

Gender Governance Performance Scorecard Report - III

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

October– December 2013



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Glossary

BISP	Benazir Income Support Program
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women.
DCO	District Coordination Office
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
KP	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

Introduction

Good governance is not just rule of law; it is also making rules and policies by involving citizenry in the processes and structures of decision making. Despite being a 'democratic' country, we lack good governance. Very often it is argued that strong accountability mechanisms lead to good governance. Some countries like India and Pakistan do have accountability mechanisms i.e. National Accountability Bureau (NAB), Public Accounts Committees, Ombudsmen and Right to Information Act etc. but their impact on governance is minimal. There may be many reasons of this failure but in our view a major factor is absence of vocal social movements and civil society as they articulate collective voices of the people against corruption and ineptness of rulers. Hence this pressure help in improving governance.

This report is a small component of a humble attempt toward improving governance through people centered accountability method. The project adopted a four-pronged strategy in this regard: (i) awareness drive about rights and gender based disparities, (ii) formation of community based associations, (iii) collection of governance data and (iv) articulate demands through collective action.

The project aimed to narrow gender disparities in 48 flood-affected locations in eight districts of Punjab, Sindh and Khyber Pukhtunkhwa (KP) during 2012-14.

In order to bridge gender gaps, along with awareness drive about rights that are enshrined in Pakistan constitution and laws and her commitments under UN covenants e.g. MDGS, CEDAW, ICCPR etc. the partner communities (men and women) were facilitated to trace root causes of gender based discrimination through participatory tools. Knowing very well that awareness alone may not lead to any meaningful change in gender situation, a platform was created to articulate, debate and address issues and to take collective action for solution. In this regard, Gender Reform Committees were formed first at the community level. Each of the community based GRC sent three delegates (2 women and 1 man) to from district GRCs. Similar process was adopted to form chapters of provincial and national GRCs. More than 500 women and 200 men became involved in various chapters of GRCs. This made GRC an organic body and made it possible to act and react on emerging issues.

For instance, GRC members played a crucial role in making Gender Governance Performance Scorecard (GGPS) a success. They identified and finalized potential cardholders, helped PATTAN in training, distributed and collected GGPS cards from them, shared findings of GGPS reports at local and district level, made officials accountable by using these findings and actively participated in GGPS launching events at all levels.

The GRC members also helped PATTAN to collect baseline¹ data on gender disparities. This not only set the benchmark of gender situation in each project location but also helped the women and the men in these areas to reflect and act on it.

About this report

In order to assess quality of governance and satisfaction level of the public, it was imperative to ascertain experiences of both men and women with government officials and elected representatives. For this purpose we developed an extremely simple scorecard – Gender Governance Performance Scorecard (GGPS) that was easy to fill even by an illiterate person. Specimen pasted in Annex 1.

This third and final GGPS report is based on accumulative entries of all the previous four rounds and the final round that was conducted during October – December 2013.

¹ http://www.pattan.org/data_files/UNDF-Baseline.pdf

The report is divided into three main sections. National section consists of datasets of all the 48 project locations. Provincial section covers all the three provinces separately, with sub sections on its districts. Location wise data analysis is not included in this report. However, it was prepared and shared with respective host communities and local officials.

Each section consists of two parts. First, intends to rank departments on the basis of GGPS scores. This means higher the scores, greater the relevance. At this stage we only counted scores of each department and ignored whether the scores were bad or good. Then all the 40 departments, divided in four quintals. Top ten- most frequently visited are put under 'Highly Relevant' category; the next ten frequently visited are titled as 'Moderately Relevant'; the third category consists of the next ten which are less frequently visited departments, they are called 'Somewhat Relevant' and the bottom ten are named as 'Least Relevant'. The experiences (scores) of the male and female cardholder have also been shown for each department. This helps understand gender differentiation. In some districts the cardholders did not interact with some departments at all, therefore a list of such departments has been provided in the report.

The second section provides comparisons between good and bad experiences of the women and the men with all the 40 institutions and the last part consists of conclusions and policy recommendations. Experience with elected representatives was separately examined because of their importance in legislation, public policy, government oversight and constituency work. Therefore, highlighting satisfaction level of the public about them was very important.

We have inserted lots of graphs in the report for the benefit of visual reading that is easy to explain and quick to understand.

The previous GGPS reports were launched at national, provincial, districts and location levels. The purpose was (a) to make the public and media about the state of governance and (b) to make officials accountable. In total about 7,000 representatives of NGOs, political parties, social movements and media houses; officials, elected representatives and community members participated in the events.

1. Scale and Scope of GGPS

During the project duration 5 rounds of GGPS were completed. In total 10,724 cards were distributed to 3,934 men and 6,790 women and they returned 9,128 or 85% of the cards after recording their experiences. On average 223.4 persons participated at each location. Per location average of women was 141.5 and men's 81.9. As many as 86% of the women and 84% of the men returned their cards to PATTAN. The round wise distribution of cards is given in Table 1.

In the first four rounds, the GGPS consisted of 26 institutions - 23 government departments, elected representatives (Members National Assembly and Members of Provincial Assemblies) and banks. During the report launching events of the first two reports some participants suggested to add more departments on the cards. As a result the final GGPS had 40 institutions on it.

