



STATE OF GOVERNANCE IN PAKISTAN

2023

Trust for Democratic Education & Accountability (TDEA)

www.tdea.pk

TRUST FOR DEMOCRATIC EDUCATION AND ACCOUNTABILITY (TDEA)

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FOREWORD

It is my pleasure to introduce our pioneering study, "State of Governance in Pakistan". This extensive analysis explores the complexities of governance and its effects on citizens' lives—understanding, experiences, and involvement related to their issues. This report also signifies a critical achievement in our strategic initiative to promote the discourse on meaningful governance reforms.

This study would not have been possible without a dedicated team. Shahid Fiaz's vision, as the former CEO of TDEA, was instrumental in fostering the essential environment for this initiative. Sahibzada Shah Saud, as the lead analyst and writer, led the team that conceptualized and executed the research, which included a nationwide survey of 6,400 households and interviews with officials representing critical governance institutions and departments.

Like any significant undertaking, this report is a testament to the dedication and expertise of a committed team. Yasser Javed played a pivotal role in shaping the study's insights with his analytical acumen. Ms. Kanwal Mahmood and Shahab Saqib carefully crafted and refined the report, ensuring its clarity and coherence.

We have also included our special report, "Citizens' Engagement in Local Governments: The Way Forward". We owe our gratitude to Zahid Islam, an expert in local governance and the report's author, for his valuable contribution. Mr. Islam conducted nationwide stakeholder consultation workshops and developed a comprehensive and well-defined agenda for citizen engagement, which serves as a roadmap to effective grassroots governance. The visual elegance of this report is owed to the creative work of Javed Khan, who meticulously designed its layout and presentation, making the report accessible and impactful.

Lastly, we would like to express our heartfelt gratitude to AUSAID for their support. Their commitment to fostering informed governance is commendable.

To conclude this note, we hope the study will inspire introspection and contemplation on the necessity of substantial governance reforms that promote a thriving and satisfying national experience for every Pakistani citizen. We at TDEA share this cause and are committed to pursuing it as one of our strategic objectives in the days and years to come.



Muddassir Rizvi

Chief Executive Officer (CEO)

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EXECUTIVE SUMMARY

This report is based on a sampled survey of heads of 6,400 households across 111 districts in four provinces and the federal capital. The survey is representative of the entire country, excluding 20 of the 131 districts in the country.¹ The survey questionnaire was designed to collect information and data on critical indicators related to households' engagement with and experience of various aspects of governance in Pakistan, including but not limited to education, health, and municipal services. It is essential to note that the viewpoints expressed in the responses to the opinion questions are solely those of the heads of households and should not be construed as representative of the broader population. The key findings of the survey are as follows:

Key findings:

- The majority (58 percent) of the *heads of households* were concerned about their future economic/financial prospects and believed that their financial situation would deteriorate in the coming days.
- Of the total surveyed households, 50 percent reported a monthly income of Rs. 25,000 or less, whereas another 35 percent said their income ranged between Rs. 25,001 and Rs. 50,000. More importantly, 24 percent of households reported that their income was lower than their expenses, while 51 percent reported that they barely managed their expenses within their income.
- Among the 24 percent of households whose expenses exceeded their income before the pandemic, 73 percent of households relied on informal social networks to meet their additional expenses to make ends meet; only three percent utilized the option of borrowing from banks or other financial institutions.
- Regarding the expansion and reach of *Ehsaas* programs, 75 percent of the *heads of households* knew about at least one of the programs. Of these, 54 percent applied for aid. Amongst the applicants, 45 percent received aid against these applications, and of those 83 percent reported satisfaction. However, in their knowledge of the 14 aid programs under the *Ehsaas* umbrella, a lower proportion reported an awareness of the existence of various government social protection/safety, education, and health aid programs.
- The COVID-19 pandemic has affected the economic situation of most households. The respondents reported a significant negative impact on their households' economic status due to the COVID-19 pandemic wherein,
 - A dominant majority, 86 percent of households, reported a negative impact of the pandemic and government measures on their income. The reported impact ranged from a minimal decrease to a complete loss of income at some point after the start of the pandemic.
 - Communal and family networks remain the most significant social safety mechanisms, as over two-thirds of the households (69 percent) reported borrowing from family/friends to compensate for the income lost due to COVID-19, and four percent relied on the BISP/*Ehsaas* program, and the other three percent relied on loans from banks and other institutions.
- Regarding the cost of essential items, almost all (99 percent) of the *heads of households* reported inflation in prices, while 88 percent of them considered inflation and lack of income opportunities as the most critical issues in their area. When asked about their opinion on the reason behind inflation, a dominant majority (87 percent) named aspects of governance failures (64 percent named the government's incompetence, 14 percent said corruption, while nine percent perceived profiteers/market manipulators). A further 10 percent associated current inflation with the pandemic while only two percent thought the reason was low yield/production.
- Fifty-eight percent of the households reported their reliance on public facilities and institutions for healthcare services, while more than one-third (38 percent) used private facilities. When asked about their recent visit for a health-related issue, the average household out-of-pocket expenditure for those visiting public health facilities averaged around Rs. 1,000 while those who visited private healthcare paid an average of Rs. 3,500 on their recent visit.
- Households in higher-income brackets showed a greater willingness to send their girls to school than those in lower-income brackets. Income status was also a significant determinant of the preferred type of education system in terms of gender. Overall, among the kids enrolled for education,

¹ Of the 32 districts in Khyber Pakhtunkhwa, 24 were included in our sample. The eight excluded districts include Khyber, Mohmand, Kurram, Orakzai, Tank, South Waziristan, North Waziristan and Bajaur due to security reasons. In case of Sindh, Ghotki was excluded by our sample design. Out of the 33 districts in Balochistan, 22 were included in the sample. Eight districts excluded due to security, these are Dera Bugti, Kohlu, Awaran, Panjgur, Chaghai, Nushki, Kharan, Kech. Three newly notified (after 2017, we based our sample on census block 2017) districts are not included in survey by their name, these are Duki, Sohbatput and Shaheed Sikandarabad. It might be possible that any area from these three districts were included in the survey as part of their parent district. The two-month long survey was completed in November 2021.

- 65 percent of boys (as opposed to 66 percent of girls) were enrolled in government schools.
- 31 percent of boys (as opposed to 28 percent of girls) were enrolled in private schools; and
- Four percent of boys (as opposed to six percent of girls) were enrolled in *the madrassahs*.
- Almost all (97 percent) surveyed households had access to electricity; however, more than three-quarters of households (81 percent) suffered daily load shedding for at least four hours or more, with only approximately one-third (30 percent) of the households reporting satisfaction with the service.
- A quarter of the households (25 percent) relied on the public water supply system in their area. Of these, only 26 percent expressed satisfaction with the quality of service.
- Forty-eight percent of the households reported access to public sewage services, with 52 percent reporting a lack of access. Among those with access to public sewage services, only one out of every five households (20 percent) reported satisfaction with these services.
- When asked about their perception of departments providing key services, the majority (53 percent) of *household heads* held a largely positive perception of the Department of Education. Positive perceptions of health services and NADRA were reported by 48 percent and 47 percent of the *heads of households*, respectively.
- Asked about their perception and/or their experience with individual departments, WAPDA fared worse, with only 13 percent of the *heads of households* believing they would get facilitated without the use of bribery or personal reference. The number of those believing they would get facilitated without bribery or personal reference was recorded at 14 percent each for irrigation and income tax departments, 17 percent for traffic police, and 21 percent for gas companies (*Sui Gas*)².
- Asked about their satisfaction with various tiers of government,
 - Forty percent of the *heads of households* expressed their complete dissatisfaction and an added 12 percent reported they were 'largely dissatisfied' with the local government(s).
 - The majority (54 percent) of *the heads of households* expressed complete dissatisfaction with the performance of the federal government over the past three years, with 13 percent being largely dissatisfied.
 - Overall, 53 percent of *heads of households* recorded their complete dissatisfaction, while a further 12 percent were largely dissatisfied with the performance of their respective provincial governments over the past three years:
 - A majority (70 percent) of *heads of households* in Sindh reported complete dissatisfaction with the performance of the provincial government, and a further 11 percent were largely dissatisfied.
 - A majority (55 percent) of *heads of households* recorded their complete dissatisfaction with the performance of the provincial government, and a further 16 percent said they were largely dissatisfied.
 - In Khyber Pakhtunkhwa, 46 percent of *heads of households* recorded complete dissatisfaction, and a further 12 percent recorded they were largely dissatisfied with the provincial government's performance over the last three years; and
 - In Punjab, 42 percent of the *heads of households* recorded their complete dissatisfaction, and another 10 percent recorded that they were largely dissatisfied.
- When asked whether they trusted the government and state institutions (parliament, judiciary, the Election Commission of Pakistan (ECP), the federal government, provincial government, and local government) to deliver for the public good, the responses varied significantly.
 - Of significant concern, as many as 25 percent of the *heads of households* expressed distrust at some level in all six of the state institutions around which the question was framed.
 - For individual institutions, 27 percent expressed their complete lack of trust in the current parliament, 26 percent in the judiciary, 30 percent in ECP, 33 percent in the federal and provincial governments each, and 32 percent in local governments; and
 - On the other hand, 34 percent expressed their trust in the judiciary, 26 percent each in parliament, 21 percent in ECP, 18 percent in local government, 15 percent in the federal government, and 13 percent in their respective provincial governments.
- Engagement with elected representatives is at the core of a responsive and robust democratic culture. When asked about engagement with elected leaders, only 19 percent of the *heads of households* confirmed that they or a member of their household had contacted at least one of the elected representatives (local government,

² Since most of the people interchangeably use *Sui* gas when referring to piped gas, hence the said term was used to make it easier to distinguish from other forms such as LPG, etc.

the MNA, or the MPA) over the past three years. However, reflecting the primacy of basic service delivery concerns, those who approached elected leaders mentioned issues related to sewage, water, unpaved streets, garbage collection, and development funds as among the main reasons for their contact.

- Freedom of speech and tolerance are critical features of democratic societies. Almost one in three *heads of households* (29 percent) said that they would feel unsafe in expressing religious, political, and sectarian beliefs. Even though a low proportion of citizens felt an ‘active threat’ from any group based on their political and religious identity,
 - More than one-third (36 percent) of *household heads* said that they could not freely express their religious opinions.
 - Thirty-seven percent said they feared backlash/threat if they were to express their political views; and
 - Seven percent said they felt a threat to their safety to some extent due to their mother tongue and eight percent due to their sect.
- In case of a threat to safety or business assets, most heads of households said they would reach out to family/tribe elders, police, and *jirga/panchayat*.
- Reaching out to courts for the resolution of disputes fared low on the priority scale since most of the households reached out to Elders of the family/tribe, police, and *Jirga/Panchayat* for the resolution of their affairs. Traditional dispute resolution mechanisms have taken precedence over more formal mechanisms.
 - Only five percent of the *heads of households* reported having availed the services of the legal system for dispute resolution.
 - Of those, 27 percent said it took more than two years for court proceedings to conclude, while a quarter of them (26 percent) said these lasted for one to two years; and
 - Furthermore, of those who went to court for dispute resolution, 28 percent reported complete dissatisfaction with court proceedings, and a further four percent said they were largely dissatisfied.
- A majority (62 percent) of the heads of households believed that the media was free and independent in Pakistan, 58 percent believed that the media covered issues relevant to their areas, and a significant 40 percent did not think that the media was highlighting their issues.
- Television was the most frequently mentioned source of information for the majority (72 percent) of the households, while 47 percent said they used social media/internet, and 15 percent said they relied on newspapers.
- Asked about their preferred form of government,
 - Democracy is still the most preferred form of government for 57 percent of the heads of households (46 percent named parliamentary government and 11 percent said presidential form of government)
 - On the other hand, 16 percent of household heads preferred a military government, 11 percent expressed a preference for religious leadership, and eight percent named the government of farmers/labor.³
- When asked how democracy can be strengthened in Pakistan, the response by the *heads of households* was as follows,
 - The largest sub-group, comprising 27 percent, said that a commoner should be brought to power.
 - 24 percent called for empowering local governments; and
 - 23 percent said that a system of strict accountability would improve democracy in the country.

³ A trend and cross-sectional analysis on Democracy in Pakistan conducted by Gallup highlighted results where preference for democracy among the public has declined from 84 percent in 2014 and 2016 to 73 percent in 2017. While personal preference for military government rose from 15 percent in 2014 to 21 percent in 2017. (Public Opinion report on Democracy in Pakistan, Gallup).

1. INTRODUCTION

The governance of a country, characterized by both formal and informal institutions and functions, is a vital determinant of its overall growth and reputation in the global arena. Enhanced governance contributes to the enhancement of key institutions and the establishment of favorable government policies for the country's growth and development. The overarching principles advocate transparency, accountability, respect for human rights, responsiveness and participation, adherence to the rule of law, and eradication of corruption, among other factors. Enhanced institutions and government policies have profound impacts on various aspects of a country's economic, social, political, and overall institutional credibility and performance.

Various institutions have defined governance. The following are some examples of how key institutions define governance:

Table 1: Definitions of Governance by various Institutions

| Organization | Definition of governance |
|---|--|
| UNDP | Governance is a system of values, policies, and institutions by which a society manages its economic, political, and social affairs through interactions within and among the state, civil society, and private sector. It is the way society organizes itself to make and implement decisions - achieving mutual understanding, agreement, and action. It comprises the mechanisms and processes for citizens and groups to articulate their interests, mediate their differences and exercise their legal rights and obligations. It is the rules, institutions, and practices that set the limits and provide incentives for individuals, organizations, and firms |
| European Union | Good governance belongs to the same political category as human rights, democratic principles, and the rule of law. It deems that transparent and accountable governance is a prerequisite for sustainable development. ⁴ |
| Asian Development Bank | Governance is about how governments – in close collaboration with the private sector and civil society – exercise their authority to manage economic and social resources in support of improved development outcomes. |
| OECD | Public governance refers to the formal and informal arrangements that determine how public decisions are made and how public actions are carried out, from the perspective of maintaining a country's constitutional values when facing changing problems and environments. The principal elements of good governance refer to accountability, transparency, efficiency, effectiveness, responsiveness, and the rule of law. There are clear links between good public governance, investment, and development. The greatest current challenge is to adapt public governance to social change in the global economy. Thus, the evolving role of the State needs a flexible approach to the design and implementation of public governance. |
| World Governance Survey, UN University | Governance is the formation and stewardship of the rules that regulate the public realm – the space where the state, as well as economic and social actors, interact to make decisions. |

The governance of a country sets the stage for its growth and standing in the global arena. The more conducive and inclusive the environment for all stakeholders involved, the better the results. The connection between governance and poverty reduction is somewhat tenuous and generally accorded a *a priori* status, as evidence suggests that weak governance reinforces poverty. Effective governance is not conceivable as long as extreme poverty exists.⁵ Extreme poverty, beyond social needs or deprivations, equates to the impossibility of fully enjoying fundamental human rights – social, economic, and cultural rights—as well as civil and political rights.⁶ Similarly, the better the rule of law and justice in a society, the higher the degree of trust there will be in the competence of the ruling government and the more legally protected and favorable the environment will be. Fair and effective institutions are respected and govern how people interact within societies. However, when institutions are considered ineffective, exclusionary, or corrupt, they result in grievances and conflict. Therefore, there is a need to

⁴ Promoting Good Governance European: Social Fund Thematic Paper. *European Commission*.2014. europa.eu.int/comm/external_relations/human_rights/doc/cr28_11_91_en.htm.

⁵ Davies, M. Stigma, Shame and Sense of Worth. In Lister, R. & Strelitz, J. (Eds.), *Why Money Matters* (p. 89- 95). (2008) London: Save the Children

⁶ Godinot, X. (2010). *Extreme Poverty and World Governance*. Paris: Forum for a new World Governance.

build inclusive, effective, and legitimate institutions that would ensure that states avoid future conflicts and build resilient societies. Successful and sustainable institutional reform restores core governance functions and generates equitable service delivery.⁷

With the world facing rapid technological, geopolitical, societal, and environmental changes, societies are increasingly adopting acceptable governance standards. Citizens now have more knowledge, education, and affluence, and want faster and more transparent accountability from their governments, while ultimately showing less deference to governments that speak or decide for them. With the multifaceted layers and complexity in the relationship between the government and the governed, it has become increasingly essential to understand and navigate the environment in its entirety.

There have been multiple attempts by several bilateral and multilateral organizations such as the World Bank, UNDP, and OECD, as well as independent research organizations such as the Overseas Development Institute (ODI) aimed at assessing the governance of a range of different countries, each employing a unique set of indicators measuring the most critical aspects of governance. International institutions, such as the WB, UNDP, OECD, and ADB, among others, have contributed significantly to the measurement of governance using cross-country indicators. International measures of governance, such as the Worldwide Governance Indicators (WGI) and the Corruption Perception Index (CPI), have made important contributions to raising the profile of governance issues and spearheading a more systematic approach to governance analysis. However, with democracy-making inroads across and deeper into the world, societies are becoming more aware of the importance of effective governance at the local level and the need for responsive, transparent, and accountable governance is increasing. As a result, there has been an increasing shift in recent times towards making these findings contextually relevant by adopting a more localized approach to governance measurement. The goal is to consider the “history of governance and development conditions experienced by the countries in the sample”.⁸ A well-rounded approach would make the local context and stakeholders an important part of the process while drawing on international experiences and knowledge. The process of assessment, however, needs to be nationally owned and based on inputs from primary stakeholders and reliable secondary databases.⁹

Gauging the state of governance also empowers locals with awareness of their conditions and surroundings, through which they can steer their efforts to raise their voices for policies that are fair and equitable and to hold the government accountable. For this purpose, TDEA undertook this responsibility to evaluate the state of governance in Pakistan, opting for variables that are contextually relevant to harness the on-ground realities. To assess the level and effectiveness of governance, its key dimensions need to be systematically operationalized. This involved the development of indicators that ensured that the focus remained on the quality of governance mechanisms and performance in specific areas of governance, such as public service delivery, human rights, participation, responsiveness, and engagement.

This assessment commenced efforts to ascertain the prevalent socio-demographic features of the country; the state of service delivery in the domains of Health, Education, and Municipal Services; the citizen’s Democratic Engagement; Experience and Perception of quality of Representation; Government Effectiveness vis-à-vis Satisfaction with the local, provincial, and federal government; democratic values and preferred system of Governance, and the Rights, Security, Safety, and Access to justice in the country. Interviews were conducted with district, provincial, and federal representatives in health, education, and municipal services to better understand the workings of these departments and to identify bottlenecks and issues that may prohibit efficient, effective, inclusive, and transparent governance in Pakistan.

The State of Governance in Pakistan assesses citizens’ perceptions and experiences relevant to critical aspects of governance and is the first in a regular series of studies to track variance in key variables/indicators. The aim is

⁷ “Governance and Society”. SIPRI, www.sipri.org/research/peace-and-development/governance-and-society.

⁸ Grindle, Merilee (2004) ‘Good enough governance: Poverty reduction and reform in developing countries’, *Governance: An International Journal of Policy, Administration, and Institutions* 17 (4): 525-548.

⁹ Court, J. “Assessing Governance: Methodological Challenges”. GSDRC, 4 Sept. 2015, gsdrc.org/document-library/assessing-governance-methodological-challenges/.

to provide a periodic independent evaluation based on citizens' feedback on the set of constitutional rights, services, and commitments of social and individual well-being that inform the fundamentals of the governance framework of the country.

2. METHODOLOGY

2.1. Households Survey

The study's findings are primarily based on a survey of 6,400 households. The survey aimed to gather a comprehensive understanding of citizens' perceptions and experiences, both as individuals and representatives of their households. The interviews explored the extent and scope of engagement with the government and society to meet their socioeconomic needs. It is important to note that the questions on opinions and perceptions presented in this report reflect the views of the heads of households or respondents designated by the heads of households. Therefore, the findings are only representative of a subset of the population and not of the entire population.

To achieve this objective, the survey collected information at both individual and household levels, focusing on variables related to basic needs (such as health, education, security, and civic amenities) and rights (including political participation, engagement, access to justice, and freedom of speech). This was performed to identify variations across different demographics, income, and social groups.

Table 2: Sample Distribution by Region and Demography

| Region | Districts | Number of PSUs | | | Number of Interviews | | |
|--------------------|-----------|----------------|-------|---------|----------------------|-------|---------|
| | | Urban | Rural | Overall | Urban | Rural | Overall |
| Khyber Pakhtunkhwa | 24 | 37 | 113 | 150 | 370 | 1,130 | 1,500 |
| ICT | 1 | 18 | 22 | 40 | 180 | 220 | 400 |
| Punjab | 36 | 70 | 80 | 150 | 700 | 800 | 1,500 |
| Sindh | 28 | 79 | 71 | 150 | 790 | 710 | 1,500 |
| Balochistan | 22 | 41 | 109 | 150 | 410 | 1,090 | 1,500 |
| Overall | 111 | 245 | 395 | 640 | 2,450 | 3,950 | 6,400 |

Out of the 131 districts, the sampling frame included 111 districts¹⁰ from all four provinces and the federal capital—accounting for 155,387 census blocks out of the total of 161,669 as per the 2017 census data. These census blocks formed the sampling frame for the selection of 640 Primary Sampling Units (PSUs) independently for the federal and provincial capitals (for the district-level representative survey) and the remaining districts in each province. The Probability Proportionate to Size (PPS) method determines the distribution of PSUs for the capital cities, independent of sampling for the rest of the provincial populations.

Each PSU, consisting of subdivisions of communities, includes an average of 200-250 houses¹¹. Nine other households were selected with specific intervals between two successive households, with a randomly selected primary household within each selected PSU. The process was repeated for each of the 640 PSUs, yielding 6,400 interviews that informed this report. The table above provides a region-wise breakdown of the PSUs and interviews.

¹⁰ Of the 32 districts in Khyber Pakhtunkhwa, 24 were included in our sample. The eight excluded districts include Khyber, Mohmand, Kurram, Orakzai, Tank, South Waziristan, North Waziristan, and Bajaur due to security reasons. In the case of Sindh, since we undertook a proportionate interval sampling – and since Ghotki has such a low population that it was skipped in the interval. Ghotki was therefore excluded by our sample design and has no impact on Sindh representation. Out of the 33 districts in Balochistan, 22 were included in the sample. Eight districts were excluded due to security reasons, namely Dera Bugti, Kohlu, Awaran, Panjgur, Chaghai, Nushki, Kharan, and Kech. Three newly notified districts (after 2017, we based our sample on census block 2017) are not included in the survey by name, namely Duki, Sohbatput, and Shaheed Sikandarabad. It is possible that any area from these three districts was included in the survey as part of their parent district.

¹¹ "Final Results (Census-2017)". Pakistan Bureau of Statistics, <https://www.pbs.gov.pk/node/3331>.

Given the requirements of the analytical framework that supports a representative sample for the federal and four provincial capitals, 500 interviews were conducted in each provincial capital and 400 interviews were conducted in Islamabad. Barring the capital cities, independent samples of 1,000 households in each province covered the rest of the provinces.

This report analyzes three tiers (district level for capital cities, province-wise, and national level with urban-rural breakdown), along with a qualitative aspect from interviews with federal, provincial, and district representatives of various government institutions,¹² corroborated by evidence from secondary research.

For this survey, six training workshops were conducted across the provinces in the second week of September 2021, in which 70 enumerators were trained. The survey was completed in seven weeks, from the last week of September 2021 until the second week of November.

2.1.1. Working of weights

Weights were determined and applied to the data gathered from the capital cities to ensure proportional representation at both national and regional levels. For instance, one-third of the sample came from capital cities, with 500 interviews conducted in Peshawar and 1000 from other areas in Khyber Pakhtunkhwa. This sampling approach was replicated across other provinces. The weights were derived from the population distribution in urban and rural areas as per the 2017 census.

The table below illustrates the actual proportion of each stratum within the population, detailing the distribution of the 111 districts by demographics and regions. It shows that 36 percent of the population lives in urban areas, while 64 percent live in rural areas.

Table 3: Actual share of each stratum in the population

| Region | Urban | Rural | Total |
|--------------------|-------|-------|--------|
| Khyber Pakhtunkhwa | 2.8% | 12.5% | 15.4% |
| Islamabad | 0.5% | 0.4% | 0.9% |
| Punjab | 19.2% | 36.6% | 55.8% |
| Sindh | 12.1% | 11.0% | 23.1% |
| Balochistan | 1.4% | 3.5% | 4.8% |
| Pakistan | 36.0% | 64.0% | 100.0% |

The table below shows the distribution of each stratum within the survey sample. Notably, urban areas were overrepresented in this sample. In particular, the sample's urban area proportion stands at 38.9 percent, marginally exceeding the 36 percent observed across 111 districts according to the 2017 census. This variance is due to the sample containing independent and disproportionately large data for predominantly urban capital cities.

Table 4: Distribution of each stratum in the survey sample

| Region | Urban | Rural | Overall |
|--------------------|-------|-------|---------|
| Khyber Pakhtunkhwa | 5.8% | 17.7% | 23.4% |
| Islamabad | 2.8% | 3.4% | 6.3% |
| Punjab | 10.9% | 12.5% | 23.4% |
| Sindh | 12.3% | 11.1% | 23.4% |
| Balochistan | 7.0% | 16.4% | 23.4% |
| Pakistan | 38.9% | 61.1% | 100.0% |

¹² Representatives from the health, education, municipal services, and social safety sectors at the federal, provincial, and district levels were interviewed to gain their professional insights into the sectors they are associated with. The intention is to understand the formulation and administration of policies related to fundamental rights and services and to identify bottlenecks and issues.

The table below shows the weights assigned to each province and ICT, based on demographic data. These weights ensured that the survey data accurately represented the population distribution within each stratum. Notably, an equal number of interviews, 1,500, were conducted in each province and 400 in ICT.

To maintain this level of accuracy, urban areas received a weight of 0.92, meaning that the responses from these areas were adjusted downward by eight percent to reflect the actual urban population share. Conversely, rural areas were given a weight of 1.05, increasing the responses by five percent to correspond with the actual rural population share. Additionally, weights were assigned to each province according to their demographic proportions, as shown in the table below.

Table 5: Application of weights to provinces as per their demographic share

| Region | Weights for Urban | Weights for Rural |
|--------------------|-------------------|-------------------|
| Khyber Pakhtunkhwa | 0.49 | 0.71 |
| Islamabad | 0.16 | 0.12 |
| Punjab | 1.75 | 2.93 |
| Sindh | 0.98 | 0.99 |
| Balochistan | 0.19 | 0.21 |
| Pakistan | 0.92 | 1.05 |

It is important to note that the figures (cumulative) in the narration have been rounded off and therefore may vary slightly from the data in the graphical representation.

2.1.2. Margin of Error

Nationally, the Margin of Error (MoE) stands at 1.2 percent. Provincially, the MoE is three percent for all provinces, except Punjab, which has an MoE of 4.9 percent. Among the capital districts, Islamabad's MoE is 4.9 percent, and for all provincial capitals, it is 4.38 percent.

2.2. Interviews from key District, Provincial, and Federal Representatives

As a necessary component, in-depth interviews were conducted to gather the perspectives of key government officials regarding the functioning of essential service delivery institutions. While the survey aimed to capture citizens' viewpoints, interviews with key officials assessed the perspectives of the relevant public organizations and departments. The professional and personal perspectives of these officials offer valuable insights into governance practices and structures, operational mechanisms, and coordination among various levels and institutions of governance.

Qualified staff members conducted interviews with officials at district, provincial, and federal levels. Therefore, relevant officials in the respective sectors and governance levels were identified. The interviews were conducted using semi-structured questionnaires to document officials' professional insights into their respective sectors and investigate the formulation and implementation of policies concerning fundamental rights and services. Additionally, respondents shared their perspectives on the obstacles and challenges that hinder efficient, effective, inclusive, and transparent governance in Pakistan.

Table 6: Intended respondents for the interviews

| Sector/Department | District Representatives | Provincial Representatives | Federal Representatives |
|--------------------|--|-------------------------------------|-------------------------------------|
| Health | EDO/DHO Health | Secretary Health/ representative | Secretary Health/ representative |
| Education | EDO/DEO Education | Secretary Education/ representative | Secretary Education/ representative |
| Municipal Services | Administrator/Equivalent or their assigned staff | - | - |

Five moderators were trained to conduct interviews. The table below shows the intended interviews planned for the various tiers. A total of 22 interviews were planned with the focal persons or nominees representing them. The table below lists the intended respondents for the interviews.

Table 7: Intended interviews planned for various tiers.

| | District | Provincial | Federal |
|-----------|---|-------------------------------------|-------------------------------------|
| Lahore | EDO/DHO Health | Secretary Health/ representative | |
| | EDO/DEO Education | Secretary Education/ representative | |
| | Administrator/Equivalent Municipal Services | | |
| Peshawar | EDO/DHO Health | Secretary Health/ representative | |
| | EDO/DEO Education | Secretary Education/ representative | |
| | Administrator/Equivalent Municipal Services | | |
| Karachi | EDO/DHO Health | Secretary Health/ representative | |
| | EDO/DEO Education | Secretary Education/ representative | |
| | Administrator/Equivalent Municipal Services | | |
| Quetta | EDO/DHO Health | Secretary Health/ representative | |
| | EDO/DEO Education | Secretary Education/ representative | |
| | Administrator/Equivalent Municipal Services | | |
| Islamabad | | | Secretary Health/ representative |
| | | | Secretary Education/ representative |

Of the 22 scheduled interviews, only 13 were completed because of refusal, scheduling conflicts, and a reported ban on interviews by higher authorities.

Given the overall context, initial resistance was anticipated. Efforts were made to collect and convey the essential insights provided by the participants, offering a glimpse of the functioning of the institutions from their viewpoint. Incomplete interviews signify broader hesitance to share information. On multiple occasions, interviewees chose not to proceed. This pattern of information retention by officials suggests a lack of transparency in decision-making, underscoring the urgency for substantial reforms.

STATE OF
GOVERNANCE
IN PAKISTAN
2022

3

DEMOGRAPHIC
INFORMATION OF
THE SURVEYED
HOUSEHOLDS

HOUSEHOLD
SURVEY REPORT

3. DEMOGRAPHIC INFORMATION OF THE SURVEYED HOUSEHOLDS

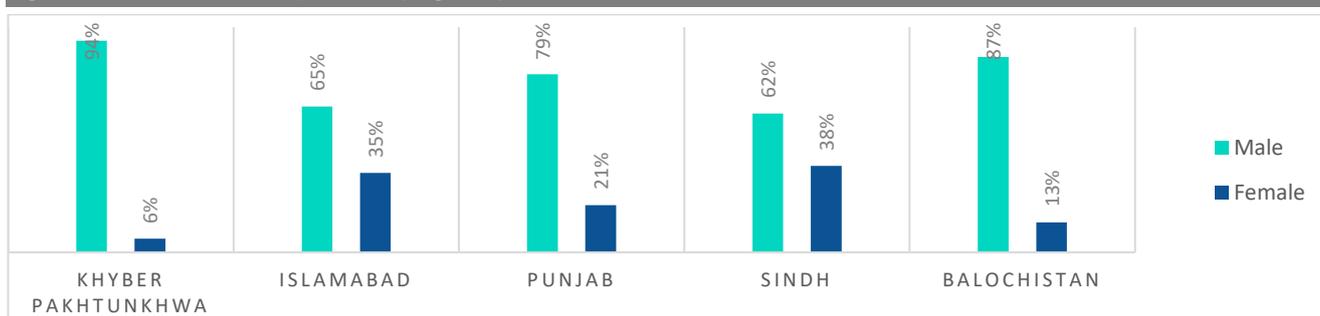
3.1. Respondent's Basic Profile

This nationwide survey collected household data on the socioeconomic status and perception of governance among citizens from 6,400 households across the four provinces and federal capital.

3.1.1. Respondents by Gender

Of all households represented in the survey, 79 percent of respondents were male and 21 percent were female. More female respondents were interviewed in urban areas (25 percent) than in rural areas (18 percent).

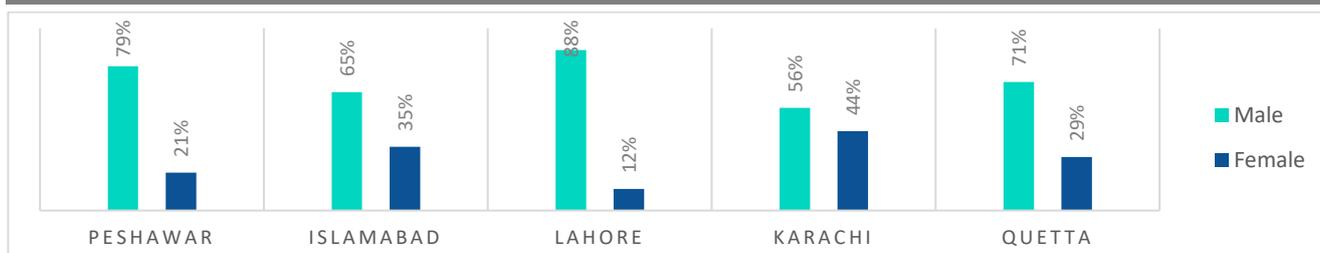
Figure 1: Gender of the Respondent (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

The lowest percentage of female respondents in this survey was found in Khyber Pakhtunkhwa at six percent, with only two percent of female respondents from rural areas. The highest percentage of female respondents (38 percent) was recorded in Sindh. It is worth noting that the majority of female respondents from Sindh were from rural areas (43 percent), while 34 percent were from urban areas.

Figure 2: Gender of Respondents (Capital Cities)



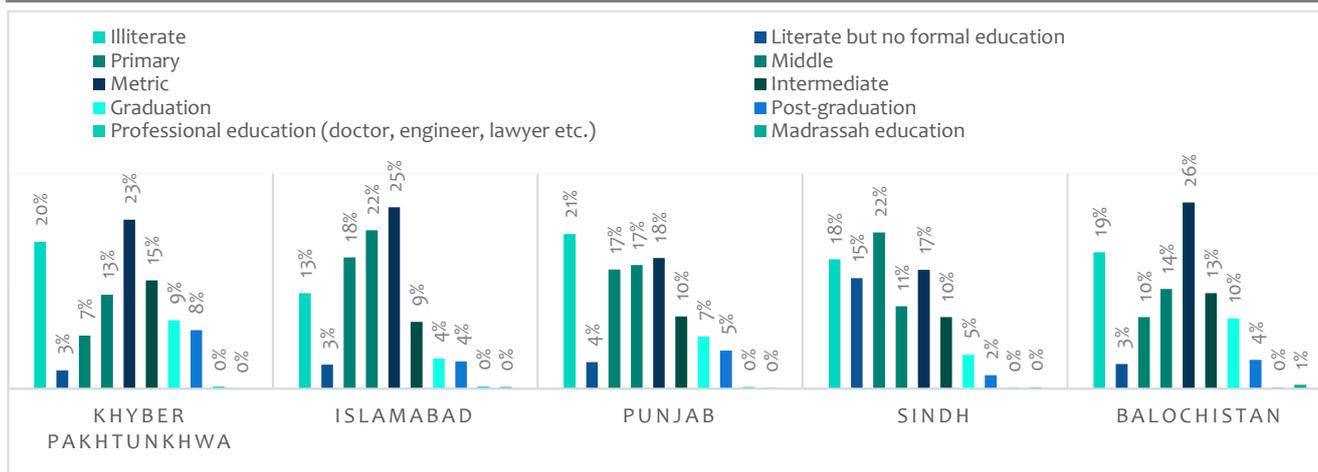
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

The participation of male respondents in major cities was proportionally higher than that of female respondents. In Lahore, 88 percent of respondents were male and 12 percent were female. Female participation was highest in Karachi at 44 percent, followed by Islamabad at 35 percent, and Quetta at 29 percent.

3.1.2. Education of respondents

Nationally, 74 percent of the respondents reported being literate to varying degrees of educational attainment, 19 percent were illiterate, and six percent were literate but had no formal education. There was a slight variation in educational attainment levels between rural and urban areas.

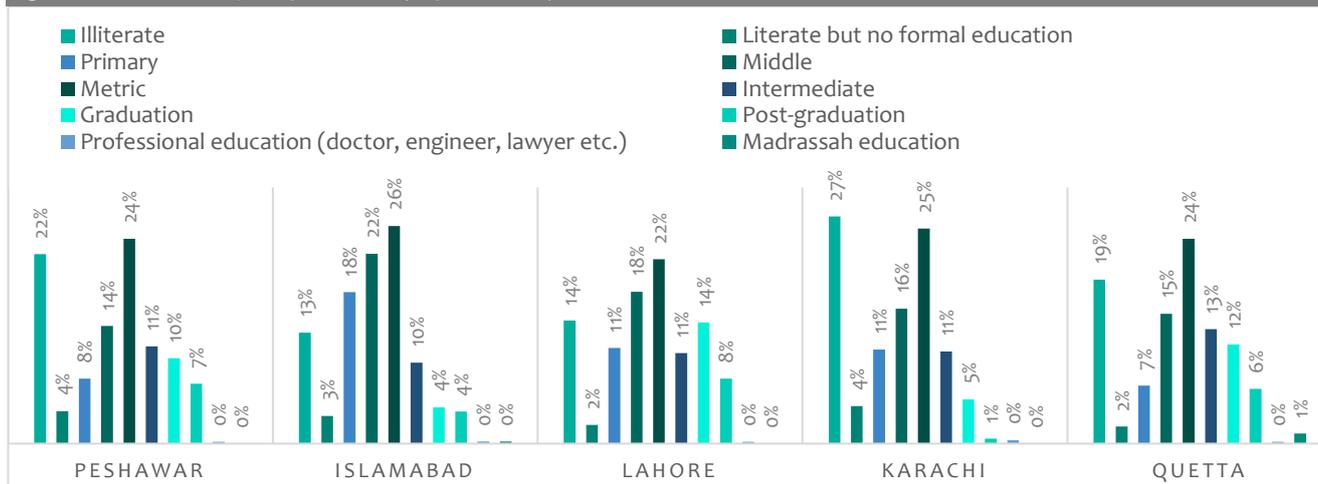
Figure 3: Education of Respondents (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, Islamabad had the highest literacy rate among those surveyed (82 percent), while Sindh had the lowest (67 percent). Analyzing rural versus urban data, rural Punjab showed a higher illiteracy rate at 23 percent, in contrast to urban Punjab's 19 percent. Conversely, urban Sindh had a higher illiteracy rate at 22 percent, surpassing rural Sindh's 13 percent. The disparity in illiteracy rates between rural and urban residents in Khyber Pakhtunkhwa and Baluchistan was comparatively minor.

Figure 4: Education of Respondents (Capital Cities)



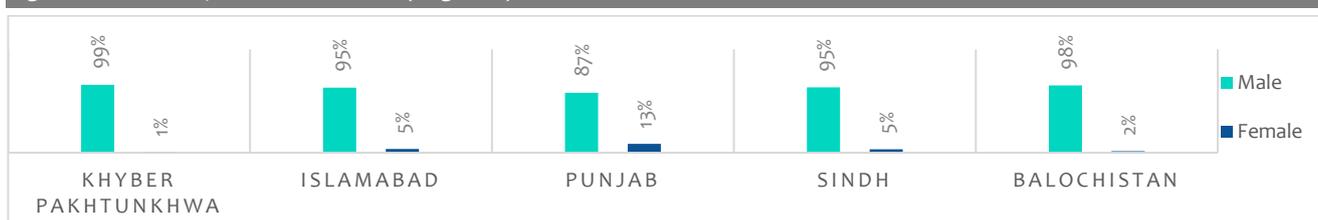
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Karachi reported a 27 percent illiteracy rate among respondents, followed by Peshawar at 22 percent, Quetta at 19 percent, Lahore at 14 percent, and Islamabad at 13 percent. Islamabad and Lahore had the highest literacy rates at 84 percent, whereas Karachi had the lowest percentage of literate respondents (69 percent).

3.1.3. Gender of the head of the household

Nationally, males led a significant majority of households (95 percent), with females heading only five percent. The variance between rural and urban areas was negligible.

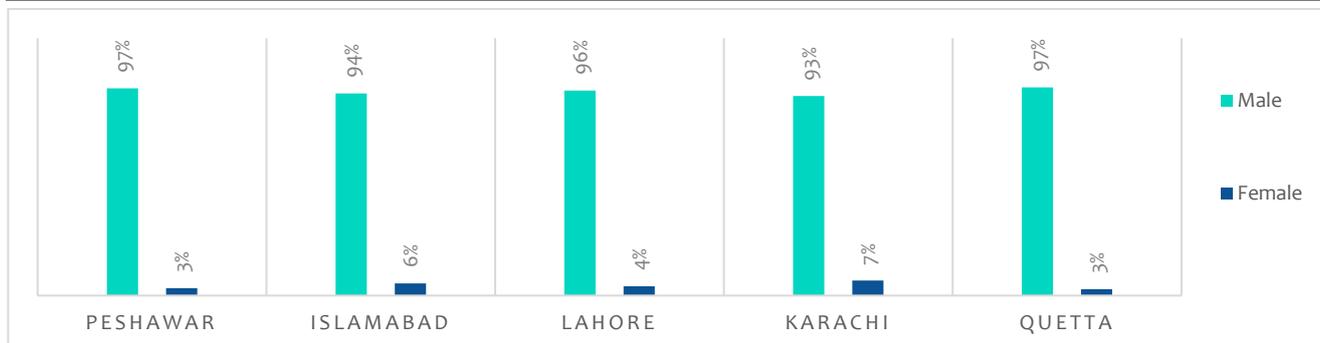
Figure 5: Gender of Household Head (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

At the regional level, the highest number (13 percent) of households headed by females was seen in Punjab and the lowest in Khyber Pakhtunkhwa (1 percent). Households in rural Punjab had more female heads (15 percent) than their urban counterparts (10 percent) did. Likewise, there were more households in rural Islamabad headed by females than in urban areas, that is, eight percent as opposed to three percent, respectively.

Figure 6: Gender of Household Head (Capital Cities)



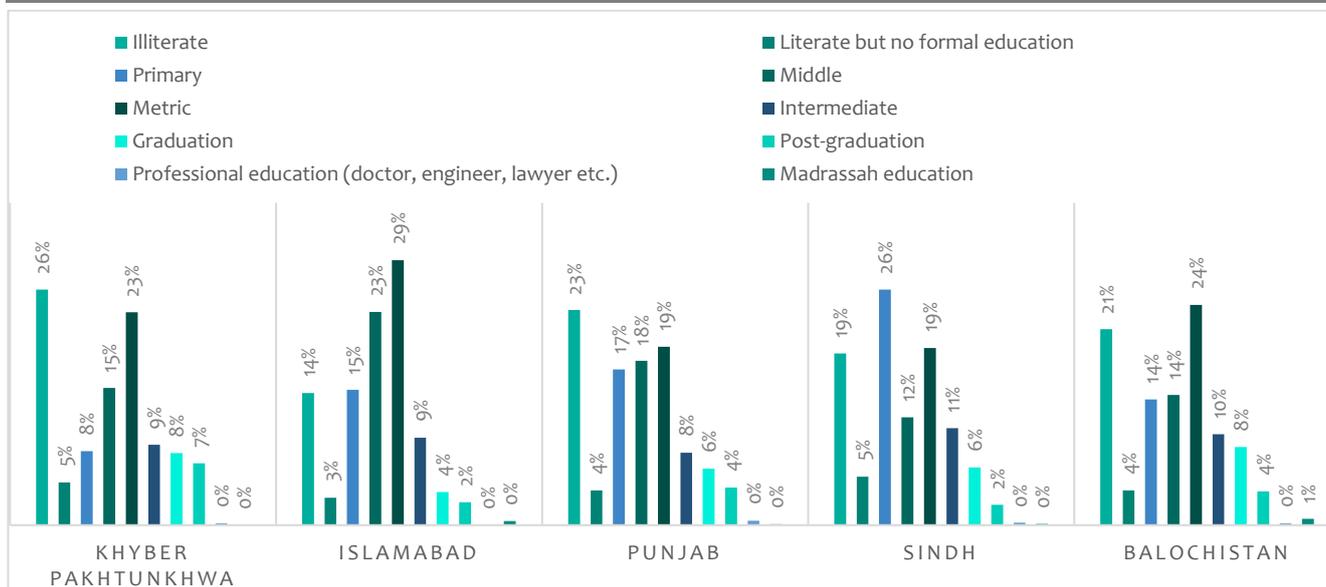
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

The highest number of households headed by females came from Karachi (7 percent), followed by Islamabad (6 percent), Lahore (4 percent), and Quetta and Peshawar (three percent each). Overall, an overwhelming majority of households, that is, more than 90 percent of all cities, were headed by male members of the family.

3.1.4. Education of the Heads of the Households

Respondents were probed about the educational status and attainment of household heads. The national aggregation of survey findings suggests that 73 percent of the households were headed by a member with varying levels of educational attainment, 22 percent were illiterate, and four percent were literate but without any formal education.

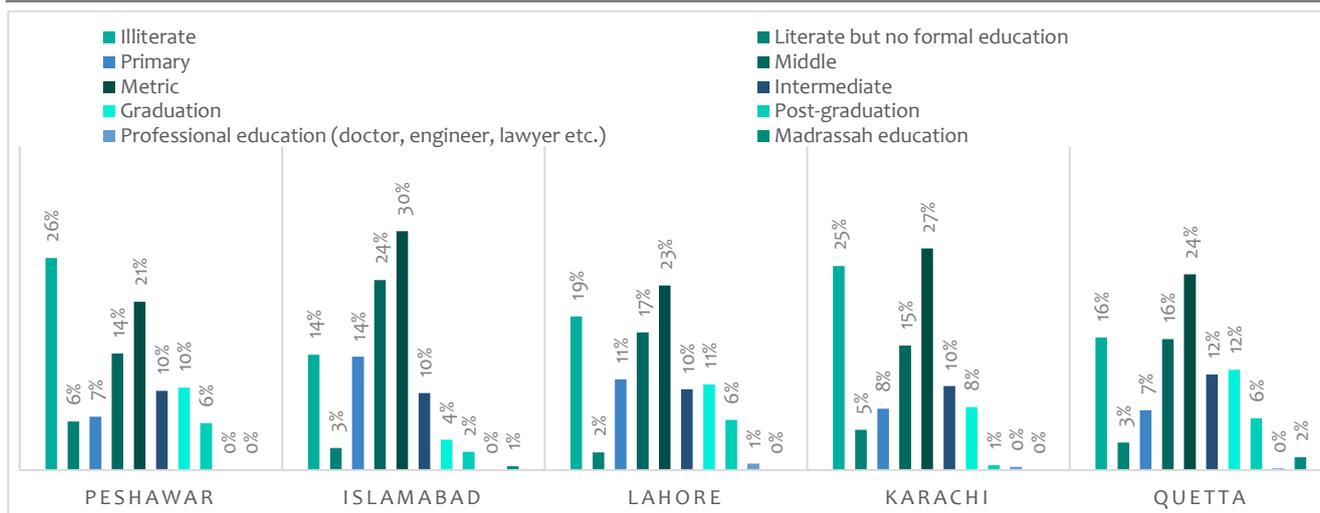
Figure 7: Education of Household Heads (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

On the other hand, the regional breakdown shows that around one-fourth of household heads in Khyber Pakhtunkhwa (26 percent) and Punjab (23 percent) are illiterate. In comparison, Islamabad had the lowest proportion of illiterate household heads at 14 percent. With seven percent, Sindh had the highest disparity between urban (22 percent) and rural areas (15 percent) in terms of illiterate household heads. Of the households, 83 percent in Islamabad, 76 percent in Sindh, 75 percent in Balochistan, 73 percent in Punjab, and 70 percent in Khyber Pakhtunkhwa were headed by members with varying levels of educational attainment.

Figure 8: Education of Household Heads by (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

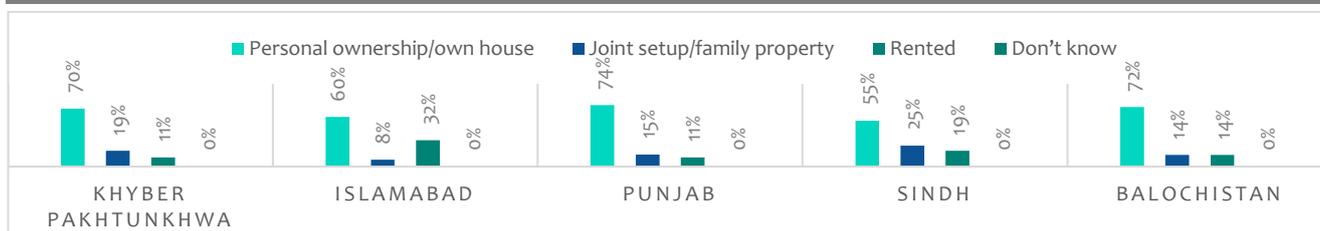
Islamabad had the highest proportion of literate heads of households at 83 percent, followed by Quetta and Lahore at 80 percent, Karachi at 69 percent, and Peshawar at 68 percent.

3.2. House/Residence: Infrastructure, Ownership & Amenities

3.2.1. Ownership of the House

At the national level, 67 percent of respondents reported having house ownership, 17 percent said they were living in a joint family setup, and 15 percent reported living in rented houses.

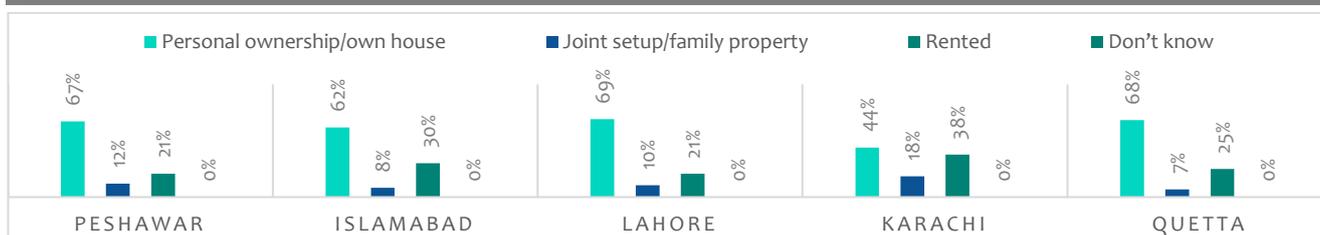
Figure 9: Ownership of House (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Punjab recorded the highest rate of homeownership, with 74 percent of its population owning homes. Conversely, Islamabad and Sindh have the lowest homeownership rates at 60 percent and 55 percent, respectively. Additionally, in these regions, 32 percent and 19 percent of residents lived in rented accommodations, respectively. A notable homeownership gap was found between Islamabad's urban (50 percent ownership) and rural (71 percent ownership) areas. Urban Islamabad, along with Khyber Pakhtunkhwa and Sindh, also saw higher tendencies towards renting, with 42 percent, 29 percent, and 29 percent of the residents living in rented houses, respectively. Joint family living arrangements were more common in Sindh (25 percent) and Khyber Pakhtunkhwa (19 percent), especially in rural areas, where the figures rose to 32 percent in Sindh and 21 percent in Khyber Pakhtunkhwa, in contrast to 19 percent and nine percent in their urban counterparts, respectively.

Figure 10: Ownership of House (Capital Cities)



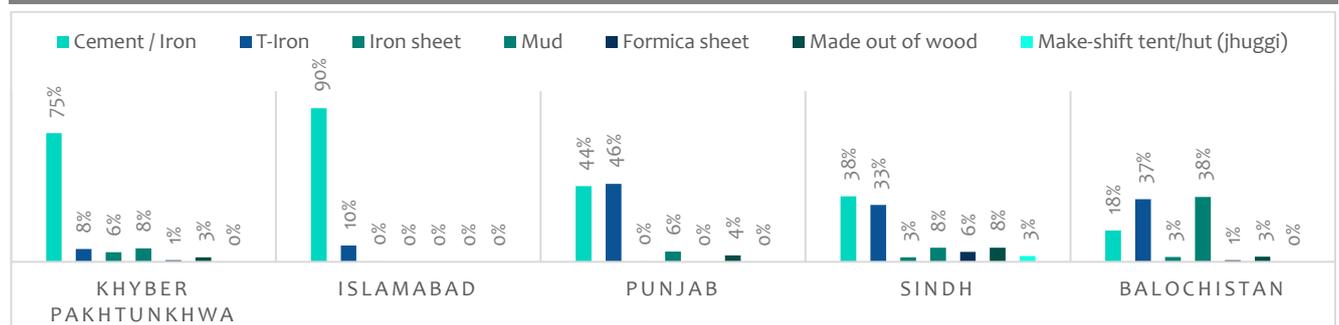
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Personal homeownership rates were over 50 percent in all major cities, except Karachi. In Karachi, 44 percent of the households owned their homes, 38 percent resided in rented properties, and 18 percent lived in joint arrangements. Regarding rented accommodation, 30 percent of households in Islamabad, 25 percent in Quetta, and 21 percent in both Peshawar and Lahore lived in such housing.

3.2.2. Material of roof of the house

Recognizing the significance of roofing materials for the stability and well-being of households, the survey inquired about roofing materials. Nationally, 48 percent of respondents used 'cement/iron' for their roofs, followed by 28 percent using 'T-iron'. Mud houses accounted for 14 percent, wood for four percent, iron sheets for three percent, and mica sheets for two percent. In urban areas, 'cement/iron' was the predominant choice at 64 percent, compared to 40 percent in rural areas, where there was a greater preference for 'T-iron' (32 percent) and mud (18 percent).

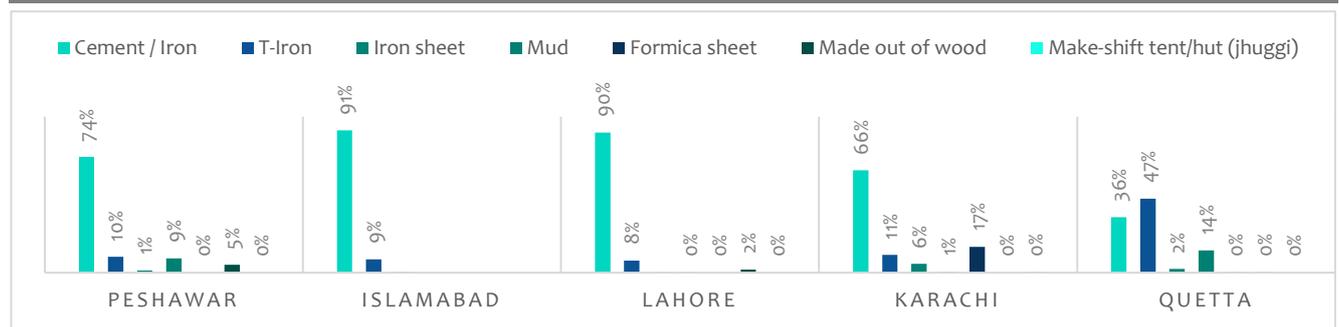
Figure 11: Material of the Roof of House (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Islamabad and Khyber Pakhtunkhwa were the primary contributors to the national trend in the use of cement and iron, accounting for 90 percent and 75 percent, respectively. In Punjab, nearly half of the households (46 percent) rely on T-iron, with its use being significantly higher in rural households (62 percent) than in urban households (16 percent). Furthermore, Balochistan has the highest percentage of households living in mud houses (38 percent), with an additional 37 percent using T-iron. Urban Balochistan has the highest usage of T-iron among all urban areas in other provinces, at 40 percent. Moreover, the use of mud houses in rural Balochistan is nearly double that in urban areas, with 44 percent of rural households living in mud houses compared to 24 percent in urban areas.

Figure 12: Material of the Roof of the House (Capital Cities)



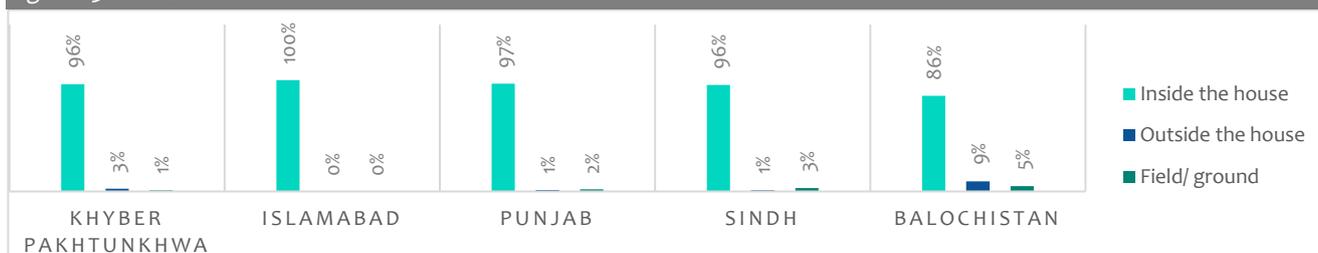
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Cement-iron was the primary construction material used in households in Islamabad (91 percent), Lahore (90 percent), Peshawar (74 percent), and Karachi (66 percent). In contrast, in Quetta, 47 percent of the households used T-iron, 36 percent used cement/iron, and 14 percent had mud-based structures.

3.2.3. Access to toilet

A vast majority (94 percent) of the surveyed households reported having an in-house toilet, while a minority (six percent) had toilets outside or used open fields.

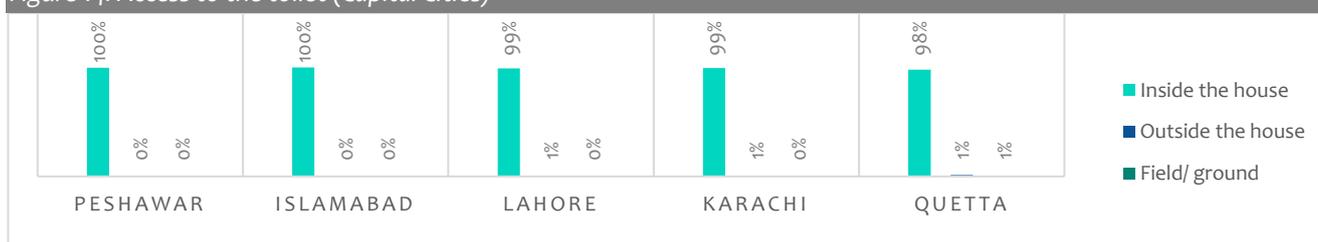
Figure 13: Access to the Toilet



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regional analysis revealed a consistent pattern. The difference in toilet location between rural and urban homes was not significant across the provinces. However, in Balochistan, 14 percent of participants reported not having an in-house toilet. More than three times more rural households (17 percent) than urban ones (five percent) did not have in-house toilets.

Figure 14: Access to the toilet (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

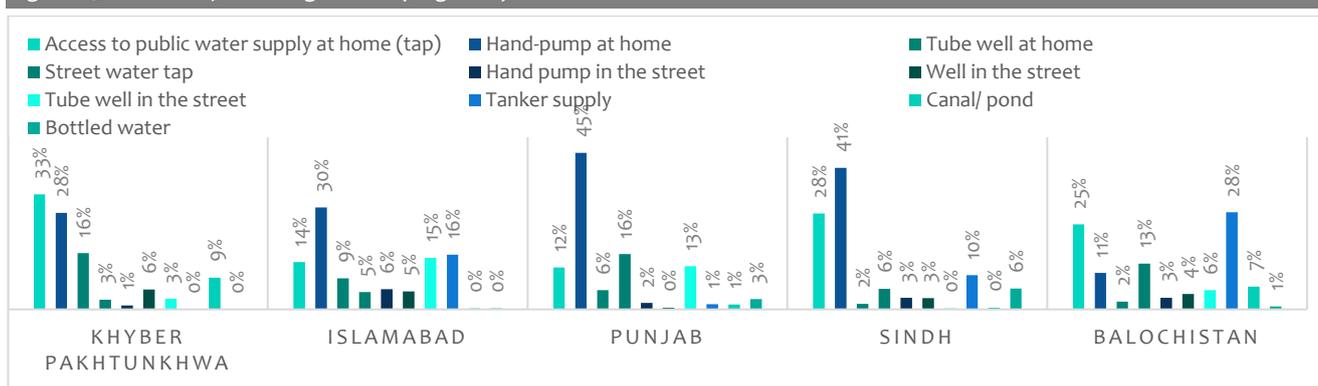
In major capital cities, nearly all households have access to in-house toilets. Only a small fraction, two percent in Quetta and one percent in Lahore and Karachi depended on external toilet facilities.

3.2.4. Source of drinking water

Concerning water, the most crucial utility, only 25 percent of Pakistan's population reported having access to public water supply (tap). In contrast, 31 percent used hand pumps in their homes. Nine percent had access to street tap water, seven percent owned a tube well, and others relied on various sources, such as street water and tanker supply. More urban households (33 percent) had a public water supply than rural households (20 percent). Conversely, 37 percent of rural households and 20 percent of urban households used hand pumps.

Khyber Pakhtunkhwa, Islamabad, Punjab, and Sindh have varying reliance on public water supplies and hand pumps. Public tap water usage was higher in Khyber Pakhtunkhwa (33 percent) and Sindh (28 percent), but hand pumps were predominant in Punjab (45 percent) and Sindh (41 percent). In rural Punjab, hand pumps are three times as common (58 percent) as in urban areas (21 percent). On the other hand, urban households have greater access to public water supply (22 percent) than rural households (7 percent), and urban Punjab relies more on street tap water (22 percent) than rural areas (13 percent).

Figure 15: Source of Drinking Water (Regional)

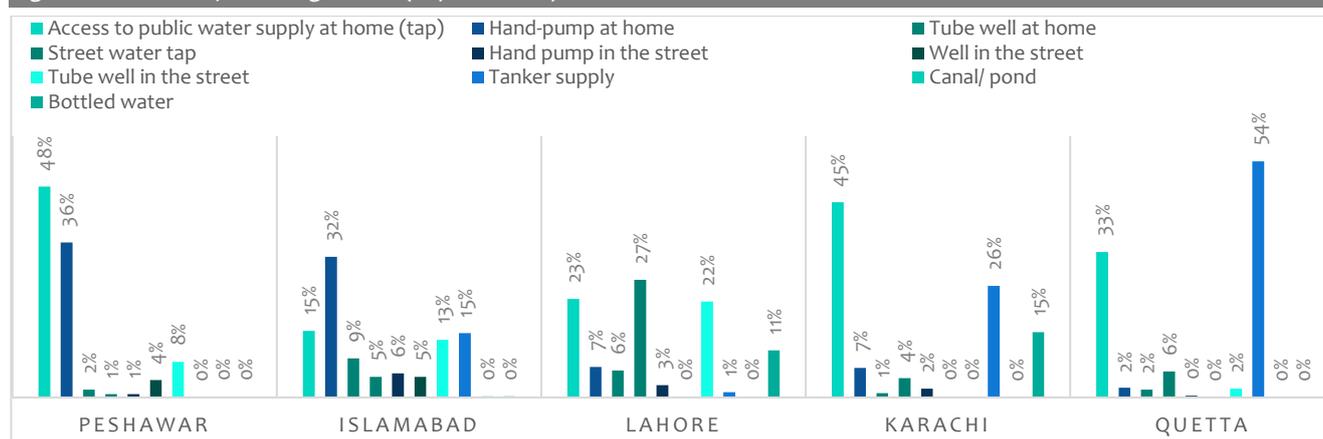


Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

While households in Islamabad relied on various sources of water, such as hand pumps at home (30 percent), tanker supplies (16 percent), and street tube wells (15 percent), the reliance on public tap water was significantly low (14 percent). Interestingly, more households in rural Islamabad (24 percent) had access to public water compared to urban areas (4 percent). In the urban areas of Islamabad, the primary sources of water were tanker supply (23 percent) and street tube wells (26 percent).

In Balochistan, tanker supply is a significant source of water for both urban (34 percent) and rural areas (26 percent), along with other sources. In urban areas, 28 percent relied on a public water system, whereas in rural areas, the percentage was slightly lower at 23 percent.

Figure 16: Source of Drinking Water (Capital Cities)



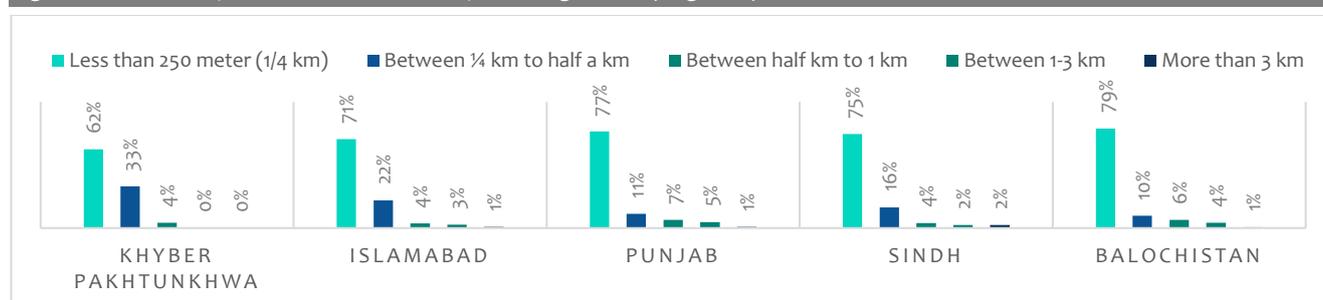
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

The availability of public water supply for households was highest in Peshawar (48 percent) and Karachi (45 percent). In Peshawar, an additional 36 percent depended on hand pumps in the street, whereas in Karachi, 26 percent used water from the tanker supply. In Lahore, the three major water sources were street taps (27 percent), public taps (23 percent), and street tube wells (22 percent). Finally, in Quetta, an outside proportion relied on water from tanker supply (54 percent) and public tap supply (33 percent).

i. Distance to get water

Respondents who had access to a water facility outside their house were asked about the distance they traveled to fetch water for daily use. Nationally, the majority (74 percent) reported that it was within 250 meters, while 17 percent reported that it was within ¼ to half a kilometer. Six percent mentioned a distance of half to one kilometer, three percent reported one to three kilometers, and one percent stated a distance of more than 3 kilometers. There was a slight variation in responses to this question between rural and urban areas.

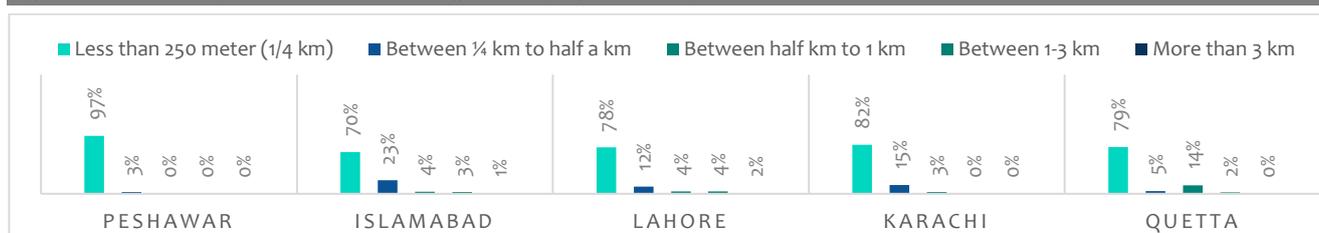
Figure 17: Distance from home to source of drinking water (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Except for Khyber Pakhtunkhwa, all the regions followed national trends. In Khyber Pakhtunkhwa, 62 percent of the population lived within a quarter kilometer of a drinking water source, and another 33 percent lived between a quarter and half a kilometer away. It is worth noting that in rural Islamabad and Khyber Pakhtunkhwa, 36 percent and 35 percent respectively, had water sources within a quarter to half a kilometer. In contrast, only three percent of rural Sindh and one percent of rural Balochistan had water sources over three kilometers away.

Figure 18: Distance from home to drinking water (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

In major cities, such as Peshawar (97 percent), Karachi (82 percent), Quetta (79 percent), Lahore (78 percent), and Islamabad (70 percent), a significant majority had access to water within a quarter kilometer. However, in Islamabad (23 percent) and Karachi (15 percent), the distance was between a quarter and a half a kilometer. In Quetta, 14 percent had to travel half to one kilometer.

ii. Average expense on water (monthly):

The table below shows the monthly drinking water expenditure by province, with an average household expenditure of Rs. 2,126. Balochistan and Sindh had the highest expenses.

Table 8: Monthly expenditure on household drinking water (regional)

| | Khyber Pakhtunkhwa | Islamabad | Punjab | Sindh | Balochistan | Overall |
|---------------------------------------|--------------------|-----------|--------|-------|-------------|---------|
| Average Expense of household on water | 844 | 2,723 | 1,197 | 2,983 | 3,410 | 2,126 |

Among the capital districts, the average expenditure on drinking water was highest in Quetta, followed by Karachi.

Table 9: Monthly expenditure on household drinking water (capital cities)

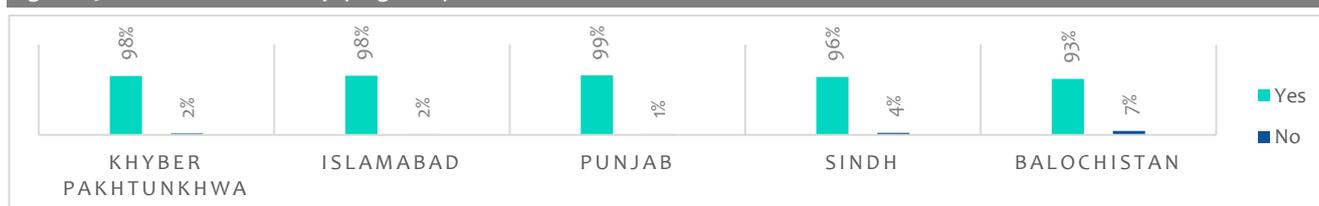
| | Peshawar | Islamabad | Lahore | Karachi | Quetta |
|---------------------------------------|----------|-----------|--------|---------|--------|
| Average Expense of household on water | 1,834 | 2,723 | 1,208 | 12,853 | 2,2061 |

The expenditure that households in Quetta and Karachi incur on drinking water reflects the seriousness of clean water shortages and their budgetary impact. In Balochistan, groundwater levels have declined significantly, forcing people to rely on other sources of water. This growing dependence on tanker water supply leads to increased spending and worsens the disparity in water accessibility and affordability among households with varying income levels.

3.2.5. Access to electricity

Nationwide, 97 percent of households reported having access to electricity in their homes, while three percent reported otherwise.

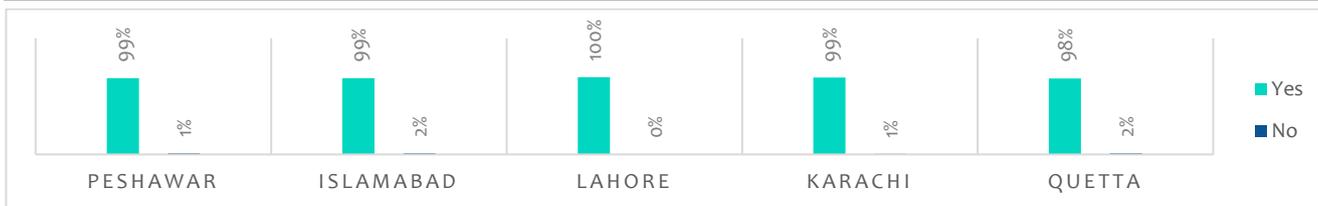
Figure 19: Access to Electricity (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

At the regional level, the differences in access to electricity, both overall and between rural and urban areas, were insignificant. The trends at the provincial level largely mirrored the national patterns in terms of electricity availability. However, a small percentage of households in rural Balochistan (9 percent) and Sindh (6 percent) reported that electricity was not available.

Figure 20: Access to Electricity (Capital Cities)



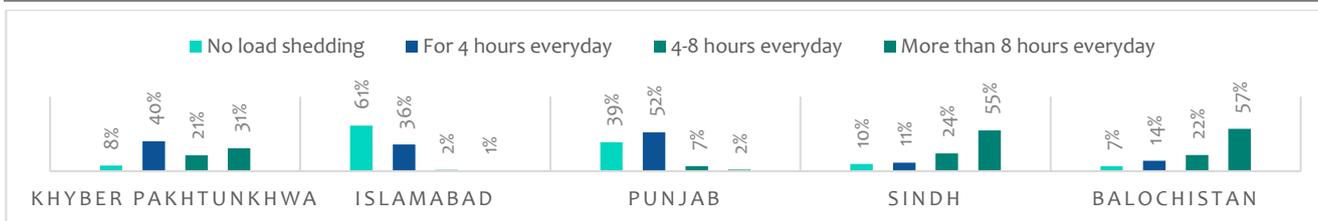
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

The same trend was observed in the major cities, as almost all households in Lahore (100 percent), Karachi (99 percent), Islamabad (99 percent), Peshawar (99 percent), and Quetta (98 percent) had access to electricity.

i. Load-shedding hours:

Despite the overwhelming majority of households (97 percent) that have electricity connections, a sizable number (30 percent) experienced electricity load shedding for up to four hours daily. Additionally, 17 percent reported load shedding for up to eight hours, and a third of the households (34 percent) faced load shedding for more than eight hours per day. Load shedding was more severe in rural areas than in urban areas, with 38 percent of rural households experiencing daily shutdowns of more than eight hours, as opposed to 26 percent of urban households.

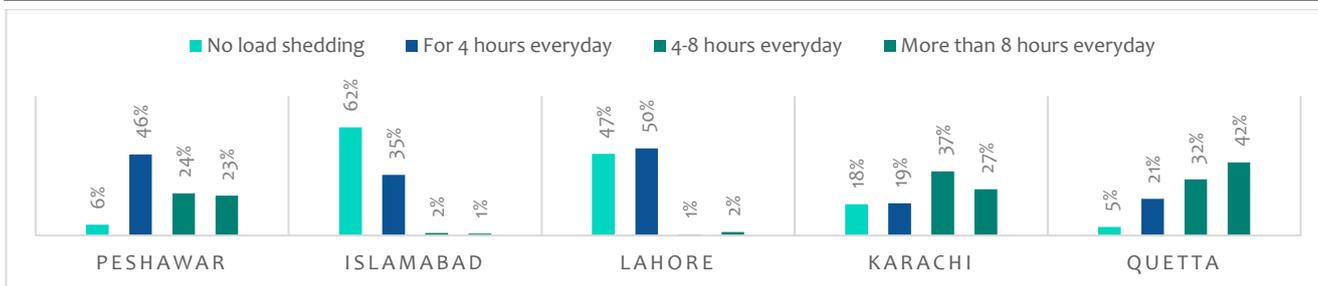
Figure 21: Load shedding: Status and Duration (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

A regional breakdown of the survey findings reveals that compared to other regions, Islamabad and Punjab fared better, with 61 percent and 39 percent respectively, reporting no daily load shedding. In Punjab, another 52 percent reported four hours of load shedding per day. On the other hand, Balochistan and Sindh faced more challenges, with 57 percent and 55 percent of households experiencing more than eight hours of load shedding, respectively. Within Sindh, rural households (71 percent) faced greater disadvantages than their urban counterparts (41 percent), with shutdowns exceeding eight hours per day. In Khyber Pakhtunkhwa, 40 percent experienced four hours of load shedding per day, while another 31 percent reported load shedding exceeding eight hours.

Figure 22: Load shedding: Status and Duration (Capital Cities)



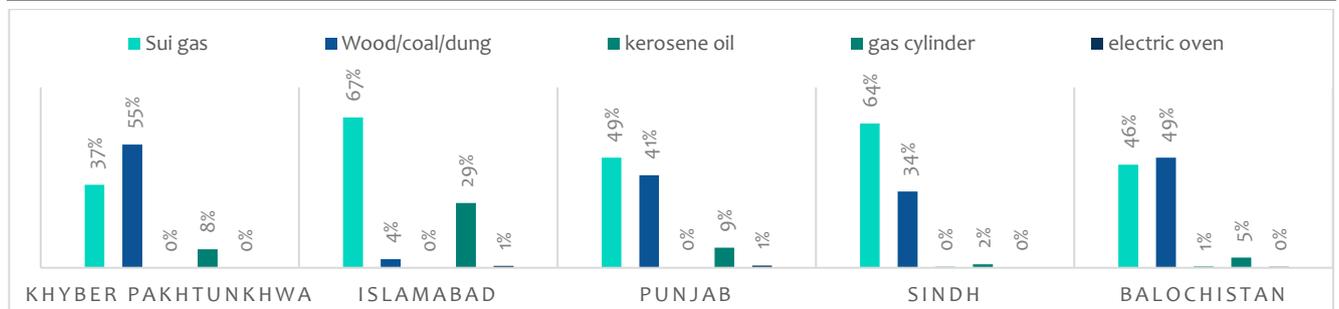
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Islamabad and Lahore fared better in terms of daily shutdowns than Peshawar, Karachi, and Quetta did. In Islamabad, 62 percent of the surveyed households did not report any daily shutdowns, while 47 percent of households in Lahore had the same experience. Meanwhile, 35 percent of households in Islamabad reported four hours of daily load shedding. Among the surveyed households, Quetta was the most deprived city, with 74 percent facing more than four hours of shutdown, compared with 64 percent in Karachi and 47 percent in Peshawar.

3.2.6. Energy source for cooking

Overall, 51 percent of the households used *sui* gas¹³ for cooking, 41 percent depended on wood, coal, or dung, and seven percent used gas cylinders. A higher percentage of urban households (82 percent) had access to natural gas than rural households (33 percent). Conversely, reliance on wood, coal, or dung was higher in rural households (57 percent) than in urban ones (12 percent).

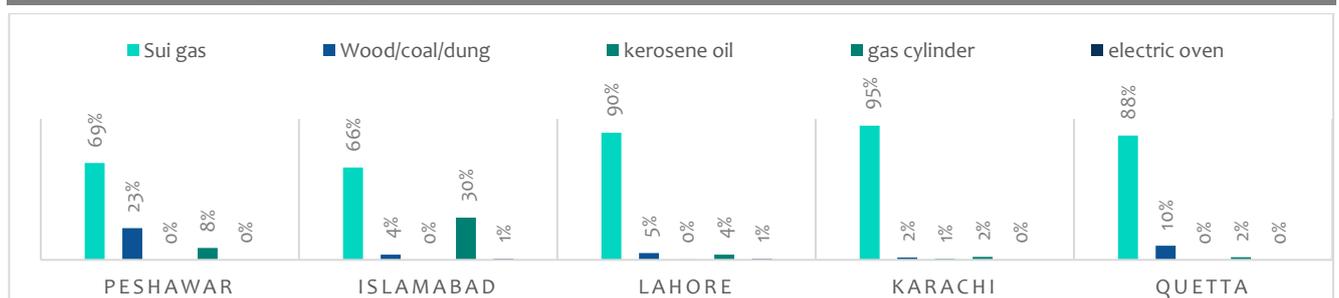
Figure 23: Basic Cooking Fuel (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, natural gas usage was most prevalent in Islamabad (67 percent) and Sindh (64 percent) and least common in Khyber Pakhtunkhwa (37 percent) and Balochistan (46 percent). Conversely, wood, coal, and dung were the primary energy sources in Khyber Pakhtunkhwa (55 percent), Balochistan (49 percent), Punjab (41 percent), and Sindh (34 percent). Gas cylinders were mainly used in Islamabad, accounting for 29 percent of households.

Figure 24: Basic Cooking Fuel (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

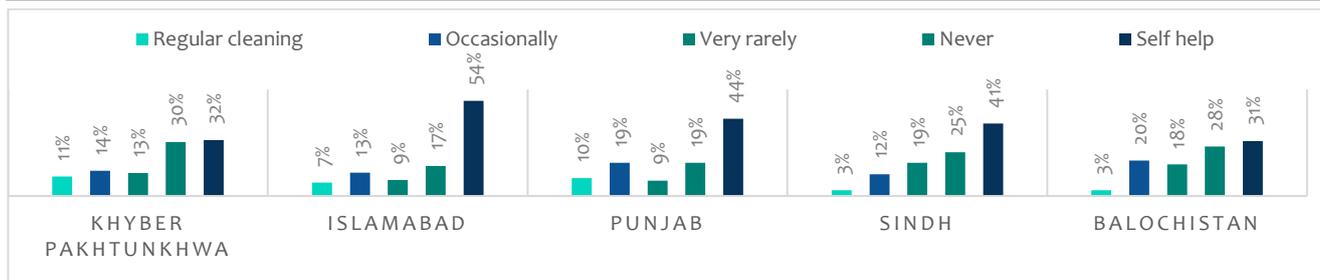
Most major cities depend heavily on natural gas for cooking. However, in Peshawar and Islamabad, the use of wood, coal, dung, and gas cylinders remains significant. In Peshawar, 23 percent of households use these alternative fuels, whereas in Islamabad, they are the primary cooking fuel for 30 percent of households.

3.2.7. Services related to cleaning and garbage collection

Upon inquiring about the status of cleaning and garbage collection services in their respective areas, only eight percent of households reported receiving regular provisions of these services. Thirty-seven percent relied on self-help, whereas 24 percent reported never receiving such services. Sixteen percent stated that they received them occasionally, while 14 percent rarely received them. The situation in rural areas was reported to be worse than that in urban areas, with only three percent of respondents from rural areas compared to 16 percent from urban areas reporting access to regular cleaning services. A higher percentage of households in rural areas (42 percent) relied on self-help than those in urban areas (29 percent). Furthermore, more respondents in rural areas (29 percent) than in urban areas (16 percent) reported that they had never received such services.

¹³ Since most of the people interchangeably use *Sui* gas when referring to piped gas, hence the said term was used to make it easier to distinguish from other forms such as LPG, etc.

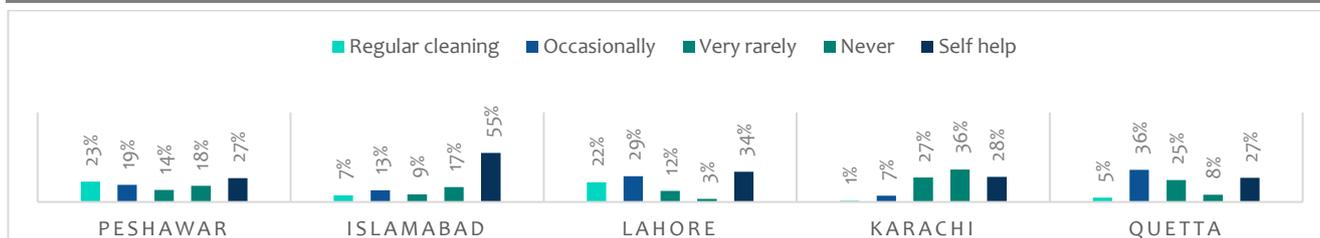
Figure 25: Frequency of cleaning and garbage collection (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Slight variations were observed at the regional level. In the urban areas of Khyber Pakhtunkhwa and Punjab, a higher percentage of households (40 percent and 23 percent, respectively) reported having regular cleaning and garbage collection services. In contrast, in Islamabad, 54 percent of households relied on self-help, followed by Punjab (44 percent) and Sindh (41 percent). On the other hand, 30 percent of Khyber Pakhtunkhwa, 28 percent of Balochistan, and 25 percent of Sindh reported a complete absence of cleaning and garbage collection services.

Figure 26: Frequency of cleaning and garbage collection (Capital Cities)



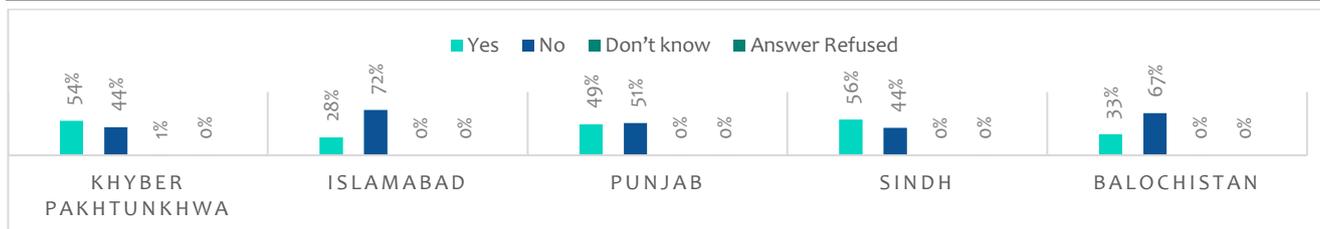
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

In federal and provincial capitals, a greater number of respondents from Islamabad (55 percent), Lahore (34 percent), Quetta (27 percent), and Peshawar (27 percent) indicated relying on self-help. It is noteworthy that Peshawar recorded the highest percentage among major cities for regular cleaning and garbage collection services, with 23 percent of respondents confirming this, closely followed by Lahore at 22 percent.

3.2.8. Sewage facility

The survey findings on the availability of sewage facilities revealed that 48 percent of the respondents had access to these services, while 52 percent did not. Additionally, there is a notable disparity between rural and urban areas: 63 percent of rural respondents lack access to sewage services, in contrast to 67 percent of urban respondents.

Figure 27: Availability of Sewage Facility (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

At the regional level, Sindh had the highest proportion of respondents, reporting access to sewage facilities at 56 percent, followed by Khyber Pakhtunkhwa at 54 percent, and Punjab at 49 percent. Conversely, Islamabad had the lowest percentage of surveyed households (28 percent), followed by Balochistan (33 percent), which reported access to sewage facilities.

When examining the data from urban and rural areas, the regional breakdown revealed further discrepancies in access to these facilities. For instance, urban Balochistan had almost twice as many respondents (50 percent) with sewage facilities as rural Balochistan (26 percent). A similar trend was observed in Sindh, with a higher percentage of respondents in urban areas (74 percent) that have access to sewage facilities than in rural areas (37 percent). In Punjab, this percentage was higher in urban areas (77 percent) than in rural areas (34 percent). In Khyber Pakhtunkhwa, the corresponding figures were 71 percent for urban areas and 51 percent for rural areas.

Figure 28: Availability of Sewage Facility (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

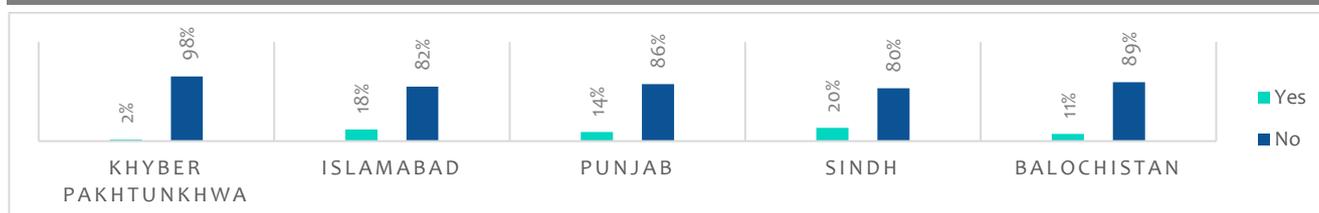
In Lahore, 78 percent of respondents had access to sewage facilities, followed by Karachi (76 percent), and Quetta (61 percent). However, 73 percent of respondents in Islamabad reported not having access to a sewage facility.

Although access to sewage facilities is a significant issue in some regions, it is more pronounced in rural areas.

3.2.9. Availability of Parks and Recreation

Regarding the availability of parks for recreational use, only 12 percent of the households in Pakistan reported access to parks. More specifically, 25 percent of urban households have this privilege, whereas only 5 percent of rural households are fortunate enough to enjoy this amenity.

Figure 29: Availability of Parks (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Compared with other regions, Sindh had the highest proportion of households (20 percent) with access to parks, followed by Islamabad (18 percent). However, in Punjab, only 14 percent of households had access to parks, while in Balochistan, it was 11 percent, and in Khyber Pakhtunkhwa, it was only two percent. In general, respondents in the urban areas of the provinces had better access to parks than those in rural areas.

Figure 30: Availability of Park (Capital Cities)



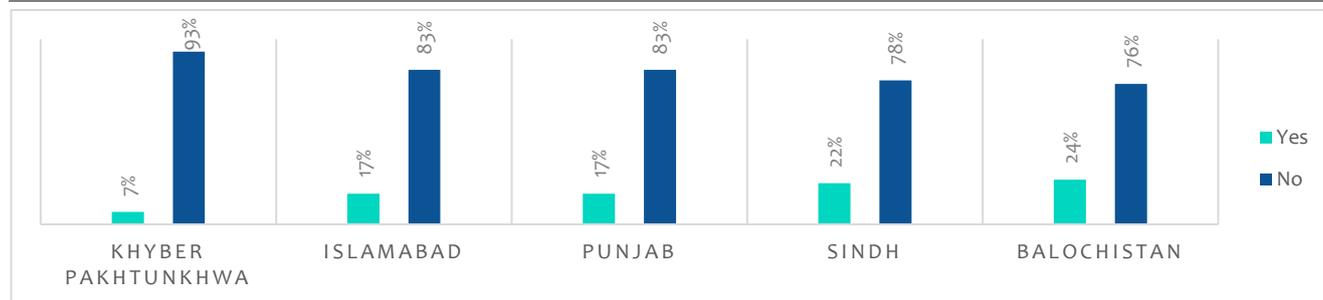
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

The majority of respondents in Peshawar (94 percent), Islamabad (84 percent), Quetta (81 percent), Lahore (69 percent), and Karachi (63 percent) reported that parks were unavailable in their respective areas. However, 31 percent of the respondents in Karachi and 31 percent in Lahore said that parks were available.

i. Availability of playgrounds

At the national level, only 17 percent of the respondents said that they had access to playgrounds for children. Urban areas had a higher proportion of households (28 percent) with access to playgrounds than rural areas (12 percent).

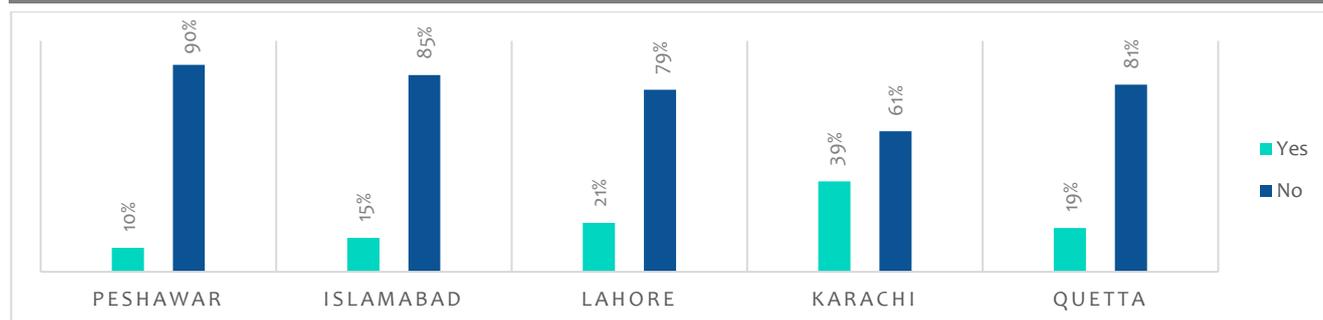
Figure 31: Availability of Playground (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

At the regional level, Balochistan had the highest proportion of households (24 percent) with access to playgrounds, whereas Khyber Pakhtunkhwa had the lowest proportion (7 percent). Generally, there were differences between urban and rural households in terms of access to playgrounds, with the largest difference reported in Islamabad (24 percent) and the smallest in Khyber Pakhtunkhwa (9 percent).

Figure 32: Availability of Playground (Capital Cities)



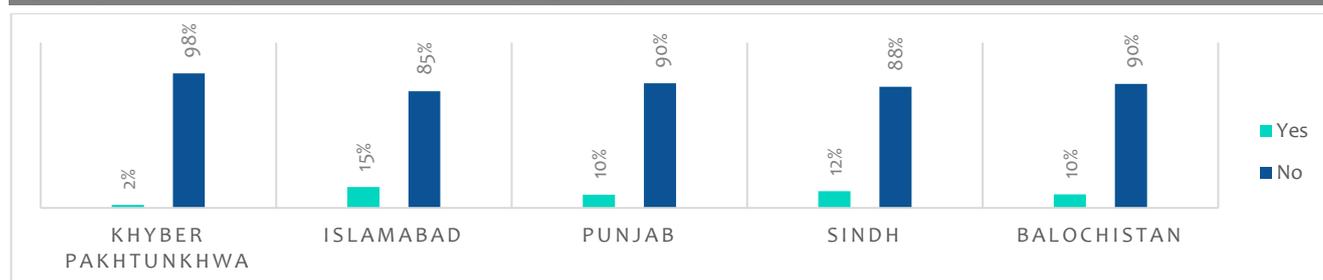
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

An overwhelming majority of Peshawar (90 percent), Islamabad (85 percent), Quetta (81 percent), and Lahore (79 percent) participants said they lacked access to playgrounds. Lastly, 61 percent in Karachi (the lowest among all districts) said they did not have access to playgrounds.

ii. Availability of facilities for children (swings)

Nine percent of households reported having access to facilities such as swings for their children. The proportion of respondents with access to this facility in urban areas (19 percent) was significantly higher than in rural areas (4 percent).

Figure 33: Availability of Facilities for Children (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

The national trend was also observed in the regional data. In Islamabad, 15 percent of households reported having child-friendly facilities, whereas in Khyber Pakhtunkhwa, only two percent of households reported the same.

Figure 34: Availability of Facilities for Children (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

The provincial capitals of Karachi (27 percent), Lahore (21 percent), and Quetta (20 percent) had the highest proportion of households with access to facilities for children. Peshawar reported the lowest proportion (5 percent) of households.

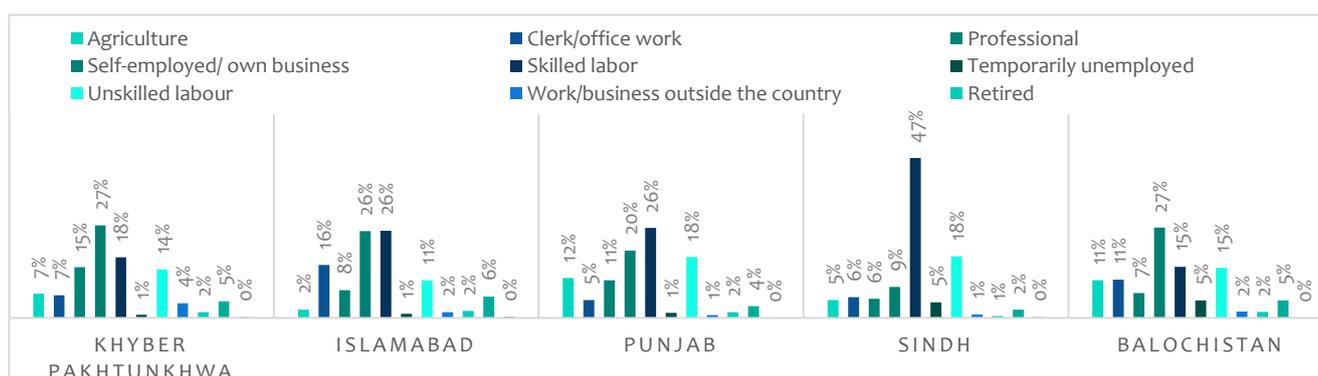
3.3. Income and Expenses of the Households

The country's population comprises 51 percent males and 49 percent females. Despite this nearly balanced ratio, the rate of economic participation among women was significantly lower. The survey underscores the substantial gender gaps in the economy. This reveals that, on average, there are two income-earning adult males in each household, in contrast to just one in every ten households with an income-earning female.

3.3.1. Sources of income

When questioned about the main source of income or occupation of the household member who contributed the most to the expenses, the primary earners in 26 percent of the households were skilled laborers. Additionally, 16 percent were engaged in unskilled labor, 21 percent were self-employed or owned their own business, 10 percent were professionals, and eight percent each engaged in agriculture and clerk/office work. Lastly, three percent were temporarily unemployed.

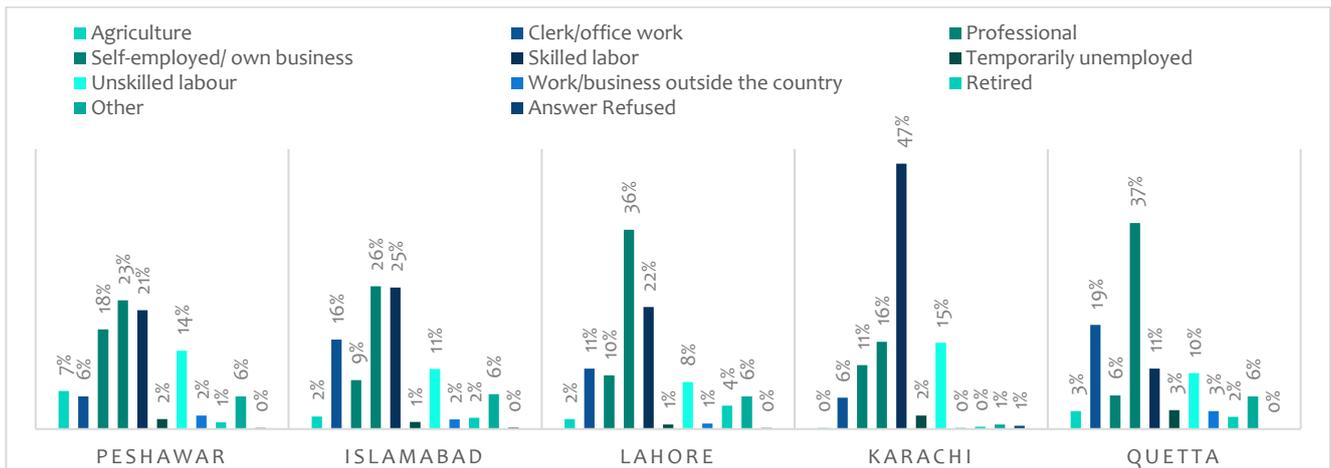
Figure 35: Occupation of primary household earner (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, Khyber Pakhtunkhwa and Balochistan had the highest proportion (27 percent) of self-employed individuals, closely followed by Islamabad (26 percent). In Sindh, skilled labor accounted for 47 percent of the population (51 percent in rural areas, 43 percent in urban areas), while Punjab reported 26 percent (28 percent rural, 24 percent urban). Both provinces saw 18 percent of their population in unskilled labor. In the agricultural sector, 12 percent of Punjab's population (17 percent rural, 1 percent urban) and 11 percent of Balochistan's population (13 percent rural, 5 percent urban) were employed. Lastly, 5 percent of the individuals in Sindh and Balochistan experienced temporary unemployment.

Figure 36: Occupation of primary household earner (Capital Cities)



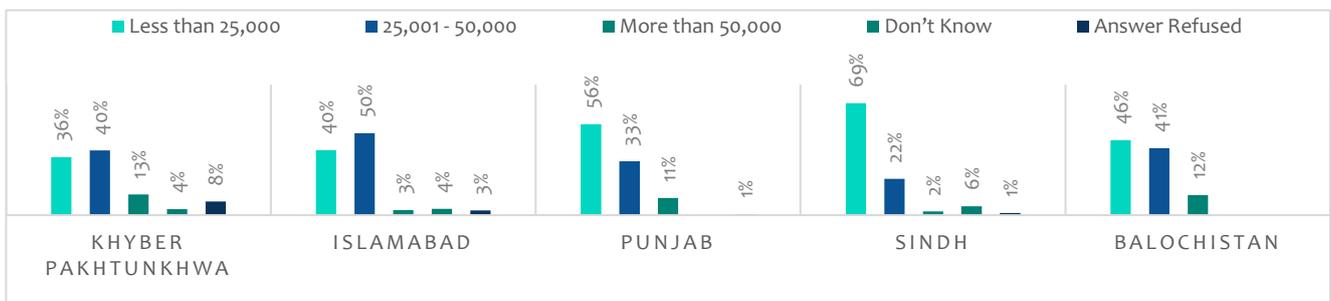
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

In Quetta, 37 percent of households rely on self-employment or their businesses for income. In Lahore, this percentage was slightly lower at 36 percent. In Karachi, 47 percent of households are engaged in skilled labor, while 15 percent work as unskilled laborers. In Peshawar, 14 percent of households are also involved in unskilled labor. Additionally, 19 percent of households in Quetta and 16 percent in Islamabad are employed in clerical or office positions. Temporary unemployment was reported by three percent of the households in Balochistan and by two percent of households in both Karachi and Peshawar.

3.3.2. Income of Households

In response to the question on monthly household income, 50 percent of households reported earning less than 25,000. Nine percent of the households belong to higher-income groups, earning more than 50,000. Additionally, 35 percent of the households had incomes ranging from 25,001 to 50,000.

Figure 37: Household Income per Month (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

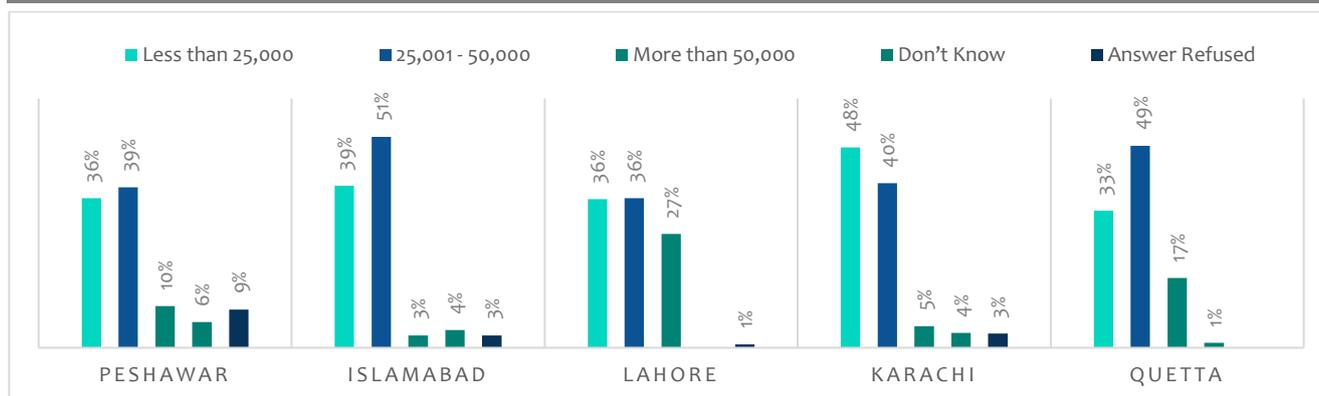
Within regions, 69 percent of households in Sindh earn less than 25,000 monthly, followed by Punjab (56 percent), Balochistan (46 percent), Islamabad (40 percent), and Khyber Pakhtunkhwa (36 percent). In the income bracket of 25,001–50,000, Islamabad leads at 50 percent, followed by Balochistan at 41 percent, Khyber Pakhtunkhwa at 40 percent, Punjab at 33 percent, and Sindh at 22 percent. Monthly household earnings of more than 50,000 were reported by 13 percent of the respondents in Khyber Pakhtunkhwa, 12 percent in Balochistan, 11 percent in Punjab, 3 percent in Islamabad, and 2 percent in Sindh.

In terms of urban-rural contrasts, a higher percentage of rural households in Punjab (62 percent), Sindh (83 percent), and Balochistan (48 percent) earn less than 25,000 compared to their urban counterparts. However, in Islamabad, 46 percent of urban households earn less than 25,000, which is higher than the 34 percent in rural areas.

Notably, in Islamabad, 54 percent of rural households earn between 25,001-50,000, surpassing 47 percent in urban areas. In Sindh, 31 percent of urban households fall within this income range compared to 12 percent in

rural areas. The most significant disparity is seen in Punjab, where 21 percent of urban households earn over 50,000 compared to 5 percent in rural areas. Other regions show no notable urban-rural income variations.

