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STATE OF THE UNION SOCIAL AUDIT OF GOVERNANCE IN UC BHANGALI 2007

Abstract

This article seeks to ascertain the impact of devolution on the everyday life of the residents of Union Council Bhangali. Information is based primarily on a sample survey of the population. Limited knowledge of and interaction of residents with the union council administration shows that the union council does not play a pivotal role in the lives of the people. No significant improvement in the delivery of public services such as maintenance of public streets, drains, streetlights, garbage collection and disposal is reported. Provision of medical and educational services, supply of electricity and of drinking water, not the responsibility of union administration were reported to be relatively satisfactory.

One of the important questions that interests the students of good governance in Pakistan is to find out what difference devolution of power at the local level has made to the daily lives of the ordinary people. In order to find an answer to this question we decided to conduct a social audit of governance in union council Bhangali (see Annexure I). For this purpose we undertook a sample survey of the union council. A questionnaire was designed, a representative sample was chosen (see Annexure II), and the survey was conducted with the help of a team of experienced professional interviewers in February 2007. This paper attempts briefly to present the main findings of the survey.

The findings, on the whole, are not very favourable. The Union Administration does not appear to be very relevant to the daily lives of the residents. A very large proportion of residents of the Union Council do not know about the location of the Union Office, have not visited the Union Office and have not tried to contact a member of the Union Council for any assistance. Over ninety per cent of the respondents had not heard of citizen community boards. As to public services, a very large proportion expressed dissatisfaction with the delivery of public services. This was the case with the pavement of streets, the construction of drains, installation of streetlights, maintenance of roads, provision of transportation facilities, garbage collection and disposal, supervision of the work of sanitary workers, supply of piped drinking water, supply of cooking gas, provision of medical facilities, provision of schools for boys and girls, the police service, court system and general development work in the area. The findings roughly follow the same pattern as reflected in the National Social Audit of Governance and Delivery

of Public Services in Pakistan conducted by CIET in 2004-05 hereinafter cited as NSA-05.

Knowledge about the UC Administration

In response to the question whether the respondents knew the name or the serial number of their Union Council 149 out of 267 respondents or 55.8 per cent replied in the negative (Table 1-all statistical table are given in Annexure-III). Lack of such elementary information was far greater among women than men. Whereas 30 per cent of the men did not know the name or number of their Union Council, 88 per cent of the women suffered from such disability.

The respondents were next asked if they had ever visited the office of the Union Council. Only 36 or 13.5 per cent replied in the affirmative. Over eighty-six per cent of the respondents had never visited the office of their Union Council (Table I). Here again women were far less likely to visit the Union Council Office (8 out of 118 or 6.8 per cent) than men (28 out of 149 or 18.8 per cent). Out of the 36 respondents who ever visited the Union Council Office 23 or 63.8 per cent went there mainly to get birth certificate. The reasons of visit for the remaining 13 respondents are given in Table II.

The respondents were also asked if they knew the location of the Union Council Office. Over 58 per cent (157 out of 267) knew the location of the Union Council Office (Table I). This includes the 36 respondents who ever visited the Union Council office. Around 40 per cent (108 out of 267) did not know the location of the Union Council office. Of the 108 who did not know the location of the Union Council Office, 26 were men and 82 were women.

Only 49 respondents (18.4 per cent) tried to contact a member of the Union Council for any assistance (Table I). In thirty-three cases the purpose of the contact was to get a birth, death or *nikah* (marriage) certificate. In eight cases the contact was for repair to a public street or drain. The tendency to contact Union Council for a service was far less in case of women. Of the 49 respondents making a contact 42 were men and 7 were women. In all the 49 cases the contact was sought with a male Union Councilor. In no case, not even by women respondents, contact was sought with a woman Union Councilor. According to NSA-05 24.3 per cent of the respondents in the Punjab reported a household contact with a union council member in the last one year. Nearly 98 per cent of the contacts were with male councilors.

Opinion about Delivery of Public Services

Public Streets

To the question whether soling of public streets was undertaken by the Union Council during the last four years 191 or 71.5 per cent of the respondents replied

“not at all” (Table III). Fifty-five or 20.6 per cent of the respondents said soling of streets was undertaken ‘to some extent.’ Only 21 respondents or 7.9 per cent of the total replied that soling of public streets was undertaken to ‘a large extent’.

Public Drains

Similarly dismal was the response to the question whether new public drains were constructed in the Union Council during the last five years. As many as 197 or 73.8 per cent of the respondents said “not at all”. Fifty-one or 19.1 per cent replied “to some extent” and 19 or 7.1 per cent answered ‘to a large extent’ (Table III).