Figure 1. Gender wise card distribution and utilisation

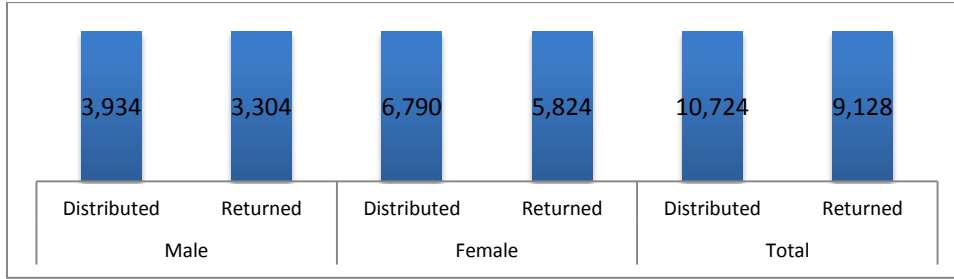


Table 1. Showing number of cards distributed to and returned by males and females

GGPS rounds	Male		Female		Total	
	Distributed	Returned	Distributed	Returned	Distributed	Returned
1 st three rounds	1,068	847	1,683	1,372	2,751	2,219
4 th round	1,826	1,448	3,296	2,663	5,122	4,111
5 th round	1,040	1,009	1,811	1,789	2,851	2,798
Total	3,934	3,304	6,790	5,824	10,724	9,128

District wise analysis shows that women and men in Kashmore received the highest number of cards, but it was in Swat where most women returned the cards followed by Layyah. For details see table 2.

Table 2. District wise distribution of cards

District	Male		Female		Total	
	Distributed	Returned	Distributed	Returned	Distributed	Returned
Punjab	1902	1589	3341	2977	5243	4566
Layyah	464	457	824	817	1288	1274
Rajampur	460	444	778	761	1238	1205
Muzaffargarh	560	336	949	716	1509	1052
Multan	419	352	789	683	1208	1035
Sindh	1088	912	1891	1509	2979	2421
Shikarpur	435	354	851	788	1286	1142
Kashmore	653	557	1040	722	1693	1279
KP	944	804	1558	1337	2502	2141
Nowshera	374	279	613	434	987	713
Swat	570	525	945	903	1515	1428
Total	3934	3304	6790	5824	10724	9128

2. Overall Scale of Public Interaction with Officials

Scale of interaction of the cardholders with officials is being calculated on the basis of entries they have recorded about their experiences for various institutions. This means greater the number of entries, higher the level of interaction. During the six rounds the cardholders recorded as many as 88,248 experiences. Though in Punjab project partners received 48% of the total cards, they recorded 71% (62,565) of the total entries. On the other hand, the cardholders in Sindh and Khyber-Pukhtunkhwa (KP) recorded fewer entries than their share in cards. For instance cardholders in Sindh and KP received 28% and 24% respectively but their share in entries was only 17% and 12% respectively. Similarly, the women got 64% of the total cards, but their share in entries was only 47.5%. On the other hand, men had 36% of the total cards but their share in entries was 52.5%.

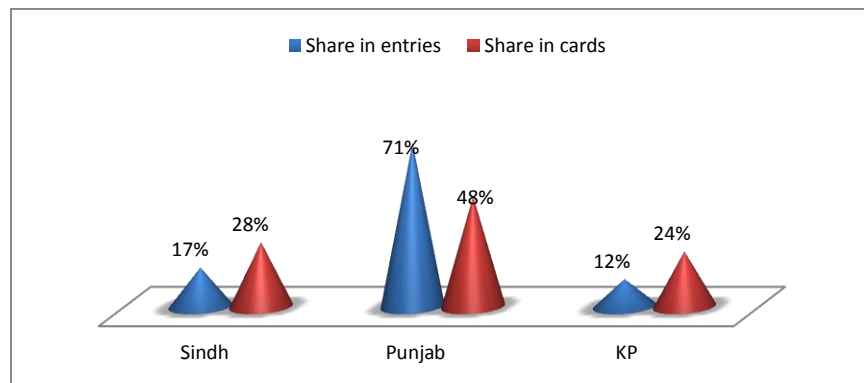
There appears an inverse relationship between possession of cards and interaction with officials. This differential interaction seems to be due to different stages of development i.e. gender, social and physical infrastructure. For

instance in KP where restriction on women’s mobility is harshest, the female cardholders had least interaction with officials. Table 3 provides province wise ratio between cards and entries and Figure 2 shows province wise difference between possession of cards and entries. This helps to understand the interaction level in each province.