Figure 38: Household Income (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

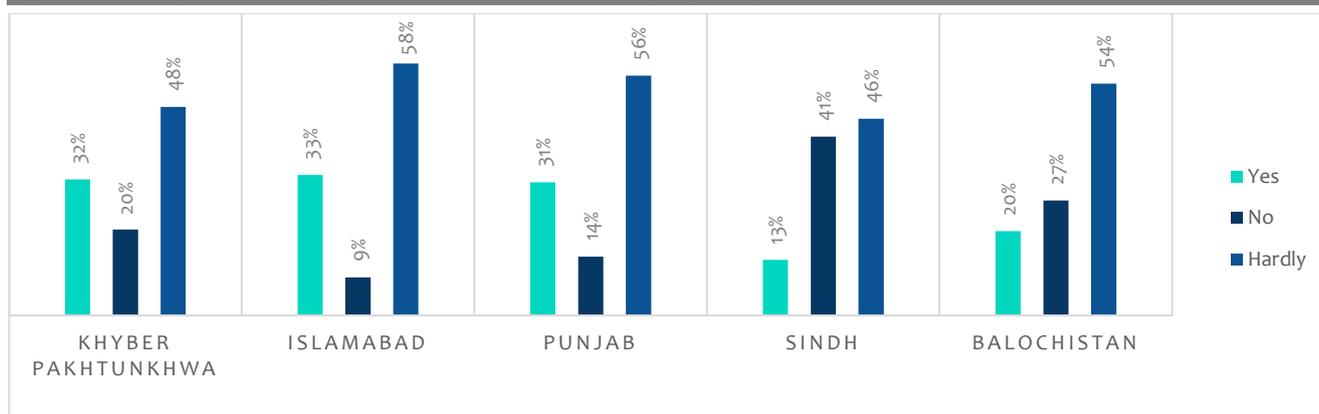
In the capital districts, a substantial number of households have low incomes. In Karachi, 48 percent of households fall into this category, followed by Islamabad (39 percent), Peshawar and Lahore (36 percent each), and Quetta (33 percent). Moving up to the income group of 25,001-50,000 PKR, Islamabad has the highest percentage of such households at 51 percent, followed by Quetta at 49 percent, Karachi at 40 percent, Lahore at 36 percent, and Peshawar at 39 percent. On the other hand, higher-income households earning more than 50,000 PKR accounted for 27 percent of Lahore households, 17 percent of Quetta households, 10 percent of Peshawar households, five percent of Karachi households, and three percent of Islamabad households.

Most households, both at the regional and district levels, have incomes of 50,000 PKR or below.

3.3.3. Ability to cover expenses within current income

When asked if they could meet all their financial obligations with their current household earnings, only 25 percent responded yes, stating that their income was sufficient to cover expenses. In contrast, 24 percent said their income was insufficient, while an additional 51 percent expressed difficulty in managing their expenses. As a result, a significant majority expressed concerns about whether their current income was adequate to meet their financial needs.

Figure 39: Ability to cover expenses within current income (Regional)

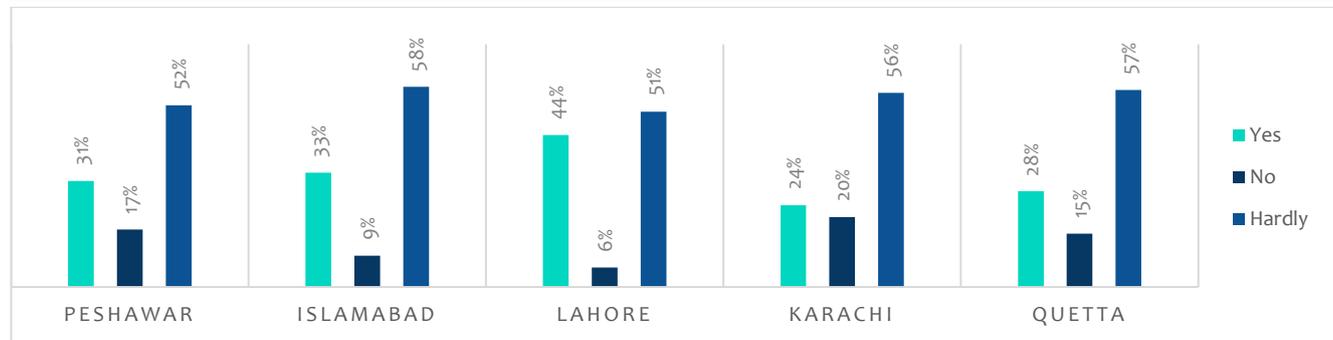


Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Consistent patterns emerged across all regions, with the majority of households reporting difficulties with expenses. In Sindh, 87 percent of households were struggling or unable to afford expenses, followed by 81 percent in Balochistan, 70 percent in Punjab, 68 percent in Khyber Pakhtunkhwa, and 67 percent in Islamabad. Financial vulnerability was notably high across all provinces; however, Sindh reported the highest rate of complete inability to cover expenses, with 41 percent of households admitting to this problem.

A comparison between urban and rural households revealed that a larger percentage of rural households in all regions were unable to afford expenses than their urban counterparts. The most significant gap was observed in Sindh, where 58 percent of rural households versus 26 percent of urban households faced this challenge. In rural Punjab, 17 percent of households could not afford expenses, compared to 8 percent in urban areas. In Islamabad, 62 percent of urban households and 54 percent of rural households struggled to meet their expenses. Similarly, in Sindh, 54 percent of the urban and 36 percent of the rural households reported difficulties. Other provinces showed no notable differences between the urban and rural areas in this regard.

Figure 40: Ability to cover expenses within current income (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

In the capital districts surveyed, a considerable proportion of households showed signs of economic fragility. In Karachi, 76 percent of households struggled to meet their expenses, followed by 72 percent in Quetta, 69 percent in Peshawar, 67 percent in Islamabad, and 57 percent in Lahore.

Most households reported financial strain in covering their expenses with their current incomes. Some were unable to do so, while others encountered substantial difficulties in financial management. Notably, a link was observed between housing ownership and expense affordability. Those residing in their own homes generally managed their financial responsibilities better than those residing in rented properties.

Figure 41: House ownership and fulfilling the expenses from Income (National)



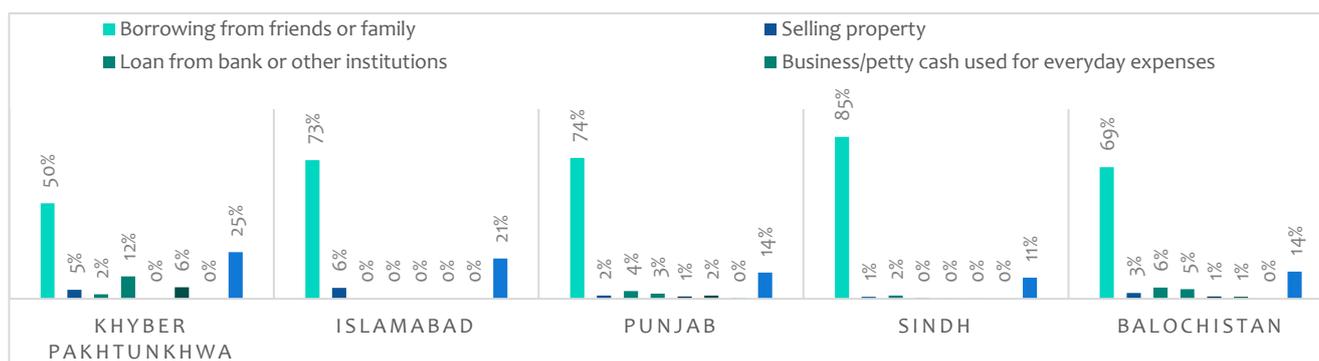
National estimates calculated with a margin of error of ± 1.22 percent

To assess how different types of house ownership impact the ability to afford expenses, the study found that nearly twice as many respondents (30 percent) who owned their residence were better positioned to afford expenses than those who either lived in a joint setup (18 percent) or rented a residence (19 percent).

3.3.4. Sources for managing added expenses

Households that reported being unable to meet their expenses with their current income were asked to comment on how they managed additional expenditures. At the national level, most (73 percent) reported relying on personal connections by borrowing from friends or family. Four percent mentioned using business capital or investment for everyday expenses, three percent relied on loans from banks or other institutions, two percent relied on social safety programs provided by the government, and three percent reported using proceeds from selling property.

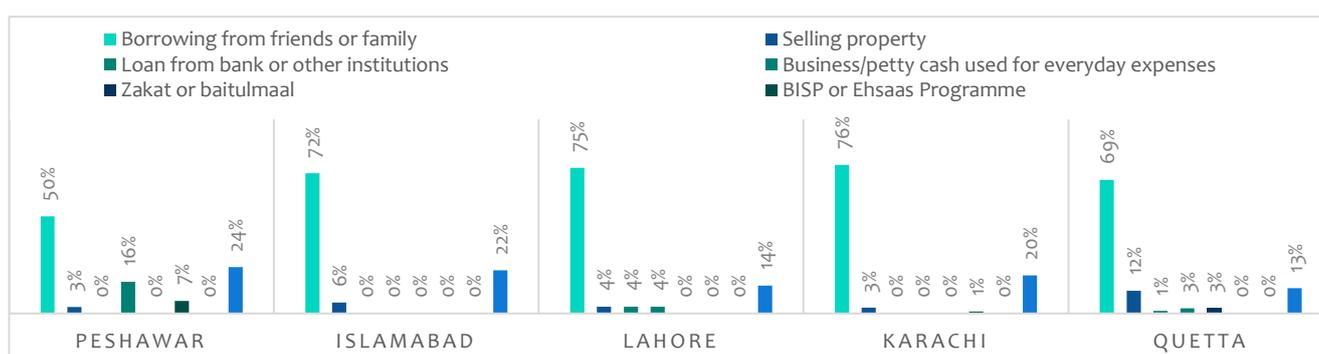
Figure 42: How does your household manage added expenses (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Across all regions, the predominant form of support was securing loans from friends and family. In Khyber Pakhtunkhwa, 12 percent of the respondents used business or petty cash, while 6 percent benefited from the BISP/Ehsaas program. In both Punjab and Balochistan, 6 percent took loans from banks. In Islamabad, 6 percent resorted to selling property, a measure also taken by 5 percent in Khyber Pakhtunkhwa. The reliance on personal and family networks was uniform across urban and rural settings, except in Sindh, where 90 percent of rural households depended on this method, compared to 77 percent in urban areas.

Figure 43: How does your household manage added expenses (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

In the capital cities, a predominant number of households depended on loans from friends and family. In Peshawar, 16 percent used business or petty cash for their needs, while in Balochistan, 12 percent sold property. In Islamabad, the figure stood at six percent. Additionally, seven percent of Peshawar households relied on the BISP/Ehsaas program.

The main strategy for covering extra expenses was to seek support from family networks. Bank loans were less common because strict banking policies required collateral or extensive paperwork, making it an impractical option. The greatest dependence on programs, such as BISP/Ehsaas, was seen in Khyber Pakhtunkhwa.

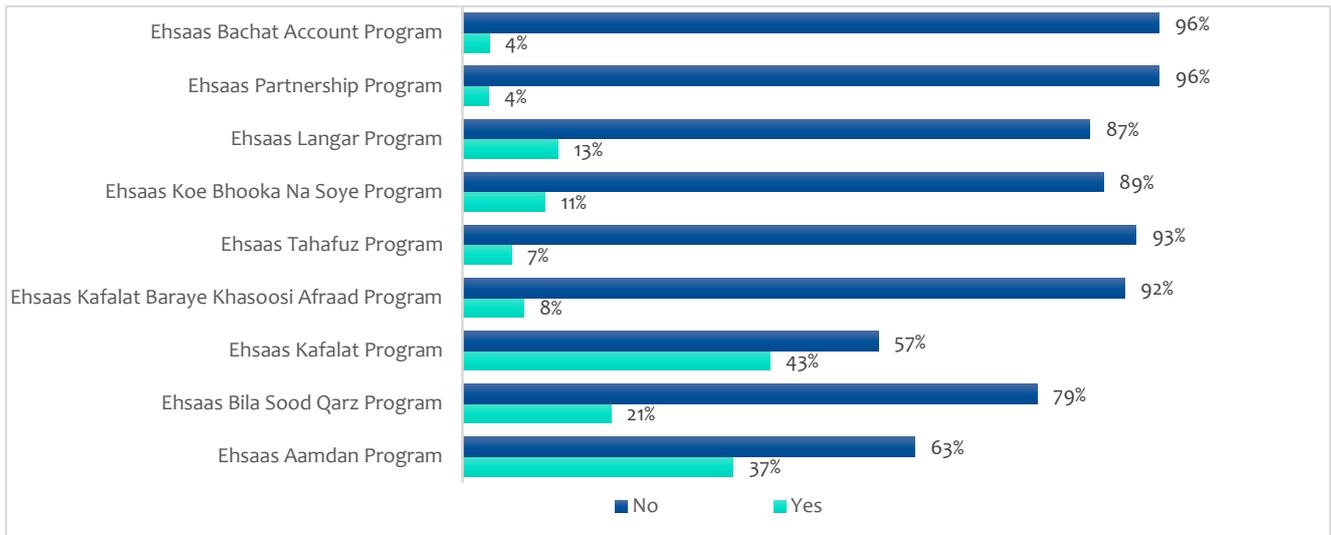
3.3.5. Government Aid Programs

The government launched various programs to support low-income families. A survey inquired about household heads' awareness of and participation in these programs.

Regarding awareness of government aid programs, 43 percent of the respondents recognized Ehsaas Kafaalat, 37 percent Ehsaas Aamdan, and 21 percent Ehsaas Bila Sood Qarz. Awareness was lower for other Ehsaas initiatives, with 13 percent knowing Ehsaas Langar and 11 percent Ehsaas Koe Bhooka Na Soye. Fewer respondents were aware of Ehsaas Kafaalat Baraye Khasoosi Afraad (8 percent), Ehsaas Tahafuz (7 percent), Ehsaas Partnership (4 percent), and Ehsaas Bachat Account Program (4 percent).

In conclusion, less than half of the surveyed household heads were aware of at least one program, highlighting the need for improved awareness and information dissemination, given the struggles many households face.

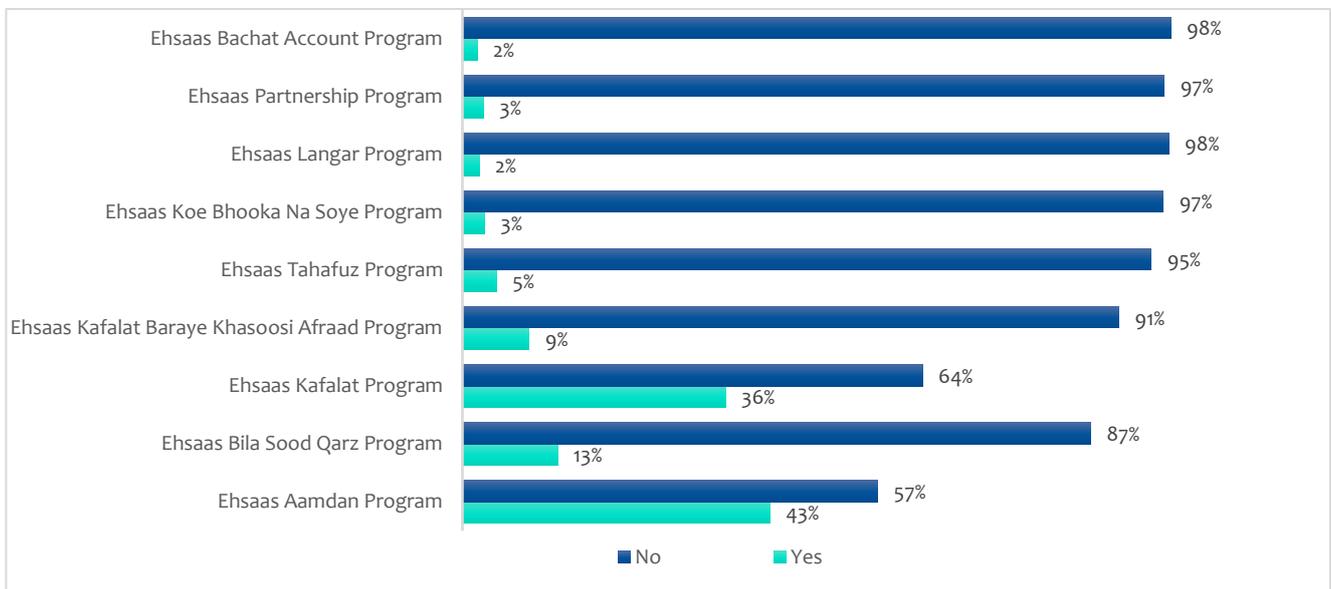
Figure 44: Knowledge about the Aid programs (National)



National estimates calculated with a margin of error of ± 1.22 percent

The survey asked the heads of households if they were aware of various government aid programs and if they or anyone in their households had applied for support through these programs. Among the respondents, 43 percent stated that they had applied for the Ehsaas Aamdan program, whereas 36 percent had applied for the Ehsaas Kafaalat program. Thirteen percent mentioned applying for Ehsaas Bila Sood Qarz, nine percent for Ehsaas Kafaalat Baraye Khasoosi Afraad, and five percent for Ehsaas Tahafuz. Three percent mentioned Ehsaas Koe Bhooka Na Soye and two percent mentioned the Ehsaas Langar program. In addition, three percent applied for the Ehsaas Partnership, and two percent applied for the Ehsaas Bachat Account Program.

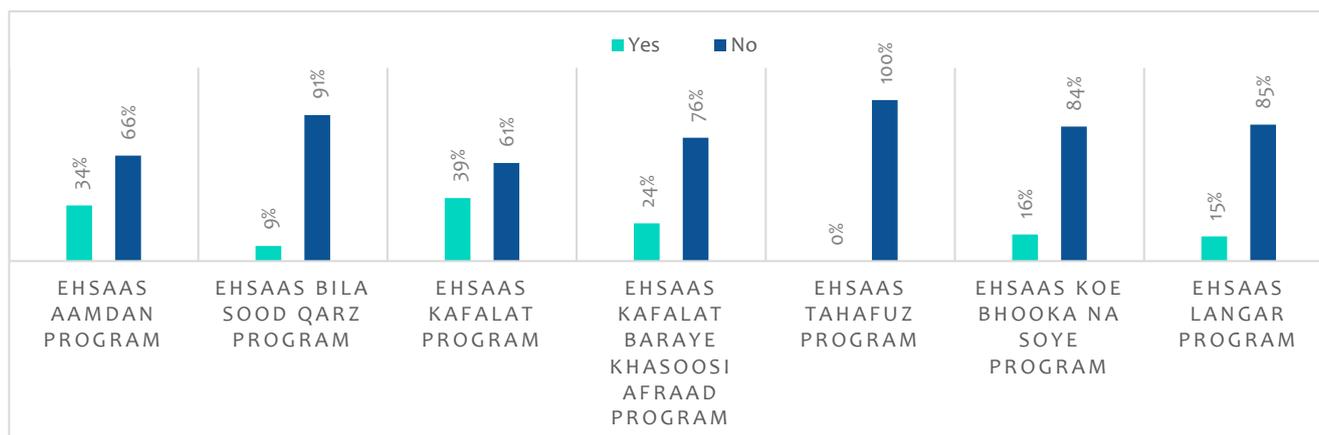
Figure 45: Seeking/ application for aid under Ehsaas programs (National)



National estimates calculated with a margin of error of ± 1.22 percent

The heads of households who reported applying for government assistance were surveyed regarding whether they had received the requested aid. The findings revealed that 34 percent of Ehsaas Aamdan Program applicants received aid compared to 39 percent for the Kafaalat Program. For the Ehsaas Bila Sood Qarz Program, the reception rate was nine percent, while for the Ehsaas Kafaalat Baraye Khasoosi Afraad Program, it was 24 percent. Of those who sought aid from the Ehsaas Koi Bhooka Na Soye and Ehsaas Langar Programs, 16 and 15 percent, respectively, confirmed receiving assistance. However, none of the applicants for the Ehsaas Tahafuz Program reported receiving aid.

Figure 46: Provision of Aid under Public Programs (National)

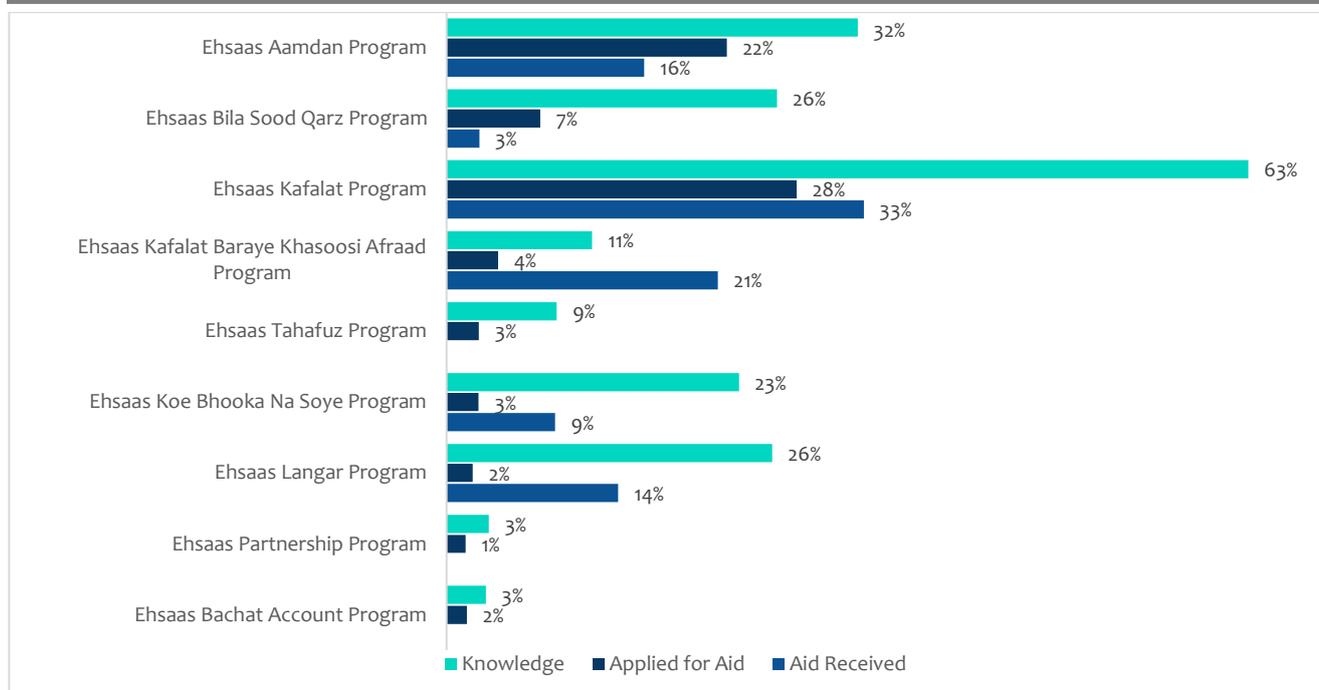


National estimates calculated with a margin of error of ± 1.22 percent

When surveyed about their contentment with government assistance programs, all participants who had applied for aid expressed satisfaction with the Ehsaas Langar, Ehsaas Koe Bhooka Na Soye, and Ehsaas Bila Sood Qarz Programs. Satisfaction levels for the Ehsaas Kafaalat, Ehsaas Kafaalat Baraye Khasoosi Afraad, and Ehsaas Aamdan programs were 91 percent, 86 percent, and 87 percent, respectively.

The figure below shows an analysis of respondents' awareness, experiences, and views on aid programs by province. The findings from Khyber Pakhtunkhwa reflect that overall awareness of the programs was minimal, with the exception of the Ehsaas Kafaalat Program. The program was known to 63 percent of respondents in the province. Of these, 28 percent of the respondents confirmed that they had applied for aid under the program. Asked whether they received aid from the program, 33 percent of those who had applied confirmed receiving aid under the program.

Figure 47: Knowledge, Application, and Provision of Aid (Khyber Pakhtunkhwa)

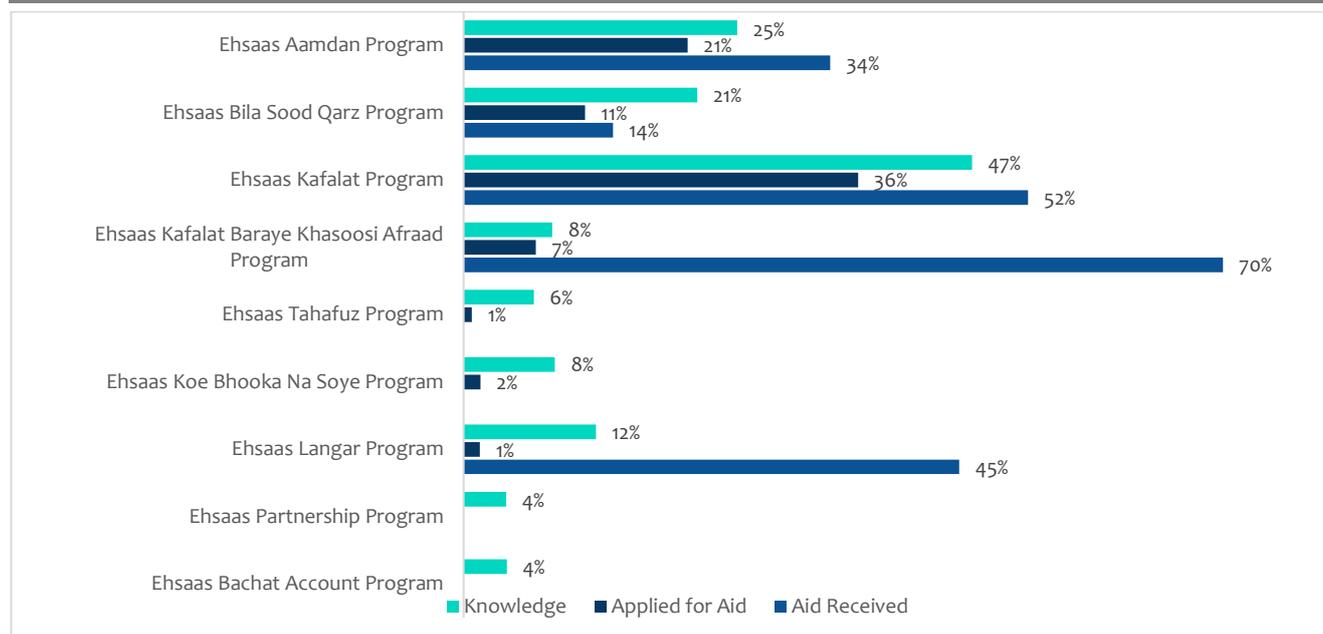


Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

In Punjab, as in Khyber Pakhtunkhwa, knowledge of all programs except for the Ehsaas Kafaalat Program was significantly low. Almost half (47 percent) of the respondents knew of the program. Of these, 36 percent confirmed to have applied for aid under the program. A significant 52 percent of the applicants acknowledged that they had received aid under the program. Barring the fact that Ehsaas Kafaalat Baraye Khasoosi Afraad Program is

known to a significantly lesser number of people, a healthy 70 percent of all those who had applied for aid under the program confirmed receiving aid under the program.

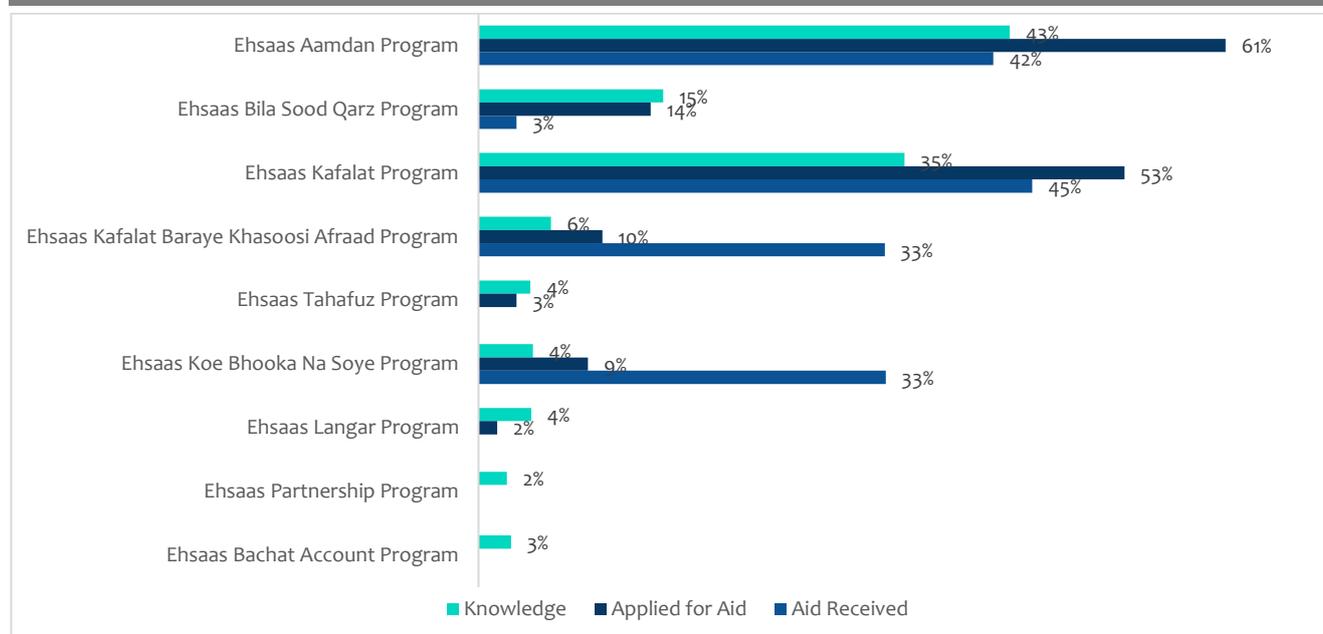
Figure 48: Knowledge, Application, and Provision of Aid (Punjab)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

In Sindh, the most well-known programs were the Ehsaas Aamdan Program (43 percent) and the Ehsaas Kafaalat Program (35 percent). As many as 61 percent of those shared that they applied to Ehsaas Aamdan. Of these applicants, 42 percent said they had received aid. Similarly, 53 percent of those knowing about the program applied for the Ehsaas Kafaalat Program. Of the applicants, 45 percent received aid.

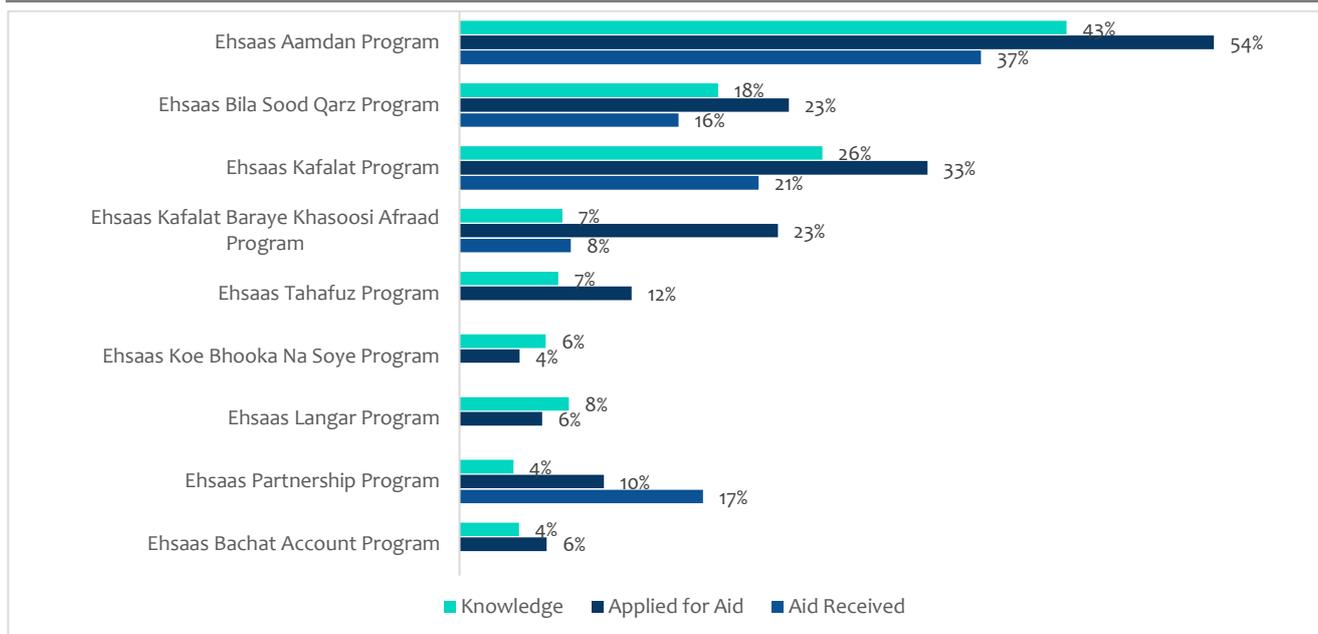
Figure 49: Knowledge, Application, and Reception of Aid (Sindh)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

In Balochistan, more respondents (heads of households) were aware of the Ehsaas Aamdan Program, with 43 percent saying they knew. Of those, 54 percent said they had applied for aid under the program. Of the applicants, only 37 percent confirmed to have received aid.

Figure 50: Knowledge, Application, and Provision of Aid (Balochistan)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Similar trends were observed in the capital cities. Detailed graphs have been annexed at the end of the report (Annexure-I), which provides a breakdown of the major cities. Ehsaas Kafaalat and Aamdan were the only two programs that the respondents (*heads of households*) had relatively more awareness of.

While the diversity of the program caters to various aspects of societal financial needs and makes the process inclusive, the overall lack of knowledge about these programs significantly limits the progress since it limits the net access to a few people, with even fewer applications and many households reporting that they were yet to receive aid against their applications. While the programs are still inclusive, their reach needs to be broadened.

While the program is designed to meet diverse financial needs and foster inclusivity, limited awareness and understanding of these programs significantly impede progress. Access to these programs is restricted to a few individuals, leading to a low application rate. Numerous households have reported that despite their application, they have not received any support. To achieve inclusivity, expanding the reach of these programs is crucial.

The effectiveness and coverage of these programs, especially in Balochistan, are the subject of ongoing debate. In the 2020-21 period, a total of 134 billion rupees were allocated to beneficiaries under the Ehsaas Kafaalat Program, which provides monthly cash stipends of 2,000 rupees to the country's poorest women. However, only 5.8 billion rupees were allocated to beneficiaries in Balochistan, which is only 4.35 percent of the total. The current proportion of beneficiaries from Balochistan in the nation's primary social protection program is lower than the province's share of the total population. With Balochistan's share of overall income poverty, multidimensional poverty, and extreme poverty ranging from 9.3 to 11 percent, the ideal proportion of beneficiaries in the EKP would be between 9 to 11 percent. This disparity in representation is also evident in other initiatives within Ehsaas Umbrella.¹⁴ Problems in overcoming these gaps can be seen in a set of dynamic and inherent biases of the Ehsaas program.

Systemic bias manifests at three distinct levels. Initially, biases in micro-level data collection exist, as outreach in Balochistan is limited. Second, the poverty scorecard's data instrument was not customized to local conditions. For instance, land ownership is a crucial factor in vulnerability parameters of the scorecard, disregarding the minimal value of non-agricultural land in rural settings, thereby excluding a portion of the population and introducing bias

¹⁴ Saleem, Rafiullah Kakar | Muhammad. "Development: Balochistan's Missing Poor". DAWN.COM, 14 Nov. 2021, <https://www.dawn.com/news/1657959>.

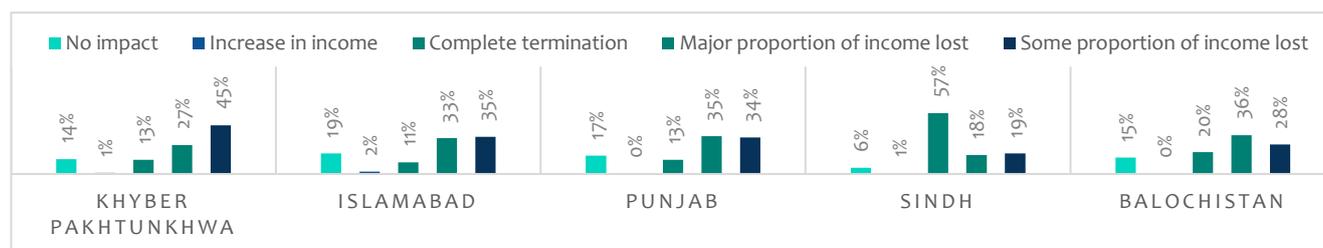
in tool application. Lastly, management and governance structures centralized in the federal capital prompt concerns about operational centralization. Given Balochistan's vastness, which covers approximately 44 percent of Pakistan's land, a single office in Quetta is insufficient for comprehensive oversight. An expanded local presence is essential for effective operationalization. These challenges are unique to Balochistan, yet it is vital to consider the National Socio-economic Registry (NSER) and program operations to foster a more localized, inclusive approach, enhancing the initiatives' outreach.

The aim of these programs is to serve society's most vulnerable. Ensuring their inclusion, free from structural, institutional, or political biases, is imperative. Despite the significant impact of these government efforts on Pakistan's social sector, enhancing inclusivity and equity remains a priority to avoid excluding beneficiaries due to institutional or policy oversights.

3.4. Impact of Covid restrictions on household's income

Households were further asked if, because of government measures such as lockdown to reduce the spread of COVID-19, their household income was affected. Regarding the impact of the income lost due to COVID-19 restrictions and lockdown (for the years 2020-21) on the overall household income, 25 percent reported complete termination of the income source at some point, 29 percent said they lost a major proportion of their income, 32 percent reported some proportion of the income lost at some point since the start of the pandemic, and 13 percent said there was no impact. Whereas only one percent reported that their income had increased.

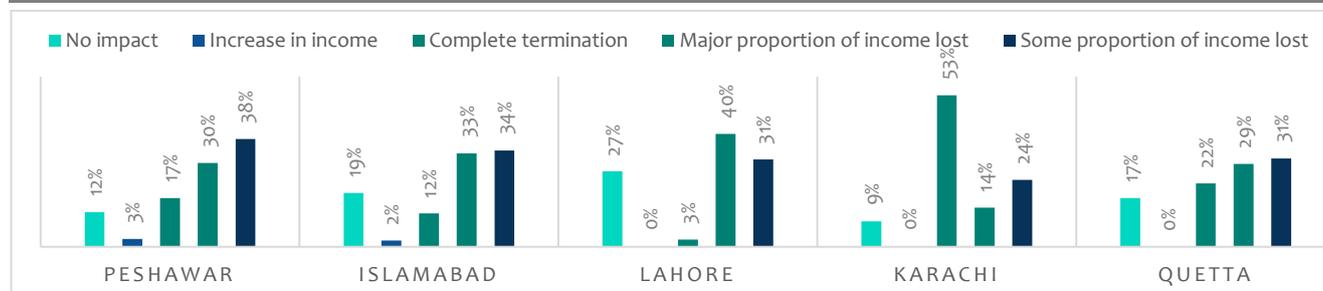
Figure 51: Impact of COVID-19 on Household Income (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

At the regional level, the highest proportion of respondents from Khyber Pakhtunkhwa (45 percent) said that they had lost a proportion of their income. Almost one-third of all provinces except for Sindh lost a major proportion of their income, and 57 percent of the respondents reported a complete termination of their income (62 percent in rural areas and 52 percent in urban areas). More households in rural Islamabad (17 percent) than in urban Islamabad (6 percent) faced a complete termination of their income, while a similar trend was seen in Punjab, where 16 percent of rural households faced a similar fate compared to nine percent in urban areas. The differences between the rural and urban regions in other provinces were mostly insignificant.

Figure 52: Impact of COVID-19 on Household Income (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

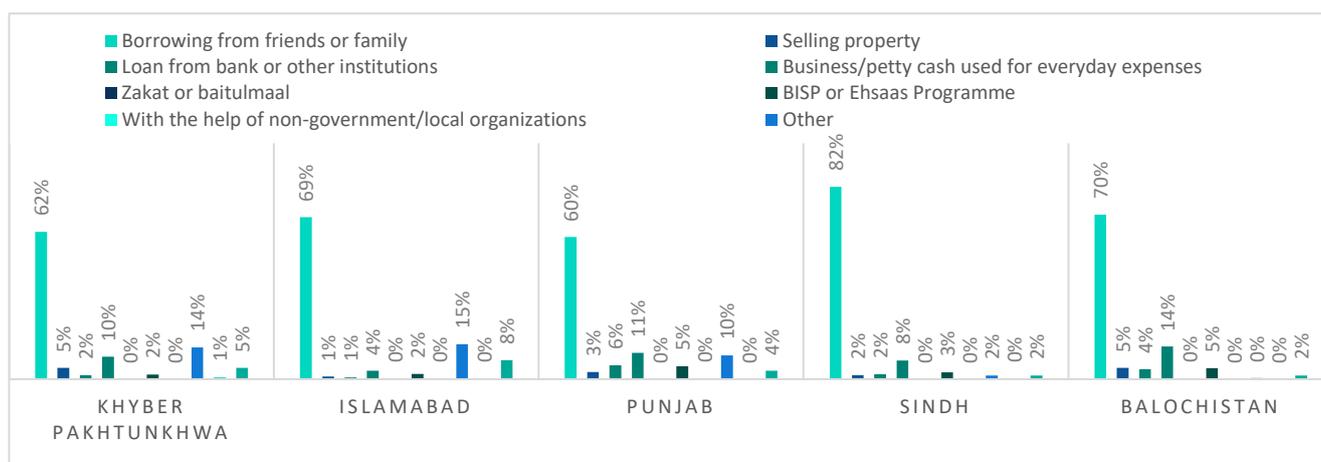
Thirty-eight percent in Peshawar and 31 percent each in Quetta and Lahore reported that they lost some proportion of their income, while 40 percent in Lahore and 33 percent in Islamabad lost a major proportion of their income. 53 percent of Karachi faced complete termination of their income. On the other hand, 27 percent in Lahore and 19 percent in Islamabad said they did not affect their respective household income.

A considerable majority of the households reported that their income was affected by measures such as lockdowns to restrict the spread ranging from losing some proportion of income to complete termination. With most of the households already earning PKR 50,000 and below, such impacts on their income aggravate their vulnerability manifold.

3.4.1. Making up for Income lost

When further inquired about the source from which the deficit from household income due to the pandemic was financed: at the national level, 69 percent said through borrowing from friends/family, 10 percent used business/investment capital to finance the household deficit, four percent said BISP/Ehsaas program, three percent said with a loan from a bank/other institution, three percent said by selling property, seven percent said from other sources and further three percent refused to answer the question.

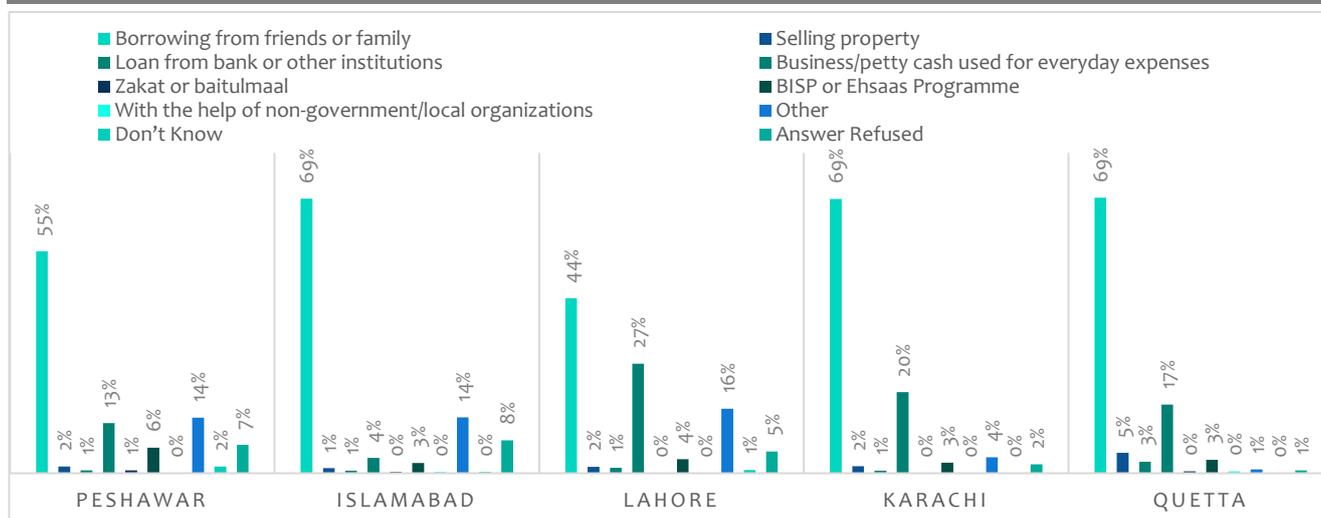
Figure 53: Making up for Income lost (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

At the regional level, similar trends persisted, as most households that needed added resources relied on borrowing from friends and family. Borrowing loans from banks was low on the priority scale, whereas five percent each in Balochistan and Khyber Pakhtunkhwa, three percent in Punjab, and two percent in Sindh relied on selling their property. The reliance on borrowing from friends or family was higher in rural Sindh (93 percent) than in urban Sindh (71 percent). However, more households in urban Punjab (20 percent) relied on business/petty cash than in rural Punjab (7 percent). A similar pattern was observed in urban Sindh (14 percent) compared with rural Sindh (1 percent).

Figure 54: Making up for Income lost (Capital Cities)



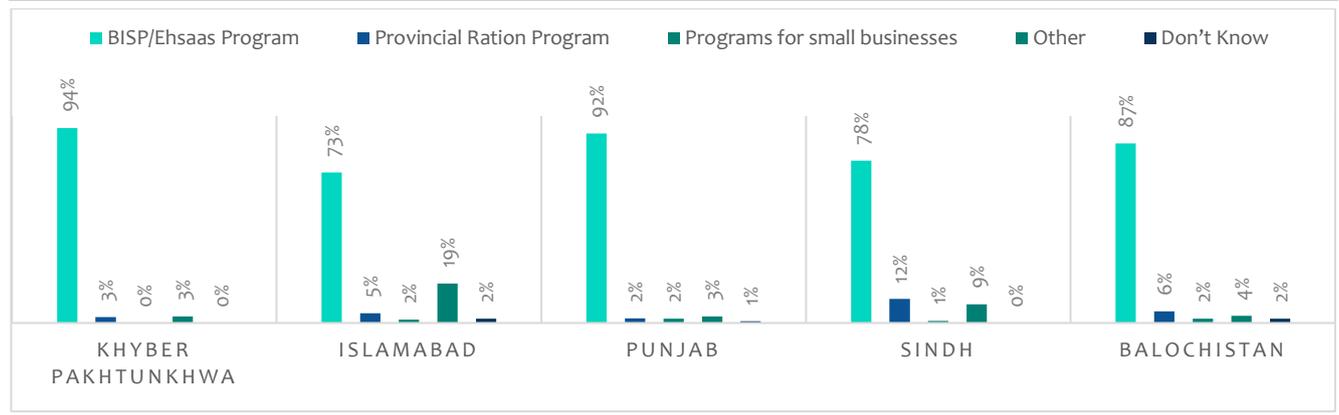
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, almost two-thirds relied on borrowing from friends and family, except Lahore. 27 percent in Lahore and 20 percent in Karachi relied on petty cash.

3.4.2. Aid received from Programs

The households were further asked whether they relied on aid from any of the government programs to compensate for the income lost due to the pandemic; at the national level, only 14 percent said affirmatively, whereas 86 percent said they did not seek support from government programs. Of the 14 percent who said to have received aid from government programs were further asked which government program they received aid from, 87 percent of them said the BISP/Ehsaas program, five percent mentioned the Provincial Ration program, one percent said programs for small businesses, and six percent answered with other as a choice.

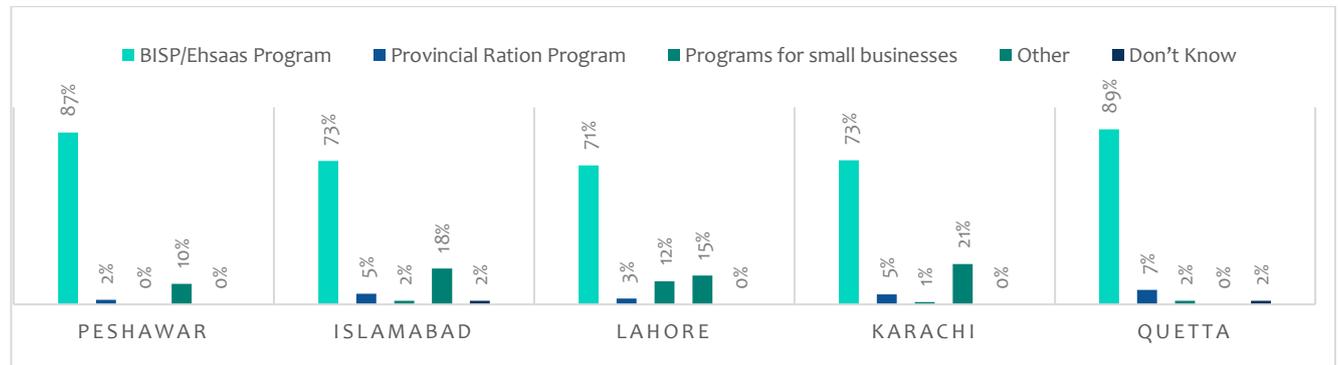
Figure 55: Aid from relief program (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

At the regional level – while most of the respondents (heads of households) said they did not get any help from the aid programs, 22 percent in Khyber Pakhtunkhwa, 14 percent in Islamabad, 13 percent in Sindh, 10 percent each in Punjab and Balochistan said they received aid. Of the 22 percent in Khyber Pakhtunkhwa, 94 percent of the respondents said they received aid from the BISP/Ehsaas program, whereas a further three percent received aid from the provincial ration program. Of the 14 percent in Islamabad, 73 percent received aid from BISP/Ehsaas, five percent from the provincial ration program, and a further 19 percent relied upon other forms of aid. In Sindh, the highest proportion (12 percent) said they received aid via the provincial ration program followed by six percent in Balochistan. In Khyber Pakhtunkhwa, Punjab, and Sindh, more rural households reported receiving aid from BISP/Ehsaas than urban households.

Figure 56: Aid from Relief Program (Capital Cities)

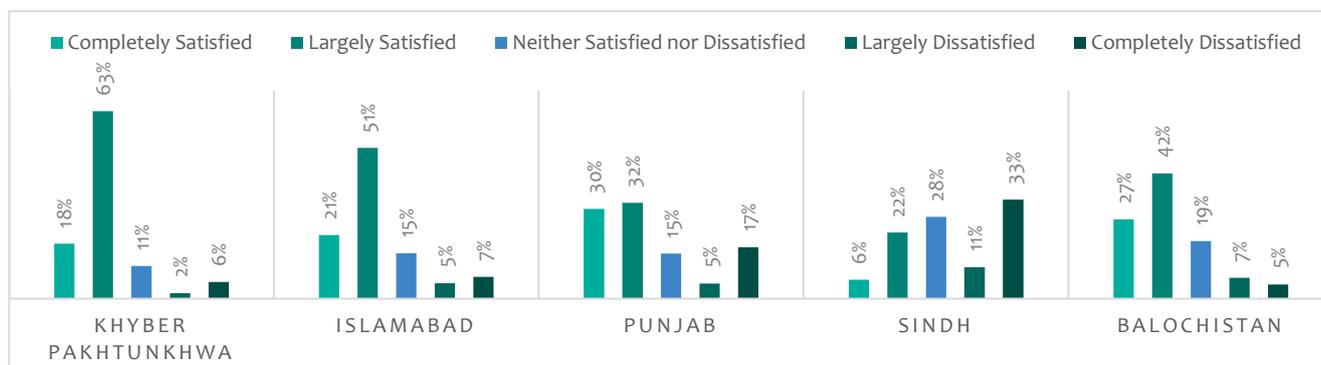


District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Similar trends were observed among the capital districts, as the majority said they did not receive any aid. However, 18 percent of Pakhtunkhwa, 16 percent in Karachi, 14 percent in Islamabad, 11 percent in Quetta, and seven percent in Punjab. Similar trends existed as the majority received aid from BISP/Ehsaas. It was also observed that 12 percent of Lahore relied on programs for small businesses. The aid received from provincial ration programs was seven percent in Quetta and five percent each in Sindh and Islamabad.

Concerning their satisfaction¹⁵ with the current government aid programs, at the national level, 64 percent of the recipients said they were either completely or largely satisfied, 17 percent expressed relative satisfaction/dissatisfaction, and 19 percent said they were completely or largely dissatisfied with the government aid programs.

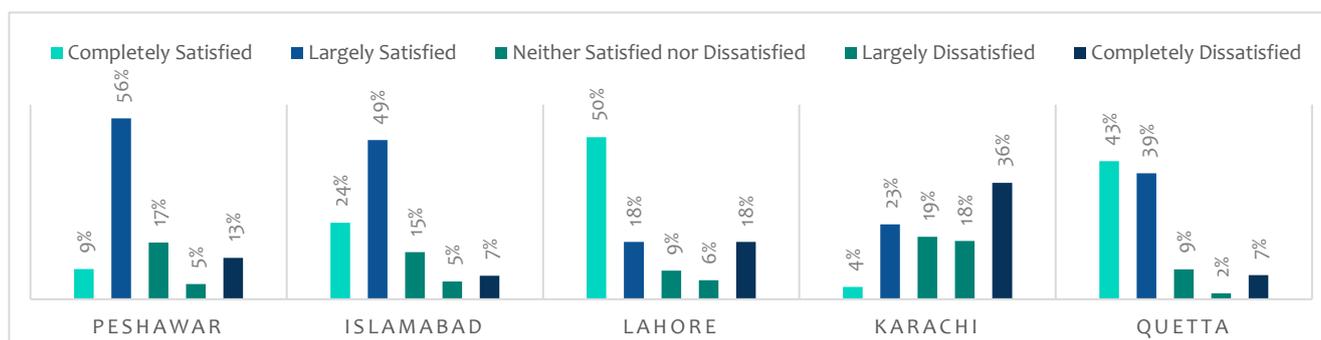
Figure 57: Satisfaction with the relief provided/program (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, satisfaction was highest among households in Khyber Pakhtunkhwa (81 percent), Islamabad (72 percent), and Balochistan (almost two-thirds). However, 43 percent in Sindh expressed dissatisfaction with aid programs, followed by 19 percent in Punjab, and 12 percent in Islamabad and Balochistan.

Figure 58: Satisfaction with the program (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, most of the capital cities expressed satisfaction with the programs, except for Karachi, where the dissatisfaction levels were highest at 54 percent.

3.5. Food Inflation and Its Impact on Household Economy

When asked about the trends in the prices of essential food items such as sugar, rice, flour, etc. in the past year, 99 percent of the respondents (*heads of households*) said there has been an increase in prices, whereas one percent said that prices remained the same.

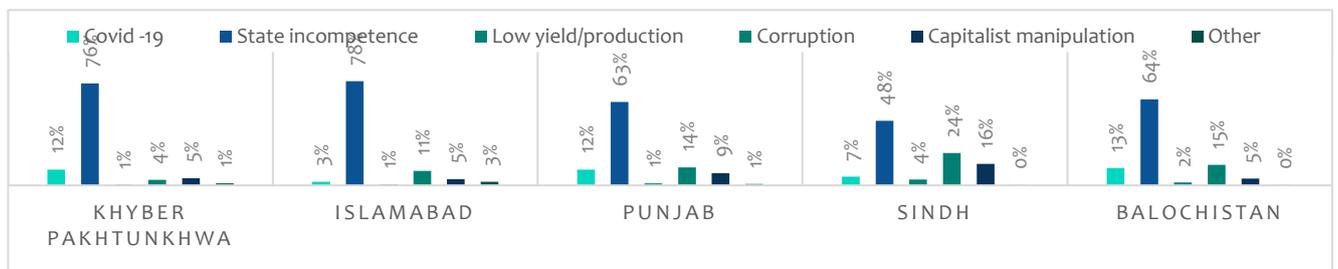
Regionally, 98–100 percent of respondents (*heads of households*) reported a price rise in essential food items. Similar opinions were held across all the capital cities. No significant variation was observed between urban and rural households.

¹⁵ The percentages indicate the clubbed responses of “largely satisfied” and “completely satisfied” for the satisfaction category. And “largely dissatisfied” and “completely dissatisfied” for the dissatisfaction category”. The respective bifurcations of these labels are presented in the graphs for a nuanced perspective.

3.5.1. Reason for Inflation

The respondents (*heads of households*) were asked to express their opinion on the major reason for this food inflation: at the national level, 87 percent of the respondents associated it with governance failures and weak regulatory mechanisms, including state incompetence as expressed by 64 percent of the respondents, 14 percent said the major reason to be corruption, nine percent said profiteers/market manipulators. A further 10 percent associate the current inflation with the pandemic followed by two percent blaming it for the low yield/production.

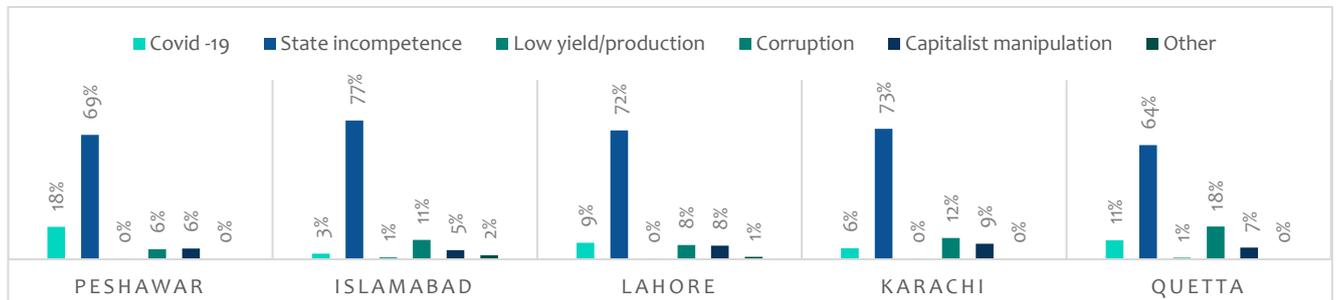
Figure 59: Reasons for Inflation (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, state incompetence was recorded as the biggest reason by a clear majority of the respondents (*heads of households*) across all regions except Sindh. In Sindh, 24 percent blamed corruption, 16 percent on capitalist manipulation, and four percent on low yield. Furthermore, 13 percent in Balochistan and 12 percent each in Khyber Pakhtunkhwa and Punjab blamed it for Covid-19. More rural than urban households in Punjab and Sindh blamed inflation on COVID-19. While more respondents (*heads of households*) in urban Sindh (56 percent) than in rural Sindh (40 percent) blamed state incompetence, an even larger percentage of households in Balochistan shared this belief (72 percent in urban households and 61 percent in rural areas of the province).

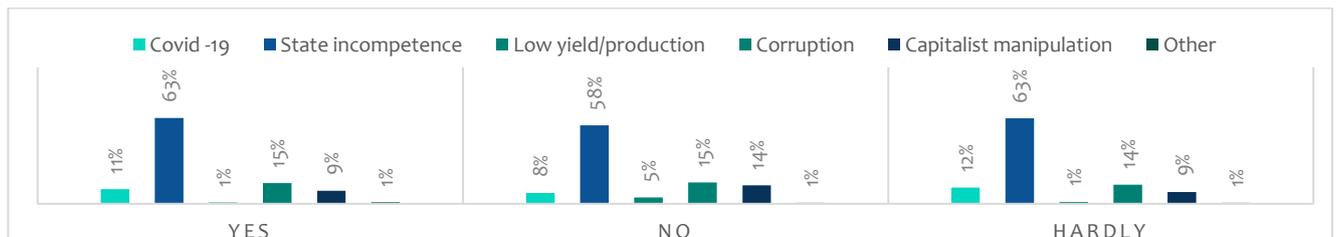
Figure 60: Reasons for Inflation (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, most of the respondents (*heads of households*) blamed the state’s incompetence for inflation. While 18 percent in Peshawar and 11 percent in Quetta blamed COVID-19, 18 percent in Quetta, 12 percent in Karachi, and 11 percent in Islamabad blamed corruption.

Figure 61: Reason for Inflation and Covering Expenses (National)



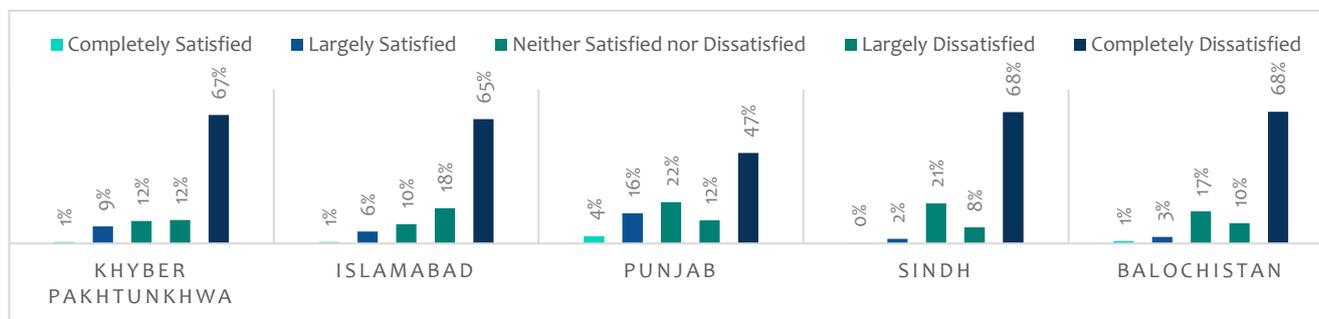
National estimates calculated with a margin of error of ± 1.22 percent

Households that were either unable to or hardly able to cover their expenses due to inflation merited the cause of inflation to state incompetence at 58 percent and 63 percent, respectively, followed by corruption and capitalist manipulation.

3.5.2. Satisfaction with price control Mechanisms

Concerning satisfaction with the price control mechanism/effort by the state at the national level, 74 percent expressed dissatisfaction to some extent and only nine percent said they were largely or completely satisfied. Whereas 17 percent of the respondents (*heads of households*) said they were neither satisfied nor dissatisfied.¹⁶

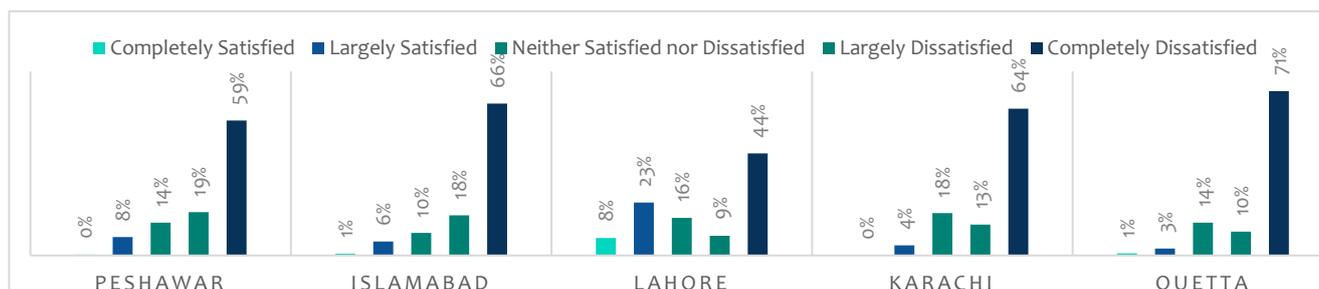
Figure 62: Satisfaction with the price control mechanism (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, dissatisfaction levels were staggeringly high regarding the price control mechanism of the state, as expressed by 83 percent in Islamabad, 79 percent in Khyber Pakhtunkhwa, 78 percent in Balochistan, 76 percent in Sindh, and 59 percent in Punjab.

Figure 63: Satisfaction with the price control mechanism (Capital Cities)

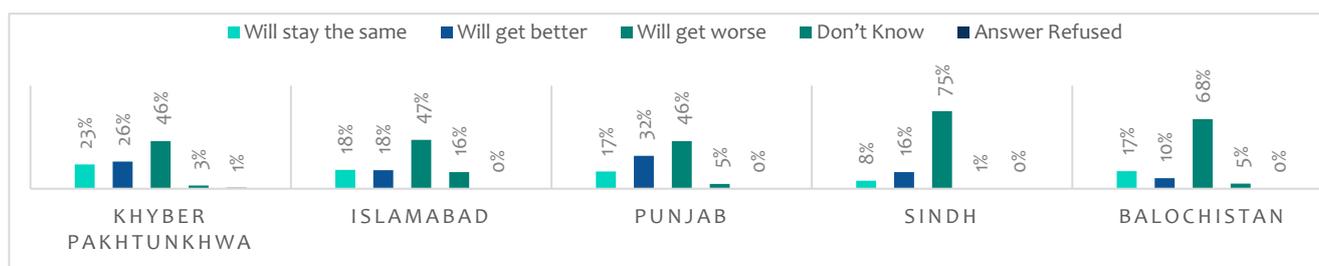


District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, dissatisfaction levels were expressed by the majority: 84 percent in Islamabad, 81 percent in Quetta, 78 percent in Peshawar, 77 percent in Karachi, and 53 percent in Lahore.

The respondents (*heads of households*) were asked to express their opinions concerning their household's financial and economic situation in the future. At the national level, a clear majority (58 percent) of the respondents (*heads of households*) said they believed it would worsen, 16 percent said it would remain the same, four percent said they did not know, and only 21 percent of the respondents (*heads of households*) expected it to improve and said it would get better.

Figure 64: Economic status of households in the future (Regional)

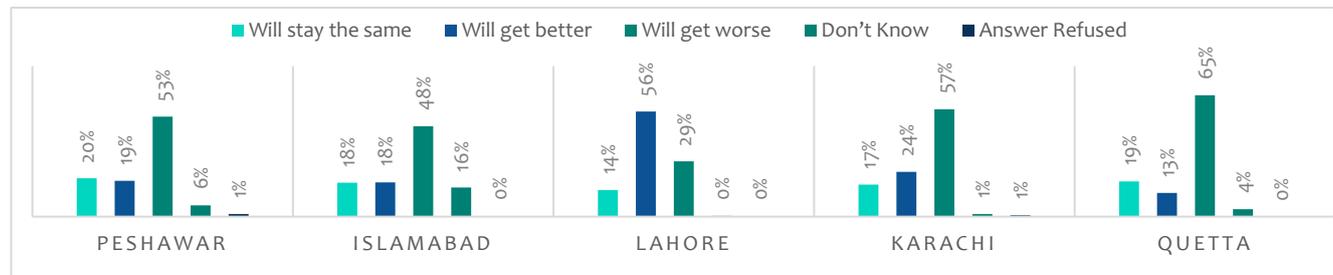


¹⁶ The percentages indicate the clubbed responses of "largely satisfied" and "completely satisfied" for the satisfaction category. And "largely dissatisfied" and "completely dissatisfied" for the dissatisfaction category". The respective bifurcations of these labels are presented in the graphs.

Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, most respondents (*heads of households*) from Sindh (75 percent) and Balochistan (68 percent) believed their economic situation would worsen, whereas similar opinions were held by all others, albeit in a lesser proportion (32 percent in Punjab and 26 percent in Khyber Pakhtunkhwa said they would get better. More respondents from rural Punjab (52 percent compared to 36 percent in urban areas) and rural Sindh (83 percent compared to 68 percent in urban areas) believed their economic conditions would worsen as compared to their respective urban areas.

Figure 65: Economic Status of Households in the Future (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, two-thirds in Quetta and slightly more than half in Karachi and Peshawar expected their conditions to worsen, whereas 56 percent in Lahore believed they would get better, the highest positive perception across all cities.

Most households, especially in Sindh and Balochistan, anticipate that their financial situation will worsen in the future. With most already accounted for in the economically vulnerable threshold, a possibility or speculation of the worsening economic situation raises concerns about the repercussions that could be generated for the already economically challenged segment of the country.

STATE OF
GOVERNANCE
IN PAKISTAN
2022

4

HEALTH

HOUSEHOLD SURVEY REPORT

4. HEALTH

This section highlights the current health situation in the country and the citizens' perception of health delivery systems, along with insights into the workings and administration of the health sector as outlined by the government representatives in this sector at the district, provincial, and federal levels.

RIGHT TO HEALTH:

38. The State shall— (a) secure the well-being of the people, irrespective of sex, caste, creed, or race, by raising their standard of living, by preventing the concentration of wealth and means of production and distribution in the hands of a few to the detriment of general interest and by ensuring equitable adjustment of rights between employers and employees, and landlords and tenants;
- (d) provide basic necessities of life, such as food, clothing, housing, education, and medical relief, for all such citizens, irrespective of sex, caste, creed, or race, as are permanently or temporarily unable to earn their livelihood on account of infirmity, sickness, or unemployment
9. No person shall be deprived of life or liberty save in accordance with the law.

The constitution of Pakistan does not recognize health as a fundamental right under the 1973 constitution of Pakistan. Article 38 of the Constitution mentions medical relief in the Principles of Policy. However, this Article makes medical relief contingent on the availability of resources. Article 9 of the Constitution is related to the fundamental right to life and the absence of health as a fundamental right, which is often interpreted as covering the fundamental right to health.

The UN Human Rights Declaration (1948) declared health to be a fundamental right. The WHO constitution also envisages “the highest attainable standard of health as a fundamental right of every human being”. Pakistan is also committed to Universal Health Coverage (UHC) under Sustainable Development Goal 3.

Pakistan was a signatory of the United Nations Millennium Development Goals (MDGs) in 2000 and has focused on Goal 5 (improving maternal health), which set a target to significantly reduce the maternal mortality ratio (MMR) to 140 deaths per 100,000 live births by 2015 by increasing the proportion of births attended by skilled birth attendants and achieving universal access to reproductive health care. The MDG progress assessment showed that Pakistan was on track for Goal 5 but was not close to achieving the set target in 2015 (Government of Pakistan 2013). Pakistan has also endorsed the UN Nations' Sustainable Development Goals (SDGs), committing to reducing the MMR to less than 70 per 100,000 live births by 2030 (SDG 3.1) through increased skilled birth attendance, access to modern contraception, and expanded coverage of community health workers as an essential component of universal health coverage.¹⁷ Pakistan also became a signatory to the International Health Partnership (IHP+) in 2010 and published the Pakistan National Health Vision 2016-2025, recognizing UHC as a priority area.¹⁸

4.1. Overview of the Health Sector

Healthcare delivery system of Pakistan

Health care delivery has traditionally been jointly administered by the federal and provincial governments with districts mainly responsible for implementation. Both public and private sectors are a part of the health care delivery system in Pakistan. The service delivery includes preventive and promotive (through various national programs; and community health workers') curative and rehabilitative services (mainly at the secondary and tertiary care facilities).¹⁹

¹⁷ *Pakistan Maternal Mortality Survey 2019*. <https://dhsprogram.com/pubs/pdf/PR128/PR128.pdf>.

¹⁸ *Health and Nutrition - Finance.gov.pk*. https://finance.gov.pk/survey/chapter_20/11_Health_and_Nutrition.pdf.

¹⁹ *National Health Accounts Pakistan 2017-18 - PBS*. https://www.pbs.gov.pk/sites/default/files/national_health_accounts_2017_18.pdf.

The provision of health care is a provincial subject provided through a three-tiered healthcare delivery system and a range of public health interventions.²⁰

1. Primary Healthcare: The first level of healthcare, where patients have their first interaction with the system. It provides curative and preventive Healthcare Services.

1.1 Basic Health Units (BHUs): Located at the Union Council level and serve catchment populations of up to 25,000.

- Preventive curative and referral services
- Maternal and child health (MCH) services
- Clinical, logistical, and managerial support to Lady Health Workers (LHWs)

1.2 Rural Health Centers (RHCs): serve a catchment population of up to 100,000 people

- promotive, preventive, curative, diagnostics, and referrals along with inpatient services
- Clinical, logistical, and managerial support to BHUs, LHWs, and MCH Centers

2. Secondary Healthcare: An intermediate level of healthcare

- provision of technical, therapeutic, and diagnostic services
- first referral level serving at district and tehsil
- Specialist consultation and hospital admissions fall into this category.

2.1 Tehsil Head Quarters (THQs) serve a population of 0.5 to 1 million people and most have 40-60 beds.

- Basic and comprehensive Emergency, Obstetrics, and newborn care.
- Provides referral care to those referred by RHCs, BHU, and Lady Health Workers.

2.2 District Head Quarters (DHQs): Located at the district level and serves 1-3 million population.

- promotive, preventive, curative, diagnostics, inpatient, and referral services
- referral care to patients referred by BHUs, RHCs, and Tehsil Head Quarters

3. Tertiary Healthcare hospitals are for more specialized inpatient care.

- Specialized Healthcare services are usually for inpatients and on referrals from primary or secondary health professionals

Healthcare Infrastructure

Physical infrastructure and the workforce in the public sector have increased over the years. As of 2017, the national health infrastructure had 1219 hospitals, 5505 Basic Health Units, 688 Rural Health Centers, 5654 Dispensaries, 727 Maternity, and Child Health Centers, and 431 TB centers; the total availability of beds in these health facilities is estimated at 109,132, with the availability of one bed for 1580 people. In addition, more than 95000 Lady Health Workers provide primary healthcare services to the community through health houses.²¹

Pakistan is undergoing a population explosion that has put pressure on the health structure – a gap the private sector has stepped in to fulfill amidst rising demand and limited public health facilities. Most private sector hospitals have a sole proprietorship or partnership model for the organization. Standalone clinics across Pakistan are the major providers of outpatient care, and the majority of these clinics fall in the sole proprietorship category.²²

In addition to the public civilian health infrastructure, the military health infrastructure also provides services to the general population in their catchment areas, though mainly focused on military professionals, and their families' civilian members can access these services. At the primary level, medical battalions and field medical units exist, and Combined Military Hospitals (CMHs) are at the secondary level.

²⁰ Hassan, A., Mahmood, K., & Allah Bukhsh, H. (2017a). Healthcare System of Pakistan. International Journal of Advanced Research and Publications, 1(4). <https://www.ijarp.org/published-research-papers/oct2017/Healthcare-System-Of-Pakistan.pdf>

²¹ Pakistan Statistical Yearbook 2017 & Pakistan Economic Survey 2017-18

²² "Health Service Delivery". World Health Organization, World Health Organization, <http://www.emro.who.int/pak/programmes/service-delivery.html>.

Expenditure on Health:

Health expenditures have increased gradually since 2011-12. Health-related expenditure increased by 14.3 percent from Rs 421.8 billion in 2018-19 to Rs 482.3 billion in 2019-20. Public sector expenditure on health was estimated at 1.2 percent of GDP in 2019-20, as compared to 1.1 percent in 2018-19.

Table 10: Total public Expenditure on Health

| Table 11.4: Federal and Provincial Governments Health Expenditure | | | | |
|---|---|-------------------------|---------------------------|--------------------------------|
| Fiscal Years | Public Sector Expenditure (Federal and Provincial) Rs million | | | Health Expenditure as % of GDP |
| | Current Expenditure | Development Expenditure | Total Health Expenditures | |
| 2011-12 | 104,284 | 29,898 | 134,182 | 0.7 |
| 2012-13 | 129,421 | 31,781 | 161,202 | 0.6 |
| 2013-14 | 146,082 | 55,904 | 201,986 | 0.7 |
| 2014-15 | 165,959 | 65,213 | 231,172 | 0.7 |
| 2015-16 | 192,704 | 75,249 | 267,953 | 0.9 |
| 2016-17 | 229,957 | 99,005 | 328,962 | 1.0 |
| 2017-18 | 329,033 | 87,434 | 416,467 | 1.2 |
| 2018-19 | 363,154 | 58,624 | 421,778 | 1.1 |
| 2019-20 (P) | 406,011 | 76,254 | 482,265 | 1.2 |

P: Provisional
Source: PRSP Budgetary Expenditures, (EF-Policy Wing), Finance Division, Islamabad.

The federal budget 2021-22 saw an increase of 11 percent compared to the previous year. In nominal terms, the health budget increased from approximately Rs. 25.5 billion to Rs. 28.3bn though it is still a mere 0.4 percent of the total budget. PKR 100 billion is dedicated only to Covid-19-related expenditures i.e., almost four times the budget for routine healthcare.

According to data from the National Health Accounts (NHA) 2017-18, the annual per capita Current Health Expenditure (CHE) is Rs. 5283 compared to Rs. 4688 in NHA 2015-16. The ratio of CHE to Gross Domestic Product (GDP) was 3.2 percent, whereas the ratio of general government health expenditure to total general government final consumption expenditure was 12.2 percent. The ratio of private sector health expenditures to total household final consumption expenditure was 2.5 percent.²³

Table 11: Key health expenditure indicators, by SAARC countries along with China and Iran for 2017-18

| Key health expenditure indicators, by SAARC countries along-with China & Iran for 2017-18 | | | |
|---|--------------|------------------------|-------------------------------------|
| Main indicators | CHE as % GDP | CHE Per Capita in US\$ | OOP Health Expenditures as % of CHE |
| Pakistan | 3.2 | 48 | 56 |
| India | 3.5 | 73 | 63 |
| Bangladesh | 2.3 | 42 | 74 |
| Sri Lanka | 3.8 | 157 | 51 |
| Nepal | 5.8 | 58 | 51 |
| Bhutan | 3.1 | 103 | 13 |
| Maldives | 9.4 | 974 | 21 |
| Afghanistan | 9.4 | 50 | 78 |
| Iran | 8.7 | 484 | 36 |
| China | 5.4 | 501 | 36 |

Source: NHA Report 2017-18

²³ National Health Accounts Pakistan 2017-18 - PBS.
https://www.pbs.gov.pk/sites/default/files//national_health_accounts_2017_18.pdf.

The table shows the key health expenditure indicators compared to SAARC countries. Out-of-pocket (OOP) Expenditure is still the largest source of health care financing in six out of eight SAARC countries, as OOP spending is more than 50 percent of CHE.

Figure 66: Spending on Health - now and in the future

| 2019 USD per person | 2017 | 2050 |
|-----------------------------------|------|-------|
| Prepaid Private Spending | \$2 | \$4 |
| Out of Pocket spending | \$22 | \$43 |
| Government Health spending | \$10 | \$ 25 |
| Development assistance for health | \$3 | \$3 |
| Total | \$37 | \$75 |

Source: Financing Global Health Database 2019

Pakistan is known for its low spending on health.²⁴ Against the recommended \$86,²⁵ the country spent \$37 per capita. The breakdown shows that only \$10 is spent by the public sector on each citizen annually while the citizens themselves spend \$22 as out-of-pocket expenses. The paid private spending amounts to \$2 and a mere \$3 comes from external sources. The graph above shows spending on health in 2017 and the expected spending in 2050. It predicts an increase in spending on health per person from \$37 in 2017 to \$75 in 2050, which is still far below the bare minimum of the previously suggested USD 86.26

Health Status:

Pakistan faces a double Burden of Disease (BoD), with the burden being higher among the poor. Most of these diseases can be treated at primary and secondary care levels. Communicable diseases, maternal health issues, and undernutrition dominate and constitute approximately half of BoD. Non-Communicable Diseases, along with Injuries and Mental health issues, now constitute the other half of the BoD. The BoD is worsened by an increasing population, with Pakistan now being the fifth most populous country in the world.

The country has shown improvements in health indicators over the last three years. Life expectancy increased from 66.9 years in 2017 to 67.3 years in 2019 but is still behind in the region. Infant mortality, maternal mortality, and population growth rates have decreased over the last three years.²⁷ Pakistan has the highest under-5 mortality and infant mortality rates in this region. This is relatively better in terms of the maternal mortality ratio in the region.

Total Fertility Rate:

Between 2012-13 and 2017-18, there was a reduction of 0.3 births per woman in both urban and rural areas (DHS 2017-18), and a shift in the trend from 2006-07 to 2012-13 where the TFR decreased more substantially in rural areas than in urban areas.

Unmet need for family planning

Only 34 percent of currently married women use contraceptive methods, either to space or to limit births. However, 17 percent of married women currently have an unmet need for family planning.²⁸

Maternal Health care:

²⁴ Mirza, Zafar. "Healthcare and Budget 2021-22". DAWN.COM, 6 Aug. 2021, <https://www.dawn.com/news/1639082/healthcare-and-budget-2021-22>.

²⁵ High-Level Taskforce on Innovative International Financing for Health Systems stipulates an average figure of \$86 per person (updated in 2012). A more recent estimate from 2017, including investments in the health system, sets the bar at \$271 per person.

²⁶ "Pakistan". *Institute for Health Metrics and Evaluation*, 15 Sept. 2017, <http://www.healthdata.org/pakistan>.

²⁷ *Health and Nutrition - Finance.gov.pk*. https://finance.gov.pk/survey/chapter_20/11_Health_and_Nutrition.pdf.

²⁸ *Pakistan Demographic and Health Survey 2017-18*. <https://dhsprogram.com/pubs/pdf/SR257/SR257.pdf>.

Antenatal care: 86 percent of women who gave birth in the five years before the survey received antenatal care (ANC) from a skilled provider, showing a 13-percentage-point increase compared to 2012-13. Among the regions, the use of ANC services by skilled providers was highest in Islamabad (94 percent) and lowest in Balochistan (56 percent).

Postnatal checks:

Only six of the 10 mothers and newborns received a postnatal care check within 2 days of delivery. Among the regions, only 32 percent of women living in FATA received appropriate and prompt postnatal care, compared with 78 percent of women in Islamabad.

Problems in accessing healthcare.

Nearly seven out of ten women reported at least one problem in accessing healthcare for themselves. Young women aged 15-19 are more likely (83 percent) than women aged 35-49 (59 percent) to report at least one problem in accessing health care. Women from rural areas (75 percent) were more likely to report at least one problem in accessing healthcare than women in urban areas (53 percent). Similarly, women in the lowest wealth quintile (80 percent) were far more likely to report at least one problem accessing care than were women in the highest quintile (48 percent). Most women in FATA (98 percent) and Balochistan (90 percent) faced at least one hurdle in accessing healthcare, closely followed by women in Khyber Pakhtunkhwa (77 percent), with 88 percent from FATA and 74 percent from Balochistan citing distance to a health facility as the major cause.²⁹

Stunting, wasting, and overweight

Stunting is a major problem in Pakistan, with 12 million children of low height. In 2018, it reached the critical global level of 40.2 percent. The average annual reduction rate was estimated to be 0.5 percent, which is too slow to significantly reduce the stunting rate in Pakistan. The prevalence of stunting varied from 32.6 percent in ICT to 48.3 percent in KP-NMD. The prevalence of stunting among young children in Sindh, Balochistan, KP-NMD, and GB was higher than the national averages.³⁰

Wasting: Sindh, Balochistan, and the KP-NMD had a higher prevalence of wasting than the national average. The prevalence of waste among children under five in all provinces and regions, excluding ICT and GB, exceeded the emergency threshold (15 percent). This form of malnutrition was the most prevalent in Sindh (23.3 percent) and KP-NMD (23.1 percent).³¹

Vaccine:

38 percent of the children from the poorest households received all basic vaccinations, compared to 80 percent of the children from the wealthiest households. Two-thirds of the children aged 12-23 months received all eight basic vaccinations: one dose each of BCG and measles vaccine and three doses each of DPT-HepB-Hib and polio vaccine.

³²

AIDS/HIV:

The estimated population of adults and children currently living with AIDS is around 200,000, with a prevalence rate of 0.2 among adults aged between 15-49 and 0.12 HIV incidence per 1000 population (all ages).³³

Hepatitis B and C:

²⁹ Ibid.

³⁰ "National Nutrition Survey 2018". UNICEF Pakistan, <https://www.unicef.org/pakistan/national-nutrition-survey-2018>.

³¹ Ibid.

³² Pakistan Demographic and Health Survey 2017-18. <https://dhsprogram.com/pubs/pdf/SR257/SR257.pdf>.

³³ "Pakistan". UNAIDS, 29 Apr. 2020, <https://www.unaids.org/en/regionscountries/countries/pakistan>.

Moreover, Pakistan has hepatitis B and C endemicity in the general population with 7.6 percent of affected individuals³⁴; the 5th highest tuberculosis burden in the world³⁵ has a focal geographical area of malaria endemicity and an established HIV concentration among high-risk groups. Other vaccine-preventable diseases and emerging infections require strengthening disease surveillance and response systems uniformly across the country.

These health statistics have been shared to provide context for the country’s performance on major health indicators. While some health statistics have improved, albeit slowly, there is still a need for urgent attention and intervention to improve the performance of the health sector in its totality and ensure access to all. The section below highlights citizens’ experiences and perceptions of the country’s healthcare delivery system.

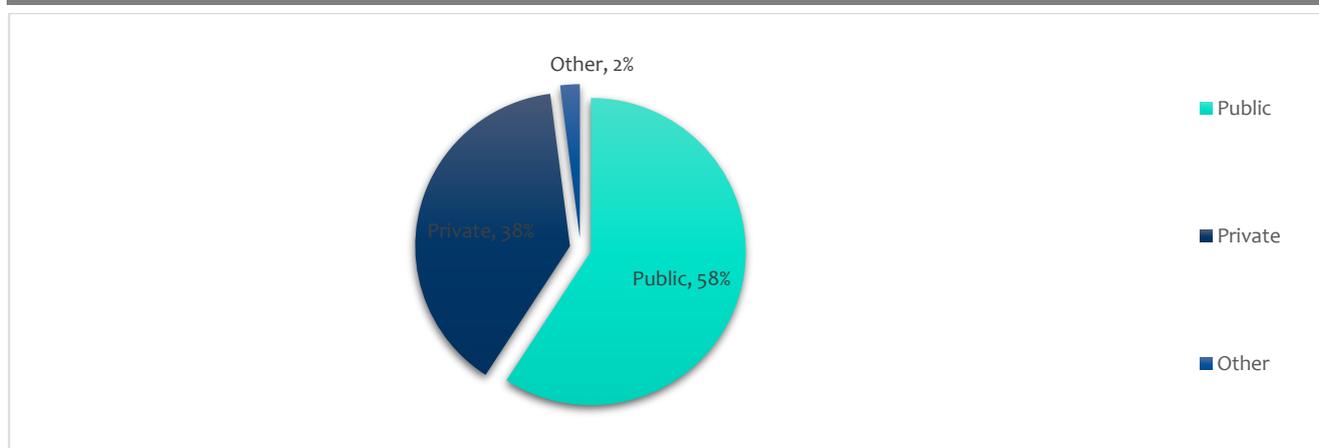
4.2. Access, Quality, and Satisfaction with the Healthcare Delivery System

Access to and quality of health care remain crucial factors in determining the overall quality of life and performance of health indicators in the country. The COVID-19 pandemic has reinforced the importance of this sector. This section gauges the trends among citizens regarding their preferences for either public or private facilities, expenses incurred, and their satisfaction with the service provisions.

4.2.1. Healthcare facility

When the respondents were asked what type of health facility they or members of their household usually visit in case of a medical situation at the national level, the majority of the households (58 percent) said they went to a public facility, including the Basic Health Unit (BHU), Rural Health Center (RHC), Maternal and Child Healthcare Center (MCH), Public dispensary, Family Welfare Center (FWC), and District and Tehsil Headquarter Hospital. Whereas 38 percent reported going to private clinics, whereas two percent said others.

Figure 67: Where do your household members normally visit for health care? (National)



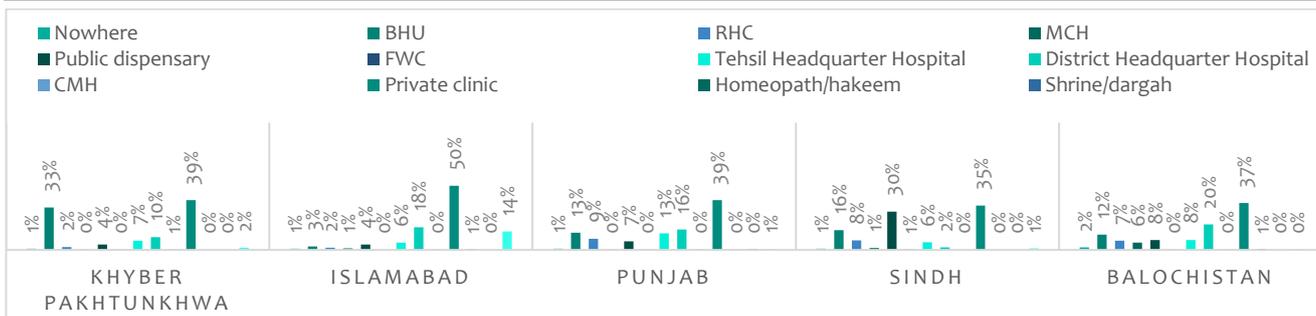
National estimates calculated with a margin of error of ± 1.22 percent

An urban-rural analysis shows that private clinics take the lead, with a greater proportion in urban areas (47 percent) than in rural areas (33 percent) opting for private clinics. Among rural households, the inclination towards public facilities was greater. Twenty percent of the rural population goes to BHUs compared to 12 percent of the urban population. Meanwhile, 13 percent of the rural public opted for public dispensaries compared to 10 percent in urban areas. There is a slight variation in RHCs (seven percent rural and four percent urban) and THQs (nine percent rural and seven percent urban) between both areas.

³⁴ “Prevalence of Hepatitis B and C Viral Infections in Pakistan: Findings of a National Survey Appealing for Effective Prevention and Control Measures.”, World Health Organization, <http://www.emro.who.int/emhj-volume-16-2010/volume-16-supplement/article-02.html>.

³⁵ “Tuberculosis (TB).”, World Health Organization, <https://www.who.int/news-room/fact-sheets/detail/tuberculosis#:~:text=Inpercent202019percent2Cpercent2087percent25percent20ofpercent20new,Nigeriappercent2Cpercent20Bangladeshpercent20andpercent20Southpercent20Africa.>

Figure 68: Where do your household members normally visit for health care? (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

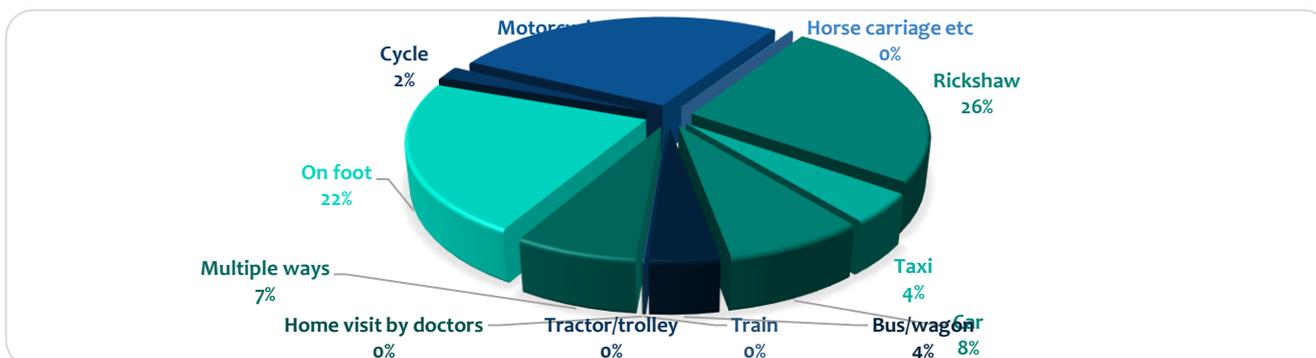
A region-wise breakdown shows that 64 percent in Sindh, 61 percent in Balochistan, 58 percent in Punjab, 56 percent in Khyber Pakhtunkhwa, and 34 percent of respondents from Islamabad said they or members of their family visit public health facilities. Private facilities were frequented by 40 percent of the households in Khyber Pakhtunkhwa, 51 percent in Islamabad, 39 percent in Punjab, 38 percent in Balochistan, and 35 percent in Sindh. The trend towards the use of private health facilities was greater than that in other regions. A rural-urban breakdown of the provinces shows variation in trends in frequented facilities – relatively more households in rural areas visit BHUs in Khyber Pakhtunkhwa (35 percent rural, compared to 26 percent in urban areas), Punjab (18 percent rural, compared to five percent in urban areas), and Balochistan (14 percent rural, compared to seven percent in urban areas). The trend of visiting private clinics was higher in urban areas across all regions, and district health quarter hospitals were frequented by more urban households (22 percent) than rural areas (13 percent) in Punjab, whereas the opposite was observed for households in Khyber Pakhtunkhwa (six percent urban, 11 percent rural) and Islamabad (14 percent urban and 22 percent rural). For the remaining facilities, the variation between urban and rural households was less significant.

Among the capital districts, the trend among the major cities preferring private healthcare facilities was generally higher, except for Quetta. When asked where the household members normally go for health care treatment, most of the respondents from the capital cities said they went to a private clinic with 54 percent majority in Lahore and Karachi, followed by 51 percent in Peshawar, 50 percent in Islamabad, and 37 percent in Quetta. This was followed by BHU, the second-most visited health facility in Peshawar (24 percent), Quetta (14 percent), and Karachi, with relatively fewer people visiting BHUs in Islamabad and Lahore (three percent and five percent, respectively). The preference for going to the DHQ was higher in these cities at 19 percent in Islamabad, 23 percent in Lahore, and 20 percent in Quetta. Fifteen percent of the respondents went to MCH in Quetta, and 16 percent to RHC in Karachi.

4.2.2. Mode of travel to access the health facility

Overall, the most commonly used mode of transport was motorcycles (27 percent), followed by rickshaws (26 percent) and access by foot (22 percent).

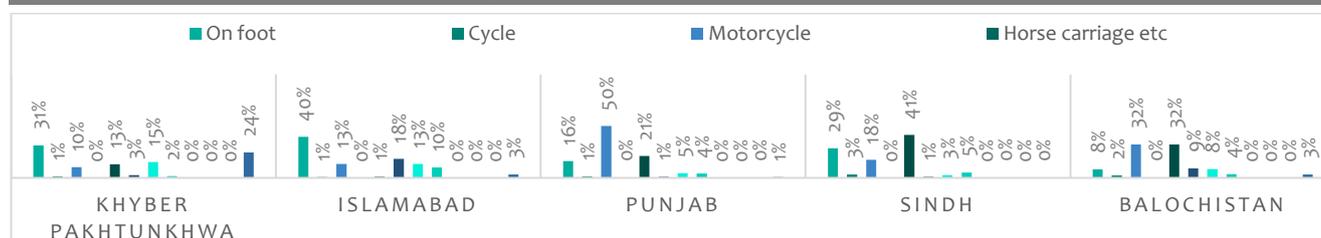
Figure 69: Service used to access facility (National)



National estimates calculated with a margin of error of ± 1.22 percent

Similar trends have been seen in the urban-rural analysis, where 25 percent of the urban population travels on foot and 20 percent in rural areas, whereas 30 percent use motorcycles in urban areas and 25 percent in rural areas, 26 percent in urban areas use rickshaws, and 25 percent in rural areas do the same. More people in rural areas (9 percent) used cars and buses/wagons to access health facilities (4 percent) than people in urban areas (six percent and three percent, respectively). The distance between rural households and health facilities is a plausible explanation for this finding.

Figure 70: Service used to access facility (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

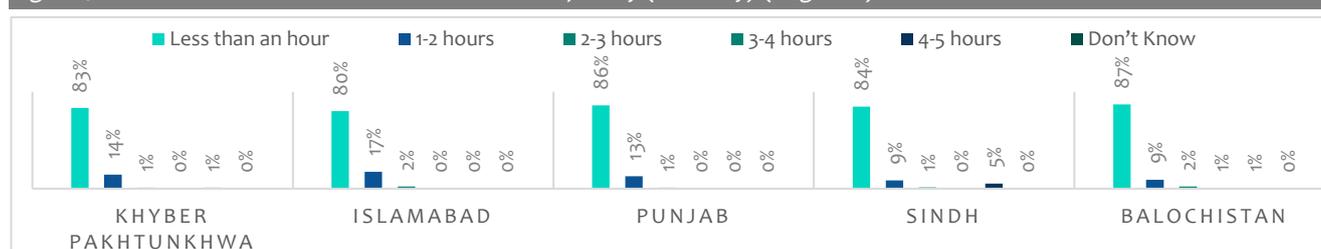
Provincial analysis showed that a sizable proportion of households relied on foot to access health facilities in Islamabad (40 percent), Khyber Pakhtunkhwa (31 percent), and Sindh (29 percent). In Sindh, the most popular mode of transport named by respondents was rickshaws (41 percent), whereas in Punjab, motorcycles were the most popular mode of transport (50 percent). In Islamabad, public transport was the preferred mode of transport for accessing health facilities, with 28 percent of households using it. In Balochistan, 32 percent of households used motorcycles and rickshaws, with travel on foot being the least common. The use of rickshaws was higher among rural households in Sindh (54 percent) than among urban households (30 percent). In Khyber Pakhtunkhwa, more urban areas (28 percent) used rickshaws to access health facilities than did rural areas (10 percent). In contrast, more rural households (18 percent) in Khyber Pakhtunkhwa used cars to access facilities than urban households (5 percent). Additionally, five percent of the urban households in Sindh reported using cars to access health facilities, whereas no rural households in Sindh used cars for the same purpose. It was observed that the usage of motorcycles was high in both urban Punjab and Sindh.

Among the capital districts, a significant percentage of individuals in Islamabad, Karachi, and Peshawar opted to walk to reach health facilities, accounting for 39 percent, 38 percent, and 30 percent, respectively. However, only six percent of households in Quetta reported walking, which can be attributed to the distant locations of the facilities. The primary mode of transportation for the majority of Quetta residents was rickshaws (54 percent), followed by motorcycles (16 percent) and cars (14 percent). In Lahore, a substantial proportion of the respondents (59 percent) relied on motorcycles, whereas 18 percent used cabs. The use of public transportation, including taxis (18 percent) and wagons/buses (11 percent), was more prevalent among Islamabad households.

4.2.3. Travel time needed to reach a health facility

According to national data, 85 percent of households could access health facilities within one hour, 11 percent took 1-2 hours and one percent took 2-3 hours. Only two percent of the population needed 4-5 hours to reach a health facility. In rural areas, 14 percent of households took 1-2 hours to reach a health facility compared to seven percent in urban areas.

Figure 71: Time needed to reach the nearest health facility (one-way) (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

With somewhat similar patterns translating on the provincial level for people, it takes less than an hour; however, the numbers are higher across provinces for the people it takes 1-2 hours as around 17 percent in Islamabad, 14 percent in Khyber Pakhtunkhwa, 13 percent in Punjab, and nine percent each in Sindh and Balochistan. A further two percent in Balochistan, two percent in Islamabad, and one percent each in Khyber Pakhtunkhwa, Punjab, and Sindh took 2–3 hours to reach their facilities. In Sindh, it takes 4-5 hours as reported by five percent of households and one percent each in Khyber Pakhtunkhwa and Balochistan. Across all urban households in all regions, more urban households reported that it took less than an hour to reach the health facilities, whereas more rural households in Khyber Pakhtunkhwa (16 percent rural, eight percent urban), Punjab (16 percent rural, six percent urban), and Balochistan (12 percent rural, three percent urban) reported that it took them between 1-2 hours than urban households. The urban-rural disparities across regions for two hours and above were similar.

Most of the respondents in the capital cities took less than an hour to reach their closest health facility. However, a significant 21 percent in Peshawar and 18 percent in Islamabad require 1-2 hours, whereas a further one percent in Peshawar and two percent in Islamabad reported that it takes them 2-3 hours to reach the nearest health facility.

4.2.4. Expense incurred on travel to facilities

When inquired about the average expense on transport incurred at the national level, the average expense incurred was around PKR 300. On average, urban households reported spending around PKR 230, whereas rural households reported PKR 354. The expenditure on transport was higher for rural households than for urban households.

A province-wise analysis depicts the highest average amount spent by households in Islamabad, followed by Khyber Pakhtunkhwa, and Balochistan.

Table 12: Expenses incurred on travel to the nearest facility (Region)

| | Khyber Pakhtunkhwa | Islamabad | Punjab | Sindh | Balochistan | Overall |
|---------------------------|--------------------|-----------|--------|-------|-------------|---------|
| Average Transport Expense | 380 | 423 | 199 | 298 | 340 | 308 |

Among the capital districts, the highest expenses, on average, were reported by households in Islamabad, followed by those in Quetta.

Table 13: Expenses incurred on travel to the nearest facility (capital cities)

| | Peshawar | Islamabad | Lahore | Karachi | Quetta |
|---------------------------|----------|-----------|--------|---------|--------|
| Average Transport Expense | 240 | 423 | 235 | 168 | 348 |

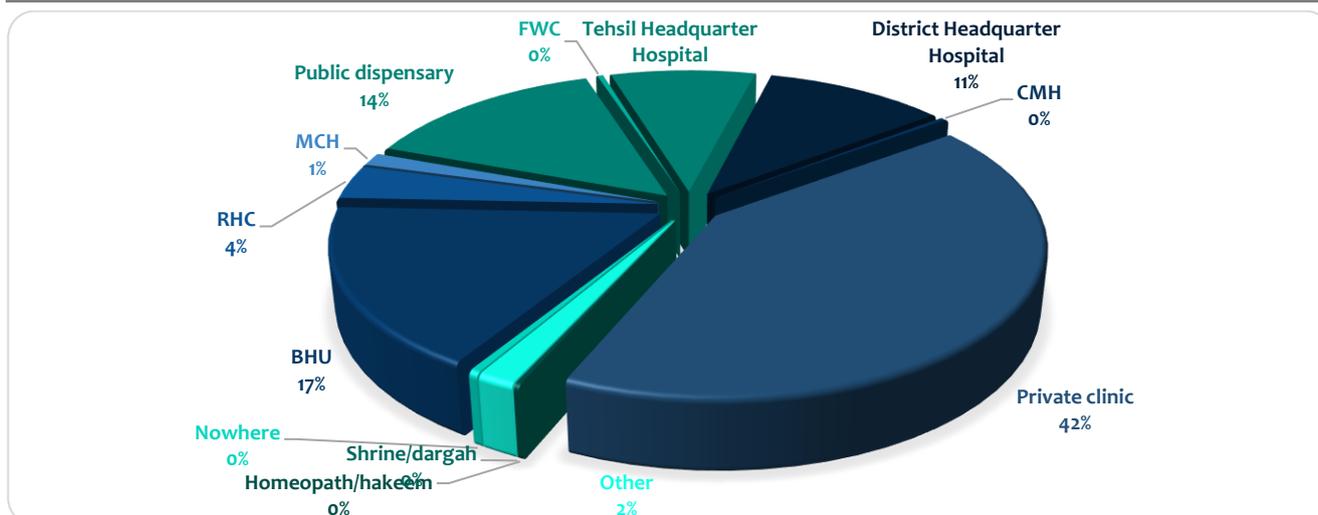
4.2.5. Need for basic health services in the past two months

The respondents were asked if they or anyone in their household needed basic health services in the last two months, and if so, which facility they had visited. At the national level, 47 percent said they needed basic health services in the last two months; of these, 56 percent went to public facilities and 42 percent went to private facilities. The type of facility accessed is shown in the following graph.

More households in urban areas (50 percent) opted for private clinics than in rural areas (37 percent). Twelve percent of the people in urban areas and 19 percent in rural areas went to BHU, and five percent of the urban people went to RHC, compared to three percent in rural areas. Nine percent of the people in urban areas chose public dispensaries compared to 17 percent in rural areas, whereas 13 percent went to the DHQ in urban areas compared to 10 percent in rural areas.

Provincial breakdown shows that the trend of going to public health facilities is higher among households in Khyber Pakhtunkhwa, Balochistan, and Sindh.

Figure 72: Facility Visited (National)



National estimates calculated with a margin of error of ± 1.22 percent

Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Table 14: Facilities visited for basic health services

| | Khyber Pakhtunkhwa | Islamabad | Punjab | Sindh | Balochistan |
|-------------------------------|--------------------|-----------|--------|-------|-------------|
| Nowhere | 1% | | | | 1% |
| BHU | 31% | 4% | 11% | 13% | 13% |
| RHC | 3% | 1% | 3% | 6% | 4% |
| MCH | | 1% | | 1% | 5% |
| Public dispensary | 1% | 3% | 4% | 34% | 11% |
| FWC | | 2% | | 1% | |
| Tehsil Headquarter Hospital | 8% | 5% | 11% | 7% | 10% |
| District Headquarter Hospital | 10% | 18% | 18% | 2% | 16% |
| CMH | | | 1% | | |
| Private clinic | 44% | 54% | 49% | 34% | 40% |
| Homeopath/Hakeem | | 1% | | | |
| Shrine/dargah | | | | | |
| Other | 1% | 12% | 1% | 1% | |
| Overall | 100% | 100% | 100% | 100% | 100% |

In Khyber Pakhtunkhwa, 53 percent of respondents reported having utilized basic healthcare services in the past two months. Of these, 44 percent visited private clinics, 53 percent visited public facilities, 31 percent visited BHUs, 10 percent visited DHQs, eight percent visited THQs, three percent visited RHCs, and one percent visited public dispensaries. In rural areas, 33 percent of households sought treatment at BHUs as opposed to 25 percent in urban areas.

In Islamabad, 39 percent of households utilized basic healthcare services within the previous two months. Of these, 54 percent chose private clinics, 34 percent visited public facilities, 18 percent visited DHQs, five percent went to THQs, four percent visited BHUs, one percent each at RHCs and MCHs, three percent went to public dispensaries, two percent visited FWCs, and 13 percent opted for other options. More urban households (22 percent) than rural households (13 percent) sought treatment at DHQs.