Street Lights

According to the replies of the respondents hardly any new street lights were installed in the Union Council during the last five years. Two hundred and thirty-six or over 88 per cent of the respondents answered ‘not at all’ to the question whether new street lights were installed during the last five years. Only 31 or 11.6 per cent of the respondents replied ‘to some extent’ (Table III).

Encroachments

The respondents were also asked if encroachments had been controlled in the Union Council during the last five years. One hundred and ninety-one or 71.5 per cent of the respondents said their area had no encroachments. Sixty-two or 23.2 per cent said encroachments had not been controlled at all. Twelve respondents (4.5 per cent) said encroachments had been controlled to some extent. Only two or 0.7 per cent said encroachments had been controlled to a large extent (Table III). Encroachments are predominantly an urban problem. Bhangali Union Council being largely rural in character appears to be relatively free of this nuisance. Wherever this problem exists, similar to urban areas, the Union Administration does not seem to be effective in controlling it.

Public Roads

One hundred and sixty-two residents or 60.7 per cent were of the opinion that roads in the Union Council were in a worse state than before. Sixty-one or 22.8 per cent said the roads were in the same state as before. Forty or 15.0 per cent felt they were in a better condition than previously (Table IV). In 2005 49.4 per cent of the respondents in the Punjab were dissatisfied with public roads.(CIET 2005)

Transport System

The residents of Union Council Bhangali seem to be dissatisfied with the transport system in the area. One hundred and twenty or 44.9 per cent characterized transport system as worse than before, 83 or 31.1 per cent as ‘same as before’ and 62 or 23.2

per cent as better than before (Table IV). The area has no public transport system. Transport service is provided entirely by the private sector. Some of the modes of transport are: auto rickshaw, bus and tonga. Some of the transport related difficulties identified by the residents are: bad roads, over crowding in buses, long distance to bus/rickshaw stop especially for women. In NSA-05 29.5 per cent of the respondents were dissatisfied with the public transport system.

Garbage Disposal

Two hundred and twenty-eight persons or 85.4 percent felt that no garbage disposal system in fact existed. Twelve residents or 4.5 per cent said garbage disposal arrangement was worse than before, another 12 residents felt it was the same as previously. Only 14 or 5.2 per cent of the residents felt that garbage disposal system was better than previously (Table IV). The main reason for poor garbage disposal was stated to be that sanitary workers did not work regularly (58.1 per cent) or that sanitary workers had not been assigned to work in the area (9.7 per cent). In 2005 64.8 per cent of the respondents in the Punjab said they had no government garbage removal service available to them.

How often sanitary workers come to your village

One hundred and eight-seven or 70.0 per cent of the respondents stated that sanitary workers did not come 'at all' for sanitary work. Sixty-five residents or 24.3 per cent stated that sanitary workers came for sanitary work once in a month. Only 3.4 percent of the residents stated that sanitary workers came once a week (Table IV).

The sanitary workers are hired and paid by the City District Government Lahore (CDGL). They are allocated for work to each Union Council. The number of such workers assigned to Union Council Bhangali is eighteen. Their immediate hierarchical superior is called Darogha who reports to the Union Council Nazim as well as to a Sanitary Inspector. This arrangement suffers from a weak sense of accountability on the part of the sanitary workers. The villages in the Union Council Bhangali are scattered over wide area. Waste water flows through open drains to open spaces or ponds. Sanitary work does not include sweeping the largely dirt streets. It consists mainly of removing slush from the open drains and throwing it in the streets near the open drains. It may at times be carted away to a few skips provided by CDGL in wheel barrows if available. Sanitary workers usually lack necessary equipment. It is no wonder that complaints against sanitary workers are common.

Drinking Water

None of the villages of Union Council Bhangali is provided with piped drinking water from a tubewell. Practically, all the residents make use of some private source of water supply. One hundred and sixty-seven or 62.5 per cent of the residents stated that they used a donkey pump to get drinking water. Sixty-three residents or 23.6 per cent used an electric turbine to supply themselves with water. In other

words 86 per cent of the residents used an electric motor to draw water from the ground. Twenty-four or 9.0 per cent of the residents used a hand pump to draw water (Table V). Two hundred and three or 76.0 per cent of residents seemed to be satisfied with the quality of water. Forty-two or 15.8 per cent of the residents complained that water had a bad taste, was muddy, was polluted by waste water from the septic tanks or needed to be filtered.

Cooking Gas

The entire area covered by Union Council Bhangali is not provided with piped cooking gas. In some villages (such as Nathoke), thanks to the efforts of the local MNA, gas pipes have been laid but gas connection has not yet been provided by the gas company. Three persons 1.1 per cent complained that the local MPA had not shown interest in the matter, nine residents or 3.4 per cent felt that the Nazim of the Union Council had failed to follow up the case energetically. One hundred and ninety-one or 71.5 per cent of the respondents felt that the gas company and the government assigned low priority to the rural areas (Table VI).

