FINAL PROJECT REPORT

“FINDINGS OF THE CBMS PILOT STUDY IN PAKISTAN”

Project Period Covered by the Report October 2003 - February 2005

I. Research Activities

A. Research methodology

For CBMS-Pakistan, that aimed to be a census in two union councils in the Punjab province, originally districts of Multan and Bahawalpur were selected to be the research sites. However, after several meetings with officials at the National Reconstruction Bureau (NRB) and National Reconstruction Information Management System (NARIMS) two new district were selected for the CBMS pilot study, which were districts of Rawalpindi and Toba Tek Singh in the Punjab province. Implementation of CBMS has a clear rationale in Pakistan. In August 2002, the government of Pakistan promulgated the Local Government Ordinance, whereby administrative powers were devolved to lower administrative levels. Under this devolution plan, budget allocations are the responsibility of district, tehsil and union council administrations. Among the many functions of the union council administration the important ones include collection and maintenance of statistical information for socio-economic indicators.

To compile and consolidate the data collected by the union council and the village/neighbourhood councils, the National Reconstruction Bureau (NRB) has developed National Reconstruction Information Management System (NARIMS). The primary focus of NARIMS is to store, transform and display spatial data for: financial management, planning and development purposes, evaluation of existing schemes and for performance incentives.
CBMS fully complements the devolution plan, as envisaged in the Local Government Ordinance, by decentralising the information collecting procedure and evolving a community based monitoring system. The CBMS and the indicators found relevant in it, after the piloting phase, could be incorporated in the information that is to be collected by the union councils and village/neighbourhood councils, making the whole exercise more beneficial for need assessment, and planning, monitoring and evaluation of poverty reduction projects. The benefits of this CBMS-NRB partnership include:

- Facilitate policy planning and budget allocations through reliable and updated data, and aiding in prioritisation of problems and improving allocative efficiency.
- Encourage community participation for the successful implementation of any programme by increasing the capacity of the local community for data collection, processing and analysis.
- Develop a poverty monitoring system through local institutions.
- Monitor progress on core indicators that impact lives of the people.
- Facilitate the Rural Support Programs (RSPs) reach the ones needing help the most.
- Collection of data for research purposes at the smallest level in the country.

Two rural union councils of Punjab province were selected to pilot the CBMS in Pakistan. NRB was part of the consultative process to decide the locale of the study. As NRB is involved in the implementation of the devolution plan and is in constant contact with the local administration, it made sense to involve them from very start of the project. Sustainability of CBMS after the pilot phase was a major concern and that was the basic motivation behind involving the union council administration in the carrying out of the pilot study. As stated earlier, union council administration is bound to collect socio-economic data. It is premised that the experience gained by the union council personnel during the piloting of the CBMS would not only help them deliver
their job more efficiently but also help sustain the CBMS once the pilot phase is over.

After extensive consultations with the NRB, keeping our study objectives in focus, district Rawalpindi and Toba Tek Singh were selected to conduct the pilot survey of CBMS. The two districts rank on the opposite ends of the Human Development Index (HDI) for the Punjab province. Rawalpindi district features among the well off districts while Toba Tek Singh is included in the deprived districts. From these districts, one union council each was nominated by the district nazim to carry out the CBMS pilot study. From the Rawalpindi District, Dhamyal Union Council (UC) and from Toba Tek Singh District, GB42 UC were the nominated and thus selected study sites.

The selected union councils included the following villages where a census was conducted for the pilot study of the CBMS (see Table 1).

<table>
<thead>
<tr>
<th>Villages in Dhamyal UC</th>
<th>Villages in GB42 UC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dhamyal</td>
<td>GB 285</td>
</tr>
<tr>
<td>Jorain</td>
<td>GB 286</td>
</tr>
<tr>
<td>Banda Nagial</td>
<td></td>
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<tr>
<td>Hayal</td>
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<tr>
<td>Mohra Chapper</td>
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<tr>
<td>Mohra Bariyan</td>
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<tr>
<td>Mohra Faqeeran</td>
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</tbody>
</table>

i. Questionnaire Design

Questionnaires were the main tools of data collection. Initially it was planned to formulate two questionnaires, that is, one for the households and one for the community, but as many questions were related only to women of the household, like antenatal and postnatal care, three questionnaires were made for the pilot phase of CBMS, which are:

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- Male questionnaire
- Female questionnaire
- Community questionnaire

As a starting point, the indicators that are part of the NARIMS, to obtain village profile, were included in the CBMS questionnaire. To avoid leaving any important indicator a relatively comprehensive addition was made to the NARIMS list of indicators. Poverty indicators that were found to be significant in prior surveys, including MIMAP, Pakistan Socio-economic Survey and Pakistan Rural Household Survey, were also accommodated after a sifting process. Refinements in the final selected indicators could be made later but in the pilot phase of CBMS, all indicators that can impact poverty status have been included in the questionnaire. Table 2 presents a list of indicators included in the study.