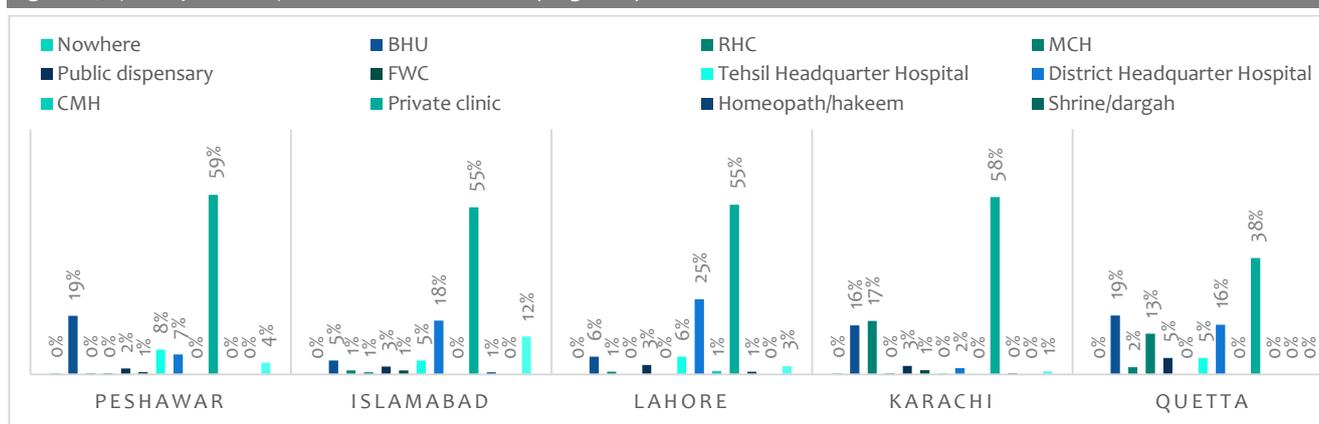
In Punjab, 39 percent of respondents used basic healthcare services, with 49 percent going to private clinics, one percent to CMHs, and 47 percent visiting public facilities, including 18 percent going to DHQs, 11 percent going to THQs and BHUs, four percent to public dispensaries, and three percent to RHCs. More rural households (15

percent) went to BHUs compared to five percent of urban households, whereas more urban households (24 percent) went to DHQs than rural households (15 percent).

In Sindh, 66 percent of the respondents reported using basic health services in the past two months. Of these, 34 percent went to private clinics and 64 percent went to public facilities, including 34 percent to public dispensaries, 13 percent to BHUs, seven percent to THQs, six percent to RHC, two percent to DHQs, and one percent each to MCH and FWC. The trend of visiting public dispensaries was significantly higher among rural households in Sindh (48 percent) than among urban households (17 percent).

In Balochistan, the lowest number of households sought basic health services, with only 32 percent reporting usage in the last two months. Of these, 40 percent went to a private clinic and 59 percent went to public facilities, including 16 percent to DHQs, 13 percent to BHUs, 11 percent to public dispensaries, 10 percent to THQs, five percent to MCH, and four percent to RHC. More rural (15 percent) than urban (8 percent) households in Balochistan went to BHUs, whereas more urban (22 percent) than rural (13 percent) households frequented DHQs.

Figure 73: facility visited for basic health service (Regional)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

In all capital cities, this trend reflects a preference for private health facilities, except in Quetta, where more households prefer public facilities. Of the 52 percent of households in Peshawar who needed basic health services, 59 percent went to private facilities and 37 percent went to public facilities. In Islamabad, out of the 39 percent of households that needed basic health services, 56 percent visited private facilities, whereas 34 percent visited public facilities. Of the 45 percent in Lahore, 57 percent went to private facilities and 41 percent frequented public facilities. Of the 58 percent in Karachi, 58 percent went to private facilities and 39 percent went to public facilities. Of the 34 percent in Quetta, 38 percent went to private facilities and the majority (60 percent) frequented public health facilities.

4.2.6. Average Expense by Household

The respondents were asked about the cost their households had to pay overall and at every stage of the treatment process at the healthcare facility they had visited most recently. The average healthcare expenses borne by a household that visited a public healthcare facility amounted to Rs.1,332, and the average healthcare expenses borne by a household that visited a private health facility amounted to Rs.3,546.

Table 15: Average Household Healthcare Expenses (Private vs public health facility)

| Type | Average Slip Expense (in Rs.) | Average Medicines Expense (in Rs.) | Average Test Expense (in Rs.) | Total average Expense (in Rs.) |
|---------|-------------------------------|------------------------------------|-------------------------------|--------------------------------|
| Public | 25 | 899 | 408 | 1,332 |
| Private | 475 | 2,061 | 1,011 | 3,546 |

The average expense at a private healthcare facility is more than double the average expense incurred at a public healthcare facility.

4.2.7. Satisfaction with the Health facilities

The households were asked about their satisfaction with the basic services provided at the health facilities they visited (both public and private). This included their satisfaction with the availability of the doctors and basic health staff, their attitude towards the patients, their ability, facilities for the caretakers accompanying the patients, X-rays, test facilities, availability of the medicine and its quality, and a general perception about the pricing of the facilities visited.

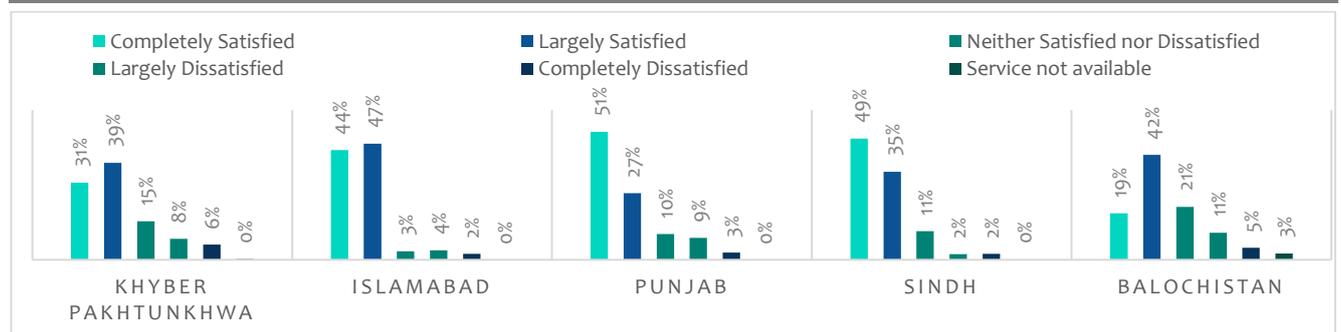
i. Satisfaction with the availability of doctors and basic health staff

At the national level, 76 percent of the households expressed satisfaction with the availability of doctors and basic health staff, 13 percent were neutral, and 14 percent were dissatisfied. The urban-rural analysis showed that more urban households (84 percent) were satisfied than rural households (71 percent). More households in rural areas (11 percent) were dissatisfied than those in urban areas (8 percent) were.³⁶

The provincial breakdown portrays a generally positive trend, as 61 percent of people in Balochistan, 84 percent in Sindh, 78 percent in Punjab, and 70 percent in Khyber Pakhtunkhwa were either very satisfied or somewhat satisfied with the availability of doctors and basic health staff.

However, 16 percent in Balochistan, 14 percent in Khyber Pakhtunkhwa, 12 percent in Punjab, six percent in Islamabad, and four percent in Sindh were dissatisfied with the availability of doctors and basic health staff, whereas an added three percent of households in Balochistan maintained that they did not have services available to them. The urban-rural analysis suggests that satisfaction levels in rural households in Punjab (71 percent – compared to 89 percent in urban), Sindh (80 percent – compared to 89 percent in urban), and Balochistan (56 percent – compared to 69 percent in urban) were lower than in urban households.

Figure 74: Satisfaction with the availability of doctors and basic health staff (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

The responses from the capital cities showed a generally positive trend, as the highest level of satisfaction was expressed by 97 percent in Lahore, 88 percent in Karachi, 70 percent in Peshawar, and 66 percent in Quetta. However, 12 percent in Quetta, 10 percent in Karachi, one percent in Lahore, seven percent in Islamabad, and 10 percent in Peshawar expressed dissatisfaction with the availability of doctors and basic healthcare staff.

ii. Satisfaction with the attitude of doctors and basic health staff

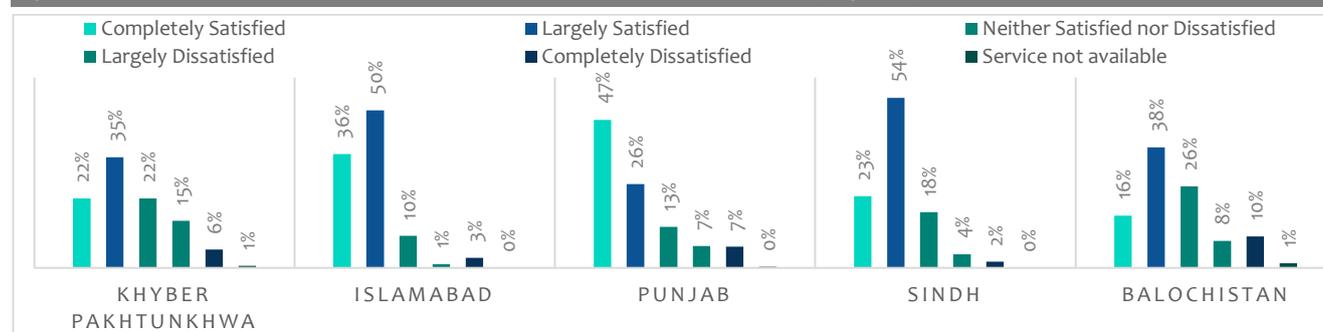
At the national level, 67 percent were satisfied with the attitude of doctors and basic health staff, 19 percent were neutral, and 13 percent were dissatisfied with them. The urban-rural analysis shows that more households in rural areas (16 percent) as compared to nine percent in urban areas are dissatisfied with the attitude of the doctors and basic health staff.

Regionally, similar trends were observed across provinces at the district level, with the highest satisfaction levels reported by the capital (86 percent), followed by 77 percent in Sindh, 73 percent in Punjab, 57 percent in Khyber Pakhtunkhwa and 54 percent in Balochistan. However, dissatisfaction was reported by 21 percent of households

³⁶ The percentages indicate the clubbed responses of "largely satisfied" and "completely satisfied" for the satisfaction category. And "largely dissatisfied" and "completely dissatisfied" for the dissatisfaction category". The respective bifurcations of these labels are presented in the graphs.

in Khyber Pakhtunkhwa, 18 percent of households in Balochistan, 14 percent in Punjab, whereas six percent in Sindh, and four percent in Islamabad reported lesser dissatisfaction levels. Satisfaction levels were generally found to be lower among rural households than among the urban households of Punjab (67 percent vs. 82 percent in urban), Sindh (70 percent vs. 85 percent urban), Balochistan (50 percent vs. 66 percent urban), and Islamabad (82 percent vs. 89 percent in urban).

Figure 75: Satisfaction with the attitude of doctors and basic health staff (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

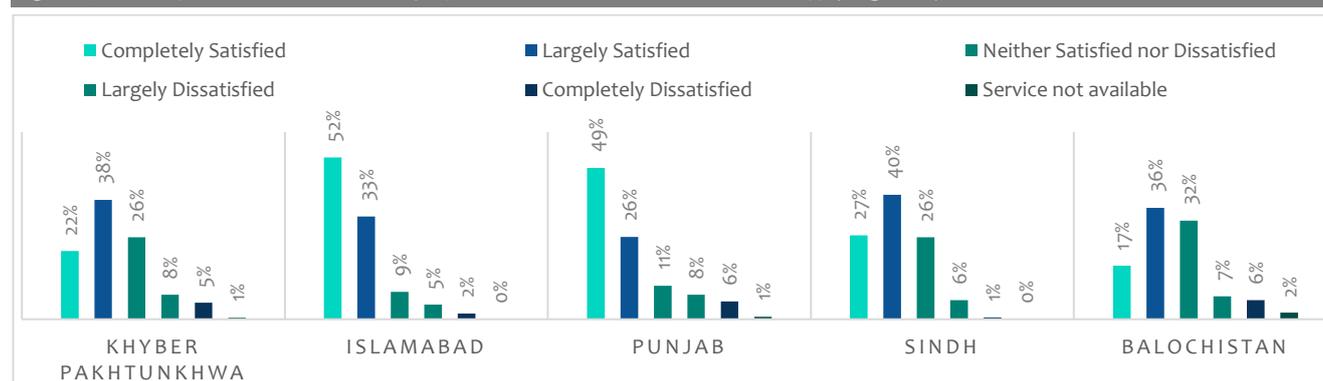
The attitudes of doctors and basic health staff were generally deemed positive by respondents. However, a considerable number of households in Peshawar (22 percent) and Quetta (19 percent) expressed dissatisfaction with the attitude of doctors and basic health staff, followed by eight percent in Karachi, four percent in Islamabad, and two percent in Lahore.

More households from Khyber Pakhtunkhwa and Balochistan expressed dissatisfaction with the attitudes of doctors and basic health staff compared to other regions. Similarly, more households in Peshawar and Quetta reported dissatisfaction.

iii. Satisfaction with the ability of the doctors and basic health staff

When asked about their satisfaction with the ability of doctors and basic health staff at the national level, 66 percent said satisfaction, 23 percent were neutral, and 11 percent were dissatisfied. More households in urban areas (77 percent) than in rural areas were satisfied (59 percent), whereas 11 percent of households in rural and nine percent in urban areas expressed dissatisfaction.

Figure 76: Satisfaction with the ability of the doctors and basic health staff (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, the highest level of satisfaction was reported by households in Islamabad (85 percent), followed by those in Punjab (75 percent), Sindh (67 percent), Khyber Pakhtunkhwa (60 percent) and Balochistan (53 percent). While 15 percent of households in Balochistan, seven percent in Sindh, 14 percent in Punjab and Khyber Pakhtunkhwa each, seven percent in Sindh, and only four percent in the capital expressed dissatisfaction. The rural-urban trend across regions showed dissatisfaction with the ability of doctors and basic health staff to be higher among households in urban Khyber Pakhtunkhwa (17 percent – compared to 12 percent in rural), rural Punjab (11 percent – compared to two percent in urban), and rural Islamabad (11 percent – compared to two percent in urban).

Among the capital districts, while the majority expressed satisfaction with the abilities of health professionals, 11 percent of households in Peshawar and Quetta, seven percent in Islamabad, six percent in Karachi, and three percent in Lahore expressed dissatisfaction. A further one percent each in Peshawar, Lahore, and Quetta said that these services were unavailable to them.

iv. Satisfaction with the facilities for patients and caretakers (toilet, place to sit, water)

When asked about their satisfaction with the facilities for patients and caretakers (toilets, a place to sit, water availability, etc.) at the national level, 50 percent of households expressed satisfaction, 27 percent were neither satisfied nor dissatisfied, 20 percent were dissatisfied, whereas three percent said that such facilities were not available. More households in urban areas (59 percent) than in rural areas (45 percent) expressed satisfaction with these facilities, whereas more rural households (21 percent) expressed dissatisfaction with service availability. A further three percent of households in rural areas and two percent in urban areas reported the unavailability of these services.

Figure 77: Satisfaction with the facilities for patients and caretakers (toilet, place to sit, water) (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

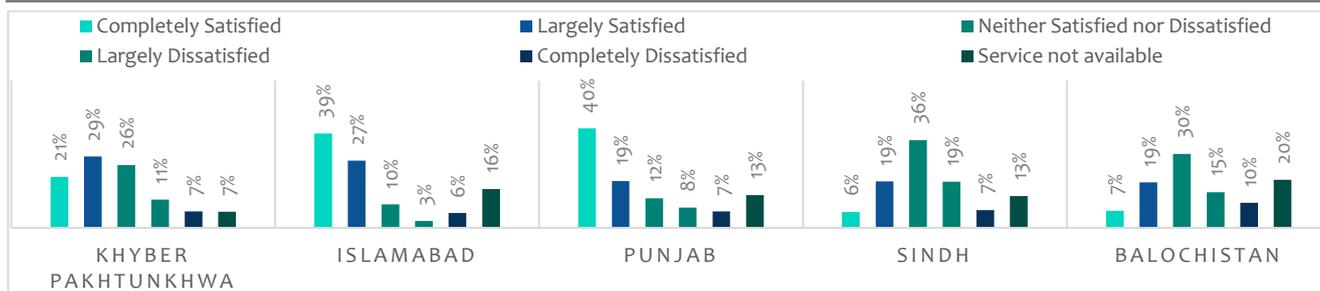
At the regional level, the highest level of satisfaction was reported by households in Islamabad (84 percent), followed by those in Punjab (68 percent), Khyber Pakhtunkhwa (57 percent), Sindh (37 percent) and Balochistan (30 percent). Households from Balochistan (29 percent) expressed the most widespread dissatisfaction compared to other provinces, followed by Sindh (23 percent), Khyber Pakhtunkhwa (18 percent), Punjab (16 percent), and seven percent in the capital. More households in rural Khyber Pakhtunkhwa (19 percent, compared to 14 percent in urban areas) were dissatisfied with the facilities compared to urban households, whereas the variation for all other regions was negligible.

Among the capital districts, households from Lahore (86 percent) and Islamabad (84 percent) reported satisfaction; however, satisfaction levels were relatively low among households from Peshawar (48 percent), 57 percent in Karachi, and 38 percent in Quetta. A further two percent each in Peshawar and Karachi, and one percent in Quetta said they did not have the services available to them.

v. Satisfaction with the tests, x-ray facilities

Asked about their satisfaction with the diagnostic facilities (test and X-ray) at the national level, 41 percent reported their satisfaction, 26 percent were neither satisfied nor dissatisfied, and 20 percent recorded their dissatisfaction. A further 12 percent of households said they did not have the test and X-ray facility available to them. More households in urban areas (50 percent) than in rural areas (35 percent) expressed satisfaction with X-rays and test facilities. Slightly more households in rural areas (22 percent) were dissatisfied than those in urban areas (19 percent).

Figure 78: Satisfaction with test and x-ray facilities



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

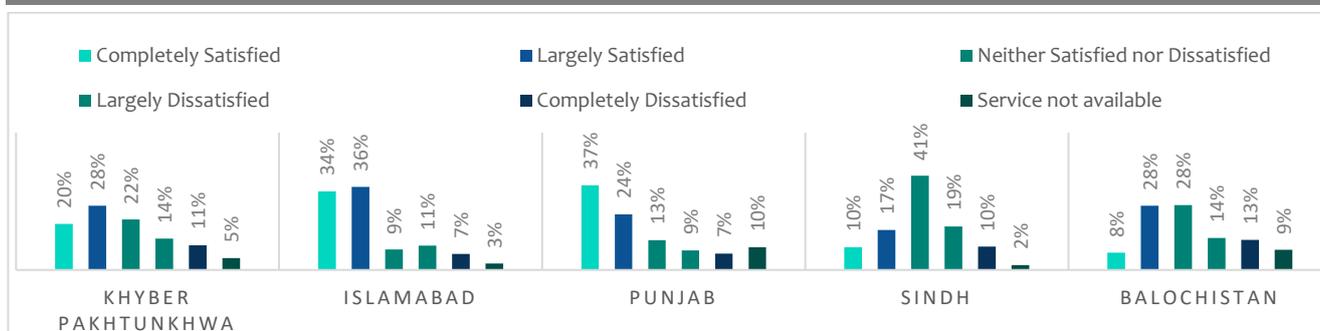
At the regional level, most of the respondents in all regions except Sindh and Balochistan recorded some level of satisfaction with diagnostic facilities. A significant 26 percent of households in Sindh, 25 percent in Balochistan, 18 percent in Khyber Pakhtunkhwa, 15 percent in Punjab, and nine percent in Islamabad expressed dissatisfaction with diagnostic facilities. While 20 percent of households in Balochistan, 16 percent in Islamabad, 13 percent each in Punjab and Sindh, and seven percent in Khyber Pakhtunkhwa said the services were not available in the healthcare facilities they visited. Variance in satisfaction levels was recorded across urban-rural divides across all regions. A larger number of rural area households in Islamabad (11 percent of the rural households compared to seven percent of the urban), Punjab (19 percent, compared to 10 percent in urban), and Sindh (28 percent – compared to 23 percent in urban) recorded their dissatisfaction with the diagnostic services at the health facilities they frequented.

Among the capital districts, whereas most households in Lahore (78 percent) and Islamabad (64 percent) reported relatively higher satisfaction, the number of such households was lower in Peshawar and Karachi (46 percent each) and even lower in Quetta (37 percent). 24 percent of the households in Karachi, 20 percent in Quetta, 18 percent in Peshawar, nine percent in Islamabad, and five percent in Lahore reported dissatisfaction with the diagnostic facilities. Further, 10 percent in Peshawar, 17 percent in Islamabad, 13 percent in Lahore, 12 percent in Karachi, and nine percent in Quetta do not have services available to them.

vi. Satisfaction with the availability of medicines

At the national level, 43 percent of the respondents (heads of household) were satisfied with the availability of medicines, 27 percent were neither satisfied nor dissatisfied, and 24 percent were dissatisfied. A significant six percent reported that they did not have medicines available. In urban areas, 52 percent of the people were satisfied with the availability of medicines, compared to 38 percent of the cases in rural areas. 22 percent in urban areas and 30 percent in rural areas were neither satisfied nor dissatisfied. More households in rural areas (27 percent) than in urban areas (20 percent) expressed dissatisfaction with the availability of medicines.

Figure 79: Satisfaction about the availability of medicines (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, 70 percent of Islamabad, 61 percent of Punjab, and 48 percent of Khyber Pakhtunkhwa were satisfied; however, the satisfaction levels were lower among households in Balochistan (36 percent) and Sindh (27 percent). Sindh (29 percent), Balochistan (27 percent), Khyber Pakhtunkhwa (25 percent), Islamabad (18 percent), and Punjab (16 percent) expressed dissatisfaction with their medications. A further 10 percent in Punjab, nine

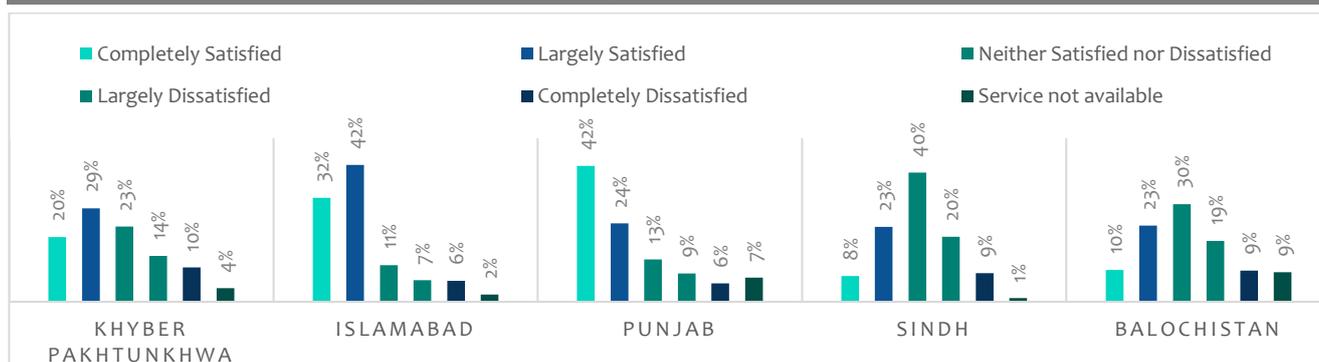
percent in Balochistan, five percent in Khyber Pakhtunkhwa, three percent in Islamabad, and two percent in Sindh said the service was not available. More households in rural Khyber Pakhtunkhwa (26 percent, compared to 18 percent in urban areas), Punjab (18 percent, compared to 12 percent in urban areas), Sindh (32 percent, compared to 27 percent in urban areas), and Balochistan (30 percent, compared to 22 percent in urban areas) expressed dissatisfaction with the availability of the medicines as compared to the urban households in their respective regions.

Among the capital districts, 78 percent of Lahore, 69 percent of Islamabad, 44 percent of Quetta and Karachi, and 43 percent of Peshawar were satisfied with the availability of medicines. While 29 percent in Karachi, 27 percent in Peshawar, 23 percent in Quetta, 17 percent in Islamabad, and six percent in Lahore were dissatisfied with the availability of medicines. Medications are not available, as stated by 14 percent of households in Lahore, seven percent of households in Quetta, five percent in Peshawar, four percent in Karachi, and three percent in Islamabad.

vii. Satisfaction with the quality of medicine

When asked about the quality of medicine, 45 percent were satisfied, 23 percent were dissatisfied, and five percent of households said they did not have the service available. More households in rural areas (26 percent) than in urban areas (18 percent) were dissatisfied with the quality of their medicines, whereas five percent of urban and four percent of rural areas did not have services available to them.

Figure 80: Satisfaction with the quality of medicine (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

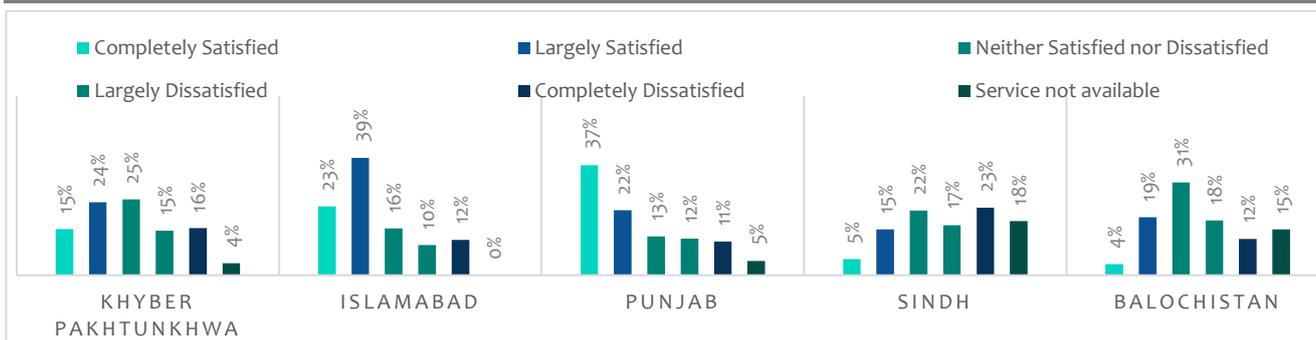
At the regional level, most households expressed their satisfaction, except for Sindh and Balochistan. 29 percent in Sindh, 28 percent in Balochistan, 24 percent in Khyber Pakhtunkhwa, 15 percent in Punjab, and 13 percent in Islamabad expressed dissatisfaction with the quality of their medicine. More rural households across all regions expressed dissatisfaction with the quality of medicine in Khyber Pakhtunkhwa (26 percent, compared to 16 percent in urban), Punjab (16 percent – compared to 11 percent in urban), Sindh (32 percent – compared to 25 percent in urban), and Balochistan (32 percent – compared to 19 percent in urban), except Islamabad, where more urban households (17 percent) expressed dissatisfaction as compared to rural households (8 percent).

Among the capital districts, 80 percent of households in Lahore and 74 percent in Islamabad reported satisfaction. Satisfaction levels were relatively low among households in Karachi (51 percent), Peshawar (47 percent), and Quetta (37 percent). While 29 percent in Karachi, 22 percent in Peshawar, 20 percent in Quetta, 12 percent in Islamabad, and six percent in Lahore were dissatisfied with the quality of medicine. The service is not available, as said by three percent each in Peshawar and Islamabad, 13 percent in Lahore, two percent in Karachi, and seven percent in Quetta.

viii. Satisfaction with the general cost of the facilities

When asked about their satisfaction with the cost of the facilities in general at the national level, the satisfaction levels were largely low: only 36 percent expressed satisfaction, 22 percent were neither satisfied nor dissatisfied, 31 percent were dissatisfied, and 11 percent said they did not have the service available to them. Thirty percent in urban areas and 32 percent in rural areas are dissatisfied with the cost of health facilities. Eight percent in urban areas and 12 percent in rural areas do not have services available to them.

Figure 81: Satisfaction with the prices of facilities (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

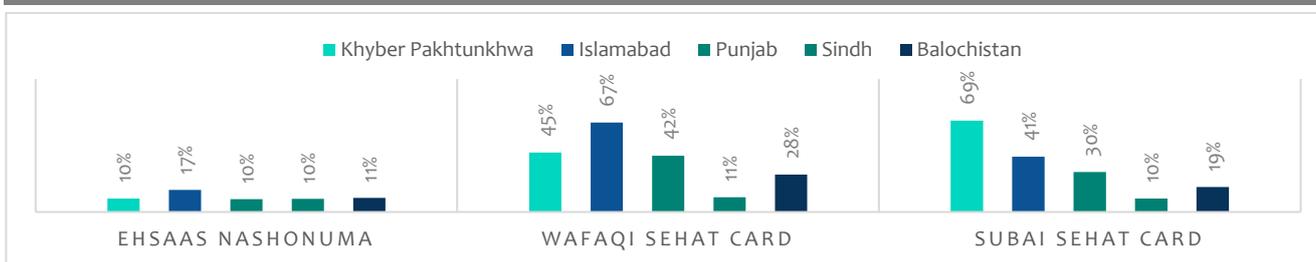
Regionally, satisfaction levels with pricing at the facilities were generally higher in Islamabad (62 percent) and Punjab (59 percent) but lower in Khyber Pakhtunkhwa (39 percent), Balochistan (23 percent), and Sindh (20 percent). Forty percent in Sindh, 31 percent in Khyber Pakhtunkhwa, 30 percent in Balochistan, 22 percent in Islamabad, and 23 percent in Punjab were dissatisfied. Eighteen percent of households in Sindh reported the unavailability of services, followed by 15 percent in Balochistan, five percent in Punjab, and four percent in Khyber Pakhtunkhwa. More households in rural Khyber Pakhtunkhwa (33 percent, compared to 19 percent in urban) and urban Islamabad (25 percent, compared to 18 percent in rural) expressed dissatisfaction with the prices of the facilities, whereas variation across rural-urban households in all other regions was insignificant.

Among the capital districts, 76 percent of the respondents in Lahore and 63 percent in Islamabad expressed satisfaction; however, satisfaction levels were lower with the prices of the facilities where they received treatment among households in Karachi (38 percent), Peshawar (37 percent), and Quetta (36 percent). While 43 percent in Karachi, 26 percent in Peshawar, 21 percent in Islamabad, 15 percent in Lahore, and 24 percent in Quetta were dissatisfied with the prices at the facilities.

ix. Knowledge about the Government Aid Program

At the national level, only 10 percent knew about Ehsaas Nashonuma, 33 percent about the Wafaqi Sehat card, and 32 percent about the Subai Sehat card. Overall, both urban and rural areas lacked awareness of the Ehsaas Nashonuma program because only 10 percent of urban and 11 percent of rural areas knew about it. Thirty percent of urban and 35 percent of rural respondents knew about the Wafaqi Sehat Card. In contrast, 31 percent of urban and 33 percent of rural areas were aware of the Subai Sehat Card.

Figure 82: Knowledge about the Government Aid Program (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

At the provincial level – Knowledge about Ehsaas Nashonuma was low among respondents (heads of households) across all regions as 17 percent in Islamabad, 10 percent each in Khyber Pakhtunkhwa, Punjab, Sindh, and 11 percent in Balochistan know the Ehsaas Nashonuma program. Knowledge of the Wafaqi Sehat Card was the highest in Islamabad (67 percent) and the lowest in Sindh (11 percent). 69 percent of the households in Khyber Pakhtunkhwa, 41 percent in Islamabad, 30 percent in Punjab, 10 percent in Sindh, and 19 percent in Balochistan know about the Subai Sehat card. Concerning knowledge about aid programs across urban-rural households, a disparity was seen in knowledge about the Wafaqi and Subai Sehat cards across almost all regions. While the knowledge about Ehsaas Nashonuma was the same across urban and rural households, more urban households in

Sindh (18 percent – compared to four percent in rural) and Islamabad (75 percent – compared to 59 percent in rural) were aware of the Wafaqi Sehat Card, whereas more rural households in Khyber Pakhtunkhwa (48 percent – compared to 31 percent in urban) and Punjab (47 percent – compared to 33 percent in urban areas) were aware of the programs. Awareness about the Subai Sehat Card was higher among urban households in Islamabad (55 percent – compared to 26 percent in rural), rural Punjab (32 percent – compared to 27 percent in urban), and urban households in Sindh (16 percent – compared to four percent in rural).

When asked about their knowledge of various government aid programs, 17 percent of the respondents (*heads of households*) in Peshawar and Islamabad knew about Ehsaas Nashonuma, six percent in Lahore, nine percent in Karachi, and 17 percent in Quetta. Regarding the Wafaqi Sehat card, 66 percent were in Islamabad, 43 percent in Peshawar, 39 percent in Quetta, 28 percent in Lahore, and 19 percent in Karachi. For the Subai Sehat card, while awareness was higher in Peshawar and Islamabad, it was lower in the remaining cities (66 percent in Peshawar, 39 percent in Islamabad, 27 percent in Lahore, 20 percent in Karachi, and 24 percent in Quetta).

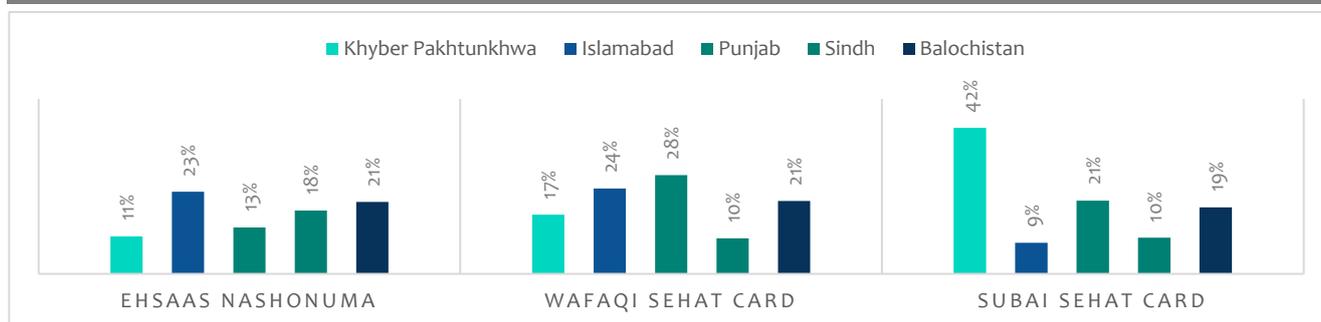
The awareness of the Ehsaas Nashonuma Program was low among the surveyed households.

x. Applied for/ sought Aid

At the national level, the application for these programs was generally low, with 17 percent applied for Ehsaas Nashonuma, 22 percent for the Wafaqi Sehat Card, and 30 percent for the Subai Sehat card.³⁷ Of the people living in urban areas, 18 percent applied for Ehsaas Nashonuma compared to 16 percent in rural areas. 23 percent of the urban and 21 percent of the rural respondents applied for the Wafaqi Sehat Card, and 21 percent of the urban and 34 percent of the rural respondents applied for the Subai Sehat Card.

Regionally, applications for all of these programs were low, as less than one-third of the households applied for them, except for Khyber Pakhtunkhwa, where applications for the Subai Sehat Card were high.

Figure 83: Applied for/ sought Aid (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

For Ehsaas Nashonuma, the highest proportion of aid was provided to households in Islamabad (23 percent) followed by Balochistan (21 percent), and Sindh (18 percent). 28 percent in Punjab, 24 percent in Islamabad, 21 percent in Balochistan, 17 percent in Khyber Pakhtunkhwa, and 10 percent in Sindh applied for the Wafaqi Sehat Card. For the Subai Sehat Card³⁸, 42 percent of households in Khyber Pakhtunkhwa, 21 percent in Punjab, nine percent in Islamabad, 10 percent in Sindh, and 19 percent in Balochistan had applied.

In the capital cities, 15 percent of the people in Peshawar applied for Ehsaas Nashonuma, 24 percent for Islamabad, 21 percent each for Lahore and Quetta, and 22 percent for Karachi. 21 percent in Peshawar, 25 percent in Islamabad, 42 percent in Lahore, 12 percent in Karachi, and 25 percent in Quetta applied to the Wafaqi Sehat Card. For the Subai Sehat Card – 40 percent in Peshawar, 10 percent in Islamabad, 32 percent in Lahore, 12 percent in Karachi, and 19 percent in Quetta

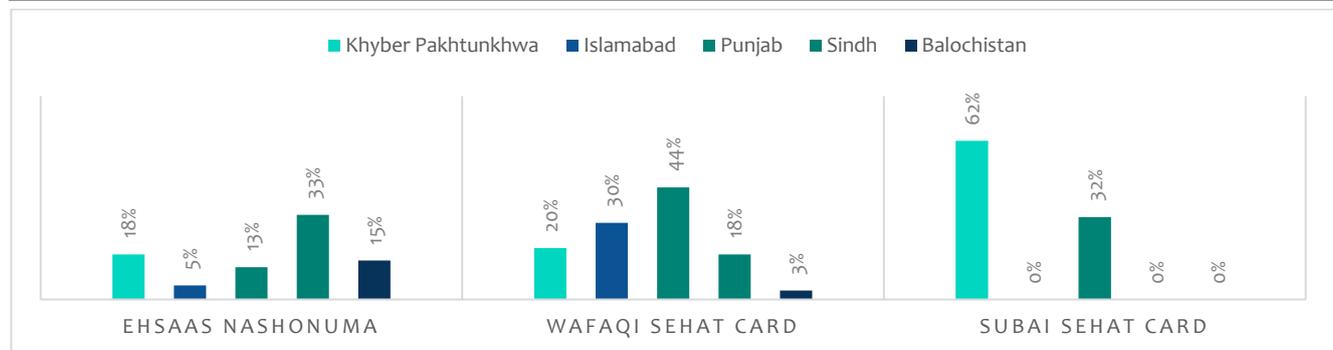
³⁷ It is important to note that the Subai Sehat Cards were limited to Khyber Pakhtunkhwa and only select districts of Punjab at the time of the survey. The figures for the provincial health cards, therefore, reflect the opinion of respondents from these two provinces only – of the ones from other provinces could also be explained in part due to the immigration of people from Khyber Pakhtunkhwa and Punjab to other provinces.

³⁸ Responses in application for Subai card from regions other than Khyber Pakhtunkhwa and Punjab can be owing to locals from these regions residing in other parts of the country, thereby making them eligible for application.

xi. Households availing relief/aid

At the national level, of the total who applied for aid, 18 percent received aid from Ehsaas Nashonuma, 27 percent from Wafaqi Sehat Card, 48 percent from Subai Sehat Card, and 59 percent from other sources. 14 percent in urban areas, 21 percent in rural received the Ehsaas Nashonuma aid, and 27 percent each in urban and rural received the Wafaqi Sehat Card. More households in rural areas (56 percent) than in urban areas (25 percent) received the Subai Sehat card.

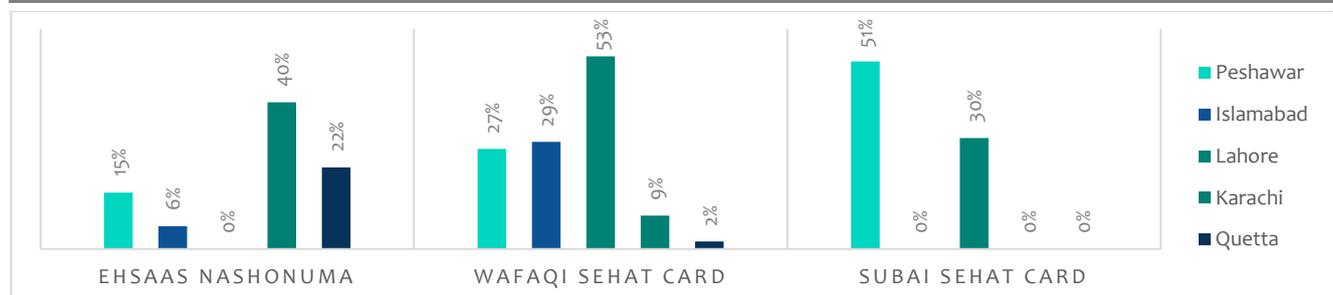
Figure 84: Get the aid (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, of the households who applied for aid, 18 percent of people in Khyber Pakhtunkhwa, 13 percent in Punjab, 33 percent in Sindh, 15 percent in Balochistan, and five percent in Islamabad received Ehsaas Nashonuma aid. Regarding aid reception for the Wafaqi Sehat Card, 44 percent in Punjab, 20 percent in Khyber Pakhtunkhwa, 30 percent in Islamabad, 18 percent in Sindh, and only three percent in Balochistan said they received it. While 62 percent in Khyber Pakhtunkhwa and 32 percent in Punjab said they received aid for the Subai Sehat card.

Figure 85: Get the aid (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among those who applied for the Ehsaas Nashonuma Program, Karachi (40 percent) reported the highest reception of aid, followed by Quetta (22 percent), Peshawar (15 percent) and Islamabad (6 percent). Regarding the Wafaqi Sehat Card, 53 percent in Lahore, 27 percent in Peshawar, 29 percent in Islamabad, nine percent in Karachi, and two percent in Quetta received it. In the case of the Subai Sehat Card, 51 percent of the respondents in Peshawar and 30 percent in Lahore said that they received aid.

Since only almost one-third of the respondents (*heads of households*) were aware of these aid programs, it restricts the reach and efficacy of such programs, irrespective of their needs. This may have curbed the reach of the programs to potential candidates, and so an even lower proportion actively sought aid against it. Aid reception among households in Punjab and Khyber Pakhtunkhwa fared better than that in other regions. Among the capital districts, a substantial number of households in Karachi and Quetta reported aid under the Ehsaas Nashonuma program. There is a need to actively spread awareness of these aid programs to the deserving population to increase their reach and help the intended population.

COVID-19

The COVID-19 pandemic has had a significant impact on global healthcare systems. While Pakistan managed to mitigate the impact more effectively than other countries, it revealed several deficiencies in the system. This raises important questions, such as the lack of recognition of health as a fundamental right in the constitution. The implementation of lockdowns and closure of outpatient departments (OPDs) severely hindered access to essential services, particularly in maternal and child health. Vaccination efforts were disrupted, resulting in staff shortages and many healthcare professionals falling victim to the virus. Furthermore, there was a shortage of adequate facilities and expertise to handle the crisis. The general public's lack of seriousness towards COVID-19 further strained the healthcare sector. Exploitation, particularly in private testing facilities and other COVID-19-related services, posed another challenge for the population. Uncertainty and insufficient training in dealing with the pandemic exacerbated these issues.

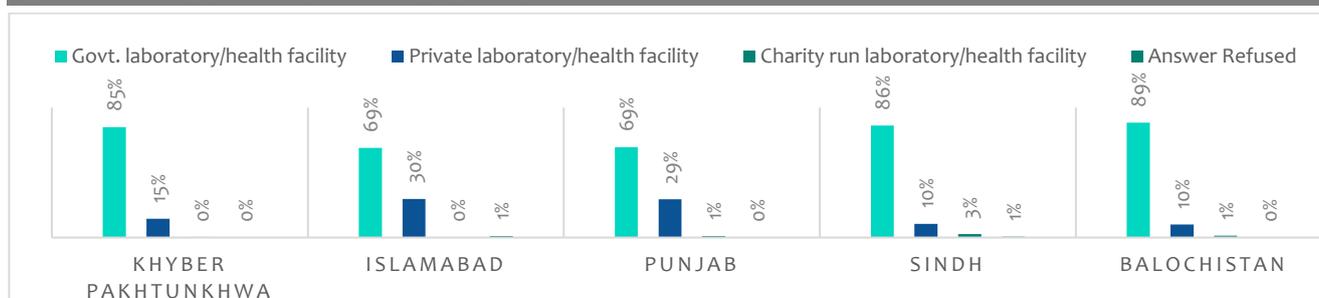
To gain insight into the performance of healthcare facilities during this period, respondents were asked about their experiences with the services.

Regarding COVID-19 testing, 11 percent of the respondents or members of their households confirmed that they had undergone testing. At the provincial level, the percentages were 24 percent in Islamabad, 14 percent in Khyber Pakhtunkhwa, 10 percent in Sindh, nine percent in Balochistan, and eight percent in Punjab. Among the capital cities, the percentages were 24 percent in Islamabad; 10 percent in Peshawar, Lahore, and Quetta, and seven percent in Karachi.

xii. Where did you test for Covid-19?

Of the households that reported being tested, the majority (82 percent) chose to visit government laboratories/health facilities at the national level. This was followed by 17 percent who opted for private laboratories/health facilities and one percent who went to charity-run laboratories/health facilities. The urban-rural analysis revealed similar patterns, with 87 percent of households in rural areas and 73 percent in urban areas choosing government laboratories/health facilities. In contrast, 13 percent of households in rural areas and 24 percent in urban areas opted for private laboratories/health facilities.

Figure 86: Testing facilities for COVID (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, the highest percentage of individuals seeking testing went to government laboratories or health facilities (89 percent of the respondents in Balochistan, 86 percent in Sindh, 85 percent in Khyber Pakhtunkhwa, and 69 percent in Islamabad and Punjab). Private laboratories/health facilities were chosen by 30 percent of Islamabad, 29 percent of Punjab, 15 percent of Khyber Pakhtunkhwa, and 10 percent of Sindh and Balochistan. In Islamabad, Sindh, and Balochistan, more urban households selected private laboratories, whereas in Balochistan, Sindh, and Islamabad, more rural households were tested in government laboratories.

Among the capital districts, a significant majority opted for public laboratories and health facilities for COVID-19 testing. Specifically, it was 87 percent in Peshawar, 71 percent in Islamabad, 60 percent in Lahore, and 66 percent in Peshawar, Islamabad, Lahore, and Karachi, respectively. Private laboratories and health facilities were chosen by 40 percent in Lahore, 28 percent in Islamabad, 20 percent in Karachi, 13 percent in Quetta, and 12 percent in Peshawar. Eleven percent in Karachi and two percent in Peshawar opted for charity-run laboratories/health facilities.

xiii. Average Expense on COVID Test

At the national level, households spent an average of PKR 6,928 on the COVID-19 tests. When analyzing each province individually, it was discovered that households in Punjab spent the highest average amount, totaling approximately PKR 13,000.

Table 16: Approximate expenditure on tests (Regional)

| | Khyber Pakhtunkhwa | Islamabad | Punjab | Sindh | Balochistan | Overall |
|-------------------------------|--------------------|-----------|--------|-------|-------------|---------|
| Average Expense on COVID Test | 4,048 | 5,339 | 12,991 | 3,993 | 5,117 | 6,928 |

Among the capital districts, the highest expense, on average, was reported at approximately PKR 21,050 by households in Lahore.

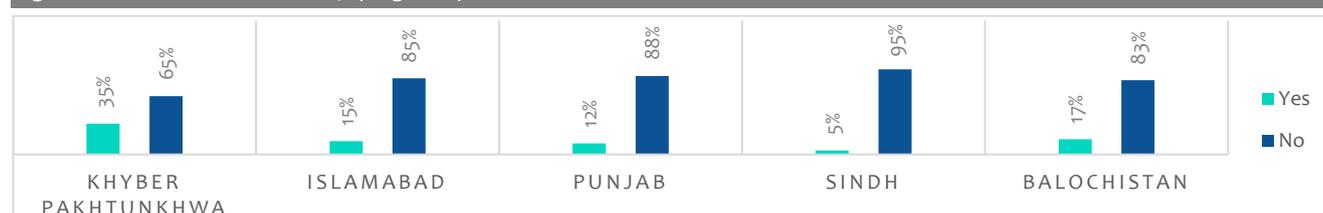
Table 17: Approximate expenditure on tests (Capital cities)

| | Peshawar | Islamabad | Lahore | Karachi | Quetta |
|-------------------------------|----------|-----------|--------|---------|--------|
| Average Expense on COVID Test | 2,896 | 5,339 | 21,050 | 3,150 | 3,038 |

xiv. Sick due to COVID-19

When asked about COVID-19 infections in their households, 18 percent of the respondents acknowledged having experienced illness. It is worth noting that a higher percentage of households in rural areas (21 percent) reported sickness than in urban areas (14 percent). It is important to mention that there is a widespread reluctance among the population to disclose their COVID-19 infection status, which is observed throughout the nation. This finding suggests that the actual number of affected households may be higher than previously reported.

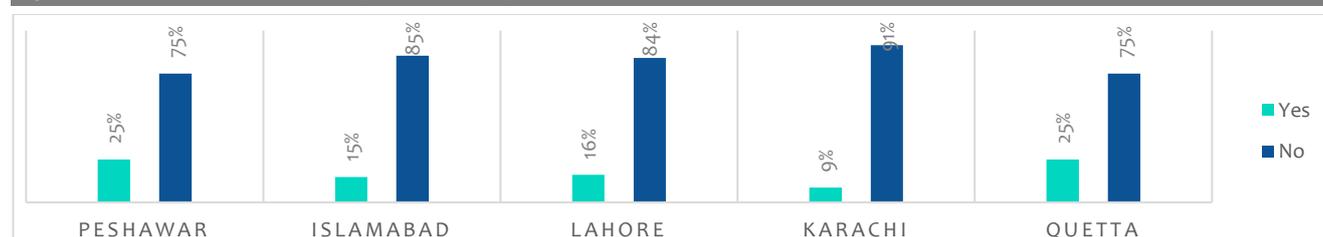
Figure 87: Sick due to COVID-19 (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, 35 percent of Khyber Pakhtunkhwa, 17 percent in Balochistan, 15 percent in Islamabad, 12 percent in Punjab, and five percent in Sindh reported household member(s) infected with COVID-19. A higher number of rural households in Khyber Pakhtunkhwa reported sickness due to COVID-19.

Figure 88: Sick due to COVID-19 (Capital Cities)



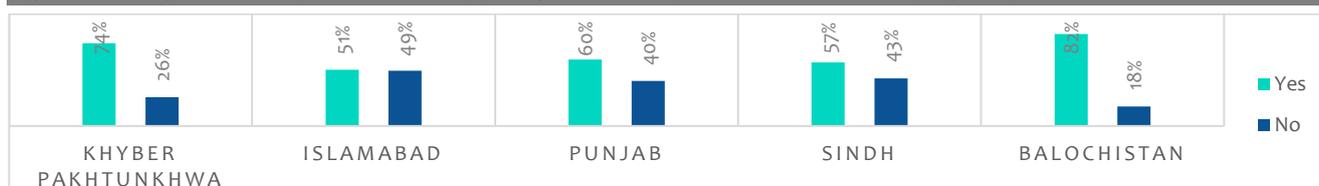
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, 25 percent in Peshawar and Quetta, 16 percent in Lahore, 15 percent in Islamabad, and nine percent in Karachi reported that someone in their household had become sick due to COVID-19.

xv. Treatment for COVID-19

When asked whether any member of their family had to visit the hospital for COVID-19 treatment, 71 percent of respondents at the national level answered "yes". In rural areas, this figure rose to 77 percent, whereas in urban areas, it was 55 percent.

Figure 89: Hospital visited for treatment of family member infected with COVID-19 (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

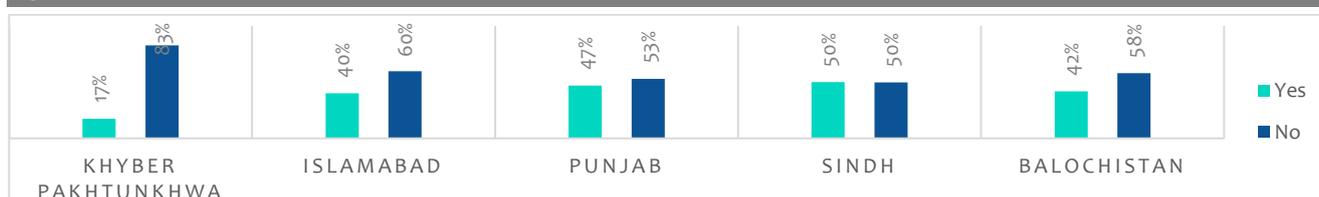
A breakdown by region showed that Balochistan had the highest percentage of people seeking hospital treatment (82 percent), followed by Khyber Pakhtunkhwa (74 percent), Punjab (60 percent), Sindh (57 percent), and Islamabad (51 percent). Barring Balochistan, more rural households across all regions reported seeking hospital treatment.

At the district level, the percentages of people who tested positive and took their infected family members to the hospital were as follows: Peshawar (69 percent), Islamabad (57 percent), Lahore (25 percent), Karachi (67 percent), and Quetta (77 percent).

xvi. Admitted to the hospital due to covid-19

When asked if their household had admitted COVID-19-infected patients to a hospital or a specific center at the national level, 29 percent of the respondents answered affirmatively. A higher percentage (41 percent) of urban households reported that a member of their household was admitted to a hospital for treatment than in rural areas (25 percent). Regionally, the rate of affirmative responses was 50 percent in Sindh, 47 percent in Punjab, 42 percent in Balochistan, 40 percent in Islamabad, and 17 percent in Khyber Pakhtunkhwa. While visits to hospitals were common among rural households, urban areas across all regions reported higher admittance rates for infected patients, except for rural Sindh.

Figure 90: Admitted to the hospital due to covid-19



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Among the households in the capital districts that visited the hospital, 60 percent of households in Quetta, 38 percent in Islamabad, and 11 percent in Peshawar reported that their family members were admitted to the hospital. In the case of Lahore, all respondents who reported needing hospitalization had to admit their patients.

xvii. Average expenditure on facilities

Respondents who reported that members of their household had contracted COVID-19 and were admitted to the hospitals for treatment were asked to share the breakdown of expenses they had to bear during treatment on medicines, hospital beds, tests, ventilators, and oxygen beds.

Table 18: Average expenditure on facilities (National)

| Description | Average Expense |
|-------------------------|-----------------|
| Medicines | 19,319 |
| Expense on hospital bed | 14,904 |
| Test | 5,262 |
| Ventilator | 3,162 |
| Oxygen bed | 3,133 |
| Total | 45,779 |

The average household expenditure amounted to approximately PKR. 45,000. The regional breakdown of the average household expenses is as follows:

Table 19: Average expenditure on facilities (Region)

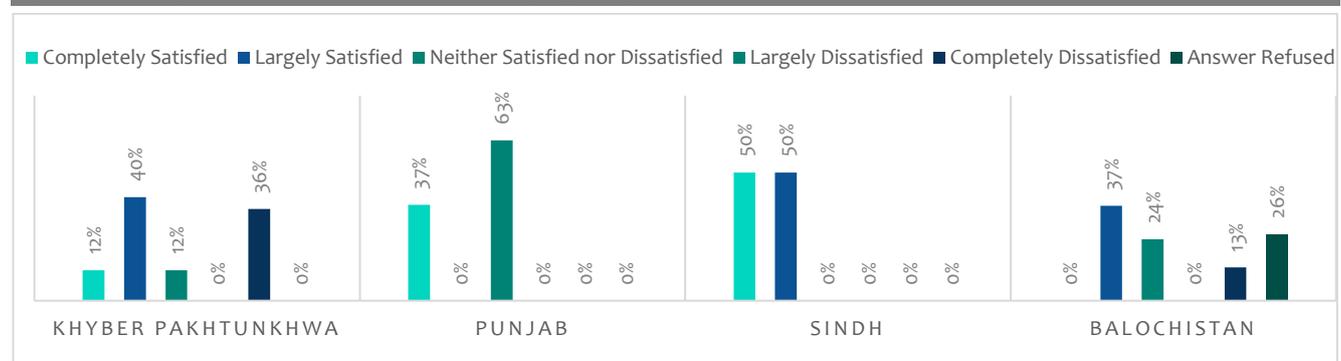
| How much did you have to spend on the facilities when they were hospitalized? | Khyber Pakhtunkhwa | Islamabad | Punjab | Sindh | Balochistan |
|---|--------------------|-----------|---------|--------|-------------|
| Average expense of medicines | 18,789 | 40,000 | 31,250 | 31,500 | 3,150 |
| Average expense on the hospital bed | 4,444 | 8,333 | 77,500 | 5,500 | 188 |
| Average expense on tests | 1,000 | 2,000 | 27,000 | 5,500 | 350 |
| Average expense of ventilator | 778 | 0 | 15,000 | 7,500 | 25 |
| Average expense on oxygen/oxygen bed | 0 | 0 | 7,500 | 25,600 | 31 |
| Sum average | 25,011 | 50,333 | 158,250 | 75,600 | 3,744 |

xviii. Satisfaction with the COVID facilities

When surveyed about their satisfaction with COVID-19 facilities at the national level, 57 percent of the households expressed satisfaction, 19 percent remained neutral, and 16 percent expressed dissatisfaction. Eight percent of the respondents declined to provide an answer. It is worth noting that the majority of urban areas (78 percent) reported being satisfied, whereas only 47 percent of rural areas expressed satisfaction with the COVID-19 facilities in place.³⁹

In terms of regional satisfaction levels, households from Sindh exhibited the highest level of contentment, followed by 52 percent of households in Khyber Pakhtunkhwa and 37 percent in Balochistan and Punjab. The region with the highest dissatisfaction rate regarding facilities was Khyber Pakhtunkhwa (36 percent) followed by Balochistan (16 percent). Approximately 63 percent of households in Punjab expressed partial satisfaction, whereas 24 percent of households in Balochistan expressed dissatisfaction. It is worth noting that urban households expressed higher levels of satisfaction across all regions than rural households.

Figure 91: Satisfaction with the COVID facilities (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Households from Peshawar, Lahore, and Islamabad reported complete satisfaction with the COVID-19 facilities. Only 17 percent of Quetta expressed satisfaction, 17 percent expressed dissatisfaction, and 33 percent were neither satisfied nor dissatisfied.

³⁹ The percentages indicate the clubbed responses of “largely satisfied” and “completely satisfied” for the satisfaction category. And “largely dissatisfied” and “completely dissatisfied” for the dissatisfaction category”. The respective bifurcations of these labels are presented in the graphs.

4.3. Interview with Health Representatives

4.3.1. District-Level Health Officials

Representatives from the health department were interviewed to gather their perspectives on the functioning of the healthcare system. In addition to the viewpoints of citizens, feedback from these individuals helped to understand the realities in the sector and provided informed opinions on the critical factors at play.

To gain insight into the operations of health departments at the district, provincial, and federal levels, representatives of the health sector were interviewed. The interviewees intended for these discussions were the Executive District Officer/District Health Officer at the district level and the Secretary of Health/Representative at the provincial and federal levels. In the Khyber Pakhtunkhwa region, the provincial coordinator was identified as the focal person of the interviews. However, this individual declined to answer the questions once the interviews began. At the federal level, the Parliamentary Secretary of Health was interviewed as the focal person to gather information about the administration and status of the health sector in the country.

The focal person interviewed from Peshawar, Khyber Pakhtunkhwa, was the Statistical Analyst nominated by the Executive District Officer of Health. In Karachi, Sindh, the Senior Director of Medical and Health Services (KMC), served as the focal person.⁴⁰ Unfortunately, the focal persons from Lahore (both district and provincial) declined the interviews, stating that they did not have permission from higher officials in their respective departments. Similarly, the focal persons for Quetta (both district and provincial) were unavailable for interviews despite multiple attempts. They cited concerns about permission from higher authorities.

The unavailability and unwillingness of officials to share information owing to protocols hindered this study from obtaining an optimal level of data. The district representative from Peshawar shared a few official statistics about the region but refused to continue with the interview. On the other hand, the district representative from Karachi provided some insights into the work of the health sector in their district, as discussed below.

Officials' unavailability/unwillingness to share information due to protocols prevented this study from obtaining an optimal level of data. The district representative from Peshawar shared a few official statistics about the region but refused to continue with the interview any further. The district representative from Karachi provided some insights into the work of the health sector in their district, as discussed below.

The State of Health in the District

The DFPK was asked to provide an overview of healthcare quality, staff, and management in the district. He stated that comprehensive standards are in place for all health personnel and that government employees adhere to quality procedures. He also emphasized the need to increase the number of hospitals because of their low ratio to the population. In addition, he stressed the importance of hospitals and dispensaries continuously updating themselves. In response to the trend of patients seeking treatment in other districts, he asserted that this was not as prevalent.

Policy/Administration

Regarding the procedure for identifying needs and strategies in their domain, the focal person explained that they submit proposals included in the budget, leading to the development of need-based programs. When asked how the district's concerns were raised at the provincial level, the DFPK mentioned regular monthly and emergency meetings to address such issues. He also emphasized the inclusive approach of the provincial government, which collects performance reports and collaborates with the district to formulate targeted policies. He acknowledged that COVID-19 has significantly shifted government priorities.

⁴⁰ Which will be abbreviated as District Focal Person Peshawar (DFPP) and Focal Person Karachi (DFPK),

Financial/Budgetary provisions

When asked about budgetary gaps and financial provisions, the DFPK ruled out issues with provincial-level officials. Like other departments, he stated that the district office submitted a budget proposal and considerations were made at the provincial level. He argued that they did not face challenges in assessing their needs and that the only challenge they encountered was COVID-19, which required emergency spending from the budget.

Communication and Coordination

Regarding the current coordination and communication between provincial and district officials, the focal person said that all district representatives/officeholders kept in regular touch and that there were no significant gaps in the current coordination mechanisms. When asked about their complaint redressal mechanisms for stakeholders to put forward their concerns and needs, he said that no such mechanism existed. However, they collaborated with partner organizations to set up mechanisms for community mobilization.

Service Delivery (Infrastructure, Resources)

General perceptions of policy administration, budget, and coordination were positive. When asked about service delivery, the focal person highlighted weak and insufficient health infrastructure in the district as a top concern. Furthermore, while the health staff were adequately trained, frequent turnover and transfers of doctors, staff, and administration hindered the smooth functioning of health facilities. When asked about mechanisms to address price hikes and the overcharging of patients, the focal person stated that they had implemented policies and conducted regular monitoring to ensure compliance. These policies also extend to private facilities, where the DC and DHO maintain oversight through continuous monitoring. He also claimed that all districts performed well in the health sector, even during the COVID-19 pandemic.

4.3.2. Federal-Level Health Officials

The Parliamentary Secretary of Health is responsible for overseeing the regulation and coordination of National Health Services at the federal level. She has authority in ICT, Azad Jammu and Kashmir, and Gilgit Baltistan. The FPI collaborated closely with the chief ministers of the four provinces.

Health Initiatives and Policy/Administration

When asked to evaluate progress at both the federal level and in collaboration with provincial governments, she explained that since devolution, the provinces have been responsible for managing policies and regulations. However, the Federal Ministry has a broader scope, especially in terms of regulating drug pricing bodies across Pakistan. The provinces are accountable for compliance, quantity, distribution, and other related matters. Primary healthcare is given significant emphasis, and Pakistan has enacted the 'ICT Rights of Persons with Disability Act 2020' to support individuals with disabilities. However, the ministry works independently to enhance primary healthcare and collaborates with provinces to improve secondary and tertiary healthcare. Efforts for Universal Health Coverage (UHC) have been undertaken both independently and in partnership with the provinces.

Healthcare services for the ICT population are provided through 16 Basic Health Units (BHU) and four Rural Health Centers (RHC). Under the MTI Act, the Pakistan Medical Council (PMC) aims to improve medical standards and operate an autonomous body with two examination boards. However, the Government of Pakistan controls the funding of the Council. The National Expanded Program on Immunization (EPI) is well-established nationwide.

About Maternal and Childcare and Family planning

The FPI said that maternal and childcare centers were well placed in ICT hospitals and were performing well; however, the BHUs and RHCs will have separate units. The provinces' main hospitals had these, but they needed to be renovated for better services. Their oversight lies with the provincial governments after devolution. The second focus is on the family planning program which was stopped in previous years but with the help of WHO was in the final stage of execution.

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| <p>About Immunization: BCG (TB vaccine), Polio, Pentavalent vaccine, Measles</p> | <p>The FPI said that the immunization programs were well-placed and taken care of by the provinces. Since January 2021, no case of polio has been reported nationwide, hence shrinking the core reserves. (Independent initiative)</p> |
| <p>About Nutrition: Stunting/wasting, Malnourishment among mothers and children</p> | <p>PC-1⁴¹ has been passed for the malnutrition program for the first time focused on mothers, adolescent girls, pregnant women, and young mothers to ensure mother-child health. The total budget is Rs. 320 billion of which a 50 percent share will be for the federal government. It will first start with the 34 or 36 high-burden districts of Pakistan (independently). Punjab, Khyber Pakhtunkhwa, Balochistan, GB, and AJK have accepted PC-1; however, there are some reservations of the Sindh government. PC-1 will develop synergies nationwide (in collaboration with the provincial governments).</p> |
| <p>About initiatives for HIV, Dengue, Polio, Malaria, and Tuberculosis</p> | <p>For dengue, the provincial governments are responsible. Fumigation, medical assistance, sanitation, and supporting the environment are with the district government but oversight is with the ministry, and NHS is monitoring it rigorously in ICT. Punjab and Khyber Pakhtunkhwa are providing services and are vigilant about it. HIV facilities will be set up in RHCs all over the country, while in ICT, AJK, and GB, regional blood transfusion units will be set up to counter unsafe blood transfusion which also causes hepatitis. The PM's new initiative targets hepatitis which will include screening 140 million people across Pakistan under the 'National Screening Program' and providing the infected population with primary care and medication. The government of Pakistan, with the help of WHO, set up 'stabilization centers' in 40 high-risk UCs of ICT for sanitation, clean drinking water & malnutrition. (Independent).</p> |
| <p>About COVID-19 Initiatives,</p> | <p>Pakistan has performed well in tackling the COVID-19 health emergency and set up vaccination programs, quarantine/isolation centers, and PPEs all over Pakistan. However, due to structural constraints, many RHCs and BHUs had to cater to such patients. NDMA and NCOC have done a remarkable job by maintaining the data and coordination with the provinces. Under the <i>Ehsaas</i> program, many initiatives helped, especially the health card which has been distributed across 100 percent of Khyber Pakhtunkhwa and the program will cover Punjab within three months. In AJK, 1.2 million families will benefit from it. (Independent)</p> |

When asked about the development of policies and initiatives for these programs and the involvement of local administrations and provinces in policymaking and program design, the FPI explained that after the 18th amendment, provinces took the lead in initiating programs that involved their health departments at the district level. Provincial governments and health ministries have maintained regular contact and consultations. An online meeting was mentioned in which the President, CMs of all provinces, and health secretaries participated. In the Islamabad Capital Territory (ICT) and Azad Jammu and Kashmir (AJK), health departments were consulted during program design.

When asked about instances where district-level or provincial-level officials reported a disconnect or disengagement between policy and implementation due to a lack of participation in program planning, the FPI referred to an example in which Sindh had reservations about adopting the national malnutrition program, primarily due to budget concerns, after its approval through PC-1. Generally, complaints regarding program planning are related to resources and funding. When asked whether these complaints were resolved, the official did not provide a direct answer. Regarding the mechanism to address the gap between policymaking and implementation by local administrations, the FPI stated that all provincial heads and health ministries were on board. Additionally, COVID-19 has strengthened the coordination among all health sectors and its impact on the health sector.

⁴¹ PC 1 is a planning tool for the development and execution of any projects in government departments.

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| <p>To what extent were the primary healthcare systems affected due to COVID-19 and how did the pandemic and the subsequent lockdowns affect the ongoing efforts and health programs?</p> | <p>During the lockdown, emergencies and mother-child centers were entertaining patients; however, some of the programs were slowed down due to the COVID-19 health emergency.</p> |
| <p>About secondary healthcare systems</p> | <p>They slowed down due to COVID-19, and the specialists could not entertain the patients at large.</p> |
| <p>About tertiary healthcare systems (OPD closures, etc.)</p> | <p>In a few tertiary care hospitals during COVID-19, the use of technology increased, and doctors provided telephonic or online consultations too.</p> |
| <p>About other initiatives</p> | <p>The FPI pointed out a shortage of 900,000 nurses in Pakistan, for which a new initiative for recruiting and training nurses was in process. National consultations were held in the Planning Commission on the status of nurses, with representatives from the Pakistan Nursing Council, provincial directorates of nursing, Overseas Employment Corporation, Prime Minister’s Task Force on Nursing, and Higher Education Commission. The Ministry of National Health Services, Regulation, and Coordination provided an update about the finalization of PC-1 focusing on faculty development for nursing in which 350–450 master’s (MS)-qualified nurses will join from abroad to train the new pool of nurses. In 2018 the last batches of nurses were recruited with BSc degrees or diplomas; now the MS was compulsory for them. NHS had formed a task force on healthcare in line with the federal cabinet’s decision in 2018. The task force evaluates the status of healthcare in the country in all its aspects with statistical analysis, including but not limited to medical, dental, nursing, and ancillary healthcare, and recommends reforms to the relevant authorities.</p> |
| <p>Initiatives and policies introduced by the provincial government independently and in collaboration with the federal government</p> | <p>The President of Pakistan headed the National Task Force and there is regular coordination with provinces and health ministries. (Independent). At each provincial level, a Task Force on COVID-19 chaired by the Chief Minister had been formed. Initially, the National Disaster Management Authority (NDMA) with provincial governments and PDMA had played a pivotal role, and later, after the establishment of NCOC, all these task forces were aligned under its umbrella. (In collaboration with the provincial governments). Many CSOs who were working on health were engaged; UNICEF, WHO, and UNFPA along with other INGOs, provided a lot of support. (In collaboration with the CSOs and other stakeholders).</p> |

When asked about the government's effectiveness in managing the pandemic, the FPI praised the NDMA, NCOC, and task forces at the federal and provincial levels for their highly effective role in combating COVID-19. They acknowledged that the government's efforts to formulate policies, provide relief, and establish COVID centers were better managed than in many developed countries, earning global appreciation. The key to this success was good coordination and constant communication between all provinces and the federal government, which helped prevent resource wastage and duplication of efforts.

Addressing major concerns in the country's health sector, the FPI acknowledged the shortage of BHUs, RHCs, and hospitals. To address this issue, the federal government focused on improving primary healthcare and enhancing infrastructure in ICT, the AJK, and GB. In consultation with the provinces, the federal government planned to establish two new hospitals in ICT and to restructure BHUs and RHCs to provide better facilities in collaboration with the provinces. Additionally, there is a proposal to introduce a referral system in healthcare and efforts have been made to enhance the expertise of nurses and midwives. The health task force will ensure the quality of services and continue to address gaps in processes and infrastructure for better outcomes.

Communication and Coordination

In terms of communication and coordination, the official emphasized that the different departments - NCOC, NDMA, PDMA, and both federal and provincial governments - have been working together efficiently. The government had a vision of providing primary healthcare across the country. Since 2018, substantial efforts have been made to enhance the communication channels. Following devolution, the provinces are responsible for overseeing regulations, but there is still an effective oversight mechanism at the federal level.

Service Delivery (Infrastructure, Resources)

In the discussion on the current state of the nation's health infrastructure and its ability to meet public needs and effectively manage future health crises, the FPI recognized the government's active involvement in this area. Funding was secured with contributions from donors and UN agencies. However, the healthcare sector still faces challenges such as a shortage of nurses and infrastructure deficits. Efforts are underway to address these issues.

The FPI noted that Punjab and Khyber Pakhtunkhwa have recently shown commendable progress, with Balochistan and Sindh making strides. Progress is also being made in the AJK, GB, and ICT.

Interviews with several designated focal persons were challenging because they were reluctant to share crucial information. This raises doubts regarding these institutions' willingness to share information with the public. The previous section aimed to shed light on the internal mechanisms and collaboration between various levels of government and institutions.

These findings affirm that the country's health sector remains under development. The pandemic has exposed institutional and policy shortcomings within the system. Despite managing the pandemic to a certain extent, the country failed to tackle pre-existing issues. The lack of constitutionally guaranteed healthcare rights underscores their perceived significance. Acknowledging health as a human right would legally bind states to provide timely, acceptable, and affordable healthcare of adequate quality. Therefore, policymakers must pay attention to this issue.

National Health Vision 2016–2025 designates universal health coverage (UHC) as a key objective in Pakistan's healthcare ambitions. This vision is in harmony with national strategies and policies, including the Poverty Reduction Strategy and initiatives aimed at social protection for the disadvantaged. Notable advancements have been achieved through a social health insurance scheme in Pakistan that initially protected the poor from direct payments through a prepaid system. Khyber Pakhtunkhwa extended this to its entire population, and the federal government introduced it to Tharparkar, Azad Kashmir, and the former FATA regions. By June 2021, approximately 18 million impoverished and better-off families (representing 37 percent of households) in Pakistan joined the program. Those below the poverty threshold were identified using the National Socio-Economic Registry linked to the Benazir Income Support Program and NADRA.⁴² These initiatives demonstrate a commitment on behalf of the government.

The government has shown increased commitment to healthcare, particularly during the pandemic. However, significant challenges remain to be addressed. Insufficient healthcare funding leads to high out-of-pocket expenses, which puts middle-income families at risk of financial strain from medical costs.

The introduction of the Sehat Insaf Cards in Khyber Pakhtunkhwa and parts of Punjab is a notable step towards assisting citizens and reducing vulnerabilities. Nevertheless, it is crucial to assess the practicality and sustainability of this initiative, as its recent rollout has revealed potential issues with its implementation and feasibility.

One critical issue is limited access to Sehat Insaf Cards for the transgender community. According to the TransAction Alliance, Khyber Pakhtunkhwa is home to approximately 9,000 to 10,000 transgender individuals, but only around 400 are registered with NADRA. This hinders their ability to avail the healthcare services provided by the Sehat Cards Plus program.

⁴² Zafar Mirza. "Unpacking Social Health Insurance". DAWN.COM, 9 July 2021, <https://www.dawn.com/news/1634058>.

This exclusion primarily stems from the program's reliance on NADRA data to identify eligible recipients. Additionally, most transgender individuals do not possess a National Identity Card, often because of discrimination and rejection by their families. As a result, they cannot be included in NADRA family records.⁴³

Over 80 percent of the hospitals in the program are privately owned, which positions them as the main beneficiaries of the scheme. In Punjab, as of December 2021, approximately 300 private hospitals were registered with the Sehat Card, compared to only 13 public hospitals. There was a notable imbalance in the Sehat Card revenue distribution among the 525 participating hospitals, significantly affecting both the public and private sectors. Consequently, patients holding Sehat Cards have shifted from public to private hospitals. Allegations about public hospital consultants conducting surgeries for Sehat Card patients in private settings have surfaced. Moreover, there are reports of private hospitals rejecting patients with lower Sehat Card package rates, opting instead for more lucrative cases. Such practices are seen as exploiting the scheme for financial benefit, leading to concerns about accountability, monitoring, and the absence of clear directives for patients to report these discrepancies to authorities.⁴⁴

Numerous patients have voiced their grievances on social media regarding the misuse of Sehat Cards at private hospitals and incomplete treatment at state-run hospitals. There is widespread belief that this scheme may jeopardize the future of public hospitals. Concerns are also being raised about malpractice and the potential decline in treatment quality, particularly in the private sector.

Identifying potential gaps in the program allows corrective actions to be taken to ensure that relief reaches those who need it most and to prevent misuse. Enforcing strict oversight at the institutional and structural levels can also help reduce the influence of a few individuals and protect the integrity of the initiative.

While individual experiences with healthcare do not completely overshadow the quality of services and facilities, there are instances of notable satisfaction. However, dissatisfaction with the healthcare system also exists among the general population. Reports indicate a subpar quality of services, with many people seeking care at government facilities where accessibility is a major issue, particularly in Balochistan. Owing to the scarcity of services, individuals often have to travel long distances for basic healthcare. Widespread dissatisfaction with the pricing of healthcare facilities necessitates increased accountability and monitoring. Even in major cities, concerns about the availability of essential services such as X-rays and tests are common, raising questions about the conditions in smaller, less-equipped towns. There have also been reports of dissatisfaction with doctors' competence and attitudes.

Efforts through aid programs and similar initiatives are commendable as they aim to assist the public, especially the vulnerable. However, awareness of these programs is alarmingly low, with only one-third of the population being informed of them. This undermines the effectiveness of these initiatives, leaving many eligible beneficiaries unaware of the support available to them. It is essential to recognize that government aid programs are not a cure-all for the shortcomings of the healthcare system; they are temporary welfare measures. Dedicated efforts are necessary to systematically enhance the quality of services, improve the capability of doctors, and increase the accessibility of healthcare facilities for sustainable and widespread relief.

⁴³ "Transgender and Uninsured: The Express Tribune". *International News, Latest News, Breaking News*, 20 Feb. 2022, <https://tribune.com.pk/story/2344430/transgender-and-uninsured>.

⁴⁴ Chaudhry, Asif. "Sehat Cards' Efficacy in Question as Loopholes Emerge". *DAWN.COM*, 19 Feb. 2022, <https://www.dawn.com/news/1675885/sehat-cards-efficacy-in-question-as-loopholes-emerge>.

STATE OF
GOVERNANCE
IN PAKISTAN
2022

5

EDUCATION

**HOUSEHOLD
SURVEY REPORT**

5. EDUCATION:

RIGHT TO EDUCATION

2 [25A. The State shall provide free and compulsory education to all children of the age of five to sixteen years in such manner as may be determined by law.]

Education is a vital sector, given the substantial youth population in today's society. It is essential to prioritize and emphasize this sector. Article 25-A mandates that the state shall provide free and compulsory education to children between the ages of 5 and 16. Following the 18th constitutional amendment, the concurrent list, which included 47 subjects, such as education, was dissolved, transferring these subjects to federating units to enhance provincial autonomy.⁴⁵

Pakistan also has international obligations to ensure free and compulsory education for all its citizens. Article 28 of the United Nations Convention on the Rights of the Child (UNCRC) ensures free primary education and access to scientific and technical knowledge through contemporary teaching methods for Pakistani children. Pakistan has struggled to meet its commitment to universal primary education, as outlined in the Millennium Development Goals. As a signatory to the Sustainable Development Goals (SDGs), Pakistan pledges to "ensure inclusive and equitable quality education and promote lifelong learning opportunities for all." Despite these commitments, Pakistan's policy agenda has failed to pursue education as its core focus.⁴⁶

This analysis explores enrollment patterns in various school types, their effects on children, and disparities caused by gender and family income. It also highlights the concern regarding the number of children who remain out of the educational system.

Education Sector Overview

The 2020 UNDP Human Development Report ranks Pakistan 154th among 189 countries, with a Human Development Index value of 0.557, where 1 is the maximum. According to the 2020-21 Economic Survey, the literacy rate for individuals aged 10 years and older has remained at 60 percent since 2014-15. Furthermore, education-related spending experienced a 29.6 percent decrease in 2019-20.

Additionally, the 2019-20 PSLM district-level survey confirmed the unchanged literacy rate of 60 percent since 2014-15. Gender analysis reveals a literacy gap, with 70 percent of males and 50 percent of females being literate in 2019-20. Since 2014-15, female literacy has only marginally increased from 48 percent in 2015-16 to 49 percent in 2018-19.

Table 20: Literacy Rate (10 Years and Above)-Pakistan and Provinces (percent)

| Province/Area | 2014-15 | | | 2015-16 | | | 2018-19 | | | 2019-20 | | |
|---------------|---------|--------|-------|---------|--------|-------|---------|--------|-------|---------|--------|-------|
| | Male | Female | Total |
| Pakistan | 70% | 49% | 60% | 70% | 48% | 58% | 71% | 49% | 60% | 70% | 50% | 60% |
| Rural | 63% | 38% | 51% | 63% | 36% | 49% | 65% | 38% | 51% | 64% | 39% | 52% |
| Urban | 82% | 69% | 76% | 81% | 68% | 74% | 80% | 67% | 74% | 79% | 67% | 74% |
| Punjab | 71% | 55% | 63% | 72% | 54% | 62% | 73% | 57% | 64% | 72% | 57% | 64% |
| Rural | 65% | 45% | 55% | 66% | 44% | 55% | 67% | 47% | 57% | 67% | 48% | 57% |
| Urban | 82% | 73% | 77% | 82% | 73% | 77% | 82% | 73% | 77% | 80% | 72% | 76% |
| Sindh | 70% | 49% | 60% | 67% | 44% | 55% | 68% | 44% | 57% | 68% | 47% | 58% |
| Rural | 55% | 24% | 40% | 51% | 19% | 36% | 55% | 21% | 39% | 53% | 23% | 39% |
| Urban | 82% | 70% | 76% | 80% | 65% | 73% | 79% | 64% | 72% | 79% | 66% | 73% |

⁴⁵ "Education System of Pakistan: Issues, Problems and Solutions - IPRI - Islamabad Policy Research Institute". IPRI, 21 Dec. 2019, <https://ipripak.org/education-system-of-pakistan-issues-problems-and-solutions/>.

⁴⁶ "Pakistan today". Pakistan Today, <https://archive.pakistantoday.com.pk/pakistantoday-4/>.

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|---|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|
| Khyber Pakhtunkhwa (Including Merged Areas) | - | - | - | - | - | - | 75% | 36% | 55% | 71% | 35% | 53% |
| Rural | - | - | - | - | - | - | 74% | 33% | 52% | 69% | 31% | 50% |
| Urban | - | - | - | - | - | - | 82% | 51% | 66% | 80% | 53% | 67% |
| Khyber Pakhtunkhwa (Excluding Merged Areas) | 71% | 35% | 53% | 72% | 36% | 53% | 76% | 40% | 57% | 72% | 37% | 55% |
| Rural | 69% | 31% | 50% | 70% | 33% | 50% | 81% | 54% | 67% | 70% | 34% | 52% |
| Urban | 80% | 52% | 66% | 77% | 52% | 64% | 74% | 37% | 55% | 81% | 54% | 68% |
| Balochistan | 61% | 25% | 44% | 56% | 24% | 41% | 54% | 24% | 40% | 61% | 29% | 46% |
| Rural | 54% | 17% | 38% | 48% | 15% | 33% | 48% | 17% | 34% | 55% | 22% | 40% |
| Urban | 78% | 42% | 61% | 76% | 44% | 61% | 70% | 41% | 56% | 76% | 47% | 63% |

Source: Pakistan Social and Living Standards Measurement (PSLM) district-level Survey 2019-20

A province-wise analysis of the 2019-20 data suggests shows Punjab has the highest literacy rate (64 percent), followed by Sindh (58 percent), Khyber Pakhtunkhwa (Excluding Merged Areas) with 55 percent, Khyber Pakhtunkhwa (Including Merged Areas) with 53 percent, and Balochistan with 46 percent. This trend among provinces has been consistent over the years.

Completed primary or higher-level education

At the national level, the population that has completed the primary level or higher declined from 52 percent in 2014 to 51 percent in 2019-20. The province-wise comparison shows an increase in Punjab from 54 percent in 2014-15 to 56 percent during the period 2019-20 with the highest proportion of the population that has completed primary level followed by Sindh with 49 percent in 2019-20 as compared to 53 percent in 2014-15, Khyber Pakhtunkhwa with 43 percent in 2019-20 as compared to 44 percent in 2014-15 and Balochistan with the lowest percentage of the population who has completed primary level or higher, with 36 percent in 2019-20 as compared to 35 percent in 2014-15.⁴⁷

The graph below shows the total enrollment by location, gender, and province as of 2017-18. A disparity exists at all levels of education between girls and boys, as more boys than girls make up the total proportion of enrollment across all levels.

Table 21: Total Enrollment by Stage, Location, Gender & Provinces/Regions 2017-18

| Province/Region | Urban | | | Rural | | | Total | | |
|-----------------|-----------|-----------|------------|------------|------------|------------|------------|------------|------------|
| Gender | Boys | Girls | Total | Boys | Girls | Total | Boys | Girls | Total |
| Total | 7,462,277 | 6,662,938 | 14,125,215 | 14,465,258 | 10,641,057 | 25,106,315 | 22,390,406 | 17,819,871 | 40,210,277 |
| Pre-Primary | 1,709,368 | 1,511,188 | 3,220,556 | 3,499,543 | 2,768,492 | 6,268,035 | 5,208,911 | 4,279,680 | 9,488,591 |
| Primary | 3,133,589 | 2,773,073 | 5,906,662 | 7,290,734 | 5,466,360 | 12,757,094 | 10,424,323 | 8,239,433 | 18,663,756 |
| Middle | 1,384,368 | 1,275,313 | 2,659,681 | 2,216,157 | 1,546,587 | 3,762,744 | 3,600,525 | 2,821,900 | 6,422,425 |
| High | 885,167 | 779,795 | 1,664,962 | 1,039,832 | 644,170 | 1,684,002 | 1,924,999 | 1,423,965 | 3,348,964 |
| Higher Sec. | 253,469 | 250,850 | 504,319 | 413,946 | 211,597 | 625,543 | 921,422 | 760,505 | 1,681,927 |
| Degree | 96,316 | 72,719 | 169,035 | 5,046 | 3,851 | 8,897 | 310,226 | 294,388 | 604,614 |

Source: AEPAM, Pakistan Education Statistics. 2017-18.

Out-of-school children (OOSC) are defined as children of school-going age that are not going to school. There are two types of OOSC:

- Children who have never attended school
- Children who have attended school in the past but have since dropped out

⁴⁷ PBS. https://www.pbs.gov.pk/sites/default/files/pslm/publications/pslm_district_2019-20/Key_Finding_Report_of_PSLM_District_Level_Survey_2019-20.pdf.

32 percent (i.e., one-third) of all children in Pakistan between the ages of five to 16 years are out of school, which amounts to an estimated total of over 20 million. Balochistan has the highest proportion of OOSC at 47 percent followed by Sindh at 44 percent. Gender disparity in education has remained a persistent challenge. Among the out-of-school children, 54 percent (10.8 million) are girls and 46 percent (9.2 million) are boys.⁴⁹

| | |
|-----------------------------|------------|
| Out of School | 32% |
| Never Been to School | 25.80% |
| Dropout | 5.70% |

Source: Huma Zia Faran | Zohair Zaidi. "The Missing Third: An out-of-School Children Study of Pakistani 5-16-Year-Olds"⁴⁸

The regional comparison suggests that Pakistan ranks second-last in almost all indicators, and only ranks better than Afghanistan. Overall, education spending, including expenditures related to the school system, is low, even by South Asian standards. Pakistan has allocated only 2.9 percent of its GDP to education, while Nepal has allocated 5.2 percent. In comparison, India spent 3.8 percent of its GDP on education.

Table 22: Country-wise Key Indicators Comparison

| Country | Literacy rate adult: % 15 Years and older (2008-18) | | | Youth Literacy rate (% age 15-24 years old) | | Population with some secondary education % ages 25 years & Older (2015-19) | Gross Enrolment Ratio (GER) 2014-19 | | | | Primary School Dropout rate (2008-2018) | Government Expenditure on Education (% of GDP) (2013-2018) | Human Development Index (HDI) Rank |
|-------------|---|----------------|---------|---|------|--|-------------------------------------|---------|-----------|----------|---|--|------------------------------------|
| | Female (2008-18) | Male (2008-18) | SDG 4.6 | Female | Male | | Pre-Primary | Primary | Secondary | Tertiary | | | |
| Sri Lanka | 92 | 99 | 99 | 80 | 91 | 100 | 100 | 20 | 2 | 2 | 72 | | |
| Maldives | 98 | 99.1 | 98 | 48 | 92 | 97 | n/a | 31 | 7 | 4 | 95 | | |
| Bhutan | 67 | 93 | 93 | 28 | 34 | 100 | 90 | 16 | 11 | 7 | 129 | | |
| India | 74 | 90 | 93 | 39 | 14 | 113 | 75 | 28 | 9 | 4 | 131 | | |
| Bangladesh | 74 | 95 | 92 | 44 | 41 | 116 | 73 | 21 | 34 | 2 | 133 | | |
| Nepal | 68 | 91 | 94 | 36 | 87 | 142 | 80 | 12 | 27 | 5 | 142 | | |
| Pakistan | 60.0* | 67.5 | 81 | 37 | 83 | 94 | 43 | 9 | 30 | 3 | 154 | | |
| Afghanistan | 43 | 56 | 74 | 26 | n/a | 104 | 55 | 10 | n/a | 4 | 169 | | |

Source: Human Development Report, 2020 (UNDP)

Pakistan was unable to achieve the Education for All (EFA) agenda by 2015, despite the invocation of the Right to Education under Article 25-A of its constitution. Pakistan ranked at the bottom with Bangladesh in terms of performance in achieving the EFA agenda. The Global Competitiveness Index (GCI) shows that Pakistan lags behind regional countries (India, China, Bangladesh, Sri Lanka, and Malaysia) in the provision of primary education services.⁵⁰

Education spending

The federal and provincial governments' cumulative education expenditures in FY2020 stood at 1.5 percent of the GDP, compared to 2.3 percent in FY2019-20. (The reason for the decrease has been attributed to the closure of educational institutes amid countrywide lockdown and a decrease in current expenditures (other than salaries) due to the COVID-19 Pandemic.) The expenditure on education rose gradually until 2018-19, however, it declined by 29.6 percent from Rs 868.0 billion to Rs 611.0 billion in 2019-20.⁵¹ While Pakistan's current National Education

⁴⁹ Huma Zia Faran | Zohair Zaidi. "The Missing Third: An out-of-School Children Study of Pakistani 5-16-Year-Olds". DAWN.COM, 3 Sept. 2021, <https://www.dawn.com/news/1643918>.

⁵⁰ Global Monitoring Report, 2015.

⁵¹ Overview of the Economy - Ministry of Finance. https://www.finance.gov.pk/survey/chapters_21/Overview.pdf.

Policy of 2017 calls for spending to increase to 4 percent, the actual expenditure on education does not follow through on the commitment. Additionally, as a signatory of the 'Education 2030 Incheon Declaration and Framework for Action (2015), Pakistan should disburse at least four percent of its GDP on education and grant at least 15 percent of its public spending on education.⁵²

Overview of Educational Institutions

As of the 2017-18 statistics, there are a total of 305,546 educational institutions, of which 202,106 are in the public sector, 72,325 are in the private sector, and 31,115 are Madrassahs.

Table 23: Type of Education Institutions

| Institutions | | Provinces/Regions | | | | | | | | |
|--------------------|------------------|-------------------|---------------|---------------|---------------|---------------|--------------|--------------|--------------|----------------|
| | | Punjab | Sindh | KP | Balochistan | AJK | GB | FATA | ICT | Pakistan |
| Public | Male | 26,517 | 33,164 | 16,915 | 10,174 | 3,357 | 883 | 3,512 | 213 | 94,735 |
| | Female | 27,769 | 9,958 | 10,999 | 4,284 | 2,741 | 466 | 2,451 | 241 | 58,909 |
| | Mixed | 28,495 | 10,862 | 3,978 | 1,857 | 382 | 1,479 | 1,026 | 383 | 48,462 |
| | Sub Total | 82,781 | 53,984 | 31,892 | 16,315 | 6,480 | 2,828 | 6,989 | 837 | 202,106 |
| Private | Male | 2,498 | 440 | 766 | 157 | 100 | 77 | 308 | 77 | 4,423 |
| | Female | 3,361 | 494 | 339 | 63 | 125 | 124 | 10 | 47 | 4,563 |
| | Mixed | 40,866 | 10,904 | 5,124 | 890 | 3,288 | 678 | 145 | 1,444 | 63,339 |
| | Sub Total | 46,725 | 11,838 | 6,229 | 1,110 | 3,513 | 879 | 463 | 1,568 | 72,325 |
| Madrassahs | Male | - | - | - | - | - | - | - | - | - |
| | Female | - | - | - | - | - | - | - | - | - |
| | Mixed | 15,407 | 5,397 | 6,828 | 1,882 | 1,063 | 151 | 47 | 340 | 31,115 |
| | Sub Total | 15,407 | 5,397 | 6,828 | 1,882 | 1,063 | 151 | 47 | 340 | 31,115 |
| Grand Total | | 144,913 | 71,219 | 44,949 | 19,307 | 11,056 | 3,858 | 7,499 | 2,745 | 305,546 |

Source: Pakistan Education Statistics, 2017-18, AEPAM

The gender-wise comparison shows that there are more public schools and Madrassahs for males than females in the country. In contrast, in the private sector, mixed schools exceed male and female institutions in all provinces and regions, except FATA.

Administrative Jurisdiction

The 18th constitutional amendment revised the existing framework of the distribution of powers between federal and provincial governments. The key roles of planning, policy, curriculum, and standards are now under the authority of provinces. The MOE was reestablished and renamed the Ministry of Federal Education and Professional Training, with the responsibility of ensuring coordination among provincial and area education offices. A forum called the Inter-Provincial Education Ministers' Conference (IPEMC) was proposed in NEP 2009 and has served as a coordinating body among provinces.

Higher education sector governance and management are shared between the departments of education in the provinces, some higher education commissions in some provinces, such as Sindh and Punjab, and higher education institutes under the Higher Education Commission (HEC). The HEC, although placed under the Ministry of Federal Education and Professional Training, has an autonomous structure and plays the role of coordination, standard-setting, and quality assurance among universities across Pakistan.⁵³

⁵² "Education Budget of Pakistan". Pakistan Alliance for Girls Education, 18 June 2020, <https://page.org.pk/education-budget-of-pakistan/>.

⁵³ Research and Development – HEC. [https://hec.gov.pk/english/universities/projects/TESP/Documents/TESA percent20Report percent20-%20Management_and_Governance percent20in percent20HE percent20sector.pdf](https://hec.gov.pk/english/universities/projects/TESP/Documents/TESA%20Report%20-%20Management_and_Governance%20in%20HE%20sector.pdf)

Table 24: Provincial and Federal responsibilities pre- and post-18th Amendment

| Subject | Pre-18th Amendment | | | | | Post 18th Amendment |
|---------------------------------|---|--------------------------------|--------------------------------|--------------------------------|--------------------------------|---|
| | GOI Act 1935 (PPCO 1947) | 1956 Constitution | 1962 Constitution | 1972 Interim Constitution | 1973 Constitution | |
| Right to Education | Recognized but not justiciable | Recognized but not justiciable | Recognized but not justiciable | Recognized but not justiciable | Recognized but not justiciable | Article 25-A, Education a justiciable right |
| Education (Policy and Planning) | Provincial Legislative List | Provincial Legislative List | Provincial Legislative List | Provincial Legislative List | Concurrent Legislative List | Provincial Legislative List |
| Curriculum | Provincial Legislative List | Provincial Legislative List | Provincial Legislative List | Provincial Legislative List | Concurrent Legislative List | Provincial Legislative List |
| Higher Education | Provincial Legislative List (Except two universities) | Provincial Legislative List | Provincial Legislative List | Provincial Legislative List | Concurrent Legislative List | Federal Legislative List Part -II (Standards) |

Source: 18th Amendment: Federal and Provincial Roles and Responsibilities in Education (I-SAP)

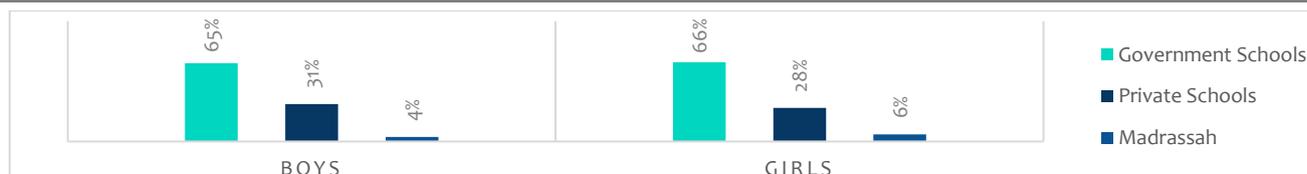
The sub-section below portrays the findings from the survey that outlined the enrollment trends in education according to gender, region, and type of school. Enrollment trends were assessed among the 5-14-year-old school-going children, as well as the experiences of the households and their satisfaction levels, specifically concerning government schools.

5.1. Enrollment of Children in Schools

5.1.1. Boys Enrollment

At the national level, 65 percent of boys were enrolled in government schools, 31 percent in private schools, and four percent in *madrassahs*. Most of the boys in the urban areas were enrolled in government schools (56 percent), followed by 39 percent in private schools and four percent in *madrassahs*. In rural areas, 70 percent of boys are enrolled in government schools, 27 percent in private schools, and four percent in *madrassahs*.

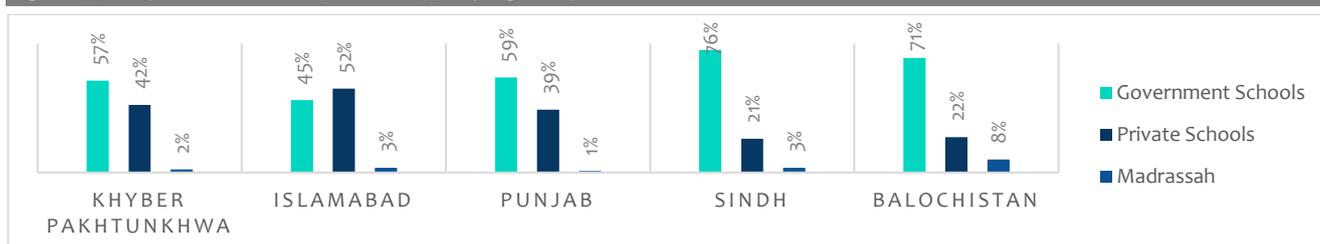
Figure 92: Distribution of school-going children by gender and school type (National)



National estimates calculated with a margin of error of ± 1.22 percent

Regionally, most boys are enrolled in government schools, especially among households in Sindh (76 percent) and Balochistan (71 percent), with the lowest enrollment across regions in Islamabad at 45 percent. Enrollment in private schools was higher in Islamabad (52 percent) and Khyber Pakhtunkhwa (42 percent). Meanwhile, 42 percent in Khyber Pakhtunkhwa and 39 percent in Punjab are enrolled in private schools. Enrollment in Madrassahs is low, with the highest enrollment reported by households in Balochistan (8 percent).

Figure 93: Boys enrollment by school type (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

An urban-rural analysis of the region suggests that boys' enrollment among rural households remains high in government schools across most regions, as reported by households in rural Punjab (73 percent, compared to 39 percent in urban), rural Sindh (90 percent – compared to 59 percent in urban), and rural Balochistan (72 percent, compared to 67 percent in urban), except Islamabad, where more boys in urban households (52 percent) are enrolled in government schools as compared to rural households (40 percent). More boys in urban households in Balochistan (27 percent – compared to 20 percent in rural), Sindh (36 percent – compared to nine percent in rural), and Punjab (58 percent – compared to 26 percent in rural) are enrolled in private schools, except for in Islamabad, where more boys in rural households are enrolled in private schools (59 percent – compared to 44 percent in urban). No significant variations were observed in madrassa enrollment.

Table 25: Percent of Students by School Type

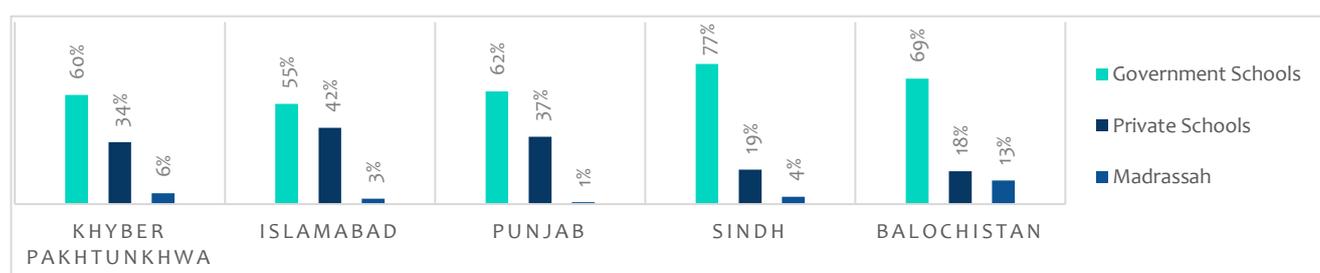
| | Peshawar | Islamabad | Lahore | Karachi | Quetta |
|--------------------|----------|-----------|--------|---------|--------|
| Government Schools | 58% | 45% | 34% | 43% | 56% |
| Private Schools | 40% | 52% | 63% | 50% | 37% |
| Madrassah | 1% | 3% | 4% | 7% | 7% |

Among the capital districts, 58 percent of boys in Peshawar, 56 percent in Quetta, 45 percent in Islamabad, 43 percent in Karachi, and 34 percent in Lahore are enrolled in government schools. While the trend of enrollment in private schools is high in Lahore (63 percent), 52 percent in Islamabad, and 50 percent in Karachi, Madrassah enrollment is below ten percent in all cities - Seven percent boys in Karachi and Quetta, four percent in Lahore, three percent in Islamabad and one percent in Peshawar.

5.1.2. Girls' Enrollment

At the national level, 66 percent of girls were enrolled in government schools, 28 percent in private schools, and six percent in *madrassahs*. An urban-rural analysis depicting national trends suggests more enrollment in government schools in rural households (71 percent) than in urban areas (58 percent), whereas urban enrollment in private schools is higher (35 percent) than in rural areas (24 percent). No significant variation in *madrassah* enrollment was observed across urban-rural households.

Figure 94: Girls' Enrollment by school type (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

A province-wise bifurcation showed the highest enrollment of girls in government schools in Sindh at 77 percent, followed by 69 percent in Balochistan, 62 percent in Punjab, 60 percent in Khyber Pakhtunkhwa, and 55 percent in the capital. The highest private school enrollment among girls was in Islamabad at 42 percent, followed by 37 percent in Punjab and 34 percent in Khyber Pakhtunkhwa, and was comparatively lower in Sindh (19 percent) and Balochistan (18 percent). Enrollment in madrassahs among girls is higher, as 13 percent of girls in Balochistan are enrolled in madrassahs compared to eight percent of boys.

An urban-rural analysis depicting provincial-level trends suggests that girls' enrollment in rural households remains high in government schools across most regions, as reported by households in rural Punjab (73 percent, compared to 48 percent in urban), rural Sindh (92 percent – compared to 62 percent in urban), and rural Khyber Pakhtunkhwa (64 percent, compared to 48 percent in urban), except Islamabad, where more girls in urban households (74 percent) are enrolled in government schools as compared to rural households (41 percent).

Similarly, for private schools, while more girls in urban households in Balochistan (22 percent – compared to 16 percent in rural), Sindh (31 percent – compared to seven percent in rural), Punjab (51 percent – compared to 26 percent in rural), and Khyber Pakhtunkhwa (39 percent – compared to 32 percent in rural) are enrolled in private schools, the trend is reversed in Islamabad, where more girls in rural households are enrolled in private schools (55 percent – compared to 25 percent in urban). More girls in urban households of Khyber Pakhtunkhwa (12 percent – compared to four percent in rural), urban Sindh (eight percent – compared to one percent in rural), and rural Balochistan (16 percent – compared to seven percent in urban) were enrolled in madrassahs.

Table 26: Percent of Students by School Type (Capital Cities)

| | Peshawar | Islamabad | Lahore | Karachi | Quetta |
|--------------------|----------|-----------|--------|---------|--------|
| Government Schools | 55% | 55% | 42% | 53% | 54% |
| Private Schools | 34% | 42% | 56% | 38% | 35% |
| Madrassah | 11% | 3% | 2% | 9% | 11% |

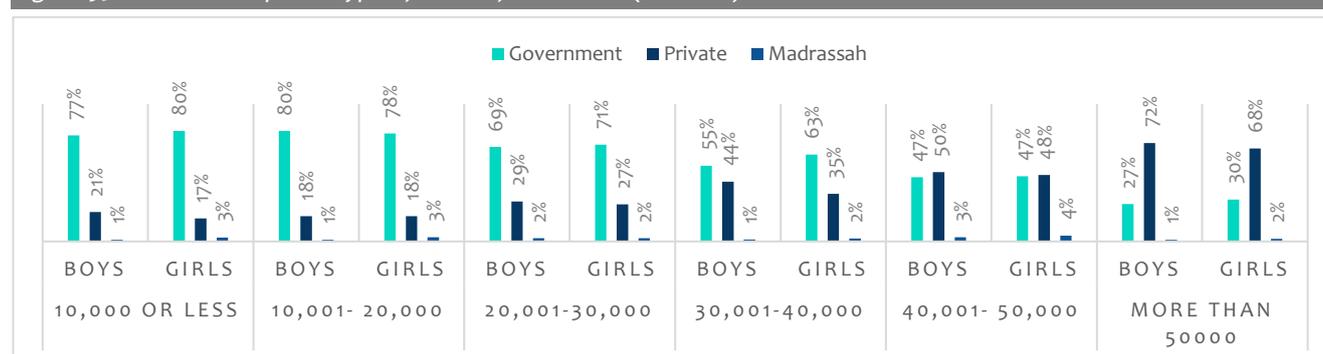
The school enrollment trends in capital cities show the distribution of girls enrolled in government schools, private schools, or Madrassah. 55 percent of both in Peshawar and Islamabad, 54 percent of students in Quetta, 53 percent in Karachi, and 42 percent in Lahore were enrolled in government schools. 56 percent of Lahore were enrolled in private schools, compared to 42 percent in Islamabad, 38 percent in Karachi, 35 percent in Quetta, and 34 percent in Peshawar. While 11 percent in Quetta and Peshawar each, nine percent in Karachi, three percent in Islamabad, and two percent in Lahore are enrolled in a madrassah.