Electricity

One hundred and six respondents or 39.7 per cent were of the view that supply of electricity was better than previously. One hundred and forty or 52.4 per cent said that the supply of electricity in the area was “the same as before”. Only twenty or 7.5 per cent felt that it was ‘worse than previously’ (Table IV). The reason for dissatisfaction seems to be frequent power failures and power fluctuation due to increased use in the area of electric and electronic appliances such as electric motors, air conditioners, refrigerators, washing machines and the like.

Medical Facilities

In response to the question who would you contact in case of illness, 216 or 80.9 per cent of the respondents said they would go to a private physician. Only 51 or 19.1 per cent would go to a government, medical facility (Table VII). As to the amount of physician’s consultancy fee 66 or 24.6 per cent paid up to ten rupees, 18 or 6.8 per cent paid between 11 and 20 rupees, 64 or 24.3 per cent paid between 21 and 40 rupees, 84 or 31.5 per cent paid between 41 and 100 rupees, 15 or 5.6 per cent paid between 101 and 300 rupees and 7 or 2.7 per cent paid between 301 and 500 rupees (Table VIII). Forty three or 87.8 per cent of those who visited a government medical facility felt that the physicians were qualified. Forty-four or 89.8 per cent said that government medical facilities provided free medicines. Forty-three or 87.8 per cent of the residents who visited government medical facilities felt that the attitude of the staff at the facility was fair. Only 6 or 12.2 per cent described their attitude as bad (Table IX).

In 2005 17.8 per cent of the households in the Punjab usually used government health facilities. This proportion marked a decrease from 23.6 percent in 2001-2. NSA-05

also noted that 39.3 per cent of the households usually used unqualified health practitioners. The NSA-05 also quoted focus groups to explain why people, especially poor people, would be attracted towards unqualified practitioners. They explained that unqualified practitioners cost less, they prescribe inexpensive medicines, they are easily accessible even for home visits and usually the treatment from unqualified practitioners was effective. These elements may partly explain why a large majority of Bhangali households like to patronize private practitioners in spite of the fact that conditions in government health facilities were reported to be good.

Opinion about Government Schools for Boys and Girls

Out of 267 respondents 4 had no sons and 66 had no sons of school going age (Table X). Out of the remaining one hundred and ninety-seven 123 or 62.4 per cent sent their boys to government schools, 66 or 33.5 per cent to private schools and one or 0.5 per cent to a traditional school. Only 7 or 3.6 per cent did not send their sons to any school. Eighty five or 32 per cent of the respondents preferred government schools because they had no tuition fee or were relatively inexpensive. Twenty-nine or 10.9 per cent liked to send their sons to government school, because they were near their residences. Forty-five or 16.9 per cent of the respondents said that the quality of education in the government school was not good. Three or 1.1 per cent of the residents said that the number of teachers in the government schools was not adequate (Table XI).

Out of 267 respondents 4 had no daughters and 88 had no daughters of school going age (Table XII). Out of the remaining one hundred and seventy-five 93 or 53.1 per cent sent their daughters to government schools, 69 or 39.4 per cent to private schools and 2 or 1.1 per cent to a traditional school. Only 10 or 5.7 per cent of the respondents did not send their daughters to any school. Fifty-five or 20.6 per cent preferred to send their daughters to government schools because they did not charge any tuition fee. Thirty or 11.2 per cent preferred government schools for their daughters because they were near their residences. Thirty-nine or 14.6 per cent of the respondents felt that the quality of education in government schools was not good (Table XIII).

In response to the question whether the number of school going girls has increased in the area 153 or 57.3 per cent said “to a large extent”, 87 or 32.6 per cent said “to some extent” and 21 or 7.9 per cent said ‘not at all’ (Table XIV). Fifty-one or 19.1 per cent of the respondents were ‘extremely satisfied’ with the performance of government schools, 113 or 42.3 per cent were “somewhat satisfied” with their performance and 83 or 31.1 per cent were ‘not at all satisfied’ with the government schools (Table XV).

In 2005 41.6 per cent of all the 5-9 year old children in the Punjab were enrolled in government schools. According to NSA-05 girls, children from vulnerable households and children from rural households were more likely to be enrolled in a government school. The two top reasons offered by parents for sending children to a government school were ease of access and low cost.