Table 3. Showing province wise number of cards distributed and number of entries made on cards

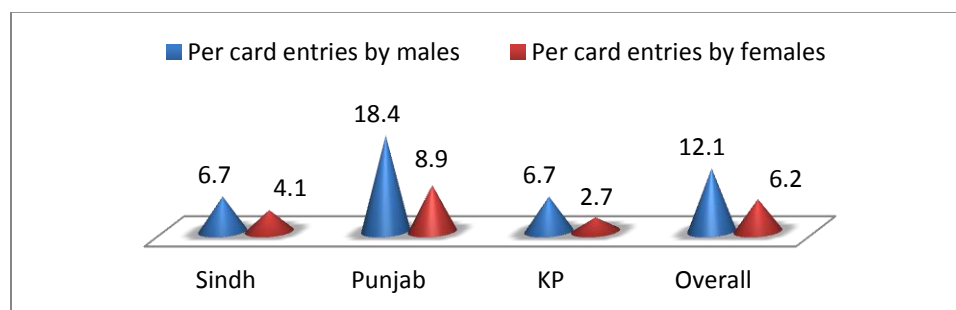
Province	Share in entries	Share in cards	Ratio
Sindh	15,062	2979	5.0
Punjab	62,565	5110	12.2
KP	10,621	2502	4.2

Figure 2. Showing province wise differences between possession of cards and entries



It is interesting to note that the interaction of male and female cardholders with officials in Punjab was almost three times higher than Sindh and KP. In Punjab per card male and female cardholders made 18.4 and 8.9 entries respectively. While in Sindh it was 6.7 and 4.1 and it was lowest in KP, where it was just 6.7 and 2.7. It clearly shows that the women in KP have least interaction with officials. Perhaps due to restrictions on the female cardholders in KP, their share in entries was lowest e.g. 39.9%, followed by Punjab 47.9% and in Sindh the female cardholders surpassed their male counterparts by achieving 51.4% entries. For details see Figure 3.

Figure 3. Showing percard entries of male and female cardholders in the provinces.

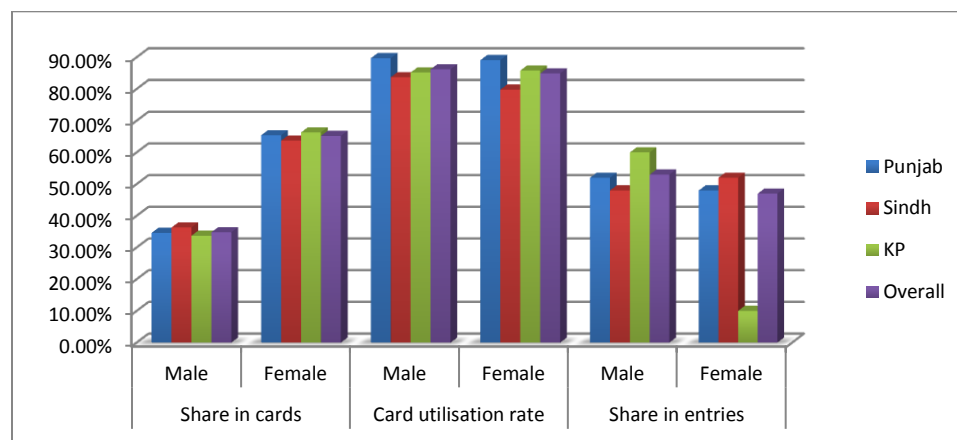


A comparison between card utilisation and entries datasets reveal interesting trends. In KP and Punjab, equal percentage of male and female cardholders used their cards, but the female cardholders recorded fewer entries on their cards. This means they had less interaction with officials. In KP the women have only 10% share in entries. On the other hand in Sindh, women’s card utilisation rate was lower than the men, but their share in entries is greater than the men. This regional variations requires further investigation, which is outside the scope of this report.

Table 4. Showing female and male shares in cards, utilization of cards and level of interaction

Province	Share in cards		Card utilisation rate		Share in entries	
	Male	Female	Male	Female	Male	Female
Punjab	34.6%	65.4%	89.7%	89.1%	52%	48%
Sindh	36.3%	63.7%	83.7%	79.8%	48%	52%
KP	33.7%	66.3%	85.2%	85.8%	60%	10%
Overall	34.8%	65.2%	86.2%	84.9%	53%	47%

Figure 4. Showing female and male shares in cards, utilization of cards and level of interaction



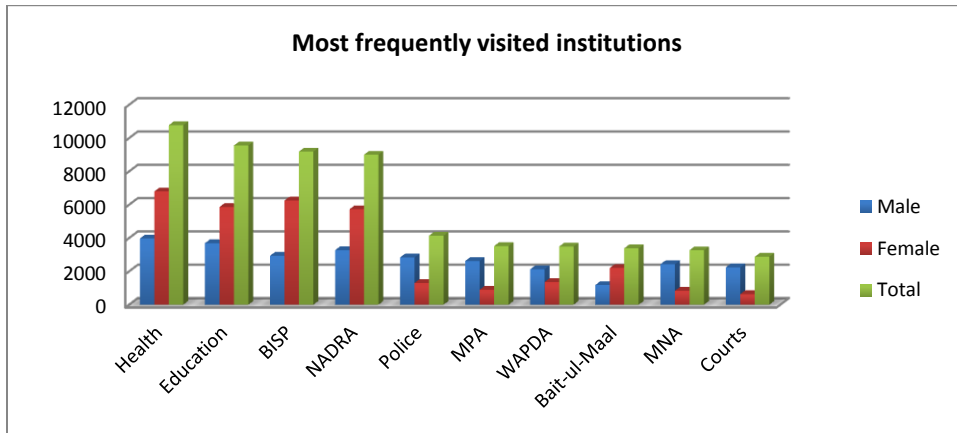
3. Ranking of institutions

In order to understand relative relevance of various departments in the lives of the project communities, we have divided the 40 institutions in the following four categories and each category has ten institutions: (i) Highly Relevant - most frequently visited institutions or top ten, (ii) Moderately Relevant - frequently visited institutions (iii) Somewhat Relevant - somewhat frequently visited, and (iv) Least Relevant – the bottom ten.