**Table 2: Indicators included in the CBMS Pilot Study**

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Age and sex composition of the population</td>
<td></td>
</tr>
<tr>
<td>2. Marital status of the population</td>
<td></td>
</tr>
<tr>
<td>3. Education</td>
<td></td>
</tr>
<tr>
<td>i. Enrolment rates</td>
<td>Enrolments rates for the population by age and sex</td>
</tr>
<tr>
<td>ii. Type of schools and distance to it</td>
<td></td>
</tr>
<tr>
<td>iii. Vocational training</td>
<td>Kind and duration of vocational/technical training</td>
</tr>
<tr>
<td>4. Employment and income</td>
<td></td>
</tr>
<tr>
<td>i. Employment</td>
<td>Number of persons, 15 years and above, working for pay, profit or family gain</td>
</tr>
<tr>
<td>ii. Unemployment</td>
<td>Number of persons, 15 years and above, not working but looking for work</td>
</tr>
<tr>
<td>iii. Underemployment</td>
<td>Number of employed persons, 15 persons or more, wanting more hours of work</td>
</tr>
<tr>
<td>iv. Household budget deficit</td>
<td>Household income and expenditure balance</td>
</tr>
<tr>
<td>5. Health</td>
<td></td>
</tr>
<tr>
<td>i. Infant mortality</td>
<td>Number of deaths of children under one year old per 1000 live births</td>
</tr>
<tr>
<td>ii. Child mortality</td>
<td>Number of deaths of children 1-5 year old per 1000 live births</td>
</tr>
<tr>
<td>iii. General state of health</td>
<td>Incidence of illness in last 12 months and nature of illnesses reported</td>
</tr>
</tbody>
</table>
iv. Number of births attended by trained professional

v. Child immunisation

vii. Coverage of antenatal care

viii. Coverage of postnatal care

ix. Contraceptive Prevalence Rate

6. Nutrition

i. Prevalence of malnutrition

7. Security

i. Crime incidence

ii. Action by law enforcing authorities

8. Housing and sanitation

i. Type of house ownership

ii. Type of house construction

iii. Percentage of households having access to toilets

iv. Percentage of households having access to sewerage facility

v. Garbage collection method from households

9. Political participation

i. Number of registered voters and those actually voting

ii. Presence and participation of/in village organisation

iii. Accessibility of public representatives

Coverage of immunisation of children under 5 years of age

Receiving medical care during last pregnancy by women

Receiving medical check up within 6 weeks of delivery for a woman’s last birth

Proportion of women, aged 15-49 years, using contraceptives

Lack of sufficient food intake, as in less than 3 meals per day per person

Number of victims of crime by type of crime

Ownership differentiated into basically owned or rented That is material used in house construction

Proportion of households getting their waste collected by municipal authority/local collection system/private system

Number of households involved in at least one village organisation

Number of times public representatives visited the village and the ease people had in approaching them

For the sake of interest in gender dimension to different life conditions, certain sections, like household health, were included in both sex questionnaires, otherwise men and women were asked different questions or questions regarding different age/sex groups in the household (see attached questionnaires in the Appendix).
To assess the services and infrastructure available in the community, and to get its overall profile, several indicators were included in the community questionnaire for the pilot survey, including:

1. Educational facilities, including primary, middle, secondary, and post-secondary educational facilities.
2. Health facilities
3. Available services, e.g., police station, post office, bank, transport facilities, gas, electricity, telephone, etc.,
4. Road network available to the community
5. Water supply facility
6. Garbage and waste disposal
7. Incidence and type of crimes committed
8. Presence of village organisations and their functions

**ii. Selection and Training of Interviewers**

Attempt was made to use community capacity and initiative to select the interviewers and monitoring team in the field to carry out the survey. The Pakistan Institute of Development Economics (PIDE) team supervised the pilot phase but local monitoring teams were also constituted to keep a watch on the progress of the survey and make them the part of the whole process. The selected enumerators and monitoring personnel included:

- Members of the union council monitoring committee
- Local educated youth and teachers.