Opinion about Police

In case of a problem of personal security 47.9 per cent of the respondents would rely on their own resources. They would not approach the police nor any one else. It reflects a considerable amount of lack of confidence in the police. Only 34.1 per cent of the residents said they would contact police for a problem of personal security. 18 per cent of the residents said they would contact someone other than police (Table XVI). In 2005, 24.9 per cent of the households in the Punjab said they would contact police for a problem of personal security.

If a resident had a complaint against a police official only 25.5 per cent would approach a senior police officer, 8.6 per cent would approach no body, 3.0 per cent would approach District Public Safety Commission and 47.5 per cent would approach UC Nazim or UC member (Table XVII). In 2005 22.5 per cent of the respondents nationwide would approach a senior police officer if they had a complaint against a police official.

Only 23 residents (8.6 per cent) approached the police department during the last two years (Table XVIII-A). In 87 per cent of the cases the respondent or a relative approached the police while in the remaining cases the police contacted the respondent (Table XVIII-B). In 43.5 per cent of the cases the attitude of police towards the respondent was fair (Table XVIII-C). Eight of 23 respondents (34.6 per cent) had contacted the police in order to file a complaint regarding theft, robbery or illegal occupation of land (Table XVIII-D). In 2005, only 10.9 per cent of the respondents in the Punjab actually established contact with the police.

Opinion about Courts

Although 166 or 62.2 per cent of the respondents felt that courts in Pakistan exist in order to provide relief to the people, twelve or 4.5 per cent felt that courts did not provide relief. 89 or 33.3 per cent of the residents were unable to offer any opinion (Table XIX-A). 250 or 93.6 per cent of the respondents had not approached any court of law for relief during the last two years. Only 17 or 6.4 per cent of the residents had approached a court during the last two years (Table XIX-B). Twelve or 75.0 per cent of these residents had found the court contact to be completely unsatisfactory or satisfactory 'to some extent' (Table XIX-C). In 2005 71.4 per cent of the respondents in the Punjab thought the courts were there to help people, 7.8 per cent reported a court contact within the last two years and 44 per cent were dissatisfied with the court contact.

Opinion about New Development Schemes

261 of the respondents (97.8 per cent) felt that new schemes focused on women development had not been introduced in the Union Council during the last four years. Only 5 (1.8 per cent) felt that some schemes of women development had been introduced such as interest-free loans, appointment of a lady health visitor in

the area, setting up of a handicrafts school. 237 or 88.7 per cent of the respondents stated that during the last four years the number of development schemes (in general) undertaken in the area was 'the same as before' or 'less than before'. Only 27 or 10.1 per cent felt that the number of development schemes was greater than previously (Table XX).

Opinion about the New Local Government System on the whole

As many as 121 or 45.3 per cent of the respondents were not able to say, whether the new local government system was better or worse than the previous system. Only 48 or 18.0 per cent felt it was better than the previous system. 40 or 15 per cent felt it was worse than the previous system and 58 or 21.7 per cent said it was the same as before (Table XXI). In 2005, nationwide, 26.9 per cent of the respondents 'did not know' whether the new local government system was better than the previous system, 30.5 per cent said it was better, 17.7 per cent felt it was worse and 24.8 per cent felt it was 'same as before'.

Opinion about Social Capital

262 or 98.1 per cent of the respondents were not members of any voluntary self-help group. Only 4, all men or 1.5 per cent claimed to be members of a voluntary group. None of them were, however, able to give the name of the voluntary group (Table XXII-A). One hundred and sixty-eight or 62.9 per cent of the respondents stated that people of their community, in general, tended to come to the help of one another. Only 27 or 10.1 per cent replied in the negative. Sixty-seven or 25.1 per cent were unable 'to say anything' (Table XXII-B). One hundred and eighty-four residents or 68.9 per cent would not report a case of corruption to any one. Only 81 or 30.3 would (Table XXII-C). About one-third of these 81 would report to UC Nazim, the same proportion to the police, 11.1 per cent to a Union Councilor and the same per cent to an influential person of the area (Table XXII-D).

In 2005 2.4 per cent of the respondents in the Punjab reported a male member in a voluntary group, 0.8 per cent reported a female member. 75.9 per cent of the respondents in the Punjab said that people in their community were ready to help each other. In 2005 58 per cent of the respondents nationwide would report if they came to know about a case of corruption, 54.8 per cent of the male respondents in the Punjab would report.

General Profile of the Respondents

One hundred and sixteen or 43.4 per cent of the respondents are housewives. Forty-five or 16.9 per cent are cultivators of one kind or the other. Thirty-six or 13.4 per cent are labourers. Twenty-seven or 10.5 per cent are shopkeepers (Table XXIII). One hundred and thirteen or 42.3 per cent are illiterate. Fifty-eight or 21.7 per cent have literacy up to primary school level. Forty-nine or 18.4 per cent are under-

matic. Forty or 15.0 per cent have had education up to B.A. Only 7 or 2.6 have studied to BA level or above (Table XXIV).