Enrollment in government schools is high for both genders, while gender enrollment in private schools for boys is higher than that for girls. This trend reflects a potential bias in which households are more willing to pay for boys' education than for girls.

5.1.3. Impact of Income of Household on Enrollment

At the national level, as a more significant underlying factor, household income affected the type of school enrollment, which reflected disparity across income and gender. The higher the income, the greater the enrollment in private schools for both genders, as reflected in the figure below. The lower the income, the lower the willingness among households to spend on their daughter's education, which explains their greater enrollment in *madrassah* and public schools compared to boys. There is a general trend (except one, 10-20 thousand income category) showing more boys enrolled in a private institution for education than girls.

Figure 95: Income Group and Type of School for Children (National)

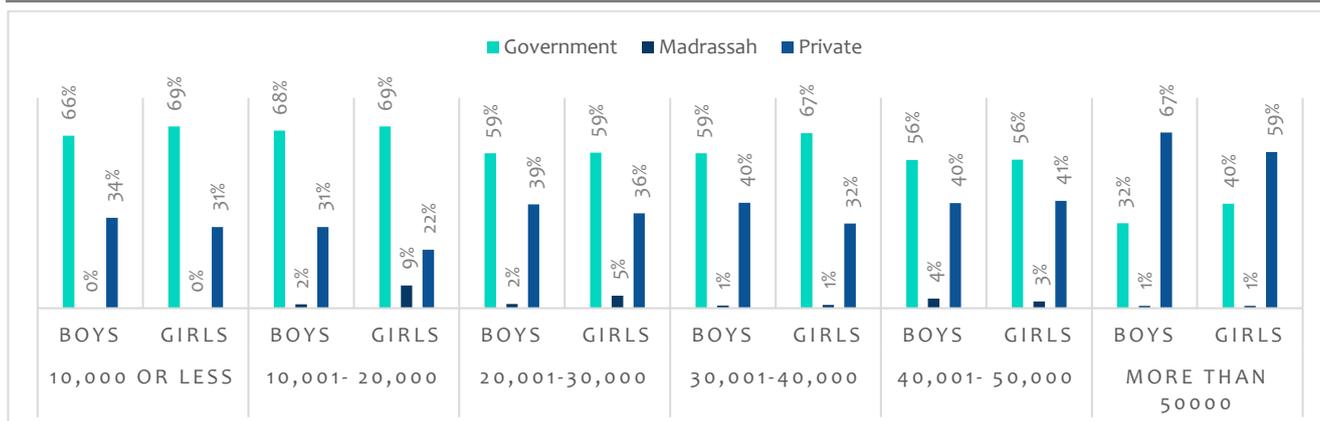


National estimates calculated at ± 1.1 percent Margin of error (MoE)

An analysis of household income and the respective choices in terms of school enrollment suggests that enrollment in private schools increases as household income increases for both sexes and vice versa. The highest-income group (more than 50,000) sent their children mostly to private schools, with 72 percent of both boys and 68 percent of girls enrolled in private schools.

At the regional level, for Khyber Pakhtunkhwa, as income increases, enrollment in private schools increases, which is in line with national trends.

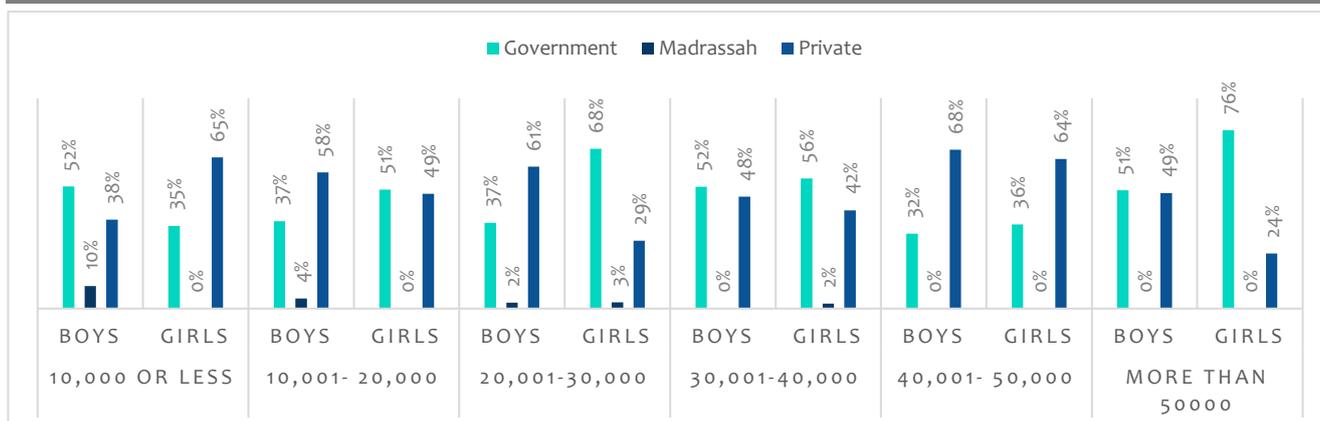
Figure 96: Income Group and Type of School for Children (Khyber Pakhtunkhwa)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

In the case of Islamabad, the income group of 40,000-50,000 has the highest enrollment in private schools, and the gender disparity in enrollment in private schools is reduced. However, as income increased further, while general enrollment in government schools increased, the enrollment of girls in private schools fell significantly more than that of boys.

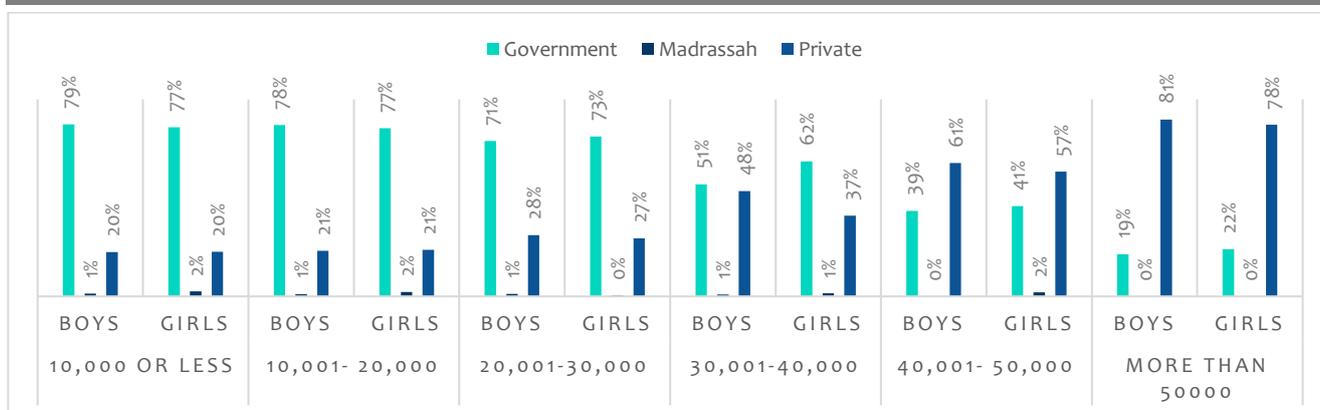
Figure 97: Income Group and Type of School for Children (Islamabad)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

In Punjab, as income increased, so did enrollment in private schools. The difference in willingness to enroll children in private schools decreased among higher-income households.

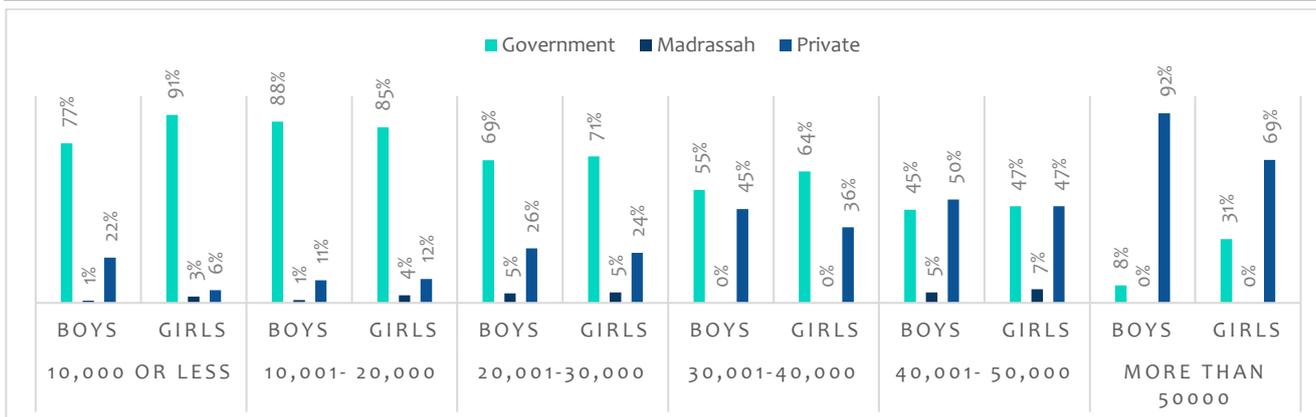
Figure 98: Income Group and Type of School for Children (Punjab)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

A similar pattern was seen in Sindh, with higher-income households willing to enroll more boys in private schools, while girls' enrollment also increased, but with a lesser proportion.

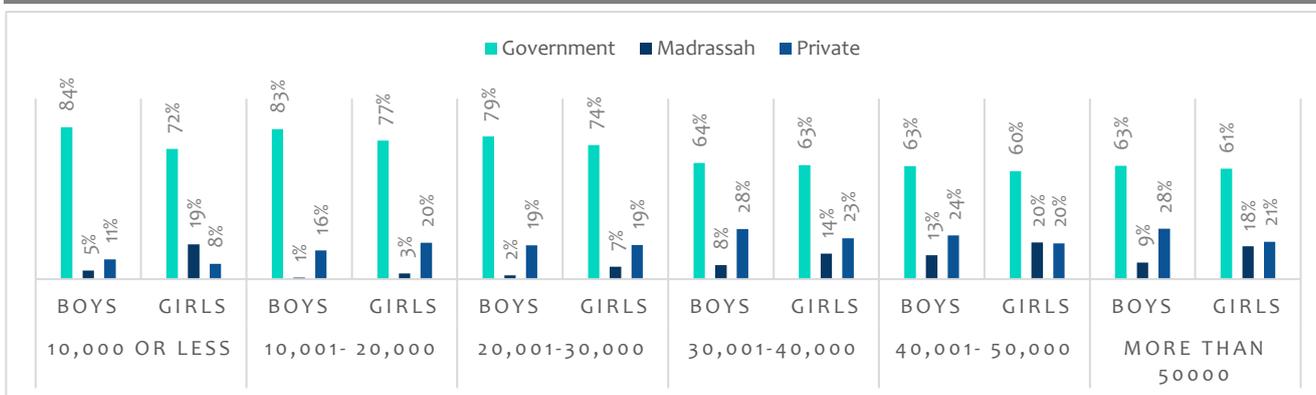
Figure 99: Income Group and Type of School for Children (Sindh)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Enrollment in madrassahs is higher in Balochistan, especially among girls’ households falling in the 20,001-30,000 and 40,001-50,000-income bracket. Enrollment in public schools was higher for both girls and boys across all income levels.

Figure 100: Income Group and Type of School for Children (Balochistan)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

In all regions, except for the federal capital, the trend persisted, where higher-income households preferred enrolling their children in private schools. Islamabad can be seen as an anomaly wherein the population in urban settlements sends more children to public schools, which reflects that public sector education institutions are accessible, affordable, and have maintained some level of quality; therefore, public sector schools are the priority choice. Given that Islamabad is an expanding city with significant population growth, especially in irregular settlements, the public sector education infrastructure is not proportionate, while private sector schools have mushroomed to fill the gap. To discourage the development and expansion of irregular settlements, key primary services are either not provided or provided at a bare minimum, which creates a contradiction to the state’s responsibility towards the provision of education for all, as enshrined in the constitution. This requires thoughtful policy introspection.

5.2. Reasons for Children Staying out of School

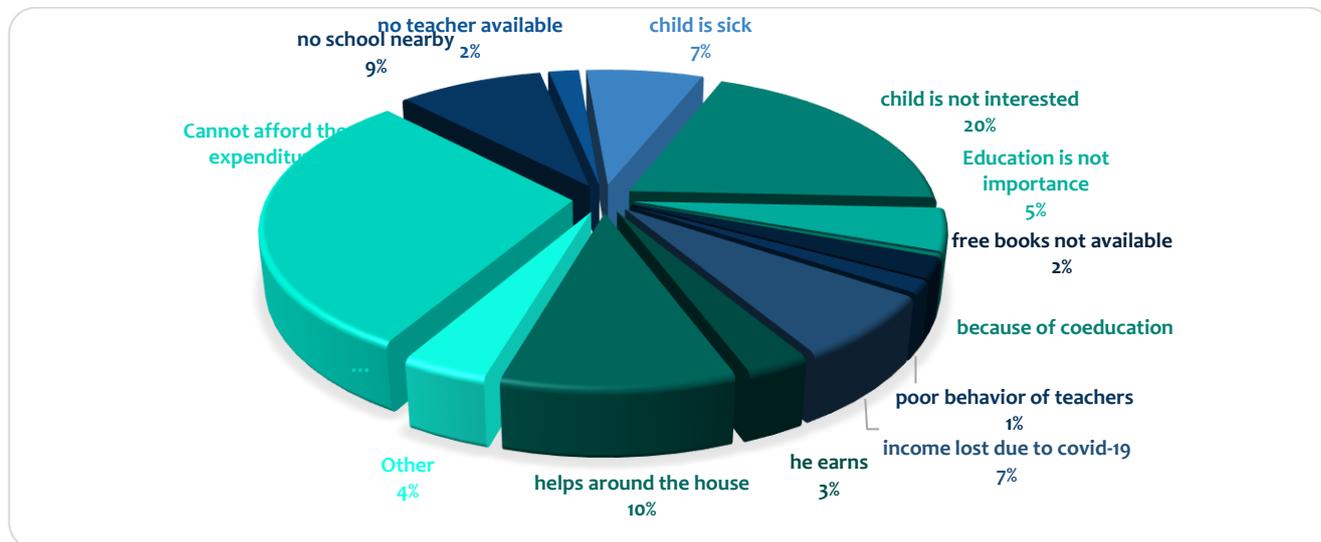
The households were asked to share whether they had children in the 5-14 years age group who remained out of school and the reasons behind their staying out of school.

5.2.1. Reasons for not sending boys to school

When asked for a reason for not sending their boys to school—at the national level, 30 percent said the inability to afford expenditure as a reason for not sending their boys to school, 20 percent said their child was not interested, 10 percent said that their child helped them around the house, nine percent said the unavailability of a school nearby, and seven percent termed the income loss due to Covid as a reason for them being out of school.

Inability to afford expenditure was the overarching reason, as stated by 33 percent of the urban and 26 percent of the rural population. More households in rural areas (11 percent) complained of a lack of schools nearby as compared to seven percent in urban areas. More households in urban areas (11 percent) than in rural areas (4 percent) reported that because of the loss of income due to COVID-19, they did not send their boys to school. Eight percent in urban areas and 12 percent in rural areas engaged their boys to help around the house.

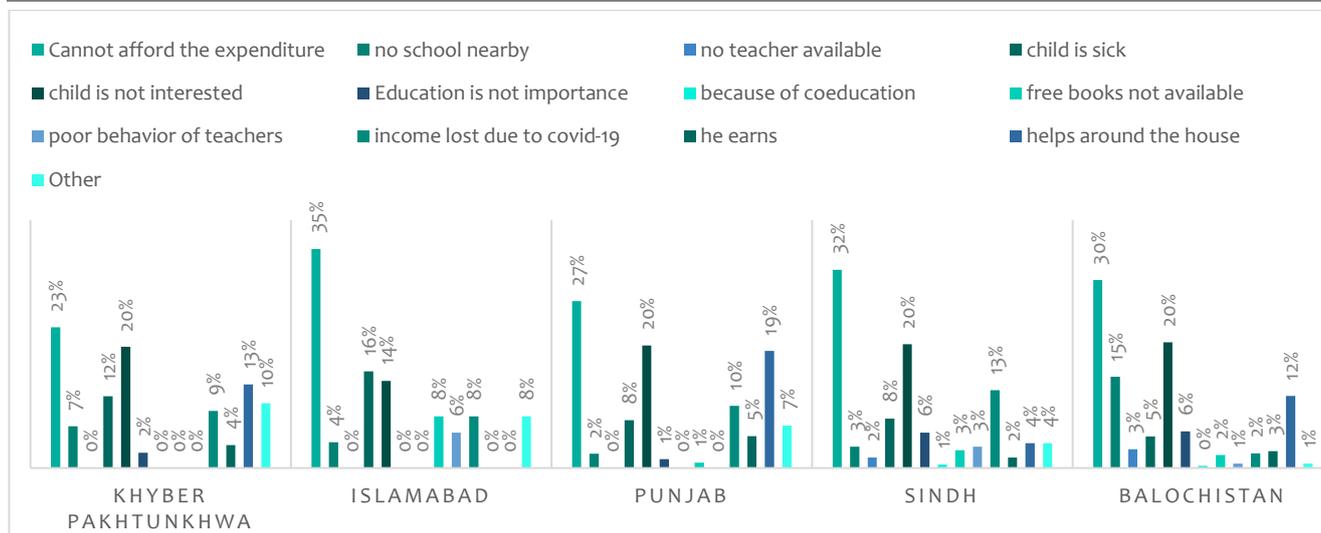
Figure 101: Reasons for not sending boys to school (National)



National estimates calculated with a margin of error of ± 1.22 percent

Regionally, the inability to afford expenditures was the primary reason, as reported by 35 percent of respondents in Islamabad, 32 percent in Sindh, 30 percent in Balochistan, 27 percent in Punjab, and 23 percent in Khyber Pakhtunkhwa. The child's lack of interest was quoted by 20 percent of households in Balochistan, Sindh, Punjab, and Khyber Pakhtunkhwa and 14 percent in Islamabad.

Figure 102: Reasons for not sending boys to school (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

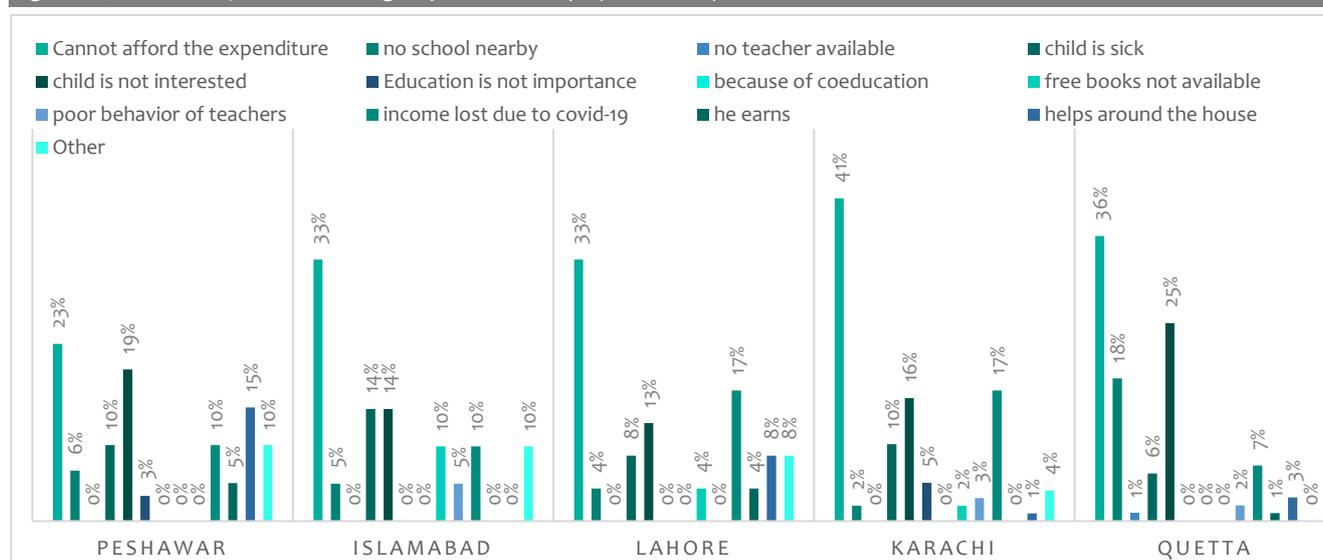
Accessibility to schools appeared to be a cause, as reported by 15 percent in Balochistan, and seven percent in Khyber Pakhtunkhwa. Six percent of respondents in Balochistan and Sindh do not consider education to be sufficiently important. The loss of income due to COVID-19 was reported by 13 percent of households in Sindh, 10 percent in Punjab, nine percent in Khyber Pakhtunkhwa, eight percent in Islamabad, and two percent in Balochistan.

Boys were also excluded from education because they were either engaged in economic activities or aided around the house. Five percent in Punjab, four percent in Khyber Pakhtunkhwa, three percent in Balochistan, and two

percent in Sindh said that their children were working to earn. Nineteen percent in Punjab, 13 percent in Khyber Pakhtunkhwa, 12 percent in Balochistan, and four percent in Sindh said that their children helped around the house.

An urban-rural analysis of the regions shows that relatively more urban households in Islamabad (50 percent, compared to 23 percent in rural), Sindh (35 percent – compared to 24 percent in rural), and Balochistan (37 percent – compared to 28 percent in rural) reported the inability to afford expenditures as compared to rural households, while lack of interest in the child was more of a rural phenomenon among households in Khyber Pakhtunkhwa (27 percent – compared to 17 percent in urban), Punjab (23 percent – compared to 11 percent in urban), and Balochistan (22 percent – compared to 16 percent in urban). Income loss due to Covid was higher among urban households in Punjab (18 percent – compared to eight percent in rural) and Sindh (14 percent – compared to seven percent rural) and rural households in Islamabad (15 percent, none reported in urban). In rural Punjab, almost one-fourth of households (23 percent compared to seven percent urban) said their boys helped around the house, which was significantly higher than the urban households.

Figure 103: Reasons for not sending boys to school (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

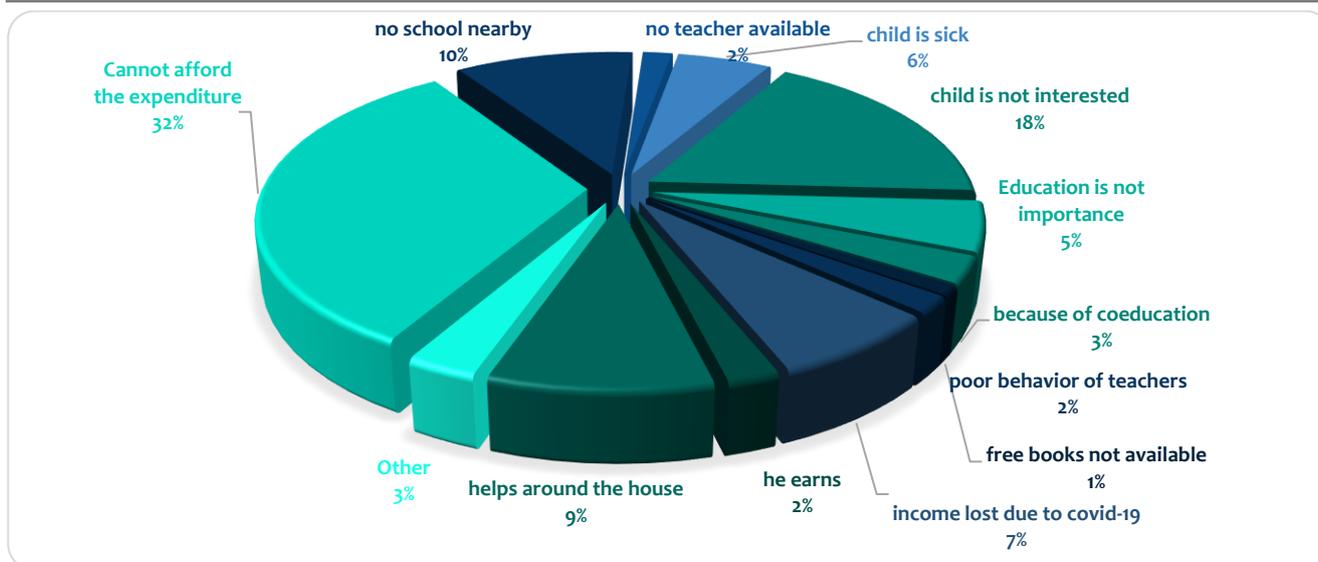
Of the school-going boys who are currently out of school at the district level, the majority could not afford the expenditure: 41 percent in Karachi, 36 percent in Quetta, 33 percent in Islamabad and Lahore, and 23 percent in Peshawar. Eighteen percent in Quetta mentioned that they had no school nearby, while a further one percent in Quetta also termed a lack of teacher availability as a reason. Twenty-five percent in Quetta, 19 percent in Peshawar, 16 percent in Karachi, and 14 percent in Islamabad said their children were not interested in education. Seventeen percent each in Lahore and Karachi, 10 percent each in Peshawar and Islamabad, and seven percent in Quetta could not send their children to school because of income loss due to COVID-19. Another 15 percent in Peshawar, eight percent in Lahore, three percent in Quetta, and one percent in Karachi helped around the house. Five percent in Peshawar and four percent in Lahore said their children earned.

5.2.2. Reasons for not sending girls to school

For the girls, the overarching reasons were similar, albeit with variations in proportions. At the national level, 32 percent of households did not send their girls to school because they could not afford the expenditure, 18 percent said their child was not interested, and seven percent blamed the loss of income due to COVID-19, among other reasons.

⁵⁴ The responses accompanying the ‘child is sick option’ may have been due to a gap in understanding on behalf of respondents and maybe accrued to the child being sick at the time of survey (for both boys and girls)

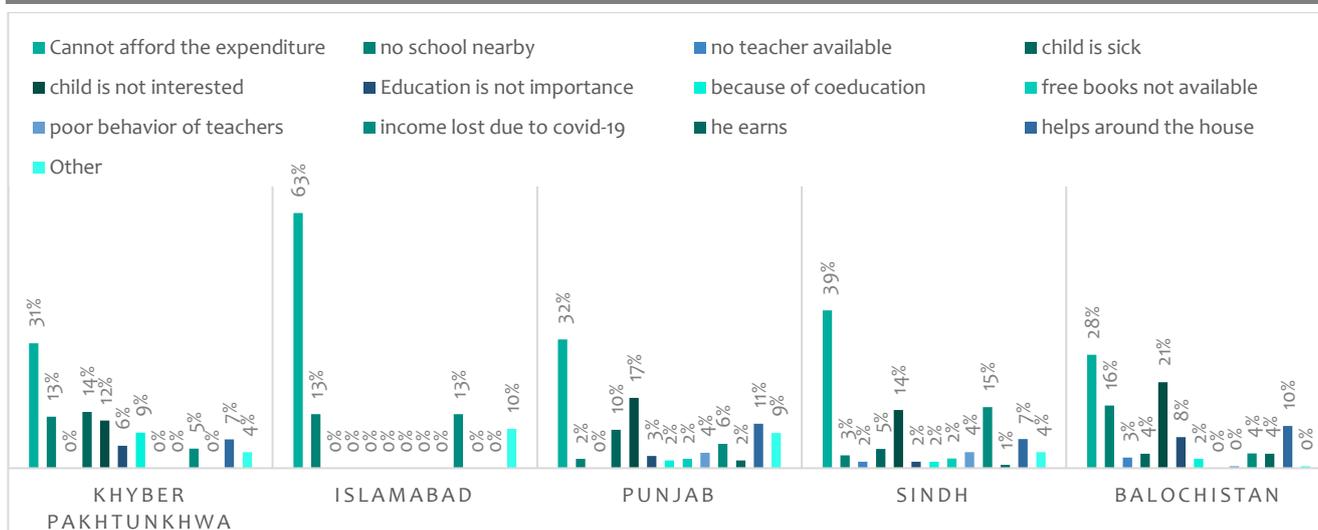
Figure 104: Reasons for not sending girls to school (National)



National estimates calculated with a margin of error of ± 1.22 percent

A larger number of households in urban areas (41 percent) reported that they could not afford the expenditure compared to 27 percent in rural areas. While 12 percent of the rural households had issues with access since there was no school nearby, similar reasons were given by seven percent of households in the urban areas. Twenty percent in rural areas, compared to 13 percent in urban areas, said that their children were not interested. More households in urban areas (13 percent) reported a loss of income due to COVID-19 as a reason for not sending their children to school compared to only four percent in rural areas.

Figure 105: Reasons for not sending girls to school (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

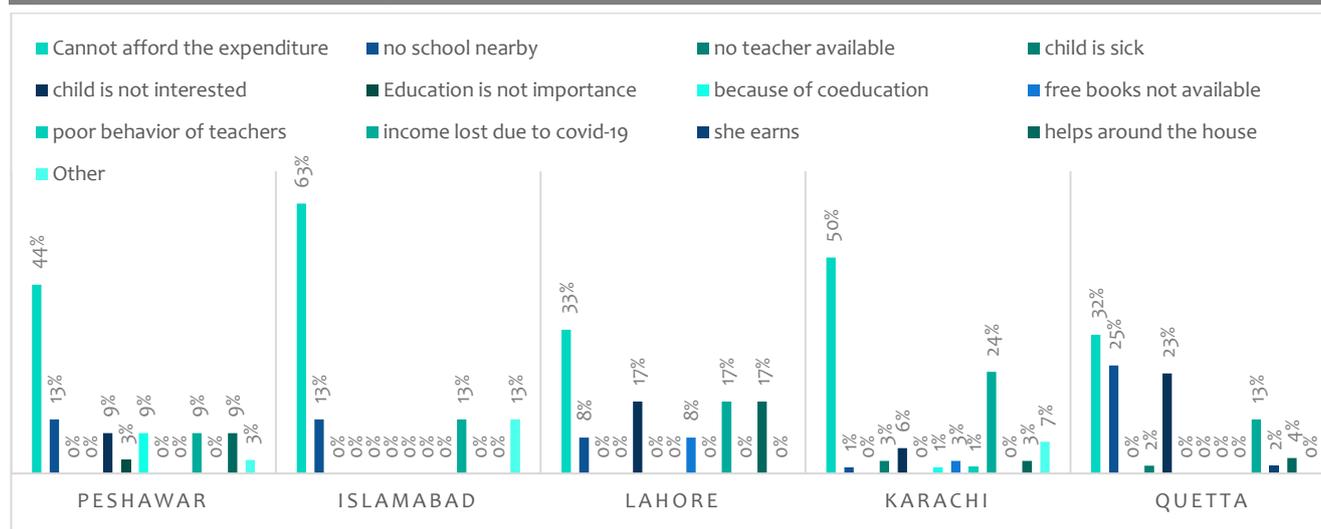
Regionally, the reasons varied, with a significant majority in Islamabad (63 percent), 39 percent in Sindh, 32 percent in Punjab, 28 percent in Balochistan, and 31 percent in Khyber Pakhtunkhwa, indicating their inability to afford expenditure. Fifteen percent in Sindh (a significantly higher proportion than other regions), six percent in Punjab, five percent in Khyber Pakhtunkhwa, and four percent in Balochistan blamed income loss due to Covid as a reason for not sending their children to school. Accessibility to schools was a more significant reason for not sending girls to school than boys. Twenty-one percent in Balochistan, 17 percent in Punjab, 14 percent in Sindh, and 12 percent in Khyber Pakhtunkhwa said their children did not attend school because they were not interested in education. The unwillingness to enroll girls in co-education schools was higher in Khyber Pakhtunkhwa, followed by two percent each in Punjab, Sindh, and Balochistan. The girls' engagement in economic activities or help in household chores discouraged their enrollment in education as reported by four percent in Balochistan, two percent

in Punjab, and one percent in Sindh reported that their girls work to earn and hence are not sent to school, while 11 percent in Punjab, 10 percent in Balochistan, and seven percent each in Khyber Pakhtunkhwa and Sindh said their girls helped around the house.

The urban-rural analysis at the regional level shows that more urban households recorded their inability to afford expenditure as a reason for not sending their girls to school—urban Khyber Pakhtunkhwa (36 percent – compared to 25 percent in rural), urban Islamabad (67 percent – compared to 50 percent rural), urban Punjab (38 percent, compared to 30 percent in rural), urban Sindh (45 percent – compared to 25 percent in rural), and urban Balochistan (32 percent – compared to 27 percent in rural areas). Surprisingly, except in Balochistan, the lack of schools in the areas was reported by more urban than rural households across all regions. In Balochistan, however, more rural households named the lack of schools as the reason for the non-enrollment of girls (17 percent, compared to 10 percent in urban areas). A lack of interest in girls’ education was reported by more rural than urban households. For instance, in Khyber Pakhtunkhwa, 15 percent of rural households (compared to nine percent of urban households), 20 percent in Punjab (compared to ten percent of urban households), and 19 percent in Sindh (compared to 12 percent of urban households) reported a lack of interest in education as a factor.

Income loss due to COVID was higher among most urban regions, as reported by households in urban Sindh (20 percent – compared to three percent in rural), urban Islamabad (17 percent – none reported in rural), and urban Khyber Pakhtunkhwa (nine percent – none reported in rural areas).

Figure 106: Reasons for not sending girls to school (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, of the girls who are out of school, 63 percent in Islamabad, 50 percent in Karachi, 44 percent in Peshawar, 33 percent in Lahore, and 32 percent in Quetta cannot afford to send their girls to school. While 25 percent in Quetta, 13 percent each in Peshawar and Islamabad, eight percent in Lahore, and one percent in Karachi reported that they did not have a school nearby. 23 percent in Quetta, 17 percent in Lahore, nine percent in Peshawar, and six percent in Karachi reported that their children were not interested. Three percent of the households in Peshawar did not send their children to school because education was not important, while nine percent in Peshawar and one percent in Karachi did not send their girls to school because of co-education. 24 percent in Karachi, 17 percent in Lahore, 13 percent in Islamabad, and Quetta each while nine percent in Peshawar could not send their girls to school because of a loss in their income due to COVID-19. Seventeen percent of the households in Lahore, nine percent in Peshawar, four percent in Quetta, and three percent reported that their girls helped around the house.

The inability to afford expenditure was high for both boys and girls; however, the percentage of households that reported this was higher for girls across regions, districts, and at the national level than for boys. The child’s lack of interest and education is considered unimportant, as reported by households, a concern that elicits a debate about the attitudinal shift needed to encourage more parents to enroll their children in school.

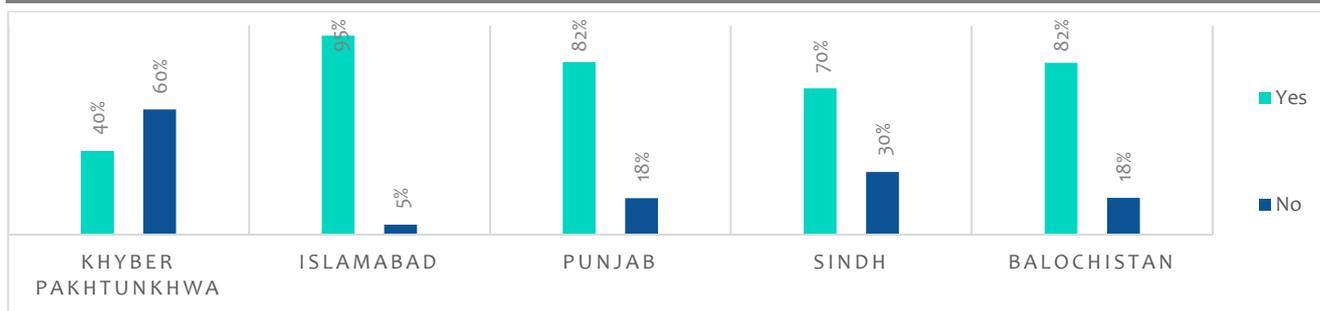
5.3. Satisfaction with the Education Facilities

To learn the satisfaction levels with the government schools held by households who have enrolled their children in public schools, a series of questions regarding satisfaction with quality, infrastructure, pricing, and availability were put forward to evaluate the opinions about the facilities.

5.3.1. Satisfaction with the fee of Government School (Boys)

Overall, 71 percent of households with boys enrolled in government schools reported being happy with the costs of these institutions, whereas 29 percent reported being dissatisfied. Most provinces reported higher levels of satisfaction, with Khyber Pakhtunkhwa being the sole exception. Only 40 percent of these households in Khyber Pakhtunkhwa expressed satisfaction with school costs, while 60 percent of the households expressed displeasure.⁵⁵

Figure 107: Satisfaction with the fee of Government School (boys)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

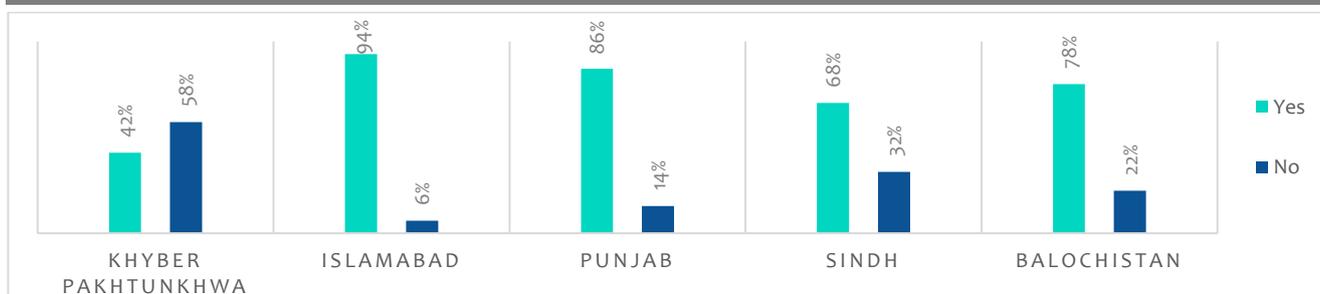
The rural-urban analysis shows that more households in urban Sindh (43 percent – compared to 22 percent in rural) and rural Khyber Pakhtunkhwa (63 percent, compared to 44 percent in urban areas) were dissatisfied with the fee, while variation across other regions was insignificant.

Among the capital districts, of the households whose children go to government schools, only 51 percent in Peshawar and 54 percent in Karachi are satisfied with school fees, compared to 95 percent in Islamabad, 92 percent in Lahore, and 86 percent in Quetta.

5.3.2. Satisfaction with the Fee of Government Schools (Girls)

Households that sent their girls to government schools were asked about their satisfaction with various aspects of the schools. At the national level, while 70 percent expressed satisfaction, 30 percent were dissatisfied with the fees charged by government schools. More households in urban areas (73 percent) than those in rural areas (69 percent) were satisfied.

Figure 108: Satisfaction with the fee of Government Schools (girls)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Region-wise analysis showed that 94 percent of Islamabad, 86 percent of Punjab, 78 percent of Balochistan, 68 percent of Sindh, and only 42 percent of Khyber Pakhtunkhwa expressed satisfaction. Greater dissatisfaction with

⁵⁵ For satisfaction with education related questions, the respondents were asked to record their responses in a yes or no category.

the fees of government schools was reported at the provincial level as 58 percent in Khyber Pakhtunkhwa, followed by 32 percent in Sindh, and 22 percent in Balochistan; the dissatisfaction levels among Punjab (14 percent) and Islamabad (6 percent) were lower. An urban-rural analysis of the regions suggests that more households in rural Khyber Pakhtunkhwa (60 percent – compared to 46 percent in urban areas), Punjab (15 percent – compared to nine percent in urban areas), and Balochistan (24 percent – compared to 18 percent in urban areas) were dissatisfied with the fee, while more households in urban Sindh held similar opinions.

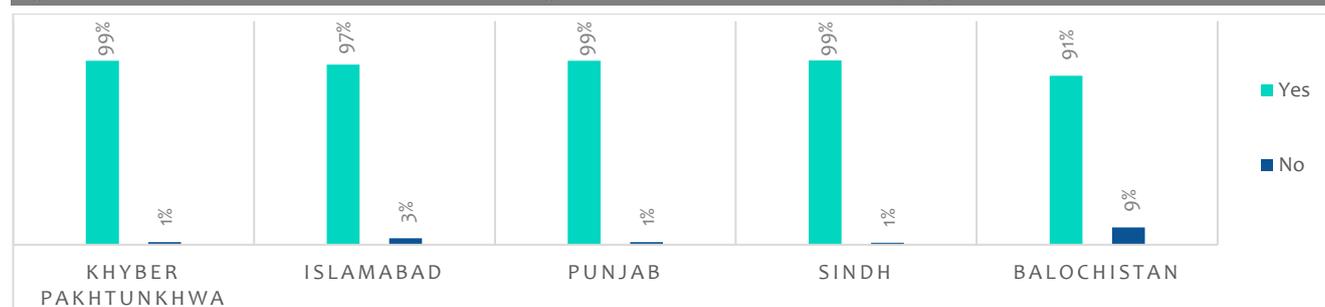
When comparing it to households with boys enrolled in government schools, at the provincial level, more households with girls enrolled in government schools expressed dissatisfaction with the fees as compared to households with boys.

Among the capital districts, when asked if they were satisfied with the fees of government schools for their girls, 95 percent in Lahore, 94 percent in Islamabad, 77 percent in Quetta, 62 percent in Karachi, and only 46 percent in Peshawar expressed satisfaction. Meanwhile, 54 percent in Peshawar, 38 percent in Karachi, 23 percent in Quetta, five percent in Lahore, and six percent in Islamabad expressed dissatisfaction.

5.3.3. Satisfaction with the institute building/rooms of the Government School (Boys)

Most of the households were satisfied with the institute building/rooms of government schools, as reported by 96 percent of households at the national level.

Figure 109: Satisfaction with the institute building/rooms of Government School (Boys)



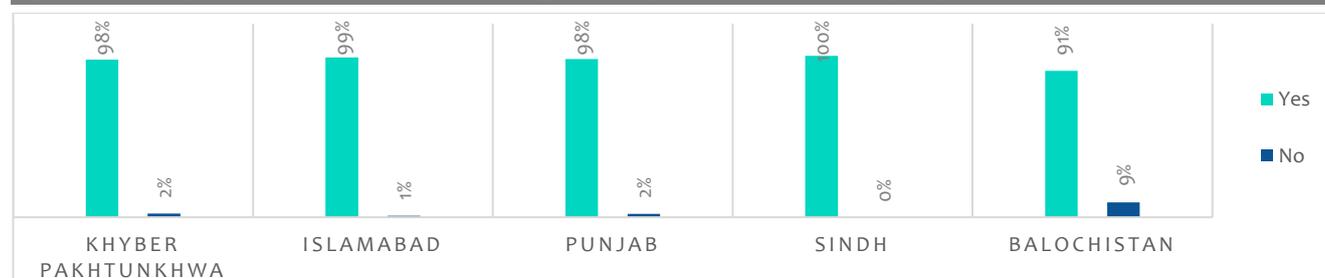
Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

At the provincial and district levels, the satisfaction levels were high. Nine percent of the households in Balochistan reported dissatisfaction. No variation across urban-rural households was observed in any region.

5.3.4. Satisfaction with the institute building/rooms of Government School (Girls)

At the national level, 97 percent of households are content with the institute building/rooms of Government Schools while only three percent expressed dissatisfaction.

Figure 110: Satisfaction with the institute building/rooms of Government School (Girls)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

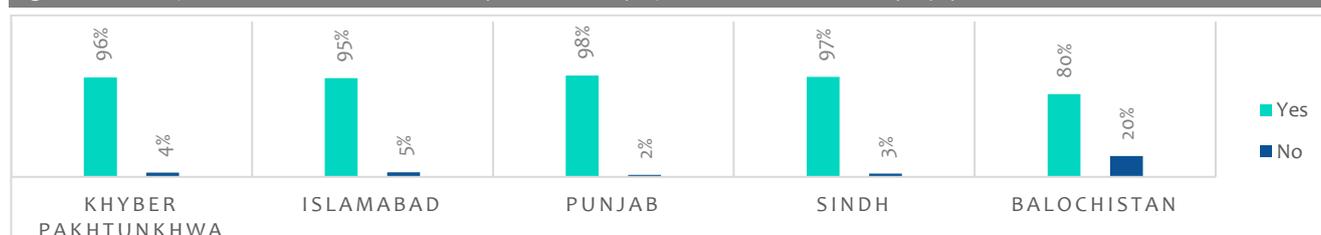
Regionally, the responses received were positive apart from nine percent of households in Balochistan and two percent each in Khyber Pakhtunkhwa and Punjab expressing dissatisfaction. Dissatisfaction levels with the institutional buildings were similar for both boys and girls in Balochistan. There was no significant variation between urban and rural households across the regions.

Among the capital districts, while most households said they were satisfied with the institute building/rooms of government schools, 10 percent in Quetta, five percent in Peshawar, and one percent each in Islamabad and Lahore were dissatisfied.

5.3.5. Satisfied with the necessities (water, toilet) of Government School (Boys)

Overall, at the national level, 92 percent of respondents reported satisfaction with the necessity of government schools. Except for Balochistan, which reported 20 percent dissatisfaction, the remaining provinces expressed complete satisfaction, a trend consistent across the urban and rural divide.

Figure 111: Satisfaction with the necessities (water, toilet) of Government School (Boys)



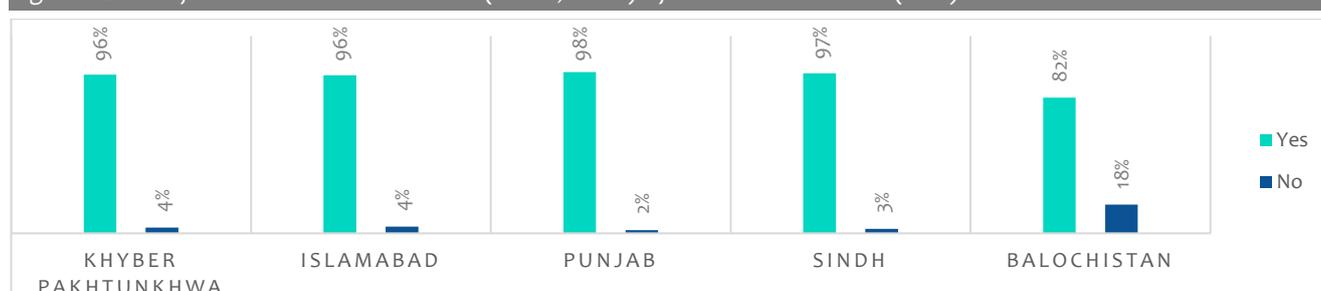
Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Households at the district level expressed satisfaction with the necessities (water, toilets, etc.) at school, with 94 percent in Peshawar, 96 percent in Islamabad, 100 percent in Lahore, 94 percent in Karachi, and 89 percent in Quetta reporting satisfaction. The highest level of dissatisfaction was reported by households in Quetta (11 percent).

5.3.5. Satisfied with the necessities (water, toilet) of Government School (Girls)

At the national level, 94 percent of households expressed satisfaction and six percent expressed dissatisfaction. While the provinces were satisfied, 18 percent of households in Balochistan, four percent each in Islamabad and Khyber Pakhtunkhwa, three percent in Sindh, and two percent in Punjab expressed dissatisfaction. There was no variation between urban and rural households across the regions.

Figure 112: Satisfaction with the necessities (water, toilet) of Government School (Girls)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

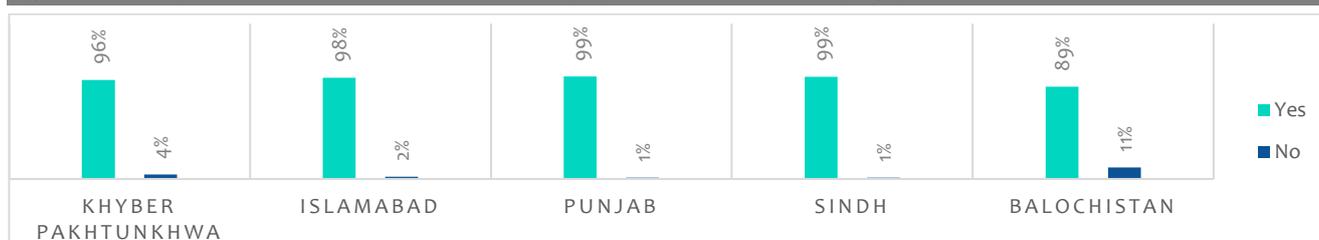
The households in the capital cities were largely satisfied with the necessities provided by government schools; however, 10 percent of households in Quetta, seven percent in Peshawar, four percent in Islamabad, three percent in Karachi, and only one percent in Lahore expressed dissatisfaction.

5.3.6. Satisfaction with the teacher's availability at Government School (Boys)

95 percent of people at the national level are satisfied with teachers' availability in government schools. Similar patterns were observed in both urban and rural households.

Regionally, most households expressed satisfaction, whereas 11 percent of households in Balochistan, four percent in Khyber Pakhtunkhwa, two percent in Islamabad, and one percent each in Punjab and Sindh were dissatisfied. No variation across urban-rural households was observed in any region.

Figure 113: Satisfaction with the teacher's availability of Government School (Boys)



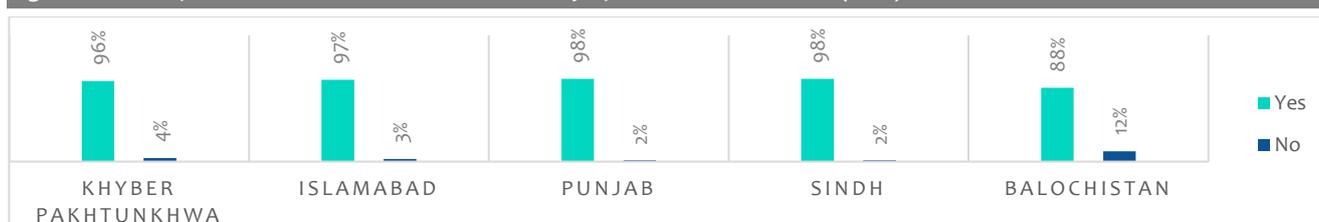
Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Most of the households at the district level are satisfied with the teacher’s availability at government schools, with 10 percent in Peshawar, six percent in Quetta, and two percent each in Islamabad and Karachi dissatisfied with the availability of teachers.

5.3.7. Satisfaction with the teacher's availability in Government Schools (Girls)

At the national level, 95 percent of households expressed satisfaction, while a region-wise analysis also showed major satisfaction levels with the teacher’s availability at government schools, except for 12 percent of households in Balochistan, four percent in Khyber Pakhtunkhwa, three percent in Islamabad, and two percent each in Punjab and Sindh expressing dissatisfaction. There was no variation between urban and rural households across the regions.

Figure 114: Satisfaction with the teacher's availability of Government School (Girls)



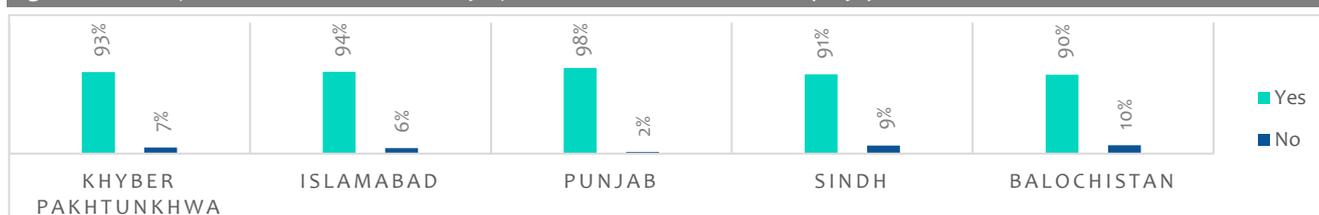
Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Most of the households in capital cities expressed satisfaction with the availability of teachers in government schools; however, nine percent of households in Peshawar and Quetta each, three percent in Islamabad, and one percent in Karachi expressed dissatisfaction.

5.3.8. Satisfaction with the Availability of Books Government School (Boys)

Similar patterns were seen at both the national and provincial levels, with 92 percent at the national level expressing satisfaction and eight percent dissatisfied. In the urban and rural areas at the national level, while the majority were satisfied, eight percent in rural and six percent in urban areas were dissatisfied. Regionally, 10 percent of households in Balochistan, nine percent in Sindh, seven percent in Khyber Pakhtunkhwa, six percent in the capital, and two percent in Punjab expressed dissatisfaction. More urban households in Khyber Pakhtunkhwa (12 percent, compared to six percent in rural) and rural Balochistan (12 percent compared to three percent in urban) expressed dissatisfaction with the availability of the book, while the disparity between urban-rural households across other regions was less significant.

Figure 115: Satisfaction with the Availability of Books Government School (Boys)



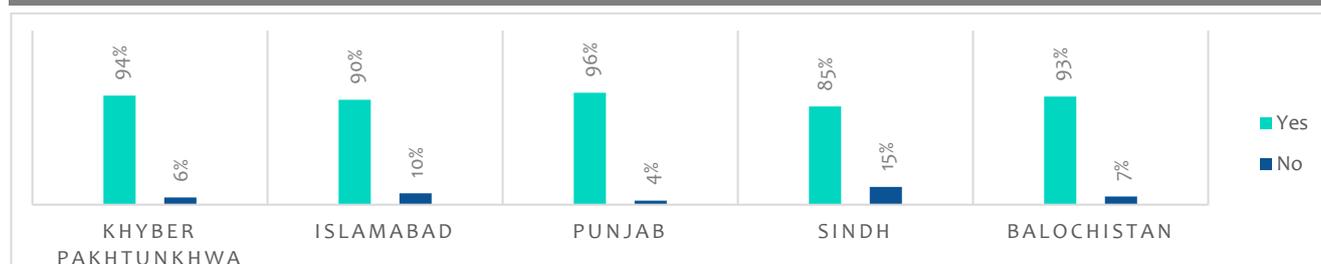
Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Most of the households at the district level were satisfied with the availability of books in government schools: 12 percent in Peshawar, seven percent in Quetta, six percent in Islamabad, five percent in Lahore, and three percent in Karachi remained dissatisfied.

5.3.9. Satisfaction with the Availability of Books at Government Schools (Girls)

While 92 percent of households at the national level expressed satisfaction with the availability of books at government schools, eight percent expressed dissatisfaction. Nine percent of households in rural areas, compared with seven percent in urban areas, expressed dissatisfaction.

Figure 116: Satisfaction with the Availability of books at Government Schools (Girls)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

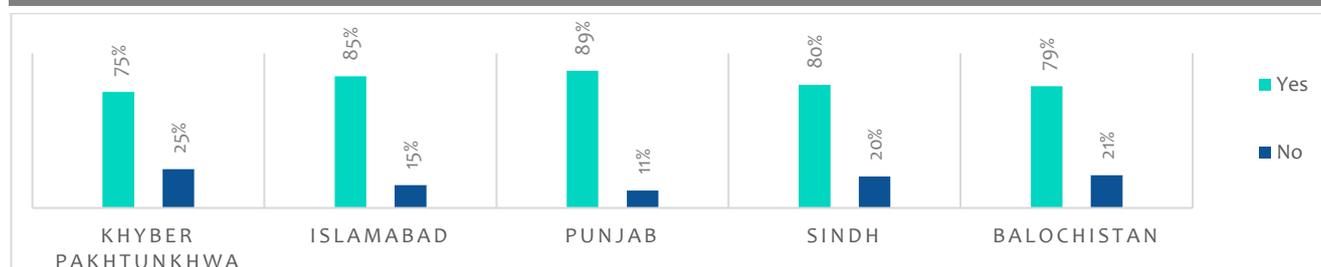
Regionally, while households were largely satisfied, 15 percent in Sindh, 10 percent in Islamabad, seven percent in Balochistan, six percent in Khyber Pakhtunkhwa, and four percent in Punjab were also dissatisfied. Relatively more households in Sindh and Islamabad expressed dissatisfaction with the availability of books in government schools for girls, while similar trends were seen in Balochistan and Sindh among respondents sharing their experiences with government schools for boys. There was no significant variation in responses across the urban-rural divide.

Among the capital districts, 95 percent of households in Lahore, 93 percent in Quetta, 90 percent in Islamabad, and 87 percent each in Peshawar and Karachi expressed satisfaction with the availability of books in government schools. While 13 percent each in Karachi and Peshawar, 10 percent in Islamabad, seven percent in Quetta, and five percent in Lahore were dissatisfied.

5.3.10. Satisfaction with the pricing of books in Government Schools (Boys)

At the national level, while 80 percent are satisfied, 20 percent of households are dissatisfied with the pricing of books in government schools. An urban-rural analysis reflects satisfaction among most households; however, a significant 21 percent in urban areas and 16 percent in rural areas were dissatisfied.

Figure 117: Satisfaction with the pricing of books in Government Schools (Boys)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, 89 percent of Punjab, 85 percent of Islamabad, 80 percent of Sindh, 79 percent of Balochistan, and 75 percent of Khyber Pakhtunkhwa were satisfied. However, 25 percent of Khyber Pakhtunkhwa, 21 percent of Balochistan, 20 percent of Sindh, 15 percent of Islamabad, and 11 percent of Punjab were dissatisfied. An urban-rural analysis of the regions suggests that households from rural Khyber Pakhtunkhwa (27 percent, compared to 15 percent urban), rural Balochistan (23 percent – compared to 16 percent in urban), and urban Islamabad (20

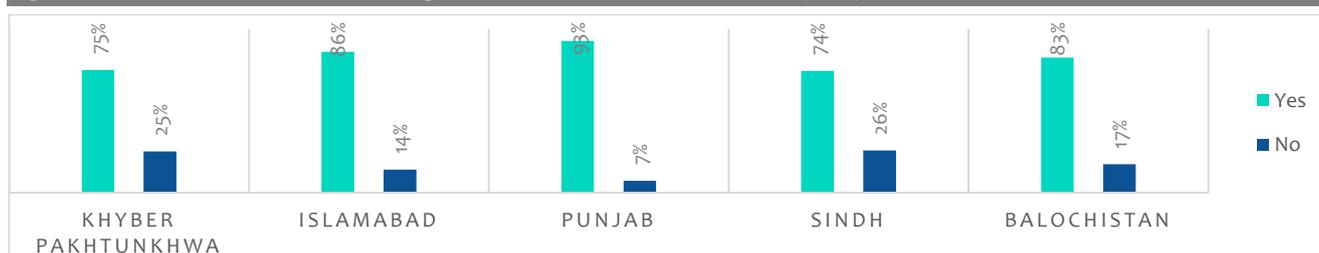
percent – compared to eight percent in rural) expressed greater dissatisfaction with the pricing of books of government schools.

While 77 percent of households in Peshawar, 86 percent in Islamabad, 92 percent in Lahore, 87 percent in Karachi, and 81 percent in Quetta expressed satisfaction with the pricing of government schoolbooks, the remaining 23 percent in Khyber Pakhtunkhwa, 19 percent in Quetta, 14 percent in Islamabad, and eight percent in Lahore expressed dissatisfaction.

5.3.11. Satisfaction with the Pricing of Books in Government Schools (Girls)

At the national level, 81 percent of the households expressed satisfaction, while 19 percent expressed dissatisfaction with the pricing of books in government schools. More households in rural areas (20 percent) expressed dissatisfaction than those in urban areas (15 percent) did.

Figure 118: Satisfaction with the pricing of books in Government Schools (Girls)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

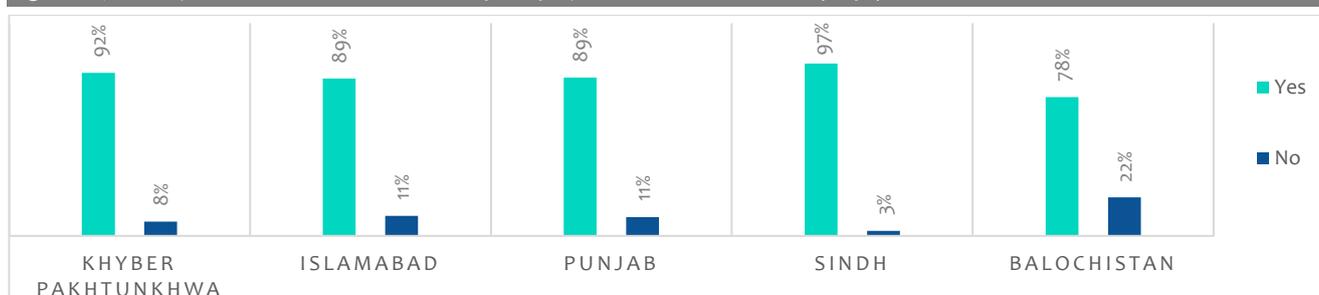
A province-wise analysis showed that the highest level of dissatisfaction was reported from Sindh (26 percent), followed by Khyber Pakhtunkhwa (25 percent), Balochistan (17 percent), Islamabad (14 percent), and Punjab (7 percent). More households in rural Khyber Pakhtunkhwa and Balochistan and urban Islamabad expressed dissatisfaction with the pricing of the books. An urban-rural analysis of the regions suggests that dissatisfaction with the pricing of books among rural Khyber Pakhtunkhwa (28 percent) was higher than that among urban households (5 percent), whereas the variation in other regions was less significant.

Among the capital districts, households were satisfied with the pricing of books at government schools; however, 27 percent in Peshawar, 19 percent each in Quetta and Karachi, 14 percent in Islamabad, and six percent in Lahore were dissatisfied.

5.3.12. Satisfaction with the education quality of Government Schools (Boys)

At the national level, 89 percent of the households are satisfied with the education quality of government schools, with a further 11 percent dissatisfied. In urban areas, 11 percent were dissatisfied compared to 12 percent in rural areas.

Figure 119: Satisfaction with the education quality of Government Schools (Boys)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

A province-wise analysis showed that most of them were satisfied, with 97 percent satisfaction reported by Sindh, 92 percent satisfaction by Khyber Pakhtunkhwa households, 89 percent each by Punjab and Islamabad, and 78 percent by Balochistan. While 22 percent in Balochistan, 11 percent each in Islamabad and Punjab, eight percent

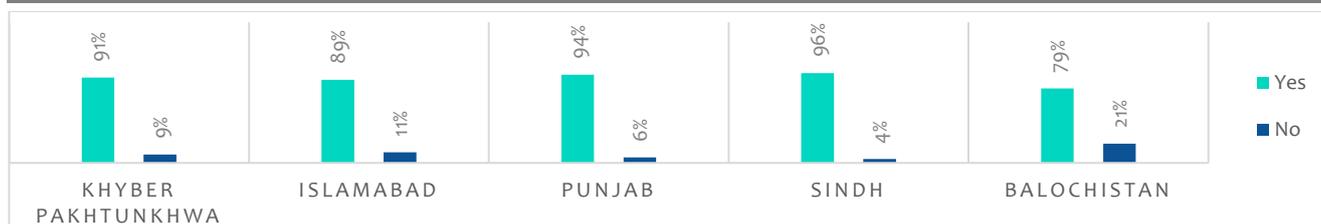
in Khyber Pakhtunkhwa, and three percent in Sindh were dissatisfied with the quality of education. An urban-rural analysis of the regions suggests that more households in urban Islamabad (14 percent, compared to eight percent in rural areas), and rural Punjab (12 percent, compared to five percent in urban areas) reported dissatisfaction with the quality of education.

The district-level analysis shows that the majority are satisfied with the education quality in government schools, with 87 percent of households in Peshawar, 89 percent in Islamabad, 98 percent in Lahore, 92 in Karachi, and 81 percent in Quetta. While 19 percent in Quetta, 13 percent in Peshawar, 11 percent in Islamabad, eight percent in Karachi, and two percent in Lahore were dissatisfied with the quality of education.

5.3.13. Satisfaction with the education quality of Government Schools (Girls)

While 90 percent of households at the national level expressed satisfaction, 10 percent of households expressed dissatisfaction with the quality of education at government schools.

Figure 120: Satisfaction with the education quality of Government Schools (Girls)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

The region-wise analysis showed mostly satisfaction; however, 21 percent in Balochistan, 11 percent in Islamabad, nine percent in Khyber Pakhtunkhwa, six percent in Punjab, and four percent in Sindh expressed dissatisfaction. An urban-rural analysis of the regions suggested that more households in urban Islamabad (15 percent) reported dissatisfaction than rural households (6 percent), while little to no variance was recorded across other regions. The trends of dissatisfaction with the quality of education were similar among both boys and girls across regions.

Households in the capital cities were satisfied with the quality of their education at government schools. The greatest amount of dissatisfaction was reported from Quetta at 20 percent, 12 percent from Peshawar, 11 percent from Islamabad, 10 percent from Karachi, and four percent from Lahore.

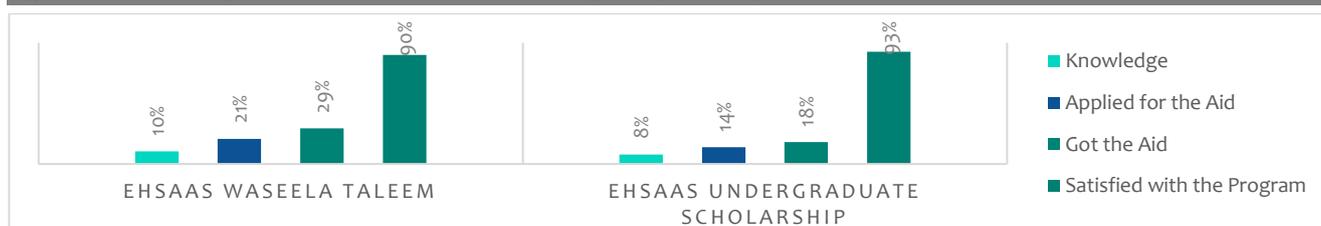
5.4. Government Aid Programs

The government has introduced initiatives to encourage education among the youth in the country. The households were asked about their awareness of these programs and whether they applied for them and received aid from them. This was done to determine the efficacy and reach of the aid initiatives.

5.4.1. Knowledge about the Government Aid Program

Awareness of some of the education programs provided by the government is concerningly low, thereby affecting their reach to the deserving population.

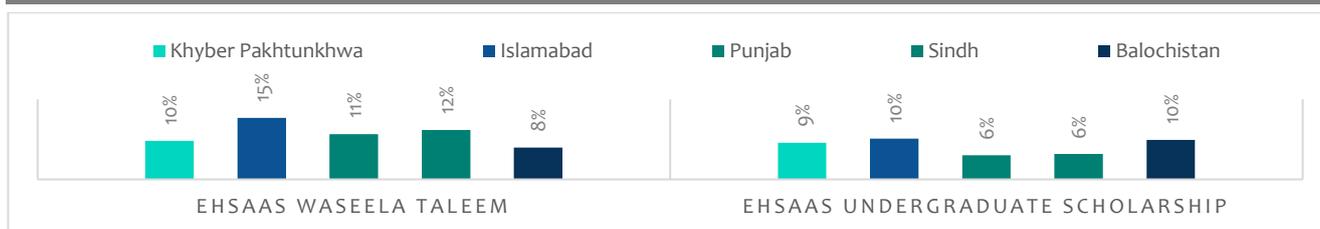
Figure 121: Knowledge about the Government Aid Program (National)



National estimates calculated at ± 1.1 percent Margin of error (MoE)

At the national level, 10 percent knew Ehsaas Waseela Taleem, of which 21 percent of respondents (*heads of households*) said they applied, 29 percent of them received aid, and 90 percent expressed satisfaction. Only eight percent of the respondents (*heads of households*) were aware of the Ehsaas Undergraduate program. Of these, only 14 percent applied for assistance under the program. Of those who applied, 18 percent received aid. Of those who received aid, 93 percent were satisfied. 21 percent of respondents (*heads of households*) in both urban and rural areas said they applied for the Ehsaas Waseela Taleem program, while 15 percent in urban and 13 percent in rural areas applied for the Ehsaas Undergraduate Scholarship. Fifty percent of urban areas applied for other aid programs, while none in rural areas reported this. The urban-rural analysis suggests disparity, as more households in rural areas (37 percent) have received aid under Ehsaas Waseela Taleem as compared to 15 percent in urban areas. More urban households reported receiving aid under the Ehsaas Undergraduate Scholarship, as reported by 24 percent of households in urban areas and 14 percent in rural areas.

Figure 122: Knowledge about the Government Aid Program (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

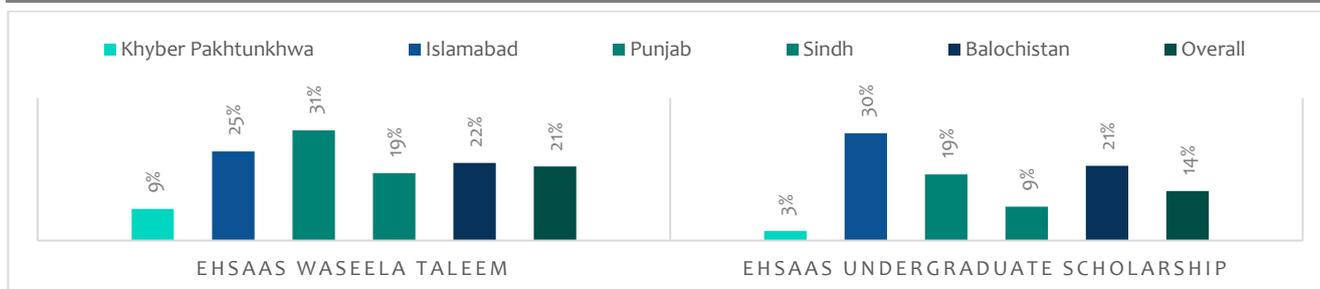
Regionally, 15 percent of households in Islamabad, 11 percent in Punjab, 12 percent in Sindh, 10 percent in Khyber Pakhtunkhwa, and only eight percent in Balochistan were aware of the Ehsaas Waseela Taleem program. Nine percent in Khyber Pakhtunkhwa, 10 percent in Islamabad, and Balochistan know about the Ehsaas undergraduate program, while only six percent each in Punjab and Sindh have heard about it.

When asked about their knowledge of government aid programs, 15 percent of the respondents (*heads of households*) in Islamabad knew about the Ehsaas Waseela Taleem program, 13 percent each in Peshawar and Quetta, five percent in Karachi, and only two percent in Lahore were aware of the Ehsaas Waseela Taleem program. Regarding the Ehsaas undergraduate scholarship program, 15 percent of households in Quetta, 12 percent each in Peshawar and Karachi, 10 percent in Islamabad, and only four percent in Lahore are aware of the Ehsaas undergraduate program.

5.4.2. Applied for the Aid Program

Regionally, 31 percent of households in Punjab, 22 percent in Balochistan, 25 percent in Islamabad, 19 percent in Sindh, and nine percent in Khyber Pakhtunkhwa applied to Ehsaas Waseela Taleem. While 30 percent in Islamabad, 21 percent in Balochistan, 19 percent in Punjab, nine percent in Sindh, and three percent in Khyber Pakhtunkhwa applied for an Ehsaas undergraduate scholarship.

Figure 123: Applied for the Aid Program (Regional)



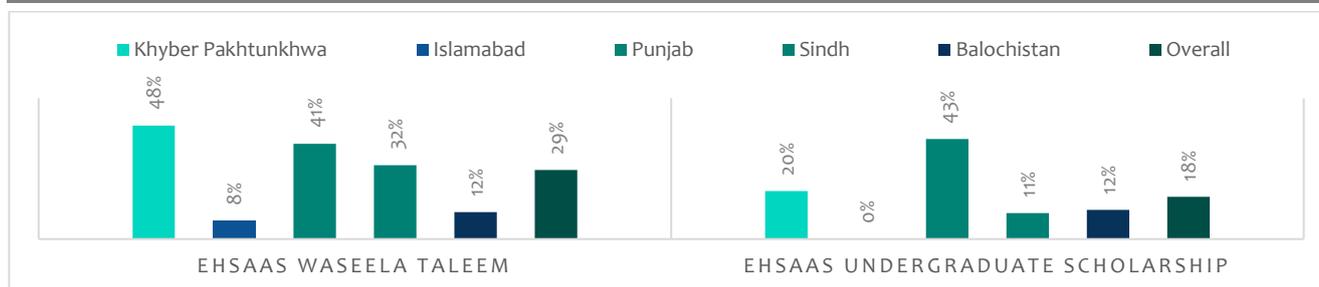
Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Of the ones who are aware of the programs – 33 percent in Lahore, 25 percent in Islamabad, 24 percent in Karachi, 14 percent in Quetta, and nine percent of households in Peshawar—applied for Ehsaas Waseela Taleem

aid, while 28 percent from Islamabad, 16 percent in Lahore, 12 percent in Quetta, 10 percent in Karachi and three percent in Peshawar applied for Ehsaas Undergraduate Scholarship.

5.4.3. Received Aid

Figure 124: Received Aid (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

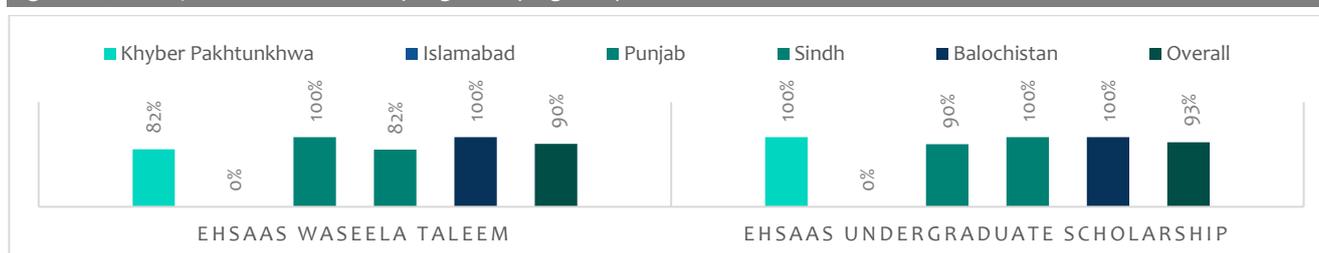
A region-wise analysis suggests that 48 percent of Khyber Pakhtunkhwa, 41 percent of Punjab, 32 percent of Sindh, and 12 percent of Balochistan received aid under Ehsaas Waseela Taleem. For the Ehsaas undergraduate scholarship program, 43 percent in Punjab, 20 percent in Khyber Pakhtunkhwa, 12 percent in Balochistan, and 11 percent in Sindh have received aid, while none of the households from Islamabad have reported having received the aid so far. It is also worth noting that applications for Ehsaas Undergraduate programs were highest among households in Islamabad.

Of those who applied for these aid programs, 75 percent in Lahore, 33 percent in Peshawar, 22 percent in Quetta, and seven percent of households in Islamabad reported having received Ehsaas Waseela Taleem aid. 67 percent in Lahore, 50 percent in Peshawar, 22 percent in Quetta, and 17 percent in Karachi reported that they received an Ehsaas Undergraduate Scholarship. None of the households in Islamabad received an Ehsaas Undergraduate Scholarship.

5.4.4. Satisfaction with the aid programs

Regionally, respondents (heads of households) from Balochistan and Punjab expressed complete satisfaction with the Ehsaas Waseela Taleem program, while 82 percent each of Sindh and Khyber Pakhtunkhwa expressed their satisfaction. Complete satisfaction with the Ehsaas Undergraduate Scholarship was expressed by respondents (heads of households) in Khyber Pakhtunkhwa, Sindh, and Balochistan, followed by 90 percent of households in Punjab expressing satisfaction with the Ehsaas undergraduate program.⁵⁶

Figure 125: Satisfaction with the aid programs (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

When asked about satisfaction with the aid programs, respondents (heads of households) from Lahore and Quetta expressed great satisfaction, and 50 percent of the respondents (heads of households) in Peshawar were satisfied with the Ehsaas Waseela Taleem program. For the Ehsaas Undergraduate program, households from Peshawar, Karachi, and Quetta expressed complete satisfaction, followed by 50 percent of the respondents (heads of households) in Lahore.

⁵⁶ For the satisfaction with aid program questions the respondents were asked to record their responses in a yes or no category. The graphs reflect responses in affirmative.

The above findings suggest that while most children are enrolled in government schools, given an increase in income, the preference for private schools increases. This suggests that if households have the means to pay for private schools and are given the choice, they would be more willing to send them there instead of to government schools. This is because of the widespread perception that private schools deliver a higher quality of education. While this may not be true across the board, a fair majority would sway in that direction. This raises concerns regarding the quality and general perception of education in public schools. Dissatisfaction with the quality of schooling, fees charged, the pricing of books, and teacher availability, as reported above, are enough to raise concerns about the schooling situation, especially in Balochistan.

The overarching reasons among households for not sending their school-going children to schools showed that the inability to afford expenditure came out as an integral reason among both genders. The loss of income due to COVID was also an often-mentioned reason and could culminate in their inability to afford schools. Although not as significant, a small proportion of children were kept out of school because they were either earning or helping around the house. This, coupled with the unwillingness of the child to go to school, reflects the lack of importance attached to education by the parents and needs intervention that involves raising awareness among the parents. Some young girls were also excluded from school because of the distance between schools and co-education in schools. All of these factors make it harder to keep children in school and contribute to early dropout rates. Even though the factors are both the demand and supply sides, a well-rounded intervention that underscores the need for education among children is needed, which also involves participation by parents. A huge segment is unable to afford schools, and there is a need to bring in policies/measures that make it more affordable for households to send their children to school. While initiatives such as Ehsaas Waseela Taleem intend to give a stipend to parents to encourage more school enrollment with a specific focus on girls is a needed and well-timed initiative. However, an exceedingly small proportion of households are aware of such initiatives, and an even smaller number apply for aid. There is a need for measures to plug the information gap, which leaves a massive segment of the deserving population unaware and perpetually out of the circle. This aspect requires further attention. Along with this, complaints have been raised by a few potential beneficiaries about the documentation and procedures that make it harder for them to apply for the program and discourage them from receiving help from it. This segment of the population is not equipped to provide up-to-date documentation or procedures. Therefore, when asked to present documents, applicants from these otherwise deserving households forego the available opportunities. In addition, citizens who do not have National Identity Cards (NIC) are unfortunately unable to apply for them together, leaving another gap in the beneficiary circle.

Pakistan already has one-third of its school-going population out of school; after Article 25-A, it has become the state's responsibility to provide free and compulsory education to 5-16-year-old. Thus far, while the government is making initiatives and efforts, there is still much left to unpack in this regard. Spending on education is still low, and the quality of education is sub-par, which makes private schools more preferred systems. There is a need to increase the quality of education in public schools so that all children are given their due share of education without compromising quality and giving them an equal opportunity to do well and compete with all, irrespective of the income groups they belong to. This is the state's responsibility, and more concerted efforts are required in this regard.

5.5. Interviews with Representatives

Representatives working in the education system were interviewed to gather their perspectives on the workings of the departments they were part of. In addition to the citizens' perspectives, the opinions of the focal persons were obtained to navigate the ground realities of the sector and to help form an informed opinion on the factors at play.

5.5.1. Education in the District

District and provincial administrators/representatives were interviewed to gain more insight into the workings of government administration, its structure, mechanisms, and coordination with other government tiers and stakeholders, among other aspects of the sector in which they work. The intended focal person at the district level was EDO/DEO Education (or equivalent), and the Secretary of Education/Representative at the provincial level.

The focal persons⁵⁷ interviewed were as follows:

Lahore, Punjab: Personal Assistant to the CEO

Peshawar, Khyber Pakhtunkhwa: Sub-Assistant Director (Department of Education Peshawar)

Karachi, Sindh: District Education Officer (Elementary, Secondary, and Higher Secondary, District Education Office)

Interviews were planned for the districts of Peshawar, Karachi, Lahore, and Quetta, but representatives from Quetta both at the district and provincial levels declined to be interviewed, citing a lack of availability even after multiple attempts were made. Their refusal raised concerns about their openness to sharing details with the public and the lack of transparency in their functions.

The district focal persons who participated stated that their main roles and responsibilities included protecting teachers' rights and making relevant recommendations to the government, among many other educational responsibilities.

The State of Education in the District

To obtain firsthand knowledge of the respective districts' state of education, multiple questions were posed regarding different facets of schools (private and government), the ratio of children, and the type of schools. The following responses were recorded.

| Questions | Lahore, Punjab | Peshawar, Khyber Pakhtunkhwa | Karachi, Sindh |
|---|--|---|---|
| How many schools are there in the district? (Both public and private) | 1,128 | Government = 27,638 Private= 8,893 | 104 (Secondary and Higher Secondary Schools (Government stats only) |
| Number of schools for boys | 510 | 17,150 | 62 |
| Number of schools for girls | 518 | 11,220 | 22 |
| Number of co-education schools | 150 | 8,251 | 20 |
| How many of these are primary, secondary, and higher education institutes? | No answer | Primary= 22,006 Higher Secondary= 738 Middle School= 2,626, High School= 2,268 (Government stats only) | Higher Secondary Schools=4 Secondary Schools=100 (Unknown about only government, only private or mixed) |
| How many of these students are enrolled in public and private sector institutes? | Around 600,000 in government schools and some 2 million in private schools | Government=4,835,192 Private= 2,457,972 | Complete information about private schools not known |
| How many of these students are enrolled in primary, secondary, and higher education institutes? | No answer | Government stats: Primary Schools=3,279,847 Middle School = 247,370 High School = 762,572 Higher Secondary School = 545,403 | No answer |

Regarding the literacy rate and whether there exists a variation in literacy according to gender, all three district representatives stated that there was a gender disparity with boys faring better than girls. The DFPL noted that girls dropped out of school earlier, and their literacy rate was 45 percent, while for boys, it was 55 percent. The DFPP did not provide a figure but mentioned that poverty, culture, and early marriages were the reasons for a lower literacy ratio among girls. Regarding trends in the urban/rural divide, there was a common consensus that the literacy rate was lower in rural areas than in urban areas within the two districts. The DFPL places the literacy rate at 80 percent in urban areas and 45 percent in rural areas (for district Lahore).

⁵⁷ Which will be abbreviated as District Focal Person Lahore (DFPL), District Focal Person Peshawar (DFPP) and District Focal Person Karachi (DFPK),

OOSC and Child labor

About the status of out-of-school children (OOSC) in the age bracket 5-16 at present and if there were any official or unofficial statistics documenting their involvement in labor, the DFPL mentioned that around 700,000 children are uneducated in Punjab. The DFPK refrained from giving out a number for the OOSC but stated that 23,000 Human Resource teachers were employed to collect the data of out-of-school children. DFPK insisted that the question was not relevant to them. Regarding student dropouts in the district, all three stated that there was a trend towards student dropouts for distinct reasons. The DFPK claimed that the rural areas in district Karachi had a higher ratio of student dropouts, while the DFPP claimed that some were migrants and hence seldom received monthly stipends to encourage schooling. The DFPL mentioned that the school dropout ratio was the highest among children aged 12 years, citing the need for employment as the reason.

In response to the questions about the gender divide among school dropouts, all three had varying opinions. The DFPL claimed that there was a higher ratio of male dropouts than females in Lahore, while the DFPP said that there was no gender discrimination and that 70 percent of the focus of their efforts was directed towards females and the remaining 30 percent towards males. The DFPK claimed that there was a higher dropout ratio among girls in their respective districts.

When asked if there had ever been a study/assessment at the district level of out-of-school children engaged in child labor, both focal persons of Lahore and Karachi said poverty was the main reason for children being out of school and engaged in labor. Further reasons, as concluded by the DFPL, were a lack of resources and government schools. The DFPP mentioned a study/assessment undertaken by BISP and Ehsaas for this purpose. Both DFPL and DFPK noted that non-formal schools were established through their respective departments (government departments in Lahore and the Sindh Education Foundation in Karachi). The DFPP named a few programs, including the Alternative Learning Program (ALP), Second Shift Program, and the Elementary School Foundation (ESF), to help these children.

The reasons for deterred enrollment in these districts were the vast distances between schools, which, according to the DFPK, underscored the need for improved accessibility. The DFPL pointed out similar issues while also adding the dearth of resources in households that led to parents not enrolling their children in schools.

Policy/Administration

Discussing the key priority areas for the district education department, the focal person from Lahore admitted that they directed more of their efforts towards SOPs due to COVID-19, thus focusing on infrastructure and other needs took a backseat. The DFPP stated that there was a need to develop and improve the present systems and make them more accessible. Lastly, the focal person for Karachi said that many schools in their district were working through the Sindh Education Foundation to speed up the educational system initiatives in the district.

Regarding the mechanism for district and provincial administrations to assess district-specific needs, both the DFPP and DFPK mentioned that committees were present, such as the District Steering Committee, Independent Monitoring Department, and Parent-Teacher Councils (PTC) in Peshawar and the Committee of the District Education Officer (DEO), Deputy Commissioner (DC), and Chief Monitoring Officer (CMO) in Karachi, which assesses needs with monthly meetings or when the need for one arises.

Asked whether government policies in the past two to three years have been flexible enough to adjust district-specific needs in government policies, each focal person had varying perspectives. The DFPL stated that the current government spent a substantial part of its tenure on the pandemic and economic burdens; hence, the education sector was not a key priority. The DFPK said that there was a meeting to assess performance each month, scorecards were kept up to the level of a minister to assess the performance they had complete independence, and all resources were provided as needed.

Financial/Budgetary Provisions

Regarding the processes for budgetary requirement assessments, the DFPL placed responsibility with the government, and the DFPK said that the budget was never given directly but instead used through the Reform

Support Unit (RSU) and the Education Work Department, and that the budget requests were streamlined through proposals.

According to the focal person from Karachi, operational challenges impeding the functioning of the department did not exist. On the other hand, the DFPL cited worn-out, old-school operational functions in places where the systems were still manual, posing significant challenges. The DFPP admitted that the methods were time-consuming and that there was a lack of resources.

Issues with the capacity-building needs of district officials elicited no response from the DFPP, while the DFPL remarked that the administration could not overcome its shortcomings.

Regarding resource sufficiency, the DFPP felt that the funds were sufficient. The DFPK said that even though the budget was according to the district's needs, it did need to be increased.

When asked about the unspent budget in the past 2-3 years, the DFPP did not answer, while the DFPL insisted that the budget was never fully distributed and that 80 percent of the amount that was given was spent. The DFPK, on the other hand, added that they were given a budget in the form of schemes and not directly. The bottlenecks that led to underspending of the allotted budget included, according to the DFPL, the overly complex procedure for allotment, and according to the DFPP, COVID-19. DFPK felt that there were no bottlenecks. The DFPP was more reluctant to comment on aspects that could be interpreted as critical of the policies or their administration.

Communication and Coordination

Current coordination and communication between provincial and district officials elicited unique responses. In Lahore, the focal person stated that it was better in terms of education: every month, a CEO Education Conference was held. For Peshawar, the focal person laid out a coordination mechanism as illustrated below:



For Karachi, the focal person said that the committee oversaw and worked on it. Regarding the gaps in existing coordination and communication channels between the district and provincial officials, two of the district focal persons, from Peshawar and Karachi, claimed that there were none, while the focal person from Lahore admitted that it was not inclusive, as coordination remained mostly within higher tiers.

Service Delivery (Infrastructure, Resources)

The DFPL, when asked about education resources/infrastructure, said that the lack of full budgetary allocation made it difficult to fulfill the district's needs. The DFPK added that, at the school level, Karachi should be allowed to hire local staff, so the school infrastructure may be better secured/kept safe. The DFPP focused more on infrastructural inadequacies, concentrating on the lack of libraries and playgrounds for children.

The topic of the performance of schools in comparison to other districts led the respondents from Peshawar and Karachi to opine that the schools in their districts were performing better, with the DFPP adding that diligent students from other districts were coming to Peshawar for education. DFPK said that the results were good. Only the focal from Lahore noted that their district schools performed at an average level.

Teacher training and quality: The DFPL said that the teachers were not sufficiently trained, while both the DFPP and DFPK highlighted that they were providing training opportunities to teachers. The DFPP added that they organize annual training for teachers, and the DFPK mentioned that they had programs in place for the teachers to be trained.

Issues of ghost schools and teachers prevalent in their district: All three respondents agreed that there was no such issue of ghost schools in their respective districts. While this may be a position held speaking from a certain office, contrary reports claim that the existence of ghost schools and teachers is a problem in the education sector of Pakistan. This might not hold for certain major districts; however, this problem continues to exist.

The focal persons were asked if there were any problems with high turnover and frequent transfers of teachers and administration that may cause issues in the smooth functioning of educational institutes. For Lahore, the focal person said that there was an issue of high turnover and frequent teacher transfers. For Peshawar, the respondent claimed that it only happened twice a year, and for Karachi, the official said that it was not an issue.

Quality of education: Both representatives of Peshawar and Karachi concluded that the quality of education has improved with the DFPP, stating that the continuous training of teachers has improved the quality of education. However, the representative from Lahore conceded that quality did not improve.

Hiking fees and overcharging students in private and public schools: DFPL said there were no separate departments for private schools while the monitoring of government schools is not being done right; DFPP said that a sector plan is available for all district government schools as the mechanism to follow without giving out the details of the said mechanism, while DFPP avoided answering the question. Probing whether there is an oversight mechanism to ensure that private institutes follow the policies, DFPL noted that the government has set up a regulatory authority that still needs to be registered for this purpose. The DFPP said that it was ensured through monitoring by M&E units and DEOs monitoring visits, while the DFPP said that this question did not concern their department and that a separate department in education was tasked with it.

Public-private partnerships—The officials were asked if in the recent past, such partnerships had proven to be more successful than working separately in their domain, the DFPL said the results to be average and not adding much value; the DFPP mentioned that a scheme called the Public and Private Partnership Voucher Scheme was planned for this purpose. However, the DFPP stated that such partnerships are a useful process and can improve work/work.

District’s performance in the education sector over the past couple of years: As noted previously, both representatives from Peshawar and Karachi asserted that their districts were faring better, while the representatives from Lahore agreed that they were performing averagely. Regarding the key challenges that have deterred their progress, for Lahore, it was said to be the budget; for Peshawar, it was the attitude towards education that generated problems and administrative/governance issues; while for Karachi, the staff at the district level needed improvement.

Key successes: The representative of Peshawar said that the provisions of every required material for the teaching-learning process, ALP, and Second Shift literary programs were their key successes. The representative of Karachi said that the good result of the district is because of working on infrastructure as per budget schemes. For areas of improvement, DFPL said that the district should be given a budget according to their needs, new schools should be opened where there is a new settlement/majority, and the social and financial conditions of teachers should be improved. The DFPP said that a practical demonstration method of teaching and a national language curriculum were needed. The DFPP said that apart from budget schemes, districts should be provided with an added budget for other things, so they can focus more on quality.

5.5.2. Education in the Province

The focal persons⁵⁸ interviewed included the following:

| Lahore, Punjab: | Peshawar, Khyber Pakhtunkhwa: | Karachi, Sindh: |
|--------------------------------|-------------------------------|-----------------------|
| PSO to the Secretary Education | Educational Director | DG Monitoring (SELD). |

According to the PFPL, their main roles and responsibilities included implementing reforms or policies issued by the province, while the PFPP said that communication with the Education Secretariat and District Education offices, implementation of educational rules and regulations, monitoring of education, and problem-solving of teachers and departments were their primary responsibilities. The PFPP explained that the institute was concerned about the education department. Asking about their authority and requesting an overview of their organizational

⁵⁸ Which will be abbreviated as Provincial Focal Person Lahore (PFPL), Provincial Focal Person Peshawar (PFPP) and Provincial Focal Person Karachi (PFPPK),

structure, the PFPL said that their structure was as follows: Secretary School, Special Secretary School, Additional Secretary School, Deputy Secretary School, and others. The PFPP laid out the following structure:



The PFPP said that their responsibilities included teachers, non-teaching staff attendants, and all staff of the district education department.

State of education in the province

The literacy rate of a province is a useful indicator of the performance of the education sector. The respondents were asked about the prevalent situation in their respective provinces.

| Questions | Punjab | Khyber Pakhtunkhwa | Sindh |
|--|-------------------------------------|---|---|
| If the situation varies according to gender? If yes, how much is the variation? | Around 10% variation across genders | Male=76% Female= 40% | The total is 55% out of which 45% are girls and 65% are boys |
| have there been any trends of variation as per region/location i.e., among rural and urban locations? If yes, how much do they vary? | Yes, 15% variation as per region | No answer | Urban areas have a greater literacy rate as compared to rural areas. Very few are educated in rural areas. There is no quota system or merit which is why they lack education |
| Do they think their province's performance in the education sector is better off or worse off as and when compared to other provinces? | Better | Our educational policy and progress are better because of regular monitoring and evaluation | Average/middle |

OOSC and child labor

Regarding the number of children in the age bracket 5-16 that are out of school at present, and if there are any official or unofficial statistics documenting their involvement in labor, only the PFPL said that it was around 2.5 million. The PFPL also said that the government of Punjab opened informal schools to curb this. The PFPP did not answer, whereas the PFPP said that no such information was present. Similarly, regarding whether there had ever been a study/assessment at the provincial level on out-of-school children engaged in child labor, and if so, were they involved in the study themselves or was it conducted by a third party, the PFPP said that it was conducted under the Benazir Income Support Program (BISP). The PFPP did not have any information on the subject.

When asked if they had any specific plans or policies aimed at encouraging education among the children currently engaged in labor, the Punjab representative said that there was no other initiative apart from non-formal schools. For Sindh, a non-formal program operated through Sindh education, and for Khyber Pakhtunkhwa, three plans are underway: i. Alternate learning program; ii. Second shift learning program; and iii. Community or Online Learning Programs.

Regarding the trends in student dropouts in the respective provinces, the PFPL said that children aged 12-13 had the highest drop-out ratio in their province, while the PFPP stated that the dropout rate among children in primary to lower secondary school is higher and argued that children's upbringing and lack of importance given to education by their parents were the reasons for the need for change on the demand side.

Policy/Administration

Key priority areas for the provincial education department (other than corona-related limitations and measures): The PFPL highlighted the need to improve the school infrastructure, focusing more on implementing SOPs, and providing clean drinking water and electricity. The PFPP has named several areas for enhancing the quality of education, improving teaching/learning processes, and alleviating literacy rates. Asked if they think they are on

the path to achieving their key goals and objectives, both the PFPL and the PFPP replied affirmatively, with the PFPP further explaining that to enhance the literacy rate, the Alternate Learning Program (ALP) and Second Shift Learning Program (SSP). To enhance quality, regular monitoring and evaluation were performed.

The PFPL, speaking about the districts' role in deciding priority areas, stated that the districts pointed out their needs and provisions on a provincial level through their head teachers. The PFPP shared that they send their proposals to the government, which are then worked on. The PFPP focused more on public opinion and incorporated it into its policies.

Regarding the identification of priority areas for policies, the PFPL explained that educational needs and targets were pointed out by the district administrations and were checked at a provincial level to find which district lacked facilities. While the needs are fulfilled to an extent, budget restrictions cause issues in fulfilling them (something the district department highlighted as a cause of concern). The PFPP said that health and education are prioritized departments for any government, and priority is given to provincial and district requirements and recommendations, without mentioning how these priority areas are decided. Lastly, the PFPP pointed out their priority areas, to fulfill which the government had hired 45,000 teachers and worked on the quality of education. There was also ongoing work for secondary schools, along with curriculum development.

When discussing the mechanisms for district and provincial administrations to assess district-specific needs, both the PFPP and PFPPK admitted that platforms existed for this purpose. The PFPL, on the other hand, pointed out the lack of such mechanisms and added that there was no deliberation with any stakeholder. The PFPP explained that platforms such as the District Department Advisory Committee (DEDAC) have overall oversight, and a District Education Plan aided in this purpose as well. The PFPPK also mentioned a forum for the district's sector plan and a training and development forum, both of which were directly provincial.

The topic of inclusivity in the policymaking process led the PFPL to stress the need to involve stakeholders, civil society, and people working in policymaking institutions. The PFPP stated that policies were made with all stakeholders and through consultation, but some shortcomings were not discussed what the shortcomings were. The PFPPK added that the process was lengthy, which caused delays, and that considering the size of the education sector, resource allocation was insufficient.

The roles of provincial and federal governments in ensuring equitable access to educational opportunities across the country, either independently or in collaboration with the federal government, are outlined below.

| Questions | Lahore, Punjab | Peshawar, Khyber Pakhtunkhwa | Karachi, Sindh |
|---|---|---|--|
| Any compensatory funding to ease access to educational opportunities for high-need students, including, but not limited to, students living in poverty and students with disabilities | Provinces in collaboration with the federal government have announced scholarships/monetary aid to needy and disabled children | Ehsaas Program scholarship, free books (independent) Female scholarships, EATA=2500 centers of excellence, admissions (in collaboration with the federal government) | Education is free of cost and up to PKRs. 3,000 is given to girls. (Independent) |
| The role played to support the development and conditions to promote continuous improvement of state and local education systems | There is no mechanism/system in the federal | Parent-teacher council. Regular meetings, (independent) 3 million funds that can be used for sports and health (in collaboration with the federal government) | The province has worked around three areas for this. A system for governance has also been introduced. There is work currently underway for quality education and education management. (Independent) |
| Research is undertaken on advanced methods of teaching to improve the quality of teaching (probe about any initiatives) | Every province has a training institute for teachers; the government has also supplied online technology (independent) | i. Merit recruitment, induction training ii. Directorate of Professional Development iii. Professional training with | In collaboration with the Teacher Training Institutions (TTI), the development program and evaluation system are being improved as |

| | | | |
|---|---|--|---|
| <p>catering to solely improving upon the training and skill enhancement of the teachers):</p> <ul style="list-style-type: none"> cutting-edge teaching adoption plan technology induction especially post-Covid | No such program exists on a federal level | <p>practice iv. SQMI Online teaching, learning A, V aids teaching and learning. (Independent) Directorate of the Curriculum for Children. Board exam policy, exam conduction, virtual teaching, learning (recorded) (in collaboration with the federal government)</p> | <p>well. Work through Microsoft and WhatsApp was also introduced but because of the rural areas the result was not very favorable and the response from the students was also not positive (independent)</p> |
| <p>Initiatives to target ghost schools and teacher absenteeism?</p> | <p>Provinces on their level have created teams that report about the needs of the teachers (Independent)</p> | <p>No ghost schools, salary deductions for absent teachers. (Independent) Termination can be given after the process (in collaboration with the Federal government)</p> | <p>If a teacher is marked absent, they are monitored continuously through daily reports (Independent)</p> |
| <p>Initiatives were undertaken to improve the quality of teaching, improving instructional delivery (skill training, etc.)</p> | <p>Teachers are being trained long-term</p> | <p>Yes, training is given to teachers (independent) Teachers' performance assessments and monitoring (in collaboration with the Federal government)</p> | <p>Yes, continuous training is being held (Independent)</p> |

Financial/Budgetary Provisions

| Questions | Lahore, Punjab | Peshawar, Khyber Pakhtunkhwa | Karachi, Sindh |
|--|---|---|--|
| <p>Are there any challenges at the level of assessing the district's needs?</p> | <p>Yes (without giving further details)</p> | <p>No, DCC and DDAC have a complete mechanism for need and problem identification</p> | <p>No, I do not think so. There is a need for management.</p> |
| <p>Any operational challenges impeding the functioning of the department?</p> | <p>Yes (without giving further details)</p> | <p>No, there is no such hurdle</p> | <p>Non-operational</p> |
| <p>The existence of overlapping mandates and institutional gaps? Any instance of red tape/bureaucratic hurdles</p> | <p>Yes (without giving further details)</p> | <p>No, there is no incident</p> | <p>No</p> |
| <p>Any issue with the capacity-building needs of the official- management capacity and skill gaps for budget preparation, communication, and community mobilization?</p> | <p>Yes (without giving further details)</p> | <p>There is a mechanism in place for this, so no such problems are faced.</p> | <p>There is a need to constantly build up the skills of the officials.</p> |

In terms of meeting the districts' budgetary requirements, the PFPL stated that there have been instances where districts have not been given budgets as per their needs. The PFPP stated that the province always provided them with the required budget, and preferences were given based on needs and requirements. The PFPP said that there were no preferences per district; each was viewed equally, and their needs were given equal importance. Probing further on the transparency of the process of resource disbursement, the PFPL and PFPP said that resources are provided on a need-and-demand basis and the decisions are never relayed in advance. PFPP opined that the system was transparent. Asked if they had ever received complaints from the districts about budgetary allocations and/or disbursements, both representatives from Khyber Pakhtunkhwa and Sindh said that they had not received any complaints. The PFPP stated that the districts' needs and demands were kept in front of them, while a representative from Lahore said that they had received complaints.

Budget allocation and spending: All three representatives admitted that COVID-19 caused problems in spending patterns. Similarly, upon probing into the bottlenecks that led to underspending of the allotted budget, the PFPL blamed it on complicated systems, the PFPP on COVID-19, and the PFPK on the lack of management.

Communication and Coordination

Regarding coordination and communication mechanisms, the PFPL said that there was a committee of provincial ministers who were answerable to the federal government on education. The PFPP outlines its communication mechanism as follows:



The PFPK pointed out the existence of district committees that are still in contact. Moreover, divisional and provincial contact was maintained through similar platforms.

Gaps in coordination and communication channels between federal and provincial officials do exist, according to the PFPL, who stated that a more active back and forth would be preferable. The PFPP said that it is a work in progress, while the PFPK said that they coordinate via meetings; hence, there is not much of a gap.

Regarding the mechanisms for community mobilization, the PFPL said that they had School Councils; the PFPP said that PTC was an active platform, while DEOs were also present for this purpose. The PFPK stated that there was no budget for this; however, the school management committee handled it. This shows that community mobilization was conducted to varying degrees.

Service Delivery (Infrastructure, Resources)

The PFPL and PFPP claimed that their provinces were faring better in terms of the quality of education, with the PFPP adding that their education performance was placed second at the country level. The PFPK admitted that they lagged Khyber Pakhtunkhwa and Punjab.

When addressing ghost schools and teachers in the province, all three district representatives claimed that there were no such issues. The PFPP said that regular monitoring had eliminated the issue, and the PFPK stated that, although the issue of ghost schools did not exist, there were a few closed/non-functional schools.

The PFPL opined that public-private collaboration/contribution could not be successful. The PFPP stated that the Elementary Education Foundation was made to provide funds to private schools. The PFPK said that Sindh was working in an effective partnership.

Regulations of private institutes: The PFPL said that a system was present as the government school officers also checked the private schools; the PFPP said that there were regular visits by monitoring units and visits by DEOs; and the PFPK said that there was a policy over this that works under the Secretary, private schools, and private institutions are also continuously monitored.

When speaking about the impediments to the province’s educational performance over the past couple of years, the PFPL said that the political culture and non-existence of a budget could be problematic. The PFPP blamed it on the financial conditions of the people. The PFPK said that there were no hurdles apart from teachers’ organizations that became problematic.

Key successes, according to the PFPL, included the digitization of the school’s education system, as per the PFPP, the quality of the teaching-learning process, the establishment of M&E Units, and regular teacher training.

Suggestions for areas of improvement, as suggested by the PFPL, include improving the budget for education, with four percent of it allocated from the total, and a separate budget for clean water, classrooms, and teacher training. The PFPP suggested a single and native-language curriculum up to 12th grade, technical and vocational education, and the appointment of psychological experts for the mental growth and development of students. PFPK maintains continuous work, and efforts can be fruitful.

Single National Curriculum (SNC)

With the government recently introducing a Single National Curriculum (SNC) to ensure uniformity in education across provinces, representatives from all provinces were posed with questions to understand the implications of such a system. When asked about SNC, officials from Khyber Pakhtunkhwa and Punjab were in favor, while the representative from Sindh voiced his opposition.

Asked if there was meaningful coordination between the federal government and the provinces in getting all the necessary stakeholders on the table and making them buy into the idea of the SNC, and probing about the representation of all federating units, the PFPL admitted that efforts had been made but needed improvement. The PFPP mentioned that much work had been done on the curriculum and credited the government for its introduction, adding that it would take 10-12 years to gauge its full impact. The PFPP insisted that in the post-18th Amendment, education was solely a provincial matter.