A minimum qualification of bachelors (BA/BSc) was set for being selected as enumerators. Having any prior experience of conducting social surveys was considered a bonus. The selected enumerators were given Rs. 400 (a little over $6.50) per day. This payment was introduced to keep the interest of the enumerators alive, ensuring the quality of the collected data.

Five teams (comprising one male and one female interviewer each) were initially selected for conducting survey at both sites, that is Dhamyal UC and
GB42 UC. Later two teams were added for Dhamyal for completion of survey before the fasting month of Ramazan.

Before the launching of the survey a five day long training was organised for the interviewers at the respective research sites, that is Dhamyal UC and GB42 UC. The first phase of the training entailed discussion on the aims and objectives of the survey, understanding of the survey techniques and educating them on the field ethics. This was followed by pre-testing of the questionnaires at the two survey sites by the respective teams, and their feedback was taken on the conduction of the questionnaires. The questionnaire completed at the pre-testing stage and the discussions that followed it, helped in finalising the questionnaire.

### iii. Field Processes

The pilot study was done before finalising the questionnaire at the two study sites and it took 10 days to complete it. It also helped to formalise the methodology to go about in the field for the actual survey.

Site supervisors were designated to conduct the community questionnaires. Their usual respondents were councillors of the village/union council. With regard to household questionnaire, it was considered desirable that both male and female interviewers conducted the questionnaires simultaneously, that is male interviewing the male and female interviewing the female of the household. Unavailability of both at the same time meant that the interviewer had to make two or three visits to the same household. More than three visits were not recommended in the survey design. Survey population was generally cooperative with the interviewers but certain respondents were apprehensive in letting the interviewers enter their homes- some were convinced by telling them the objectives of the survey while some still refused to talk. Before the questionnaire was forwarded for entry, the supervisor was supposed to check the filled questionnaire for any inconsistencies or missing information. A maximum of 4 questionnaires per head were allowed to the enumerators, taking
them over 3 months to do a census of the two selected union councils for CBMS Pakistan pilot study.

**iv. Data Entry and Data Analysis**

The data collected were entered in EXCEL, which is a popular and a user-friendly software. Original survey design envisaged entering and processing of data at the union council level, but non-availability of computers altered this decision. Four data entry operators were employed to computerise the data at PIDE computer division. Data were analysed, using Excel and SPSS, at PIDE by the core members of the survey team.

**v. Status and Number of Interviews Conducted**

As Table 3 shows, 2468 households were approached in total, with a completion rate of 84 per cent for conducting both household questionnaires, which is male and female questionnaire. Eleven per cent of the questionnaires were partially completed while the remaining households either totally refused (3 per cent) or the premises was found locked (2 per cent) even after three visits. Thus, 2359 households were interviewed, completely or partially.

<table>
<thead>
<tr>
<th>Status</th>
<th>Number</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Completed</td>
<td>2079</td>
<td>84.2</td>
</tr>
<tr>
<td>Partially completed</td>
<td>280</td>
<td>11.3</td>
</tr>
<tr>
<td>Refused</td>
<td>71</td>
<td>2.8</td>
</tr>
<tr>
<td>No respondent at home</td>
<td>38</td>
<td>1.5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>2468</td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

Number of households in the two villages of GB42 Union Council were almost equally divided while the size of the population in Dhamyal Union Council
varied quite a lot among its seven villages. The number of interviews conducted in villages of both UCs are given in Table 4.

Table 4: Households interviewed (complete or partial) per village

<table>
<thead>
<tr>
<th>Name of Village</th>
<th>Number of Households</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dhamyal</td>
<td>211</td>
<td>8.9</td>
</tr>
<tr>
<td>Jorian</td>
<td>79</td>
<td>3.3</td>
</tr>
<tr>
<td>Banda Nagial</td>
<td>150</td>
<td>6.4</td>
</tr>
<tr>
<td>Hayal</td>
<td>232</td>
<td>9.8</td>
</tr>
<tr>
<td>Mohra Chappar</td>
<td>113</td>
<td>4.8</td>
</tr>
<tr>
<td>Mohra Bariyan</td>
<td>139</td>
<td>5.9</td>
</tr>
<tr>
<td>Mohra Faqeeran</td>
<td>152</td>
<td>6.4</td>
</tr>
<tr>
<td>Sub total</td>
<td></td>
<td></td>
</tr>
<tr>
<td>UC Dhamyal</td>
<td>1076</td>
<td>55.6</td>
</tr>
<tr>
<td>285 GB</td>
<td>661</td>
<td>28.0</td>
</tr>
<tr>
<td>286 GB</td>
<td>622</td>
<td>26.4</td>
</tr>
<tr>
<td>Sub total</td>
<td></td>
<td></td>
</tr>
<tr>
<td>UC GB42</td>
<td>1283</td>
<td>54.4</td>
</tr>
<tr>
<td>Total</td>
<td>2359</td>
<td>100.0</td>
</tr>
</tbody>
</table>