In terms of income 131 or 49.1 per cent belong to lower class. One hundred and twenty-five or 46.8 per cent may be described as belonging to the middle class. Only 11 or 4.1 per cent belong to the upper class (Table XXV).

Two hundred and forty-nine or 93.3 per cent live in a self-owned house (Table XXVI). Two hundred and fifty-three or 94.8 per cent have lived in the Union Council for five or more years (Table XXVII). One hundred and eight-four or 68.9 per cent of the residents are registered voters. One hundred and seventy-two or 64.4 per cent of the respondents actually cast vote in the last local government elections (2005). One hundred and seventy-four or 65.2 per cent possess computerized national identity card (Table XXVIII). Twenty-six out of 93 who do not have identity card faced one difficulty or the other relating to the working procedure of NADRA.

Possession of Household Appliances

Two hundred and eighteen or 81.6 per cent of the households possess a TV set. One hundred and forty-six or 54.7 per cent of the respondents possess refrigerator. One hundred and three or 38.6 per cent own a motor cycle. Only 15 or 5.6 per cent of the residents own a motor car. (Table XXIX).

Conclusions

Five years after the introduction of the new system of local government more than half of the respondents did not know the name of their Union Council. Around 40 per cent of the respondents did not know the location of the Union Council Office. Only 13.6 per cent of the respondents (or a relative) had ever visited the office of the Union Council during the last one year. Only 18.4 per cent of the respondents had ever tried to contact the Union Council or a Councilor to obtain a service. In light of these observations it is perhaps right to infer that Union Council has failed to emerge as an institution pivotal to the lives of the people.

Thirty-nine per cent of the residents would rely on their own resources if they needed a public service or facility for their area. 17.6 per cent of the respondents would approach some influential person of the area including MNA or MPA. Only 18.0 per cent of the residents feel that the new local government system is better than the previous system. Almost 96 per cent of the respondents did not know anything about the citizen community boards.

Over 71 per cent of the respondents felt that public streets had not been paved or repaired. Over 73 per cent of the residents expressed dissatisfaction with the construction and maintenance of public drains. Over 88 per cent of the respondents said that 'street lights' had not been installed in their area. Over 60 per cent of the people stated that public roads in the area were in a worse condition than before.

Forty-five per cent of the people said that transportation system was in a worse condition than previously. Over 85 per cent of the residents feel that no system exists for garbage collection and disposal. Seventy per cent of the respondents said that sanitary workers did not come for sanitary work. Drinking water does not seem to be a major problem for a large majority of the residents. About 16 per cent of the residents would prefer to get piped drinking water from an overhead tank. Most of the residents would welcome piped cooking gas supply. Government medical facilities do exist and are relatively inexpensive but their quality leaves much to be desired. That may explain why 81 per cent of the respondents prefer to visit a private physician for medical care. All the villages in Union Council Bhangali are provided with government primary schools both for boys and girls. Government schools do not charge any tuition fee and provide free textbooks. They are also located relatively close to the residences of the pupils. Thus sixty-two per cent of the boys visit government primary schools. Similarly 53 per cent of the girls went to government primary schools.

Bhangali Union Council is spread over a number of large and small villages surrounding the major village of Bhangali. Originally rural in character, this area has acquired many features of urbanised style of life over the years. Electricity is available to almost all in the entire Union Council. Electronic goods like TV and fridge are used by a large proportion of the population. Electric motors are used by almost every one to draw water from the ground. Nearly two-fifths of the residents own a motor cycle. Bus transport is easily available on the main public road that passes through the Union Council. Almost every village has a government primary school for boys and a separate school for girls. The area has access to both government and private health facilities. During the last few years four state-of-the-art high schools for boys and girls have been established in the Union Council by a private welfare foundation.

However, socially, the residents have not become as modern as they have in material aspects. For example, the tradition of forming voluntary self-help organizations is not well-developed. Social capital is also under developed. Political and non-political leaders that have emerged over time have devoted all their energies to extracting maximum favours and facilities from the government than on mobilizing local community resources to deal with local needs and problems. Local politics has tended to be dominated by rivalry between influential families. For example, elections to the Provincial Assembly (PA-158) and the National Assembly (NA-130) have almost always turned out to be contests between the Ghurkis and the Dayals. Under the pre-devolution political system, leadership to local communities in Bhangali was provided by members of the Provincial and National Assemblies and by the member of District/Zilla Council elected from this area. To be fair to this political elite, it discharged its leadership responsibilities not badly. Their main failing seems to be excessive dependence on government bounty and inability to mobilize financial and other community resources to meet some of the pressing civic needs.

