروگرام، صحت، نادرا، ایم این اے / ایچ پی اے، تعلیم، اور صحت کے محکموں سے لوگوں نے سب سے زیادہ رابطہ کیا۔

### اچھے برے تجربات:

تمام محکمہ جات سے عوام کے تجربات 73% تک برے تھے۔ منتخب نمائندے، یونین کونسل، پولیس، واپڈا، ڈی سی او آفس، بیت المال، محکمہ حیوانات اور سوشل ویلفیئر کے محکمہ جات کی کارکردگی 80% سے 89% برے تجربات سے رپورٹ ہوئی۔ اکثریت کے ان محکمہ جات سے تجربات برے رہے۔

### منتخب نمائندے:

ممبران قومی اسمبلی سے متعلق 75% مردوں نے اپنے تجربے کو بر اور صرف 25% نے اچھا قرار دیا۔ اس ضمن میں خواتین کا ممبران قومی اسمبلی سے رابطہ اور تاثر کا تجربہ اچھا رہا۔ یعنی 75% کا تجربہ اچھا جبکہ 25% نے اسے برا قرار دیا۔ ممبران صوبائی اسمبلی کے بارے میں مردوں اور عورتوں کا تجربے میں مختلف رجحان رہا، جس کے تحت مردوں نے اس تجربے کو 26% اچھا اور 74% نے برا قرار دیا۔ جبکہ خواتین نے 17% اچھا اور 26% نے برا قرار دیا۔

### نادرا اور الیکشن کمیشن آف پاکستان:

نادرا کے بارے میں خواتین اور مردوں کے اچھے تجربات تقریباً ایک جیسے تھے بالترتیب 31% اور 69%۔ تاہم نادرا کے ساتھ عورتوں کا تجربہ 69% برا رہا۔ الیکشن کمیشن آف پاکستان سے متعلق مرد و خواتین دونوں کا باقی محکمہ جات ملا جا رہا۔ مردوں نے 18% اور خواتین نے 82% اپنے تجربے کو اچھا جبکہ مردوں نے 82% اور خواتین نے 18% تجربے کو برا قرار دیا۔

### محکمہ تعلیم، صحت، و اسٹریٹ پیارٹمنٹ:

سوشل سروسز میں صحت، تعلیم، لیبر ڈیپارٹمنٹ اور و اسٹریٹ پیارٹمنٹ کے محکمہ جات کے سکور کارڈز زبھرے گئے۔ لیبر ڈیپارٹمنٹ کے ساتھ خواتین اور مردوں دونوں کا تجربہ بہت برا ہوا اور اس محکمہ کو کل 19% اچھے سکور مل پائے۔ خواتین نے مردوں کی نسبت محکمہ صحت سے متعلق اپنے تجربے کو بہتر پایا۔

### دارالامان، بیت المال، بے نظیر آئٹم سپورٹ پروگرام و سماجی بہبود:

سوشل ویلفیئر ڈیپارٹمنٹ کو 92% برے اور صرف 8% اچھے پوائنٹس دیئے گئے۔ سوشل ویلفیئر کے ساتھ خواتین کا تجربہ مردوں سے زیادہ برا تھا۔ خواتین نے سوشل ویلفیئر کے ساتھ اپنے تجربے کو 65% برا قرار دیا۔ بیت المال جو ضرورت مند افراد کی امداد کا محکمہ ہے اس محکمہ سے متعلق بھی 93% برے تجربات ریکارڈ کئے گئے۔ بے نظیر آئٹم سپورٹ پروگرام سے متعلق بھی مرد و خواتین دونوں کے برے تجربات زیادہ جبکہ اچھے کم تھے۔

### پولیس اور عدالتیں:

پولیس کے محکمہ سے متعلق مرد و خواتین دونوں کا ہی تجربہ بہت برا رہا۔ صرف 13% نے اپنے اس تجربے کو اچھا جبکہ 87% نے اپنے تجربے کو برا قرار دیا۔ تاہم پولیس کے محکمہ کی نسبت عدالتوں کا تجربہ نسبتاً بہتر تھا۔ مردوں نے اپنے تجربے کو 28% اچھا اور 72% برا قرار دیا، جبکہ خواتین نے 72% اور 28% برا قرار دیا۔

### محکمہ مال و ضلعی انتظامیہ:

ڈسٹرکٹ کوآرڈینیٹیشن آفس جس کی ذمہ داریوں میں ضلع کی سطح کی ایڈمنسٹریشن، تمام محکموں بشمول لاء اینڈ آرڈر ہے۔ مرد و خواتین دونوں ہی اسکی کارکردگی سے مطمئن نظر نہیں آتے۔ خواتین نے اپنے سکور کارڈز پر 18% برے تجربے کو ظاہر کیا جبکہ مردوں نے 82%۔ یونین کونسل اور پٹوار یوں سے تجربے کو بھی مرد و خواتین نے دو تہائی برا قرار دیا۔