**vi. Post-enumeration validation**

After the data was collected, entered and basic analysis done the results were presented to the respective local administration/community. This was so validate the data collected through the survey by judging the truth of the assertions made about the empirical happening in the nine villages. Since not much statistics were available with the local governments on majority of the indicators included in the CBMS they used their informed estimates to validate the data and inform the CBMS team how well they thought the data represented the reality. Validation exercise was carried out at different levels, including:

- With the union council administration of GB42 and Dhamyal union councils.
• With the community at the nine research sites. This was done at the village level instead of union council, as it was assumed that people would be more concerned and knowledgeable about the state of their own village than the whole union council, also it would be easier for them to gather in the village than to travel distances to get to the union council headquarters. A small group of males and females, who were willing to participate in the validation process, were talked to know what they thought about the results the survey had generated. These focus groups were conducted separately for males and females in each village.

• Validation at the federal level, that is the NRB.

At all three levels the collected data was considered reliable and a good mirror of the reality. At the community level, populations were happy that their problems were being highlighted that might lead to their solution. At the union council level, they considered that it could help them to get a bigger share of budget from the tehsil level (a tier higher to union council in local government). And at the federal level, though a little over-awed by the amount of the information gathered, the officials expressed their optimism in getting the CBMS variables included in NARIMS.

vii. Major findings from the CBMS survey
The pilot study of the Community Based Monitoring System in Pakistan led us to the following conclusions:

• Villages are generally resource and facility poor even when they are located in an area otherwise considered affluent, as we found in the case of Dhamyal union council in this study.

• Young population age structure characterises the rural population, with a huge dependency ratio.

• Sex ratio in villages is tilted towards males.
• More than three quarters of the population in villages is currently married, with marriage being almost a universal phenomenon.
• Females are more likely to be living as widows than males as widowers.
• Females in reproductive ages comprise almost one fourth of the total population in the survey villages, more than half of whom are currently married, having important implications for reproductive health services.
• Males are more likely to have been to school than females, but the situation is improving for females with an increasing trend of going to school among the latter.
• Receiving vocational training is not very common in the survey villages, but males are more likely to receive any vocational training than females.
• Nature of vocational training varies with sex, with females more likely to learn skills that are considered “feminine” and could be carried out indoors.
• Female labour force participation rate is very low, with majority of those not working having no desire to work for money either.
• Ages 31-40 years is the peak working phase in the lives of males.
• Males predominantly work more than 8 hours a day while females, if working, usually work less than 8 hours a day.
• Housekeeping is the main reason reported by females for not working for economic gains.
• Most unemployed, male or female, report to be seeking work for over one year duration.
• Working males are likely to get 6-10 times more money than working females.
• Expenditure on food comprises the main household expenditure.
• More than 40 per cent households have a budget deficit.
• Morbidity rate among males is high for the under 10 years age group, declining for the 10-30 ages to increase again for the older ages. Females show no regular trend with regard to morbidity rate.
• Sex differences are found in the type of illnesses reported.
• A vast majority when sick, males or females, consult a health practitioner.
• Government or private doctor is the preferred choice of health provider
• Lack of financial resources and self-medication are the main reasons behind not seeing a medical practitioner.
• Child immunisation, despite all government efforts and campaigns, is not universal.
• A big majority of ever-married women in reproductive ages had experienced childbirth, with a substantial proportion experiencing child loss as well.
• Neonatal and infant mortality accounts for a major proportion in child deaths, for both male and female children.
• Causes of child death include reasons that are easily preventable through immunisation.
• Just a little over half the women get antenatal care during pregnancy, and even fewer receive post-natal care.
• Majority of deliveries still take place at home, with most carried out by traditional birth attendants.
• Current contraceptive use is low among women, and even more so is the desire for future use. However, ever married women aged 30-39 are more likely to use contraceptives than their younger and older counterparts.
• Majority of the survey population lived in houses that they own.
• Easy access to drinking water is not universal, and in cases long distances have to be travelled to get it.
• A system for garbage collection is almost non-existent is survey villages.
• A substantial proportion does not have toilets in their houses, while many rely on unhygienic ways of disposing human waste, and the same goes for liquid waste disposal.
• Majority of the respondents voted in the last local government elections, with the turn out rate being higher for males than females.