The government primary schools have fallen on bad days. Many of them have no electricity. In many government primary schools there is no provision of drinking water. The hand pumps installed for water have often been vandalized. In many the wooden frames of doors or windows or ventilators have been ripped apart and pilfered away. What is dismaying is that the local leaders seem to be apathetic to this sorry state of affairs. One reason for their apathy could be that, over time, the well-to-do parents have tended to send their children to 'fancy' private schools. It is only the children of the very poor residents who come to government primary schools. They seem to lack any clout to 'voice' their grievances effectively. The school councils, though truly representative in the sense that they are composed of members drawn from the weaker sections of society, have failed to show any improvement in the management of government primary schools both for boys and girls. (In the period preceding general elections 2008, many government primary schools especially for girls were provided many missing facilities like electricity, ceiling fans, water and toilets).

The local communities and their leaders have taken no initiative to tackle the perennial and festering problem of garbage collection and garbage disposal. This problem could have lent itself to be addressed ideally by establishing citizen community boards introduced under the new local government system for the voluntary mobilization of human and financial resources of the community. In the first four years only one citizen community board was set up in Union Council Bhangali which failed to show any performance whatsoever. The Union Council, as an institution, failed to provide any leadership in this regard. In fact, it hindered the formation and operation of citizen community boards by not allocating the mandatory 25 per cent of the annual budget for citizen community boards. As the provincial government failed to frame and notify the rules of business for the constitution of Musalihat Anjumans (Conciliation Courts) neither the Union Council nor the community showed any interest by putting pressure on the government or taking initiative itself to constitute Union Council level conciliation courts. People, in general, showed lack of confidence in the Union Council as a body to settle petty disputes through conciliation. When asked if the residents had ever approached the Union Council (instead of a court) for solving a legal problem over 93 per cent replied 'no'.

On the positive side, the residents of Union Council Bhangali have in the past donated a large tract of land for the construction of the local Rural Health Centre. Similarly, more recently, they have donated large chunks of land for the four schools constructed by The Citizens Foundation, a private welfare organization. The local MNA facilitated the registration of the local residents with the National Database and Registration Authority (NADRA) for the purpose of their national computerized identity cards. A mobile team of NADRA visited the office of the Union Council for a number of days and received applications for computerized identity cards. This saved the relatively poor local residents the inconvenience and expense of visits to the somewhat distant regional office of NADRA.

We may conclude by saying that both in the past as well as after devolution, local leaders have tended to focus on extracting material benefits from the government for the local residents. There is, now, a need to shift the emphasis on inculcating new social habits of mobilizing the resources of the community itself and building social institutions, such as conciliation courts and citizen community boards. This shift will, hopefully, introduce a substantive qualitative change in the life of the people and provide social and institutional base for achieving the essential goals of the philosophy of devolution of power and responsibility.

References

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Social Audit

Social audit refers to a new form of service delivery survey. It is based on a combination of sample survey and discussion of survey findings in focus groups of the surveyed community. The central idea in this new type of survey is to take account of the views and experiences of citizens, especially the poor, for whom public services have actually been designed. This is because only the users themselves can judge whether service delivery is making a difference to their lives. It helps in interpreting the survey data and in finding solutions to community problems.

Social audit was introduced in Pakistan by CIET (Community Information Empowerment and Transparency, an international group of professionals from a variety of disciplines who bring scientific research methods to community levels). CIET conducted the first national social audit in Pakistan for 2001-02 and the second for 2004-05. More national social audits, were planned (but for some reason have not been conducted) in order to compare over time the citizens' views, use and experience of public services under devolved local government.

The social audit of Bhangali is primarily based on a sample survey. Instead of organizing focus groups continuous discussions with key informants and day-to-day observations of life in the Union Council were used for contextual information.

Sampling Methodology

Union Council Bhangali had 17097 registered voters for the Local Government Election 2005. We were able to get, from the Election Commission of Pakistan, a list of UC Bhangali voters disaggregated according to villages and for each village according to gender.

A representative sample size was determined with overall 5% error margin (d) and level of significance (α) of 10% using the relationship:

$$n = \frac{Nz^2p(1-p)}{Nd^2 + z^2p(1-p)}$$

(William G. Cochran (1977), Sampling Techniques (*Third Edition*), John Wiley and Sons, Inc.)

Mostly, the parameters to be estimated were proportions. No prior estimate of p was available so we selected $p = 0.5$ giving $p(1-p) = 0.25$, a maximum quantity, $z = 1.645$ at $\alpha = 0.10$ and $N=17097$, population size.