### بجلی، گیس، ٹیلی فون و پوسٹ آفس:

واپڈا سے متعلق اپنے تجربے کو مرد و خواتین نے انتہائی غیر تسلی بخش قرار دیا۔ مرد و خواتین دونوں ہی نے سکور کارڈز پر واپڈا کے ساتھ اپنے تجربے کو 87% برا قرار دیا۔ سوئی گیس کے محکمہ کی کارگزاری سے لوگ قطعاً خوش نہیں ہیں۔ مرد و خواتین دونوں کا سکور کارڈز پر اپنے تجربے کو 61% سے زائد برا قرار دیا۔ پوسٹ آفس کے محکمہ سے متعلق خواتین کی نسبت مردوں کی رائے بہتر تھی۔

### محکمہ خوراک و زراعت، انہار، حیوانات:

محکمہ زراعت سے متعلق مرد و خواتین کا تجربہ 76% جبکہ محکمہ انہار اور محکمہ حیوانات سے متعلق تجربہ 88% برا قرار دیا گیا۔ محکمہ خوراک اور پاسکو سے متعلق مرد و خواتین کا تجربہ انتہائی برا یعنی 90% رہا۔

## پس منظر:

زمانہ قدیم سے انسانی معاشرے ایسی طرز حکمرانی کے لیے کوشاں رہے ہیں جو موثر، کم خرچ، برابری اور انصاف کے اصولوں پر مبنی ہو۔ سیاسی فلسفیوں نے بادشاہوں کو انصاف اور رعایا کی بہتری کی اہمیت کے بارے بتایا اور خبردار بھی کیا۔ آج کے جدید دور میں رعایا شہری بن چکی ہے لیکن ہمارے ملک میں شہریوں کے ساتھ رعایا سے بھی بدتر سلوک روا رکھا جاتا ہے۔ اکثر کہا جاتا ہے کہ اچھی جمہوریت بہتر طرز حکمرانی کا باعث بنتی ہے لیکن یہ نہ تو پاکستان اور نہ ہی انڈیا (جہاں تسلسل سے جمہوریت کا سفر جاری ہے) میں درست ثابت ہو رہا ہے۔ ایک کہاوت ہے کہ اچھی حکومت ہی اچھی سیاست ہے، لیکن ہمارے ہاں سیاست بری اور طرز حکمرانی بدتر ہے۔

یہاں پر حالیہ تاریخ کا جائزہ لینا مفید ہوگا۔ مابعد نوآبادیاتی ریاست کے متولیوں نے مانی باپ (Client Patron) ماڈل کو مزید دوام بخشا تاہم اب ریاست کے سرکاری اہلکار نوآبادیاتی ریاست کے مفادات کی بجائے ذاتی مفادات کو تحفظ پہنچاتے ہیں۔ قانون کی حکمرانی جو اچھی طرز حکمرانی کے لیے ریڈھ کی بڑی حیثیت رکھتی ہے اسی کو شدید ضرب پہنچائی گئی۔ ہمارے معاشرے میں قانون کی حکمرانی کا فقدان کینسر کی طرح پھیلتا جا رہا ہے۔ مثال کے طور پر اگر سکول کا ایک استاد اپنا فرض اچھی طرح ادا نہیں کرتا/ کرتی تو والدین اس سلسلے میں کچھ نہیں کر پاتے کہ اس سے مقامی سطح پر جھگڑا کھڑا ہونے کا اندیشہ ہوتا ہے کیونکہ اساتذہ کا تعلق بھی اسی کمیونٹی سے ہوتا ہے۔ اس سے بھی بڑھ کر یہ زیادہ تر اساتذہ اور صحت کے شعبہ سے منسلک افسران کی تعیناتی، ترقی اور تبادلے صوبائی اسمبلی کے ممبران کے اہم پر ہوتے ہیں۔ ایسی صورت میں میں کون ان افسران کی شکایات لگانے کی جرات کر سکتا ہے؟ مقامی سرپرست اور سیاست اور معاشرے کے درمیان بنیادی مہرہ (Linchpin) کی حیثیت رکھتا ہے اس طرح کی شکایات اس کی ناراضگی کا باعث بن سکتی ہے۔