3.1. Highly Relevant Institutions

Overall male and female cardholders had most frequent interaction with the following ten institutions: Health, Education, BISP, NADRA, Police, MPAs, WAPDA, Baitul-Maal, MNAs and Courts. Out of the overall 88,248 entries, these institutions obtained 59,198 or 67% of the total scores, and the women’s entries in it are 54%. The health and education received 12% and 11% scores respectively. BISP and NADRA got 10% each. It is worth highlighting that the cardholders had the most frequent interaction with these four departments in most locations. But it is in fact female cardholders who had visited these department officials more frequently than their male counterparts. For Bait-ul-Maal too female entries are higher than the men. On the other hand the men visited Police, MNAs, MPAs and Courts more frequently than the women. See Figure 5.

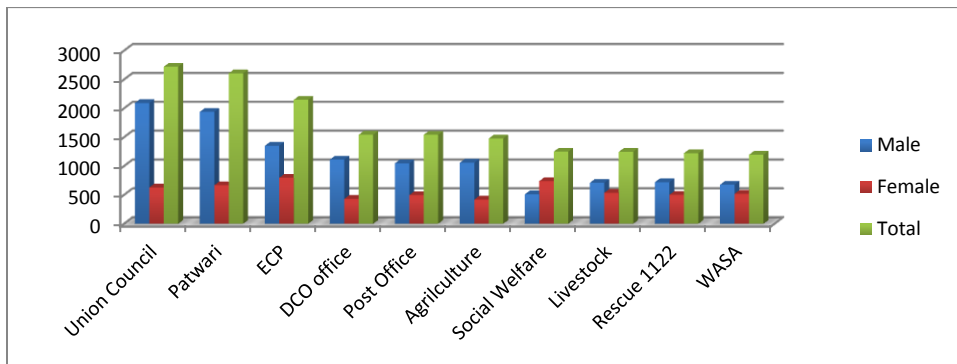
Figure 5. Showing Scores for Highly Relevant Institutions



3.2. Moderately Relevant Institutions

The less frequently visited institutions got just 16,954 or 16.2% of the total entries and this is 3.4 times fewer scores than the most frequently visited group of departments. The female cardholders constitute more than one-third and male cardholders two-third of the entries. Unlike the top ten group, in this group of departments except social welfare department, the women’s scores are fewer than the men. This means the women had less interaction with this group of institution. See Figure 6.

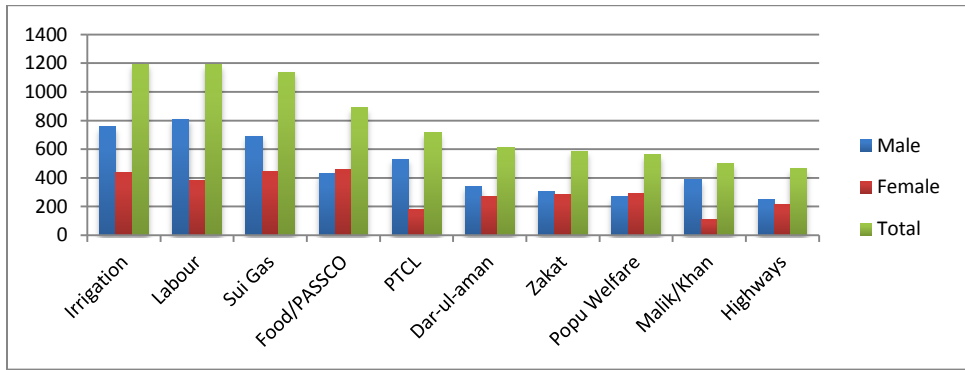
Figure 6. Showing male and female entries for Moderately Relevant Institutions.



3.3. Somewhat Relevant Departments

In this category of departments, men’s share in entries is larger (66.2%) than the women, which is just 33.8%. However, the women entered slightly more entries for Population Welfare and Food/PASSCO than the men. Overall this category received only 8.8% of the total entries.