Random Sampling is a self weighting procedure giving proportionate weight to every segment of the population. A proportionate sample was randomly selected consisting of 149 males and 118 females comprising a total of 267 respondents. Final proportionate sample distribution among villages is as follows:

Village	Males	Females	Total
Bhangali	27	22	49
Burj	7	4	11
Mandian Wala	17	14	31
Nathoke	28	20	48
Padri	14	12	26
Phularwan	17	12	29
Dograi Khurd	5	4	9
Hirasingh Wala	2	1	3
Tera	11	9	20
Dhuri	4	4	8
Klassmari	7	6	13
Rakh Padri	4	4	8
Rehman Pura	6	6	12
Total	149	118	267

(assistance and advice of Centre of Statistics, LSE, is gratefully acknowledged)

Statistical Tables

Table I
Contact of Residents with Union Council

Question	Yes%	No%
(1) Knows name of UC	44.2	55.8
(2-A) Ever visited UC Office	13.5	86.5
(2-C) Knows location of UC Office	58.8	40.4
(3) Ever contacted a Union Councilor	18.4	81.6

Table II
(Q2-B) Reasons for visiting UC Office

Reason	Per cent
For Birth/Nikah Certificate	63.9
For settlement of a dispute	5.6
For making computerized national ID card	2.8
To complain about drain maintenance	8.3
For training	5.6
For getting financial help	2.6
For some personal work	11.1

N = 36

Table III
Opinion of Residents about Delivery of Public Services

Question	To a large extent	To some extent	Not at all
(16-A) Soling of streets done	7.9	20.6	71.5
(17-A) New drains constructed	7.1	19.1	73.8
(18-A) New street lights installed	0.0	11.6	88.4
(19-A) Encroachments removed*	0.7	4.5	23.2

* 71.5 percent of the respondents stated that the area had no encroachments

Table IV
Opinion of Residents about Delivery of Public Services

Question	Better	Same	Worse
(20-A) Are roads better than before	15.0	22.8	60.7
(21-A) Is transport better than before	23.2	31.1	44.9
(22-A) Is garbage disposal better than before*	5.2	4.5	4.5
(28-A) Is electricity supply better than before	39.7	52.4	7.5
(22-C) How often sanitary workers come	Once a week 3.4	Once a month 24.3	Not at all 70.4

* 85.4 per cent of the respondents stated that there was no system of garbage disposal.

Table V
(Q24-A) Alternative Arrangements for Drinking Water

Source	Per cent
Donkey pump	62.5
Turbine	23.6
Hand pump	9.0
No response	4.9

Table VI
(Q27-B) Reasons for Non-supply of Piped Cooking Gas

Reason	Per cent
Authorities show no interest in rural areas	71.5
MPA showed no interest	1.1
UC Nazim did not fulfill promise	3.4
Miscellaneous	22.1
No response	1.9

Table VII
(Q29-A) Who would residents contact in case of illness?

Response	Per cent
Government medical facility	19.1
Private doctor	80.9

Table VIII
(Q29-B) Average Medical Fee paid per Visit for Consultancy

Average fee	Per cent
Upto 10 rupees	24.6
11 to 20 rupees	6.8
21 to 40 rupees	24.3
41 to 100 rupees	31.5
101 to 300 rupees	5.6
301 to 500 rupees	2.7
No response	4.5

Table IX
Opinion about Government Medical Facilities

Question	Yes	No
(Q30) Are qualified doctors available in government hospitals	87.8	12.2
(Q31) Are free medicines available in government hospitals	89.8	10.2
(Q32) Attitude of staff at government medical facility is fair	87.8	12.2

Table X
(Q33-A) Where do your sons go for education?

Response	Number	Per cent
Not of school going age	66	24.7
No son	4	1.5
Do not go to any school	7	2.6
Traditional school	1	0.4
Government school	123	46.1
Private school	66	24.7

Table XI
(Q33-B) Opinion about Government Schools for Boys

Response	Per cent
No fee	31.9
Government school is near home	10.9
Education not good in government schools	16.9
Education in government schools Ok	1.1
Shortage of teachers in government schools	1.1
Miscellaneous (including NR)	12.3
Not of schooling going age/no sons	25.8

Table XII
(Q34-A) Where do your daughters go for education?

Response	Number	Per cent
Not of school going age	88	33.0
No daughters	4	1.5
Do not go to any school	10	3.7
Traditional school	2	0.7
Government school	93	34.8
Private school	69	25.8
No response	1	0.4

Table XIII
(Q34-B) Opinion about Government Schools for Girls

Response	Per cent
No fee	20.6
Government school is near home	11.2
Education is not good in government schools	14.6
Education in government school Ok	1.9
Government school is far away	1.9
Miscellaneous	15.3
Not of school going age/no daughters	34.5

Table XIV
(Q35) Has number of school going girls increased in the area?