• Approximately half the survey population consider meeting their local representative easy while the remaining thinks otherwise.

• No village council was found to be present in any of the villages.

• Crime rate is not reported to be high in the survey villages, though males report experiencing more crimes than females.

• Pick pocketing, theft and physical attack are the most reported crime.

• Around one third of the crimes are reported to the law enforcing authorities, with action taken on less than half of these complaints.

**B. Workshops/Consultative Meetings**

Consultative meetings and workshops were carried out at various levels of administration and at various stages of the survey. These include:

• Meeting and presentations with the NRB officials- which is a federal body, before the start of the survey.

• Meeting and presentation with district administration officials, which the highest tier of the local government, also before the survey.

• Meeting and presentation with the union council administration, which is the lowest tier of local administration and also our unit of data collection and analysis.

• Workshop at the union council level exchanging views about the survey design, explaining its benefits for local level government and taking their feedback for it.

• Another workshop at the union council level for the training of the enumerators.

Details of these meetings are as follows:
Meeting at the Federal Level

Giving utmost importance to the sustainability of CBMS after the pilot phase
NRB and local governments were involved in the process right from the start.
The proposal of the CBMS prepared by PIDE was sent to NRB for comments
and possible collaboration in the CBMS activities. A meeting in this regard was
held with the Chairman NRB, Mr. Danyal Aziz, Mr. Naeem ul Haq and also
the staff working on the National Reconstruction Information Management
Systems (NARIMS) in March-April 2004. The objectives and feasibility of
CBMS project, and its utility and sustainability were discussed in the meeting.
Three members of the CBMS team at that time attended the meeting, including
Dr. A R Kemal, Dr. Faiz Bilquess and Dr. G M Arif. Comprehensive
presentations were made by the CBMS team, presenting the main features and
benefits of a CBM system, while the NARIMS team showed the software they
had developed to make socio-economic data available at the local level. In
subsequent meetings deliberations were made on ways to integrate CBMS and
NARIMS. A nominee of the NRB/NARIMS was also requested to participate
in the PEP meeting at Dakar to make presentation on the NARIMS.

Further consultative meetings were also held with the NRB/local government
officials to choose the suitable districts for carrying out of the CBMS pilot
study. After Rawalpindi and Toba Tek Singh districts were nominated by the
NRB as the sites for conducting CBMS pilot study, consultations were made
with the respective local governments to decide upon the union councils where
the survey was to be conducted.

Meeting with local government officials in Rawalpindi District

After initial consultations on the telephone, a meeting was held with the Mr
Tariq Kiani, district nazim Rawalpindi district, on April 14th 2004. A
presentation regarding the purpose and design of the CBMS was given to the
local administration on April 20th 2004. In the meeting after the presentation
the local government gave its consent to cooperate in the implementation of the
CBMS in one selected union council of the district during the pilot phase.
Union Council Dhamyal was nominated by the local administration as the CBMS observatory during the pilot phase (see Annex V). Meeting was held with the *nazim* of union council Dhamyal, Mr Raja Zahir-ud-din Babar on the 5\textsuperscript{th} of May, 2004, and same presentation was given to him regarding the aims and benefits of the proposed CBMS. In the next few meetings, conducted over a period of one week, basic information was collected regarding the boundaries of the union council, number of villages included in it, and its population. The union council nazim also gave a very positive response to our requirement of recruiting local population in collection of data.

*Meeting with local government officials in Toba Tek Singh District*

Meeting with the *nazim* of Toba Tek Singh Mr. Ishfaq Ahmed was held on 20\textsuperscript{th} of April, 2004. The purpose of the meeting was to make the *nazim* familiar with the CBMS and to take his advice in the implementation of the project. The *nazim* was very cooperative and took keen interest the project. During the subsequent meeting, full presentation of the project was made to the District *Nazim* and the Tehsil *Nazim*. Later on, Union council GB-42 was selected for the CBMS survey. On 3\textsuperscript{rd} May a meeting was held with Ms Rizwana Khan (Member of district council) for the details of union council GB-42, including its population, and number of villages and settlements in the union council. For assembling 10 members team Ms Khan offered her help by publishing and distributing the vacancies in the district. For survey team an office was also acquired within the union council.