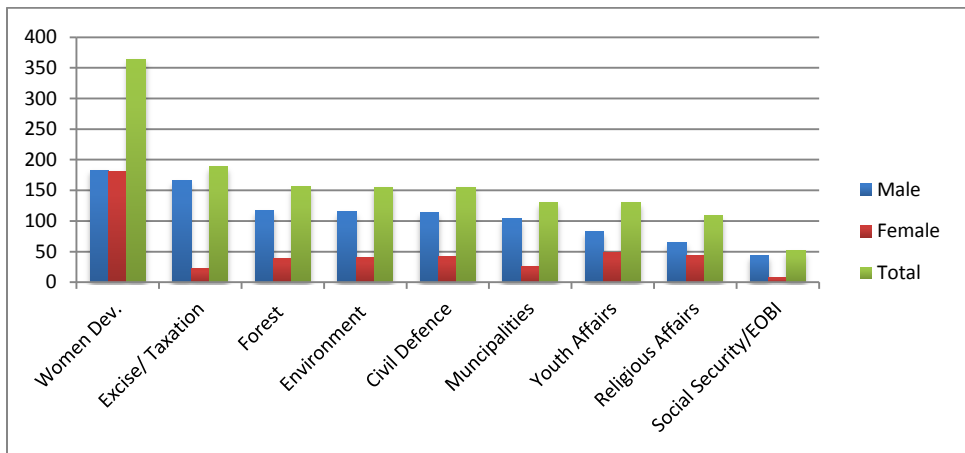
Figure 7: Showing Scores for Somewhat Relevant Departments



3.4. Least Relevant Departments

Except Women Development for all other departments women’s interaction was far less than the men. Most of the departments in this category on average received about 150 scores and the share of this category in total scores is just 1.5%. It is strange that in spite of importance of these departments, there was so little interaction of the public with them. It may be due to either absence of these departments in most of the project locations or because of lack of access to them.

Figure 8. Showing Scores for Least Relevant Departments

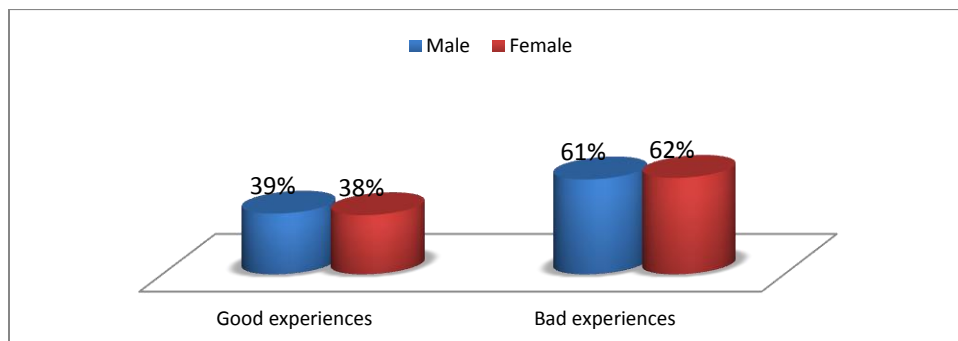


4. Satisfaction and Dissatisfaction Level

The level of interaction of the cardholders though shows relevance and importance of departments, it does not necessarily mean that higher level of interaction lead to higher level of satisfaction. This section attempts to explain this relationship.

Out of 88,248 total recorded experiences, 33,959 entries or 38.5% fall in good category, while 54,289 (61.5%) in bad. As far as gender disaggregation is concerned, almost similar percentage of male and female cardholders had good and bad experiences. See Figure 9. Overall, it appears that most institutions have little capacity and intentions to serve the public in a satisfactorily. Most complaints emerging from the cardholders reveal rude behavior of the officials, they demand or expect bribe and in case a citizen pays bribe the attitude of the official would change.

Figure 9. Showing male and female good and bad experiences

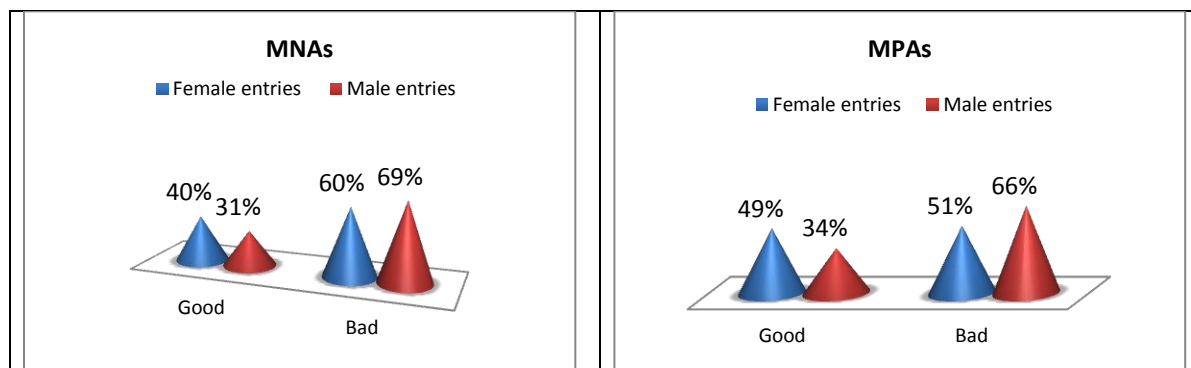


4.1. Highly Relevant Institutions

(a) Elected Representatives (ERs)

ERs consist of Member of National Assembly and Members of Provincial Assemblies. As mentioned above the ERs fall in the 'Highly Relevant Institutions' list. But, most (61.5%) of the cardholders' experiences fall in bad category. The males' entries show even higher level of dissatisfaction. More than two-third of them recorded bad experiences for both MNAs and MPAs. The female cardholders are also found to be unhappy with them but with less percentage. The scorecards data clearly establishes that the women's access to ERs is far less than the men. Out of 6,784 total entries for ERs, the women's share is just 1,732 or 25.5% and then more than half of them found to be unhappy with their ERs. This clearly shows that more women than men of our country have access to ERs.