Response	Per cent
To a large extent	57.3
To some extent	32.6
Not at all	7.9
No response	2.2

Table XV
(Q36) Level of Satisfaction with Performance of Government Schools

Response	Per cent
Extremely satisfied	19.1
Somewhat satisfied	42.3
Not at all satisfied	31.1
No response	7.4

Table XVI

(Q37) For problem of personal security whom would you contact?

Response	Per cent
No one	47.9
Police	34.1
Some one other than police	18.0

Table XVII

(Q38) Who would you contact in case of any complaint against the police?

Response	Per cent
UC Nazim	41.9
UC Member	5.6
Senior Police Officer	25.5
District Public Safety Commission	3.0
No one	8.6
No response	15.3

Table XVIII-A

Opinion about Police

(Q39) Did respondent contact Police during last two years?

Response	Per cent
Yes	8.6
No	91.4

Table XVIII-B

(Q40) Who started contact with Police?

Response	Per cent
Household	87.0
Police	13.0

Table XVIII-C
(Q41) Nature of Police attitude towards respondent

Response	Per cent
Fair	43.5
Bad	56.5

Table XVIII-D
(Q42) Contacted Police for what type of problem

Response	Per cent
Land dispute	13.0
To report theft	21.7
To report dacoity	8.6
To complain against illegal land occupation	4.3
For some dispute	47.8
Brother arrested	4.3

N = 23

Table XIX-A
Opinion about Courts
(Q43) What is the purpose of Courts?

Response	Per cent
For helping people	62.2
Not for helping people	4.5
Can't say	33.3

Table XIX-B

(Q44) Did you contact court during last two years?

Response	Per cent
Yes	6.4
No	93.6

Table XIX-C

(Q45) Was the contact with court satisfactory?

Response	Per cent
Very much	18.8
To some extent	37.5
Not at all	37.5
Can't say	6.3

N = 17

Table XX

(Q49) How many development schemes were launched during the last four years?

Response	Per cent
More than previously	10.1
Same as before	42.3
Less than previously	46.4
No response	1.1

Table XXI

(Q9-A) Is the new local government system better than the older system?

Response	Per cent
Don't know	45.3
Same as before	21.7
Better than previous system	18.0
Worse than previous system	15.0

Table XXII-A
 State of Social Capital in the Union Council
 (Q10-A) Is any one in your family a member of a voluntary group?

Response	Number	Per cent
Yes	4	1.5
No	262	98.1
No response	1	0.4

Table XXII-B
 (Q11) Are people in your community willing to help others?

Response	Per cent
Yes	62.9
No	10.1
Can't say	25.1
No response	1.9

Table XXII-C
 (Q12) Would you inform some one if you knew about corruption?

Response	Per cent
Yes	30.3
No	68.9
No response	0.7

Table XXII-D
 (Q13-A) Who would you tell about corruption?

Response	Per cent
UC Nazim	34.6
Police	34.6
Union Councilor	11.1
Influential person of area	11.1
None	8.6

N = 81

Table XXIII
(Q52) Occupation of Respondents

Occupation	Per cent
House wife	43.4
Cultivator	16.9
Small businessman	10.5
Labourer	13.4
Doing nothing	5.2
Private job	4.1
Government job	3.0
No response	3.4

Table XXIV
(Q54) Education of Respondents

Education	Per cent
Uneducated	42.3
Upto Primary	21.7
Upto Matric	18.4
Matric to Undergraduate	15.0
BA & above	2.6

Table XXV
(Q55) Financial Status of Respondents

Status	Per cent
Lower class	49.1
Middle class	46.8
Upper class	4.1

Table XXVI
(Q56) Ownership of House

Response	Per cent
Personal	93.3
Rented	1.1
Government residence	3.7
Free	0.8
No response	1.1

Table XXVII
(Q57) Length of Residence in Area

Response	Per cent
Upto 5 years	3.4
Five years	0.7
More than 5 years	94.8
No response	1.1

Table XXVIII
(Q58, 59) Voting Characteristics of Respondents

	Yes	No
Registered voter	68.9	31.1
Voted in last local government elections	64.4	35.6
Have national ID card	65.2	34.8

Table XXIX
(Q60) Ownership of Household Appliances

Appliance	Yes	No	No Response
Has TV	81.6	17.2	1.1
Has Fridge	54.7	44.6	0.7
Has Motor Cycle	38.6	60.7	0.7
Has Motor Car	5.6	93.6	0.7