میرا یہی علاقوں میں کام کرنے کا 25 سالہ تجربہ ہے اور غیر سرکاری تنظیموں کے قریبی مشاہدے کی بنیاد پر میں اعتماد کے ساتھ یہ عمومی رائے قائم کر سکتا ہوں کہ غیر سرکاری تنظیموں کی اکثریت اپنی مخلصانہ کوششوں کے باوجود مانی باپ (Client Patron) ماڈل کے تصور کو ایک حقیقی جمہوری فیصلہ ساز ادارے میں ڈھالنے میں بے مشکل ہی معمولی سی کامیابی حاصل کر سکتی ہیں۔ مقامی سرپرست (Patron) شریک عمل اور ڈھانچے کو اپنے مفاد میں استعمال کرنے میں کامیاب اور نتیجتاً پہلے سے بھی زیادہ طاقتور ہوتا ہے۔ سوال یہ ہے کہ ایسی صورت حال میں کیا کیا جانا چاہیے؛ مقامی سرپرست کو ہٹا دیا جائے یا پھر کوئی متبادل راستہ اختیار کیا جائے؟ لیکن یہ دونوں صورتیں ہی قابل عمل نہیں ہیں۔ بلکہ اس صورتحال کو بہتر بنانے کے لیے تمام مقامی افراد، مرد و خواتین، امر اور خرابا کو ایک نئے سماجی معاہدے کی طرف لانے کی ضرورت ہے تاکہ وہ سرکاری اہلکاروں کے ساتھ براہ راست رابطہ رکھیں۔ اس سے مقامی سرپرست کی حیثیت بتدریج کمزور ہونی جائے گی۔ اس سارے عمل میں غیر سرکاری تنظیم کا کردار اہم اور فیصلہ کن تو ہے لیکن اس امر کا خیال رکھا جائے کہ کمیونٹی کے نمائندے کے طور پر یہ مداخلت کم سے کم ہونی چاہیے؛ میں اس بات سے بھی بخوبی آگاہ ہوں کہ اگر مقامی افراد اپنے مطالبات سوچ سمجھ کر اور مشترکہ طور پر سرکاری اہلکاروں کے سامنے رکھیں تو وہ مثبت انداز میں جواب دیتے ہیں اور اسی بات کو مد نظر رکھتے ہوئے پراجیکٹ میں درج ذیل سرگرمیاں ترتیب دی گئیں جو مقامی سطح پر طرز حکمرانی بہتر کرنے میں اہم کردار ادا کر سکتی ہیں:

- 1- لوگوں کو یہ یاد کرانا کہ سرکاری اہلکاران کے آگے جو ابدہ ہیں اور یہ کہ ان کی تنخواہیں عوام کے ٹیکس سے ادا ہوتی ہیں۔
- 2- اس بات کو اچھی طرح جان لیا جائے کہ اگر کوئی اہلکار اپنی ذمہ داریاں ادا کرنے میں ناکام رہتے ہیں تو نہ صرف ضابطے کے تحت ان کی سزائیں بلکہ انہیں برطرف بھی کیا جاسکتا ہے۔
- 3- مرد و خواتین کو نہ صرف قانون اور آئین میں دیئے گئے اپنے حقوق بلکہ ریاست اور حکومت کی ذمہ داریوں سے بھی مکمل آگہی ہونی چاہیے۔
- 4- مردوں کو یہ بھی سمجھنا چاہیے کہ خواتین کو اپنے پاؤں پر کھڑا کرنے کے باعث مردوں کا بوجھ بھی کم ہوگا۔
- 5- مقامی افراد کو سرکاری اہلکاروں اور منتخب نمائندگان سے شکایات کو بغیر کسی ڈر اور خوف کے سامنے لانا اور اپنے اندر ہر طرح کی تفریق ختم کرنا ہوگی تاکہ بہتر سہولیات کا حصول ممکن ہو سکے۔

کمیونٹی کے مطالبات یا شکایات کو بہتر طور پر سامنے لانے کے لیے ایک تنظیمی ڈھانچے کی ضرورت ہے جس میں ہر کسی کی شمولیت ہو اور وہ اپنی آواز حکومت کی ہر سطح پر پہنچا سکے اور اس سلسلے میں تنظیمی سطح پر چوتھا درجہ صنفی اصلاحی کمیٹیاں بہت کارآمد ثابت ہوئے۔ اس میں خواتین مرد شامل تھے یہ صنفی اصلاحی کمیٹیاں مقامی، ضلعی، صوبائی اور قومی سطح پر تشکیل دی گئیں۔ کمیٹی میں خواتین اور مردوں کا تناسب 2 اور 1 کا تھا یعنی (2 خواتین اور 1 مرد)۔ اس ڈھانچے کے ذریعے کمیونٹی کو آگاہی، تحقیق، ایڈوکیسی اور جواب دہی جیسی سرگرمیوں میں شامل کیا جاتا ہے۔