Figure 10. Showing bad and good experiences of male and female cardholders with Elected Representatives



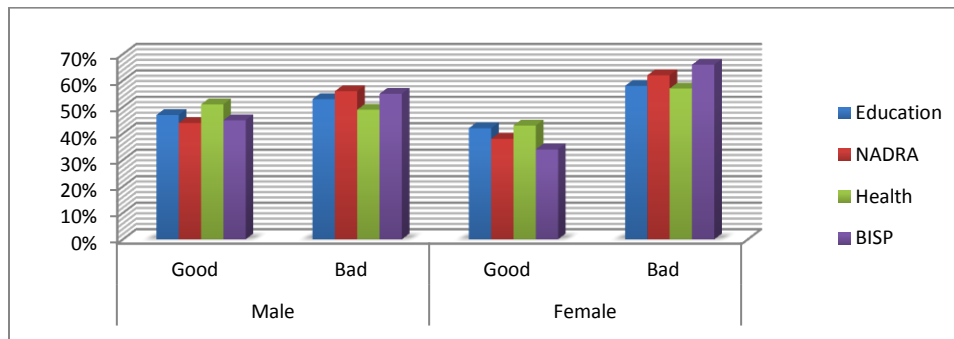
(b). Highly Relevant Institutions

Education, Health, BISP and NADRA emerge as the top four 'Highly Relevant Institutions.' As mentioned above, the departments with whom the cardholders had more frequent interaction were likely to be less popular. Out of total 88,248 entries, the share of top four departments was 43%, but most of these experiences happen to be bad. The women had more bad experiences than their male counterparts as far as these four departments are concerned. Figure 11 shows that more than 60% of the female entries fall in bad category, while about 55% of the male entries for these departments show dissatisfaction.

The cardholders' satisfaction level from rest of the four top departments is even lower than the first four top departments. More than 70% experiences of male and female cardholders with Police, WAPDA, Baitul-Maal and Courts fall in bad category. See Figure 12

This poor performance of the top eight departments is due to number of factors. But the most important reason seems to be gap between demand and supply side behavior, corruption and poor governance.

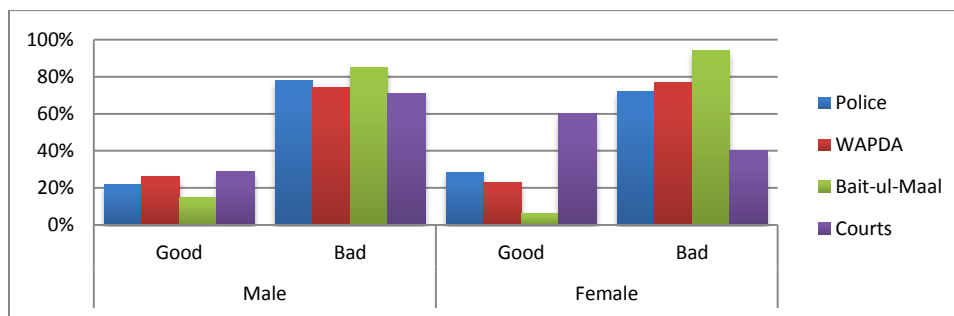
Figure 11. Showing good and bad scores of top four Highly Relevant Departments



4.2. Moderately Relevant Departments

Overall, about 44% cardholders had good experiences with this category of departments. However, more men than women recorded bad experiences with them, which was 59% and women’s 52%. Department wise percentages of bad and good scores are given in Figure 13. This shows that only Post Office and Rescue 1122 received more than 50% scores from the men, while Rescue 1122, Post Office, ECP and Union Councils got more than 50% scores. As for DCO Office is concerned, the men and women have opposite experiences. More than two-third of women scores fall in good category and slightly less two-third of men’s score in bad category for DCOs.

Figure 12. Showing good and bad scores of Police, WAPDA, Bait-ul-Maal and Courts



4.3. Somewhat Relevant Departments

For this category of departments, overall 63% female and 58% male entries show dissatisfaction from their officials. In this category only Lumberdars and Population Welfare received more good from both male and female cardholders. Rest of the departments obtained more bad scores. Food, Labour and Irrigation departments received highest percentage of bad scores from the males, the women too rated Irrigation very badly, followed by Food, Sui Gas and then Labour. See Figure 14.

4.4. Least Relevant Departments

As mentioned above, a department with whom the cardholders had very little interaction is considered as least relevant. Either these departments don’t exist in the project locations or they don’t offer any services to the public or the public is unaware of their roles. The share of these departments in entries was just 1.5%. Like the top 10

most frequently visited departments, the bad scores for the bottom 10 - least relevant departments are also very high. Overall 92% female and 65% male entries go for bad category. The Women Development department received as many as 97% bad entries from the female cardholders. Figure 15 shows department wise male and female good and bad entries.