*Dissemination of Findings*

Findings of the CBMS survey were disseminated at three levels, which are:

1. Community level- just like the validation process the communities at the nine villages were informed about the results generated through the CBMS survey.
2. Union council level- results were disseminated at the two union councils, that is GB42 and Dhamyal union councils.
3. Federal level- the Report on the poverty profile prepared for the CBMS pilot study was also presented to the NRB, highlighting the indicators that need to be included in the format prepared for by the NRB/NARIMS for the collection of local level socio-economic data.

**C. Publications**

So far only the report presenting the poverty profile based on the CBMS-Pakistan pilot survey has been completed, however further work on the collected data is in progress. This includes studies dealing with: income differential by sex; use of antenatal and post-natal care; and differentials in childhood vaccination. These papers are in addition to the work that CBMS-Pakistan is required to do under the project and its completion depends on the availability of resources and time dispensed to the researchers, as after the completion of the CBMS survey these researchers have been allocated other work.

**D. Upcoming activities of the project**

The current project has finished. However, CBMS-Pakistan feels the need to pursue the issue further, till the time CBMS indicators (as many as they could be) are included in the NARIMS. Primary focus now is on negotiating with the NRB for the inclusion of maximum number of indicators that were found significant in the CBMS pilot study in the current set of indicators being used at present in NARIMS. With the incorporation of an extended set of indicators, recommended by CBMS team, to the NARIMS format, all local governments would be bound to collect a more comprehensive and useful set of data than what they are doing at present. The CBMS team aims to pursue this matter and would be available for any clarification or suggestion needed in this regard.

**E. Problems encountered/recommendations**

After the initial period in finding suitable sites and communicating with local governments and populations at the CBMS pilot survey sites no major problem was faced during the study.
F. Institutionalisation of CBMS and use of data in future

The pilot phase of the CBMS survey in Pakistan was managed by the team from the Pakistan Institute of Development Economics (PIDE), Islamabad, but the plan is to shift the survey design, with modifications, to the local governments. Pakistan is going through a transitional phase of decentralisation since 2000 when the Devolution Plan was outlined, and then implemented in the 2001 Local Government Ordinances.

Under the old system of government, the provinces administered the districts and tehsils directly through the bureaucracy at the division, district and tehsil level. The Devolution Plan and Local Government Ordinances proposed to introduce wholesale transformation in Pakistan's system of government, especially at the local level. Divisions were abolished, and instead a three-tier local government structure comprising of three categories of local government, districts, tehsils and unions, was introduced. Elected Nazims and Naib Nazims head each union, tehsil and district local government, and there are political linkages between the three tiers. These elected bodies ensure that planning and development is carried out in accordance with local needs. They also monitor the functioning of local administrations.

Devolution in Pakistan follows the principle of subsidiarity, whereby all functions that can be effectively performed at the local level are transferred to that level. This has meant the decentralisation to the districts and tehsils of many functions previously handled by the provincial governments. Alongside administrative and political decentralisation, provisions have been made for transfer of funds to the local governments so they can carry out their planning and development functions effectively.

Fiscal decentralisation is the heart of any devolution exercise and under the Devolution Plan in Pakistan, budget allocations are the responsibility of district, tehsil and union council administrations. This new set up requires
formation of neighbourhood/village councils in urban and rural areas as well. As stated earlier, among the many functions of the union council administration collection and maintenance of statistical information for socio-economic indicators entails an important function.

Likewise, the village/neighbourhood councils, under this plan, are to assist the union council administration in carrying out these functions, along with taking steps to improve the security of its population and organising sports, cultural and recreational activities. Collecting socio-economic data and selecting sites for providing municipal services, in cooperation with union council administration, entails an important function of the village/neighbourhood councils.

To compile and consolidate the data collected by the union council and the village/neighbourhood councils, the National Reconstruction Bureau (NRB) has developed National Reconstruction Information Management System (NARIMS). The primary focus of NARIMS is to store, transform and display spatial data for: financial management, planning and development purposes, evaluation of existing schemes and for performance incentives.