پروگرام کا ایک اہم حصہ محکمہ جات کی کارکردگی کا صنفی سکور کارڈ تیار کرنے پر مشتمل تھا۔ اس کارڈ پر 26 محکمہ جات کے نام تحریر تھے اور کارڈ بھرنے والے کے سامنے سرکاری اہلکاروں سے متعلق اپنا تجربہ ریکارڈ کرنے کے لیے "اچھا"، "برا"، اور "نہ اچھا نہ برا" کے نشانات دیئے گئے تھے۔ ہر محکمہ کی کارکردگی درج کرنے کے لیے 3 ماہ میں 16 اندراج کی گنجائش رکھی گئی تھی۔ یہ جانتے ہوئے کہ مرد و خواتین کی اکثریت پڑھی لکھی نہیں ہے لہذا سکور کارڈ پر اندراج کے لیے تصاویر اور نشانات کا استعمال کیا گیا۔ ہر تین ماہ کے بعد یہ کارڈ اکٹھے کیے جاتے اور معلومات کا تجزیہ کیا جاتا۔ محکمہ جات کی کارکردگی سے متعلق یہ رپورٹ گذشتہ تین سہ ماہی رپورٹوں پر مشتمل ہے۔ تجربے کے بعد ہر رپورٹ اور تفتیش کو متعلقہ کمیونٹی، ضلعی، صوبائی اور وفاقی سرکاری اہلکاروں، میڈیا، منتخب نمائندوں، سیاسی جماعتوں اور سوسائٹی کے ساتھ شیئر کیا گیا۔ صنفی اصلاحی کمیٹیوں کے ممبران نے سارے عمل میں نمایاں کردار ادا کیا۔ اس پراجیکٹ میں خواتین کو 2000 اور مردوں کو 1000 یعنی کل 3000 سکور کارڈ تقسیم کیے گئے۔ جون 2013 تک 5122 کارڈ تقسیم کیے گئے جبکہ ستمبر تک 4111 کارڈ زاپس پہنچے۔ لہذا اس رپورٹ میں 4111 کارڈ کا تجزیہ شامل ہے

اور اس پراجیکٹ پر سوات، نوشہرہ، لیہ، مظفر گڑھ، ملتان، راجن پور، کشمور اور شکار پور کے سیلاب زدہ اضلاع میں عملدرآمد ہو رہا ہے۔ ہر ضلع میں اس پراجیکٹ کے تحت 6 علاقوں میں کمیونٹی کے ساتھ کام کیا جا رہا ہے اور تمام وہ اضلاع ہیں جو 2010 کے سیلاب سے بری طرح متاثر ہوئے۔ بیشتر لوگ غریب، تنہا، عاجز اور بے دست و پا ہیں۔ سب سے بڑھ کر ان تمام علاقوں میں خواتین کی حیثیت تکلیف دہ حد تک دگرگوں ہے۔ اسلئے اس پراجیکٹ کا ایک اہم مقصد صنفی نابرابری کو کم کرنا بھی ہے۔

اس پراجیکٹ میں نہ صرف محکمہ جات کی کارکردگی کا صنفی سکور کارڈ متعارف کروایا گیا بلکہ اس پراجیکٹ کے آٹھ ضلعوں میں 48 جگہوں پر ایک baseline سروے بھی کیا گیا۔ اس سروے کی ڈرافٹ رپورٹ تین کی ویب سائٹ [www.pattan.org](http://www.pattan.org) پر ملاحظہ کی جاسکتی ہے۔ اس سروے کا بنیادی مقصد پراجیکٹ کے علاقوں میں صنفی نابرابری کو جانچنا اور اس میں کمی کے لیے "خواتین مختلف ہر قسم کے امتیازی سلوک کے خاتمہ کا کنوینشن" (CEDAW) اور ہزاروی اہداف (MDGs) کی روشنی میں عملی اقدامات اٹھانے تھے۔

## عوامی تجربات پر مبنی سکور کارڈ:

26 محکمہ جات کی کارکردگی جانچنے کیلئے سکور کارڈ کا طریقہ منتخب کیا گیا۔ یہ جانتے ہوئے کہ تمام لوگ پڑھے لکھے نہیں، سکور کارڈ پر "اچھا"، "برا"، اور "نہ اچھا نہ برا" کے نشانات دیئے گئے۔ پراجیکٹ کے آٹھ اضلاع میں مردوں کو کل 1826 سکور کارڈ دیئے گئے اور انہوں نے 1448 کارڈ بھر کر واپس کئے، جبکہ خواتین کو 3296 سکور کارڈ دیئے گئے اور انہوں نے 2663 کارڈ بھر کر واپس کئے۔ کل تقسیم کردہ کارڈز کی تعداد 5122 اور بھر کر واپس آنے والے کارڈز کی تعداد 4111 تھی۔