When inquired about the stakeholders who participated in the finalization of the SNC, the PFPL confirmed provincial representation, including the Chief Secretary, Secretary, and Provincial minister of education. The PFPP said that educational professionals and experts, religious experts, and educational and bureaucratic experts were engaged in the process, while the PFPP said that they did not have relevant information.

On inquiries about the process for follow-up and feedback on the curriculum, once it is implemented, the PFPL said that every new government overrides the older policies and introduces its new policies; a similar thing is happening here. The PFPP said that no one was above the law, and they ensured feedback through regular monitoring and evaluation, surveys, and feedback from teachers, students, parents, and professional experts. The PFPP maintained that the federal government had developed a process, but the Sindh government had yet to accept it.

Regarding the response and compliance from various boards, school administrations, public and private schools, and *madaris*, the PFPL said that public schools were 'bound' to follow; the PFPP said that the response of all three (public schools, private schools, and *madaris*) was positive and constructive and had been fully incorporated in SNC implementation.

To a question about how the coordination and communication with the federal government had been and if they faced any hurdles or barriers, the PFPL said that the provincial governments had raised their concerns and issues multiple times with the federal government but were directed to follow through with the implementation. On the other hand, the PFPP only faced hurdles in teacher training and preparation for this switch but claimed to have overcome that issue.

Upon probing further into any redressal mechanisms to address accompanying confusion and requests, both representatives from Karachi and Lahore said that no such system exists, while the PFPP refused to answer. Similarly, probing how flexible the federal government was in incorporating changes, the PFPL and PFPP stated that they maintained coordination with the federal government, while the PFPP said that they would not have any objections if the change were effective.

When asked about an oversight mechanism to ensure that all institutes were following SNC policies in their provinces, the PFPL said that there were systems/mechanisms in place that needed to be implemented at the *tehsil* level. The PFPP stated that regular monitoring and evaluation by M&E Units, DEO visits, and monitoring were regularly conducted.

A general observation was that representatives from both Khyber Pakhtunkhwa and Punjab had a far more positive perception of the questions posed to them, while questions that called for criticism were mostly avoided. However, officials from Sindh were found to be more engaging and forthcoming.

Education in Pakistan has suffered from myriad issues, as reflected by various educational indicators, including low levels of public spending, high dropout rates from the schooling system, and more importantly, acute gender and regional inequalities. The budget execution rates are severely low for non-salary expenditures, particularly in the education sector. This is indicative of fund flows and procurement bottlenecks that need to be addressed because they constrain spending in the sector.

Interviews at both the district and provincial levels highlighted the work structure and dynamics between key departments and various tiers of the government. Problems such as lack of budget, weak educational infrastructure, sub-par quality, and high dropout rates were some of the things reiterated by these officials and corroborated with the citizens' opinions, as highlighted above. The introduction of SNC was a step taken to make the education system more uniform. All other provinces welcomed it, barring Sindh, arguing that education was exclusively a provincial matter. Opponents of this curriculum maintained that the federal government's legislative domain was limited to higher education and did not extend to any policies about primary or secondary education, which the SNC targets. By spearheading the rollout of the SNC, the federal government occupies a legislative field that may be considered outside its domain. There has also been a backlash by parents, private schools, and civil society on the efforts to enforce a system that the sector is not ready for.

The federal government claimed that this was an inclusive effort that involved coordination with all tiers of the government and experts from the field. However, there have been various confusions and misnomers; in some cases, attached to this change, as is the case with new policies. Therefore, there is a need for the government to be more transparent, open, answerable, and welcome criticism where there are gaps or disagreements. Issues raised by the public, institutes, or civil societies should be resolved. The impact of SNC, however positive or negative, will be seen over the next 10 years, and it is too soon to make a sound judgment about this. In cases where there is resistance, as in Sindh, the chances of ensuring uniformity take the backseat. There is a need for a more substantiated and coordinated effort to ensure that all players and sectors agree on the curriculum and that proper training is extended to teachers. The SNC may simply be regarded as a recommendation by the federal government, but to see it translated into a uniform structure, all players need to be on board. Another widely cited issue is that every new government has a new policy. If there is some progressive result to be seen, policymakers will have to rise above politics and ensure a system that perpetuates uniformity and ensures the continuity of quality.

STATE OF
GOVERNANCE
IN PAKISTAN
2022

6

**MUNICIPAL
AND KEY SERVICES:
ACCESS, QUALITY &
SATISFACTION**

**HOUSEHOLD
SURVEY REPORT**

6. MUNICIPAL AND KEY SERVICES: ACCESS, QUALITY & SATISFACTION

The purpose of this section is to assess citizens' levels of satisfaction with the performance of municipal institutions and service provision. A series of questions were posed to the respondents on their perception of the quality of various public services given to them by different government departments at the local level, including but not limited to those related to roads, transport, sewage, and water.

Pakistan is one of South Asia's most urbanized countries. Pakistanis are flocking to cities at a faster rate than any other country in South Asia, with an urban population expanding at a rate of three percent per annum, with estimates of more than half of Pakistan's 250 million people living in cities by 2030. Urbanization, on the other hand, has bloated Pakistan's largest cities to the point where they are struggling to supply public services with challenges in delivering quality services becoming more service. Low-density sprawl is making things worse, as cities are expanding outside administrative boundaries to include 'ruralopilises,' which are densely populated rural areas and outskirts that are not formally labeled as cities. In Pakistan, 'ruralopilises' are expected to constitute 60 percent of the urban population. Such urbanization does not bode well if it is not accompanied by a shift in economic patterns. Cities have the potential to become hotbeds of discontent and unrest rather than engines of progress and innovation if improved urban planning is not implemented to manage rapid growth.⁵⁹

Karachi is the world's only megacity without a large public transportation system. It is predicted that the cost of private transportation has increased by more than 100 percent since 2000. Those who cannot afford to commute are forced to live in haphazard inner-city areas. Increased private transportation on city roadways has resulted in significant gridlock. Many urban roadways have been upgraded because of the government's response. However, in Pakistan, the infrastructure for the most common modes of transportation, such as walking paths and bike lanes, either does not exist or has been encroached upon. Walking accounted for 40 percent of all journeys in Lahore. The mobility of women in urban Pakistan is limited. According to an ADB report, approximately 85 percent of female workers in Karachi were harassed in 2015.⁶⁰

The state of solid waste management in Pakistan is a major source of concern, as more than five million people die each year due to garbage-related illnesses. Pakistan generates approximately 20 million tons of solid garbage each year at an annual rate of increase of 2.4 percent. Karachi, the country's largest metropolitan area, produces almost 9,000 tons of municipal trash per day. Whether Islamabad, Lahore, or Peshawar, all large cities have huge hurdles in dealing with the problem of urban trash. Lack of urban planning, outmoded infrastructure, lack of public awareness, and widespread corruption are fundamental causes of Pakistan's rising waste problem.⁶¹

Water is available to only 50 percent of the population in major Pakistani cities for 4-16 hours each day. Furthermore, 90 percent of water delivery networks, according to the Asian Development Bank (ADB), are unfit for human consumption. In cities, shared latrines are popular, and access to solid waste management services remains limited. One toilet is shared by 20 individuals in Karachi's most densely populated neighborhood. According to the World Bank, inadequate sanitation costs Pakistan 3.9 percent of GDP, with diarrhea-related mortality and sickness among children under the age of five accounting for the majority of the expenses.⁶²

6.1. Levels of Satisfaction with Key Services/Facilities/Amenities

6.1.1. Roads

⁵⁹ Shaikh, H, & Nabi, I. (2017, Jan 16). *The six biggest challenges facing Pakistan's urban future*. International Growth Center (IGC). Available at, <https://www.theigc.org/blog/the-six-biggest-challenges-facing-pakistans-urban-future/>

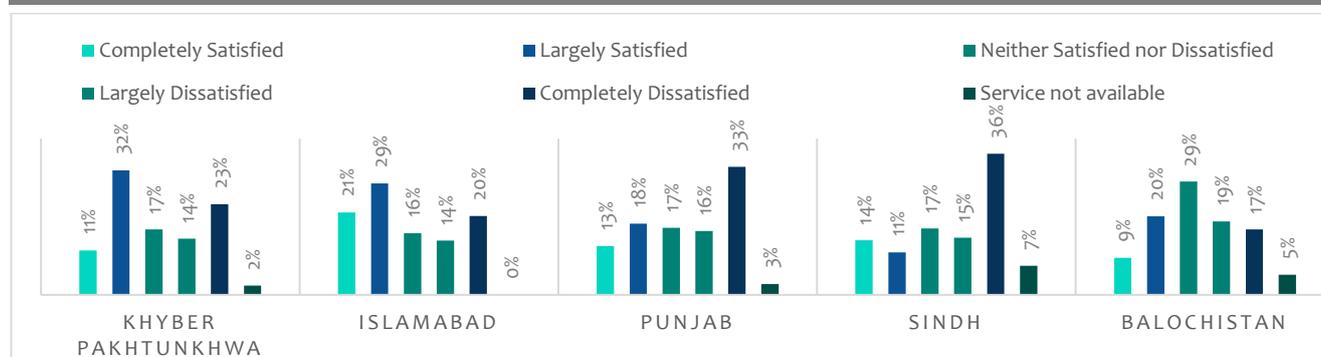
⁶⁰ Ibid

⁶¹ Lew, R. (2021, April 23). *Solid Waste Management in Pakistan*. Bioenergy Consult. Available at, <https://www.bioenergyconsult.com/solid-waste-management-in-pakistan/>

⁶² Shaikh, H, & Nabi, I. (2017, Jan 16). *The six biggest challenges facing Pakistan's urban future*. International Growth Center (IGC). Available at, <https://www.theigc.org/blog/the-six-biggest-challenges-facing-pakistans-urban-future/>

Respondents (*heads of households*) were asked about the status of roads in their area. At the national level, 34 percent of the respondents (*heads of households*) expressed satisfaction, 43 percent were dissatisfied, four percent said such facilities were not available, and 20 percent were neither satisfied nor dissatisfied. More respondents (*heads of households*) in urban areas (39 percent) than in rural areas (31 percent) expressed satisfaction with the facilities. A further four percent of respondents (*heads of households*) in both rural and urban areas reported the unavailability of these services.⁶³

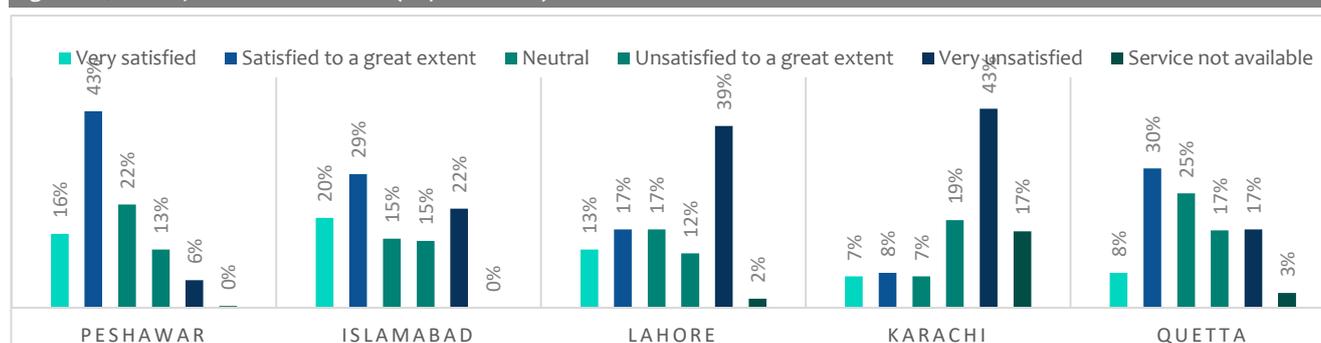
Figure 126: Satisfaction with Roads (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, the highest levels of satisfaction were reported by households in Islamabad (50 percent), followed by Khyber Pakhtunkhwa (43 percent), Punjab (31 percent), Balochistan (29 percent), and Sindh (25 percent). Compared to other provinces, a higher proportion of respondents (*heads of households*) from Sindh (51 percent) said they were not satisfied with the condition of the roads, followed by 49 percent from Punjab. An urban-rural analysis suggests that more rural household heads expressed dissatisfaction with the roads as compared to urban household heads, as stated by heads of households in rural Khyber Pakhtunkhwa (43 percent compared to 13 percent in urban), rural Punjab (52 percent compared to 45 percent in urban), rural Balochistan (38 percent compared to 29 percent in urban), and rural Islamabad (47 percent compared to 22 percent in urban). Only more heads of households in urban Sindh (58 percent, compared to 43 percent in rural areas) reported greater dissatisfaction with the roads.

Figure 127: Satisfaction with Roads (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

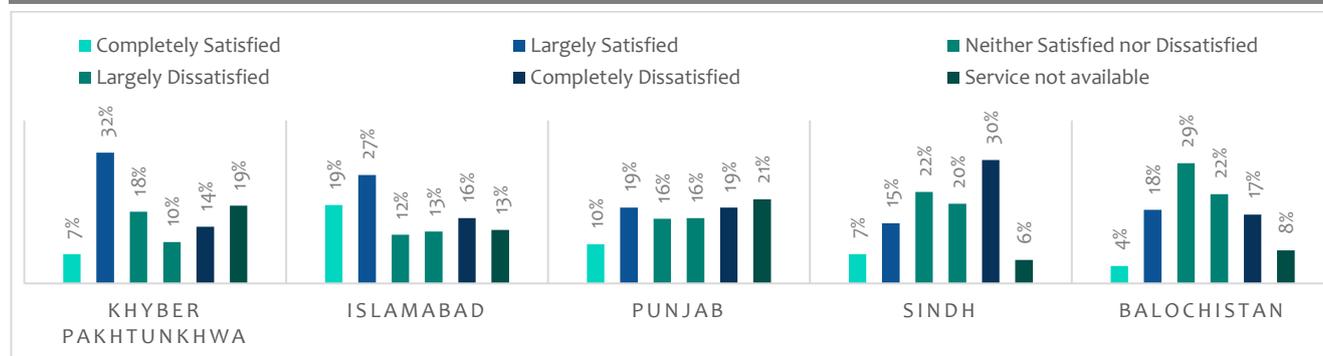
Respondents (*heads of households*) in Peshawar (59 percent), followed by those in Islamabad (49 percent), reported higher satisfaction compared to other cities and the remaining districts. However, satisfaction levels were lowest in Karachi (15 percent). A further 17 percent in Karachi said that they did not have these facilities. Most respondents (*heads of households*) in Lahore (51 percent) also expressed dissatisfaction with the road conditions.

6.1.2. Transport services

⁶³ The percentages indicate the clubbed responses of "largely satisfied" and "completely satisfied" for the satisfaction category. And "largely dissatisfied" and "completely dissatisfied" for the dissatisfaction category". The respective bifurcations of these labels are presented in the graphs.

Only 30 percent of the national respondents (*heads of households*) found transport services to be satisfactory, 35 percent were dissatisfied, 13 percent said that these services were unavailable in their respective localities, and 21 percent were neither satisfied nor dissatisfied. The level of household satisfaction was higher in the urban areas (38 percent) than in the rural areas (25 percent). A further nine percent of respondents (*heads of households*) in urban areas and 16 percent in rural areas said that the said services were unavailable.

Figure 128: Satisfaction with Transport Services (Regional)

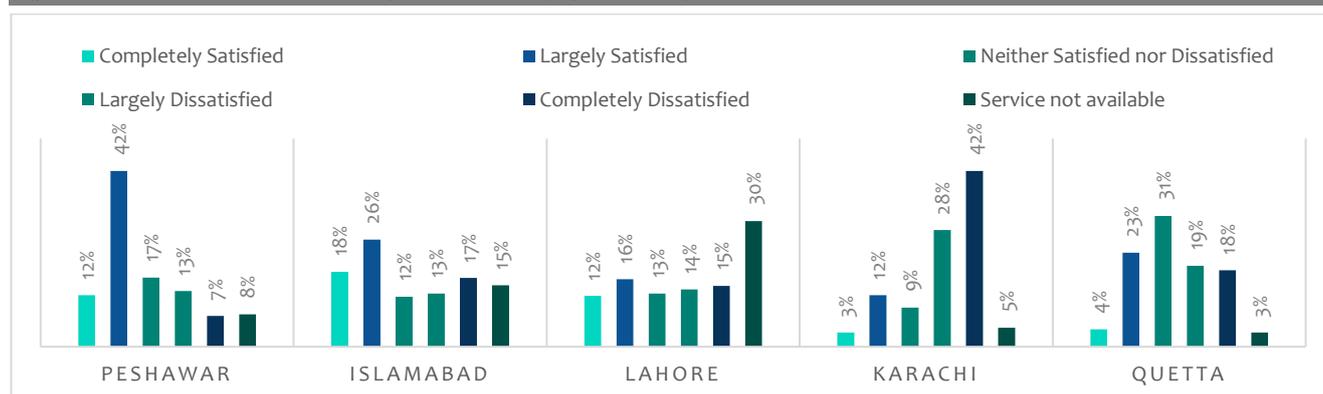


Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, Islamabad and Khyber Pakhtunkhwa fared better than others in terms of citizen satisfaction; 46 percent and 39 percent of respondents (*heads of households*), respectively, were satisfied with the services. On the other hand, respondents (*heads of households*) in Sindh and Balochistan reported the lowest citizen satisfaction, at 22 percent each. 21 percent in Punjab, 19 percent in Khyber Pakhtunkhwa, and 13 percent in Islamabad reported the unavailability of these services.

An urban-rural analysis suggests that relatively more rural household heads expressed dissatisfaction with transport services as compared to urban household heads, as stated by heads of households in rural Khyber Pakhtunkhwa (26 percent compared to 17 percent in urban), rural Islamabad (32 percent compared to 26 percent in urban), rural Punjab (39 percent compared to 27 percent in urban), and rural Balochistan (41 percent compared to 34 percent in urban), except Sindh, where more urban heads of households (56 percent) compared to rural (43 percent) expressed dissatisfaction with transport services.

Figure 129: Satisfaction with Transport Services (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

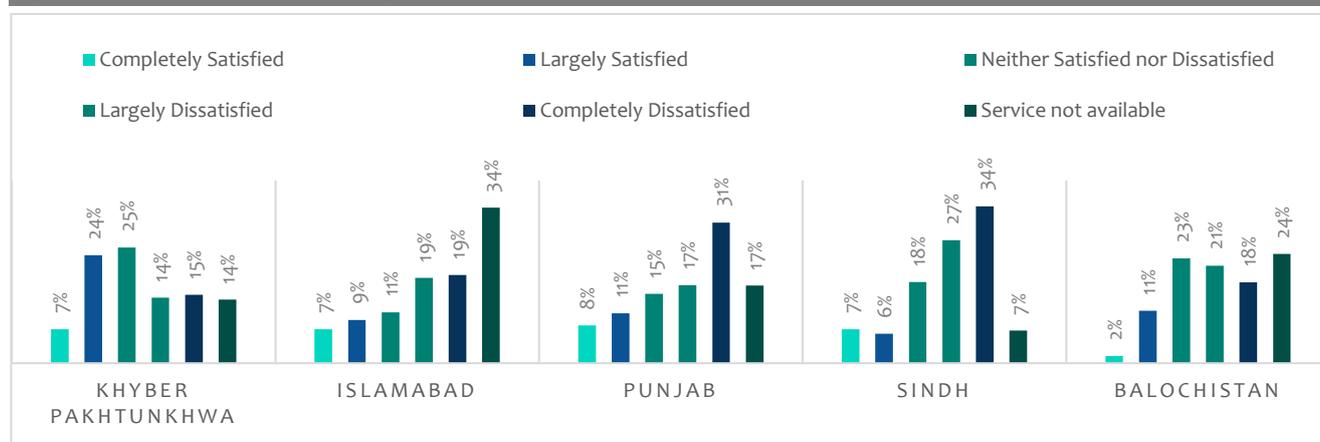
Among the capital districts, most (70 percent) of the respondents (*heads of households*) in Karachi were dissatisfied with transport services. Lahore also showed low levels of satisfaction (28 percent), with another 30 percent in the district, indicating that transportation services were unavailable in their respective areas. However, a considerable proportion of Peshawar (54 percent) and Islamabad (44 percent) were satisfied with these services.

6.1.3. Sewage Facilities

At the national level, the proportion of respondents (*heads of households*) who expressed satisfaction with sewage services was less than those who said they were dissatisfied; that is, 20 percent were satisfied, and 44 percent

were dissatisfied. While 16 percent reported the unavailability of such services in their areas, a further 20 percent were neither satisfied nor dissatisfied. More respondents (*heads of households*) in urban areas (26 percent) than in rural areas (16 percent) expressed satisfaction with these facilities, while 21 percent of respondents (*heads of households*) in rural areas and eight percent in urban areas reported unavailability of these services.

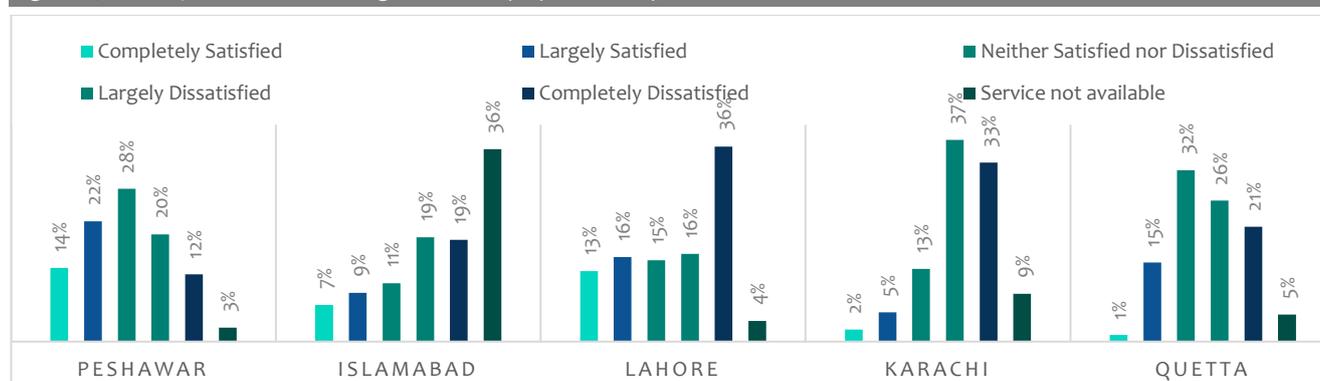
Figure 130: Satisfaction with Sewage Services (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Of the provinces, only Khyber Pakhtunkhwa had a sizable proportion of respondents (family heads) (31 percent) who were satisfied with sewage facilities. On the other hand, respondents (*heads of households*) from Sindh (61 percent), followed by Punjab (48 percent), expressed greater dissatisfaction than those from the other provinces. While 34 percent of respondents (*heads of households*) in Islamabad and 24 percent in Balochistan said that these services were unavailable. An urban-rural analysis suggests that relatively more urban household heads in Sindh (64 percent compared to 59 percent in rural) and urban Balochistan (46 percent compared to 36 percent in rural) expressed dissatisfaction with sewage services compared to the rural household heads, with only rural household heads in Khyber Pakhtunkhwa (31 percent, compared to 23 percent in urban areas).

Figure 131: Satisfaction with Sewage Services (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

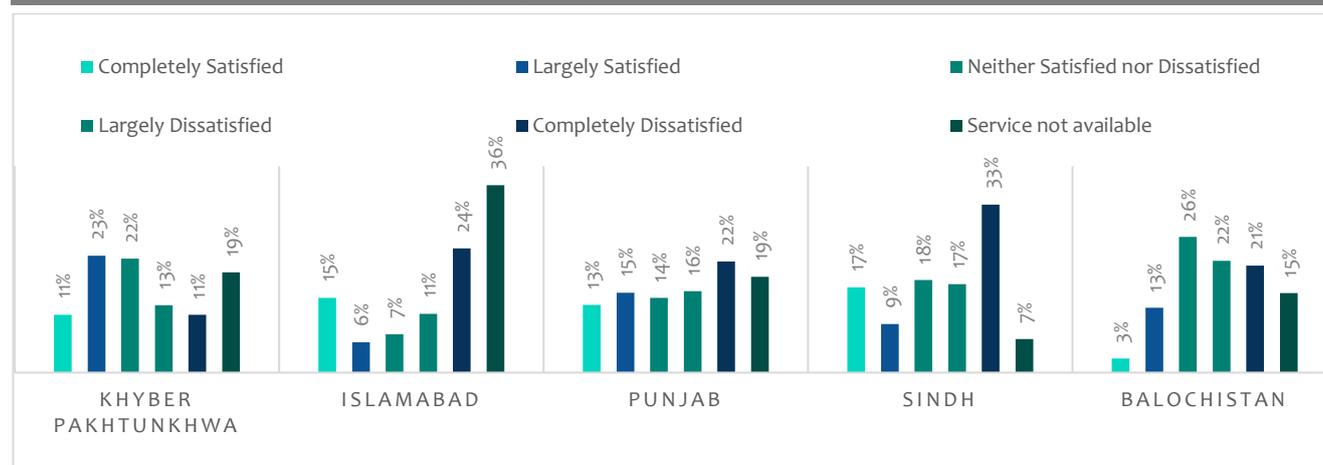
In the capital districts, citizens' views on sewage services were largely negative. It was only in Peshawar that more than one-third of the respondents (*heads of households*) (36 percent) confirmed satisfaction with these services. Most respondents (*heads of households*) in Karachi (70 percent), Lahore (52 percent), and Quetta (47 percent) expressed dissatisfaction. In Islamabad, 38 percent were dissatisfied, 16 percent were satisfied, and another 36 percent said that these services were not available.

6.1.4. Water Facilities

Nationally, 27 percent of the respondents (*heads of households*) expressed satisfaction with the water facility, 38 percent were dissatisfied, 16 percent said such facilities were not available, and 19 percent were neither satisfied nor dissatisfied. More respondents (*heads of households*) in urban areas (28 percent) than in rural areas (25

percent) expressed satisfaction with the facilities. Further, 19 percent of households in rural areas and 11 percent in urban areas reported the unavailability of these services.

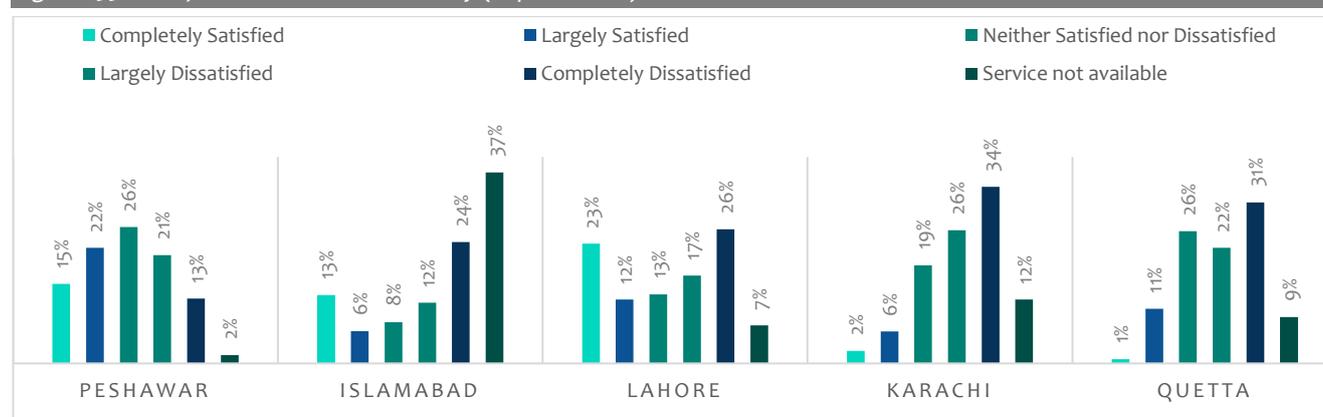
Figure 132: Satisfaction with Water Facility (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Respondents (heads of households) reported the highest levels of satisfaction at the provincial were reported by respondents (heads of households) in Khyber Pakhtunkhwa (34 percent), followed by Punjab (28 percent), Sindh (26 percent), Islamabad (21 percent), and Balochistan (16 percent). Further, 36 percent of respondents (heads of households) in Islamabad, 19 percent each in Punjab and Khyber Pakhtunkhwa, and 15 percent in Balochistan reported the unavailability of these services in their localities. No significant variation was observed across urban-rural household heads in terms of satisfaction with water facilities.

Figure 133: Satisfaction with Water Facility (Capital Cities)



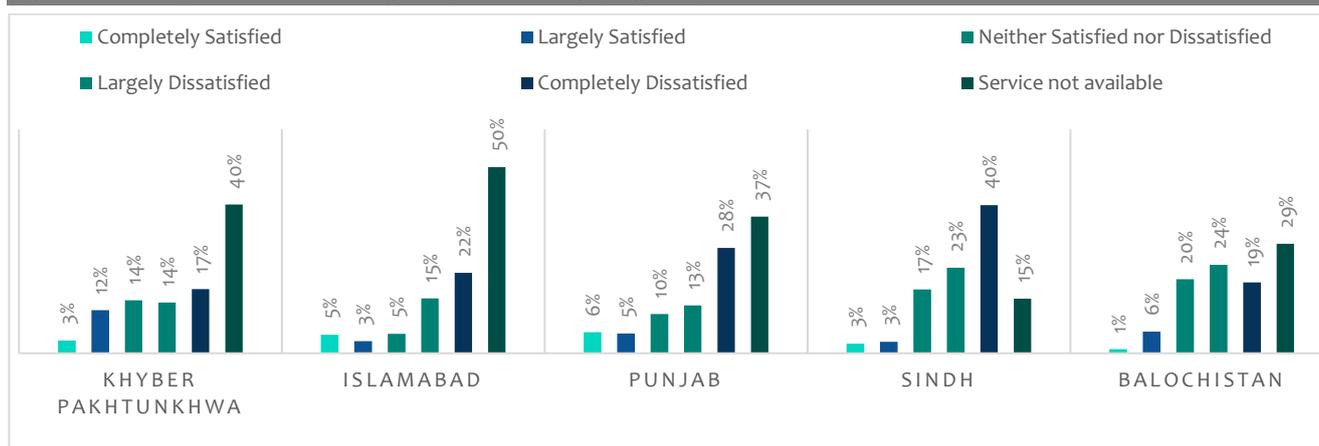
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, satisfaction levels were low, with only 37 percent of households in Peshawar reporting satisfaction, followed by Lahore (35 percent), Islamabad (19 percent), Quetta (12 percent) and Karachi (8 percent). A further 37 percent in Islamabad said that they did not have the services available to them.

6.1.5. Garbage Disposal Facilities

The proportion of surveyed respondents (heads of households) at the national level who expressed dissatisfaction (44 percent) with garbage disposal facilities was far greater than that of those who were satisfied (11 percent). Another 31 percent said that such facilities were unavailable, while 15 percent chose to remain neither satisfied nor dissatisfied. More respondents (heads of households) in rural areas (39 percent) reported a lack of access to garbage facilities than their urban counterparts (16 percent) did. Furthermore, 50 percent of urban respondents (heads of households), as opposed to 41 percent of rural respondents (heads of households), expressed dissatisfaction with garbage disposal facilities.

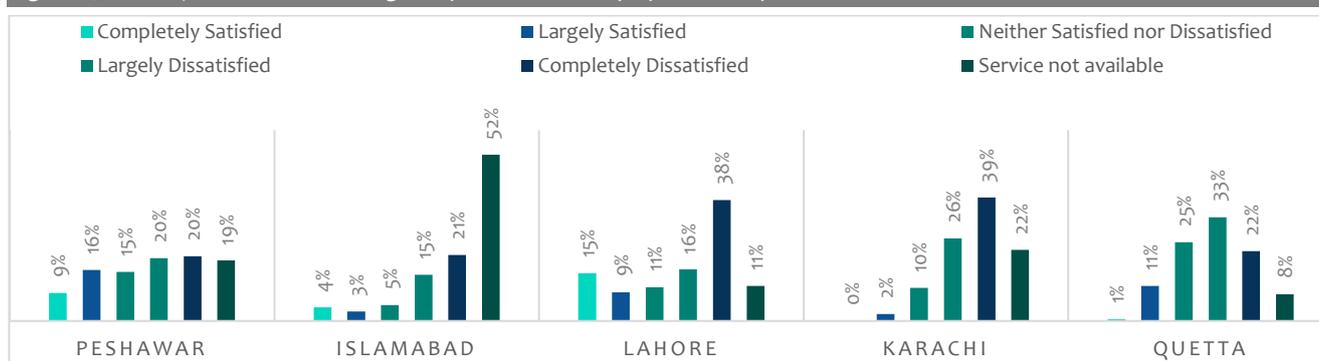
Figure 134: Satisfaction with Garbage Disposal Facility (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Most respondents (*heads of households*) in Sindh (63 percent) and a considerable proportion in Balochistan (43 percent), as well as Punjab (41 percent), expressed dissatisfaction; most respondents (*heads of households*) in Islamabad (50 percent), and Khyber Pakhtunkhwa (40 percent) said that the corresponding services were not available in their localities. A further 31 percent in Khyber Pakhtunkhwa and 36 percent in Islamabad were dissatisfied with garbage disposal facilities. An urban-rural analysis suggests that relatively more urban household heads expressed dissatisfaction with the garbage disposal facilities compared to rural household heads, as stated by heads of households in urban Islamabad (43 percent compared to 29 percent in rural), urban Punjab (51 percent compared to 37 percent in rural), and urban Balochistan (49 percent compared to 40 percent in rural). However, no significant rural-urban discrepancy has been reported between Sindh and Khyber Pakhtunkhwa.

Figure 135: Satisfaction with Garbage Disposal Facilities (Capital Cities)



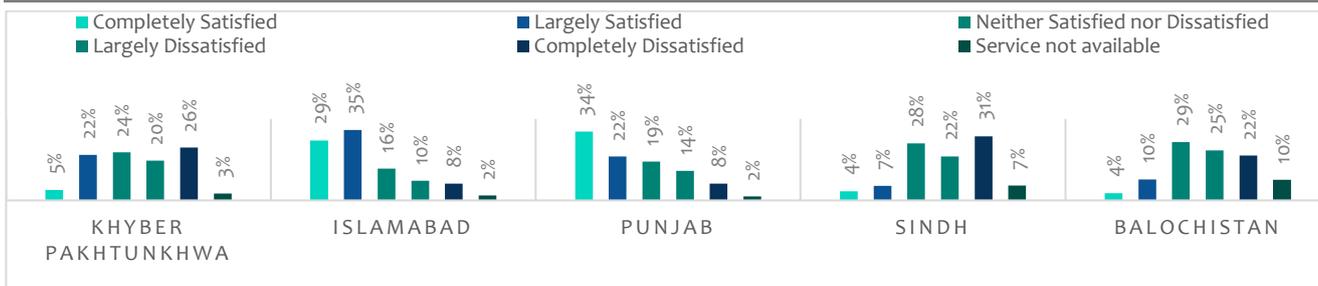
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

The levels of satisfaction with garbage disposal facilities were insignificant across the districts: 65 percent of households in Karachi, 55 percent in Quetta, and 54 percent in Lahore were dissatisfied. A further 11 percent in Lahore and twice as many in Karachi said that service was not available. While 25 percent of the respondents (*heads of households*) in Peshawar expressed satisfaction, 40 percent expressed 'dissatisfaction', 19 percent reported service unavailability, and 15 percent were neither satisfied nor dissatisfied.

6.1.6. Power/Supply of electricity

Few households at the national level reported unavailability of electricity, but more were dissatisfied (40 percent) than satisfied (30 percent) with its quality, with another 24 percent reporting neither being satisfied nor dissatisfied. Compared with urban respondents (*heads of households*) (38 percent), rural respondents (*heads of households*) had a higher level of dissatisfaction (42 percent). Nevertheless, in both urban and rural areas, there was a greater proportion of respondents (*heads of households*) who expressed dissatisfaction than those who were satisfied with electricity-related services.

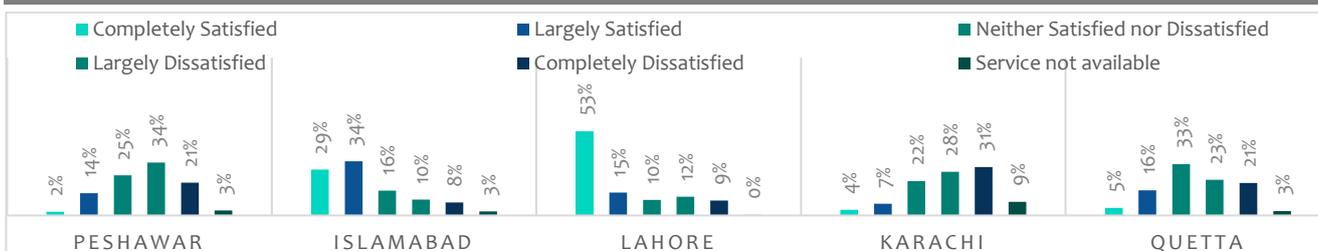
Figure 136: Satisfaction with Electricity Facility (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

A provincial breakdown of survey data shows that approximately two-thirds of the respondents (heads of households) in Islamabad (64 percent) and slightly more than half in Punjab (56 percent) were satisfied with electricity services, followed by Sindh (53 percent), Balochistan (47 percent), and Khyber Pakhtunkhwa (46 percent). An urban-rural analysis suggests that relatively more rural household heads expressed dissatisfaction with the electricity facility as compared to urban household heads, as stated by heads of households in rural Islamabad (21 percent compared to 15 percent in urban areas), rural Punjab (25 percent compared to 18 percent in urban areas), and rural Balochistan (48 percent compared to 43 percent in urban areas). No significant discrepancies were reported between Sindh and Khyber Pakhtunkhwa.

Figure 137: Satisfaction with Electricity Facility (Capital Cities)



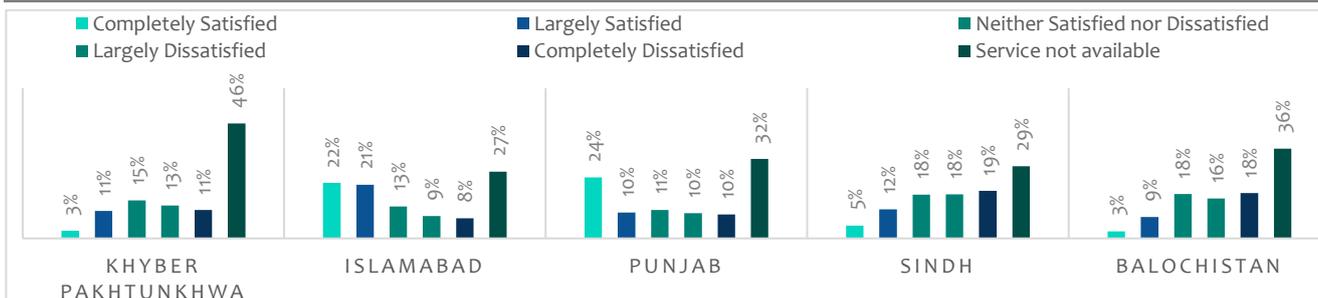
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Most respondents (heads of households) were satisfied with the electricity services in Lahore (68 percent) and Islamabad (63 percent), whereas the levels of satisfaction were abysmally low in Karachi (11 percent), Peshawar (16 percent), and Quetta (21 percent). A further nine percent in Karachi reported the unavailability of electricity services in their respective localities.

6.1.7. Gas Facilities

At the national level, 34 percent of respondents (heads of households) did not have access to public gas facilities, 21 percent of respondents (heads of households) expressed satisfaction with the available services, 28 percent were dissatisfied, and 15 percent were neither satisfied nor dissatisfied. Compared to 11 percent of urban households that did not have access to gas facilities, 47 percent of such households were in rural areas. Furthermore, 35 percent of urban respondents (heads of households), as opposed to 24 percent of rural respondents (heads of households), were dissatisfied with the available gas facilities.

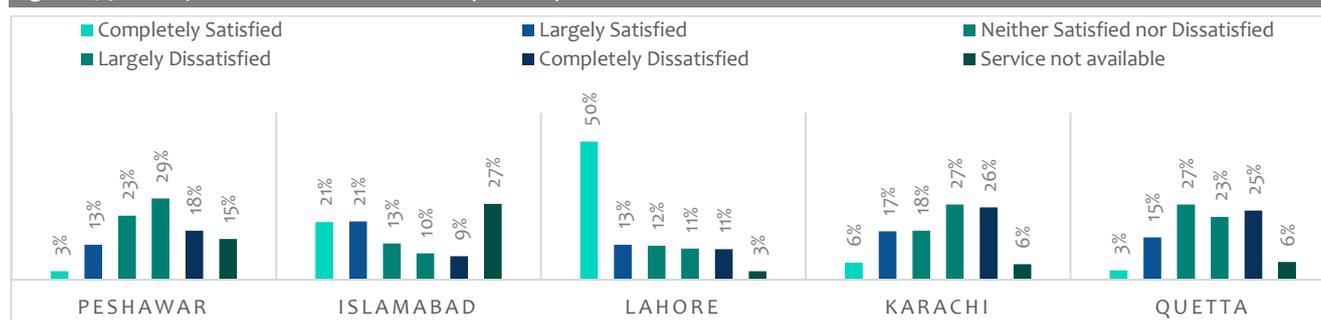
Figure 138: Satisfaction with Gas Facilities (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Region-wise analysis of survey findings showed that 43 percent of respondents (*heads of households*) in Islamabad and 34 percent in Punjab were satisfied with the available gas services, with a further 27 percent and 32 percent, respectively, claiming that there were no such services in their areas. A sizable proportion of the respondents in Sindh (37 percent), Balochistan (34 percent), and Khyber Pakhtunkhwa (24 percent) reported dissatisfaction. Moreover, another 46 percent in Khyber Pakhtunkhwa, 36 percent in Balochistan, and 29 percent in Sindh lacked access to these services. An urban-rural analysis suggests that relatively more urban household heads expressed dissatisfaction with gas facilities compared to rural household heads, as stated by heads of households in urban Khyber Pakhtunkhwa (42 percent compared to 21 percent in rural), urban Sindh (48 percent compared to 24 percent in rural), urban Balochistan (39 percent compared to 32 percent in rural), and rural Islamabad (24 percent compared to 12 percent in urban areas).

Figure 139: Satisfaction with Gas Facilities (District)



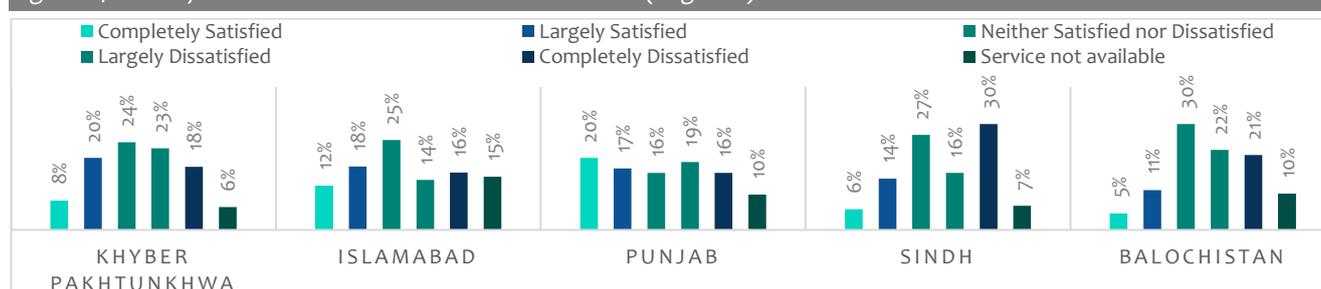
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

The highest levels of satisfaction with gas facilities were expressed in Lahore (63 percent), and the lowest in Peshawar (16 percent). Dissatisfaction was high in Karachi (53 percent), Quetta (48 percent), and Peshawar (47 percent). Among the capital districts, Islamabad had the highest share of respondents (*heads of households*) (27 percent), who said gas facilities were unavailable, followed by Khyber Pakhtunkhwa (15 percent).

6.1.8. Government Health Facilities

National aggregation suggests that 40 percent were dissatisfied with government health facilities, 26 percent were satisfied, 24 percent were neither satisfied nor dissatisfied, and nine percent said that the service was not available. Slightly more respondents (*heads of households*) were dissatisfied in rural areas (41 percent) than in urban areas (38 percent). As many as five percent of rural and 10 percent of urban areas lack access to governmental health facilities.

Figure 140: Satisfaction with Government Health Facilities (Regional)

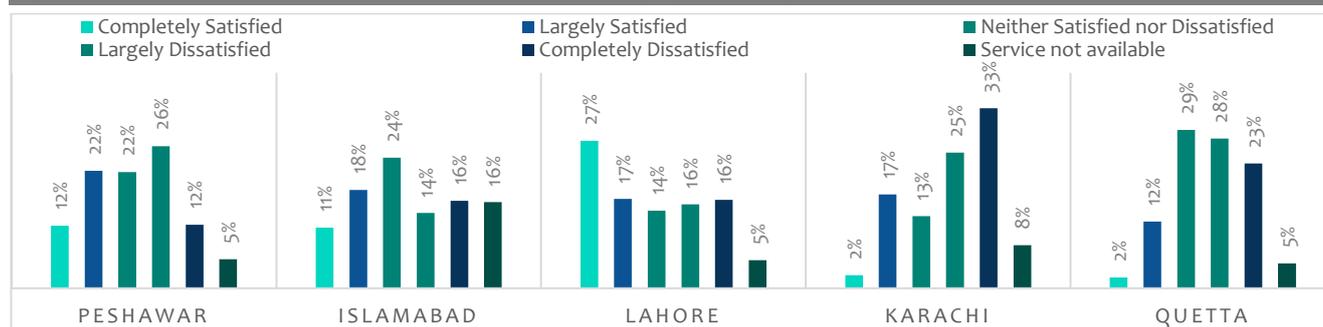


Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

In Punjab, 37 percent said satisfaction, while in Islamabad, 30 percent said the same. On the other hand, 46 percent in Sindh, 43 percent in Balochistan, and 41 percent in Khyber Pakhtunkhwa reported dissatisfaction with governmental health facilities. Service unavailability was reported by 15 percent of Islamabad's respondents, ten percent each in Balochistan and Punjab, seven percent in Sindh, and six percent in Khyber Pakhtunkhwa. An urban-rural analysis suggests that relatively more rural household heads expressed dissatisfaction with government health facilities compared to urban household heads, as stated by heads of households in rural Khyber Pakhtunkhwa (43 percent compared to 29 percent in urban areas), rural Punjab (37 percent compared to 32 percent in urban

areas), rural Balochistan (45 percent compared to 40 percent in urban areas), and urban Sindh (50 percent compared to 40 percent in rural areas).

Figure 141: Satisfaction with Government Health Facilities (Capital Cities)



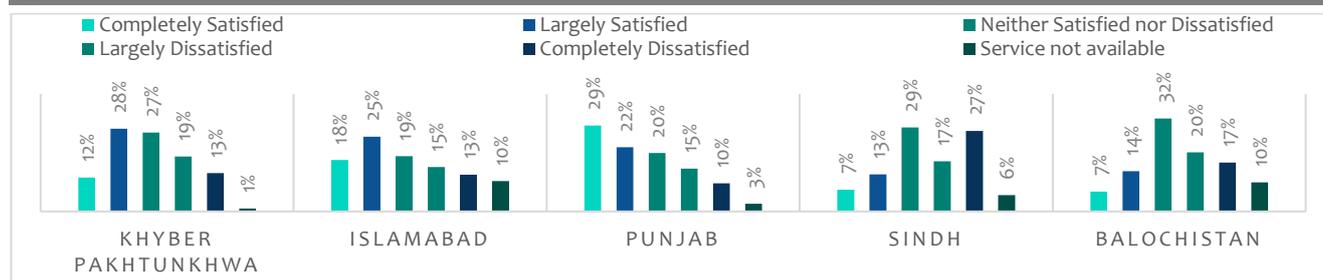
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Satisfaction with government-provided health facilities was the highest in Lahore (44 percent), followed by Peshawar (34 percent). The responses were dominated by those expressing dissatisfaction, with the majority in Karachi (58 percent) and Quetta (51 percent) reporting dissatisfaction.

6.1.9. Government Education Facilities

Regarding educational facilities, 34 percent were satisfied, 34 percent were dissatisfied, 26 percent were neither satisfied nor dissatisfied, and five percent said that such facilities were unavailable. As many as 38 percent of respondents in urban areas and 31 percent in rural areas were satisfied.

Figure 142: Breakdown of Satisfaction with Government Education Facilities (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, Punjab had the highest proportion of respondents (heads of households) (51 percent) who expressed satisfaction, followed by Islamabad (43 percent) and Khyber Pakhtunkhwa (40 percent). Sindh and Balochistan, on the other hand, registered lower satisfaction levels – 20 percent and 21 percent, respectively. An urban-rural analysis suggests that relatively more rural household heads expressed dissatisfaction with government education facilities compared to urban household heads, as stated by heads of households in rural Khyber Pakhtunkhwa (35 percent compared to 18 percent in urban areas), rural Islamabad (32 percent compared to 24 percent in urban areas), and urban Sindh (47 percent compared to 42 percent in rural areas). No significant variation was observed among urban-rural household heads in Punjab and Balochistan.

Figure 143: Satisfaction with Government Education Facilities (Capital Cities)



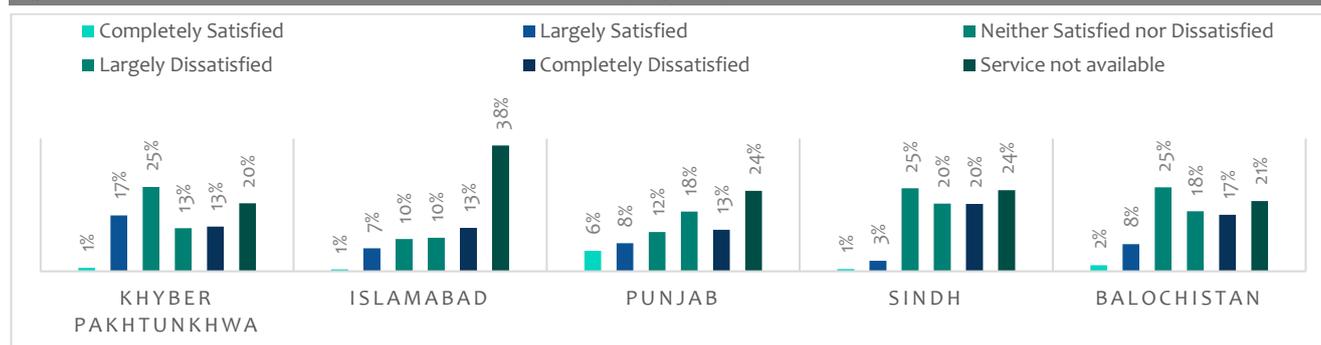
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Respondents (*heads of households*) were most satisfied with government education facilities in Lahore (50 percent), least satisfied in Quetta (14 percent), and least satisfied in Karachi (17 percent). Nearly one-third of Peshawar respondents (35 percent) were satisfied, while 36 percent were dissatisfied.

6.1.10. Zakat Baitul-Maal

Of the total surveyed respondents (*heads of households*) at the national level, 32 percent were dissatisfied with the Zakat Baitul-Maal facility, only 12 percent were satisfied, 21 percent said they were neither satisfied nor dissatisfied, and 23 percent said that the service/facility was not available. The proportion of those dissatisfied in urban areas (33 percent) was similar to that in rural areas (32 percent).

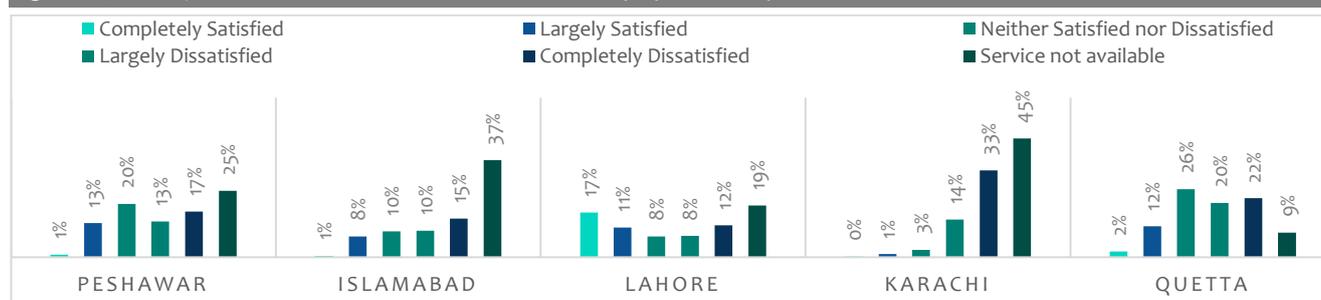
Figure 144: Satisfaction with Zakat Baitul-Maal Facilities (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Satisfaction levels were abysmally low across the provinces of Sindh (3 percent), Balochistan (10 percent in Balochistan), and Punjab (14 percent). Only in Khyber Pakhtunkhwa was the level of satisfaction relatively high and significant at 18 percent. Around a quarter in Punjab and Sindh (24 percent) and nearly one-fifth in Balochistan and Khyber Pakhtunkhwa (21 percent and 20 percent) reported the unavailability of these services. An urban-rural analysis showed no significant variation except in the case of rural Islamabad (32 percent, compared to 15 percent in urban areas) and urban Sindh (43 percent, compared to 38 percent in rural areas), where the dissatisfaction levels were higher than those of rural household heads.

Figure 145: Satisfaction with Zakat Baitul-Maal Facilities (Capital Cities)



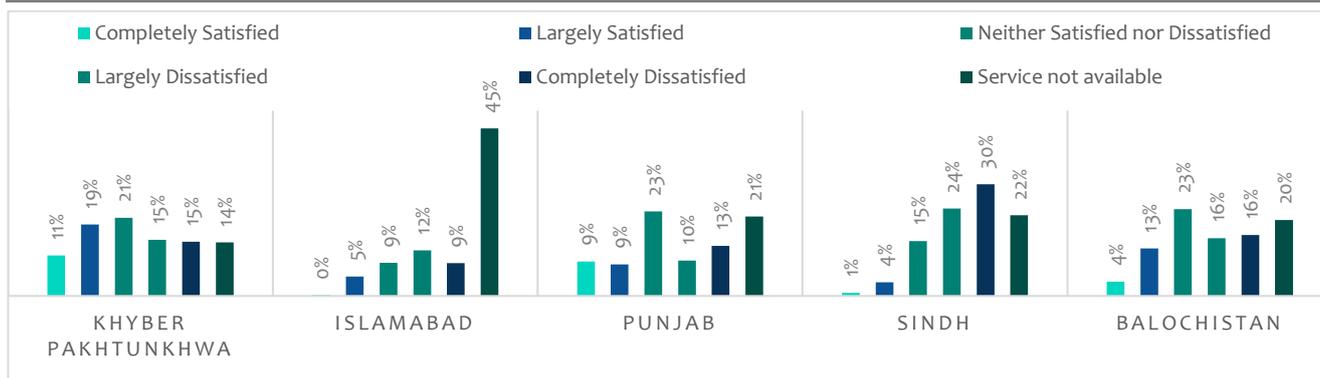
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

In Lahore, 28 percent expressed satisfaction, 20 percent were dissatisfied, and 19 percent said that the service was unavailable. For the remaining districts, the proportion of respondents (*heads of households*) being dissatisfied with the Zakat Baitul-Maal facility was considerably greater than the proportion of those who were satisfied – the levels of dissatisfaction being 47 percent in Karachi, 42 percent in Quetta, and 30 percent in Peshawar. Another 45 percent of Karachi, 37 percent of Islamabad, and 25 percent of Peshawar lacked access to these facilities.

6.1.11. Benazir Income Support Program (BISP)/Ehsaas

At the national level, 17 percent confirmed satisfaction with BISP/Ehsaas, 34 percent expressed dissatisfaction, 20 percent said they were neither satisfied nor dissatisfied, and 21 percent said that the service was not available. An equal proportion of respondents (*heads of households*) in rural and urban areas were satisfied (17 percent each), whereas approximately one-third were dissatisfied (34 percent urban and 35 percent rural).

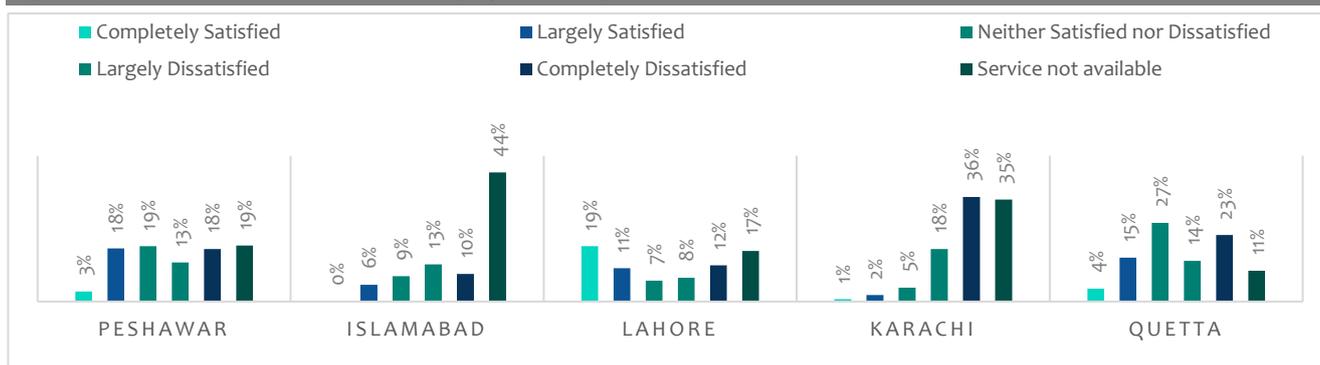
Figure 146: Satisfaction with BISP/Ehsaas (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

At the regional level, Sindh had the largest proportion of respondents (heads of households) (54 percent) who were dissatisfied with BISP/Ehsaas, whereas the lowest proportion was in Islamabad (21 percent), followed by Punjab (23 percent). In Islamabad, 45 percent of respondents said that the service was not available. An urban-rural analysis suggests that relatively more rural household heads expressed dissatisfaction with the BISP/Ehsaas than with urban household heads, as stated by heads of households in rural Islamabad (28 percent compared to 14 percent in urban areas), and in rural Balochistan (34 percent compared to 28 percent in urban areas). No major differences were observed among urban-rural households in Khyber Pakhtunkhwa, Punjab, and Sindh.

Figure 147: Satisfaction with BISP/Ehsaas (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

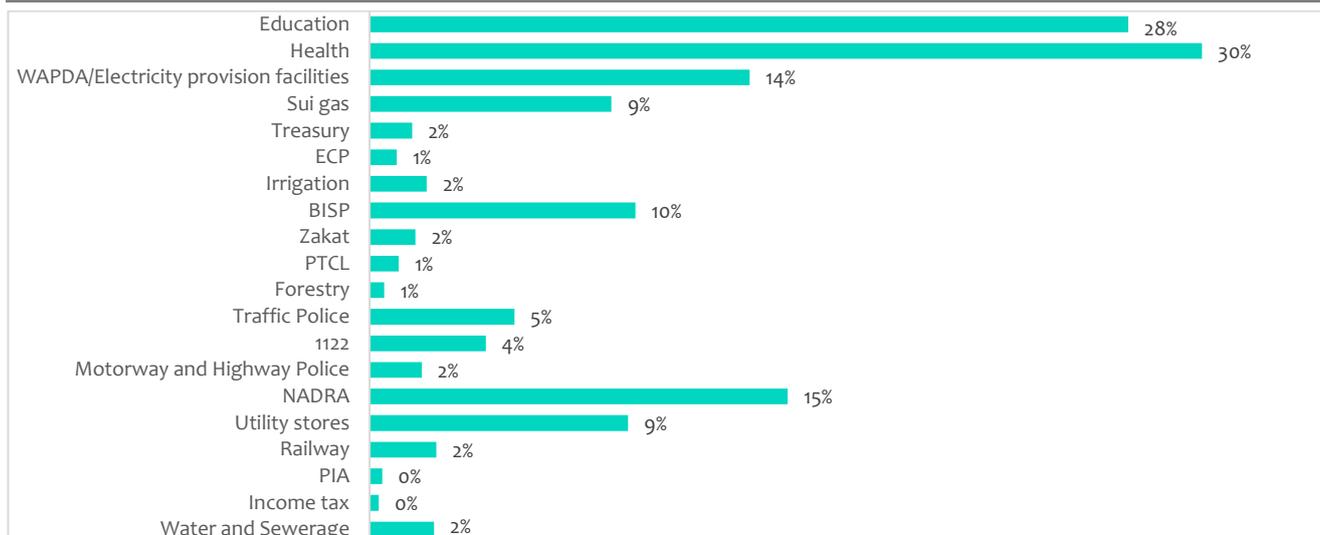
Among the capital districts, Karachi had the largest proportion of respondents (heads of households) (54 percent) who expressed dissatisfaction, followed by Quetta (37 percent) and Khyber Pakhtunkhwa (31 percent). Another 35 percent in Karachi and 17 percent in Islamabad said that the service was not available.

6.2. Engagement with and Perception of Government Departments

6.2.1. Frequency of Contact with Government Departments

Respondents were asked to name the specific government departments or offices that they or any member of their family had reached out to for a complaint during the previous 6-month period. At the national level, the most common departments were health (30 percent), education (28 percent), NADRA (15 percent), WAPDA (14 percent) and BISP (10 percent). Compared to urban respondents or members of their families, there was a greater tendency among rural respondents or members of their families to contact education, health, BISP, and NADRA.

Figure 148: Frequency of Contact with Government Departments (National)



National estimates calculated with a margin of error of ± 1.22 percent

The health department was more frequently contacted in Sindh (50 percent), Punjab (32 percent), and Balochistan (31 percent) and least often in Khyber Pakhtunkhwa (12 percent). There was a greater inclination to approach education departments in Sindh (42 percent) and Balochistan (33 percent). NADRA was approached by similar proportions of respondents or members of their families across provinces: Sindh (17 percent), Punjab (16 percent), Khyber Pakhtunkhwa, and Balochistan (15 percent each). The frequency of contact with WAPDA was more significant in Balochistan (18 percent), whereas that with BISP was more significant for complainants in Khyber Pakhtunkhwa (13 percent) and Sindh (12 percent).

The district-level analysis showed that the health department was more frequently contacted in Quetta (27 percent), Lahore (25 percent), and Karachi (24 percent), whereas education was contacted by a greater proportion of respondents or members of their families in Quetta (28 percent) and 21 percent each in Karachi and Islamabad. Compared to other districts, respondents, or members of their families in Quetta (18 percent) and Peshawar (17 percent) more often contacted NADRA. WAPDA was more frequently contacted in Lahore (23 percent) and Quetta (18 percent).

6.2.2. Complaint Resolution

At the national level, among the most often contacted and effective departments in terms of the disposal of citizens' complaints and requests were health, NADRA, and education.

Figure 149: Complaint Resolution Rate for Government Departments (National)



National estimates calculated with a margin of error of ± 1.22 percent

More than 80 percent of those who had contact with these departments said that their complaints were duly resolved. Furthermore, 64 percent of participants said the same in the case of NADRA. There was no significant variation between the urban and rural areas.

At the regional level, the highest proportion of respondents or family members who said their education-related complaints were resolved were from Punjab (93 percent), whereas the lowest was from Khyber Pakhtunkhwa (68 percent). Compared with other provinces, both Islamabad and Khyber Pakhtunkhwa had a lower proportion of respondents or members of their families – 68 percent each – who said that their complaints were addressed by health departments. Among the frequently contacted, NADRA was evaluated similarly across the provinces – more than 80 percent from each of the regions said that the complaints they had launched with NADRA were duly resolved.

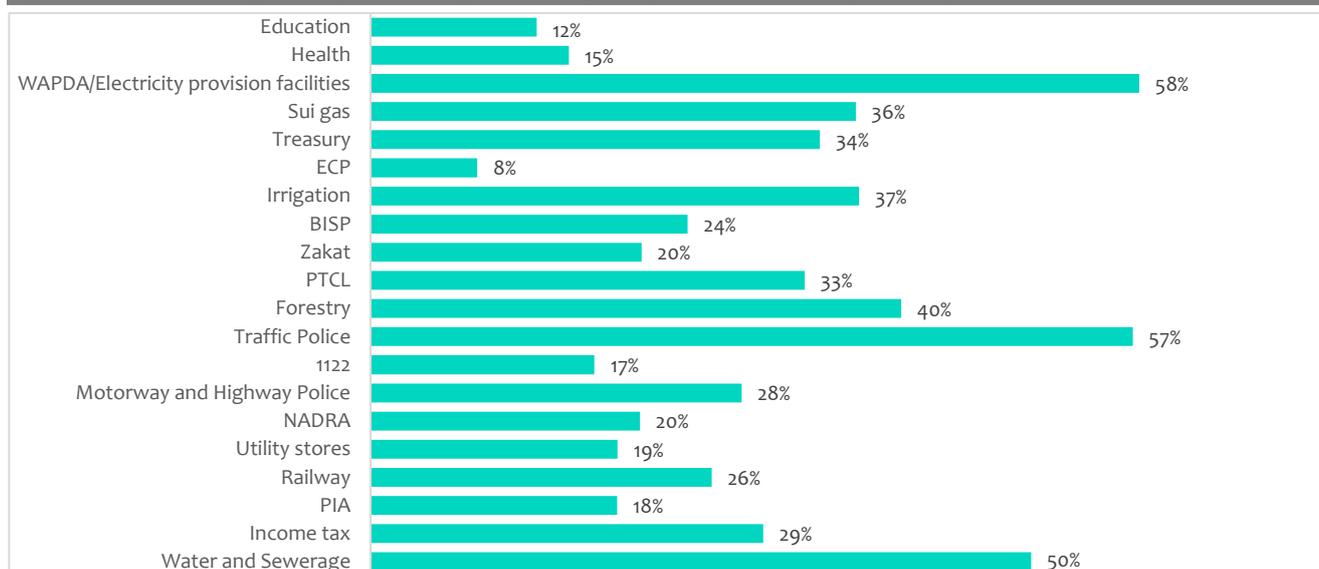
Among the capital districts, NADRA, education, and health departments, which were among the most frequently contacted, were the most effective, although they varied across the districts. Education was rated lowest in Islamabad, with 60 percent stating that their complaints were resolved, and the highest in Lahore (95 percent). Similarly, health was rated highest in Lahore (94 percent) and lowest in Islamabad (68 percent). WAPDA ranked lowest in terms of responses to complaints in Khyber Pakhtunkhwa (22 percent), and highest in Karachi (93 percent).

6.2.3. Incidence of Bribery and Corruption

Respondents were asked whether they or members of their families had to rely on bribery to obtain complaints addressed by these government departments. Education and health were the departments where respondents or members of their families experienced the least instances of bribery; that is, 12 percent and 15 percent, respectively, were not asked for it during their contact with the relevant departments. However, WAPDA, frequently contacted by respondents or members of their families, was ripe with issues of corruption, where 58 percent had to resort to bribery to resolve their issues.

Traffic police, water, sewage, forestry, and irrigation, though not frequently contacted, were also among the government departments where a substantial proportion of respondents or members of their families – 57 percent, 50 percent, 40 percent, and 37 percent, respectively, – had to bribe officials for complaint resolution. In the case of WAPDA, 15 percent more rural respondents or members of their families than their urban counterparts experienced an incidence of bribery and corruption. Similarly, 43 percent of rural respondents or members of their families, as opposed to 14 percent of their urban counterparts, had to rely on bribery/corruption in their contact with income officials. The issue was also more prevalent in the case of the railway, where 32 percent of rural respondents or members of their families faced it compared to 19 percent of their urban counterparts.

Figure 150: Incidence of Bribery and Corruption during Complaint Resolution (National)



National estimates calculated with a margin of error of ± 1.22 percent

At the regional level, Islamabad households (42 percent) were more prone to resorting to bribery/corruption when they contacted the education department than they were in other provinces. Similarly, compared with other regions, more respondents, or members of their families in Islamabad (45 percent) and Balochistan (30 percent) respondents or members of their family had relied on bribery when contacting the health department. With the exception of Sindh, 37 percent said they had to bribe WAPDA officials, and the incidence of bribery was far higher in Khyber Pakhtunkhwa (84 percent), Islamabad (82 percent), Punjab (66 percent), and Balochistan (50 percent).

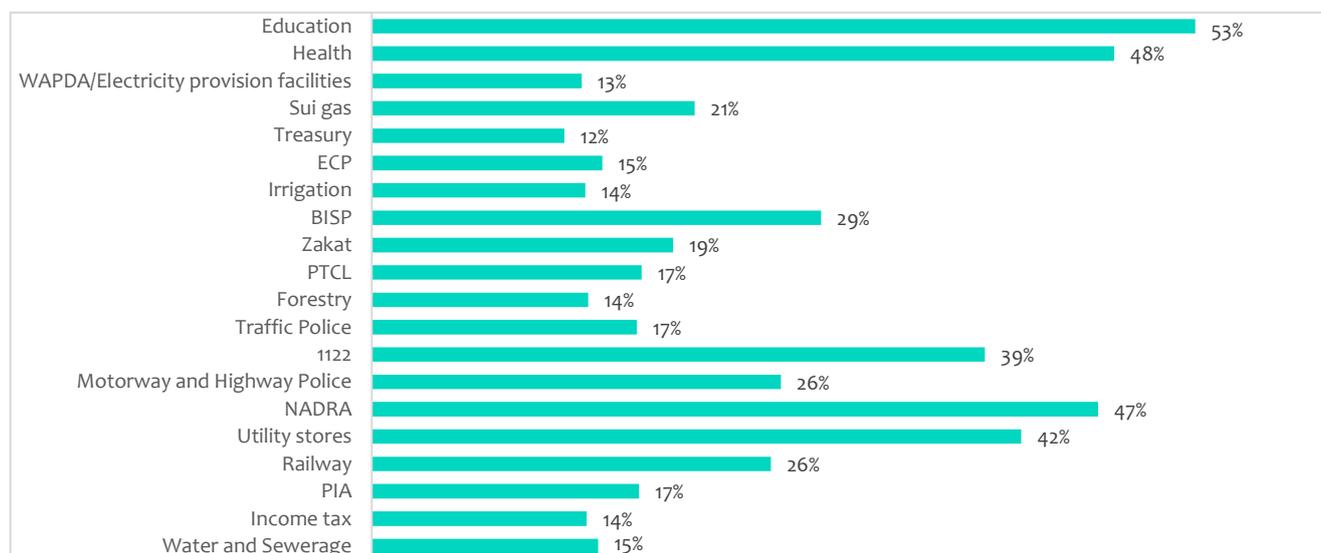
Among the capital districts, 41 percent of Islamabad said they had to rely on bribes when contacting the education department, while 23 percent agreed that they had to bribe department officials to resolve their issues. Over one-third (35 percent) of Quetta and 43 percent of Islamabad, who approached the health department, also faced the issue of bribery/corruption. A considerable proportion of Peshawar (65 percent), Islamabad (75 percent), and Lahore (55 percent) responded that they had to bribe WAPDA officials when they complained about it. Less than 30 percent of each district had to bribe NADRA officials during contact.

6.2.4. Perception of Incidence of Corruption and Bribery

To gain insight into the respondents' (*heads of households*) perceptions of corruption and bribery, they were asked whether they thought their issues/complaints could be eased in various government departments without bribery/corruption.

At the national level, most respondents (*heads of households*) believed that in most of the departments they contacted, it was difficult to resolve an issue/complaint without some sort of corruption or bribery. National aggregation shows that they were oriented positively towards education and health departments: 53 percent said that no bribery or corruption was needed to resolve issues/complaints in education, while 48 percent held a similar opinion about health. Similarly, 47 percent thought the same about NADRA. However, only a small proportion (13 percent) thought that WAPDA was fair and transparent in dispensing their complaints: 14 percent each for forestry and irrigation, 12 percent for treasury, and 15 percent for water and sewage. For all other departments, less than half believed that they could elicit a response from them without bribing relevant officials. The variation across rural and urban households in their evaluations of the government department was not significant.

Figure 151: Perception of Corruption and Bribery in Government Departments (National)



National estimates calculated with a margin of error of ± 1.22 percent

Regionally, education was evaluated more positively by respondents (*heads of households*) in Punjab (68 percent) and less positively by those in Khyber Pakhtunkhwa (35 percent). A similar pattern was seen for health, with Punjab's respondents (*heads of households*) rating it high (58 percent), and Khyber Pakhtunkhwa's rating it low (37 percent). WAPDA was invariably evaluated least positively across provinces: Sindh (7 percent), Khyber Pakhtunkhwa and Punjab (13 percent each), Islamabad (10 percent), and Balochistan (20 percent).

Among the capital districts, education scored the lowest in Karachi (21 percent), followed by Quetta (36 percent), whereas it was perceived most positively in Lahore (58 percent). The same was true for health, which was least positively perceived in Karachi (22 percent) and most positively perceived in Lahore (50 percent). Only three percent of Karachi thought that the BISP was fair and transparent when it came to issue/complaint resolution, whereas Khyber Pakhtunkhwa (41 percent) perceived it to be fair in the resolution of issues/complaints.

In the above findings, the unavailability of certain key services has been reported across regions and districts, while dissatisfaction levels also vary where these services do exist. This situation calls for more substantiated efforts by the state to deliver on its responsibilities and accommodate the areas where these services are lagging through the institutional mechanisms in place and to hold those institutions responsible for the quality of service delivery. The corruption reported in institutions for issue resolution raises concerns about the accountability structure in place. Citizens should not have to offer bribes to resolve their issues/complaints; indeed, it is the responsibility of these institutions to facilitate them and follow due process. Such instances highlight the institutional gaps and mechanisms that make it easier for citizens to merely extend to them the services that follow their mandate.

6.3. Perspectives on Municipal Service Delivery: Interviews with District Administration Representatives

To understand the functioning of the municipality at the district level, interviews and quantitative household surveys were conducted with the focal persons. For Punjab, the focal person was the Superintendent in Lahore; for Khyber Pakhtunkhwa, the focal person was the coordinator-CLC/WSSP from Peshawar; and for Sindh, it was the Managing Director, KW&SB in Karachi.⁶⁴ The representatives of Balochistan were approached several times but did not go through the interview, citing concerns about permission from higher authorities.

The respondents were asked a series of questions about the state of municipal services in their respective areas, such as water and sanitation, garbage disposal methods, policy/administrative measures or bottlenecks, and coordination among districts, provinces, and federal government.

Water Supply

The focal persons agreed that there was a shortage of water, especially in the semi-urban and rural areas. The DFPK shared that there is a shortage of more than 650 million gallons per day (MGD). The quality of drinking water was claimed to be safe for drinking; he added that treatment plants in Karachi were also in place to supply potable water. In areas where water is not properly distributed/inaccessible, other measures, such as hand pumps and door-to-door distribution, and in Karachi, Awami Tanks (communal tanks used by everyone in the area) are in place. Water pressure was also a concern for the representatives, with DFPL and DFPK citing that there was a deficiency in water pressure owing to the dense population.

Sanitation/Waste Management

For the treatment of sanitation/wastewater, on-plot solutions, and any waste filtering, all three shared that there was no such mechanism in place. A similar answer was obtained for the question regarding the capacity of treatment plants, which was cited as insufficient and required to be increased. Areas that currently do not have sanitation management include rural areas in Lahore and some suburban areas in Peshawar.

Solid Waste Management

Solid waste management was performed by door-to-door collection and dumpsters. Apart from this, other methods, such as town workers and a few companies working with private organizations, also contribute to the effort. This work is conducted regularly in Karachi due to the size and scale of the city. The waste is disposed of at designated locations that are at a distance from the settlements. In all three districts, waste is collected daily and disposed of in sanitary landfills.

⁶⁴ Which will be abbreviated as District Focal Person Lahore (DFPL), District Focal Person Peshawar (DFPP) and District Focal Person Karachi (DFPK),

Roads

The representatives agreed that the roads in some areas were in a dilapidated condition, whereas some rural and semi-urban areas did not have proper roads or access. The representatives stated that resources were not used properly, which aggravated the issues caused by the unplanned infrastructure in major areas. In Karachi, the most significant issues cited were the rapidly growing population and insufficient infrastructure.

Policy/Administration

The representatives said that their strategies were created and prioritized according to their respective districts' needs and that the provincial government had mechanisms in place, such as monthly meetings, to discuss their district's concerns. The focal person of Lahore said that the policies of the provincial government in the last 2-3 years were not flexible enough, while both Peshawar and Karachi were satisfied with the policies. Moreover, for the DFPL, the policies were not inclusive, and district administration was not included in the policy-making process; on the other hand, the focal person from Peshawar said that the WSSP services were inclusive. For Karachi, the representative cited that, although it was inclusive, the process was too long and strenuous, which caused issues and delays.

Financial/Budgetary provisions

For finance and budgetary requirements, meetings were organized up to the UC level, and proposals were sent out for specific district budgetary requirements at the provincial level. The representatives agreed that there was a lack of resources, but there were also other hurdles such as overlapping mandates, institutional gaps, and red tape/bureaucratic hurdles. The districts of Peshawar and Karachi received budgets according to their needs, but representatives from Lahore said that they did not.

Communication and Coordination

All three districts had portals for complaint redressal and mechanisms in place for community mobilization, such as the Citizen Liaison Cell (CLC) at the WSSP level for community engagement in Peshawar and committees at the UC level for Karachi.

Service Delivery (Infrastructure, Resources)

The current infrastructure is insufficient for all three districts. The areas that were lacking included education, water, electricity, roads, and hospitals. The reason cited for Peshawar was the overgrowing population, while for Karachi, the representative stated that the budget needed to be increased. The representatives agreed that their district was doing comparatively better than other districts of their respective provinces and that the staff was trained and skilled enough to meet demands. The partnership was undertaken by all three districts, and all agreed that it was both important and efficient. DFPL and DFPP added that there was an issue of frequent transfers in their districts, which caused issues during work.

All three also agreed that there were populations in their district that may be considered marginal/vulnerable owing to their political or socioeconomic status but that they were not discriminated against by the administration. The DFPK said that to improve services, the budget needed to be increased, and the policy-making process had to be made easier.

STATE OF
GOVERNANCE
IN PAKISTAN
2022

7

**ENGAGEMENT,
EXPERIENCE,
AND PERCEPTION
OF QUALITY OF
REPRESENTATION**

**HOUSEHOLD
SURVEY REPORT**

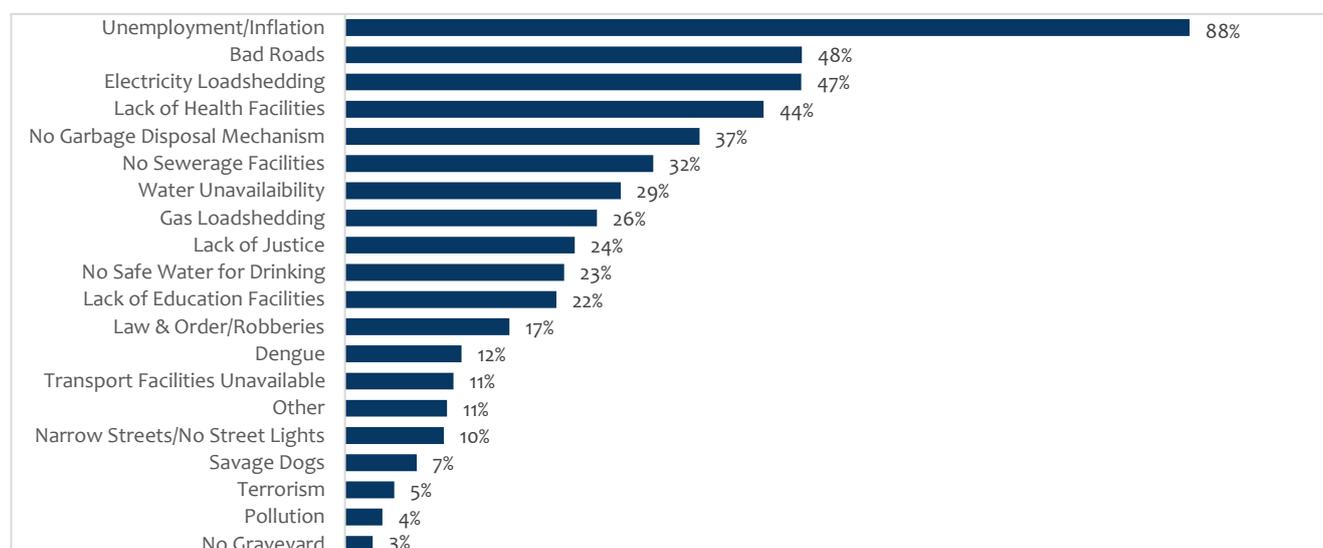
7. ENGAGEMENT, EXPERIENCE, AND PERCEPTION OF QUALITY OF REPRESENTATION

This section aims to measure citizens' engagement with, experience of, and satisfaction with political representation at local and national levels.

7.1 Major Issues in the Region

Respondents (*heads of households*) were asked to mention what they considered the most critical issues or problems in their respective areas. When asked to name the three most serious issues that their households were facing, unemployment/inflation was named by 88 percent as the single most critical issue at the national level, followed by the bad condition of the roads (48 percent) and electricity load shedding (47 percent). A detailed breakdown is shown in the figure below. The data suggest that issues such as a lack of health facilities and bad roads were more pronounced in rural areas than in urban areas. Conversely, issues of garbage disposal and a lack of safe drinking water were more frequently mentioned in urban areas. As for other tiers in urban and rural areas, unemployment was perceived by nearly nine out of ten respondents as the most critical issue facing their households. Further, 51 percent of urban respondents reported electricity load shedding, while 44 percent mentioned a lack of garbage disposal mechanisms. In contrast, in rural areas, bad roads (51 percent) and a lack of health facilities (52 percent) were identified as significant issues by nearly half of the respondents. A considerably greater proportion of respondents in rural areas (52 percent) were concerned about the lack of health facilities than were those living in urban areas (29 percent).

Figure 152: Major Issues in the Region (National)



National estimates calculated with a margin of error of ± 1.22 percent

Unemployment and inflation, bad roads, lack of health facilities, and lack of garbage disposal mechanisms were identified as four critical issues across the regions. Unemployment/inflation was overwhelmingly identified as an issue of foremost concern by respondents (*heads of households*) in all provinces: Sindh (94 percent), Khyber Pakhtunkhwa (91 percent), Balochistan (89 percent), and Punjab (81 percent).

In Khyber Pakhtunkhwa, respondents (*heads of households*) also expressed concerns about load shedding (63 percent) and lack of health facilities (48 percent). Respondents in Punjab perceived bad roads (59 percent) and lack of garbage disposal (55 percent) as two of the three critical issues that households were confronted with. Bad roads (64 percent) and electricity load shedding (63 percent) were regarded as two significant problems by nearly two-thirds of the respondents (*heads of households*) in Sindh. Finally, for approximately half of the respondents (*heads of households*) in Balochistan, the issues of concern were lack of health facilities (49 percent) and electricity load shedding (49 percent). More rural heads of households reported a lack of health facilities,

bad roads, and sewage facilities as compared to urban household heads, except for electricity load shedding, which was reported more by urban household heads.

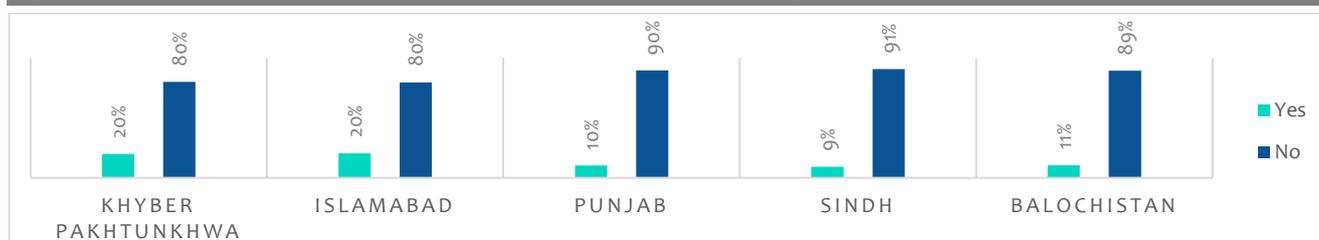
Rural-urban trends among regions showed that more urban household heads in Islamabad (90 percent compared to 65 percent in rural areas) said that unemployment/inflation was one of the most critical issues in their area and was one of the key issues across all other regions, with a negligible disparity seen in urban-rural households. More rural heads of households reported bad roads as an issue in Khyber Pakhtunkhwa (36 percent compared to 18 percent in urban areas), rural Islamabad (48 percent compared to 32 percent in urban areas), rural Punjab (64 percent compared to 50 percent in urban areas), rural Sindh (76 percent compared to 52 percent in urban areas), and rural Balochistan (40 percent compared to 33 percent in urban areas). Lack of health facilities was reported as a major issue by rural household heads in Khyber Pakhtunkhwa (51 percent, compared to 32 percent in urban areas), rural Punjab (51 percent, compared to 23 percent in urban areas), and rural Sindh (59 percent, compared to 24 percent in urban areas). Relatively more household heads reported electricity as an issue in urban Khyber Pakhtunkhwa (72 percent compared to 61 percent in rural areas), urban Sindh (69 percent compared to 56 percent in rural areas), and urban Balochistan (53 percent compared to 47 percent in rural areas). A lack of sewage facilities was reported in urban Punjab (48 percent, compared to 37 percent in rural areas), rural Sindh (62 percent, compared to 39 percent in urban areas), and rural Khyber Pakhtunkhwa (19 percent, compared to 13 percent in urban areas). For all other issues, as pointed out by the respondents, the trends in urban and rural areas were relatively similar.

Unemployment/inflation was perceived as one of the most critical issues faced by households in Peshawar (92 percent), Karachi (88 percent), Quetta (83 percent), Islamabad (76 percent), and Lahore (70 percent). Garbage disposal, water unavailability, and electricity load shedding are frequently mentioned issues. More than two-thirds of Peshawar stated that the second most critical issue was electricity load shedding, followed by gas load shedding, which was named by more than half of the respondents (*heads of households*). In Islamabad, aside from unemployment, more than half of the respondents mentioned a lack of garbage disposal and water unavailability as two other critical issues. Bad roads and lack of garbage disposal were mentioned in Lahore by 60 percent and 68 percent of respondents, respectively. More than half of the respondents (*heads of households*) perceived the same issues as two of the most critical ones facing them in Karachi, while 70 percent mentioned electricity load shedding. Finally, in Quetta, two other critical issues were water unavailability (56 percent) and electricity load shedding (45 percent).

7.2 Contact representatives from the local government

Respondents were asked whether, in the past four years, they or any other member of their family had contacted local government representatives. At the national level, an overwhelming majority of the respondents (87 percent) said that they or any member of their family had not contacted any representative of the local government during the past four years.⁶⁵ For urban and rural areas, nearly 90 percent said that they or any member of their family had not approached local government representatives over the past four years.

Figure 153: Contact with representatives from the local government (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

A nearly equal proportion of respondents in each region said that they or members of their families had not contacted representatives from the local government over the past four years. Twenty percent of households in Khyber

⁶⁵ It is worth mentioning here that local governments had been virtually non-existent in provinces since 2019 – which might account for lower proportion of respondents having contacted concerned representatives.

Pakhtunkhwa and Islamabad, 11 percent in Balochistan, 10 percent in Punjab, and nine percent in Sindh responded affirmatively. Rural-urban trends among regions showed that relatively more respondents/members of their families in rural Khyber Pakhtunkhwa (21 percent, compared to 15 percent in urban areas) and urban Islamabad (24 percent, compared to 16 percent in rural areas) reached out to representatives.

Figure 154: Contact with representatives from the local government (Capital Cities)



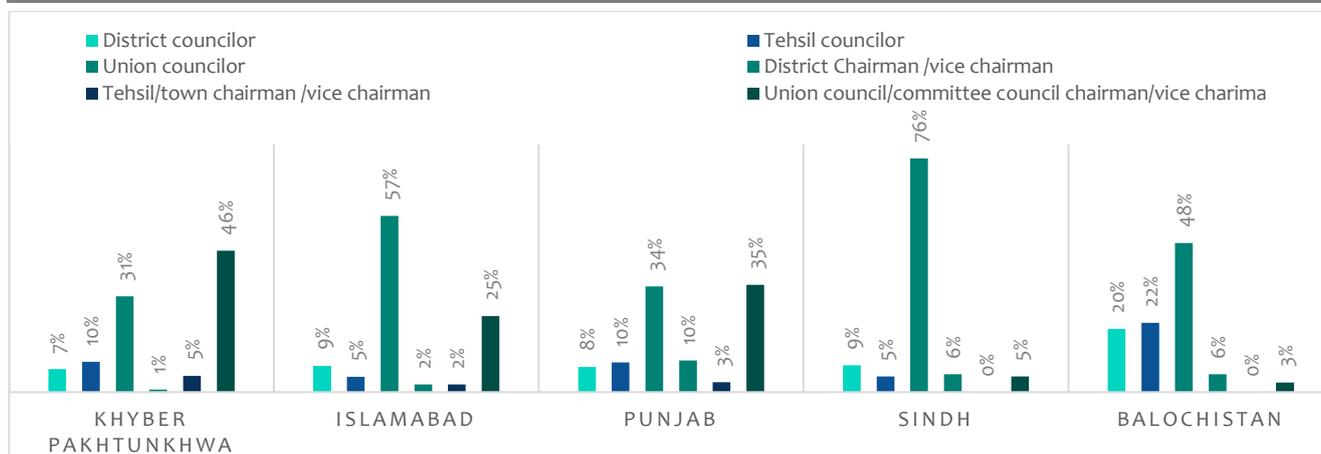
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, more than 80 percent of each capital city responded negatively. Only 20 percent of the respondents or members of their households contacted representatives from the local government in Islamabad, 12 percent each in Peshawar and Lahore, while nine percent each in Karachi and Quetta contacted their respective LG representatives.

7.2.1. Contacted officials

At the national level, 44 percent of respondents said that they or a member of their household contacted the union councilor, while 27 percent approached the Union council chairperson/committee council chairperson/vice chairman. Fifty percent of the respondents said that they or a member of their family contacted a union councilor compared to 42 percent in rural areas, 21 percent union council chairperson, compared to 30 percent in rural areas, and the remaining went to varying officials.

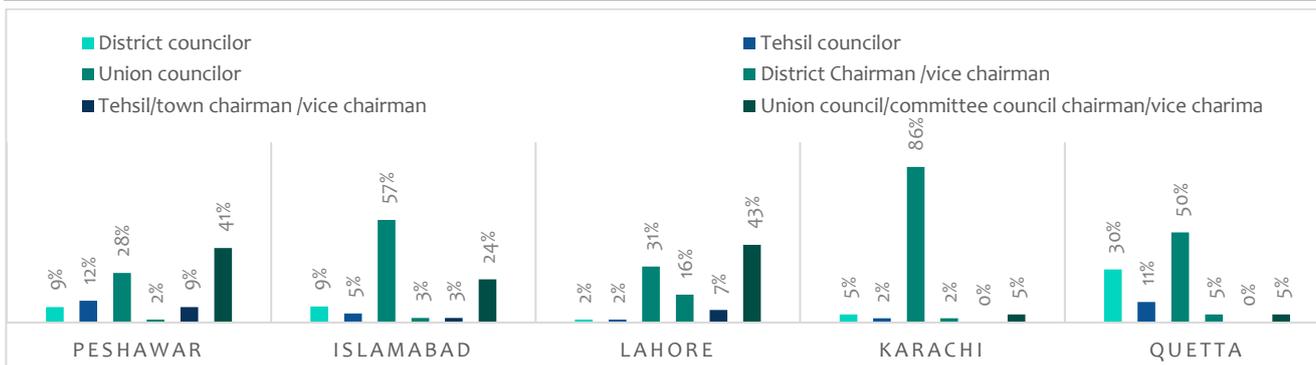
Figure 155: Contacted officials (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, the union councilor and the Union council chairperson/committee council chairperson/vice-chairman were the most contacted officials, particularly in Khyber Pakhtunkhwa, Islamabad, and Punjab. In Sindh and Balochistan, the most contacted official was the union councilor. The frequency of contact with district councilors (20 percent) and Tehsil councilors (22 percent) was higher in Balochistan than in the other provinces. Rural-urban trends among regions showed that more households in rural Punjab (10 percent compared to four percent in urban areas), rural Balochistan (27 percent compared to seven percent in urban areas), and urban Khyber Pakhtunkhwa (14 percent compared to six percent in rural areas) reached district councilors, whereas households in urban Balochistan reached Tehsil (31 percent compared to 18 percent in rural areas) and union councilors (56 percent compared to 45 percent in rural areas). Contact with Union councilors was higher among rural households in Khyber Pakhtunkhwa (33 percent, compared to 20 percent in urban areas).

Figure 156: Contacted officials (Capital Cities)



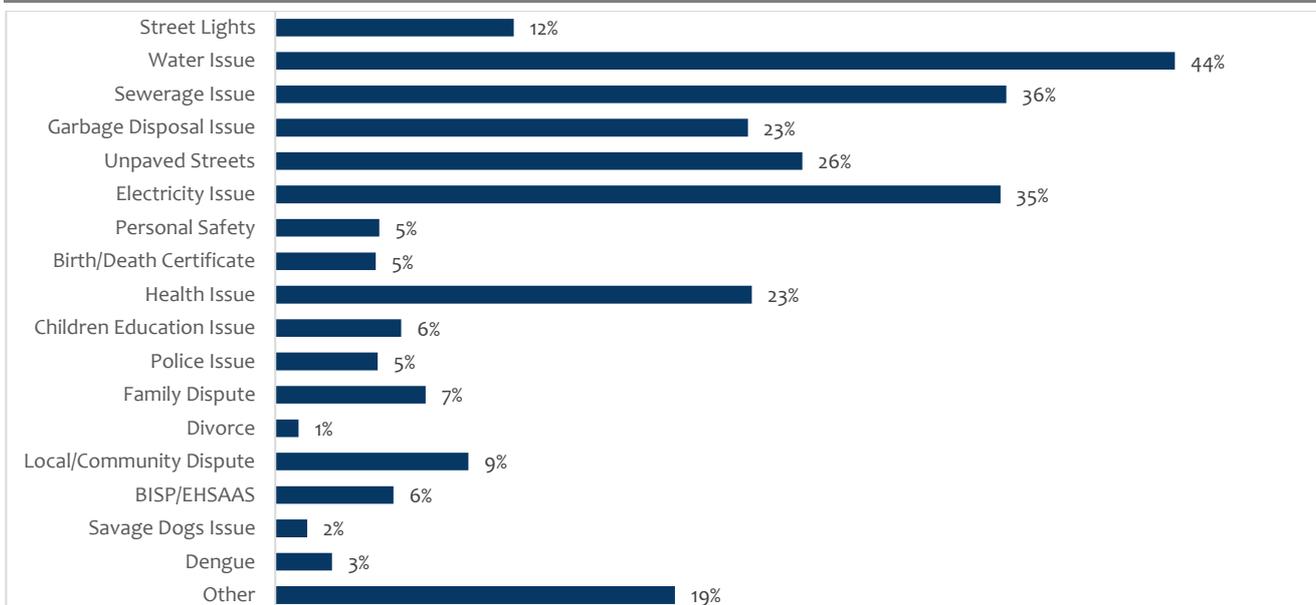
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Those who said that they or someone from their family contacted the local government representatives were asked about the designation of the person contacted. The city-wise breakdown of the responses is shown in the figure above. In Peshawar, 41 percent had contacted the union council chairperson or vice-chairman, while 28 percent said they had approached the union councillor. They were also contacted by most respondents in Islamabad (24 percent and 57 percent, respectively) and Lahore (43 percent and 31 percent, respectively). In Karachi, 86 percent approached the union councillor, while in Quetta, 50 percent said the same.

7.2.2. Purpose of contact

Overall, at the national level, 44 percent contacted local government representatives to discuss water-related issues, 36 percent said it was related to sewage, 26 percent wanted to discuss the issue of unpaved streets, 35 percent faced electricity issues, and 23 percent each had the issue of health and garbage disposal in mind. Issues related to water (49 percent), sewage (39 percent), garbage disposal (32 percent), and electricity (25 percent) were reported in urban areas. In rural households, water (41 percent) and electricity (41 percent) remained the most significant issues, followed by sewage (34 percent).

Figure 157: The purpose of contact with the representatives of the Local government (National)



National estimates calculated with a margin of error of ± 1.22 percent

At the regional level, In Khyber Pakhtunkhwa, the supply of electricity was the main reason mentioned by the respondents (heads of households) in most cases (58 percent). Citizens who had direct contact with local government representatives in Punjab were mainly driven by issues related to sewage (50 percent), garbage disposal (34 percent), and unpaved streets (42 percent). Along with water (47 percent), the same issues also prompted citizens in Sindh to contact their local government representatives, as 51 percent contacted sewage, 33 percent for

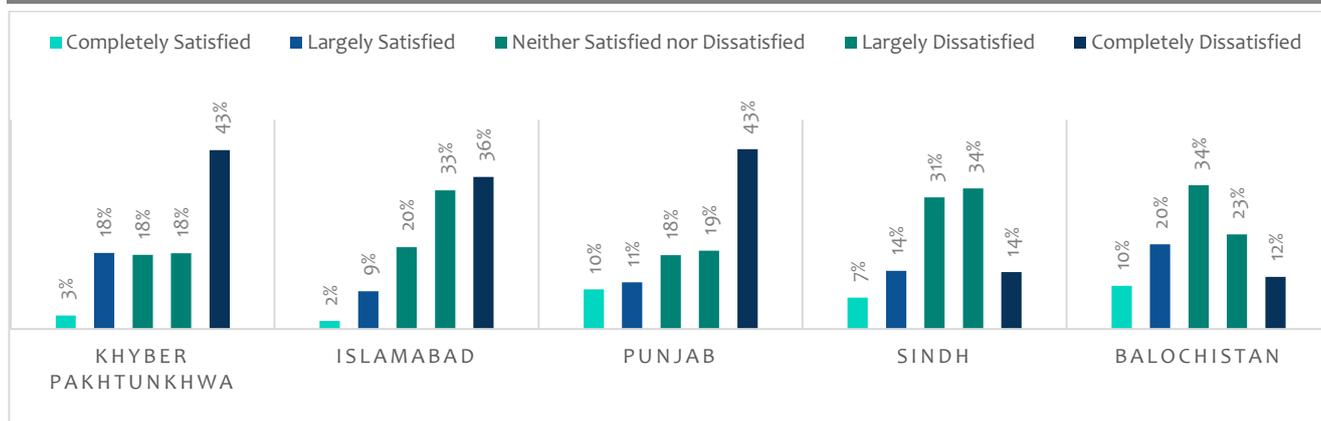
garbage disposal, and 27 percent for unpaved streets. Finally, in Balochistan, water and health issues accounted for 63 percent and 40 percent of all responses to the question on the purpose of contact, respectively. The sewage issue was reported to be the reason for contact among more households in rural Khyber Pakhtunkhwa, Islamabad, Sindh, and urban Punjab. Rural-urban trends among regions showed among more rural households in Khyber Pakhtunkhwa (60 percent – compared to 45 percent in urban), rural Sindh (27 percent – compared to 21 percent in urban), and rural Balochistan (39 percent – compared to 30 percent in urban) and urban households in Punjab (18 percent – compared to 12 percent in rural), and urban Islamabad (14 percent – compared to six percent in rural) the contact was made about electricity issues. Representatives were contacted for health issues by relatively more urban households in Sindh (18 percent, compared to six percent in rural areas), rural households in Punjab (18 percent, compared to 12 percent in urban areas), and rural Islamabad (14 percent, compared to five percent in urban areas). The disparity between urban and rural households regarding other purposes of contact was somewhat similar.

Citizens who had direct contact with their local government representatives were asked to describe the purpose of their contact.⁶⁶ In Peshawar, 60 percent said that they or someone in their household had contacted the relevant person to discuss issues of electricity, 31 percent said it was about sewage, and 26 percent said that the purpose was to discuss water issues. A substantial percentage of the Islamabad respondents (82 percent) reported that water issues were the purpose of their meetings. Citizens from Lahore approached LG representatives to discuss various issues, particularly those related to sewage (67 percent), garbage disposal (43 percent), and water (33 percent). Almost half of the respondents in Karachi and more than two-thirds in Quetta reported the same.

7.2.3. Satisfaction with issue resolution

Respondents (*heads of households*) were asked to share their satisfaction with the resolution of their issues. At the national level, 21 percent of the respondents (*heads of households*) expressed satisfaction, whereas the majority (58 percent) were dissatisfied with the resolution of their issues. Half of the respondents (*heads of households*) in urban areas (50 percent) were dissatisfied, whereas almost two-thirds (61 percent) of those in rural areas were dissatisfied.⁶⁷

Figure 158: Satisfaction with issue resolution (Regional)



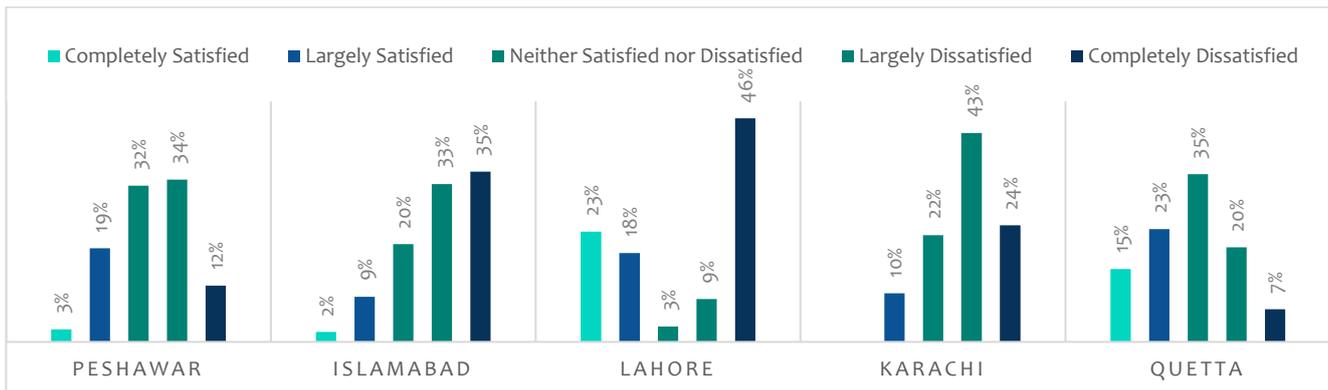
Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, dissatisfaction with issue resolution was high across regions, as specified by 69 percent of respondents (*heads of households*) in Islamabad, 62 percent in Punjab, 61 percent in Khyber Pakhtunkhwa, 48 percent in Sindh, and 35 percent in Balochistan. The urban-rural trends across regions show that the rural heads of households in Punjab (65 percent compared to 52 percent in urban areas), Balochistan (39 percent compared to 25 percent in urban areas), Khyber Pakhtunkhwa (62 percent compared to 52 percent in urban areas), and urban Islamabad (76 percent compared to 60 percent in rural areas) expressed dissatisfaction with the resolution of their issues.

⁶⁶ Respondents were asked to point out three options/purposes

⁶⁷ The percentages indicate the clubbed responses of "largely satisfied" and "completely satisfied" for the satisfaction category. And "largely dissatisfied" and "completely dissatisfied" for the dissatisfaction category". The respective bifurcations of these labels are presented in the graphs.

Figure 159: Satisfaction with the resolution of the issue by LG Official (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

More than two-thirds of the respondents (heads of household) in Islamabad (68 percent), 55 percent in Lahore, and 67 percent in Karachi expressed dissatisfaction when asked whether they were satisfied with the local government representatives at the point of resolution of their issues.⁶⁸ More than one-third of Quetta respondents (38 percent) expressed satisfaction, while 27 percent of them were dissatisfied. While 46 percent of Peshawar respondents expressed dissatisfaction, 22 percent expressed satisfaction.

Pakistan has little semblance of a local government structure, with only four provinces managing more than 200 million people. Political centralization at both the federal and provincial levels, which accommodates top-down approaches, has undermined the value of the current municipal systems. As of 2019, local governments have been nonexistent in provinces, along with amendments to the Local Government Act. The citizens were asked about their experiences with the local government in the past four years and a seeming majority expressed their dissatisfaction. While this may directly add to their inability to resolve issues directly under their mandate, it also signifies a larger factor at play as the local governments in the country are seldom allowed to function according to their mandates.

Article 140 A of the constitution reads: “Each province shall, by law, establish a local government system and devolve political, administrative and financial responsibility and authority to the elected representative of the local governments”.