Figure 13. Showing bad and good scores of male and female cardholders for Moderately Relevant Department

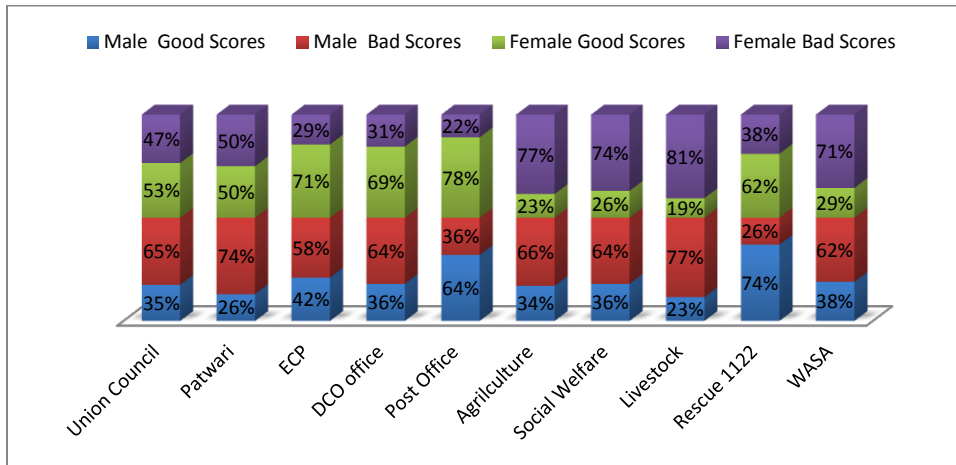


Figure 14. Showing bad and good scores of male and female cardholders for Somewhat Relevant Departments.

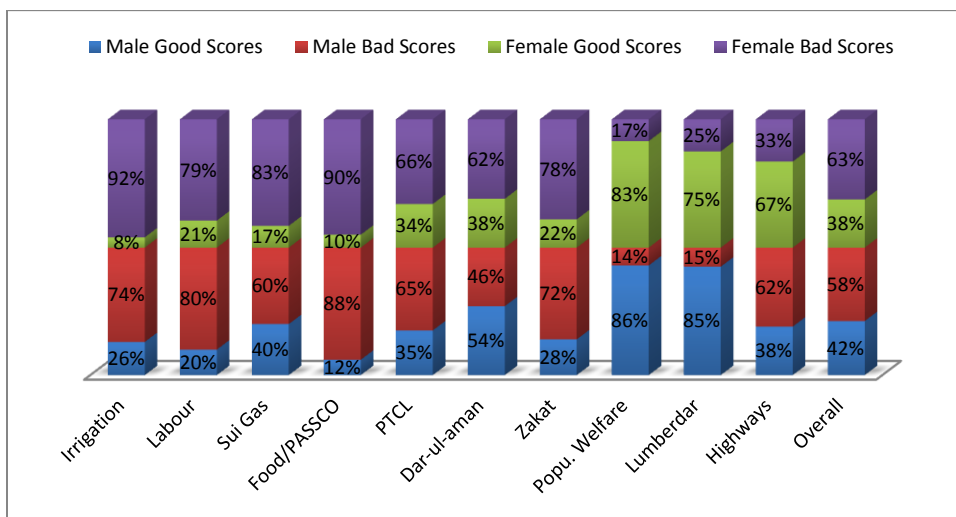
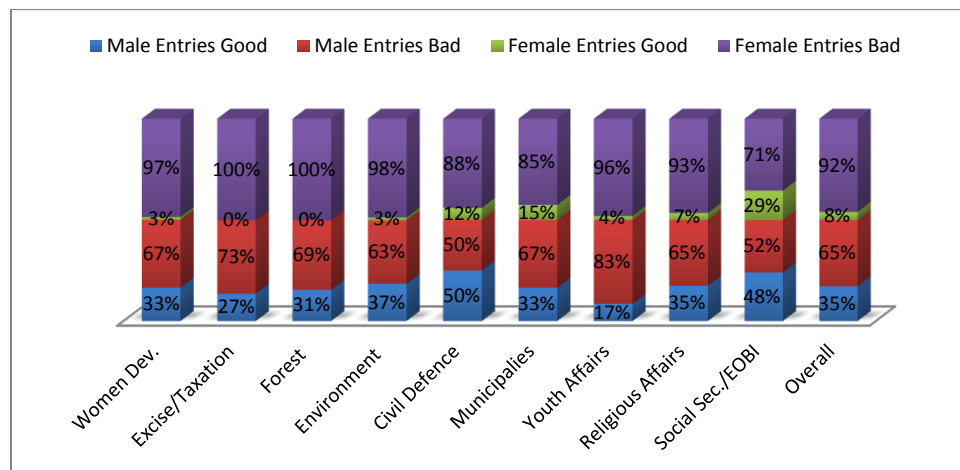


Figure 15. Showing bad and good entries male and female cardholders for Least Relevant Departments.