CBMS fully complements the devolution plan, as envisaged in the Local Government Ordinance, by decentralising the information collecting procedure and evolving a community based monitoring system. The CBMS and the indicators found relevant in it, after the piloting phase, have been proposed to be incorporated in the information that is to be collected by the union councils and village/neighbourhood councils, making the whole exercise more beneficial for need assessment, and planning, monitoring and evaluation of poverty reduction projects.

The prescribed role of local governments already includes collection of socio-economic data at the lowest level, and CBMS can help formulate a more comprehensive and meaningful list of indicators to be included in the data to be
collected. Thus, by incorporating the indicators considered important in the CBMS survey to the list of indictors formulated by the NRB for collection at the local level, we can take the first step towards making efficient fiscal decisions.

The provincial government intimates the total budget available to the local government, i.e. development and non-development. The district governments distribute these funds to the tehsils and unions. To carry out the exercise of funds distribution, the tehsil and the union administration provides estimates of their revenues and expenditures to the district governments. Based on these estimates the district government determines the total share of each tehsil/union.

Once the share is intimated, the tehsil and union administration develop their own budgets for development and non-development. The development budget amount is usually the amount left over after budgeting for the recurring costs and liabilities. This is where the data generated through CBMS can be of use in particular.

As stated in Section D, efforts are continuing to include the CBMS questions in the NARIMS format. It is reiterated here that NRB/NARIMS is a federal body that is managing the devolution plan, aimed at decentralising powers to the local levels. Once the NARIMS’ format is expanded to include the CBMS indicators, it would be obligatory for all local governments, not just the CBMS research sites, to collect data on the recommended indicators. The NARIMS format covers all four provinces and all the local governments present in these provinces. This can however take some time, considering the groundwork it needs and the magnitude of impact it would have once it is done.

The next local government elections, that are scheduled to be held in August 2005, are keeping the NRB officials engaged, once they are over there would be an increased effort to get the integration of CBMS and NARIMS done.
Neither of the local government or its people, in union council GB42 or Dhamyal, have used the data so far but once implemented the recommendations made by CBMS-Pakistan data can help gather and provide information at the local level to the identify areas needing attention, and thus help in making policies that are relevant to the local population.

**G. Recommended core indicators**

This leads us to the final step of the report, which is a recommendation for additions to the pro forma formulated by the National Reconstruction Bureau (NRB) for the collection of information at the lowest level. It is a very comprehensive database that they want to create, having information on all possible facets of life that can have implications for better policy planning for poverty alleviation. However, there is one shortcoming in the existing format, which is lack of emphasis on socio-demographic factors. There is only one page of questions that asks for demographic information (see Annex IV). Due to budgetary and time constraints we cannot expect NRB, through tehsil and union council administrations, to carry out a survey as big in magnitude as the current one, but addition of some questions to be asked at the household level could make the whole exercise more fruitful.

The questions included in the CBMS-Pakistan community questionnaire is covered almost in full in the NARIMS questionnaire, however as the Annex shows the socio-demographic information is scanty, as it includes only information on educational level, unemployment, housing structure and handicap population are already there, so the recommended indicators include:

1. Number of children under one and five years of age
2. Number of married women in reproductive ages, that is 15-49 years.
3. Children aged 5-15 years who are not going to school, by sex.
4. Children under 5 years who have not been vaccinated.
5. Availability of food/nutrition to the household.
6. Contraceptive prevalence rate.
7. Availability of trained professionals for birth and antenatal and postnatal care.
8. Number of household members who want to get any vocational training but do not have access to it.
9. Population that is underemployed.
10. Availability of drinking water in the house.
11. Availability of toilet facility in the house.
13. Availability of garbage collection facility at the house.
14. Ease in accessibility to their local government representative.
15. Number of crimes committed that were not reported.
16. Number of crimes that were reported but not acted upon.
17. Accessibility to public representatives.

Information on the above mentioned questions could help design a better health delivery system for children and women, especially vis-à-vis immunisation for preventable childhood diseases and reproductive health issues, respectively. A better water and sanitation system could also go a long way in making lives of the people better, as would a more just society where crimes, if committed, are reported and punished.