The constitution makes it obligatory for the establishment to ensure that a devolution plan providing fundamental human rights enumerated from Articles 8 to 28 is in place.

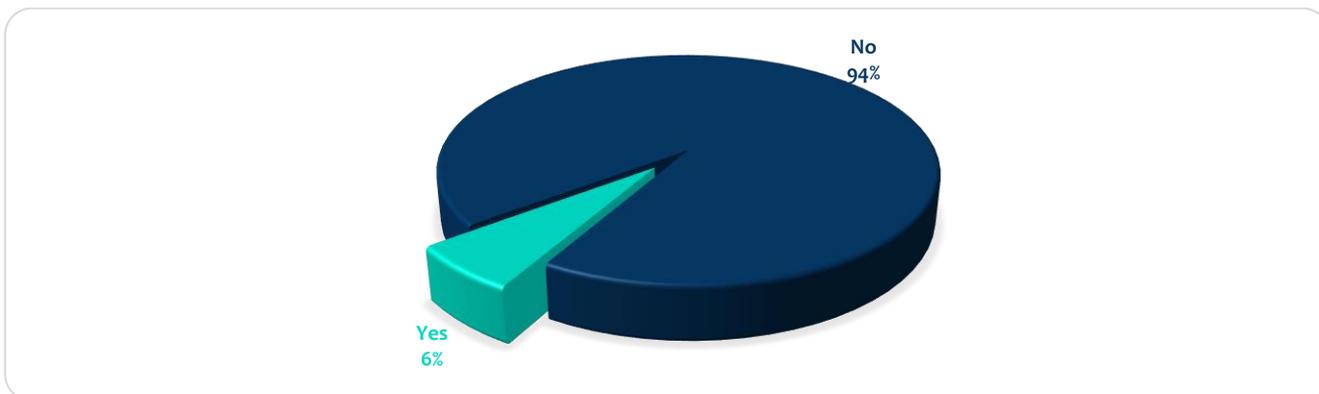
Effective social service delivery at the grassroots level is a prerequisite for an inclusive decentralized system, the importance of which cannot be denied. Evidence suggests that local governments have proven sufficiently cost-effective in managing issues related to water supply and sanitation, garbage collection, sewage, road maintenance, streetlights, and so on. In the absence of a local government system, provincial governments are forced to intervene in the administration of these services, often with mixed results, as the grassroots connection is cut off, leading to a disconnect between citizens and authorities. In addition to this, the provincial governments have not designed these services. Thus, to ensure that this process is engaging and representative, the country needs an empowered local government system.

7.3. Engagement with Elected Representative: MNA

When asked whether the respondents or anyone from their family had contacted the MNA from their respective areas at the national level only six percent of households responded affirmatively.

Figure 160: Contact with the MNA in the last three years (National)

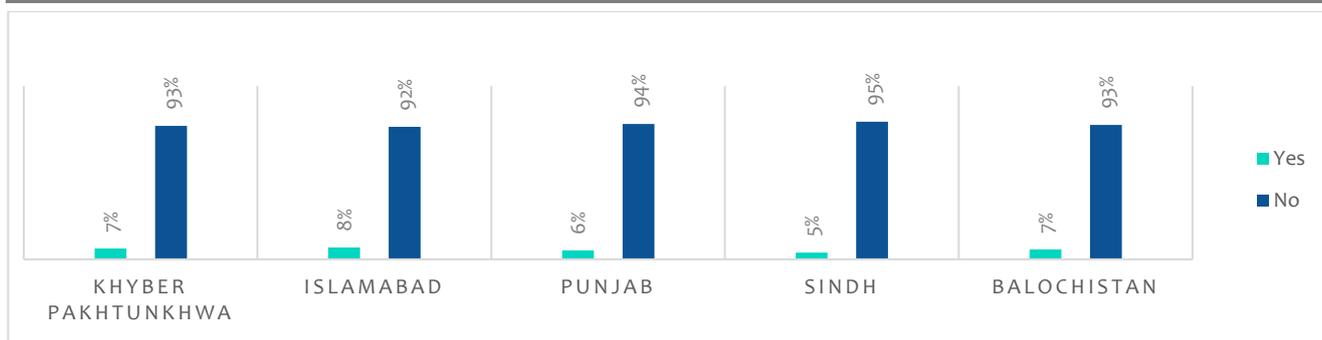
⁶⁸ Three issues were identified by each respondent for which they had approached the local government representative with a complaint/request



National estimates calculated with a margin of error of ± 1.22 percent

More households in rural areas (7 percent) than in urban areas (5 percent) reached MNAs.

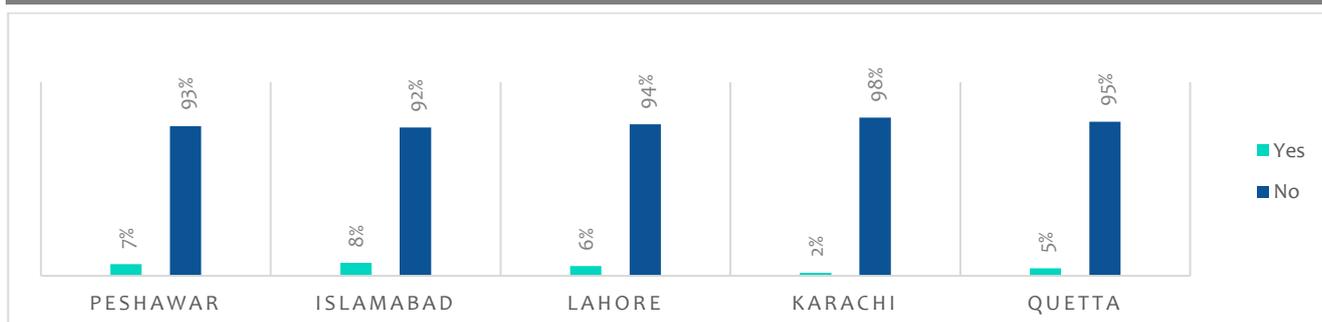
Figure 161: Contact with the MNA in the last three years (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, more than 90 percent of households did not reach their MNAs in the last three years. However, eight percent in Islamabad, seven percent each in Khyber Pakhtunkhwa and Balochistan, six percent in Punjab, and five percent in Sindh have reached their MNA in the last three years. The percentage of households that reached the MNA was almost the same across the urban-rural divide.

Figure 162: Contact with the MNA in the last three years (Capital Cities)



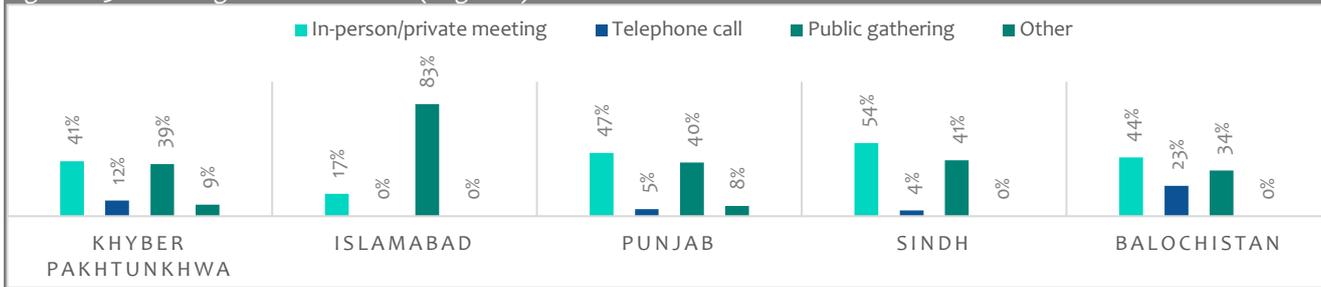
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, the majority did not reach their respective MNAs, while only eight percent in Islamabad, seven percent in Peshawar, six percent in Lahore, five percent in Quetta, and two percent in Karachi responded affirmatively.

7.3.1. Reaching out to the MNAs

At the national level, most households contacted their MNAs through in-person/private meetings (48 percent) or public gatherings (39 percent). 45 percent of urban areas reached the MNA via a private audience/meeting, while 42 percent of rural areas did the same. More households in urban areas (47 percent) than those in rural areas (40 percent) participated in public gatherings.

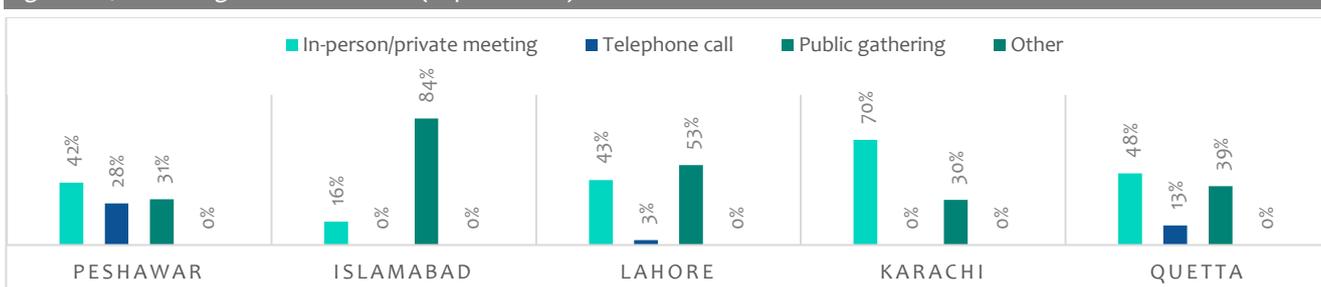
Figure 163: Reaching out to the MNAs (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, private meetings and public gatherings were the two often mentioned modes of contact with the MNA, although the former choice was more often used than the latter. In Khyber Pakhtunkhwa, 41 percent mentioned private meetings, and 39 percent said public gatherings. Around half in Punjab (47 percent) said they held a private meeting, while 40 percent said they met at a public gathering. In Sindh, 54 percent said private meetings, and in Balochistan, the corresponding figure was 44 percent. More urban households in Balochistan (50 percent, compared to 42 percent in rural areas), Punjab (51 percent – compared to 45 percent in rural areas), Islamabad (22 percent, compared to seven percent in rural areas), and rural Khyber Pakhtunkhwa (42 percent, compared to 29 percent in urban areas) relied on in-person/private meetings. Rural households in Islamabad (93 percent, compared to 78 percent in urban areas) and urban Khyber Pakhtunkhwa (53 percent, compared to 37 percent in rural areas) reached out through public gatherings. No variations were found among urban-rural households in Sindh.

Figure 164: Reaching out to the MNAs (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, households in Islamabad and Lahore used public gatherings to access MNAs, while 70 percent in Karachi relied on in-person/private meetings, 28 percent in Peshawar, and 13 percent in Quetta contacted MNAs via telephone.

7.3.2. Purpose of contact

When respondents were asked whether they or any member of their household had approached MNA during the past three years, an overwhelming 94 percent of respondents said no. Of those who did start contact, 21 percent said that the purpose of contact was related to personal issues, 18 percent said it pertained to water, and 15 percent said it was about development funds. The personal role of MNAs in rural areas generally held more significance; the proportion of households in rural areas (18 percent) who contacted their MNA about the issue of development funds was three times that of those who did so in urban areas (6 percent). This implies that an in-built system of privileges and patronage is a persistent governance issue. On the other hand, the issue of water was more prominent in the case of respondents in urban areas (28 percent) who had contact with the MNA.

Regionally, in Khyber Pakhtunkhwa, the most frequently mentioned reasons for contact with the MNA were electricity (22 percent) and water (14 percent). In Islamabad, 72 percent of respondents reported water issues. Responses in Punjab refer to development funds and sewage at 12 percent each. In Balochistan, 39 percent said development funds, 16 percent said water, and 17 percent said personal issues. Rural-urban trends among regions showed a significantly higher number of rural households in Balochistan (44 percent – compared to 18 percent in

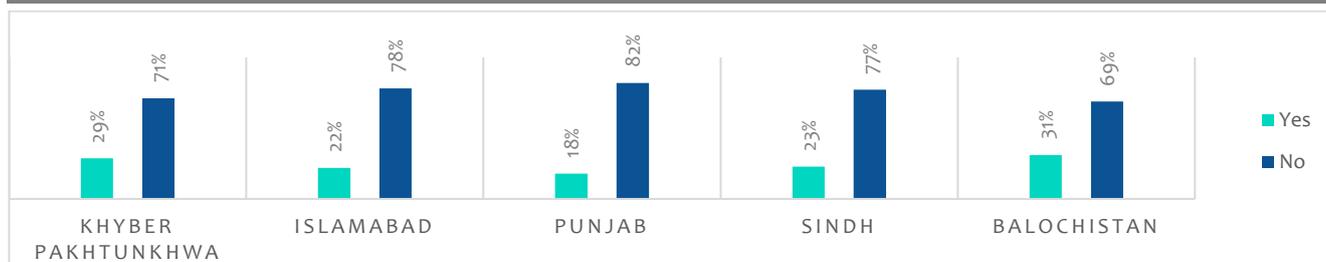
urban areas) reached out for issues related to development funds; more urban households in Khyber Pakhtunkhwa (29 percent – compared to 12 percent in rural areas), Punjab (17 percent – compared to 10 percent in rural areas), Sindh (17 percent – none reported in rural areas), and Balochistan (27 percent – compared to 14 percent in rural areas) reached out for issues of water, while more rural households in Sindh (55 percent – compared to 47 percent in urban areas) and urban households in Balochistan (32 percent – compared to 14 percent in rural areas) reached out for personal issues.

Respondents who had contact with their MNA were further asked about the purpose of their contact. These contacts were mostly related to electricity, development funds, and water-related issues. In Peshawar, for example, 39 percent said that they discussed the issue of electricity and 14 percent said it was related to water issues. In Islamabad, 72 percent went to see their MNA to highlight the water issue. In Lahore (13 percent) and Karachi (40 percent), sewage was also an issue that the respondents discussed with their MNA. Development funds (22 percent) and water issues (30 percent) were at the top of the meeting agenda for Quetta’s citizens.

7.3.3. Fulfillment of the purpose

Respondents (*heads of households*) were further asked if their purpose of contact was fulfilled. At the national level, only 26 percent of households responded affirmatively, while 74 percent said that their purpose was not fulfilled. In urban areas, 28 percent of the respondents, as opposed to 25 percent in rural areas, said that their purpose was fulfilled.

Figure 165: Fulfillment of the purpose (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

The provincial breakdown suggests that only 31 percent of respondents in Balochistan and 29 percent in Khyber Pakhtunkhwa said that their purpose was fulfilled, while this was lower for respondents in Sindh (23 percent), Islamabad (22 percent), and Punjab (18 percent). Rural-urban trends among regions showed more urban households in Khyber Pakhtunkhwa (41 percent, compared to 27 percent in rural), and urban Punjab (27 percent – compared to 14 percent in rural) compared to rural households, said their purpose was not fulfilled.

Figure 166: Fulfillment of the purpose (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

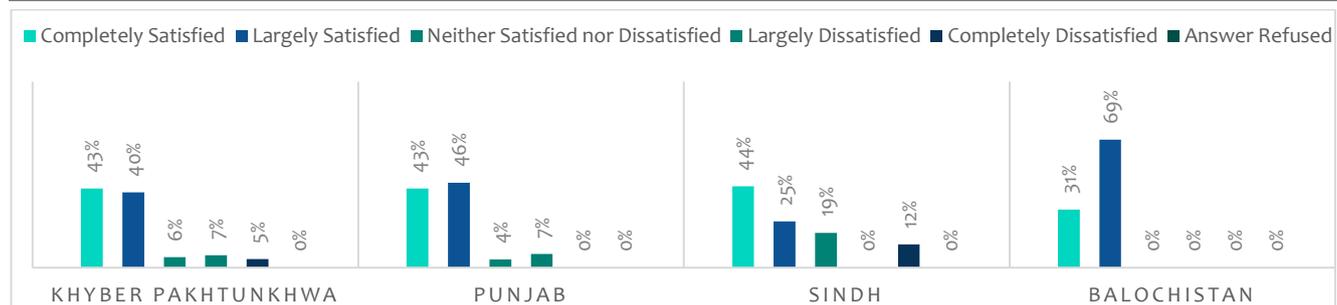
Respondents who approached their MNA were asked if their purpose in the meeting was fulfilled. More than two-thirds of the respondents in all districts (except for Quetta) said that their purpose was not fulfilled.

7.3.4. Satisfaction with the performance of MNA

At the national level, 83 percent of the respondents (*heads of households*) said they were satisfied with the performance of their MNA, while seven percent were neither satisfied nor dissatisfied. A further nine percent expressed dissatisfaction and one percent refused to answer. In rural areas, 86 percent of the respondents (*heads*

of households) were satisfied with the performance of their MNA, while in urban areas, 78 percent expressed satisfaction.

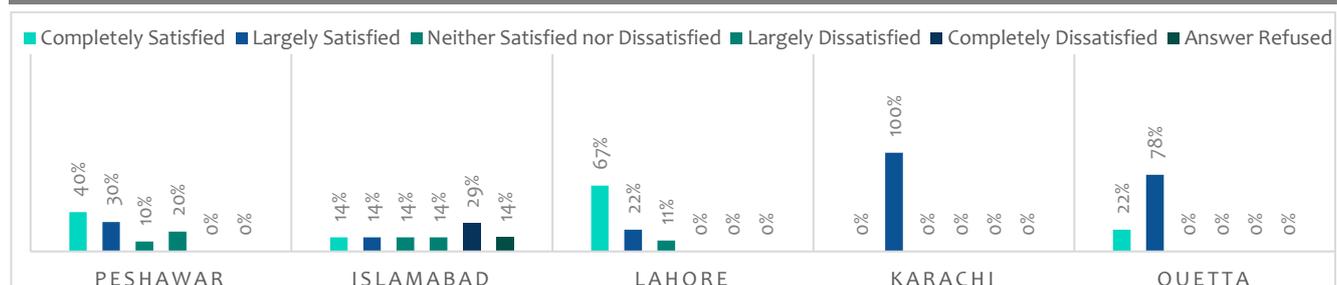
Figure 167: Satisfaction with the performance of MNA (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

A region-wise breakdown of satisfaction levels suggests – a complete satisfaction was reported by respondents (heads of households) in Balochistan while 89 percent in Punjab, 83 percent in Khyber Pakhtunkhwa, and 69 percent in Sindh said satisfaction with the performance of their MNAs. Another 12 percent in Khyber Pakhtunkhwa and Sindh, and seven percent in Punjab expressed dissatisfaction with the performance of their MNAs. Rural-urban trends among regions showed that relatively more household heads in urban Khyber Pakhtunkhwa (29 percent, compared to eight percent in rural areas) and rural Islamabad (66 percent, compared to 25 percent in urban areas) said they were dissatisfied with the performance of the MNAs.

Figure 168: Satisfaction with the performance of MNA (Capital Cities)



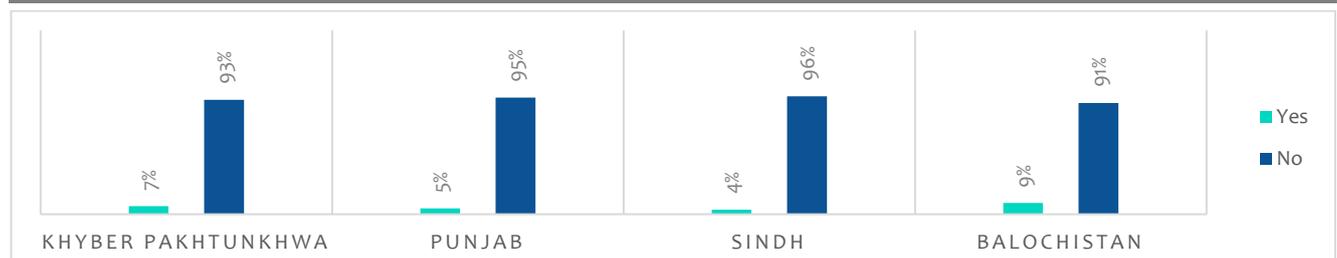
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Respondents were asked if they or any members of their households who approached their MNAs were satisfied with the MNA’s performance. All respondents (100 percent) in Karachi and Quetta expressed satisfaction with their MNA. In Lahore, 89 percent and 70 percent of Peshawar had similar opinions. However, only 28 percent of Islamabad confirmed satisfaction, while 43 percent said they were dissatisfied with the performance of their MNA.

7.4. Engagement with Elected Representative: MPA

When respondents were asked whether they or any member of their household had contacted their MPA in the last three years – at the national level—94 percent of respondents said they had not approached their MPA during the last three years. More respondents in rural areas (7 percent) than in urban areas (5 percent) said that they or a member of their family had contacted their MPA in the last three years.

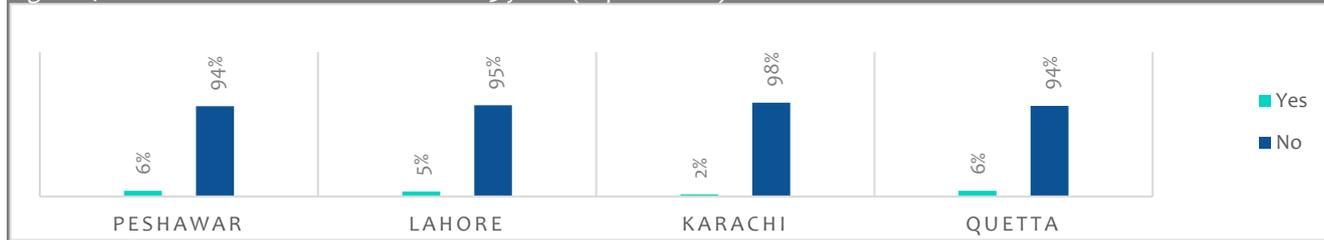
Figure 169: Contact with the MPA in the last three years (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, nine percent in Balochistan, seven percent in Khyber Pakhtunkhwa, five percent in Punjab, and four percent in Sindh said that they had contacted their MPA in the last three years. No disparity was observed among urban-rural households in their contact with the MPAs.

Figure 170: Contact with the MPA in the last 3 years (Capital Cities)



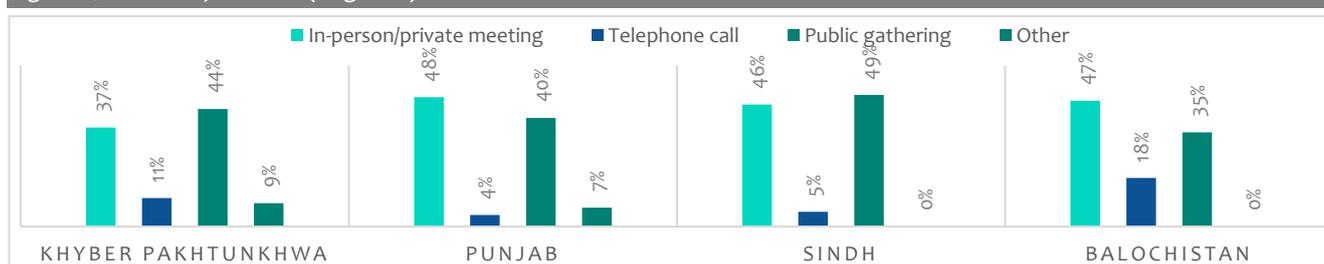
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Upon being asked whether they or any member of their family had contacted their MPA during the last few years, most respondents in all the surveyed districts responded negatively, with only six percent of households in Peshawar and Quetta, five percent in Lahore, and two percent in Karachi responding affirmatively.

7.4.1. Reaching out to the MPAs

At the national level, of the respondents/or any member from their households who contacted their MPAs, 45 percent of respondents said they made contact via in-person/private meetings, while 40 percent said they approached the MPA during a public gathering. In urban areas, 44 percent said they contacted the MPA through a 'private meeting', while 47 percent said, a 'public gathering'. The corresponding figures for rural areas were 45 percent and 37 percent, respectively.

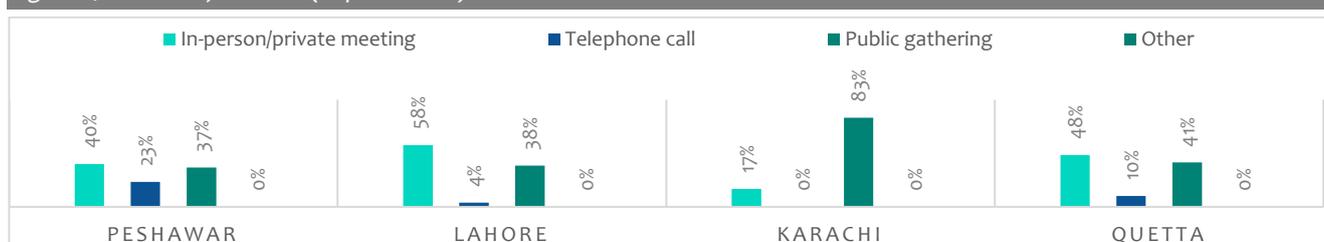
Figure 171: Form of contact (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

The regional breakdown also shows that approaching the MPA in a public gathering or through an in-person/private meeting took precedence over other forms. Rural-urban trends among regions showed that more households in urban Khyber Pakhtunkhwa (50 percent, compared to 35 percent in rural), Punjab (55 percent, compared to 45 percent in rural), and rural Sindh (59 percent, compared to 32 percent in urban) reached out through in-person/private meetings, while households in urban Sindh (68 percent compared to 30 percent in rural) and Balochistan (43 percent – compared to 32 percent in rural) reached out through public gatherings.

Figure 172: Form of contact (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Those who had approached MPAs during the last three years were asked about the mode of their contact. In Peshawar, 40 percent held a private meeting, 37 percent said they approached MPAs during a public gathering, and another 23 percent had made a telephone call. In Lahore, 58 percent said a 'private meeting', while 38

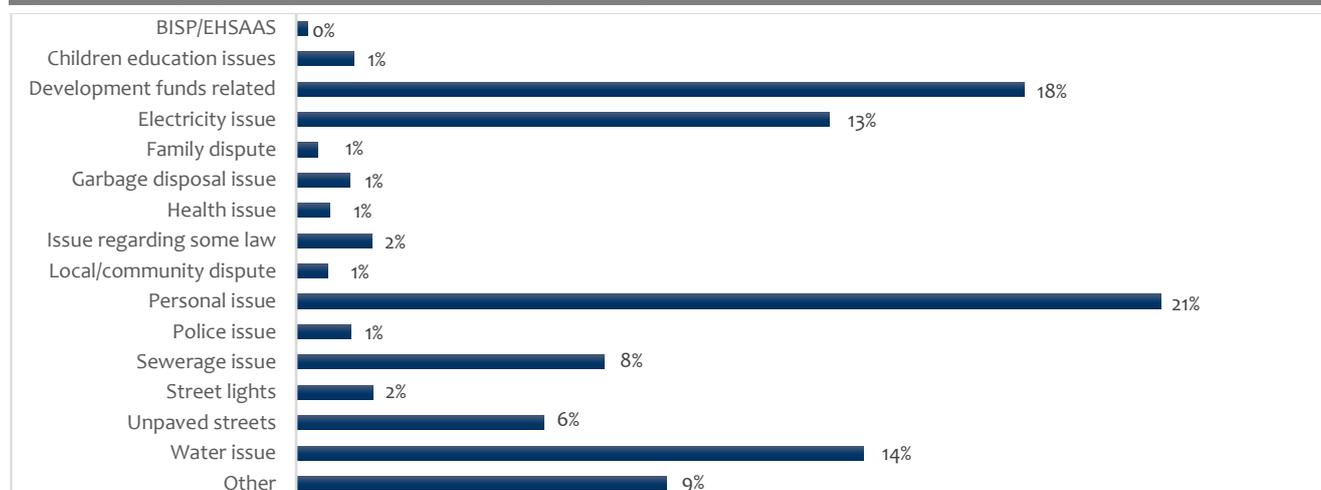
percent said it was through a public gathering that they had contact with their MPA. Most of the respondents in Karachi (83 percent) reported that ‘public gatherings’ were contact platforms. Lastly, 48 percent in Quetta said the sort of contact involved holding a private meeting, while 41 percent said the public gathering was the mode of contact.

7.4.2. Purpose of contact

At the national level, personal issues (21 percent), development funds (18 percent), water issues (14 percent), and electricity issues (13 percent) were the most frequently mentioned reasons for contact with the MPAs.

More respondents in rural areas (20 percent) than in urban areas (15 percent) described development-fund-related issues as the purpose of their contact. The same pattern was observed for personal issues, with eight percent fewer respondents in urban areas than in rural areas, recording it as the purpose of their contact. Compared with the case of the MNA, engagement with the MPA in rural areas about development issues is greater.

Figure 173: The purpose of contact with the MPA (National)



National estimates calculated with a margin of error of ± 1.22 percent

The reasons for contact varied across provinces. In Khyber Pakhtunkhwa, 24 percent had approached their MPA in connection with issues of electricity, 18 percent for personal issues, 12 percent for development funds, and 13 percent said it was related to water issues. In Punjab, the most frequently cited reasons for contact were personal (19 percent), sewage (16 percent), and development funds (12 percent). In Sindh, the relevant issues were personal (38 percent), sewage (16 percent), and electricity (11 percent). Finally, 31 percent in Balochistan said ‘development issues’, and 19 percent each said water issues and personal issues. Rural-urban trends among regions showed relatively more households in urban Sindh (18 percent – compared to four percent in rural) and Balochistan (17 percent – compared to nine percent in rural) reached out for electricity issues, while more rural households in Khyber Pakhtunkhwa (20 percent – compared to seven percent in urban), Punjab (25 percent – compared to six percent in urban), and Sindh (44 percent – compared to 32 percent in urban) reached out for issues of personal matters, issues related to water persisted more among urban Balochistan (23 percent – compared to 17 percent in rural), rural Punjab (10 percent – compared to three percent in urban), and rural Khyber Pakhtunkhwa (13 percent – compared to seven percent urban).

Respondents provided several reasons for their contact with MPAs. In Peshawar, 40 percent of those who approached their MPA said they discussed electricity issues with them. In Lahore, 15 percent said that the purpose was to resolve sewage issues and 12 percent said it was for streetlights. In Karachi, 50 percent said, “sewage issues” and 33 percent for the water issue. Lastly, 14 percent in Quetta described ‘development funds’ as the reason for their contact with MPA, while 28 percent said it was about “personal issues” and a further 31 percent said water issues for contact.

7.4.3. Fulfillment of Purpose

When asked whether their purpose of contact with the MPA was fulfilled, most respondents (heads of households) (77 percent) said that their purpose of meeting MPAs was not fulfilled. In both urban and rural areas, the majority were of the view that their purpose was not fulfilled even after they met their MPA, as reported by 79 percent of households in rural areas and 71 percent in urban areas.

Figure 174: Fulfillment of Purpose (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Most respondents (heads of households) in Balochistan (82 percent), Punjab (79 percent), Khyber Pakhtunkhwa (74 percent), and Sindh (65 percent) believed that their purpose was not fulfilled. Rural-urban trends among regions showed that more households in rural Khyber Pakhtunkhwa (76 percent, compared to 64 percent in urban areas) and rural Sindh (70 percent – compared to 61 percent in urban areas) said their purpose of contact was not fulfilled compared to urban households.

Figure 175: Fulfillment of Purpose (Capital Cities)



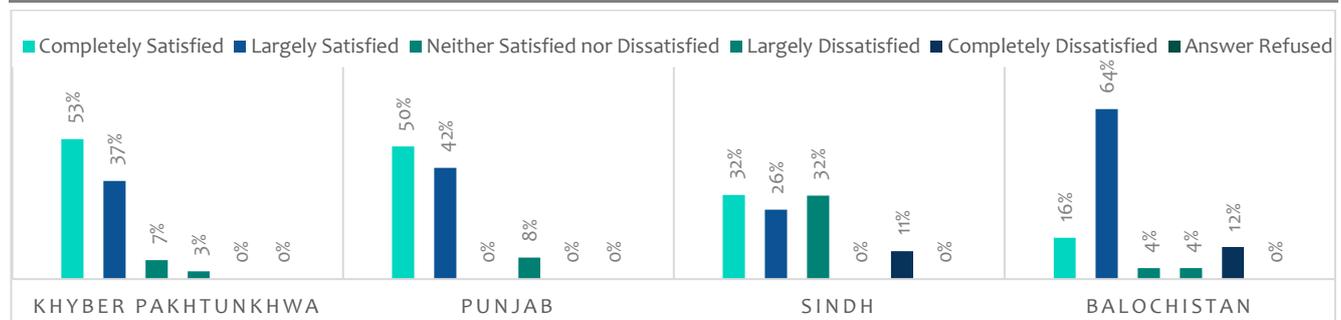
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

A considerable majority of respondents in Peshawar (77 percent), Quetta (76 percent), Lahore (73 percent), and Karachi (67 percent) said that the purpose of meeting the MPA was not fulfilled.

7.4.5. Satisfaction with the performance of MPA

At the national level, 80 percent of respondents (heads of households) on the national level expressed satisfaction with MPAs, while 10 percent expressed dissatisfaction. The majority of respondents in both urban (77 percent) and rural (82 percent) areas expressed satisfaction with the performance of their MPAs.

Figure 176: Satisfaction with the performance of MPA (Regional)

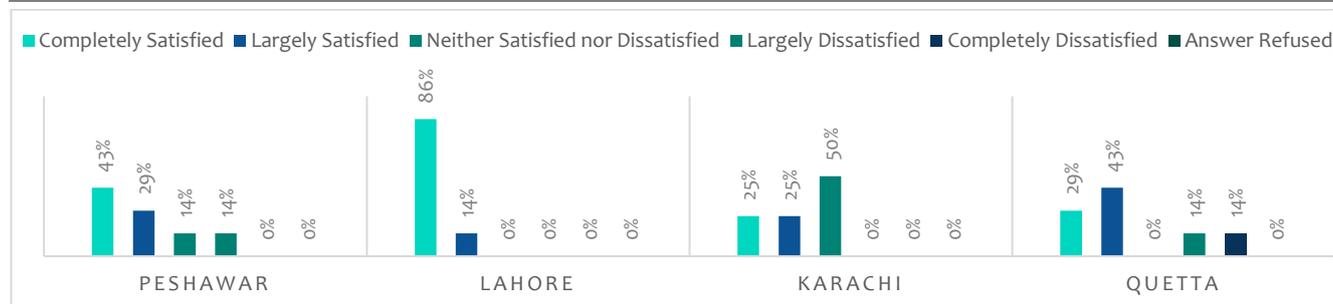


Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, the majority of respondents in Punjab (92 percent), Khyber Pakhtunkhwa (90 percent), and Balochistan (80 percent) were satisfied with the performance of their respective MPAs. Satisfaction with MPA was expressed

by Sindh (58 percent), whereas 11 percent expressed dissatisfaction. Rural-urban trends among regions showed that satisfaction with the performance of MPAs was higher among household heads in urban Punjab (100 percent compared to 88 percent in rural), urban Balochistan (90 percent compared to 74 percent in rural), rural Sindh (63 percent compared to 54 percent urban), and rural Khyber Pakhtunkhwa (95 percent compared to 60 percent in urban areas).

Figure 177: Satisfaction with the performance of MPA (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Those who had approached MPA were asked about their level of satisfaction with MPA performance. In Peshawar, more respondents (*heads of households*) (72 percent) said that they were satisfied than dissatisfied (14 percent). In Lahore, 100 percent of respondents said that they were satisfied. In Karachi, half (50 percent) expressed satisfaction, whereas in Quetta, 72 percent were satisfied, and 28 percent expressed dissatisfaction.

While most households did not fulfill the purpose of meeting the MPA, their satisfaction levels with their respective MPAs were rather high.

The primary role of the MNA is that of a legislator and it is representative of the constituency in policymaking and oversight. While an MPA has identical powers at the provincial level, it has an added responsibility to watch and oversee the allocation and use of provincial funds through the National Finance Commission Award. It is an extension of the function of oversight that an MNA manages at the federal level. In addition, MNAs and MPAs can raise questions during parliamentary proceedings, demand answers, and raise a point of order.⁶⁹

Only six percent of the population at the national level reached out to their MNA and MPAs, and this majority said their purpose of reaching out to them was not fulfilled, while satisfaction levels were high. Misinformation on the roles and responsibilities of MNA/MPAs exists among the public, as there is a general misconception that the job of an MNA and MPA is that of the local government and city administration. Evidence suggests that the major purpose for which MPAs and MNAs are contacted by citizens revolves mostly around development funds and the provision of public services. It is worth noting that these services come under the domain of relevant local government institutions and hence should be resolved by the relevant departments and do not fall under the ambit of MPAs or MNAs. Such scenarios keep them from performing their actual duties and occupy them in situations that other institutions manage. There is a need to increase awareness among the public to hold relevant institutions accountable for areas that are lacking. Engagement with the MNAs and MPAs was staggeringly low, which requires further research on the reason for low engagement – to learn if this owes to a lack of trust, inability to approach them, or just a general lack of understanding of how to engage with these representatives. Engagement and representation are preconditions to qualify for satisfactory governance; the lower these are, the higher the chances of discontent and disconnection between the elected representatives and the masses.

⁶⁹ Adnan Rasool. "Elections 101: What Are Your MPAs and MNAs Actually Meant to Do?" DAWN.COM, 27 Mar. 2019, <https://www.dawn.com/news/1417468>.

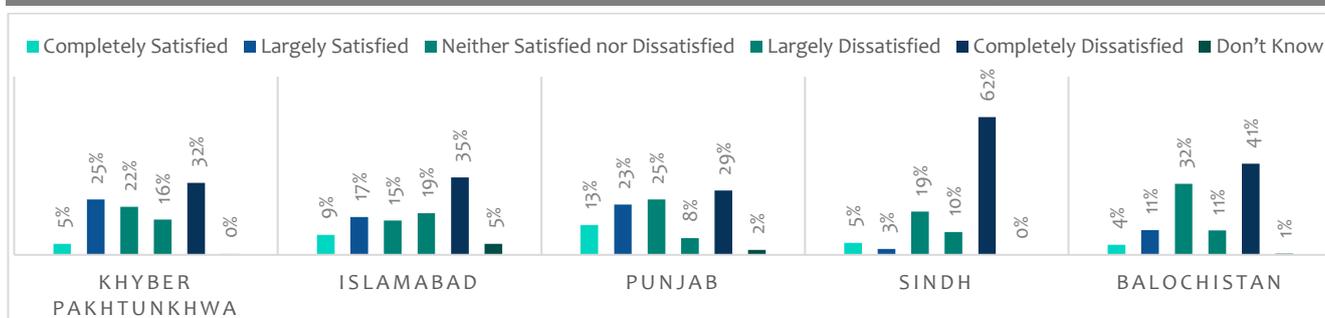
8. SATISFACTION WITH LOCAL, PROVINCIAL, AND FEDERAL GOVERNMENTS

When assessing the state of governance, citizens' perceptions of the efficacy of their local, provincial, and federal governments provide insight into their contentment with current structures. Respondents were asked to share their satisfaction levels with the local, provincial, and federal governments, along with their trust in state institutions.⁷⁰

8.1. Satisfaction with the performance of the Union/Local council in the past 4 years

When asked about satisfaction with the performance of the Union/Local Council in the past four years, at the national level, only 23 percent expressed satisfaction, the majority (52 percent) expressed dissatisfaction, and 24 percent were neither satisfied nor dissatisfied. Half of the respondents (*heads of households*) in rural areas (50 percent) and 56 percent in urban areas expressed dissatisfaction.

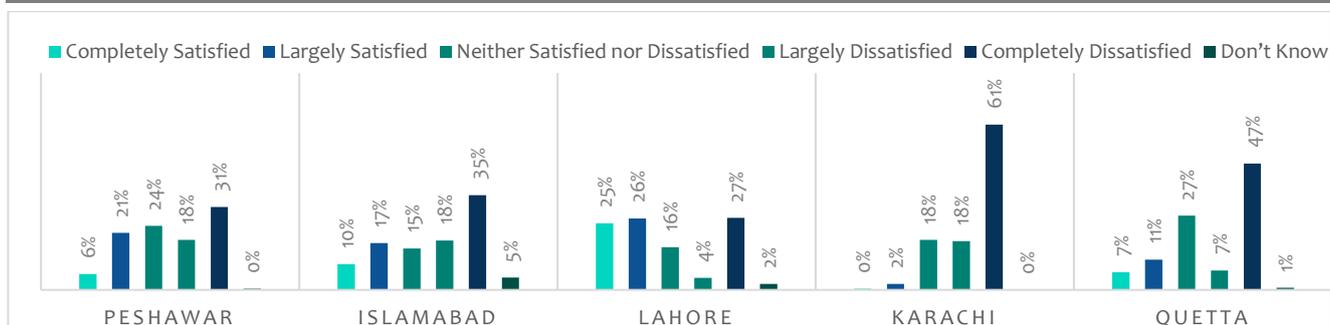
Figure 178: Satisfaction with the performance of Union/local council in the past 4 years (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, satisfaction levels were low, with 72 percent in Sindh, 54 percent in Islamabad, 52 percent in Balochistan, 48 percent in Khyber Pakhtunkhwa, and 37 percent in Punjab being dissatisfied with the union/local council's performance. Relatively more respondents (*heads of households*) in urban Punjab (43 percent), urban Islamabad (22 percent), and rural Sindh (11 percent, compared to five percent in urban Sindh) expressed satisfaction with the performance of union/local councils in the past four years. Dissatisfaction with the union/local council was similar across urban-rural heads of households.

Figure 179: Satisfaction with the performance of Union/local council in the past 4 years (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, satisfaction levels were generally low except in Lahore, where 51 percent expressed satisfaction with the performance of their union council/local council. The dissatisfaction levels were highest in

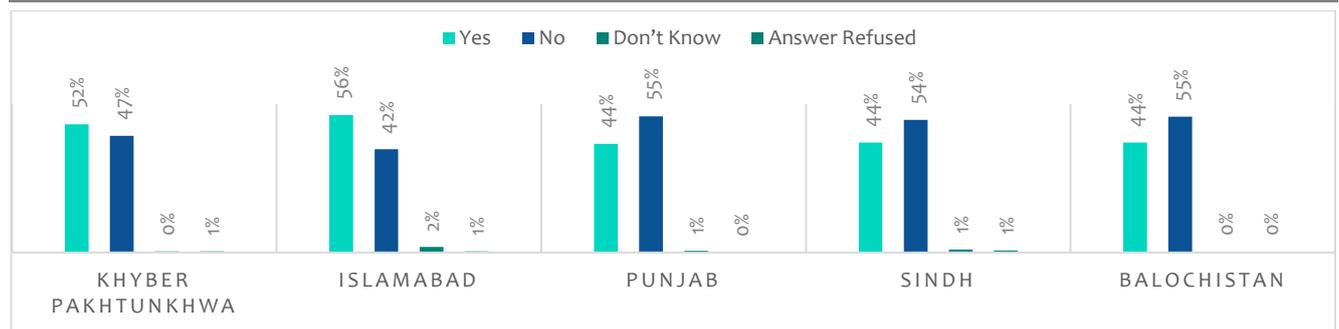
⁷⁰ The percentages indicate the clubbed responses of "largely satisfied" and "completely satisfied" for the satisfaction category. And "largely dissatisfied" and "completely dissatisfied" for the dissatisfaction category". The respective bifurcations of these labels are presented in the graphs.

Karachi at 79 percent, followed by Quetta at 54 percent in Quetta, Islamabad at 53 percent in Islamabad, Peshawar at 49 percent in Peshawar, and Lahore at 31 percent in Lahore.

8.1.1. Opinion about the continuation of the local government

When asked if they wanted the local government to continue functioning, only 47 percent said yes, while 52 percent of respondents (*heads of households*) responded negatively. The proportion of respondents (*heads of households*) who said that local governments should not continue was greater in urban areas than in rural ones. More respondents (*heads of households*) in rural areas (50 percent) than in urban areas (41 percent) said that local governments should continue to work. Opinions regarding discontinuation were higher among urban respondents (57 percent).

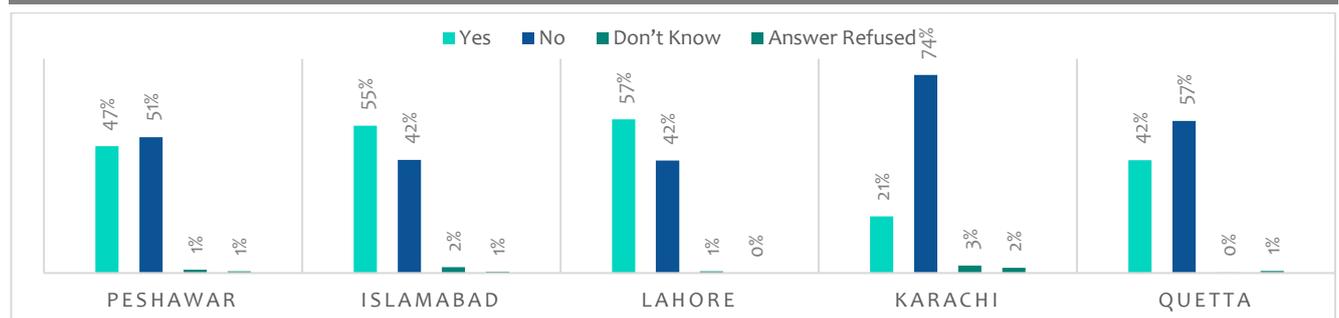
Figure 180: Opinion about the continuation of the local government (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, over half of the respondents (*heads of households*) in Khyber Pakhtunkhwa (52 percent) and Islamabad (56 percent) stated that local governments should continue to function. On the other hand, 44 percent each in Punjab, Sindh, and Balochistan agreed that the local government should continue working. Another 55 percent in Punjab and Balochistan and 54 percent in Sindh were opposed to the continuation of the local government in their respective provinces. More respondents (*heads of households*) in rural Sindh (59 percent, compared to 31 percent in urban areas), rural Khyber Pakhtunkhwa (55 percent compared to 40 percent in urban areas), urban Punjab (47 percent, compared to 42 percent in rural areas), and urban Islamabad (59 percent, compared to 52 percent in rural areas) said they wanted a continuation of the local government.

Figure 181: Opinion about the continuation of the local government (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

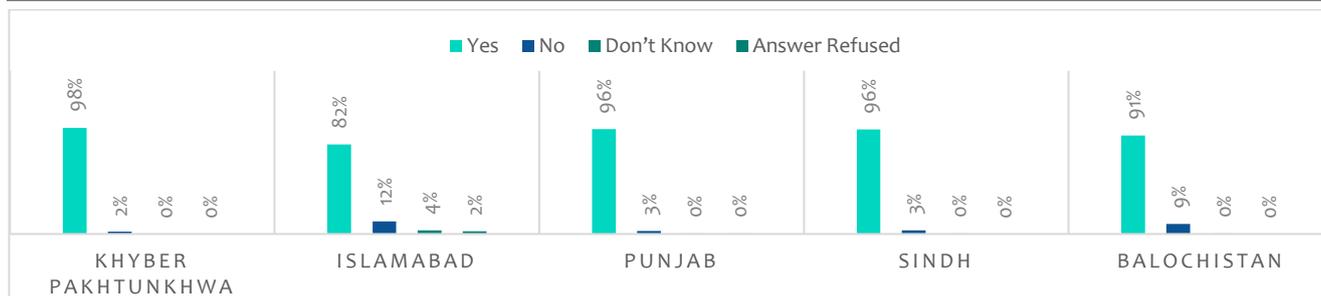
Opinions about the continuation of the capital cities showed that 57 percent of respondents (*heads of households*) in Lahore, 55 percent in Islamabad, 47 percent in Peshawar, and 42 percent in Quetta wanted the local government to continue, and only 21 percent in Karachi, where the preference for local government was on the lower end of the spectrum.

8.1.2. Vote in the local government elections

While the general opinion about local governments, especially among respondents (*heads of households*) from Punjab, Sindh, and Balochistan, was relatively low when asked if they would vote in local government elections, a

considerable majority (94 percent) responded affirmatively at the national level. An overwhelming majority of urban (93 percent) and rural (95 percent) residents said that they would vote in local government elections.

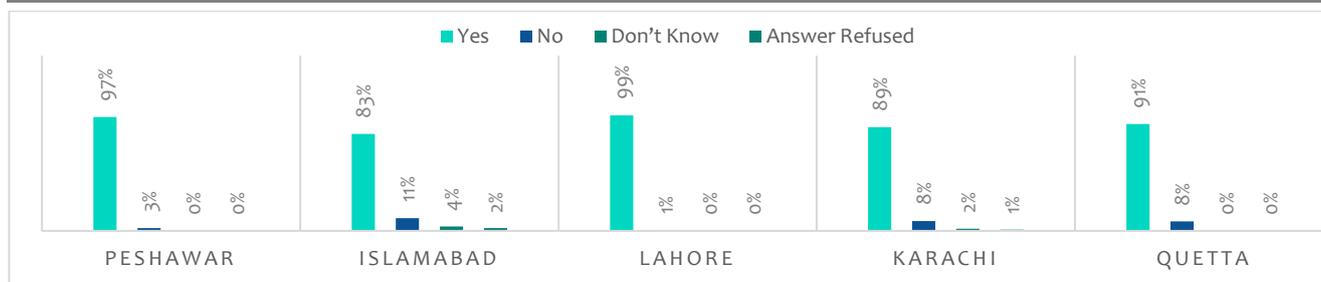
Figure 182: Vote in the local government elections (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

A similar trend was seen across provinces, as regional breakdown shows that an overwhelming 98 percent in Khyber Pakhtunkhwa, 96 percent in Punjab and Sindh, 91 percent in Balochistan, and 82 percent in Islamabad said they would vote in the local government elections. No variation was found among rural-urban heads of households, except for rural Islamabad (88 percent), where a higher percentage of household heads said they would vote than urban respondents (78 percent).

Figure 183: Vote in the local government elections (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

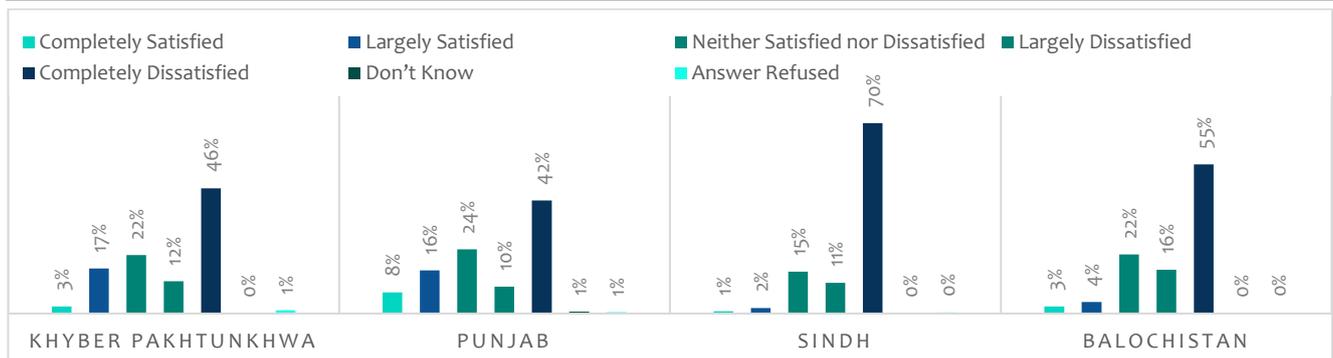
Among the capital districts, a substantial proportion of respondents (*heads of households*) from Lahore (99 percent), Peshawar (97 percent), Quetta (91 percent), Karachi (89 percent), and Islamabad (83 percent) said they would vote.

While the proportion who expressed the desire for the continuation of local government was relatively lower than those who wanted it to discontinue – when asked if they would be willing to vote in the local government elections – an absolute majority said in the affirmative. This may lead one to root out the rationale that people do not want local government, and the willingness to vote for them reflects that people still want the local government; they just want a more effective and empowered one that can aid and resolve their issues at the grassroots level. Their satisfaction levels showed discontent with the local government's performance, which can be improved and worked upon. The narrative holds that the locals are in a better position to manage the issues, they require funds empowerment, and support to be able to work effectively.

8.2. Satisfaction with the performance of provincial governments in the last 3 years

Respondents (*heads of households*) were asked to what extent they had been satisfied with the performance of the provincial government in the last three years. At the national level, 65 percent of the respondents (*heads of households*) were dissatisfied with the performance of the provincial government in the last three years, with only 14 percent expressing satisfaction and 20 percent neither satisfied nor dissatisfied. Approximately two-thirds of urban (64 percent) and rural (65 percent) residents confirmed that they were not satisfied with the performance of the provincial government.

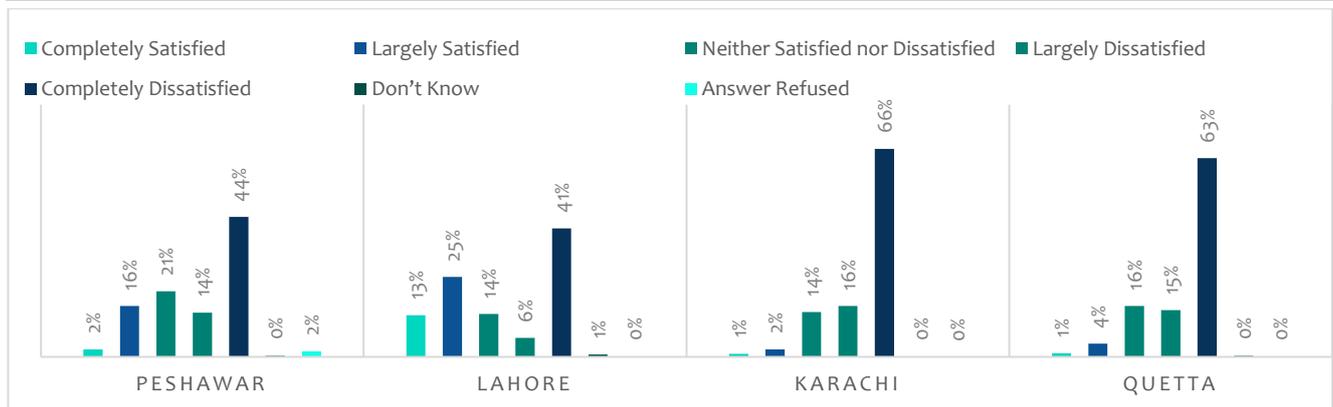
Figure 184: Satisfaction with the performance of provincial governments in the last 3 years (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

A province-wise breakdown of the survey findings suggests that 58 percent of Khyber Pakhtunkhwa and 52 percent of Punjab were dissatisfied. On the other hand, 81 percent in Sindh and 71 percent in Balochistan also expressed dissatisfaction with the provincial government’s performance over the last three years. Dissatisfaction with provincial governments was staggeringly high among respondents (heads of households) in Sindh and Balochistan. Dissatisfaction levels were higher among rural respondents (heads of households) in Khyber Pakhtunkhwa (61 percent) as compared to 45 percent in urban Khyber Pakhtunkhwa, and in rural Punjab (54 percent) compared to 48 percent in urban Punjab. However, dissatisfaction among urban-rural respondents was similar in other regions.

Figure 185: Satisfaction with the performance of provincial governments in the last 3 years (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

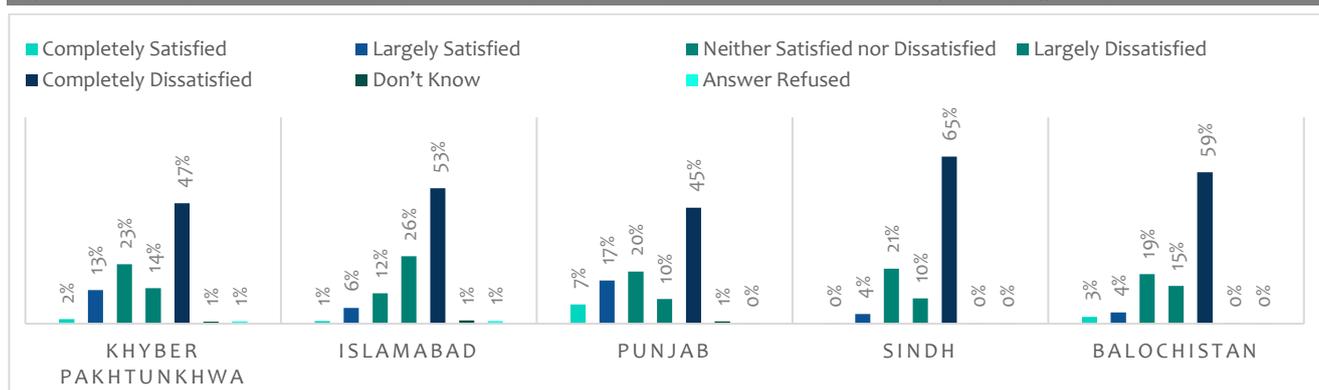
The proportion of respondents (heads of households) who were dissatisfied in capital cities was greater than those who were satisfied. In Peshawar, 58 percent, and 47 percent of the respondents (heads of households) expressed dissatisfaction with the government’s performance. In Karachi and Lahore, the proportion of dissatisfied respondents (heads of households) was higher (82 percent and 78 percent, respectively).

Dissatisfaction with provincial governments has been staggeringly high among heads of households, especially in the case of Sindh and Balochistan, while Punjab and Khyber Pakhtunkhwa have expressed discontent to a great degree. This raises concerns about the perception of the performance of the respective governments among a segment of the population. Their trust in their respective governments is wavering to a dangerous extent; therefore, there is a need to refocus priorities and fulfill commitments as promised to regain the trust of the masses.

8.3. Satisfaction with the performance of the federal government in the last 3 years

At the national level, only 11 percent of the respondents (heads of households) expressed satisfaction with the federal government, while a considerable majority (67 percent) expressed dissatisfaction and 20 percent were neither satisfied nor dissatisfied.

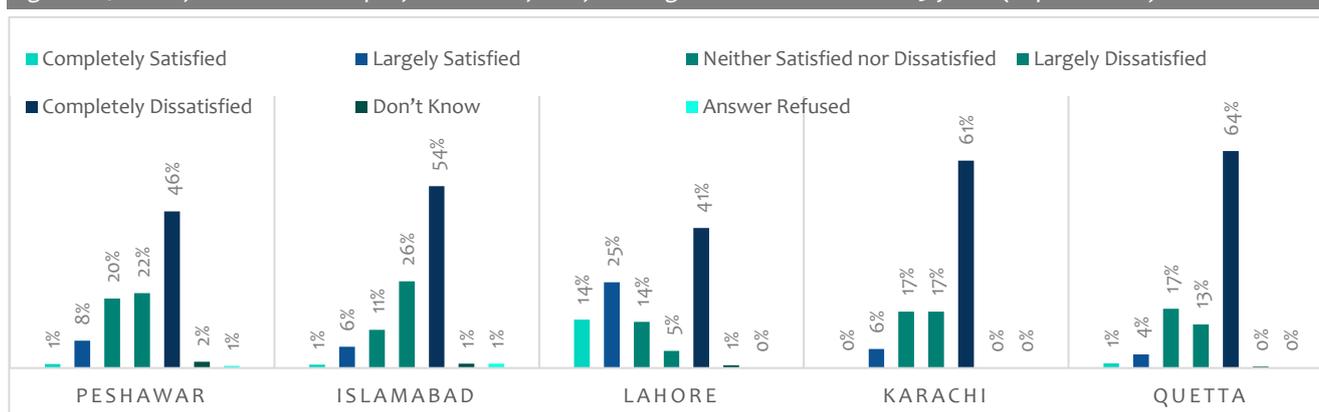
Figure 186: Satisfaction with the performance of the federal government in the last 3 years (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

As the provincial breakdown suggests, a seemingly high proportion of respondents (*heads of households*) expressed their dissatisfaction with the federal government, with 79 percent of respondents in Islamabad, 75 percent in Sindh, 74 percent in Balochistan, 61 percent in Khyber Pakhtunkhwa, and 55 percent in Punjab reporting their dissatisfaction. Dissatisfaction levels with the performance of the federal government were higher among respondents (*heads of households*) in rural Khyber Pakhtunkhwa (62 percent) as compared to 57 percent in urban Khyber Pakhtunkhwa, and urban Balochistan (77 percent) as compared to 72 percent in rural Balochistan, while satisfaction was relatively higher in respondents (*heads of households*) in urban Punjab (35 percent) as compared to 19 percent in rural Punjab.

Figure 187: Satisfaction with the performance of the federal government in the last 3 years (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

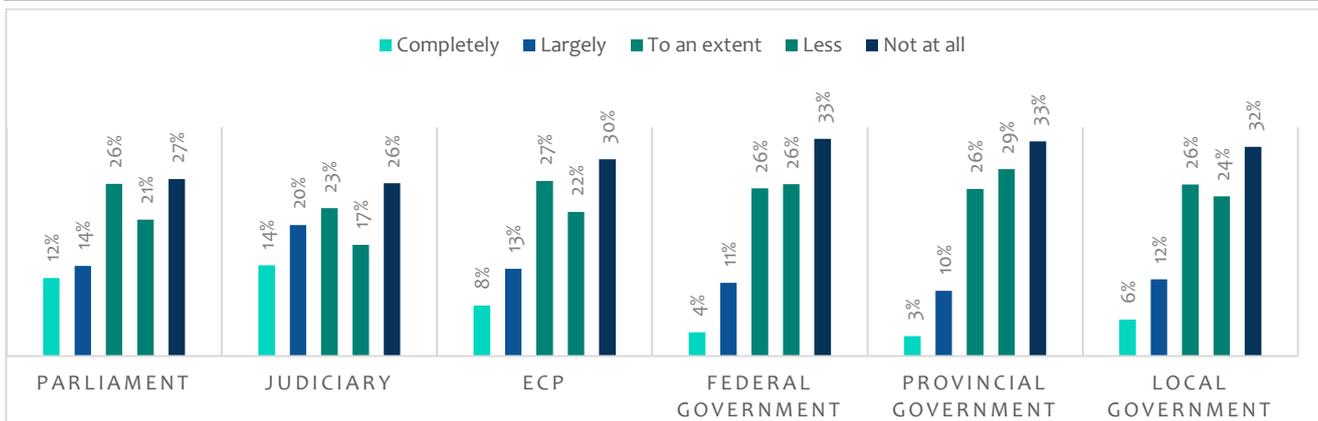
Respondents (*heads of households*) were then asked about their satisfaction with the federal government during the last three years. A far greater proportion of respondents (*heads of households*) expressed dissatisfaction than did those who said they were satisfied. In Lahore, 39 percent expressed satisfaction, while 46 percent said that they were dissatisfied. Furthermore, 68 percent in Peshawar, 80 percent in Islamabad, 78 percent in Karachi, and 77 percent in Quetta were dissatisfied.

Dissatisfaction levels with the federal government remain staggeringly high among heads of households across all regions. As mentioned, in the case of provincial governments, this blatant lack of satisfaction raises concerns about the effectiveness of the government's current policies, their engagement, their level of accountability, and the public's trust in the government. While this survey is not a reflection of the opinion of the entire population, instead quoting just the opinion of the heads of households, the generally negative perception raises concerns about the efficacy of the government.

8.4. Trust in State Governance Institutions

Respondents (*heads of households*) were then asked about their level of trust in different tiers of government and with state institutions, including parliament and the judiciary.

Figure 188: Level of public trust in state institutions (National)



National estimates calculated with a margin of error of ± 1.22 percent

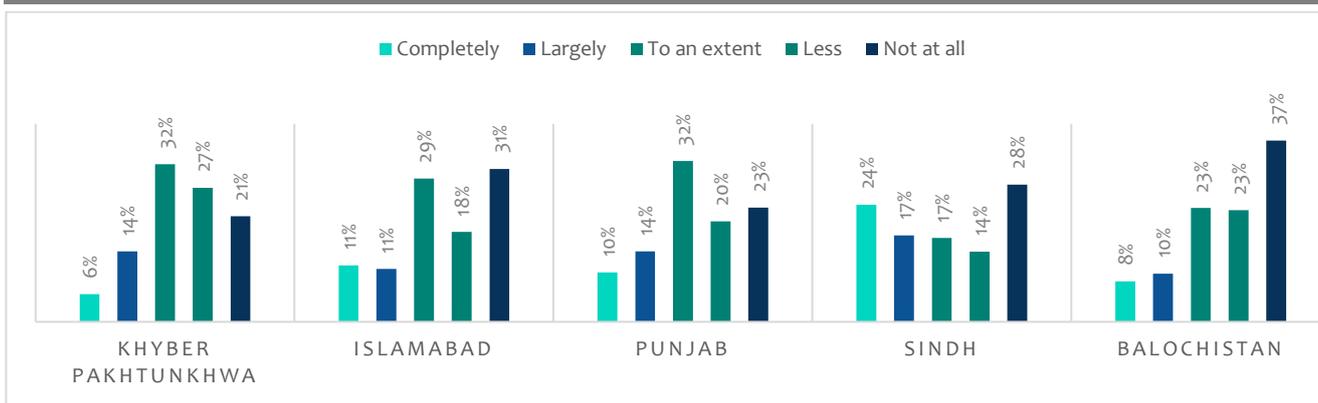
At the national level, it is worth noting that a considerable proportion has a trust deficit with state institutions. The proportion of respondents (heads of households) who said “not at all” were the following: parliament (27 percent), judiciary (26 percent), ECP (30 percent), the federal government (33 percent), provincial government (33 percent), and local government (32 percent).

On the other hand, 34 percent expressed their trust in the judiciary, 26 percent in parliament, 21 percent in ECP, 18 percent in local government, 15 percent in the federal government, and 13 percent in the provincial government.

8.4.1. Parliament

Regionally, 37 percent in Balochistan, 31 percent in Islamabad, 28 percent in Sindh, 23 percent in Punjab, and 21 percent in Khyber Pakhtunkhwa said they did not trust parliament. Meanwhile, 41 percent in Sindh, 24 percent in Punjab, 22 percent in Islamabad, 20 percent in Khyber Pakhtunkhwa, and 18 percent in Balochistan expressed their trust in parliament. Rural-urban trends among regions suggest that relatively more respondents (heads of households) in rural Khyber Pakhtunkhwa (22 percent compared to 16 percent in urban areas), urban Islamabad (41 percent compared to 20 percent in rural areas), and urban Sindh (43 percent compared to 11 percent in rural areas) expressed absolute distrust in parliament.

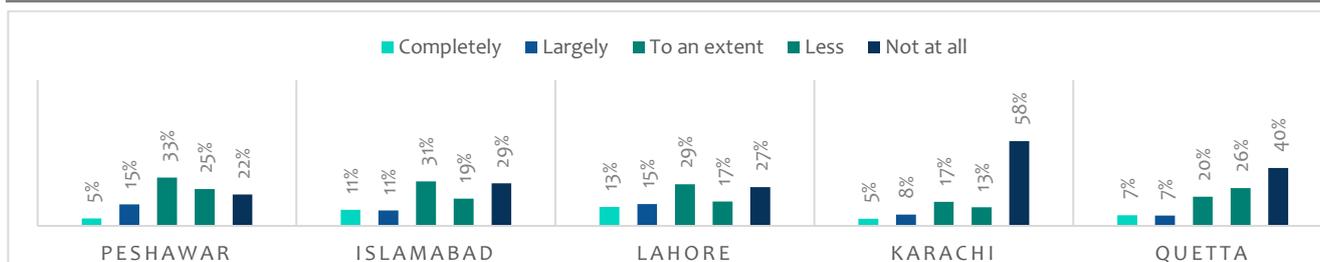
Figure 189: Trust in Parliament (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Among the capital districts, a staggering 58 percent in Karachi expressed their complete lack of trust in parliament, followed by 40 percent in Quetta, 29 percent in Islamabad, 27 percent in Lahore, and 22 percent in Peshawar as they said with ‘not at all. Meanwhile, 28 percent in Lahore, 22 percent in Islamabad, 20 percent in Peshawar, 14 percent in Quetta, and 13 percent in Karachi expressed their trust in parliament.

Figure 190: Trust in Parliament (Capital Cities)

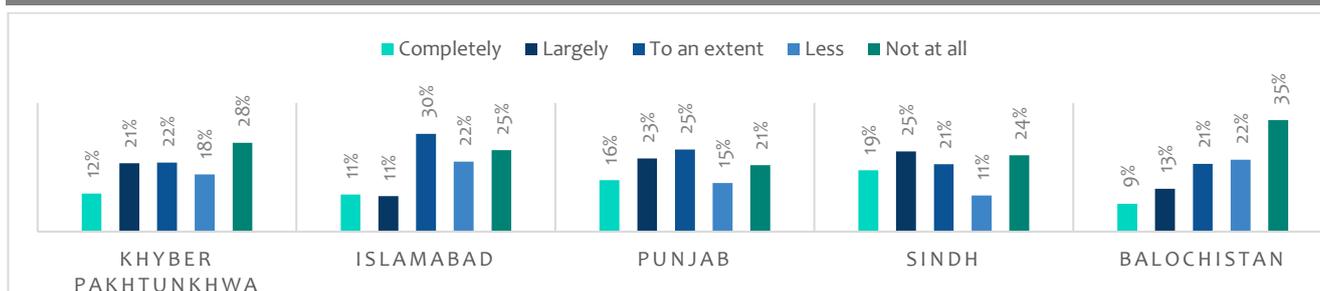


District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

8.4.2. Judiciary

Regionally, 35 percent of Balochistan, 28 percent of Khyber Pakhtunkhwa, 25 percent of ICT, 24 percent of Sindh, and 21 percent of Punjab expressed complete lack of trust in the judiciary. Meanwhile, 44 percent in Sindh, 39 percent in Punjab, 33 percent in Khyber Pakhtunkhwa, and 22 percent in Balochistan and Islamabad each expressed their trust in the judiciary. An urban-rural trend of trust among respondents upon the judiciary suggests that more respondents (*heads of households*) in urban Islamabad (29 percent, compared to 21 percent in rural areas), urban Punjab (24 percent – compared to 19 percent in rural areas), urban Sindh (36 percent – compared to 10 percent in rural areas), and rural Khyber Pakhtunkhwa (29 percent, compared to 20 percent in urban areas) reported complete distrust in the judiciary. The variation between the urban and rural respondents in Balochistan was negligible.

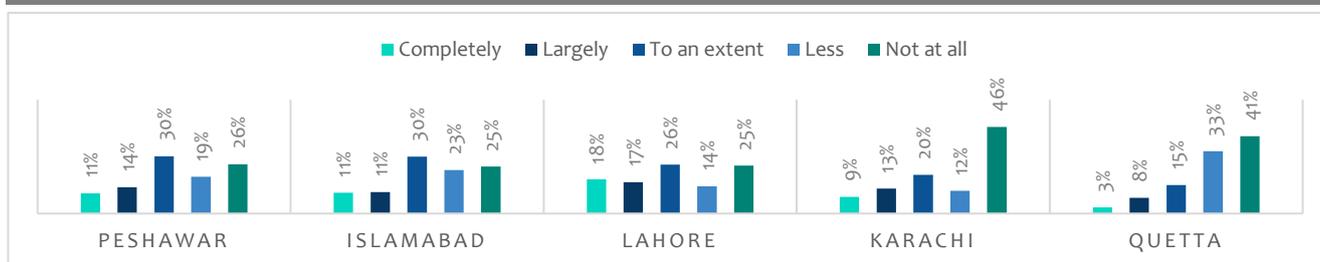
Figure 191: Trust in Judiciary (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Among the capital districts, 46 percent in Karachi, 41 percent in Quetta, 26 percent in Peshawar, and 25 percent each in Islamabad and Lahore expressed a complete lack of trust in the judiciary. While 35 percent in Lahore, 25 percent in Peshawar, 22 percent in Islamabad and Karachi, and only 11 percent in Quetta expressed their trust in the judiciary.

Figure 192: Trust in Judiciary (Capital Cities)



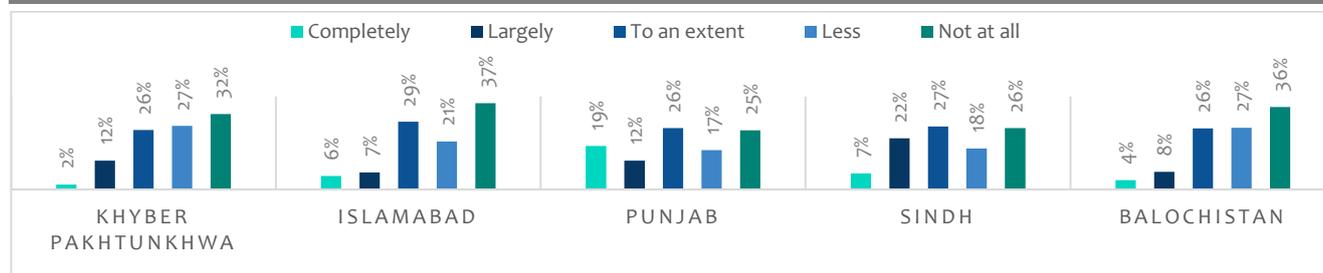
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

8.4.3. Election Commission of Pakistan (ECP)

Regarding trust in the ECP, 37 percent in Islamabad, 36 percent in Balochistan, 32 percent in Khyber Pakhtunkhwa, 26 percent in Sindh, and 25 percent in Punjab expressed a complete lack of trust in the ECP. Meanwhile, 31 percent in Punjab, 29 percent in Sindh, 14 percent in Khyber Pakhtunkhwa, 13 percent in Islamabad, and 12

percent in Balochistan expressed their trust in ECP. The trust levels were low in Sindh, Balochistan, and Islamabad. Rural-urban trends among regions suggest that the distrust factor was higher among respondents (*heads of households*) in rural Khyber Pakhtunkhwa (34 percent, compared to 26 percent in urban areas), urban Islamabad (46 percent – compared to 28 percent in rural areas), and urban Sindh (39 percent, compared to 12 percent in rural areas), while variation was insignificant in other regions.

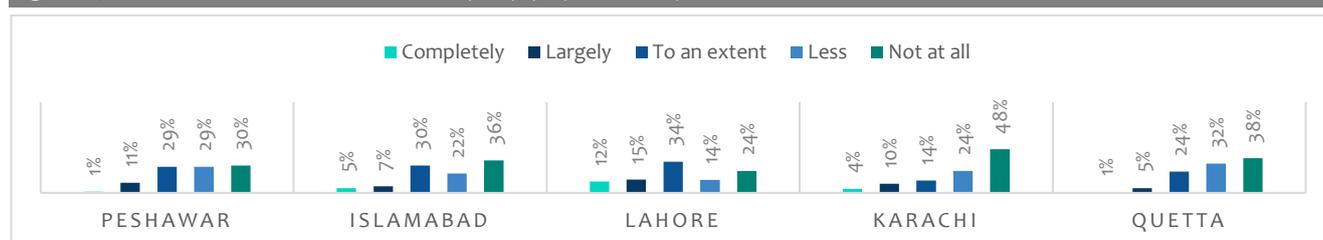
Figure 193: Trust in Election Commission Pakistan (ECP) (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Nearly half (48 percent) of the respondents (*heads of households*) in Karachi, 38 percent in Quetta, 36 percent in Islamabad, 30 percent in Peshawar, and 24 percent in Lahore expressed a complete lack of trust in ECP. While 27 percent in Lahore, 14 percent in Karachi, 12 percent in Islamabad and Peshawar, and only six percent of respondents (*heads of households*) in Quetta expressed their trust in the ECP.

Figure 194: Election Commission Pakistan (ECP) (Capital Cities)

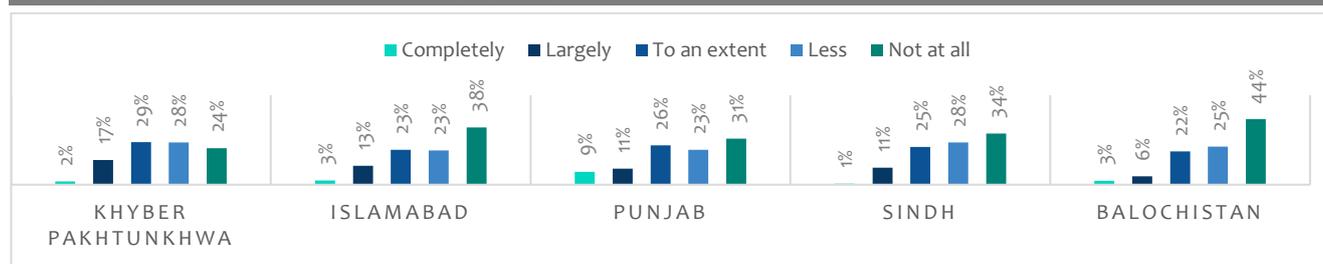


District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

8.4.4. Federal Government

A province-wise breakdown of their trust in the federal government shows that 44 percent of the respondents (*heads of households*) expressed a complete lack of trust in the federal government in Balochistan, 38 percent in Islamabad, 34 percent in Sindh, 31 percent in Punjab, and 24 percent in Khyber Pakhtunkhwa. Meanwhile, 20 percent in Punjab, 19 percent in Khyber Pakhtunkhwa, 16 percent in Islamabad, 12 percent in Sindh, and only nine percent in Balochistan expressed their trust in the federal government. Variation in trust in the federal government among the urban-rural heads of households showed that distrust in the federal government was higher among respondents (*heads of households*) in urban Sindh (48 percent – compared to 19 percent in rural areas), urban Islamabad (46 percent, compared to 30 percent in rural areas), and rural Punjab (34 percent – compared to 25 percent in urban areas), while no significant disparity was seen in urban-rural respondents of the remaining regions.

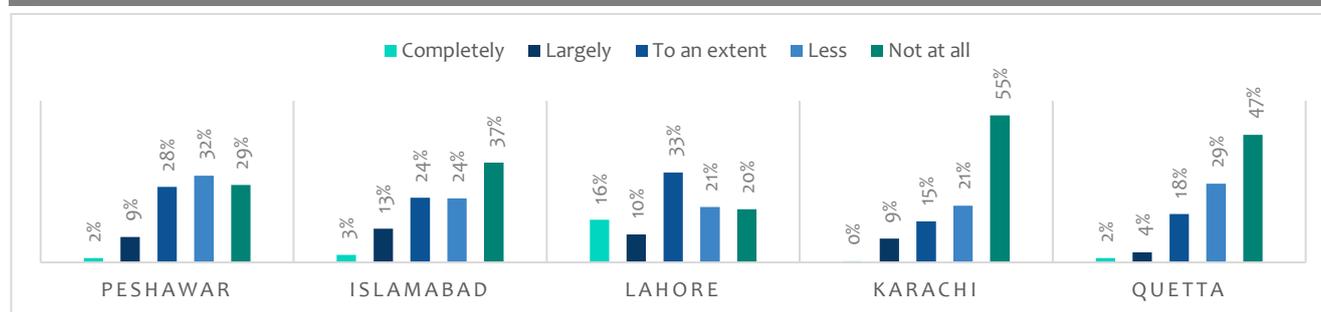
Figure 195: Trust in Federal Government (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

A district-wise breakdown shows that over half of the respondents (*heads of households*) in Karachi (55 percent), 47 percent in Quetta, 37 percent in Islamabad, 29 percent in Peshawar, and 20 percent in Lahore completely distrusted the federal government. While 26 percent in Lahore, 16 percent in Islamabad, 11 percent in Peshawar, nine percent in Karachi, and only six percent in Quetta trusted the federal government.

Figure 196: Trust in Federal Government (Capital Cities)

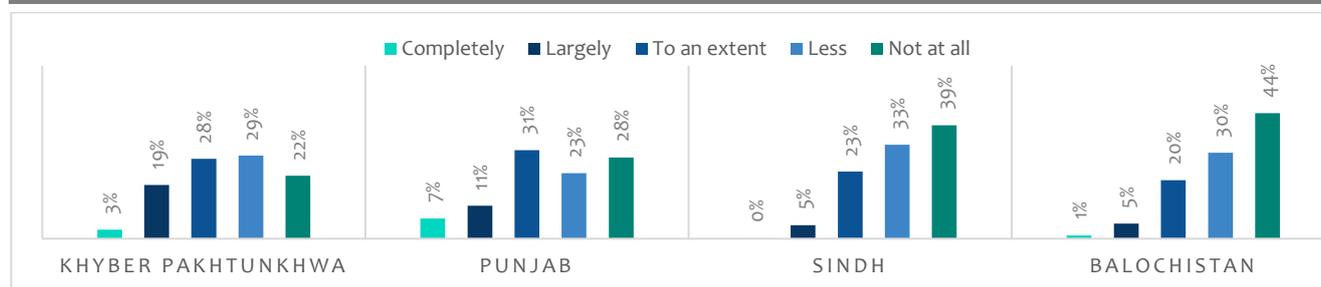


District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

8.4.5. Provincial government

When asked about their trust levels in the provincial governments, 44 percent in Balochistan, 39 percent in Sindh, 28 percent in Punjab, and 22 percent in Khyber Pakhtunkhwa expressed a complete lack of trust in the provincial government. Only 22 percent of Khyber Pakhtunkhwa, 18 percent of Punjab, six percent of Balochistan, and five percent of Sindh expressed trust in the provincial government. Rural-urban trends among regions suggest that respondents (*heads of households*) from rural Punjab (30 percent, compared to 25 percent in urban areas) and urban Sindh (53 percent, compared to 25 percent in rural areas) expressed complete distrust in their respective provincial governments, whereas disparity was insignificant in other regions.

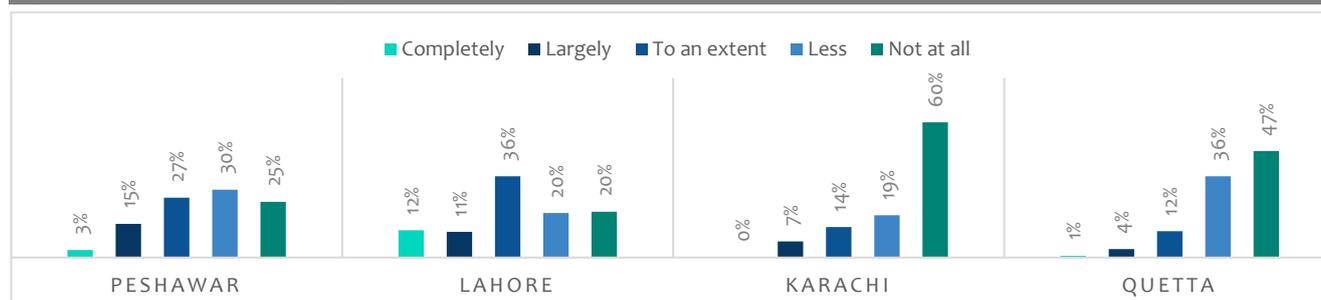
Figure 197: Trust in Provincial Government (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Among the capital districts, a staggering 60 percent in Karachi expressed distrust in the provincial government, followed by 47 percent in Quetta. The distrust levels were relatively low in Lahore (20 percent) and Peshawar (25 percent). Meanwhile, 23 percent in Lahore, 18 percent in Peshawar, only seven percent in Karachi, and five percent in Quetta expressed their trust in the provincial government.

Figure 198: Trust in Provincial government(s) (Capital Cities)

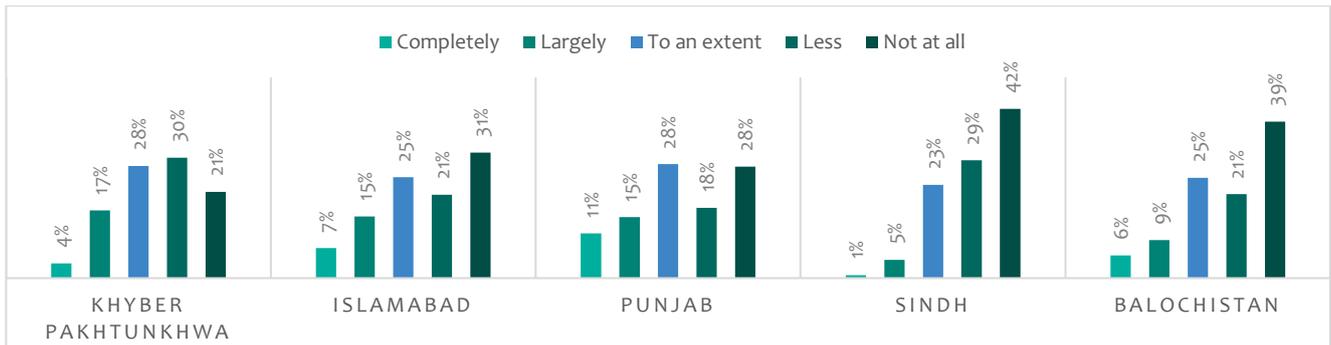


District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

8.4.6. Local government

Upon inquiring about their trust in local government, 42 percent of respondents (*heads of households*) in Sindh, 39 percent in Balochistan, 31 percent in Islamabad, 28 percent in Punjab, and 21 percent in Khyber Pakhtunkhwa expressed distrust of the local government. Distrust was relatively higher in Sindh and Balochistan. Meanwhile, 26 percent in Punjab, 22 percent in Islamabad, 21 percent in Khyber Pakhtunkhwa, 15 percent in Balochistan, and only six percent in Sindh expressed their trust in the local government. Relatively more respondents (*heads of households*) in urban Sindh (54 percent, compared to 29 percent in rural areas), urban Islamabad (41 percent, compared to 21 percent in rural areas), and rural Punjab (30 percent, compared to 24 percent in urban areas) expressed complete distrust of the local governments, while disparity was insignificant among other regions.

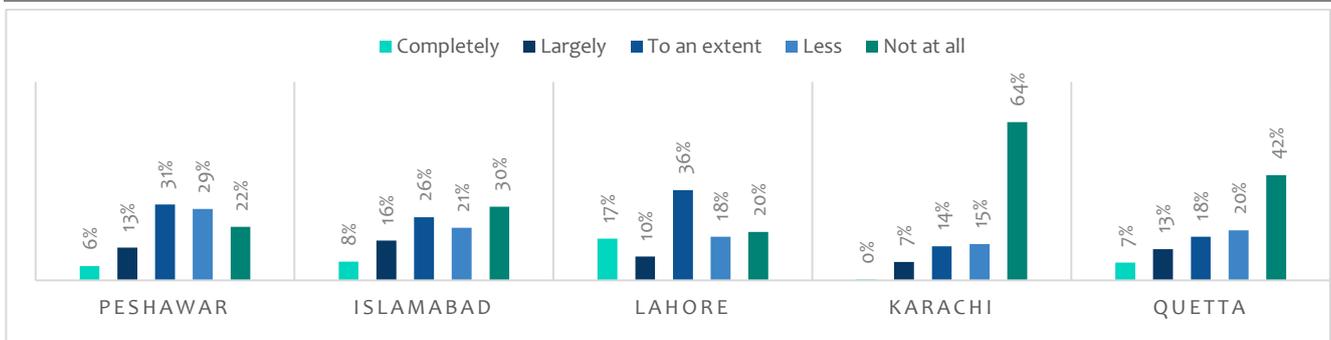
Figure 199: Trust in Local government (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Among the capital districts, nearly two-thirds of the respondents (*heads of households*) expressed distrust of the local government in Karachi (64 percent), 42 percent in Quetta, 30 percent in Islamabad, 22 percent in Peshawar, and 20 percent in Lahore. Meanwhile, 27 percent in Lahore, 24 percent in Islamabad, 20 percent in Quetta, 19 percent in Peshawar, and seven percent in Karachi expressed their trust in the local government.

Figure 200: Trust in Local government (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

The Parliament, Judiciary, and Election Commission of Pakistan remain key institutions of the country, along with all tiers of the government. The citizens' (*heads of households*) lack of trust in institutions directs concerns about their efficiency and the degree of trust and accountability attached to them. Negative opinions about these institutions call for deep insight into the causes of the lack of trust exhibited by the public. The responses of the citizens above do not rightly disregard the institutions; a substantial proportion express their absolute mistrust, and another, their lack of trust to a certain degree. This has led to a rising debate about the performance of these key institutions, their efficacy, and their reputation in this segment of the population. These institutions exert the rule of law, which is answerable to the population and exists to cater to the public. The distrust, as expressed by a sizable proportion, accentuated the need for introspection in the current institutional setup and the underlying systemic and institutionalized issues that perpetuate the overarching mistrust.

STATE OF
GOVERNANCE
IN PAKISTAN
2022

9

**DEMOCRACY,
DEMOCRATIC
VALUES & PREFERRED
SYSTEM OF
GOVERNANCE**

**HOUSEHOLD
SURVEY REPORT**



9. DEMOCRACY, DEMOCRATIC VALUES & PREFERRED SYSTEM OF GOVERNANCE

This section presents respondents’ opinions on what they believe democracy entails, the form of government they prefer, what they look for in a candidate when choosing who to vote for, and their expectations from the government.

50 Majlis-e-Shoora (Parliament)

There shall be a Majlis-e-Shoora (Parliament) of Pakistan consisting of the President and two Houses to be known respectively as the National Assembly and the Senate.

Constitutional provision calls for a setup that is best suited to the country’s requirements. While the preference for democracy in the country reigns supreme, the external and internal factors, changing socio-political landscapes, awareness among the masses, growing culture of critical evaluation of politicians and policies, and a nudge towards accountability and transparency have caused a shift in narratives towards the political actors.

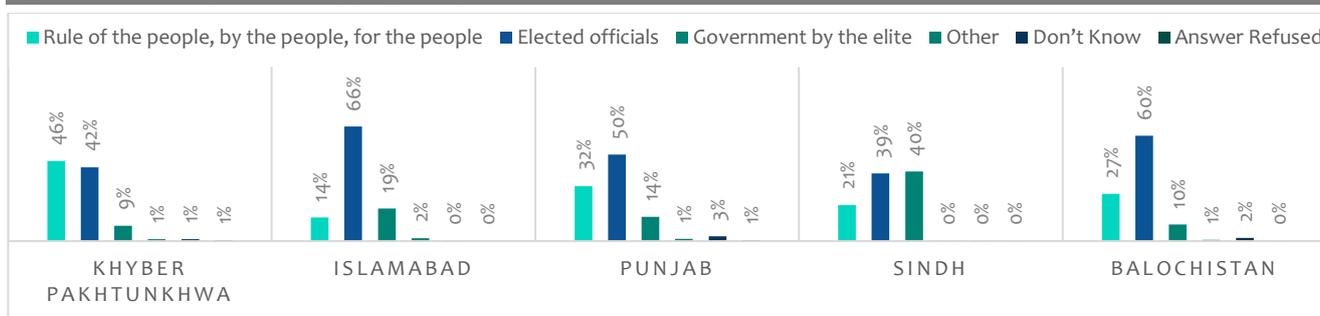
A trend of contesting for ideological changes, new actors claiming more representation, and aiming to challenge the prevalent status quo has been observed. The shift from leaving governance at the behest of the chosen few is shrinking, and preferences for other forms of representation either due to a lack of trust and frustration or simply causing change, a small, yet significant trend is discernable.

9.1. Defining democracy

The respondents (*heads of households*) were asked how they would define democracy, while the majority opted for the popular, discursive narrative of ‘rule of the elected officials’ and ‘rule of the people, by the people, for the people, a small segment referred to it as ‘government by the elite,’ a conception found largely among respondents, especially from the province, Sindh. This highlights the general disinclination of a segment that believes that the current democratic standards are tilted more in favor of the elite than the public and therefore needs introspection.

At the national level, 49 percent associated the concept of democracy with the principle of ‘rule of the elected officials, 31 percent with ‘rule of the people, by the people, for the people’ while 18 percent defined it as ‘government by the elite’. The rural-urban breakdown of the survey findings suggests that half of the respondents in rural areas (50 percent) and a similar proportion in urban areas (46 percent) viewed democracy as the rule of elected officials. However, more respondents (*heads of households*) in urban areas (24 percent) than in rural areas (15 percent) believed that it was the government of the elite. While more rural (32 percent) as compared to urban (27 percent) associated democracy with the ‘Rule of the people, by the people, for the people.

Figure 201: Defining democracy (Regional)

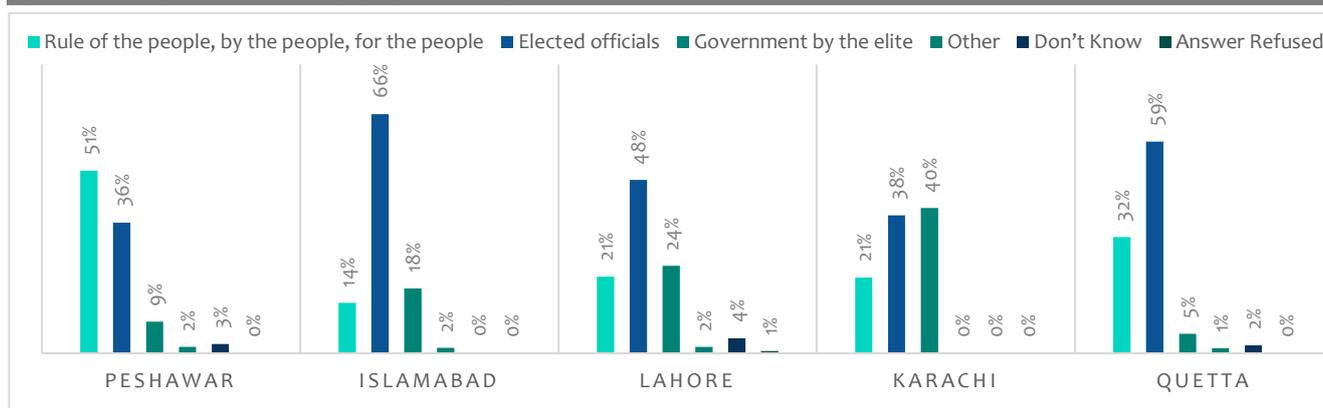


Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

At the regional/provincial level, most respondents (*heads of households*) in Islamabad (66 percent), Balochistan (60 percent), and Punjab (50 percent) equated democracy with the notion of the rule of ‘elected officials. On the

contrary, a greater proportion in Khyber Pakhtunkhwa (46 percent) referred to it as ‘rule of the people, by the people, for the people, for the people, and in Sindh (40 percent) referred to it as ‘government by the elite’. Rural-urban trends among regions suggest more respondents (*heads of households*) in rural Khyber Pakhtunkhwa (45 percent – compared to 29 percent in urban), rural Islamabad (69 percent – compared to 63 percent in urban), rural Sindh (43 percent – compared to 36 percent in urban), and urban Balochistan (68 percent – compared to 58 percent in rural) equate democracy with the rule of ‘elected officials, while more respondents (*heads of households*) in rural Punjab (34 percent – compared to 28 percent in urban), rural Balochistan (30 percent – compared to 20 percent in urban), and urban Khyber Pakhtunkhwa (59 percent – compared to 43 percent rural) referred to it as ‘rule of the people, by the people, for the people. While ‘government by the elite’ was particularly popular among the urban respondents (*heads of households*) as expressed by respondents in urban Punjab (17 percent – compared to 12 percent in rural), urban Sindh (45 percent – compared to 35 percent rural), and urban Islamabad (23 percent – compared to 14 percent in rural).

Figure 202: Defining democracy (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

The district-wise breakdown shows that democracy was defined as the rule of ‘elected officials’ by a majority in Islamabad (66 percent) and Quetta (59 percent) and by around half of the respondents (*heads of households*) in Lahore (48 percent). However, most respondents (*heads of households*) in Karachi (40 percent) thought otherwise and referred to it as ‘government by elite’. Similarly, 51 percent in Peshawar believed democracy was the rule of the people, by the people, for the people.

9.2. Preferred form of government

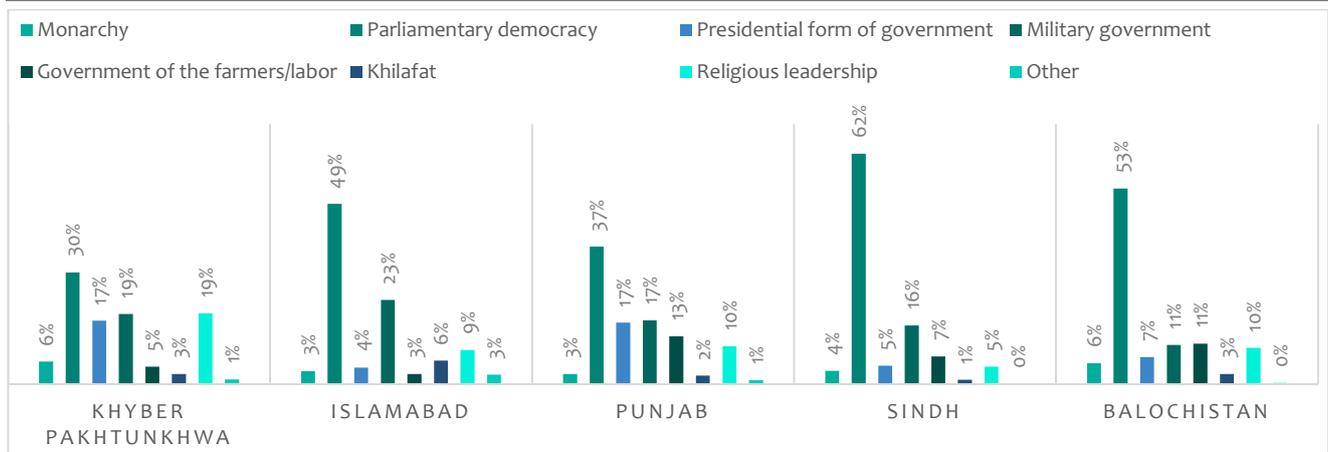
When asked about the preferred form of government, while most of the population hoped for democracy (either parliamentary or presidential), a sizable proportion expressed their desire for military government, religious leadership, the government of farmers/labor, and Khilafat. The rising political consciousness and distrust among some with the system currently in place is seeping through the cracks (albeit small at present) but could potentially translate into something bigger if the current political landscape is not able to harness the trust of society. A trend and cross-sectional analysis of Democracy in Pakistan conducted by Gallup highlighted that the preference for democracy among the public declined from 84 percent in 2014 and 2016 to 73 percent in 2017. Personal preference for the military government rose from 15 percent in 2014 to 21 percent in 2017.⁷¹

At the national level, democracy reigned as the preferred form of government at 57 percent (46 percent for parliamentary democracy and 11 percent for the presidential form of government), followed by 16 percent of respondents preferring military government, and a further 11 percent expressed a preference for religious leadership and eight percent for the government of farmers/labor. Preference for Parliamentary democracy was higher among urban respondents (50 percent) than among rural ones (44 percent). A higher proportion of urban heads of households (18 percent) preferred a military government compared to rural heads of households (14

⁷¹ (Public Opinion report on Democracy in Pakistan, Gallup).

percent). Preference for a government of farmers/labor was also higher in urban areas (10 percent compared to six percent in rural areas).

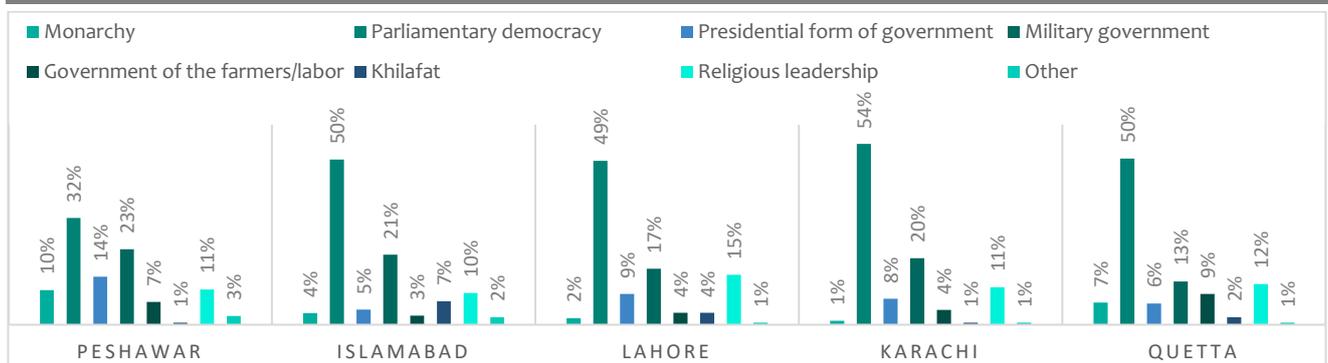
Figure 203: Preferred form of government (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, the preference for parliamentary democracy was highest in Sindh (62 percent) and lowest in Khyber Pakhtunkhwa (30 percent). There has also been an increasing debate in Pakistan about a shift towards the presidential form of government, and if it is better suited to govern the country, replicating that a considerable proportion of respondents (*heads of households*) in Punjab and Khyber Pakhtunkhwa (17 percent each) expressed their preference for a presidential form of government. Further, some respondents (*heads of households*) in Islamabad (23 percent), Khyber Pakhtunkhwa (19 percent), Punjab (17 percent), and Sindh (16 percent) also favored military rule. On the other hand, religious leadership/theocracy was only popular, with nearly one-fifth (19 percent) of the respondents (*heads of households*) in Khyber Pakhtunkhwa. An urban-rural trend among regions shows some disparity in the preferred form of government. Parliamentary democracy was popular among rural respondents (*heads of households*) in Islamabad (55 percent, compared to 43 percent in urban areas), Sindh (71 percent vs. 54 percent in urban areas), urban Balochistan (60 percent vs. 50 percent in rural areas), and urban Punjab (50 percent vs. 30 percent in rural areas). More rural household heads preferred the presidential government in Khyber Pakhtunkhwa (18 percent, compared with 12 percent in urban areas) and Punjab (19 percent, compared with 11 percent in urban areas). More urban household heads in Islamabad (33 percent, compared to 11 percent in rural areas) and Sindh (21 percent compared to 10 percent in rural areas) expressed a preference for a military government as compared to the rural heads of households.

Figure 204: Preferred form of government (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

More than half of the respondents (*heads of households*) in Karachi (54 percent), 50 percent each in Quetta and Islamabad, and Lahore (49 percent) preferred parliamentary forms of government. Peshawar was an exception to the general trend as a preference for parliamentary democracy ranked lower than other capital cities at (32 percent), and the preference for a presidential form of government ranked highest at 14 percent. Moreover, preference for military government was highest in Peshawar (23 percent), with an added 10 percent also favoring monarchy, and was followed by a preference for military government in Islamabad at 21 percent, Karachi (20

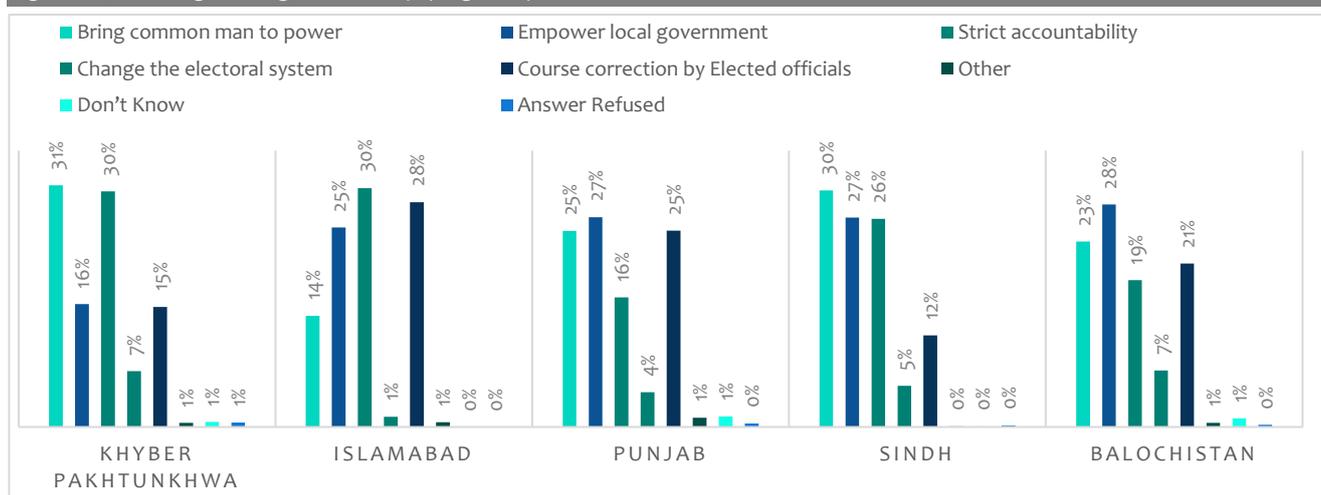
percent), Lahore (17 percent), and Quetta (13 percent) with regards to the choice of military government. Regarding religious leadership, the highest preference came from Lahore (15 percent) and the lowest from Islamabad (10 percent). An additional seven percent of respondents (*heads of households*) from Islamabad also expressed their preference for khilafat.