5. Conclusions and Recommendations

The GGPS datasets of female and male cardholders clearly establish the following facts and based on that we give our recommendations:

- It is worth mentioning here that the GGPS did empower the cardholders as they used it to assert for their rights and the officials started responding positively. The ruling parties should develop some form of transparent assessment of officials by service users. Promotion of and rewards to officials should be awarded on basis of such data.
- A large (about 80%) percentage of experiences of both men and women were likely to show high level of dissatisfaction from most departments including MNAs and MPAs. In our view this is due to absence of oversight bodies i.e. elected councils in the country. Therefore, we strongly urge the ruling parties to introduce a local government system which provides at least 33% seats to women at all levels (from councillors to Chairpersons) and in all councils and every seat must be filled through direct elections. This will build an organic relationship between voters and elected officials.
- GGPS datasets corroborate some of the already prevalent facts about provincial differences as far as women's position is concerned. For instance, the women in KP had less interaction with officials than their female counterparts in other provinces. In the KP female constituents have no or very little interaction with the elected representatives too. In other provinces though gender gap exists in this regard, more women were found interacting with MNAs and MPAs.
- In spite of restrictions on women's mobility and segregation between men and women, they had more frequent interaction than their male counterparts with those departments, which offer services to women and have female staff. For instance, the women's scores were far greater than the men for health, education, NADRA and BISP. Therefore, it is imperative to induct more women in government services at all levels of hierarchy. This will encourage women to interact with officials.
- The data shows that more than 80% entries of women and men fall in the category of bad experience and these are the most frequently visited departments. It may be due to lack of staff and lack of expertise/skills or heavy load of work and because of bad behaviour of officials. We urge the district and provincial officials to conduct a thorough assessment of the situation and take remedial steps.

Annex 1. Gender Governance Performance Scorecard



سرنامہ

Gender Governance Performance Score Card
منصوبہ برائے حصول صنفی مساوات

جائزہ کارڈ برائے
کارکردگی حکمرانی



نام:

جنس:

خلع:

مقام:

تاریخ اجراء:

تاریخ وصولی:

یہ کارڈ بنیادی طور پر سرکاری محکمہ جات کی صنفی حوالہ سے کارکردگی کا جائزہ لیے اور اس کے نتیجے میں اعداد و شمار سے نکلنے والے رجحانات پر عوامی بیرونی کے ذریعے نگرانی کو بہتر کرنے اور سماج اور حکومتی خدمات میں پائی جانے والی صنفی نا برابری کو دور کرنے کیلئے حتمی کرایا جا رہا ہے۔ آئی بنیاد پر برہمن ماہ کے بعد ایک جامع رپورٹ جاری کی جائے گی۔

حکومت کی کارکردگی کا جائزہ لینے اور بہتر بنانے کیلئے یہ بہت ہی عمدہ کوشش ہے اس لئے ہم توقع کریں گے کہ آپ اسے پوری سنجیدگی اور مدداری سے پڑھیں۔ آپ کے تعاون سے یقیناً آپ کے علاقے کے مسائل کم کرنے میں مدد ملے گی۔ اس کارڈ کو پڑھنے کے کا طریقہ درج ذیل ہے۔

- اس کارڈ میں ہر محکمہ کے سامنے تین اہتمام دی گئی ہیں۔ ایک خوشی (😊) ، دوسری مایوسی (😞) اور تیسری غمی کی کیفیت (😐) کو ظاہر کرتی ہے۔
- ہر خانے کے پیچھے چھ خانے ہیں، جب بھی آپ کسی محکمہ یا اس کے کسی اہلکار سے واسطہ پڑے تو آجکالیں جنہوں میں سے کسی ایک صورت حال کا نمونہ سامنا کرنا پڑتا ہے۔ جو بھی آپ کا کسی محکمہ یا اس کے کسی اہلکار سے واسطہ پڑے تو آپ اپنا تجربہ مختصراً خانے کے پیچھے بھرنے چھ خانوں میں سے ایک پر یہ نشان X لگا دیں۔
- یہ کارڈ تین ماہ کی مدت کیلئے ہے اس لئے انکی معاہدہ ختم ہونے پر اسے فوری طور پر تیس ماہ یا اس کے بعد کسی فرد کو پیش کرنا کئے جانے چاہئے تاکہ نیا کارڈ حاصل کریں۔
- کارڈ جمع ہونے کی صورت میں نیا کارڈ حاصل کریں۔

چین کا مطلع نظر

کیسا لینے سہی اور منصفانہ معاشرے کا قیام ہے جہاں تمام شہریوں کو برابر معاشی، سیاسی، ثقافتی اور مذہبی حقوق حاصل ہوں اور جہاں تمام لوگوں کیلئے بغیر کسی امتیاز کے ترقیاتی عمل سے فائدہ اٹھانے کے مواقع موجود ہوں۔

چین کا مشن

یہ کہہ کر ہر شخص کو مطلع کرنا ہے کہ تمام شہریوں کو سیاسی و معاشی اور سماجی ترقی کے عمل میں کیونکر ملنا چاہئے۔ تین ہر رنگ، استحباب اور برادری کے ذریعے ہمارے ہمارے مرکزی ادارے میں لائے گی تاکہ قومی ڈیمانڈز اور پالیسیوں میں بہتر تبدیلی لائی جاسکے۔

































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