9.3. Strengthening Democracy

A way of strengthening democracy vastly found among the public pointed towards transparency and accountability, followed by decentralization of power to the local level. The need for a more inclusive system that guarantees participation by the common citizen and control of the locals over their respective domains, along with consistent checks and balances, was considered important for strengthened democracy.

When asked how in their opinion democracy could be strengthened/improved in the country - At the national level, 27 percent believed that democracy can be improved by bringing commoners to power, 24 percent said by empowering local government, 23 percent said through strict accountability, 19 percent emphasized course correction by elected officials and six percent laid stress on changing the electoral system. Relatively more respondents (*heads of households*) in rural areas (28 percent) than in urban areas (23 percent) believed that bringing the commoner to power could improve democracy. While 21 percent in urban areas as opposed to 17 percent in rural areas thought course correction by elected officials could help improve democracy.

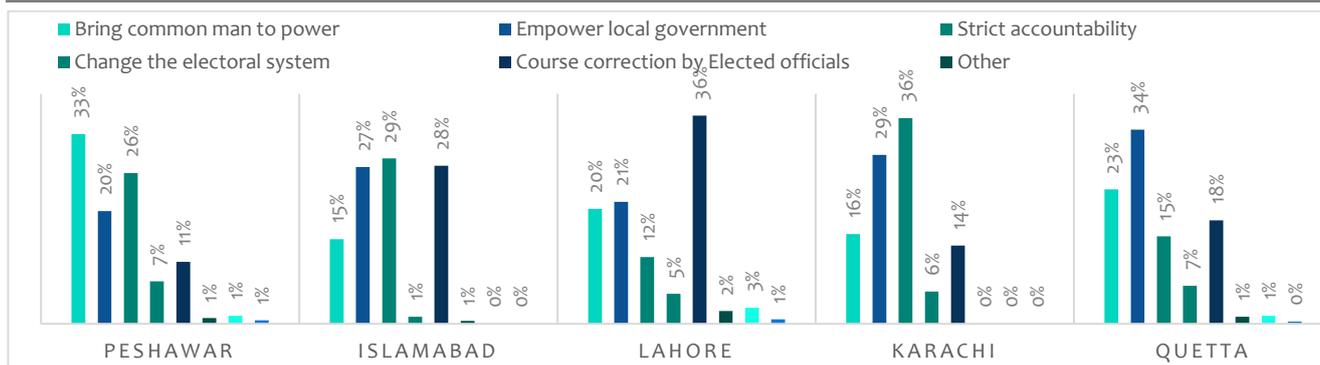
Figure 205: Strengthening Democracy (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, 30 percent of Khyber Pakhtunkhwa and Islamabad, 26 percent of Sindh, 19 percent of Balochistan, and 16 percent of Punjab believed strict accountability as a way of improving democracy. Further, 31 percent in Khyber Pakhtunkhwa, 30 percent in Sindh, 25 percent in Punjab, 23 percent in Balochistan, and 14 percent in Islamabad believed democracy could be improved by bringing the average person to power. Lastly, 28 percent in Balochistan, 27 percent in Punjab and Sindh, and 16 percent in Khyber Pakhtunkhwa emphasized the empowerment of local governments. Course correction by elected officials was preferred by 28 percent of Islamabad, 25 percent of Punjab, and 21 percent of Balochistan. A change in the electoral system is the least preferred form of strengthening democracy, as stated by only seven percent of the respondents (*heads of households*) in Khyber Pakhtunkhwa and Balochistan. More rural household heads in Sindh (36 percent compared to 24 percent urban), Balochistan (26 percent compared to 16 percent urban), and Islamabad (19 percent compared to 10 percent urban) opined that bringing commoners to power would help strengthen democracy. Urban household heads in Islamabad (39 percent, compared to 20 percent rural) and Sindh (34 percent, compared to 18 percent rural) viewed strict accountability as an integral part of strengthening democracy, while no significant difference was found across other regions. Course correction as the approach to strengthening democracy was more prevalent among urban Balochistan (27 percent – compared to 18 percent rural) and Islamabad (34 percent – compared to 22 percent rural), with no significant variance across the rural-urban divide.

Figure 206: Strengthening Democracy (Capital Cities)



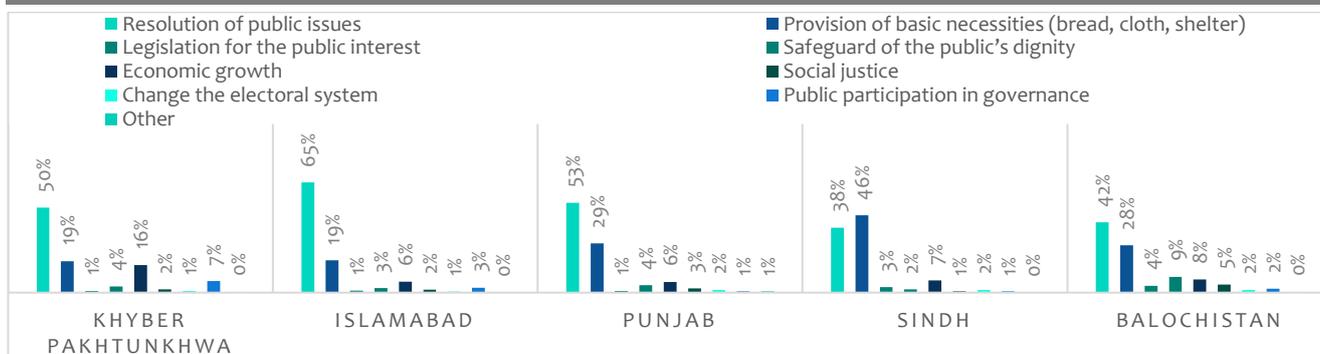
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

When asked how democracy in the country can be strengthened, a relatively greater proportion of respondents (*heads of households*) in Peshawar (33 percent) said ‘bringing common to power’; strict accountability was mentioned by respondents (*heads of households*) in Karachi (36 percent) and Islamabad (29 percent); in Lahore (36 percent) said ‘course correction by elected officials’ along with 28 percent in Islamabad, while in Quetta (34 percent), ‘empowering local government’ was emphasized as an option.

9.4. Expectations from Democracy

When asked what the citizens’ expectations from democracy were, the resolution of public issues and provision of necessities such as bread, shelter, and clothing were the overarching expectations; at the national level, 47 percent said that they expected the resolution of public issues from democracy, 30 percent expected provision of necessities (bread, cloth, shelter), while nine percent said economic growth. More respondents (*heads of households*) in urban areas (49 percent) than in rural areas (46 percent) stressed the resolution of public issues. Conversely, compared to urban areas (27 percent), more rural areas (31 percent) expected the provision of necessities (bread, clothes, and shelter).

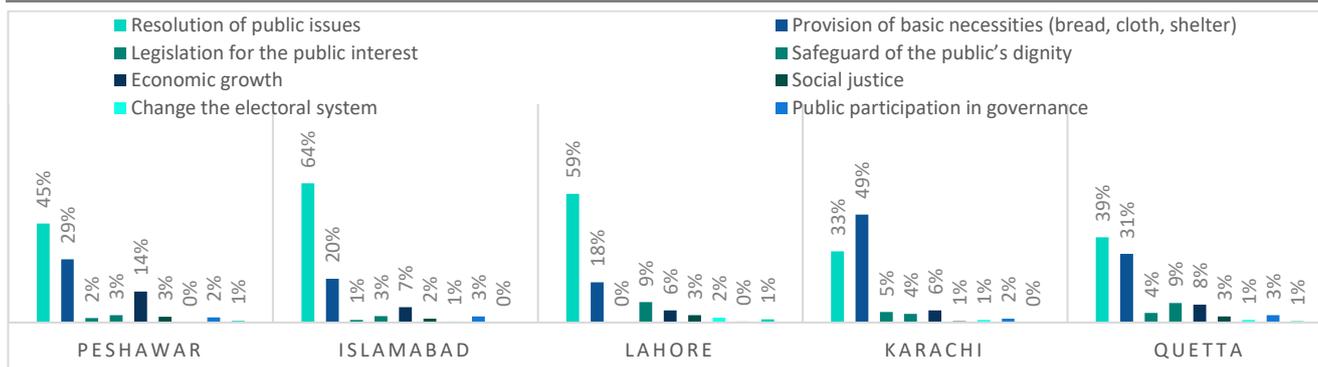
Figure 207: Expectations from Democracy (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, compared to the majority in Islamabad (65 percent), Punjab (53 percent), and Khyber Pakhtunkhwa (50 percent), who emphasized the resolution of public issues, most respondents (*heads of households*) in Sindh (46 percent) said that for them, democracy implied provision of necessities (bread, cloth, shelter). In Balochistan, 42 percent said ‘resolution of public issues’ while 28 percent mentioned ‘provision of necessities. Finally, 16 percent in Khyber Pakhtunkhwa also said that they expect democracy to deliver economic growth. More urban heads of households in urban Punjab (60 percent compared to 50 percent rural), Islamabad (75 percent compared to 55 percent rural), and rural Khyber Pakhtunkhwa (52 percent compared to 42 percent urban) said they expected the resolution of public issues from democracy. The provision of necessities was popular among the rural heads of households in Punjab (34 percent, compared to 21 percent in urban areas), Sindh (51 percent, compared to 41 percent in urban areas), Balochistan (31 percent, 21 percent urban areas), Islamabad (25 percent, compared to 14 percent urban areas), and rural Khyber Pakhtunkhwa (24 percent, compared to 18 percent urban areas).

Figure 208: Expectations from Democracy (Capital Cities)



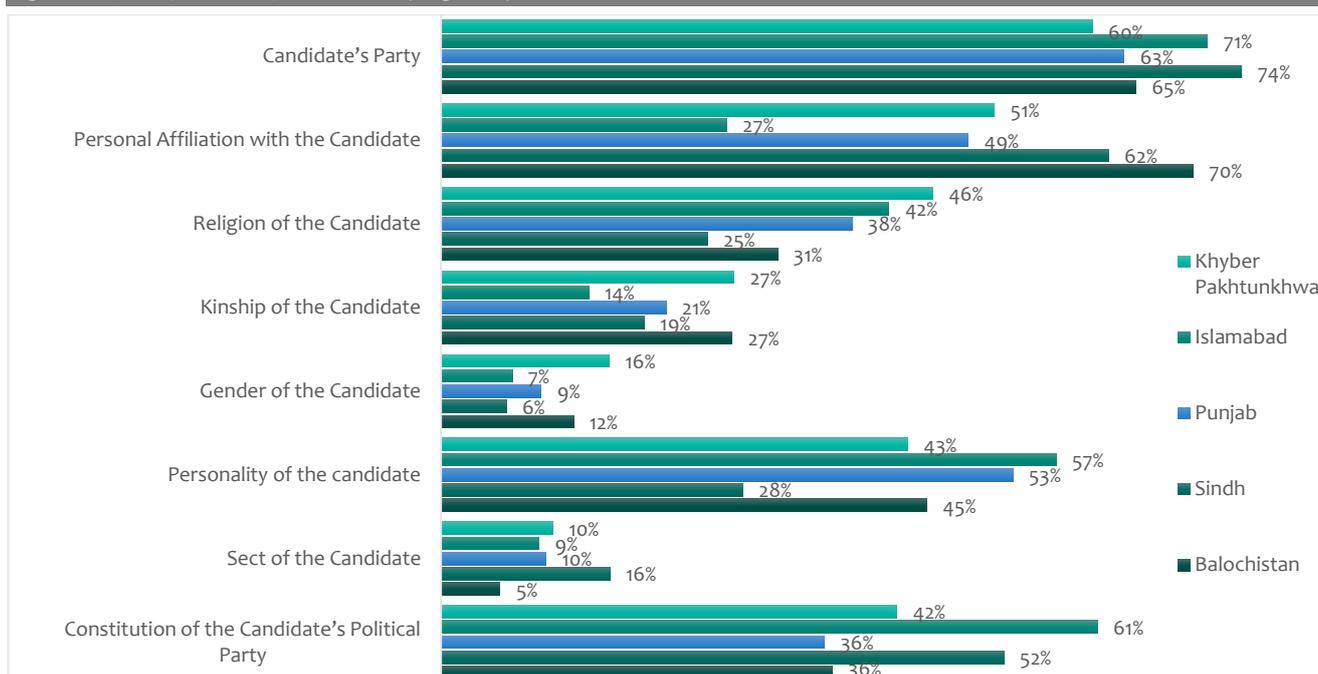
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

A similar pattern was seen concerning the 'resolution of public issues' in capital cities; that is, a considerable proportion of the respondents in Lahore (59 percent), Peshawar (45 percent), Quetta (39 percent), and Karachi (33 percent) said that they expected democracy to resolve public issues. In Karachi, more respondents (*heads of households*) (49 percent) stressed the provision of public necessities rather than the resolution of public issues.

9.5. Preference of Candidate

When choosing a candidate, multiple factors are considered by voters, and some qualities/specifications take precedence over others. The respondents (*heads of households*) were asked to choose up to three factors they considered while voting. At the national level, 66 percent of respondents (*heads of households*) said they consider a candidate's political party while voting, 56 percent regarded personal affiliation with the candidate as an important factor, 43 percent each looked out for the personality of the candidate and held the constitution of the candidate's political party to be a significant factor, 35 percent said the religion of candidate, 23 percent based their decision of voting on the kinship of the candidate, 10 percent on the sect of the candidate, and 11 percent considered the candidate's gender. The urban-rural breakdown of survey findings along these dimensions exhibited slight variation except for 'personal affiliation of candidate' which was a significant variable for 60 percent of rural as opposed to 48 percent of urban respondents (*heads of households*), and 'constitution of the party, which was considered as an important dimension by 48 percent of urban respondents (*heads of households*) in comparison with 40 percent rural respondents (*heads of households*).

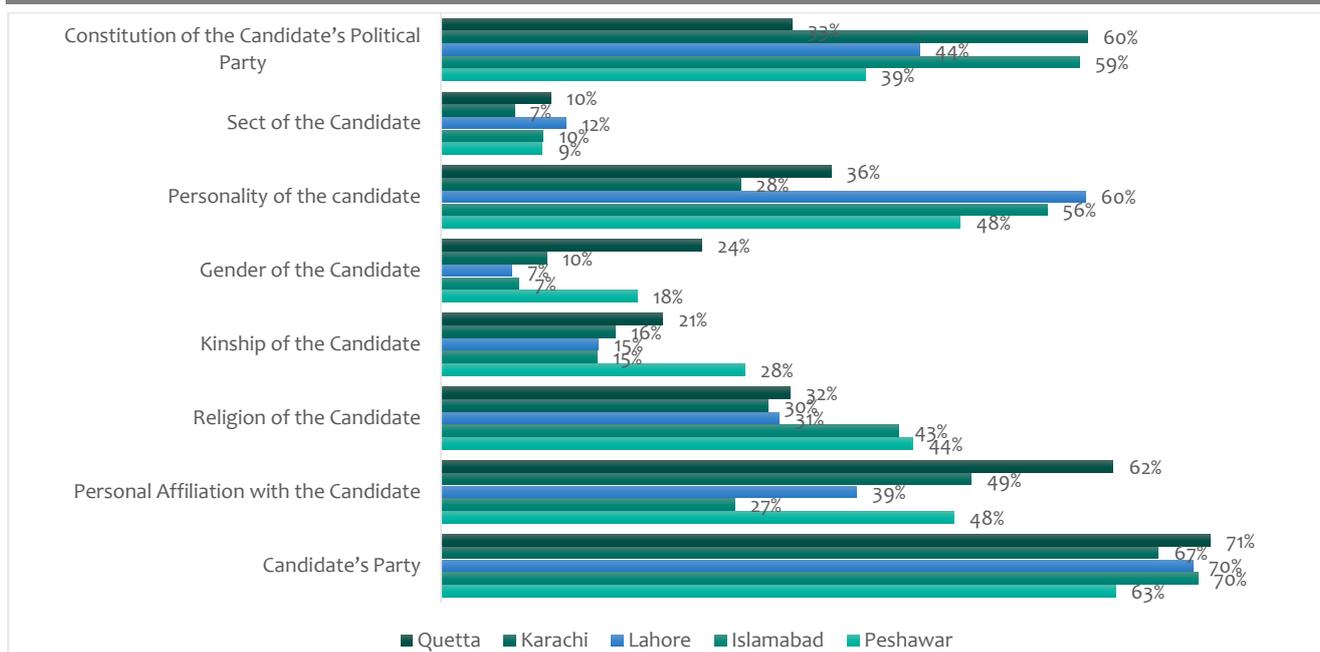
Figure 209: Preference of Candidate (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Preferences for candidates varied across regions depending on the priorities and expectations attached to the chosen candidate. The candidate’s political party, though a highly significant variable across regions, mattered the most in Sindh (74 percent) and the least in Khyber Pakhtunkhwa (60 percent). Balochistan surpassed other provinces with regards to ‘personal affiliation with candidate’ at 70 percent, while in Islamabad at 27 percent it was considered the least crucial factor. Further, the constitution of the candidate’s political party and personality were regarded as relatively more significant determinants in Islamabad at 61 percent and 57 percent, respectively. Finally, religion was highly significant for respondents in Khyber Pakhtunkhwa (46 percent), 42 percent in Islamabad, and the least important in Sindh (25 percent). The graph above shows a detailed breakdown of each variable against the regions. Rural-urban trends among regions suggest more urban heads of households in Islamabad (77 percent – compared to 65 percent in rural), and Punjab (68 percent – compared to 61 percent in rural) viewed a candidate’s political party as integral, while the personal affiliation with the candidate was popular among the rural heads of households across regions, as expressed by heads of households in rural Khyber Pakhtunkhwa (53 percent – compared to 45 percent in urban), rural Punjab (54 percent – compared to 39 percent in urban), Sindh (73 percent – compared to 52 percent in urban), and Islamabad (31 percent – compared to 22 percent urban). The personality of the candidate generally held more importance among the urban heads of households, as viewed by urban heads of households in Islamabad (62 percent, compared to 51 percent rural), Punjab (57 percent – compared to 51 percent rural), Sindh (34 percent – compared to 22 percent rural), and rural Khyber Pakhtunkhwa (45 percent, compared to 35 percent urban). The constitution of political parties also held greater significance among urban household heads, as expressed by Islamabad (71 percent, compared to 50 percent rural), Punjab (41 percent, compared to 33 percent rural), and Balochistan (40 percent – compared to 35 percent rural). No significant variations were observed in opinions across the urban-rural divide for the remaining factors.

Figure 210: Preference of Candidate (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

The trends in capital cities were largely similar to provincial patterns. For instance, the candidate’s political party mattered the most in Quetta (71 percent) and the least in Peshawar (63 percent). Personal affiliation was the most significant in Quetta (62 percent) and the least important in Islamabad (27 percent). In Karachi, the constitution of a candidate’s party was mentioned as the most significant by the majority (60 percent). Furthermore, the personality of the candidate was regarded as important by 60 percent in Lahore and 28 percent – the lowest – in Karachi. Regarding religion as a determinant of political choices, 44 percent of respondents (heads of households) in Peshawar said they considered religion in their voting choices, while the lowest regional proportion was reported in Karachi at 30 percent. Gender was an important variable for the respondents in both Quetta (24 percent) and

Peshawar (18 percent). In Peshawar, the kinship of the candidate was also perceived as an important variable at 28 percent.

9.6. Opinion on reserved seats for women and minorities in the local, provincial, and national assemblies

25A. Equality of citizens

25. (1) All citizens are equal before the law and are entitled to equal protection of the law. (2) There shall be no discrimination on the basis of sex 1 *. (3) Nothing in this Article shall prevent the State from making any special provision for the protection of women and children.

34. Full participation of women in national life

34. Steps shall be taken to ensure the full participation of women in all spheres of national life.

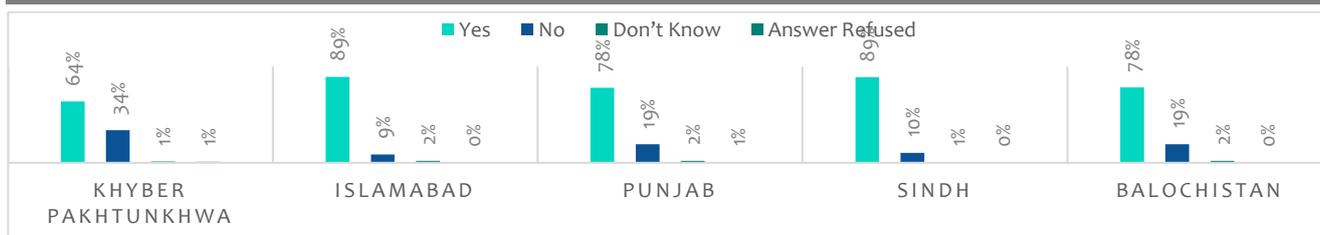
The National Assembly has 342 members, including 60 seats reserved for women and 10 seats reserved for non-Muslims, as per Article 51.⁷² Of the 104 seats in the Senate, 17 were reserved for women (Constitution, Article 59). The Constitution provides the following principle: ‘The State shall encourage local government institutions composed of elected representatives of the areas concerned and, in such institutions, the special representation will be given to peasants, workers, and women’ (Article 32). Regionally, 4 main provinces reserve seats for women in Provincial Assemblies: Punjab (66 seats); Sindh (29 seats); Khyber Pakhtunkhwa (22 seats); and Balochistan (11 seats). General seats are elected based on first-past-the-post or simple majority rule in single-member constituencies, while reserved seats for women are proportionally distributed among parties based on the number of general seats secured by each political party in the Provincial Assembly (Constitution, Article 106 (1,3)).⁷³

Constitutional provisions provide for progressive participation of women in the country’s politics. Over the years the participation of women in the political arena has increased and while there are still reservations about the extent of their empowerment and equitable chances in comparison to men; the situation has improved over time, while a lot still needs to be done in this regard.

When asked about their opinions on whether women should have reserved seats, a clear majority supported them, while a small segment recorded their opposition. A further breakdown at the provincial level reflected the narrative mostly held by respondents from Khyber Pakhtunkhwa and at the district level from Peshawar. The fact that the gender of the political candidate played a significant role in the candidate’s selection may explain, to an extent, the opposition towards women’s role in politics. Oppositions from Punjab, Sindh, and Balochistan also highlight the existence of patriarchal mindsets and the general disinclination of women’s participation in the political domain and the credibility of their political careers.

When asked if there should be reserved seats for women at the national level, 78 percent of respondents (*heads of households*) were of the view that there should be reserved seats for women in the local, provincial, and national assemblies, while 20 percent said otherwise. Although a significant majority in urban (83 percent) and rural (75 percent) areas favored separate seats for women at all tiers, relatively more respondents (*heads of households*) in rural areas (22 percent) than in urban areas (16 percent) said that there should be no reserved seats for women.

Figure 211: Opinion on reserved seats for women and minorities in the local, provincial, and national assemblies (Regional)



⁷² “National Assembly of Pakistan”. <https://na.gov.pk/en/composition.php>.

⁷³ Gender Quotas Database | International Idea. <https://www.idea.int/data-tools/data/gender-quotas>.

Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, even though most respondents (heads of households) in Islamabad and Sindh (89 percent each), 78 percent in Balochistan and Punjab, and Khyber Pakhtunkhwa (64 percent) were in favor of reserved seats for women, a considerable proportion in Khyber Pakhtunkhwa (34 percent), followed by Balochistan and Punjab at 19 percent each expressed opposition to it. Rural-urban trends among regions suggest that no significant variations were seen across regions except for among rural heads of households in Khyber Pakhtunkhwa (35 percent compared to 26 percent urban), who believed there should not be reserved seats, rural Balochistan (22 percent compared to 13 percent urban), and in urban Islamabad (12 percent compared to five percent in rural areas).

Figure 212: Opinion on reserved seats for women and minorities in the local, provincial, and national assemblies (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Following a similar trend to that at the national and provincial levels, most of the respondents (heads of households) from Islamabad and Karachi (90 percent each), Quetta (81 percent), Lahore (77 percent), and Peshawar (63 percent) were in favor of allocating reserved seats for women in the local, provincial, and national assemblies, while significant opposition to the idea came from Peshawar (31 percent), Lahore (22 percent), and Quetta (18 percent).

9.7. Opinions on Reserved seats for religious minorities in the local, provincial, and national assemblies

36. Protection of minorities

36. The State shall safeguard the legitimate rights and interests of minorities, including their due representation in the Federal and Provincial services.

The Constitution of Pakistan guarantees the political inclusion of minorities by reserving a quota in Parliament and all Provincial Assemblies. Article 51(4) of the Constitution reserves ten national assembly seats for minorities. Article 106 also guarantees non-Muslim reserved seats in all Provincial Assemblies. Parliament reiterated its resolve to mainstream minorities in its promulgation of the Elections Act, 2017. Section 48 of the Act asks for special measures for the enrolment of non-Muslims and bounds institutions to give priority to any activity related to this effort. Section 104 asks political parties to submit a priority list of non-Muslim candidates with their nomination papers and provides detailed procedures for filling up reserved seats.

The Senate of Pakistan has four reserved seats. Ten seats were reserved for minorities in the Pakistan National Assembly. Similarly, all Provincial Assemblies also have reserved seats for minorities. At present, the total number of reserved seats on which members of Provincial Assemblies will be elected in the 2018 General Election is 23.

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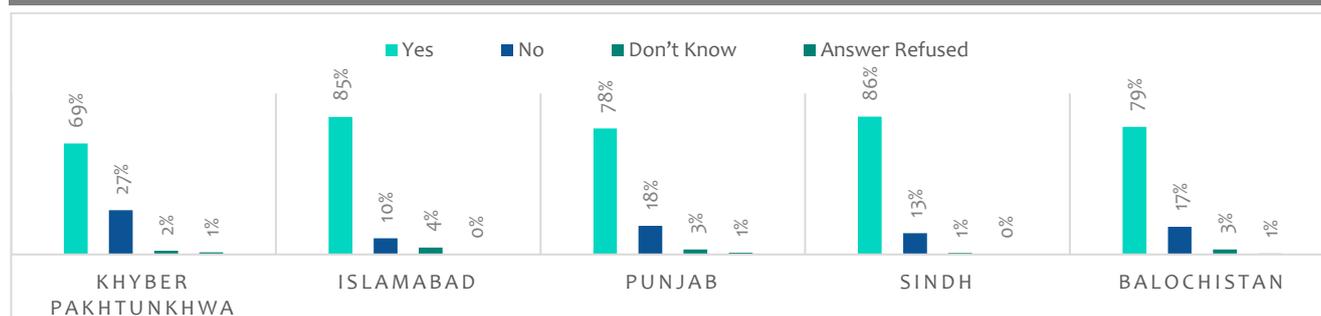
Constitutional provisions such as reserved seats for women guarantee the political participation of marginalized groups. What remains central is the general opinion held by the masses regarding their inclusion in the political spectrum. While a staggering majority was in favor of reserved seats for minorities, some segments in Khyber

74 "Participation of Minorities". PakVoter, 11 July 2018, <https://pakovoter.org/participation-of-minorities/>.

Pakhtunkhwa, Punjab, and Balochistan opposed their reserved seats. These are the same regions from which the respondents said they looked at the religion and sect of the candidate when voting or choosing a political candidate to vote for. While the proportion who oppose minority participation via reserved seats is low, it is still important to report how certain religious and ethnic values sway the narrative.

When asked if they believed there should be reserved seats for religious minorities in the local, provincial, and national assemblies - At the national level, 79 percent of the respondents (*heads of households*) said that they were in favor of the allocation of reserved seats for religious minorities in the local, provincial, and national assemblies, while 18 percent opposed it. More respondents (*heads of households*) in urban areas (83 percent) than in rural areas (76 percent) thought that there should be reserved seats for religious minorities, while 20 percent in rural areas, as opposed to 15 percent in urban areas, were against any such measures.

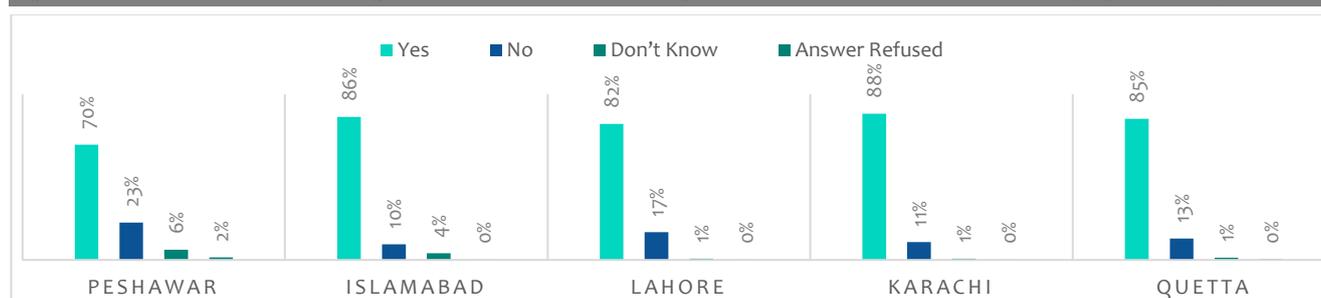
Figure 213: Reserved seats for religious minorities in the local, provincial, and national assemblies (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Similarly, at the provincial level, most of the respondents (*heads of households*) from Islamabad (85 percent), Sindh (86 percent), Balochistan (79 percent), Punjab (78 percent), and Khyber Pakhtunkhwa (69 percent) were in favor, while 27 percent respondents (*heads of households*) from Khyber Pakhtunkhwa, Punjab (18 percent), Balochistan (17 percent), Sindh (13 percent) and Islamabad (10 percent) were against reservation of seats for religious minorities. Rural-urban trends among regions suggest that more rural heads of households in Khyber Pakhtunkhwa (29 percent compared to 19 percent in urban areas), rural Sindh (16 percent compared to 10 percent in urban areas), and urban Islamabad (14 percent compared to six percent in rural areas) opined that there should not be any reserved seats for minorities.

Figure 214: Reserved seats for religious minorities in the local, provincial, and national assemblies (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Likewise, most of the respondents (*heads of households*) in the capital cities of Karachi (88 percent), Islamabad (86 percent), Quetta (85 percent), Lahore (82 percent), and Peshawar (70 percent) believed that seats should be reserved for religious minorities in the local, provincial, and national assemblies. Only 23 percent in Peshawar, 17 percent in Lahore, 13 percent in Quetta, 11 percent in Karachi, and 10 percent in Islamabad expressed opposition to allocating separate seats for religious minorities.

STATE OF
GOVERNANCE
IN PAKISTAN
2022

10

**RIGHTS,
SECURITY, SAFETY,
AND ACCESS TO
JUSTICE**

**HOUSEHOLD
SURVEY REPORT**

10. RIGHTS, SECURITY, SAFETY, AND ACCESS TO JUSTICE

Under the pretext of rising intolerance among the public about interactions with minorities in the country based on religious differences, sects, mother tongue, or even political opinions, the respondents were asked to express how safe they felt in the country, which institutions they reached out to in case their security was at stake, and their satisfaction with the system.

Pakistan is culturally, ethnically, linguistically, and religiously diverse. Muslims constitute over 96 percent of the country's population, while Christians constitute 1.59 percent, and Hindus 1.60 percent. Among Muslims, minority sects include the Shias, Ismailis, Ahmadis, and Bohras. Shias make up a sizeable proportion of the Muslim population, roughly 15 to 20 percent; the Ahmadiyya community constitutes only 0.22 percent (a figure that may be contested).⁷⁵

Security of person

(Article 9) No person shall be deprived of their life or liberty saved in accordance with the law.

Inviolability of dignity of man, etc.

14. (1) The dignity of man and, subject to law, the privacy of home, shall be inviolable.

(2) No person shall be subjected to torture for the purpose of extracting evidence.

Parochial and other similar prejudices to be discouraged

33. The State shall discourage parochial, racial, tribal sectarian, and provincial prejudices among the citizens.

Constitutional provisions provide for the inviolability of the rights of a person belonging to any caste, creed, or race. However, in the recent past, the country has seen a rise in rifts based on religious, sectarian, and political beliefs. On multiple occasions, blasphemy law has been used by the people against these religious minorities along with discrimination and persecution, such as forced conversions of non-Muslim girls and enforced disappearances. In 2019, only 28 Shias and two Ahmadis were killed in targeted attacks due to their faith. Another 57 Shias and one Christian were injured in 2019. There have been at least five attacks on Ahmadiyya places of worship since August 2018, two at Hindu temples and one at a Christian church. There have also been 13 blasphemy cases filed against Ahmadis, nine against Christians, two against Hindus, and one against a Shia in the same period.⁷⁶ Such incidents continue to date, as recent as December 2021 the country saw a lynching of a Sri Lankan national under the pretext of blasphemy in Sialkot, on January 31st, 2022, two Christian priests were targeted in Peshawar, and one of them lost his life while the other sustained injuries. Such incidences are still prevalent in the country, and rising intolerance and extremism have made it difficult to openly express beliefs. While people may not actively agree that a problem exists, either due to fear or indifference, reality suggests otherwise.

10.1. Threat due to Beliefs

10.1.1. Threat to Safety Due to Religion

The respondents (*heads of households*) were asked if they felt a threat to their safety due to their religion, native language, sect, and political opinions. While the majority responded that they felt safe, there was still a sizeable population that felt threatened, especially when it came to expressing those beliefs without fear of backlash.

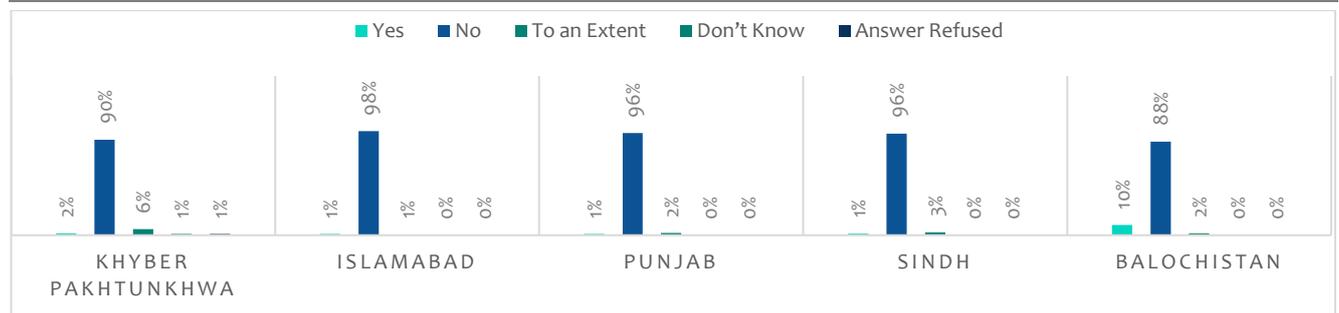
The respondents (*heads of households*) were asked if they felt a threat to their safety from any group because of their religion; at the national level, the majority (93 percent) said they did not feel threatened; however, three percent of respondents (*heads of households*) said in affirmative and an added three percent said they felt unsafe

⁷⁵ Jaffer A. Mirza for The Diplomat. "Religious Minorities in 'Naya Pakistan'". – *The Diplomat*, 16 Mar. 2020, <https://thediplomat.com/2020/03/religious-minorities-in-naya-pakistan/>.

⁷⁶ *Annual Security Report 2019* - CRSS. <https://crss.pk/wp-content/uploads/Annual-Security-Report-2019.pdf>.

to an extent. More respondents (*heads of households*) in rural areas (5 percent) than in urban areas (1 percent) felt a threat to their safety due to their religion. Three percent each in both urban and rural areas felt threatened to some extent.

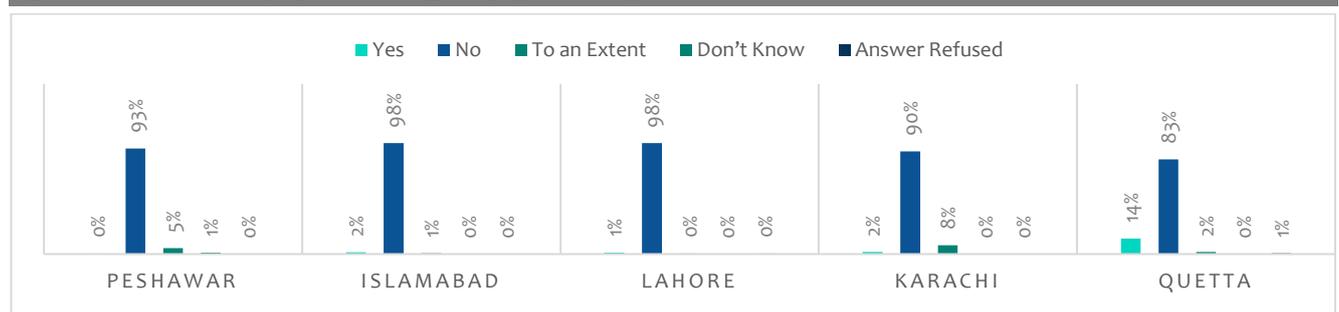
Figure 215: Threat to safety due to Religion (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

A province-wise breakdown shows similar patterns, while the majority said they felt no threat to their safety due to their religion; 10 percent of respondents (*heads of households*) in Balochistan responded affirmatively with an added two percent saying they felt unsafe to an extent. Two percent of Khyber Pakhtunkhwa said they felt unsafe, and an added six percent said they felt unsafe to an extent, and a further one percent refused to answer, the stats were relatively lower across other provinces. Rural-urban trends among regions showed no significant variations, except in Balochistan, where more rural household heads (12 percent) expressed fear due to threats to their religion than urban household heads (4 percent).

Figure 216: Threat to safety due to Religion (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

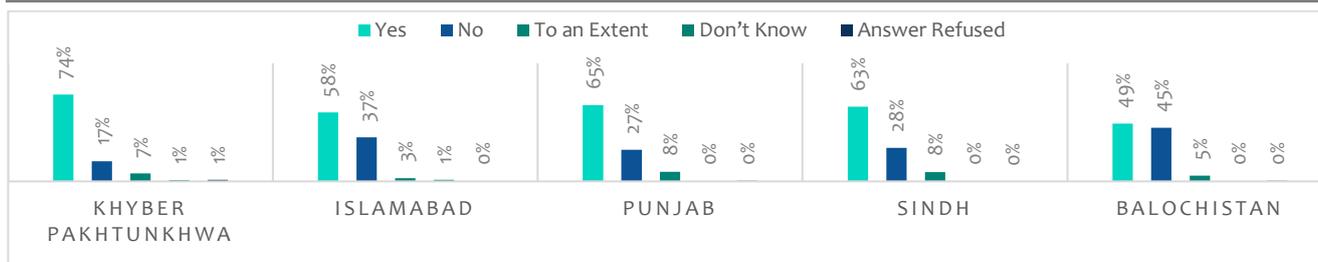
Most of the respondents (*heads of households*) in the capital cities do not feel threatened due to their religion; however, 14 percent in Quetta (the highest among the cities) said they felt unsafe due to their religion with an added two percent saying they felt unsafe to an extent, while one percent refused to answer. Two percent in Karachi said they felt unsafe, with the other eight percent saying they felt unsafe to an extent. Similar patterns were observed in the remaining cities.

10.1.2. Expressing religious opinions without any fear of a backlash

When posed with the question about a direct threat to their safety, the proportion of respondents who responded affirmatively was rather low. However, when they were asked if they could express those beliefs without expecting backlash, the proportion that felt threatened was somewhat higher.

At the national level, 63 percent voiced freedom of speech without facing backlash – 29 percent said they feared backlash, while a further seven percent said they feared backlash to an extent. More urban respondents (*heads of households*) feared backlash (29 percent, with an added nine percent saying they feared backlash 'to an extent') than rural respondents (30 percent in rural areas with the other five percent fearing a backlash to an extent).

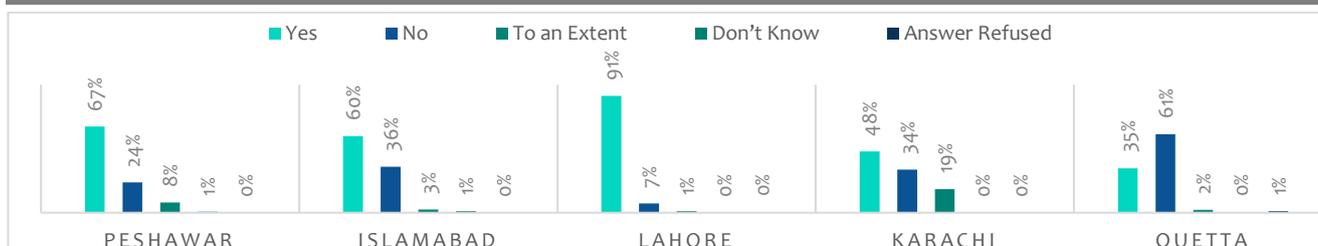
Figure 217: Expressing religious opinions without any fear of a backlash (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Similarly, at the provincial level, almost half (45 percent) in Balochistan said they feared backlash with five percent stating they fear to an extent, 37 percent in Islamabad felt threatened with a further three percent fearing threat to an extent. Similar patterns were seen in Punjab and Sindh, with the lowest proportion in Khyber Pakhtunkhwa citing backlash as a possible outcome. Rural-urban trends among regions suggest that generally, more urban heads of households feared backlash, as reported by 26 percent in Khyber Pakhtunkhwa compared to 15 percent in rural areas, urban Islamabad (45 percent, compared to 29 percent rural), and urban Sindh (32 percent, compared to 24 percent rural). Fear persisted more among heads of households in rural Punjab (32 percent, compared to 16 percent in urban areas) and Balochistan (47 percent, compared to 41 percent in urban areas).

Figure 218: Expressing religious opinions without any fear of a backlash (Capital Cities)



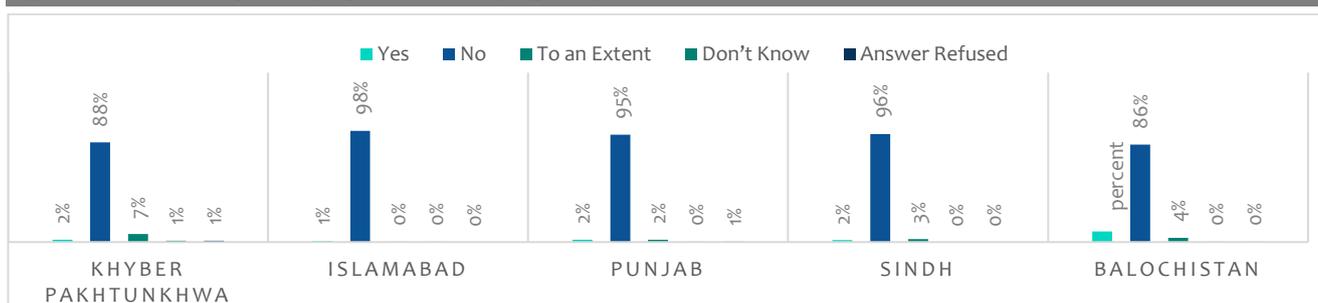
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

When asked about their religious freedom when voicing their opinions and if they feared backlash upon expressing them – a clear majority in Quetta (61 percent) respondents (*heads of households*) said they cannot express their religious opinions without any fear of backlash with an additional two percent fearing to an extent, followed by 36 percent in Islamabad and other three percent stated, ‘to an extent.’ In Karachi, 34 percent expressed fear, with a further 19 percent stating a fear of backlash to an extent.

10.1.3. Threat to your safety due to sect

Upon being asked if they felt a threat to their safety due to their sect at the national level, while the majority (92 percent) declared that they felt no safety concerns due to their sect, four percent of respondents (*heads of households*) said in affirmative, with an additional four percent stating they feared their safety to an extent. More respondents (*heads of households*) in rural areas (5 percent) than in urban areas (2 percent) felt a threat to their safety due to sect. While four percent each in urban and rural areas feel threatened to an extent.

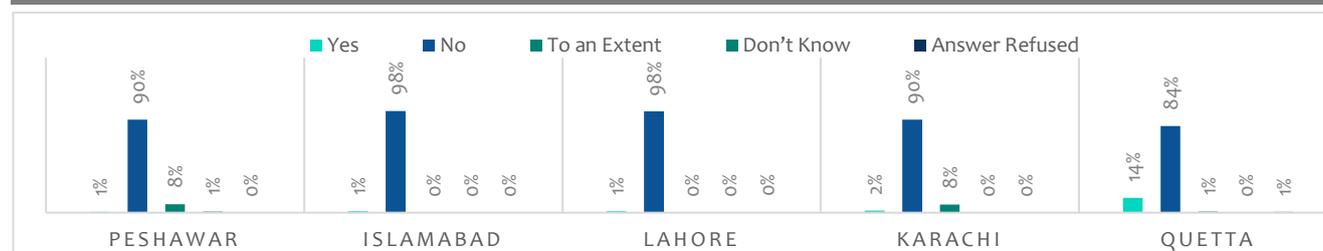
Figure 219: Threat to your safety due to sect (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Similar patterns were seen at the provincial level, with the highest proportion of threats to safety due to sects reported by respondents (*heads of households*) in Balochistan (9 percent), with a further four percent stating that they feared their safety to an extent. This was followed by two percent of respondents (*heads of households*) in Khyber Pakhtunkhwa, declaring a threat to their safety while seven percent stated they feared their safety to an extent. The respondents (*heads of households*) expressed the lowest fear of threats to safety in Islamabad. Rural-urban trends among regions showed no significant variations across regions, except for rural Balochistan (11 percent, compared to six percent in urban areas), where more heads of households said they feared a threat to their safety due to their sect.

Figure 220: Threat to your safety due to sect (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

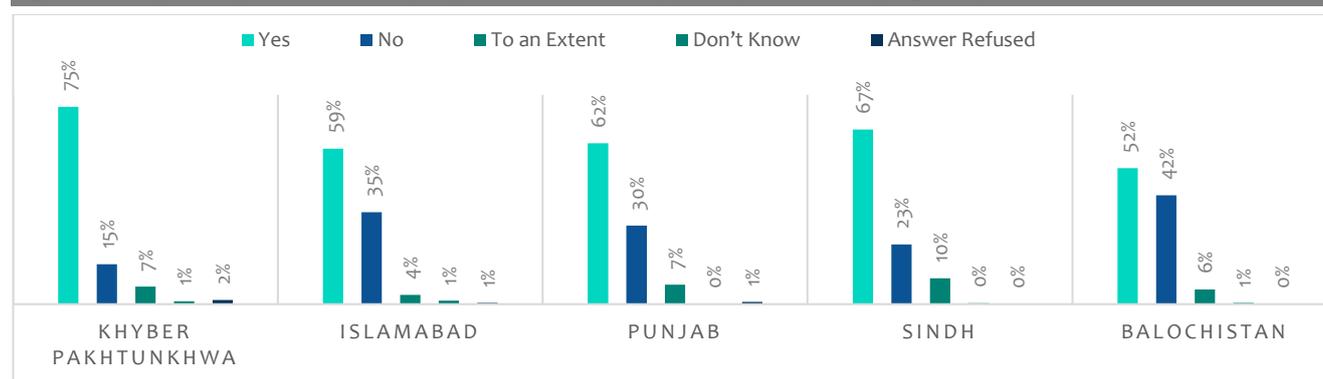
Among the capital districts, 14 percent of respondents in Quetta expressed a threat to their safety, with a further one percent stating that they felt threatened to an extent. While two percent in Khyber Pakhtunkhwa expressed a threat to their safety, a further seven percent expressed a threat to an extent.

10.1.4. Expressing sectarian beliefs/opinions without any fear of a backlash

Upon being further inquired if they could express their sectarian beliefs/opinions without any fear of a backlash – at the national level, 64 percent of respondents (*heads of households*) maintained that they could voice their sectarian beliefs/opinions without any fear of a backlash; however, opposing views were said by 27 percent who admitted they feared backlash with a further seven percent stating they feared backlash to an extent. The fear of backlash was somewhat similar across urban and rural regions, while 28 percent in rural areas and 27 percent in urban areas reported fear of backlash, with nine percent in urban areas and six percent in rural areas.

Again, while the respondents (*heads of households*) who admitted that they were threatened by their sect were lower, the proportion grew when it came to experiencing backlash when expressing their beliefs.

Figure 221: Expressing sectarian beliefs/opinions without any fear of a backlash (Regional)

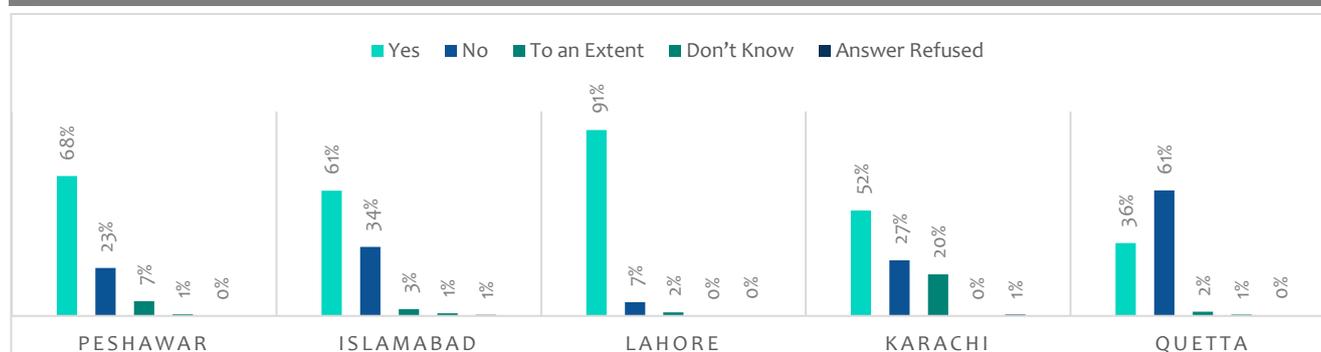


Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, almost half (42 percent) in Balochistan said they feared backlash, six percent stated they feared backlash to an extent, followed by 35 percent in Islamabad, stating the same with four percent fearing it to an extent, while 30 percent in Punjab stated the same with seven percent stating their fears to an extent, followed by 23 percent in Sindh expressing fears with a further 10 percent fear of backlash to an extent. Respondents (*heads of households*) in Khyber Pakhtunkhwa expressed the lowest fear of backlash, as stated by just 15 percent of respondents (*heads of households*) and seven percent said fear to an extent. Rural-urban trends among regions

showed that the fear of backlash was expressed more by the urban heads of households in Khyber Pakhtunkhwa (24 percent, compared to 13 percent rural), urban Islamabad (44 percent – compared to 25 percent rural), urban Sindh (27 percent – compared to 18 percent rural), rural heads of households in Balochistan (44 percent compared to 35 percent urban), and rural Punjab (36 percent, compared to 18 percent in urban).

Figure 222: Expressing sectarian beliefs/opinions without any fear of a backlash (Capital Cities)



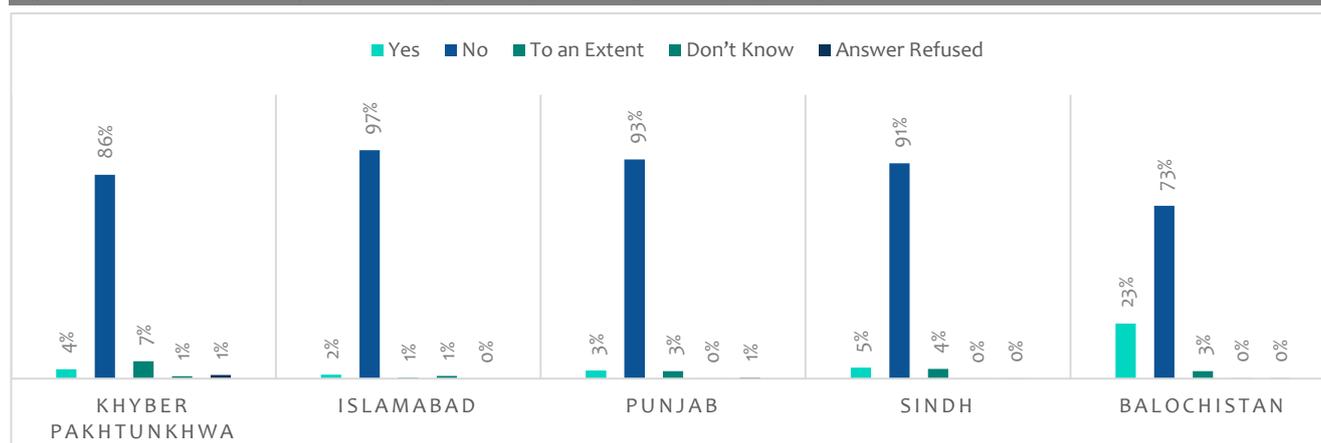
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, most respondents (*heads of households*) in Quetta (61 percent) said they feared backlash when expressing their sectarian beliefs/opinion, followed by 34 percent (an additional three percent feared backlash to an extent) in Islamabad, 27 percent in Karachi (a further 20 percent to an extent), and 23 percent in Peshawar (with seven percent to an extent), and the lowest as reported by seven percent in Lahore (an additional two percent to an extent).

10.1.5. Threat to Safety Due to Religious or political opinions

When asked if they felt a threat to their safety due to their religious or political opinions at the national level, while 86 percent declared they felt safe, eight percent voiced their concerns as they felt a threat to safety due to their religious and political opinions. A further four percent said that they felt unsafe to an extent. More respondents (*heads of households*) in rural areas (10 percent) than in urban areas (6 percent) declared that they felt unsafe because of their religious or political opinions, while four percent each in urban and rural areas felt somewhat unsafe.

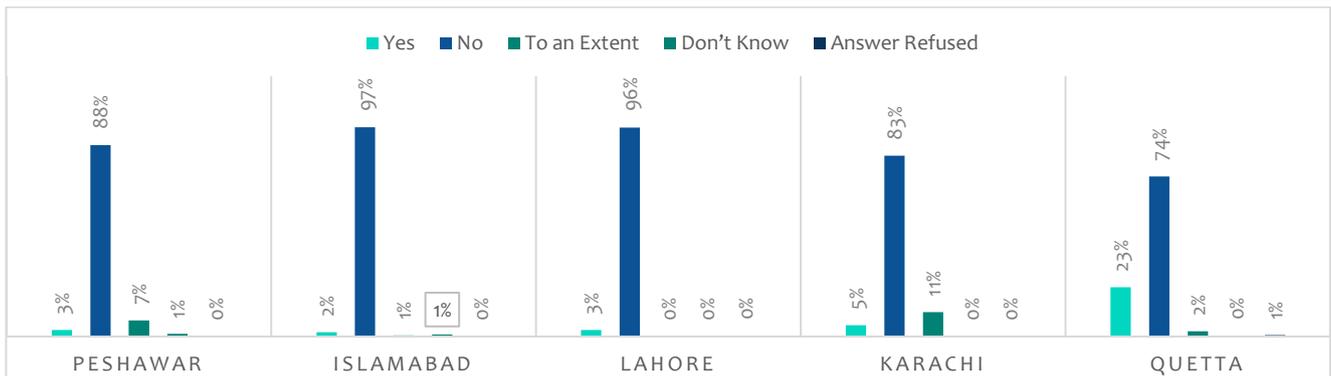
Figure 223: Threat to Safety due to Religious or political opinions (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Almost one-fourth of the respondents (*heads of households*) from Balochistan (23 percent) said that they felt unsafe, and three percent felt unsafe to an extent. Five percent in Sindh expressed the same opinion with four percent stating that they felt unsafe to an extent. In Khyber Pakhtunkhwa, four percent admitted that they felt unsafe, and seven percent said they felt unsafe to an extent. A lesser proportion of Punjab and Islamabad expressed their reservations. Rural-urban trends among regions showed no variation, except in rural Balochistan, where more heads of households (25 percent, compared to 20 percent in urban areas) expressed a threat to their safety.

Figure 224: Threat to Safety due to Religious or Political Opinions (Capital Cities)



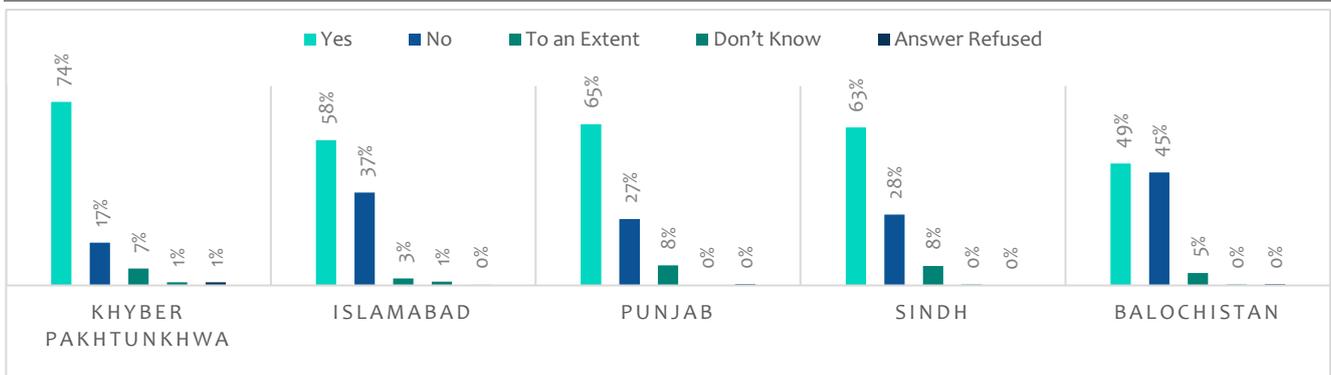
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

While the majority declared that they felt safe when voicing their religious or political opinion at the district level, provincial patterns were replicated at the district level, as the highest responses to fear threat were expressed by 23 percent in Quetta with a two percent fearing threat to an extent. While five percent in Karachi voiced concerns about their safety, 11 percent felt unsafe to an extent.

10.1.6. Expressing your political opinions without any fear of a backlash

When asked if they feared backlash when expressing their political opinions, as seen earlier, while outright admittance of threat was expressed by a lower proportion, when the expression of their beliefs was assessed, the proportion that feared backlash significantly increased. At the national level, while almost two-thirds of the respondents (*heads of households*) (63 percent) expressed that they felt safe, many respondents (*heads of households*) (29 percent) said that they could not express their political opinions without fear of backlash, followed by seven percent who felt unsafe. Thirty percent of respondents (*heads of households*) in rural areas and 29 percent in urban areas do not think they can voice their private opinions without any fear of backlash. A further eight percent of urban and six percent of rural areas fear backlash to an extent.

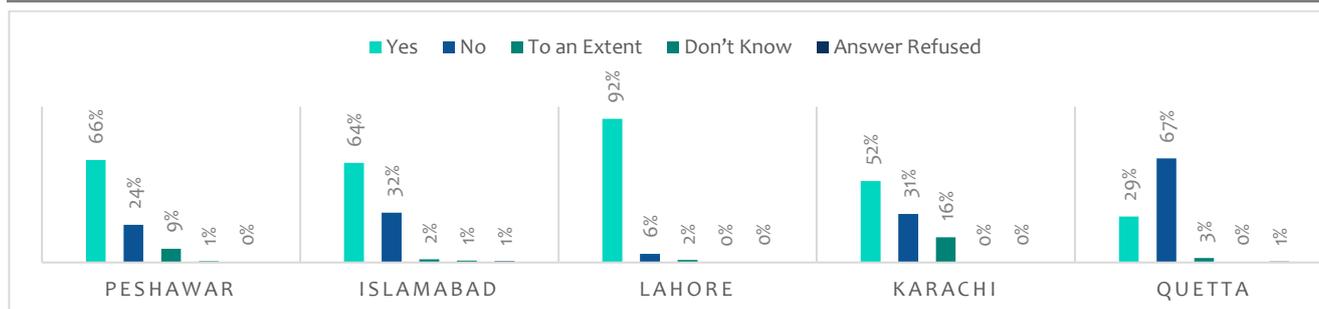
Figure 225: Expressing your political opinions without any fear of a backlash (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, half of the respondents (*heads of households*) in Balochistan (45 percent) said they feared backlash and a further five percent admitted that they feared backlash to an extent, followed by 37 percent in Islamabad with three percent stating they feared backlash to an extent, 28 percent in Sindh expressed their fears (a further eight percent to an extent), and 27 percent in Punjab (an additional eight percent to an extent). The number of respondents (*heads of households*) expressing fear of backlash was relatively lower in Khyber Pakhtunkhwa than in other regions. Rural-urban trends among regions suggest that more urban household heads in Islamabad (44 percent compared to 22 percent in rural), urban Sindh (29 percent compared to 20 percent in rural), and urban Khyber Pakhtunkhwa (27 percent compared to 13 percent in rural), while more heads of households in rural Punjab (35 percent compared to 16 percent in urban), and rural Balochistan (52 percent compared to 44 percent in urban areas) said they feared a backlash when expressing their political opinions.

Figure 226: Expressing your political opinions without any fear of a backlash (Capital Cities)



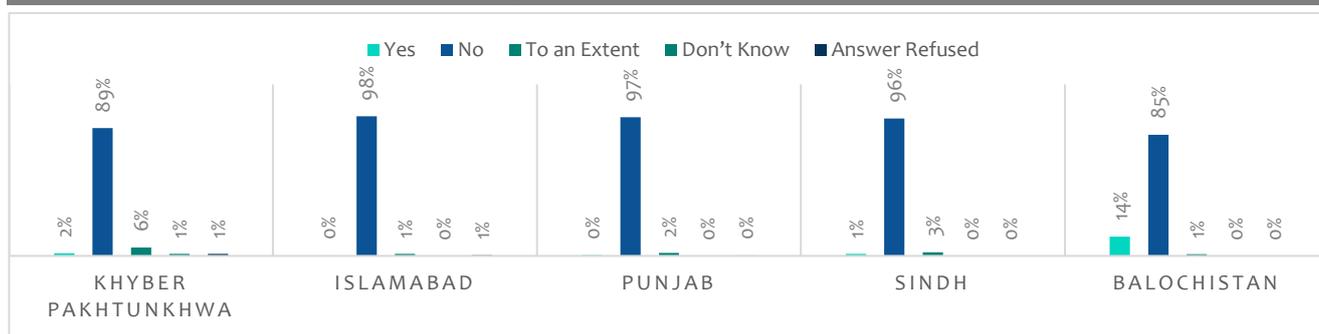
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, a staggering 67 percent in Quetta admitted that they feared backlash when voicing their political opinions, with three percent stating that they feared it to an extent. While responses from Karachi, Islamabad, and Peshawar were somewhat similar, the lowest threat of backlash was expressed by respondents in Lahore as six percent said fear of backlash with two percent fearing it to an extent.

10.1.7. Threat to safety due to mother tongue

When asked if they felt a threat to their safety due to their mother tongue—at the national level, while the majority felt safe – four percent of respondents (*heads of households*) declared they felt a threat to their safety due to their mother tongue, while a further three percent felt unsafe. Similar patterns were seen when gauging safety at the urban-rural level, as more respondents (*heads of households*) in rural areas (5 percent) and three percent in urban areas felt unsafe while three percent in rural and two percent in urban areas felt unsafe to an extent.

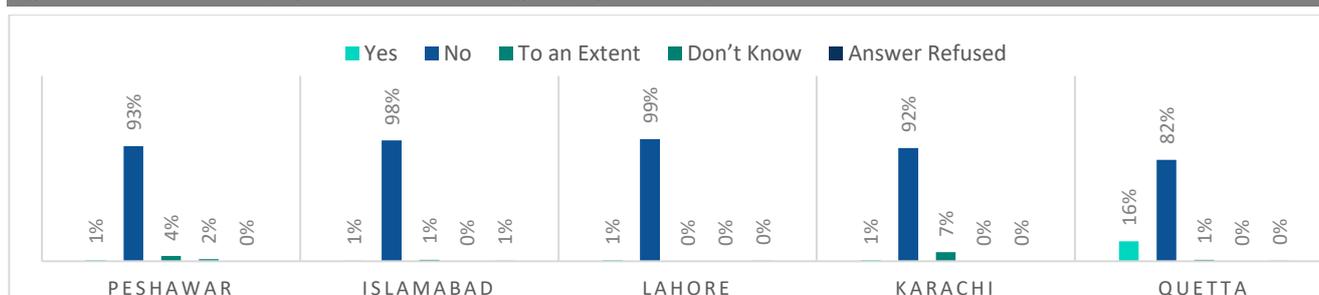
Figure 227: Threat to safety due to mother tongue (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, the threat was the highest among respondents (*heads of households*) in Balochistan at 14 percent, with a further one percent stating that they feared the threat to an extent, while the threats were the lowest among respondents (*heads of households*) from Islamabad and Punjab. Rural-urban trends among the regions showed no variation.

Figure 228: Threat to safety due to mother tongue (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

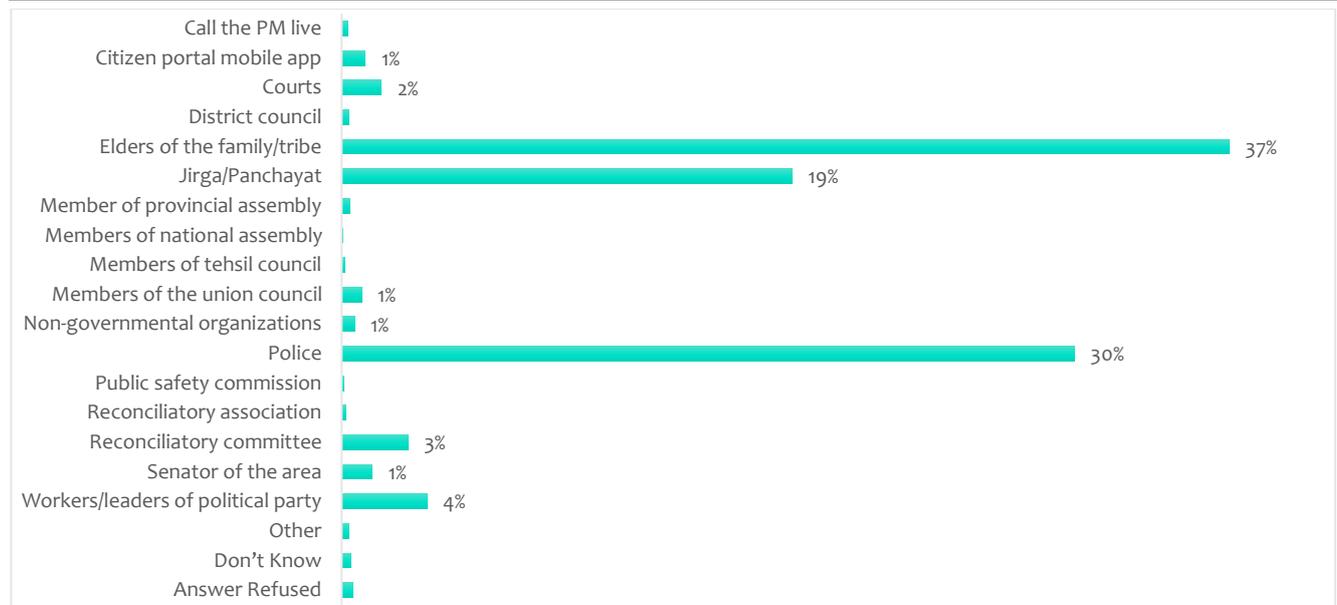
Among the capital districts, Quetta had the highest proportion of respondents (17 percent) who felt a threat to safety due to their native language. Eight percent of respondents in Karachi expressed similar fears.

While the threats and fear of backlash varied across regions, it is pertinent to note that fear exists and the actual numbers may be more than the reported numbers for reasons such as fear of admitting the ground realities that may threaten their security, keeping silent to avoid violence to name a few, and discomfort about sharing insights to name a few. This can be corroborated by the recent timelines of events of violence and threats against minorities in the country, which raise dire concerns about their safety and welfare. Thus, while both the masses and minorities are constitutionally protected, rising intolerance and rifts have made it easier for extremism and a culture of fear to perpetuate, taking away the basic freedom of speech and endangering the lives of many in the worst cases. The onus of this also falls on the blasphemy law that has worsened the cases of violence, especially against minority groups and requires a revisit to make the misuse of this law entirely impossible. The institutions and justice system need to be proactive in this regard and step up in dispensing justice and not leave space for the public to take the law into their own hands, cases in which the country has seen tremendous growth over the years. It is the State's responsibility to protect minorities and majorities alike, and given the prevalent context, the insecurities of the people are a legitimate concern.

10.1.8. Institutions reached out to in case of threat to security

The respondents were further asked whom they or their families would reach out to when they faced a security threat.

Figure 229: Institutions reached out to in case of threat to security (National)



National estimates calculated with a margin of error of ± 1.22 percent

Upon inquiring about who the respondents or members of their households reach out to first when they or someone in their family is facing a security threat, at the national level, many of the households reached out to elders of the family/tribe (37 percent), followed by police (30 percent) and Jirga/Panchayat (19 percent). In urban households, 39 percent reached out to the elders of the family/tribe compared to 36 percent in rural areas. More households in urban areas (36 percent) relied on police than those in rural areas (27 percent). While more in rural areas (22 percent) reached Jirga/Panchayat, compared to 12 percent in urban areas.

Regionally, 58 percent in Sindh, 41 percent in Balochistan, 36 percent in Punjab, 23 percent in Islamabad, and 16 percent in Khyber Pakhtunkhwa reached out to Elders of the family/tribe. Another 32 percent in Khyber Pakhtunkhwa, 23 percent in Balochistan, and 20 percent in Punjab reached Jirga/Panchayat. The proportion of those who would contact Jirga/Panchayat was low in Sindh (5 percent) and Islamabad (4 percent). Police remained the preferred option in Islamabad (61 percent) and the least preferred in Balochistan (21 percent). Rural-urban trends among regions showed no significant variation in reaching out to family elders for all except for rural Sindh, where more households reached out to family elders (71 percent, compared to 45 percent in urban areas) and

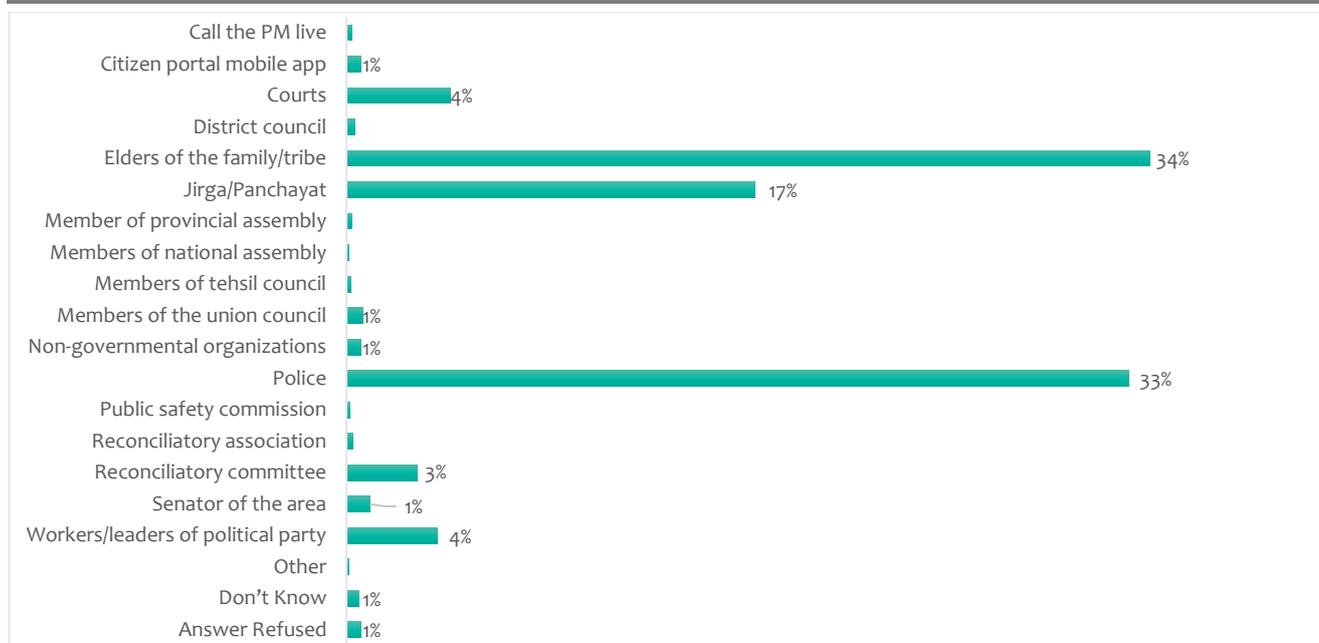
urban Balochistan (52 percent, compared to 37 percent in rural areas). More urban households in Sindh (38 percent compared to 18 percent), Punjab (42 percent compared to 28 percent in rural areas), Islamabad (70 percent compared to 52 percent in rural areas), and Khyber Pakhtunkhwa (32 percent compared to 26 percent in urban areas) reached out to the police. Jirga/panchayat was preferred more among rural households in Punjab (24 percent compared to 11 percent in urban areas) and Khyber Pakhtunkhwa (34 percent compared to 24 percent in urban areas).

Among the capital districts, 46 percent in Lahore said they go to Elders of the family/tribe, followed by 38 percent in Karachi, and 30 percent in Quetta. While 28 percent in Peshawar and 19 percent in Quetta said they would reach out to Jirga/Panchayat. Police was the preferred option in Islamabad (60 percent), followed by Karachi (42 percent) and Lahore (41 percent). A further seven percent in Peshawar and five percent in Karachi would reach the Reconciliation Committee. Six percent each in Peshawar and Quetta reached out to the workers/leaders of the political parties to resolve their issues regarding security threats.

10.1.9. Institutions reached out to in case of threat to Property/businesses/assets

They were also asked to name who they would reach out to if they or anyone in their family faced a threat to their property, assets, or businesses.

Figure 230: Institutions reached out to in case of threat to Property/businesses/assets (National)



National estimates calculated with a margin of error of ± 1.22 percent

In case of threats faced by households or members due to property/assets/businesses – At the national level, 35 percent of households reached out to the police, 32 percent to the elders of the family/tribe, 15 percent to jirga/panchayat, six percent to workers/leaders of a political party, four percent to the courts and two percent to the reconciliatory committee. More households in urban areas (38 percent) than in rural areas (30 percent) reached out to the police, 35 percent in urban areas, 32 percent in rural areas reached out to elders of the family/tribe, and more households in rural areas (21 percent) reached out to the Jirga/Panchayat compared to 11 percent in rural areas. While four percent in rural areas, compared to three percent in urban areas, reached out to the workers/leaders of a political party.

Regionally, the majority of Islamabad (54 percent) said they would reach out to the police, closely followed by Punjab (37 percent), Khyber Pakhtunkhwa, and Sindh (32 percent each), and 24 percent in Balochistan. The majority in Sindh (55 percent), 38 percent in Balochistan, 27 percent in Islamabad, 26 percent in Punjab, and 16 percent in Khyber Pakhtunkhwa went to elders of the family/tribe. Jirga/panchayat was the preferred option for 30 percent in Khyber Pakhtunkhwa and 23 percent in Balochistan, and was relatively lower in Punjab (16 percent), Sindh (5 percent), and Islamabad (3 percent). Nine percent of households in Punjab would reach out to the

workers/leaders of a political party. While only seven percent in Punjab, six percent in Islamabad, five percent in Balochistan, and four percent in Khyber Pakhtunkhwa would reach out to courts. Rural-urban trends among regions showed no significant variation in reaching out to the elders of the family for all except for rural Sindh, where more households reached out to family elders (68 percent, compared to 43 percent in urban), and urban Balochistan (49 percent, compared to 34 percent in rural). More urban households in Sindh (43 percent, compared to 20 percent in rural), Punjab (44 percent, compared to 33 percent in rural), Islamabad (63 percent, compared to 43 percent in rural), and rural Khyber Pakhtunkhwa (33 percent, compared to 28 percent in urban) reached out to the police. While jirga/panchayat was preferred by rural households in Punjab (19 percent, compared to eight percent of urban households) and Khyber Pakhtunkhwa (31 percent, compared to 22 percent of urban households), the option was insignificant across other areas.

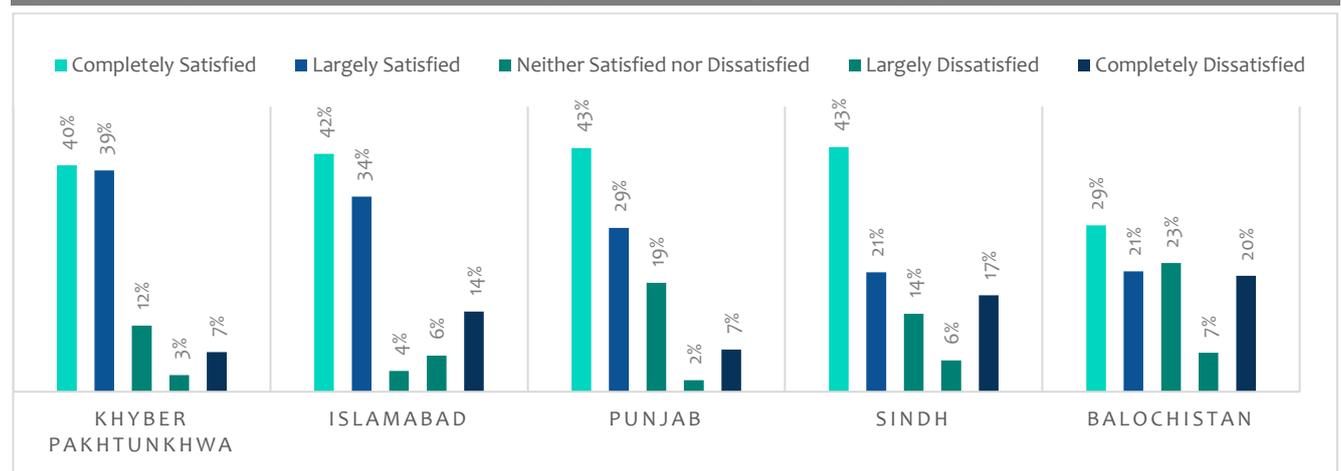
Among the capital districts, the majority said that they reached out to the police, with 52 percent of households in Islamabad, 44 percent in Karachi, 42 percent in Lahore, 36 percent in Quetta, and 27 percent in Peshawar sharing the same. While 39 percent of households in Karachi, 36 percent in Lahore, 28 percent each in Quetta and Islamabad, and 16 percent in Peshawar reach out to elders of the family/tribe. Furthermore, 30 percent in Peshawar, 20 percent in Quetta, six percent in Lahore, four percent in Islamabad, and three percent in Karachi reach out to Jirga/Panchayat. Only 11 percent of households in Lahore, seven percent in Islamabad, five percent in Peshawar, and four percent in Quetta said that they would reach out to the courts for such matters.

In both cases, the most preferred institutions were the elders of the family/tribe, the jirga/panchayat, and the police. While reaching out to courts, reconciliatory committees remain a lower priority.

10.1.10. Satisfaction levels with the situation of peace and security in the area

When asked if they were satisfied with the situation of peace and security in their area at the national level, 67 percent expressed satisfaction, while 17 percent expressed dissatisfaction, and a further 16 percent were neither satisfied nor dissatisfied. More respondents (heads of households) in urban areas (69 percent) said they were satisfied with the security situation compared to 66 percent in rural areas. Eleven percent in urban areas and 18 percent in rural areas were neither satisfied nor dissatisfied with it. However, 20 percent in urban areas and 17 percent in rural areas are dissatisfied.⁷⁷

Figure 231: Satisfaction levels with the situation of peace and security in the area (Regional)



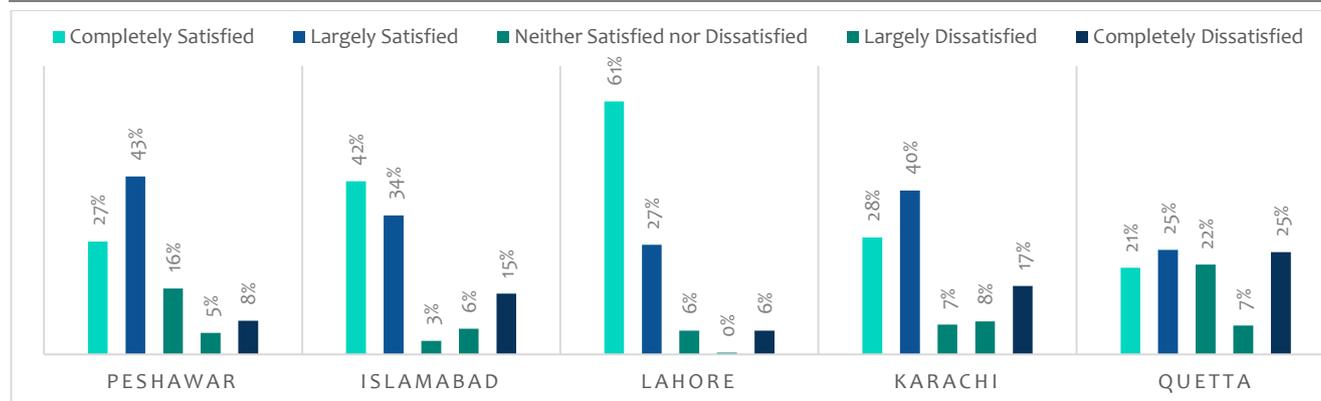
Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, satisfaction was highest in Khyber Pakhtunkhwa at 79 percent, followed by Islamabad at 76 percent in Islamabad. The highest levels of dissatisfaction were reported in Balochistan (27 percent), Sindh (23 percent) and Islamabad (20 percent). Rural-urban trends among regions showed that more urban heads of households were dissatisfied, as stated by household heads in urban Khyber Pakhtunkhwa (13 percent, compared to nine percent

⁷⁷ The percentages indicate the clubbed responses of “largely satisfied” and “completely satisfied” for the satisfaction category. And “largely dissatisfied” and “completely dissatisfied” for the dissatisfaction category”. The respective bifurcations of these labels are presented in the graphs.

in rural areas), urban Sindh (26 percent – compared to 18 percent in rural areas), urban Balochistan (32 percent – compared to 25 percent in rural areas), and rural Islamabad (25 percent, compared to 17 percent in urban areas).

Figure 232: Satisfaction levels with the situation of peace and security in the area (Capital Cities)



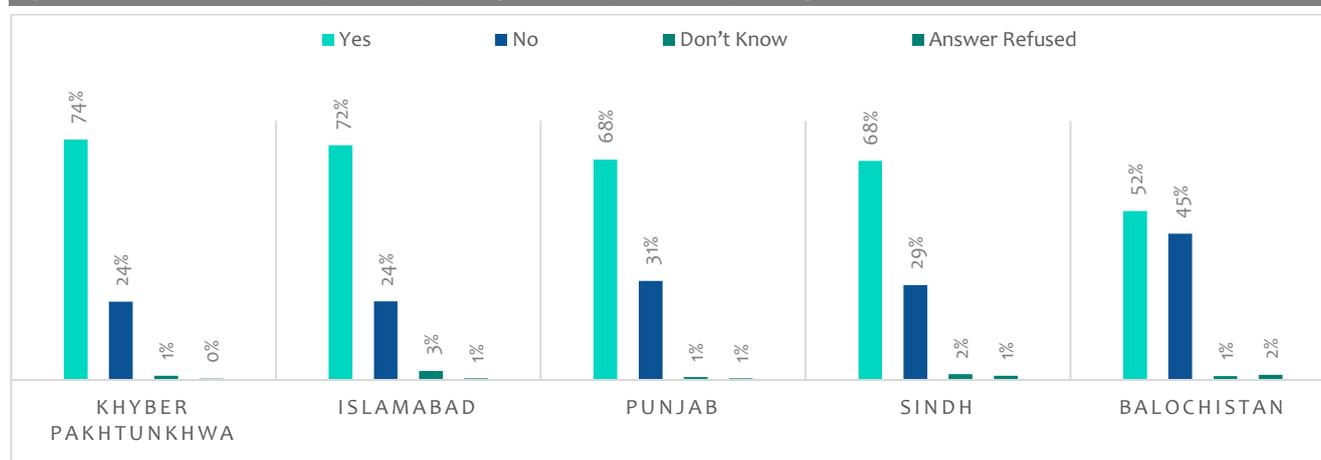
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Satisfaction with the situation of peace and security in their respective areas was highest in Lahore (88 percent) and lowest in Quetta (46 percent). 32 percent in Quetta and 25 percent in Karachi said they were dissatisfied.

10.2. Role of Police

The respondents (heads of households) were asked if the police in the region made them feel safe, and at the national level, 66 percent said they felt safe while 32 percent declared they felt unsafe. 33 percent in urban areas and 31 percent in rural areas admitted that the police in their region did not make them feel safe.

Figure 233: Do you think the police in your region make you feel safe? (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, while the majority felt safe across all provinces, 45 percent in Balochistan (the highest across all regions) said that they felt unsafe, followed by 31 percent in Punjab, 29 percent in Sindh, and 24 percent each in Khyber Pakhtunkhwa and Islamabad. Rural-urban trends among regions showed that more urban household heads in Sindh (34 percent compared to 24 percent in rural areas), urban Balochistan (53 percent compared to 42 percent in rural areas), and rural Punjab (34 percent compared to 25 percent in urban areas) said that the police in their region did not make them feel safe.

Figure 234: Do you think the police in your region make you feel safe? (Capital Cities)



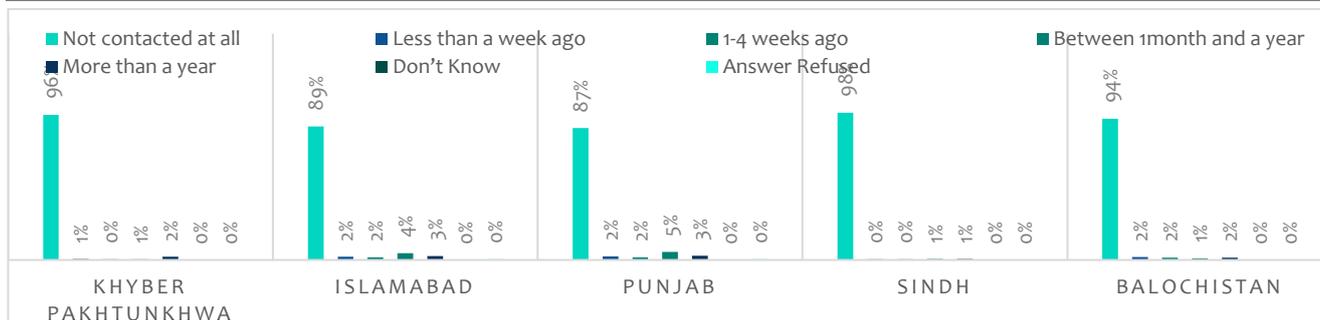
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

When asked whether they felt safe with the police in their region, the majority replied affirmatively. However, 40 percent in Quetta, 34 percent in Karachi, 33 percent in Peshawar, 25 percent in Lahore, and 24 percent in Islamabad said that the police in their region did not make them feel safe.

10.2.1. Contact with police

Respondents were asked if they or any member of their family had contacted the police less than a week ago (at the time of the interview) for more than a year. At the national level, 94 percent said they had not contacted the police; for the remaining six percent, the contact was started by one percent of households less than a week ago (at the time of the interview), another one percent of households contacted police 1-4 weeks ago, and two percent of households contacted them between one month and one year. Two percent of the households contacted them more than a year ago.

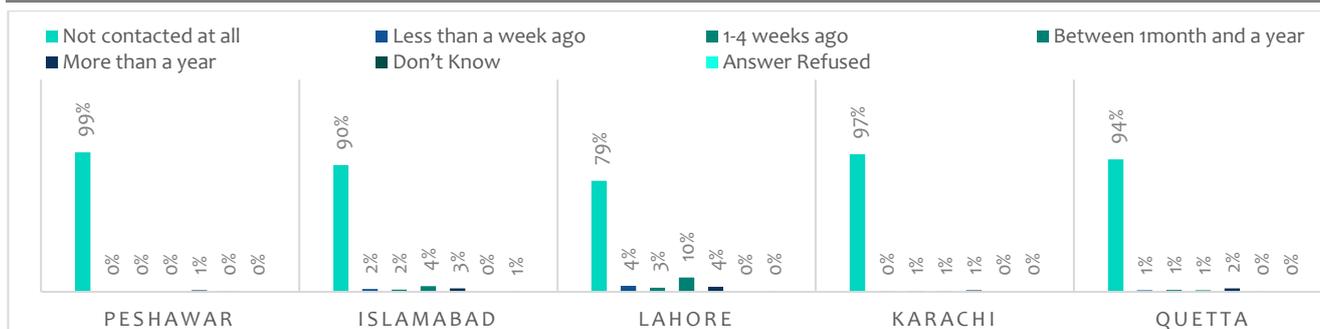
Figure 235: Last time anyone contacted the police in your family (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, most contacts were initiated by households in Punjab and Islamabad and least by Sindh. The timing of contact varied across the provinces. A cumulative trend was 12 percent in Punjab, 11 percent in Islamabad, seven percent in Balochistan, four percent in Khyber Pakhtunkhwa, and two percent in Sindh who reached out to police from more than a year ago to up until a week ago.

Figure 236: Last time anyone contacted the police in your family (Capital Cities)



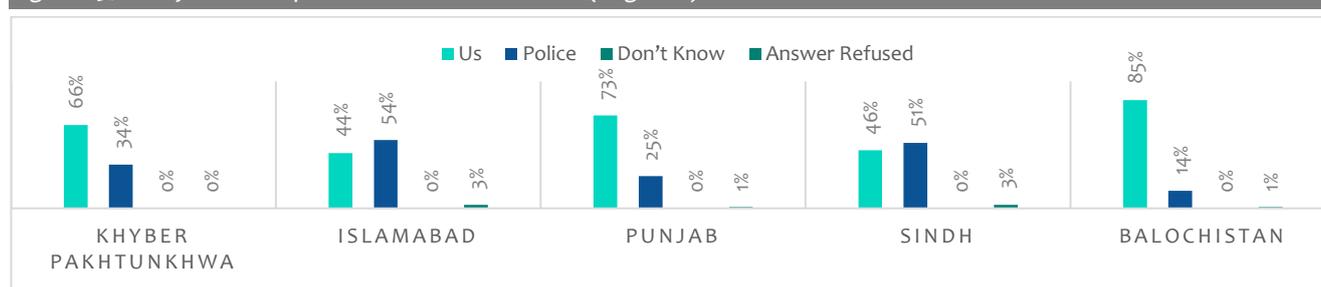
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Most of the households in the capital cities said they had not contacted the police at all, while the occurrences varied among households that had to contact the police. Meanwhile, 10 percent of households in Lahore, four percent in Islamabad, and one percent each in Karachi and Quetta contacted the police between one month and one year. Four percent of households in Lahore, two percent in Islamabad, and one percent in Quetta had contacted the police less than a week ago. Compared to other capital cities, more households in Lahore have contacted the police.

10.2.2. Starting the contact with police

When asked about who started contact with the respondents/their household members or the police, most households (70 percent) reported that they had started contact with the police, while 28 percent of the households said that the police had started contact. Most households in both urban and rural areas have initiated contact with the police.

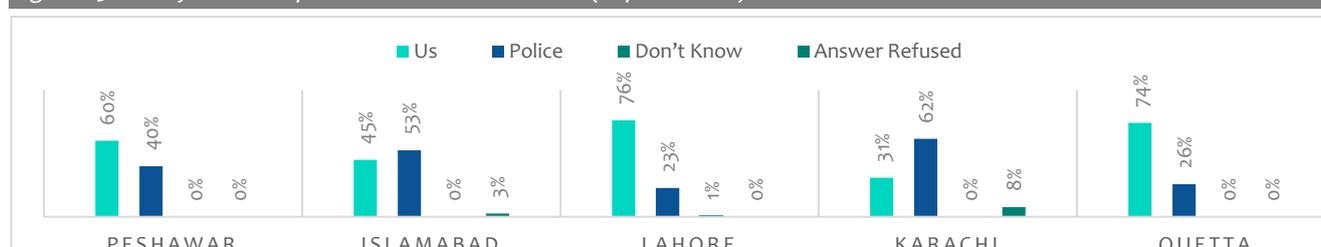
Figure 237: Did you or the police initiate the contact? (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Similar trends were observed at the provincial level, except for Sindh and Islamabad, where the instances where police reached out first were higher. Only 14 percent of households in Balochistan reported that they were contacted by police; similar instances were reported by 25 percent in Punjab, 34 percent in Khyber Pakhtunkhwa, 54 percent in Islamabad, and 51 percent in Sindh.

Figure 238: Did you or the police initiate the contact? (Capital Cities)



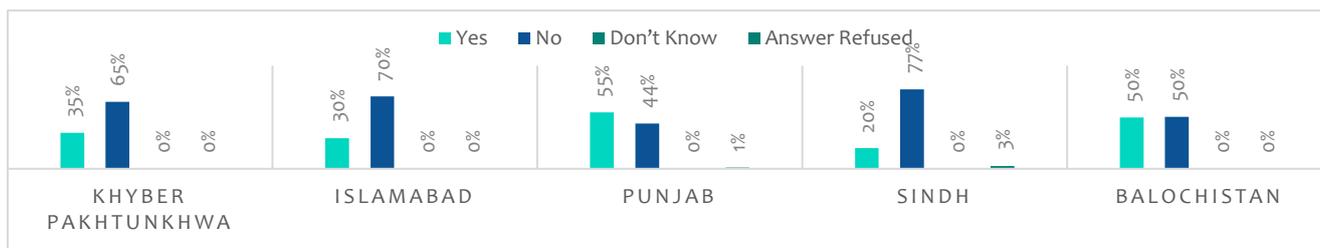
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Of the households or household members who contacted the police, 60 percent in Peshawar started contact, while 40 percent of households reported that the police contacted them. Among households in Islamabad, 45 percent reached out to the police themselves, while the police contacted 53 percent of households. In Lahore, 76 percent of households reached out to the police, while police initiated contact with 23 percent of households. In Karachi, 31 percent of households reached the police, while 62 percent of households reported that the police contacted them. In Quetta, 74 percent of households reached the police, while 26 percent reported that the police contacted them. In Karachi and Islamabad, the frequency of police contact was higher.

10.2.3. FIR registration

Among households that either started contact with the police themselves or were contacted by the police at the national level, the majority (53 percent) said their FIR was not registered. 55 percent of households in urban areas and 52 percent in rural areas said their FIR was not registered.

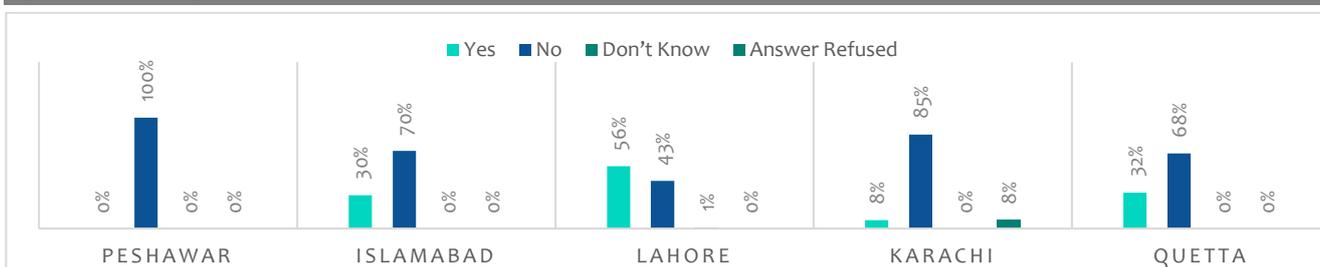
Figure 239: FIR registration (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

The region-wise breakdown suggests that the highest proportion of FIRs registered among provinces as reported by the households were in Punjab (55 percent) and Balochistan (50 percent), while 77 percent of households in Sindh, 70 percent in Islamabad, 65 percent in Khyber Pakhtunkhwa, 50 percent in Balochistan, and 44 percent households in Punjab reported that their FIRs were not registered.

Figure 240: FIR registration (Capital Cities)



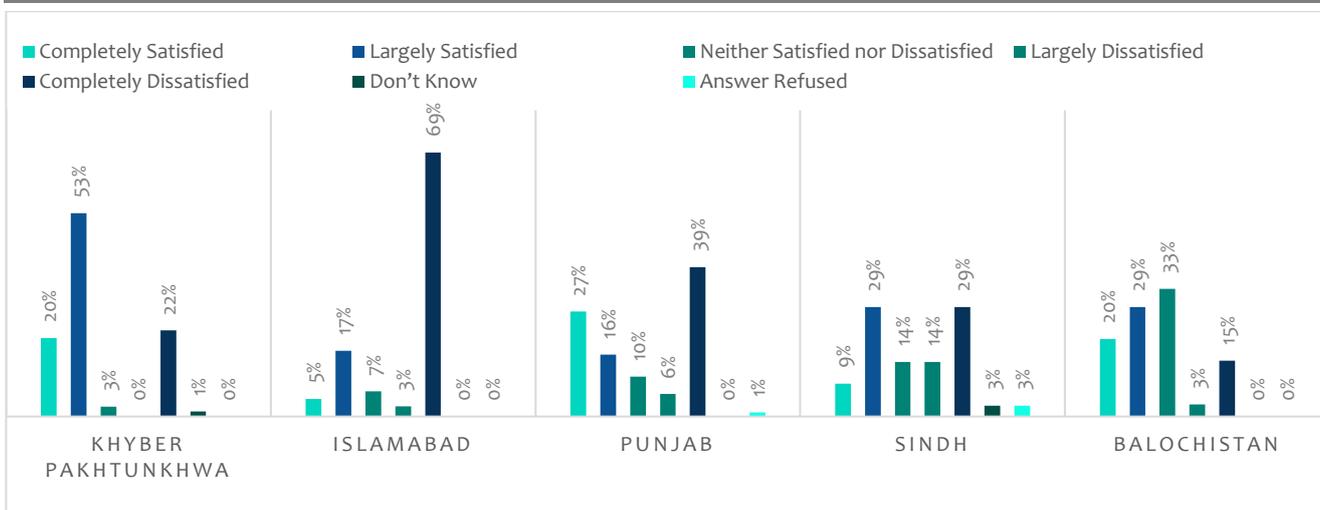
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, 56 percent of households in Lahore reported that the FIR was registered. One hundred percent of households in Peshawar reported that their FIR was not registered, followed by 85 percent in Sindh, 70 percent in Islamabad, 68 percent in Quetta, and 43 percent in Lahore.

10.2.4. Satisfaction with the police action

Upon inquiring about satisfaction with the police actions, at the national level, 47 percent of respondents (heads of households) said satisfaction, 14 percent were neither satisfied nor dissatisfied, while 38 percent were dissatisfied. 52 percent of respondents (heads of households) in rural areas expressed satisfaction with police action compared to 41 percent of respondents (heads of households) in urban areas, while 44 percent in urban areas and 32 percent in rural areas expressed dissatisfaction.

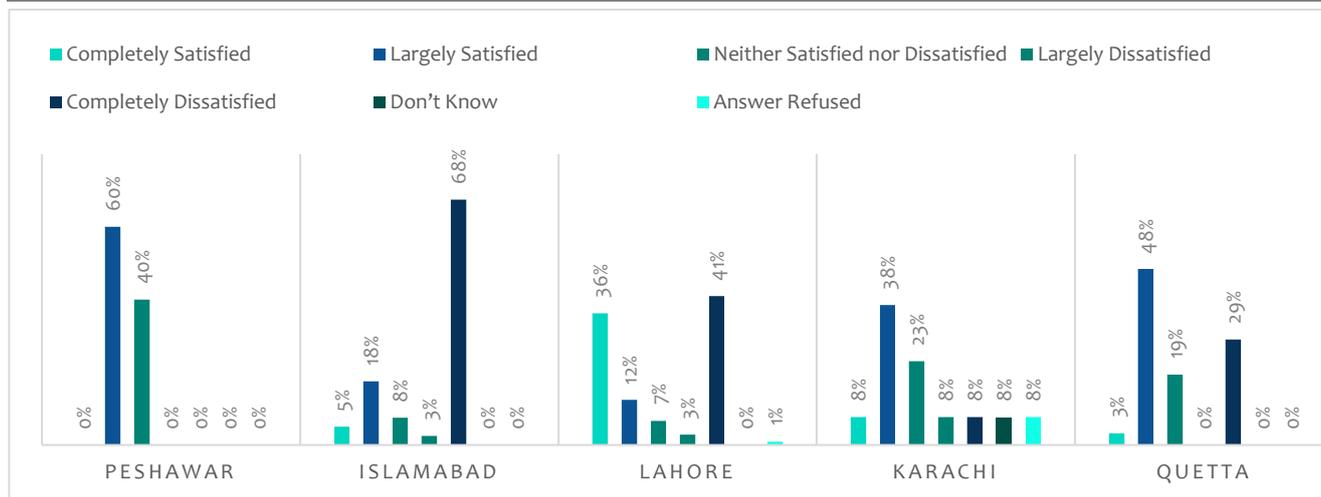
Figure 241: Satisfaction with the police action (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, satisfaction was the highest in Khyber Pakhtunkhwa (73 percent), while the highest level of dissatisfaction with police action was reported by 72 percent of households in Islamabad, followed by 45 percent in Punjab, 43 percent in Sindh, and 18 percent in Balochistan. While the majority were somewhat satisfied, dissatisfaction was the highest among respondents in Islamabad. Rural-urban trends among regions showed that satisfaction levels were higher among rural households in Balochistan (57 percent – compared to 21 percent in urban), rural Khyber Pakhtunkhwa (77 percent – compared to 57 percent in urban), and rural Islamabad (33 percent – compared to 19 percent in urban), while they were higher among urban households in Punjab (49 percent – compared to 40 percent in rural), and urban Sindh (45 percent – compared to 27 percent in rural).

Figure 242: Satisfaction with the police action (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

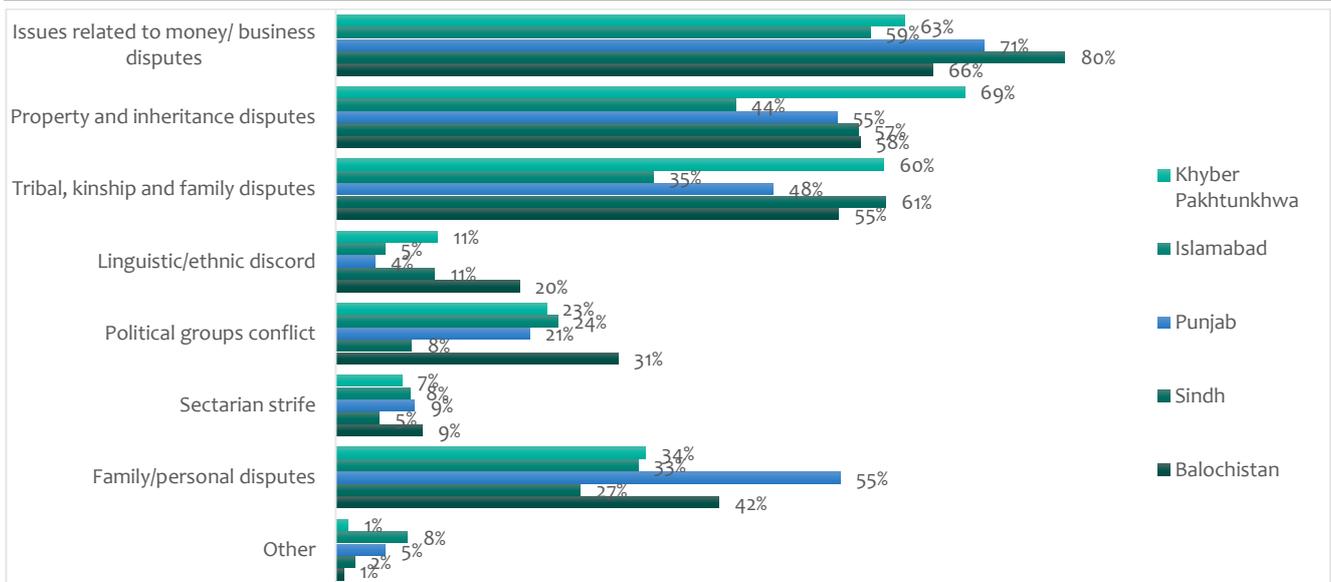
Sixty percent of the respondents (*heads of households*) in Peshawar reported satisfaction, while 40 percent were neither satisfied nor dissatisfied. In Islamabad, 23 percent of the respondents (*heads of households*) reported satisfaction while 69 percent were dissatisfied. 48 percent of the respondents (*heads of households*) in Lahore were satisfied compared to 44 percent of the respondents (*heads of households*) who were dissatisfied. In Karachi, 46 percent were satisfied, and 16 percent were dissatisfied. 51 percent of the respondents (*heads of households*) in Quetta were satisfied, while 29 percent said they were dissatisfied with police action.

In general, the proportion of people who reached out to the police was low, as reported by respondents. When asked about their FIRs being registered, a clear majority at the national level admitted that their FIRs were not registered, and a province-wise breakdown showed comparable results, except in the case of Punjab. Satisfaction levels were low at the national and provincial levels, barring the Khyber Pakhtunkhwa. This trend suggests a disinclination of the public to reach out to the police, and those who do so are seldom satisfied with the performance of the police. This calls for police reforms to increase their efficiency and improve their image among the public. Lack of resources, poor training, insufficient and outmoded equipment, and political manipulation pose difficulties for the police force, as it works to maintain law and order. There is a need to improve police technology, personnel, training, intelligence capability, and sensitization to deal with victims, and a general sense of accountability remains a prerequisite for reforming the image. Police is the most visible, impactful, and direct link between the executive and the people; it is supposed to ensure peace and make people feel safe. While consistent efforts have been made in this regard, a more proactive role of the institution may help increase the public's faith in them.

10.3. Major reasons for conflict/dispute in the region

Respondents were asked to name the major reasons for conflicts and disputes in their respective areas. Overall, 69 percent of respondents identified issues related to money/business disputes. Property and inheritance disputes were named by 59 percent, and tribal, kinship, and family disputes by 55 percent of households. The urban-rural trends followed similar patterns with variations within the region, as more households in rural areas reported issues of property and inheritance disputes (64 percent) and tribal, kinship, and family disputes (58 percent) compared to urban areas with 49 percent of households each.

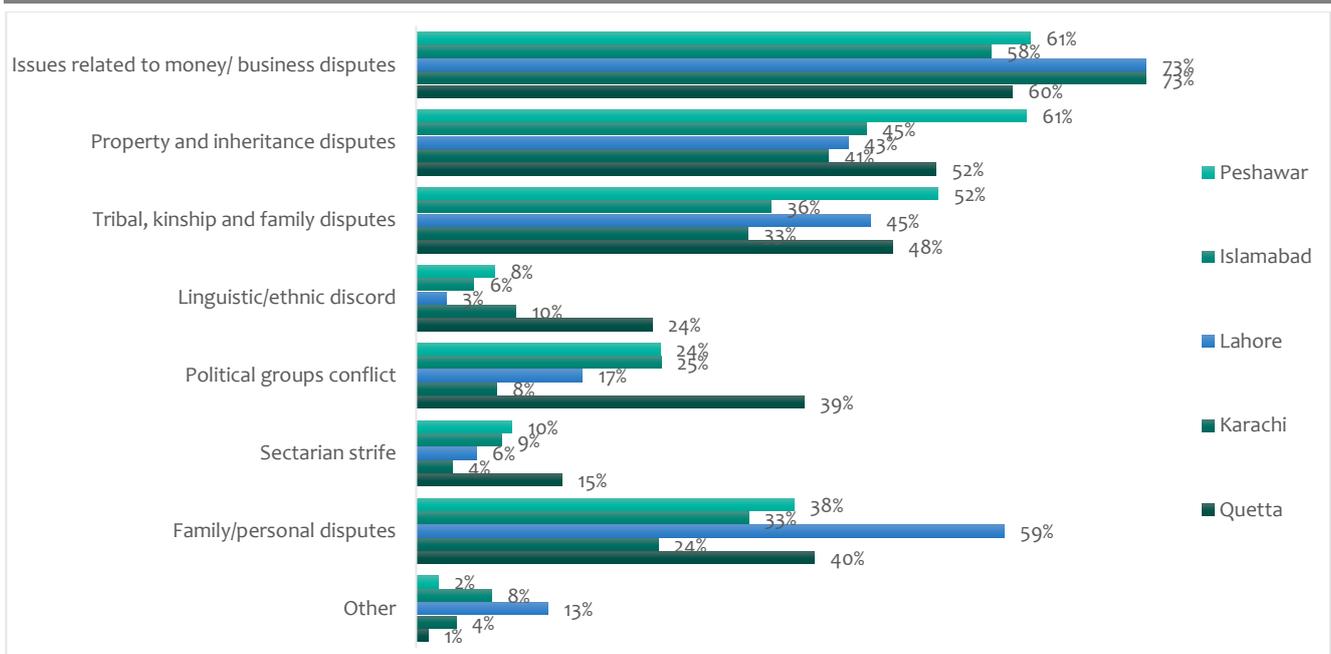
Figure 243: Major reasons for conflict/dispute in the region (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, the national-level trends largely held except in Punjab, where the third major reason for conflict/dispute is family/personal disputes was named by 55 percent of respondents (heads of households). Rural-urban trends among regions showed that issues related to money/business disputes were higher among urban households in Islamabad (67 percent, compared to 50 percent in rural), urban Balochistan (70 percent – compared to 64 percent in rural), and rural households in Khyber Pakhtunkhwa (64 percent – compared to 57 percent in urban). Issues of Property and inheritance were largely prevalent among rural households, as stated by households in rural Khyber Pakhtunkhwa (72 percent compared to 55 percent urban), Islamabad (51 percent compared to 38 percent urban), Punjab (61 percent compared to 43 percent urban), and Sindh (66 percent compared to 50 percent in urban areas), while no significant observations were found in Balochistan. Issues related to tribals, kinship, and family disputes were largely higher in rural households, except in Balochistan, where no significant variation was found.

Figure 244: Major reasons for conflict/dispute in the region (Capital Cities)



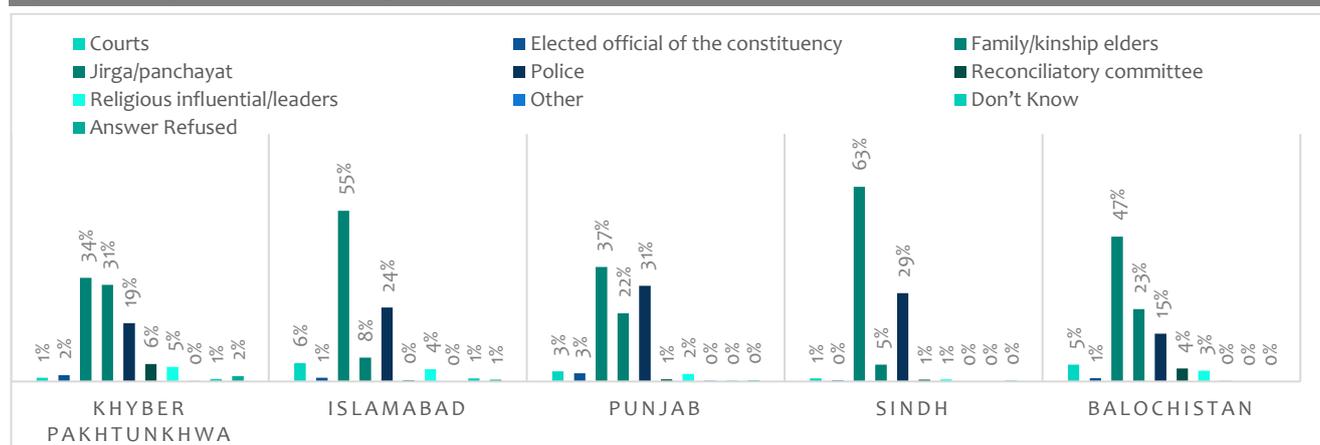
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

The reasons remained the same at the provincial level in the capital cities; one of the major reasons was issues related to money/business disputes, followed by property and inheritance disputes, and the third major issue was tribal, kinship, and family disputes as highlighted across all cities.

10.3.1. Dispute Resolution

When asked who they would reach out to for their dispute resolutions at the national level, the overarching mechanics for dispute resolution were similar to many of the households reaching out to the family/kinship elders (45 percent), Jirga/panchayat (20 percent), and police (24 percent). At the urban-rural level, more households in rural areas (23 percent) than in urban areas (13 percent) reached out to Jirga/Panchayat, while more households in urban areas (31 percent) than in rural areas (20 percent) reached out to police. Almost equal numbers of urban (46 percent) and rural (45 percent) household heads said that they reached out to family/kinship elders to resolve their disputes.

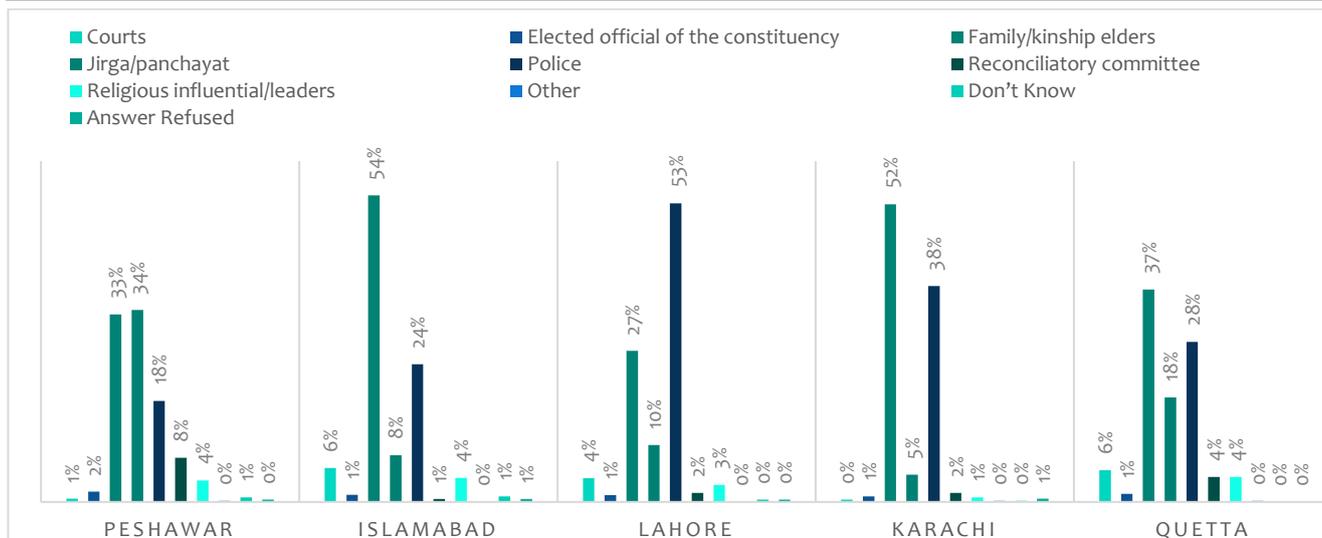
Figure 245: Dispute Resolution (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, many of the households reached family/kinship elders to resolve their disputes: 63 percent of households in Sindh, 55 percent in Islamabad, 47 percent in Balochistan, 37 percent in Punjab, and 34 percent in Khyber Pakhtunkhwa. This was followed by 31 percent of households in Khyber Pakhtunkhwa, 23 percent in Balochistan, and 22 percent in Punjab, who reach out to Jirga/panchayat. Meanwhile, 29 percent in Sindh, 31 percent in Punjab, 24 percent in Islamabad, 19 percent in Khyber Pakhtunkhwa, and 15 percent in Balochistan went to the police for dispute resolution. Six percent of households in Islamabad and five percent in Balochistan reached out to the courts, five percent of households in Khyber Pakhtunkhwa and four percent in Balochistan reached out to the Reconciliatory Committee, while five percent each in Khyber Pakhtunkhwa and Islamabad and four percent in Balochistan reached out to the religious influential/leaders for the resolution of their disputes. Rural-urban trends among regions showed more households in urban Balochistan (60 percent – compared to 42 percent in rural), urban Islamabad (62 percent – compared to 47 percent in rural), rural Punjab (40 percent – compared to 31 percent in urban), and rural Sindh (73 percent – compared to 54 percent in urban) said they reached out to family, kinship/elders. More rural households reached Jirga/Panchayat, as reported by rural Khyber Pakhtunkhwa (32 percent – compared to 27 percent in urban), rural Punjab (27 percent – compared to 12 percent in urban), and rural Balochistan (25 percent – compared to 20 percent in urban). While police were approached by more households in urban Punjab (46 percent – compared to 23 percent in rural areas), urban Sindh (38 percent – compared to 18 percent in rural areas), and rural Balochistan (17 percent – compared to 10 percent in urban areas).

Figure 246: Dispute Resolution (Capital Cities)



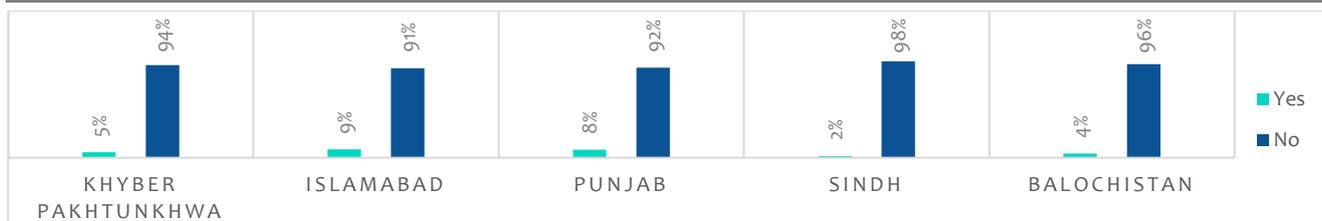
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

In capital cities, most respondents said that they reached Family/Kinship elders, Jirga/Panchayat, and the Police to resolve disputes. 54 percent of households in Islamabad, 52 percent of households in Karachi, 37 percent in Quetta, 33 percent of households in Peshawar, and 27 percent in Lahore reached out to Family/kinship elders. Meanwhile, 53 percent in Lahore, 38 percent in Karachi, 28 percent in Quetta, 24 percent in Islamabad, and 18 percent in Peshawar went to the police.

10.4. Reaching out to courts for dispute resolution

Respondents were asked if they or anyone in their family went to court for dispute resolution, and most of the respondents or members of their households avoided the court. At the national level, only five percent said that they went to the courts for dispute resolution. Five percent of both urban and rural households went to the courts for dispute resolution.

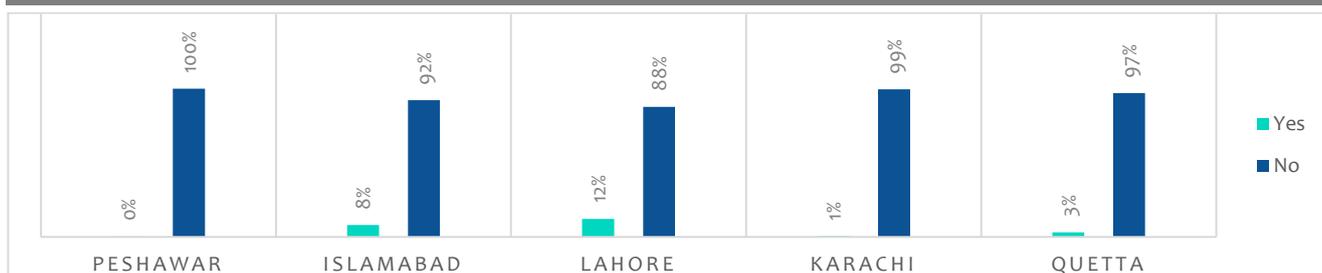
Figure 247: Reaching out to courts for dispute resolution (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, the trend of reaching out to courts was low with nine percent in Islamabad, eight percent in Punjab, five percent in Khyber Pakhtunkhwa, four percent in Balochistan, and just two percent in Sindh reaching out to courts.

Figure 248: Reaching out to courts for dispute resolution (Capital Cities)



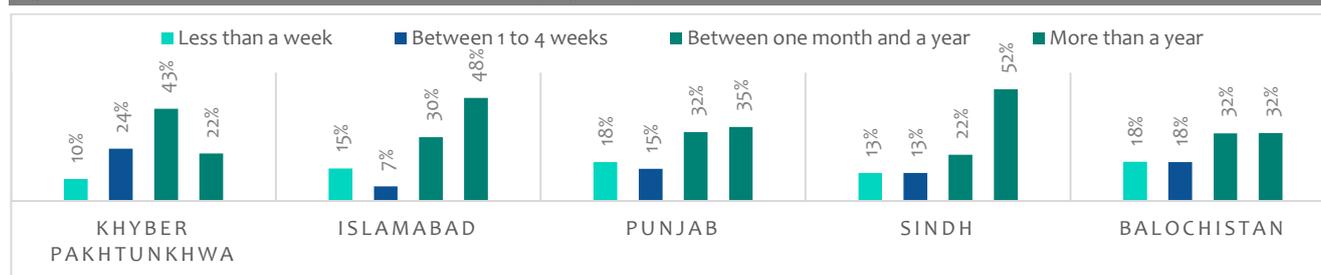
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

At the district level – 12 percent in Lahore, eight percent of households in Islamabad, three percent in Quetta, and only one percent in Karachi said they or members of their family go to courts for dispute resolution.

10.4.1. The last time a court was contacted

Of the households who reached out to the court, to assess the timelines of their contacts, they were asked how long ago they reached out to the courts – households who had to wait between a month and more than a year were greater as said by – At the national level, 34 percent households each reached out to courts more than a year ago, between one month and a year ago, 17 percent reached out between 1 to 4 weeks, and 16 percent reached out less than a week ago.

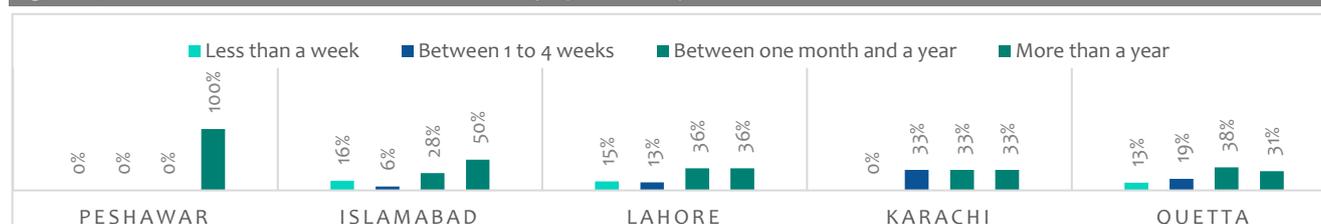
Figure 249: The last time a court was contacted (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, similar patterns existed; for the majority, it took between a month and more than a year.

Figure 250: The last time a court was contacted (Capital Cities)



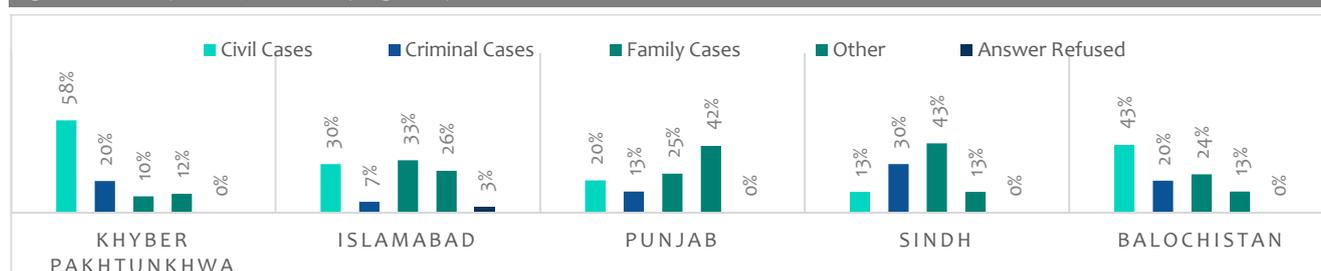
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, 38 percent of households in Quetta, 36 percent in Lahore, 33 percent in Karachi, and 28 percent in Islamabad reached out between one month and one year ago. While 100 percent of households in Peshawar, 50 percent in Islamabad, 36 percent in Lahore, 33 percent in Karachi, and 31 percent in Quetta reached the courts more than a year ago.

10.4.2. Purpose of contact

When asked about the purpose of contacting courts, most were civil cases (35 percent), followed by family cases (23 percent), 16 percent for criminal cases, and 26 percent said they went to courts for other reasons. More households in rural areas (38 percent) than in urban areas (30 percent) contacted courts for civil cases; similarly, more households in rural areas (23 percent) and five percent in urban areas contacted courts for criminal cases. 23 percent of households in rural areas and 22 percent in urban areas contacted courts for family cases.

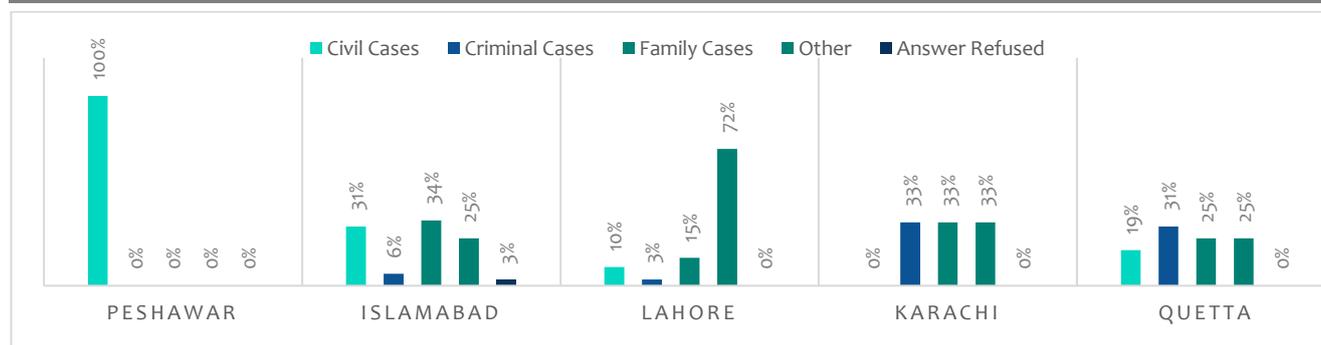
Figure 251: Purpose of contact (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, among the households in Khyber Pakhtunkhwa and Balochistan, reaching out to courts for civil cases was the primary purpose, as mentioned by (58 percent in Khyber Pakhtunkhwa and 43 percent in Balochistan). In Sindh, respondents reported that they reached out to the courts mostly for family (43 percent) and criminal cases (30 percent). In Punjab, 42 percent said they reached out to the court for other purposes, 25 percent said they went for family cases, and 20 percent said they went for civil cases. Rural-urban trends among regions showed that more urban households in Khyber Pakhtunkhwa (93 percent compared to 52 percent rural), urban Sindh (20 percent compared to eight percent in rural), rural Balochistan (44 percent compared to 36 percent in urban), and rural Islamabad (40 percent compared to 27 percent in urban) reached out for civil cases. The trend among rural households in reaching out for criminal cases was found to be higher across all regions, as reported by rural households in Khyber Pakhtunkhwa (23 percent – none in urban), rural Punjab (21 percent – compared to three percent in urban), rural Sindh (38 percent – compared to 20 percent in urban), and rural Balochistan (25 percent – none in urban). The trends were similar for family cases, where more rural households in Islamabad, Punjab, and Sindh reached out than urban households.

Figure 252: Purpose of contact (Capital Cities)



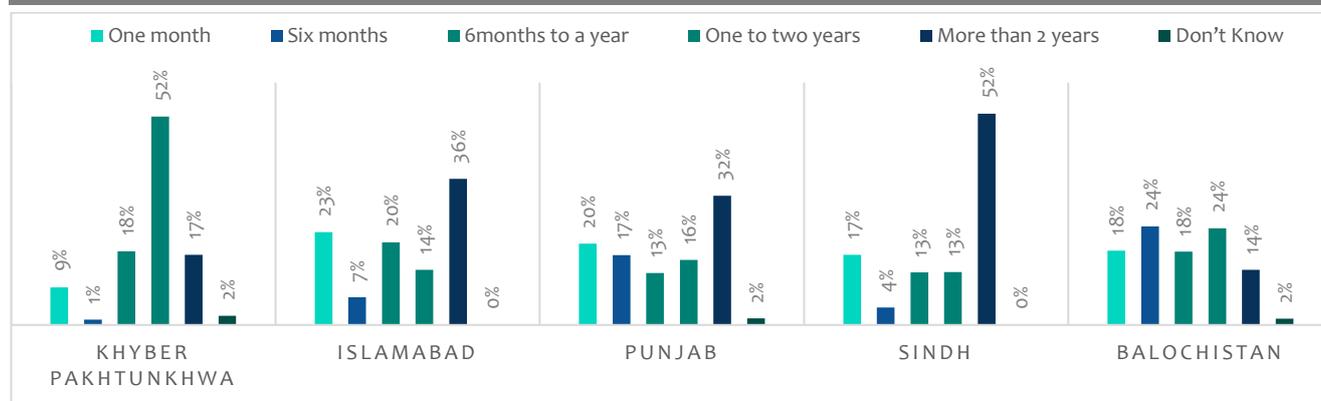
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

All respondents from Peshawar said that they contacted courts for civil cases; from Islamabad, courts were contacted for both civil (31 percent) and family cases (34 percent). In Karachi, 33 percent reached out for criminal and as many as family cases. In Quetta, 31 percent were civil cases and 25 percent were family cases.

10.4.3. Timelines of court proceedings

When asked how long the court proceedings lasted, 53 percent of the respondents said that it took them more than a year. Similar patterns existed in the urban-rural region, with the majority reporting that it took more than two years or between one and two years.

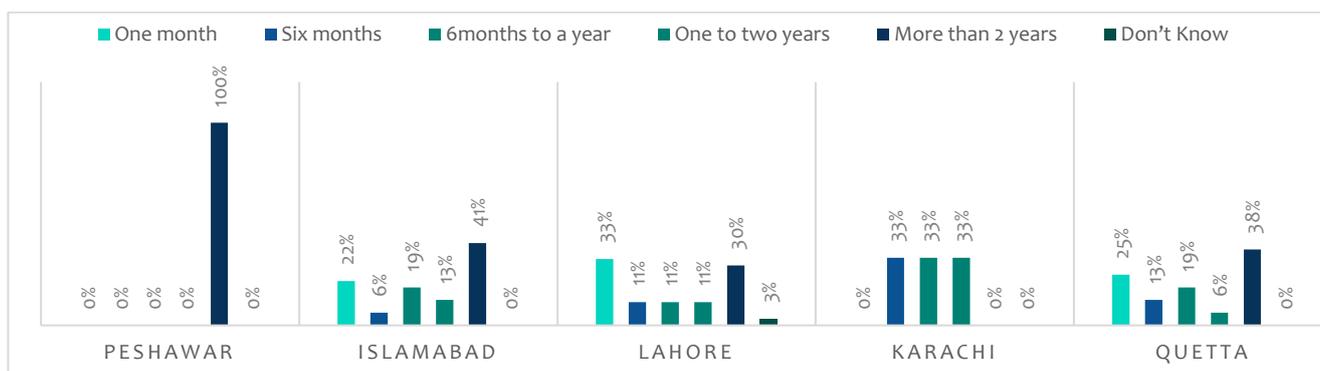
Figure 253: Timelines of court proceedings (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, similar trends were observed, with the majority reporting that the court's proceedings lasted either between one and two years or for more than two years.

Figure 254: Timelines of court proceedings (Capital Cities)



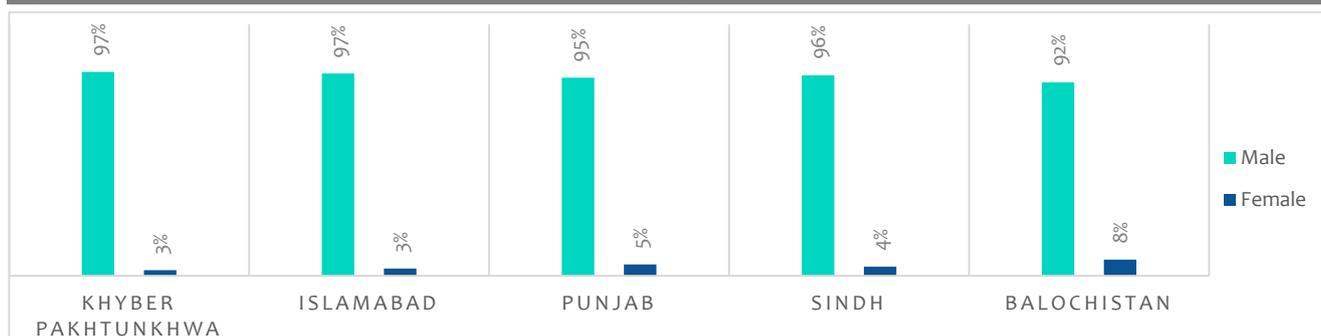
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Among the capital districts, court proceedings lasted more than two years for more than one-third of Islamabad, Quetta, and Lahore. One hundred percent of the respondents from Peshawar said that their proceedings lasted for more than two years.

10.4.5. Gender of the person who contacted the court

Upon inquiry into the gender of the person who contacted the courts - at the national level—most of the households reported a male member. More women in rural households (6 percent) than those in urban households (4 percent) contacted the courts.

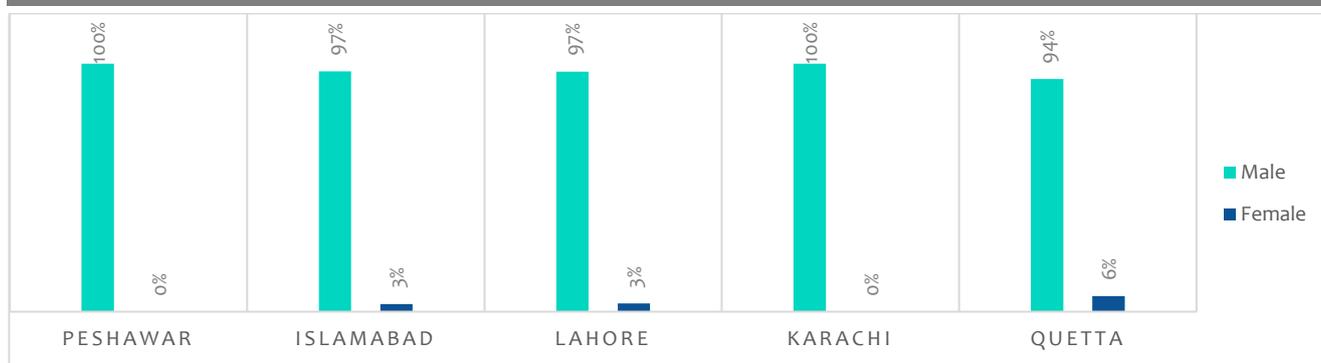
Figure 255: Gender of the person who contacted the court (Regional)



Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

While only eight percent of households in Balochistan, five percent in Punjab, four percent in Sindh, and three percent in Khyber Pakhtunkhwa and Islamabad each reported that a female reached out to the courts.

Figure 256: Gender of the person who contacted the court (Capital Cities)



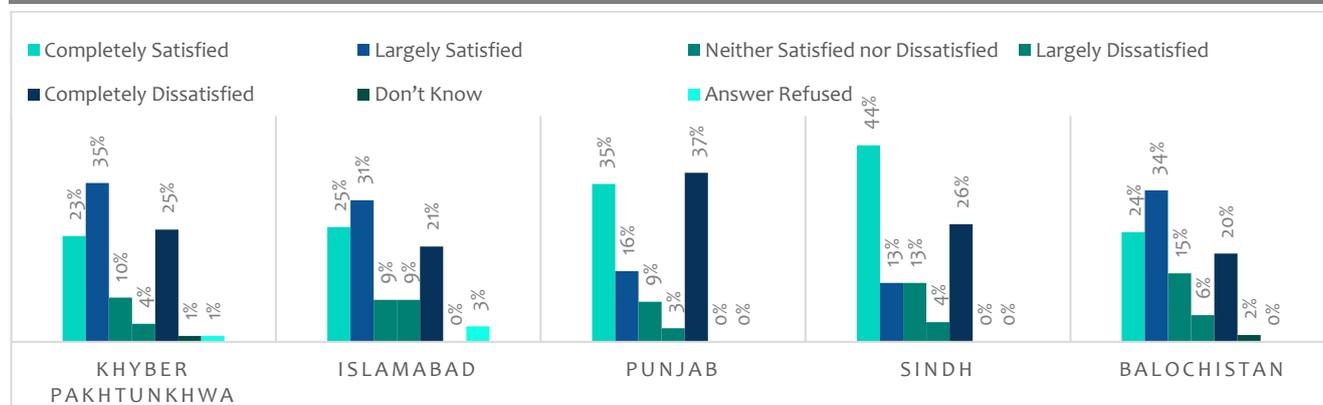
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Most households reported that the males in the family reached out to the courts – while six percent of households in Quetta, and three percent each in Islamabad and Lahore reported that a female reached out.

10.4.6. Satisfaction with the court proceedings

At the national level, half of the respondents (*heads of households*) (56 percent) expressed satisfaction, 32 percent expressed dissatisfaction with court proceedings, and 10 percent were neither satisfied nor dissatisfied. 56 percent of respondents (*heads of households*) in rural areas and 55 percent of respondents (*heads of households*) in urban areas expressed satisfaction with court proceedings. More respondents (*heads of households*) in urban areas (37 percent) than in rural areas (31 percent) expressed dissatisfaction.

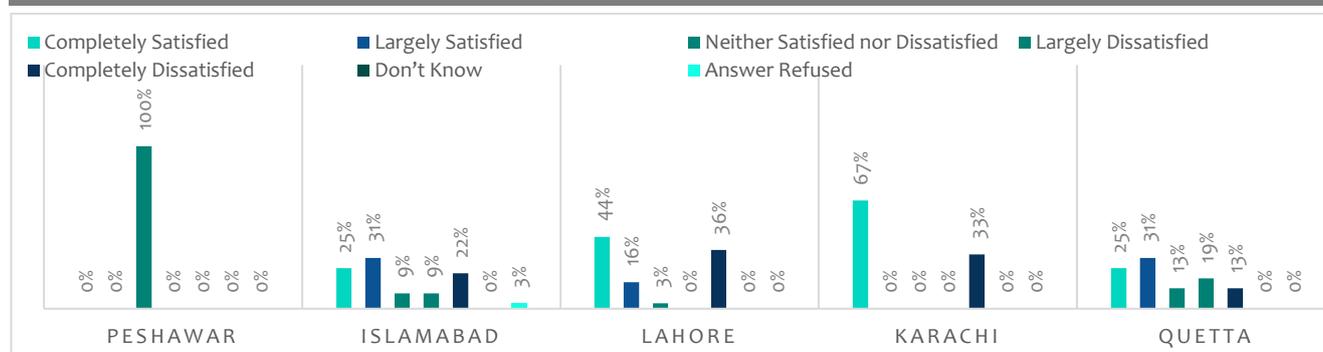
Figure 257: Satisfaction with the court proceedings (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, 58 percent of Khyber Pakhtunkhwa and Balochistan, 57 percent of respondents (*heads of households*) in Sindh, 56 percent of respondents (*heads of households*) in Islamabad, and 51 percent in Punjab expressed satisfaction with court proceedings. While 40 percent of respondents (*heads of households*) in Punjab, 30 percent each in Sindh and Islamabad, 29 percent in Khyber Pakhtunkhwa, and 26 percent in Balochistan expressed dissatisfaction. Rural-urban trends among regions showed more households in rural Sindh (70 percent compared to 40 percent in urban areas), rural Balochistan (62 percent compared to 42 percent in urban areas), and urban Punjab (57 percent compared to 47 percent in rural areas) said satisfaction with the court proceedings, while no variation was seen in Khyber Pakhtunkhwa and Islamabad.

Figure 258: Satisfaction with the court proceedings (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

One hundred percent of the respondents (*heads of households*) in Peshawar expressed that they were neither satisfied nor dissatisfied when asked about their satisfaction with court proceedings. The majority expressed satisfaction, as 67 percent of respondents (*heads of households*) in Karachi, 60 percent in Lahore, and 56 percent in Islamabad, and Quetta each expressed their satisfaction. Meanwhile, 36 percent in Lahore, 33 percent in Karachi, 32 percent in Quetta, and 31 percent in Islamabad expressed their dissatisfaction with court proceedings.

The data reflects that, in all cases of dispute resolution, reaching out to courts fared low on the priority scale, as the public tends to resort to parallel or alternate dispute resolution mechanisms. As reported, most households said their proceedings took a year or longer, the wait and delays in getting justice and the structural barriers and legal impediments that make it harder for a regular citizen to pursue legal cases are some of the issues that keep them from reaching out to courts. To avoid the hassle of courts and the possibility of unfounded delays, the public shifted towards other systems. The lack of trust in dispute resolution has prevented citizens from gaining justice through the system. Its onus not only lies with the public but is also reflected in the functioning of the system in the country.

Dissatisfaction with the performance of the judiciary has repeatedly and continually aired in the media and through national surveys. Corruption in the lower courts was considered a major contributor to Pakistan's low rating on the Corruption Perception Index. Citizens trapped in poverty find their problems compounded by the difficulty of accessing justice and, therefore, resort to parallel alternative dispute resolution systems with little predictability. The denial of justice or unsubstantiated delays points towards a systemic issue.

The judiciary works under a heavy workload. The strength of judges has not increased in equal proportion to the increasing population and the surge in litigation. Whereas all courts have heavy dockets, Subordinate Courts bear the brunt. Most civil and criminal litigations in first-instance trial courts are conducted at this level. According to one estimate, around 90 percent of litigation in Pakistan is conducted at the subordinate court level and the rest at the high court and Supreme Court levels. Subordinate Courts also work under many constraints. There is a shortage of courtroom, judicial officers, ministerial staff, and office equipment. The strength of the Subordinate Judiciary has not kept pace with the rise in litigation, due to which a huge backlog of pending cases has accumulated and there are enormous delays in deciding cases. Against the recommendations of several law reform commissions and committees that the number of cases pending with a civil judge should not be more than 500 and the number of units pending with a District & Sessions Judge should not be more than 450 at a time, in actual practice, the number of cases and units is far more than this prescribed limit.⁷⁸ The backlog of these cases makes it difficult to dispense justice over time. Such instances have led to dwindling trust in the courts among the public.

Right to a fair trial

2 [10A. For the determination of his civil rights and obligations or in any criminal charge against him a person shall be entitled to a fair trial and due process.]

Measures to improve the justice system and increase the public's trust in the judicial system are mandatory to restore the faith of the public in the system to gain speedy justice, as is the responsibility of the state, in line with constitutional guarantees.

⁷⁸ *The Judicial System of Pakistan - Supreme Court of Pakistan.*

https://www.supremecourt.gov.pk/downloads_judgements/all_downloads/Judicial_System_of_Pakistan/thejudicialsystemofPakistan.pdf.

STATE OF
GOVERNANCE
IN PAKISTAN
2022

11

**RIGHT TO
INFORMATION,
EXPERIENCE, AND
PERCEPTION OF
SOCIAL AND
MAINSTREAM
MEDIA**

**HOUSEHOLD
SURVEY REPORT**

11. RIGHT TO INFORMATION, EXPERIENCE, AND PERCEPTION OF SOCIAL AND MAINSTREAM MEDIA

Freedom of speech, etc.

19. Every citizen shall have the right to freedom of speech and expression, and there shall be freedom of the press, subject to any reasonable restrictions imposed by law in the interest of the glory of Islam or the integrity, security, or defense of Pakistan or any part thereof, friendly relations with foreign States, public order, decency or morality, or in relation to contempt of court, 1 [commission of] or incitement to an offence.

A. Right to information.

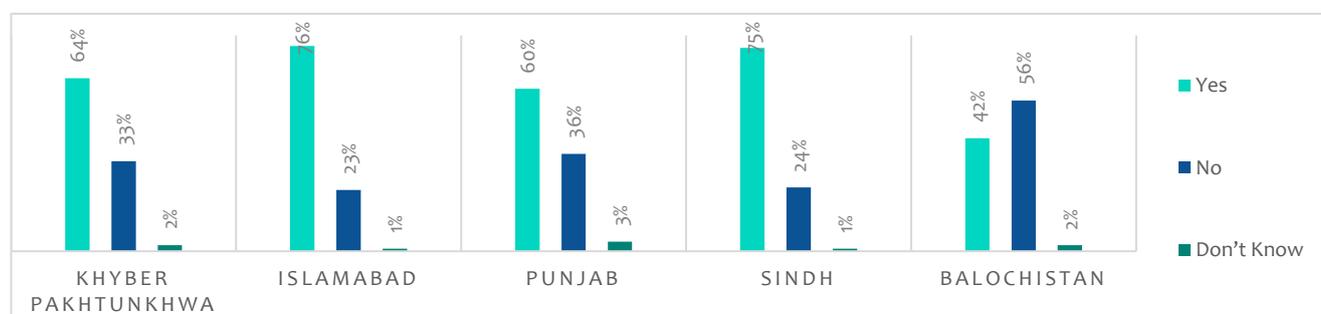
2 [19A. Every citizen shall have the right to have access to information in all matters of public importance subject to regulation and reasonable restrictions imposed by law].

Pakistan ranked 145 on the Press Freedom Index in 2020, slipping from its 142nd position in 2019.⁷⁹ The ranking reflects a grim milestone in national history that is replete with the state’s perennial efforts to control media. The scale and scope of the existing multilayered censorship and restriction regime, including legal and administrative measures, while not new in its intent, is more comprehensive and consequential. Reporters Without Borders and Freedom Network in their 2019 Media and Ownership study named Pakistan as a high-risk country in terms of media pluralism and diversity. Using ten indicators to assess the threats and risks posed to media pluralism, the study concluded that the media in Pakistan was concentrated in a few hands, both in terms of ownership and audience share, which poses a threat to media pluralism, freedom of expression, and fair competition.⁸⁰ Control over media houses and their direct controls via regulations have led to wide-ranging restrictions and censorship in Pakistani media. Introduction of Prevention of Electronic Crimes Act, 2016 (PECA), which gives PTA the mandate to block “unlawful online content”, whether it is a video game or a social networking application, gives free rein to restrictions on the freedom of expression. However, PECA is viewed as an added tool at the disposal of the state to “muzzle dissent and censor”.⁸¹ The law is ambiguous and has been criticized for violating Articles 4, 10-A, 14, and 19 of the Constitution.

11.1. Independence of Media in Pakistan

The respondents (*heads of households*) were asked to provide their opinions on the independence of the media in the country. The overarching opinion among the households about the independence of media was largely positive, with 62 percent of households affirming support for the independence of media in the country; however, 35 percent believe that the media is not independent.

Figure 259: Is the media independent in Pakistan? (Regional)



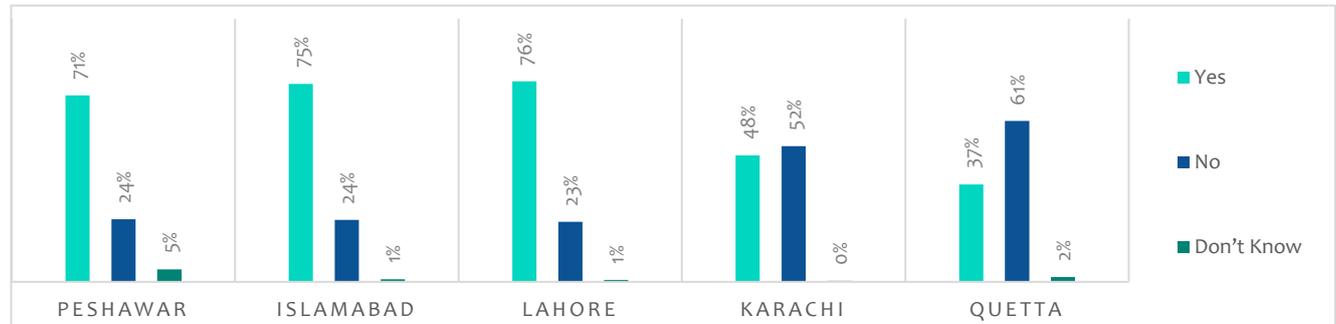
Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

⁷⁹“Pakistan: Under the Military Establishment’s Thumb: Reporters without Borders”. RSF, rsf.org/en/pakistan.

⁸⁰“Who Owns the Media in Pakistan? Media Ownership Monitor”. Media Ownership Monitor, Berlin, <https://pakistan.mom-rsf.org/en/findings/concentration/>
⁸¹ Niha Dagia. “Toothless and Terrified: The State of Pakistan’s Media”. – *The Diplomat*, 27 Oct. 2020, thediplomat.com/2020/10/toothless-and-terrified-the-state-of-pakistans-media/.

A breakdown of households who believe that the media is not independent shows that the majority of households in Balochistan (56 percent) hold this view, followed by 36 percent in Punjab, 33 percent in Khyber Pakhtunkhwa, 24 percent in Sindh, and 23 percent in Islamabad. Rural-urban trends among regions showed more rural households in Khyber Pakhtunkhwa (35 percent – compared to 28 percent in urban), rural Islamabad (28 percent – compared to 18 percent in urban), rural Punjab (39 percent – compared to 30 percent in urban), and urban Sindh (35 percent – compared to 11 percent in rural) said they did not think the media was independent.

Figure 260: opinion is the media independent in Pakistan (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

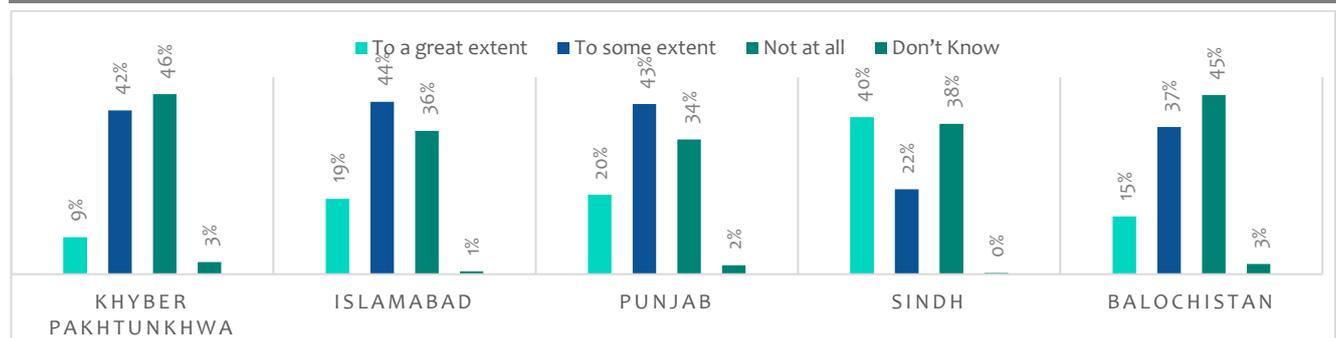
Most households in Lahore (76 percent), Islamabad (75 percent), and Peshawar (71 percent) opine that the media is independent; however, similar views were not held by 61 percent of households in Quetta and 52 percent in Karachi because they said that they did not believe that the media was independent.

The data suggest that while most citizens believe in the independence of the media at the national level, a region-wise breakdown shows a greater percentage, especially in Balochistan, followed by Punjab and Khyber Pakhtunkhwa, who believe that the media is not independent.

11.2. Media highlighting issues

At the national level, 58 percent are of the view that the media highlights issues in their area to an extent. However, 40 percent believed that the media did not cover issues in their area. More households in rural areas (60 percent) than in urban areas (54 percent) believed that their issues were highlighted in the media. However, 44 percent of urban areas and 38 percent of rural areas do not think the media highlights their issues.

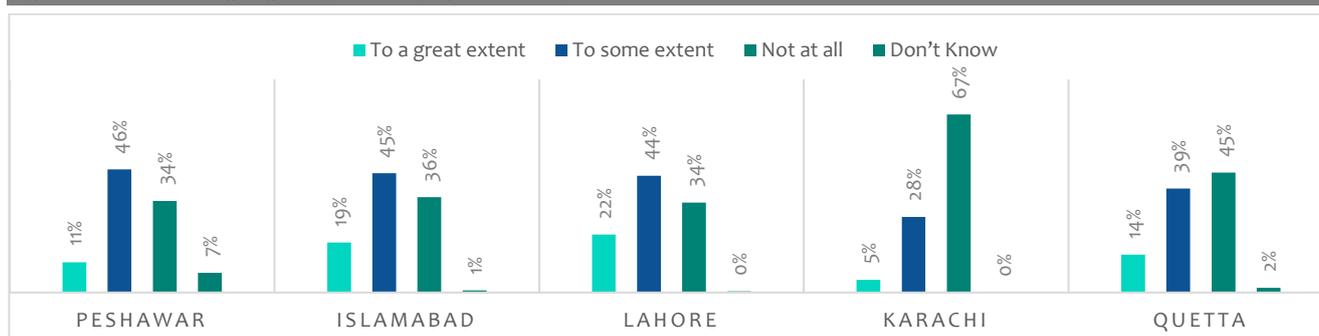
Figure 261: Media highlighting issues (Regional)



Provincial estimates were calculated with a margin of error of ±3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, 66 percent in Sindh, 63 percent in Islamabad and Punjab, 52 percent in Balochistan, and 51 percent in Khyber Pakhtunkhwa believe that their issues are highlighted by the media (varying between a great extent and to some extent). While 46 percent in Khyber Pakhtunkhwa, 45 percent in Balochistan, 38 percent in Sindh, 36 percent in Islamabad, and 34 percent in Punjab opine that the media does not highlight issues in their area. Rural-urban trends among regions showed that more heads of households in urban Sindh (57 percent compared to 18 percent in rural), urban Balochistan (50 percent compared to 44 percent in rural), urban Islamabad (40 percent compared to 32 percent in rural), and rural Punjab (37 percent compared to 30 percent in urban) stated that the media did not highlight their issues.

Figure 262: Media highlighting issues (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

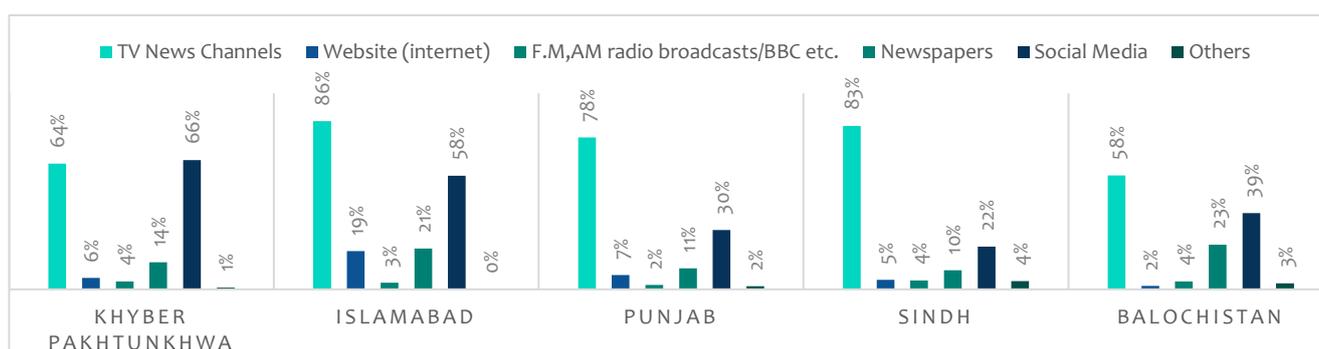
Most of the respondents (heads of households) were of the view that the issues in their area were highlighted in all cities except Karachi, where a staggering majority of households (67 percent) said otherwise. Similar opinions were held by 45 percent in Quetta, 36 percent in Islamabad, and 34 percent in Peshawar and Lahore, who do not think that the media highlights the issues in their areas.

Forty percent of the surveyed population (heads of households) at the national level believe that the media does not highlight issues in their region. The response trends varied at the provincial and regional levels. This represents a sizable proportion of comments regarding the inclusivity of media narratives and coverage. The higher the coverage, the greater the chances of resolving issues in the region. A lack of representation in the media may contribute to the sidelining of pertinent issues that need to be highlighted, which seems to be a phenomenon present in the country.

11.3. Source of media used for updates

At the national level, television is the biggest source of information for most households (72 percent), followed by social media/internet, as reported by 47 percent of households, 15 percent rely upon newspapers, and a small section refers to radio/broadcasts (4 percent). More households in urban areas (76 percent) than in rural areas (69 percent) relied on TV news channels. Similarly, more households in rural areas (47 percent) than in urban areas (46 percent) depend on social media or the internet. Similar trends exist for newspapers, where more households in rural areas (17 percent) than in urban areas (11 percent) depend on them for updates on current affairs.

Figure 263: Source of media used for updates (Regional)

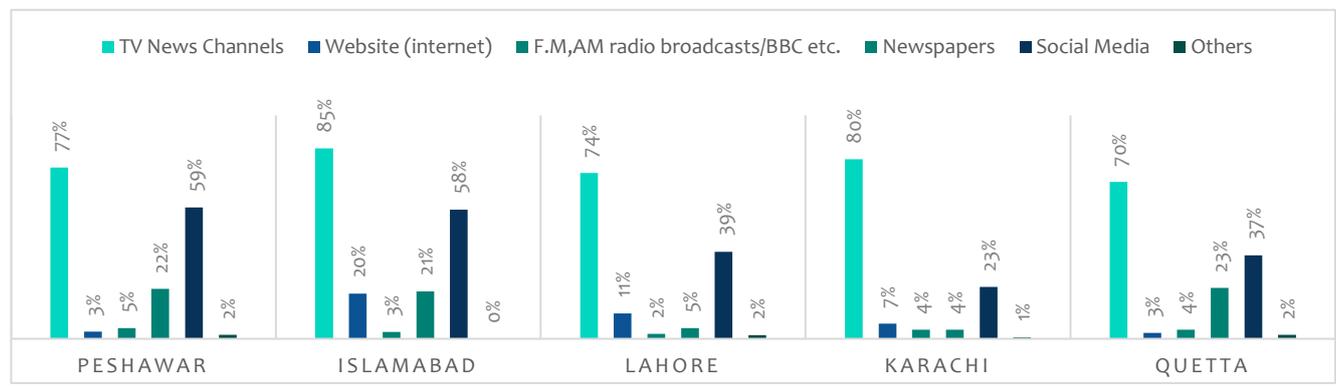


Provincial estimates were calculated with a margin of error of ± 3 percent for all, except for Punjab calculated at ± 4.9 percent

Regionally, compared to households in Islamabad (86 percent), Sindh (83 percent), and Punjab (78 percent), reliance on TV news channels is relatively less in Balochistan (58 percent) and Khyber Pakhtunkhwa (64 percent). The second biggest source of information is social media/internet: 77 percent of households in Islamabad, 72 percent of households in Khyber Pakhtunkhwa, 41 percent in Balochistan, 37 percent in Punjab, and 27 percent in Sindh rely upon it. This was followed by 23 percent of households in Balochistan, 21 percent in Islamabad, 14 percent in Khyber Pakhtunkhwa, 11 percent in Punjab, and 10 percent in Sindh, relying upon newspapers. Rural-urban trends among regions showed that more urban households in Khyber Pakhtunkhwa (82 percent compared to 60 percent rural), urban Islamabad (89 percent compared to 82 percent in rural), urban Balochistan (61 percent

compared to 57 percent in rural), and rural Sindh (87 percent compared to 79 percent in urban) relied on television to get updates.

Figure 264: Source of media used for updates (Capital Cities)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Most of the households in the capital cities, 85 percent in Islamabad, 80 percent in Karachi, 77 percent in Peshawar, 74 percent in Lahore, and 70 percent in Quetta, rely on TV News Channels to gain updates on current affairs. This was followed by the second most used source, social media/Internet, as reported by 78 percent of households in Islamabad, 62 percent in Peshawar, 50 percent in Lahore, 40 percent in Quetta, and 30 percent in Karachi. While 23 percent of households in Quetta, 22 percent in Peshawar, 21 percent in Islamabad, and only five percent in Lahore and four percent in Karachi rely upon newspapers.

One-third of the surveyed population believed that the media were not independent, which could be attributed to the clampdown on dissent by state actors. With a growing number of news organizations competing in the market and a shrinking advertising sector, news media is increasingly dependent on government advertisements to support their operations, an unhealthy situation that can lead to self-censorship. Other media outlets, too, have had to censor content to avoid being taken off the air. With such increased checks on media and punishments in the case of non-adherence, the independence of media remains contentious.

A somewhat similar proportion of respondents believed that their issues were not covered by the media. This underscores a situation where the media prioritizes issues it deems vital for ratings, leading to unequal coverage. Both demand and supply side factors contribute to this disparity, necessitating a thorough examination of the current state of media freedom. Collaborative efforts between government bodies, journalists, media houses, and stakeholders are imperative. Access to information is a fundamental human right, and controlling the media narrative undermines this right. Journalists and media outlets must prioritize inclusive narratives to highlight the concerns of all citizens and uphold their right to free speech. Given the inseparable nature of free speech and media freedom, stakeholders' coordinated actions are essential. The government bears the primary responsibility of creating a conducive environment that fosters freedom of speech and access to information.

STATE OF
GOVERNANCE
IN PAKISTAN
2022

12

ANNEXURES

**HOUSEHOLD
SURVEY REPORT**

12. ANNEXURES

ANNEXURE-I: Citizens' Engagement in Local Governments: The Way Forward

1. Introduction

Pakistan operates as a constitutional federal republic with a structure that includes the federal, provincial, and local levels of government. While the constitution clearly outlines the duties and powers of federal and provincial governments, it lacks specific guidelines for local government operations. This omission has resulted in ineffective and inconsistent local governance, mainly due to a lack of power devolution and limited citizen engagement.

In the current democratic landscape, citizens demand more than just the traditional right to vote. They seek active participation in local governance and decisions that have an impact on their daily lives. This shift reflects a changing dynamic in the relationship between citizens and the state, moving beyond mere consultation towards a more participatory role in shaping policies and determining how resources are utilized.⁸² Brazil's governance system is a participatory appropriate and comparable example. The country has exemplified the successful engagement of its citizens in decision-making processes at both local and national levels. The introduction of participatory budgeting in Porto Alegre in 1989 established a new benchmark for civic engagement. This initiative empowered citizens to contribute directly to the allocation of resources and prioritize how the city's budget is distributed, to promote a more equitable distribution.⁸³ During the 1990s, representatives of civil society in Brazil were included in Municipal Policy Councils.⁸⁴

At the turn of the century, Pakistan implemented several initiatives centered on citizen participation in local governance. Of particular significance is the 2001 local government legislation, which further emphasized these efforts by establishing Citizen Community Boards and School Management Committees. The underlying belief behind these initiatives is that involving citizens directly in the development and provision of services by local governments would result in positive outcomes.⁸⁵

The spirit and dynamics of citizen engagement were significantly diluted by the successive local governance legislation and systems adopted by the provinces. In the current local governance systems in the four provinces and federal capital, citizens have limited formal and informal avenues available to them, typically ranging from eight to ten functions of local government institutions. The most prominent and common avenues include the local councils, monitoring committees, and market committees. Citizens may participate in identifying the need for local government projects and contribute to resource mobilization for these projects. However, these avenues must be supported by a legal framework that prioritizes citizen engagement as a fundamental pillar of local governance. This study examines formal and informal avenues within the existing local governance frameworks of the four provinces and the capital. The results of this study suggest that citizen engagement can be institutionalized through amendments to relevant laws, updates to rules of business related to local governments, and administrative measures. The study also proposes options for engaging citizens, not only on the demand side but also on the supply side, as partners in some of the essential service providers.

⁸² Grant, Ursula. (2002). Local Government Decision-Making: Citizen Participation and Local Government Accountability, A Literature Review. Knowledge and Research for Engineering Sectors; UK Government's Department for International Development

⁸³ Ibid

⁸⁴ Ibid

⁸⁵ Niaz, Dr Murtaza & RID, Dr Saeed Ahmed. 2016. Local Governance in the Federal Capital: A Review of the 2015 Islamabad Local Government System. Inspiring Pakistan

2. Theoretical Assumptions

2.1. People's Democracy

Modern democracies have developed participatory governance mechanisms that aim to promote fairness within society. Among these mechanisms, local governments play a crucial role in meeting the essential needs of citizens and in enhancing their well-being. Due to their proximity to the people, local governments are well-positioned to effectively address citizens' needs and provide customized services tailored to their specific requirements.

This prominent level of engagement between citizens and the state makes local governments a cornerstone of thriving democracy. Consequently, the study of local governance has gained significance and now plays a significant role in evaluating the dynamics of state-society relationships. Within this broader analytical framework, local governance is seen as the fundamental link connecting citizens to elected officials.

In the modern democratic system, meaningful engagement with citizens is essential and has proven instrumental in improving various aspects of governance. The active participation of citizens in identifying their needs and contributing to service provision strengthens the democratic process, ensuring citizen satisfaction. Such involvement fosters a sense of ownership, enhances civic awareness, and promotes participation in community welfare, all vital elements for a strong democratic society.

2.2. Participatory Governance

Parallel to the formal democratic framework, the notion of participatory and good governance has increasingly featured in the development discourse. In other words, these are prerequisites for devolution of power and authority, citizen participation, ensuring a pluralist society, and smart and effective operational mechanisms in service delivery. Citizen participation is not limited to engagement in electing local councils but extends to practical engagement in some of the crucial functions of local institutions and in running governing institutions. The trajectory of achieving the best forms of good governance goes through the participatory functioning of local governance, which should be built into the relevant laws and rules.

Local governments, an essential part of the country's governance system, are responsible for providing services to people at the grassroots level. However, citizens' engagement in needs assessment and decision-making processes varies from one local government system to another. The functioning, performance, and achievements of local governments in Pakistan can be improved by engaging citizens in identifying their needs, mobilizing resources, and achieving results. Public engagement and participation improve service delivery at the local level. Currently, the state and government cannot fulfill all their obligations because of a lack of resources, whereas needs have been increasing rapidly. Citizen engagement is an effective strategy for responding to local issues, with better results.

3. Constitutional Mandate

Pakistan's constitution enshrines the role of local governments in Articles 32 and 140-A, acknowledging their critical role in grassroots governance, as delineated in Article 7. Article 32 underscores the state's commitment to local government institutions, ensuring elected representation from the respective areas with particular consideration for peasants, workers, and women.

The onus for establishing local governments is placed in the provinces by the Constitution. Article 140-A empowers provinces to create a local government system and devolve political, administrative, and financial responsibilities to elected officials. Provinces are tasked with enacting laws to meet these constitutional requirements and oversee local government elections. The federal government is vested with the power to establish local governments in Islamabad, cantonments, and Gilgit-Baltistan.

Additionally, the Constitution mandates that the Election Commission of Pakistan (ECP) oversee local government elections as per provincial statutes. Following the 2014 Supreme Court decision, the ECP also assumed responsibility for electoral delimitation. The ECP's authority is reinforced by six laws governing local government elections across regions.

Despite the ECP's directive to conduct local government elections within 120 days of the term's end, such elections have been consistently postponed. These delays are primarily due to a legal provision that requires the consent of the respective province before local elections can proceed. Contributing factors include the slow completion and

enactment of provincial local government laws as well as shifts in provincial administrations. Apart from these immediate causes, there is widespread and persistent reluctance among provincial governments to transfer power to the local authorities. Extended interruptions in local governance are one indication of this resistance. Another is the steady and considerable erosion of the autonomy and authority of local government bodies in all provincial statutes since 2001.

This apparent disinterest in establishing effective local governance has led to a multitude of legal challenges. The Supreme Court handed down pivotal decisions in several of these disputes, underscoring the necessity for strong local governance structures. Notably, in 2021, the Supreme Court ruled on appeals from Punjab and Sindh, affirming that local governments are a fundamental component of the nation's governance and recognizing them as the third tier of government, endowed with the legal mandate to administer and oversee all municipal responsibilities.

3.1. Local Governance in Pakistan (1947-Present)

Historically, before and after the 1947 partition, local governments had limited autonomy and inadequate financial and administrative resources. Even in the 21st century, local governments have been hampered by a limited autonomy approach. Replacing the Panchayat system, the British introduced an indirect local government system operated by unelected officials.⁸⁶ Under the Panchayat system, the village was the center of social life and a dominant political institution. The top-down approach of the British, which focused on taking on board the local elite, resulted in the deputy commissioner becoming the principal local actor.⁸⁷

More than ten years after independence, the first local government system was introduced by the military government of General Ayub Khan. Under the Basic Democracies Ordinance 1959 and the Municipal Administration Ordinance 1960, the four-tier local government comprised a union council, Tehsil Council, District Council, and Divisional Council. However, persisting with the colonial legacy, deputy commissioners and commissioners remained in charge of the system.⁸⁸

The next local government system was introduced by the third military government of General Ziaul Haq. The 1979 Local Government Ordinance established four local urban tiers: town committees, municipal committees, municipal corporations, and metropolitan corporations. In rural areas, union councils, tehsils or *taluka* councils, and district councils were established.⁸⁹

On November 18, 2000, the fourth military government established the National Reconstruction Bureau for local governance. Doing away with the urban-rural divide, the Local Government Ordinance (LGO) 2001 introduced a three-tier local government system comprising a union council, tehsil/taluka council, and district council. Re-designated as district coordination officers, the deputy commissioners were subordinated to the district nazim for executive approvals, performance evaluations, and transfers/postings. Similarly, district police chiefs were directly accountable to district nazims.⁹⁰ The 2001 ordinance was considered effective as it defined the rules of business for the functioning of local governments. Two elections, in 2002 and 2005, were held under the 2001 ordinance.⁹¹ After Musharraf was ousted from power in 2008, the local government system he introduced was dissolved in July 2009⁹².

3.2. Local Governance After the 18th Constitutional Amendment

⁸⁶ Malik, Nadeem & Rana, Ahsan. (2019). The History of Local Governance in Pakistan: What Lessons to Learn? Journal of International Politics, Volume 1, Issue 3, 2019, PP 26-35

⁸⁷ Cheema, Ali; Khawaja, Asim Ijaz; & Adnan, Qadir. (2006). Local Government Reforms in Pakistan: Context, Content and Causes. Journal of Decentralization and Local Governance in Developing Countries: A Comparative Perspective. Pp 381-433

⁸⁸ Malik, Nadeem & Rana, Ahsan. (2019). The History of Local Governance in Pakistan: What Lessons to Learn? Journal of International Politics, Volume 1, Issue 3, 2019, PP 26-35

⁸⁹ Saeed Shafiqat (2014). Local Government Acts 2013 Province-Local Government Relations. UNDP Development Advocate Pakistan, Vol 1, Issue 1

⁹⁰ Ibid

⁹¹ HRCP. (2022). Local Government. Towards a New Chapter: an HRCP Report on the national conference. Human Rights Commission of Pakistan. Pp 9

⁹² Ali, Syed Mohammad (2018). Devolution of Power in Pakistan. United States Institute of Peace

Passed in April 2010, the 18th constitutional amendment devolved powers, including local governance, to provincial governments. However, there was no overarching framework or time limit for the formulation of local governments.⁹³ Over the next four years, Pakistan was without elected local governments in the provinces.

In 2010, Balochistan was the first province to pass a local government law. It was also the first province to hold local elections in December 2013. Punjab, Sindh, and Khyber Pakhtunkhwa passed their local government laws in 2013. In 2015, the three provinces held local government elections. In the same year, for the first time, the Islamabad Capital Territory Local Government Act was passed, and elections were held in the capital city.

Under the new provincial local government legislation, local governments in all provinces were left with eroded authority. Legislation imparted limited autonomy to local governments in their fiscal management, service delivery, revenue, tax, and policing.⁹⁴ As provincial governments remained reluctant to devolve administrative and financial powers over the local governments, matters regarding local governance were repeatedly taken to court. However, these efforts were scuttled by consistent opposition from provincial governments.

In Sindh, the provincial government did not devolve control of the Karachi Water and Sewerage Board and Sindh Building Control Authority, whereas in Punjab, the provincial government retained control of the Lahore Development Authority (LDA) and solid waste management.⁹⁵ Parallel developing authorities encroaching upon the powers of local governments have been a constant factor over the last decade. In 2015, the Lahore High Court's three-member bench, headed by Justice Mansoor Ali Shah, deciding the legality of a Signal-Free Corridor Project by the LDA, wrote in its verdict that "the constitutional mandate of an elected local government system cannot be diluted or encroached upon," and "the powers and functions of LDA shall always remain subject to Article 140A and Punjab Local Government Act, 2013". However, the Supreme Court overturned the verdict. On April 30, 2019, the Punjab Assembly passed two laws: the Punjab Local Government Act 2019 and the Punjab Village Panchayats and Neighborhood Councils Act 2019.⁹⁶ On May 4, 2019, local governments in the province were dissolved. In March 2021, the Supreme Court restored Punjab's local governments, terming the dissolution unconstitutional.⁹⁷

Provincial governments have not been eager to hold elections once elected governments have completed their terms. Amid the debate over the administrative and financial powers of the local governments, or rather the lack of them, elections were held in Khyber Pakhtunkhwa in 2021-22 to elect local governments, followed by Islamabad and Sindh in 2022 and Balochistan in 2022-23.⁹⁸ A critical sticking issue before the local polls in Sindh was the powers of the civic departments with the provincial government. After the opposition's protest, the provincial government agreed "to amend the Sindh Local Government Act 2013, in order to grant greater powers to civic bodies".⁹⁹ Unfortunately, since the dissolution of local governments in May 2019, Punjab has remained without them.

The situation is not vastly different in the cantonments. The Cantonments Act of 1924 established a representative local government system that allows elected civilian representatives to serve on cantonment boards. However, under the law, the station commander retains major influence as the board's president. These boards, which are autonomous statutory bodies, provide civil services to civilians in the cantonment areas. In urban centers, they function as municipal committees with the power to sanction taxes, bylaws, annual budgets, and development plans set by the cantonment administration. These boards consist of directly elected and nominated individuals.

The lack of authority among elected members is a shared issue for both the cantonment board and current local governments. However, unlike provincial and federal territories, cantonment areas hold elections more regularly.

⁹³ Ibid

⁹⁴ Malik, Nadeem & Rana, Ahsan. (2019). The History of Local Governance in Pakistan: What Lessons to Learn? *Journal of International Politics*, Volume 1, Issue 3, 2019, PP 26-35

⁹⁵ Ibid

⁹⁶ Rohdewohld, Rainer & Janjua, Moazzam. (2019). The New Local Government System in Punjab -Summary and Assessment.

⁹⁷ Gabol, Imran. (2022, January 1). Administrators appointed: Dissolution of local govts notified. *Dawn*. <https://www.dawn.com/news/1666869>

⁹⁸ Election Commission of Pakistan. 2024. Local Government Elections. <https://ecp.gov.pk/>

⁹⁹ Dawn. (2022, October 23). New Sindh LG law. <https://www.dawn.com/news/1716491>

Following the directives of the Supreme Court and the Cantonments (Amendment) Ordinance 2015, the Election Commission of Pakistan conducted local government elections for 42 cantonments in 2015 and 2021.¹⁰⁰

3.3. Unfulfilled Commitments

The 18th constitutional amendment was a significant step in reverting the 1973 Constitution to its initial structure. However, the potential of this amendment has not been fully realized. The intended decentralization of power from the federal level to the provinces has not extended to the local governments. Since the enactment of the amendment, all provincial governments have restricted the delegation of administrative and financial power to local government bodies.¹⁰¹ The Constitution's ambiguity regarding the jurisdiction and duties of local governments allows provincial authorities to determine the scope of authority granted to local administrations. For some observers, this reflects a culture of "concentrating authority in power centers at Islamabad, Lahore, Karachi, Peshawar, and Quetta" that continues to prevail at the cost of the alienation of people and their productive potential.¹⁰²

Within the current framework, constitutional amendments can serve as a remedy for provincial power imbalances that obstruct the successful transfer of power to local governments. Advocates of devolution are increasingly recommending the integration of constitutional clauses that would ensure financial and administrative autonomy, along with addressing the timing of local government elections. They call for specific revisions to Article 140-A to provide substantial protection for local governments. Additionally, they advocate the addition of a distinct chapter in the constitution, dedicated to defining the fundamental tenets of devolution.¹⁰³

4. Regional Legal Frameworks of Local Governments

4.1. Punjab

Punjab witnessed the passage of the local law twice in 2022 – the first on June 24 and the second on 19 October¹⁰⁴. The local government law passed in October 2022 is in force, but notification regarding the transformation of local government institutions has been put in abeyance. Under the latest Punjab Local Government Act 2022, metropolitan corporations will be local urban governing institutions in 11 cities. Rural areas will have district councils as the sole governing institutions. At the grassroots level, there were 4,005 union councils. All heads of metropolitan corporations and district councils are elected directly. Citizens' engagement avenues were covered at the UC level. In addition, elected councils will be constituted by district authorities on health and school education, social welfare, sports, population welfare, civil defense, and development.

4.2. Sindh

The Sindh Local Government Act of 2013, amended in 2019, 2020, 2021, 2022, and 2023, stipulates metropolitan and municipal corporations, district councils, town committees, municipal committees, union councils, union committees, and wards as tiers of the local government system. All general seats on union councils have been elected directly, whereas all other seats and slots have been elected indirectly for all tiers. There are no in-built options for engaging citizens in local governments.

4.3. Balochistan

The Balochistan Local Government Act 2010, amended in 2023, provides for the establishment of one metropolitan municipal corporation, along with municipal committees, district councils, union councils, and wards in urban councils. There is no inherent structural option for involving the public in matters of governance.

4.4. Khyber Pakhtunkhwa

¹⁰⁰ Pak Voter. (2024). Local Government Election for Cantonment Boards. <https://pakovoter.org/local-government-election-for-cantonment-boards/>

¹⁰¹ Ali, Syed Mohammad (2018). Devolution of Power in Pakistan. United States Institute of Peace

¹⁰² Husain, Dr Ishrat. (2023, September 3). Governance system for local governments. *Profit*.

<https://profit.pakistantoday.com.pk/2023/09/03/governance-system-for-local-governments-part-1/>

¹⁰³ HRCP. (2022). Local Government. Towards a New Chapter: an HRCP Report on the national conference. Human Rights Commission of Pakistan. Pp 19

¹⁰⁴ This act was originally passed by the Punjab Assembly on 19 October 2022. The governor returned the bill for reconsideration by the assembly. The assembly again passed on 01 November 2022. Since the governor did not assent within the stipulated period of ten days, it was deemed to be assented to in terms of clause (3) of article 116 of the constitution and was published as an act of the provincial assembly on 16 November 2022.

The Khyber Pakhtunkhwa Local Government Act 2013, amended in 2019, abolished district governments and introduced a two-tier local government system comprising tehsil and city local governments. Every tehsil has a local government, while urban centers have a city local government at divisional headquarters, along with village councils in rural areas and neighborhood councils in urban areas. The directly elected chairperson of the tehsil government has the responsibility “to ensure that the business of tehsil local government is carried out in accordance with the provisions of the Act and other laws for the time being in force”.¹⁰⁵ The tehsil local administration includes the assistant commissioner, tehsil municipal officer, and heads of the devolved offices.¹⁰⁶

4.5. Islamabad

In 2015, the Islamabad Capital Territory Local Government Act provided the capital city with a two-tiered local government, comprising the district government and union councils. The Municipal Corporation Islamabad (MCI), headed by the mayor, became the highest forum for the local government in the capital. After August 2018, the new federal government initiated an inquiry against the mayor and suspended him for 90 days. Although the Islamabad High Court reinstated him, the federal government curtailed the powers of the mayor, who ultimately resigned. In February 2021, the term for the first local government in Islamabad expired. Although the third military government of Gen Ziaul Haq had introduced a local government system in Islamabad in 1980, it was limited to “covering nearly 130 villages, mainly in Zones 4 and 5 in the 12 rural Union Councils of Islamabad” as the “urban areas of Zone 1 and Zone 2 remained out of the orbit of the LG system”.¹⁰⁷ In 1981, the management of rural areas was handed over to the Islamabad Capital Territory.¹⁰⁸ The law, amended in 2022, requires more legislation to resolve outstanding structural issues. Although the capital has a metropolitan corporation and 150 union councils, seats reserved for special interest groups – women, youth, Persons with Disabilities (PWDs), and religious minorities – are still pending appropriate legislation.

4.6. Cantonment Boards

Pakistan has 42 elected cantonment boards, with 200 general members and women. Workers, youth, and non-Muslim representatives are elected on the reserved seats. Additionally, 42 vice presidents were elected. Usually, the serving brigadier, who is also the station commander of the cantonment area, is the president of the board.

4.7. Rules for Local Governments

Each province has specific rules for the local government. These include election rules and rules of business of local councils, which include budgets, accounts, audits, and planning and development. These rules provide an operational framework for every local government/council formed under their respective laws. The rules of business related to local governments also cover the scale and scope of citizen engagement. The rules for elections deal with the qualifications of members of various councils and subsidiaries, sub-councils, or institutions that fall within that framework. Many other provincial laws and related rules indirectly define the scope of local governments as per developed offices/departmental operations.

5. Engaging Citizens Under Current Legal Frameworks

There are a few options in all provincial laws for engaging citizens in local governments. Council meetings are public, except for those decided by the respective councils to restrict public observers. Auxiliary councils resolve small disputes in all provinces. The Muslim Family Law of 1960 delegated powers to the union council chairman to deal with matrimonial disputes. Provinces have also launched digital applications to provide information on local government institutions and their services.

5.1. Khyber Pakhtunkhwa

Although elected councils exist, there is no option to engage citizens in local governments, either at the lower tier, in tehsil councils, or in the in-built structured formats of community councils and citizen community boards. A new addition to the system may be the formation of Community Councils in each neighborhood and village council,

¹⁰⁵ Janjua, Moazzam Ali. 2022. An Analysis of KP Local Government Act, 2013 as amended in 2019. Centre for Peace and Development Initiatives (CPDI) & Friedrich Naumann Foundation for Freedom

¹⁰⁶ Ibid

¹⁰⁷ Niaz, Dr Murtaza & RID, Dr Saeed Ahmed. 2016. Local Governance in the Federal Capital: A Review of the 2015 Islamabad Local Government System. Inspiring Pakistan

¹⁰⁸ Ibid

comprising non-elected citizens, assigning community mobilization functions for the effective service delivery of municipal obligations, and project designing/implementation.

5.2. Balochistan

Local government law does not provide many options for engaging citizens. However, some functions provide space to engage citizens in advisory and consultative processes—that is, planning for development. The law provides the option of nominating two citizens as experts on the Provincial Grants Committee. Community organizations can be invited to design community development plans with a focus on engagement with the local community. During the colonial period, Balochistan was the only province with bazaar committees functioning as local councils comprising nominated members. The *jirga* system, a public forum, was in place until the Basic Democracy System was introduced by the first military government in 1959.

5.3. Sindh

The local law in Sindh does not explicitly mention avenues for citizen engagement and participation. However, there are some avenues for engaging with the citizens. In LGO 2001, Sindh established the Citizen-Police Liaison Committees (CPLC) in Karachi.

Engaging citizens in performing optional functions of municipalities and union councils is not binding, but the law allows each local government to engage citizens at its discretion. However, in a specific manner, local governing institutions frame specific rules for this purpose. Citizens may be engaged in promoting adult literacy; awareness-raising campaigns; and managing public washways, latrines, and *dhobi ghats*.

The province does not have a sub-council or committee system to involve citizens in any specific function or service delivery. However, every local council may engage citizens in performing a few functions such as managing public libraries and playgrounds, promoting sports clubs, traditional games, and cultural and national events. The Provincial Local Government Commission and the Sindh Finance Commission have the option of inducting two non-official members from the public.

5.4. Punjab

The two laws regarding local governments passed in 2022 have different sets of institutions. Under older law, there were no municipal corporations or committees. According to the existing law, only district councils and 11 metropolitan corporations should be established, whereas union councils constitute the lowest governance level. According to old law, *Musalaht Anjuman* comprised non-elected people to address minor conflicts. The latest amended law provides for small-cause courts that may send any civil case to these *Anjumans* for out-of-court settlements.

The new law provides some avenues for making citizens a part of local governments. Community Councils (CCs), formed by each union council, comprise nominated members from the respective area with functions specifically mentioned in the law. Non-profit Community Based Organizations (CBOs) would be “energizing the community for development and improvement in service delivery, development and management of a new or existing public facility, identification of development and municipal needs, mobilization of stakeholders for community involvement in the improvement and maintenance of facilities, welfare of the handicapped, destitute, widows, and families in extreme poverty, the establishment of farming, marketing, and consumer cooperatives”. Additionally, the CBOs “may raise funds through voluntary contributions, gifts, donations, grants, and endowments for its declared purposes without compromising the larger interest of the community”.

5.5. Islamabad Capital Territory (ICT)

The Islamabad Capital Territory Local Government Act of 2015 does not engage citizens in any type of service delivery. Further, undue control by the CDA has curtailed the independent functioning of the MCI, resulting in centralized governance. However, there are options for citizens of the capital to form market committees and engage in some developmental functions.

5.6. Cantonment Boards

The century-old law needs to be amended to democratize the functioning of the cantonment boards. Currently, there are few options for engaging the elected members.

6. Recommendations

6.1. Institutionalizing Engagement

Thus, there is a need to amend local government laws to create avenues for engaging citizens. Ideally, citizen engagement and participation in local governments should be supported by related rules of business. However, if the laws cannot be amended, citizens' participation in monitoring or advisory committees can be ensured by reframing the rules of business. Administrative directives can help to form citizen committees for every local government. However, the best option would be to institutionalize citizens' engagement and participation in the legal framework.

Citizens can be engaged in the following local functions:

- Monitoring progress.
- Identification of local needs.
- Participation in service delivery.
- Educational and training spheres.
- Running awareness campaigns.
- Mobilizing enrolment in primary education and adult literacy.
- Rural union councils may involve citizens in water distribution and monitoring mechanisms.
- Citizens may be involved in managing livestock farming and marketing as well as market and price control committees.
- Citizens' participation in civil society organizations may be formalized.
- Residents voluntarily mobilize resources.
- Forming sports and recreational/community clubs to be managed by ordinary citizens.
- Local governments can engage volunteers in service delivery. However, to make this option practical, the related rules should be framed. Furthermore, volunteers should be trained to properly perform their duties.¹⁰⁹

6.2. Targeted Interventions

Local governments can implement targeted interventions to engage citizens. These can be related to groups, issues, and administrative forums.

6.2.1. Women's Welfare and Development

Women's welfare and development have been a part of local governments. However, it has not garnered the attention that it deserves. Meaningful participation of women in local governments can strengthen democracy. Several measures can be taken to address this issue. Women's facilitation desks may be institutionalized by all local governments. These desks refer female visitors to the concerned departments for better responses, resolution of their issues, and technical advice. Hostels and daycare centers should be established for working women in every local urban government. A help desk at each union council can assist women in seeking financial assistance from various government assistance programs. Similarly, a focal person may be designated to pursue women's protection, and VAW-related laws should be placed at the tehsil and town levels instead of the district. CSOs and vocational institutions can collaborate with local government institutions to train women.

6.2.2. Promotion and Safeguarding of Human Rights

Each local government institution should have a human rights 'watch and ward' committee. Labor rights watch committees in each union council can monitor violations of labor rights while focusing on bonded and child labor. These committees should also ensure labor laws are followed in formal and informal industrial units.

¹⁰⁹ The Punjab government has announced recruiting 10,000 volunteers for engaging with local government institutions, but no progress has been made yet. The PTI government had also launched a similar initiative. It registered millions of youths but could not successfully engage them with local governments despite spending huge resources.

6.2.3. Sports and Recreational Activities

Citizens' committees should be formed to celebrate traditional cultural events and national days. This is an optional function already present in existing laws. Local governments are bound to promote sports and traditional local games as their basic functions. Additionally, citizens may be engaged in managing sports and cultural events that can generate the required funds through local contributions.

6.2.4. Collaboration with the Private Sector

In recent years, commercial enterprises and large commercials under Corporate Social Responsibility have collaborated with local governments. They provide and contribute to public services and the basic functions of the local governments. These services include education, health, and social welfare. Additionally, some developmental work could also be completed through collaborative efforts by engaging local citizens in activities such as supplying potable water and managing filtration plants.

6.2.5. Engagement of Youth

As a primary requirement, every local government should motivate and recruit a group of 10-15 young volunteers who are ready to engage in the affairs of local governments. They may be engaged in the identification of immediate needs, distribution of official documents, running awareness campaigns, mobilizing the public, managing traffic, and anti-encroachment drives.

6.2.6. Establishing Libraries and Reading Rooms

This is a compulsory function of local governments but has been ignored at the union council level. With the cooperation of citizens, local governments can manage their reading rooms and municipal libraries. Local governments can establish book banks where residents can contribute additional books for distribution among the needy under a transparent collection and distribution mechanism, especially for schoolbooks.

6.2.7. Educational and Awareness Campaigns

Teacher–parent school committees can help mobilize and improve enrolment in primary schools. This can ensure better arrangements in schools with limited resources. Citizens can be involved in adult literacy initiatives, tree-plantation campaigns, awareness drives regarding epidemics, cleanliness, and so on. This may be included in the rules of the business as an obligation. Currently, urban areas are facing traffic management issues. In the past, each province had Boys Scout associations and Girl Guides. Both the Boy Scouts and Girl Guides were engaged in local government departments at least once a year to provide social services. One of the best examples is the engagement of scouts with traffic wardens in managing traffic and spreading awareness of traffic signs and obligations during specially organized traffic weeks.

6.2.8. Citizens' in Public Service Delivery

Citizens can be engaged in the process of identifying key needs and issues and delivering quick services to people. Pakistan has a history of implementing local initiatives, with strong citizen participation. These initiatives include the Orangi Pilot Project, Lodhran Pilot Project (LPP), Bolo Project, and Barho Project. The methodologies of these projects can be institutionalized by involving citizens in collecting solid waste at the primary level, making streets and small roads clean and green, managing streetlights, organizing the watch and ward system at the union council level, and so on.

6.2.9. Conflict Resolution

Over the years, local governance systems have had several conciliatory and arbitrary councils. These include the Mosallahati-Anjuman and conciliatory courts. Overall, local forums, including jirga and panchayats, have helped resolve these disputes. Informal resolution of disputes is inexpensive, expeditious, and a convenient forum for resolving disputes locally. Over the last decade, provinces have legislated alternative dispute-

resolution mechanisms.¹¹⁰ There is a need to highlight formal and informal alternative dispute resolution avenues at the local level.

6.2.10. Market Committees, Price Determination, and Control Mechanism

Previously, every local government had market committees in bazaars and commercial locations. These market committees comprised elected office-bearers and nominated citizens, along with officials from local institutions. The key task was to determine the prices of commodities, particularly agrarian commodities. These local market committees can be revived to ensure the price and quality of commodities.

6.2.11. Wildlife, Poultry, and Cattle Marketing

Managing and operating these markets in urban and rural areas are compulsory functions of many local governments. In this regard, citizen management committees can be formed under the supervision of local governments. Similar committees can also be formed to manage other related functions that fall within the jurisdiction of local governments dealing with poultry and wildlife stocks. Globally, Pakistan is the sixth-largest milk-producing country. There are hundreds of people involved in the milk trade without any proper regulatory framework. Regulated by local governments, citizens can be involved in ensuring milk quality at the union council level. Citizens can establish monitoring committees for this purpose.

6.2.12. Managing Conservatories, Water Canals, Parks, and Nurseries

In urban centers, citizens manage conservatories, water canals, parks, and nurseries. Even provincial authorities and institutions under government control have been engaging citizens in managing parks, playgrounds, conservatories, cemeteries, and so on.

6.2.13. Consumer Committees

Consumer committees may be formed by local governments, comprising citizens and representatives, to safeguard consumers' rights. Although there is a legal framework for this purpose, such as consumer courts in each district, the local consumer committee is a better option to safeguard their interests.

6.2.14. Engagement with Law Enforcement Agencies and Reviving CPLCs

In the past, this experience showed positive results for Karachi city. The CPLCs functioned as a model of a collaborative effort for the enforcement of laws related to street crimes, including the snatching of cell phones, motorbikes, and cars. The committee comprised police officers and representatives of citizen groups.

This model can be institutionalized by introducing it into the functions of every union council. This may curtail the jurisdiction of the committees. However, their roles and scope may be enhanced.

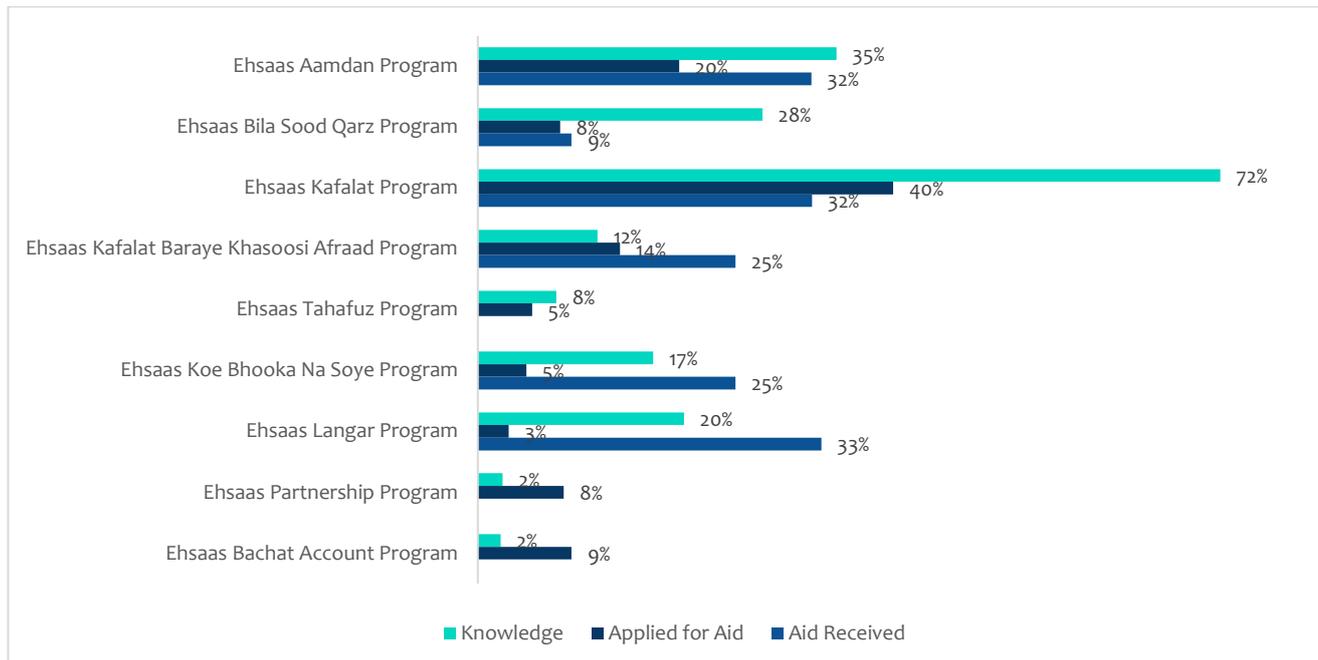
6.2.15. Citizens Safety Commissions

Under Police Order 2000 and Local Government Law 2001, Citizens Safety Commissions (CSCs) were introduced nationwide. Each CSC is composed of citizens, elected local representatives, law enforcement officials, and a representative from the judiciary. Their responsibilities are to maintain law and order, devise strategies to improve social harmony, and ensure a peaceful atmosphere. Despite limitations and institutional hurdles, CSCs were made functional at the district level. Backed by relevant rules of business for various tiers of local governments, the CSC model can be revived. The formation of CSC may be included as an optional function of local governments.

¹¹⁰ These include the Alternative Dispute Resolution Act 2017 for the federal level, the Punjab Alternative Dispute Resolution Act 2019, The Code of Civil Procedure (Sindh Amendment Act) 2018, and the KPK Alternative Dispute Resolution Act 2020. In 1961, there was the Conciliation Courts Ordinance followed by the Small Claims and Minor Offences Courts Ordinance 2002.

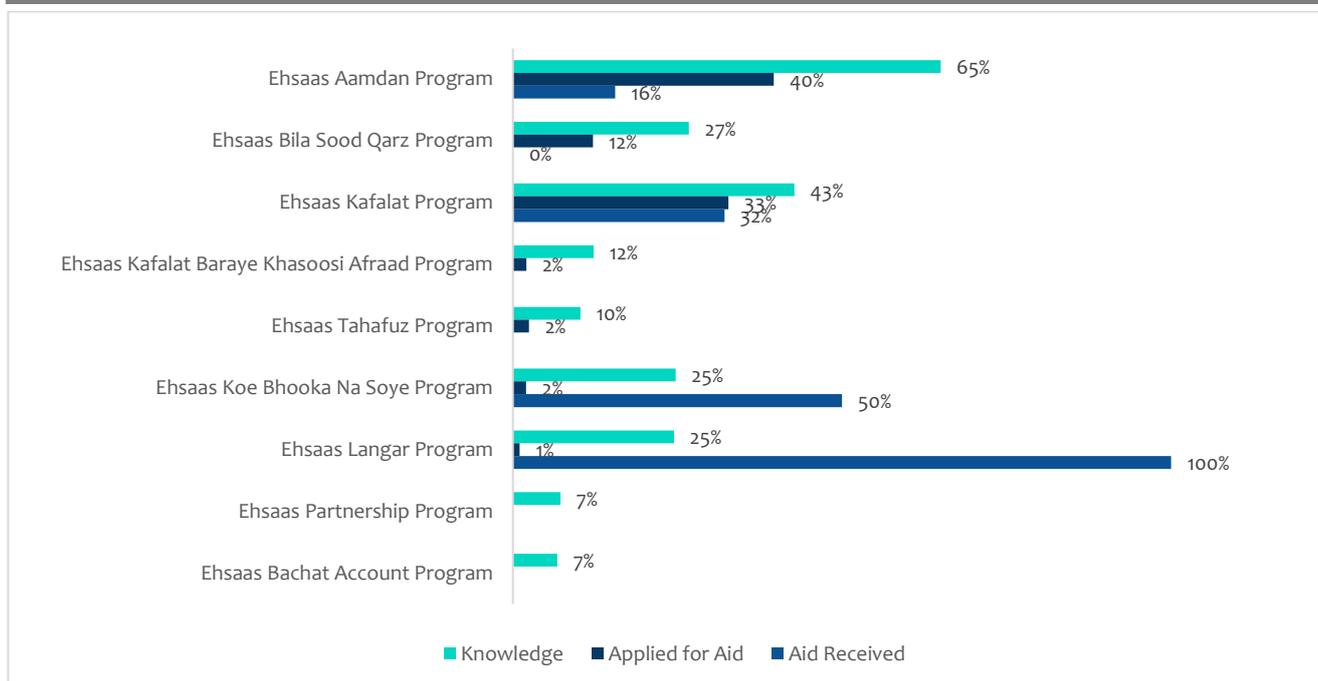
ANNEXURE-II Knowledge, application, and provision of aid (capital cities)

Knowledge, Application, and Provision of Aid (Peshawar)



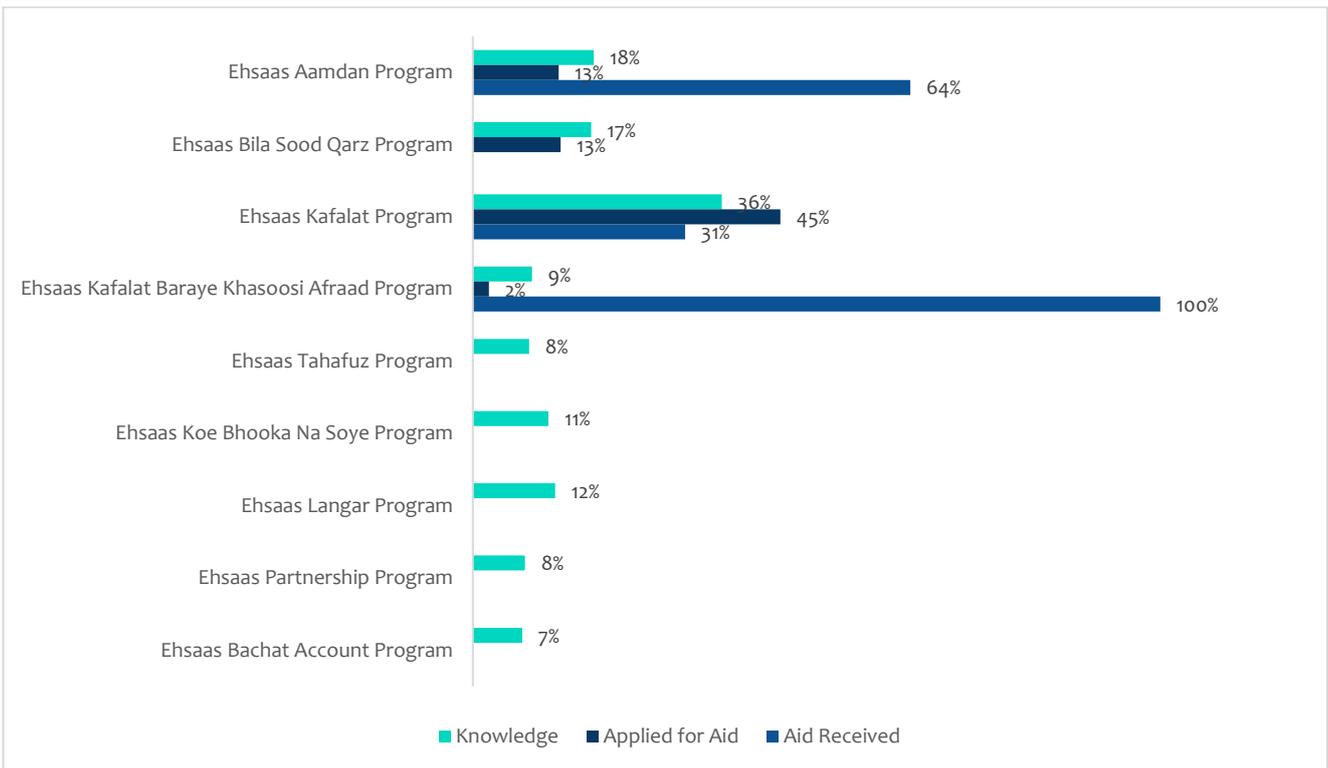
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Knowledge, Application, and Provision of Aid (Islamabad)



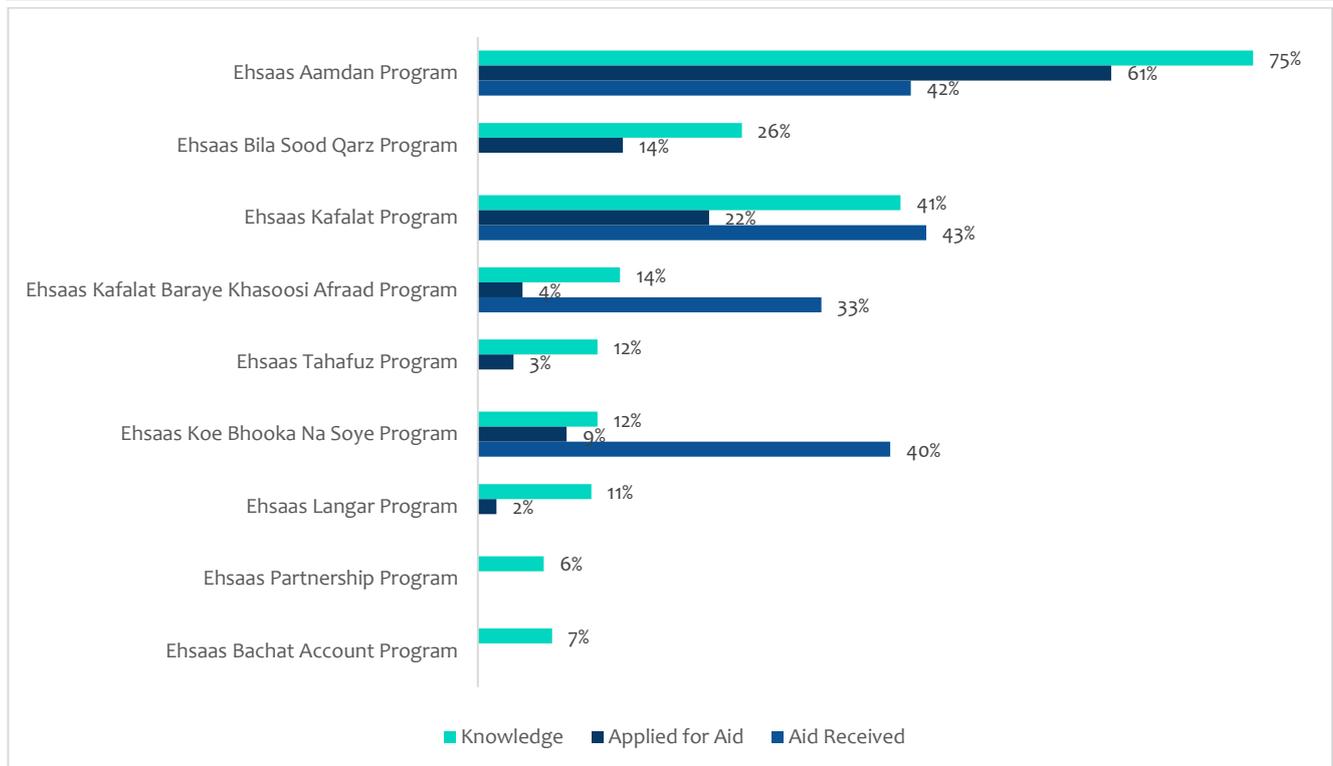
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Knowledge, Application, and Provision of Aid (Lahore)



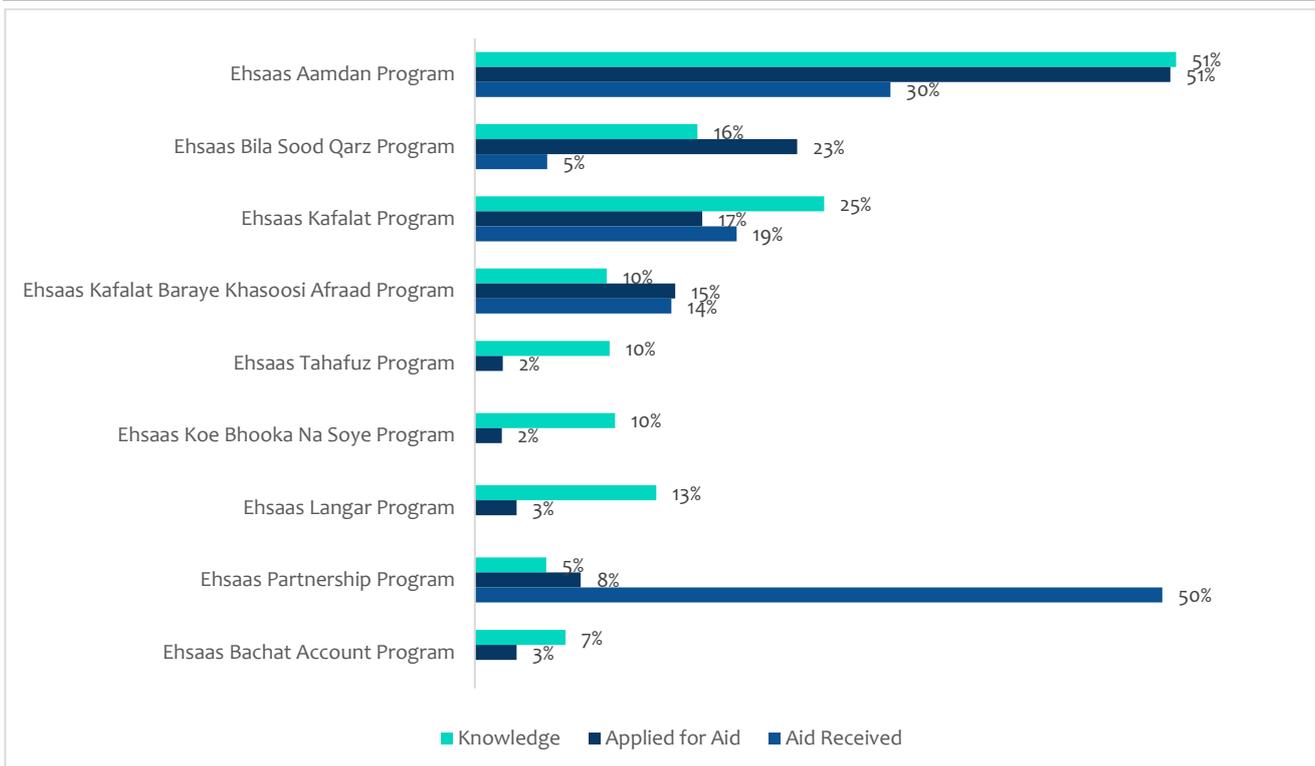
District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Knowledge, Application, and Provision of Aid (Karachi)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent

Knowledge, Application, and Provision of Aid (Quetta)



District estimates were calculated with a margin of error of ± 4.38 percent for all, except for Islamabad calculated at ± 4.9 percent



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