In the light of the post-survey analysis, indicators included in the pilot study of CBMS-Pakistan were reduced to the following list of core indicators:

**Table 5: Selected core indicators of CBMS-Pakistan: Post pilot-survey**

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Age and sex composition of the population</td>
<td></td>
</tr>
<tr>
<td>2. Education</td>
<td></td>
</tr>
<tr>
<td>i. Enrolment rates</td>
<td>Enrolments rates for the population by age and sex</td>
</tr>
<tr>
<td>ii. Vocational training</td>
<td>Kind and duration of vocational/technical training</td>
</tr>
</tbody>
</table>
3. Employment and income

i. Employment  
Number of persons, 15 years and above, working for pay, profit or family gain

ii. Unemployment  
Number of persons, 15 years and above, not working but looking for work

iii. Underemployment  
Number of employed persons, 15 persons or more, wanting more hours of work

4. Health

i. Infant mortality  
Number of deaths of children under one year old per 1000 live births

ii. Child mortality  
Number of deaths of children 1-5 year old per 1000 live births

iii. Number of births attended by trained professional

iv. Child immunisation  
Coverage of immunisation of children under 5 years of age

v. Coverage of antenatal and postnatal care

vi. Contraceptive Prevalence  
Proportion of women, aged 15-49 years, using contraceptives

5. Nutrition

i. Prevalence of malnutrition  
Lack of sufficient food intake, as in less than 3 meals per day per person

6. Security

i. Crime incidence  
Number of victims of crime by type of crime

ii. Action by law enforcing authorities

7. Housing and sanitation

i. Type of house ownership  
Ownership differentiated into basically owned or rented

ii. Type of house construction  
That is material used in house construction

iii. Percentage of households having access to toilets

iv. Percentage of households having access to sewerage facility

v. Garbage collection method from households

8. Political participation

i. Number of registered voters and those actually voting

ii. Accessibility of public representatives  
Number of times public representatives visited the village and the ease people had in approaching them

II. Project Administration

CBMS-Pakistan’s core team went through many changes initially. Since the team comprises of people who are not employed specifically for this purpose,
many people involved in the project left it due to varied reasons. These include Dr G. M. Arif, Dr Faiz Bilquees and Mr. Rashid Memon. These people were involved in the early negotiations with the NRB regarding the project idea, and its design and implementation. Once the team was settled and the actual survey began no changes were made to the research team or its composition. Likewise, some changes were made in the number of enumerators that were to be hired. Maintaining almost the same cost more enumerators were hired to complete the already late survey.

The project staff/team, once the actual survey began was as follows:

**Principal researchers**
1. Dr. A. R. Kemal
2. Dr. Durre Nayab

**Field supervisors**
1. *Toba Tek Singh- GB42*
   - Mr. Junaid Arshad
2. *Rawapindi- Dhamyal*
   - Ms. Rashida Haque
   - Mr. Pervez Akhter

**Enumerators- (20)**
*Toba Tek Singh- GB42*

*Males:*
1. Muhammad Shahid
2. Babar Nadeem
3. Abbas Asghar
4. Ali Raza
5. Kashif Zahir Ahmed

*Males:*
1. Misbah ul Fatima
2. Mamoona Nadeem
3. Asma Khanum
4. Farida Taskeen
5. Ghazala Yasmeen

*Rawalpindi- Dhamyal*

*Males:*
1. Adnan Mahmood Malik
2. Qaiser Mehmood
3. Muhammad Shahid Faisal  
4. Amjad Javed  
5. Aijaz Ahmed Shiekh  

*Females:*  
  1. Bushra Hanif Malik  
  2. Khadija Sharif  
  3. Marrium Farooq  
  4. Sadia Aslam  
  5. Saima Zafar  

**Computer programmer**  
Mr. Kamran Khan  

**Data entry operators**  
  1. Mr. Adnan Mahmood  
  2. Mr. Amjad Javed  
  3. Ms. Tabeer Fatima  
  4. Mr. Mohsin Raza  
  5. Ms. Maruui Mangi
List of Annexure

I. Male questionnaire
II. Female questionnaire
III. Community questionnaire
IV. List of socio-demographic indicators included by the NRB in NARIMS format.
V. Letter of consent/authorisation from the Nazim of Rawalpindi district.
VI. Complete data set
ANNEX IV: NRB Format for collection of socio-demographic information

<table>
<thead>
<tr>
<th>Description</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>Form No. (نمر 形式)</td>
<td>LLS/DC/02-03/04</td>
</tr>
<tr>
<td>Name of village/Town (نام روستا / شهر)</td>
<td></td>
</tr>
<tr>
<td>Union Council (شیعیہ)</td>
<td></td>
</tr>
<tr>
<td>Deh No. (فیاض)</td>
<td></td>
</tr>
<tr>
<td>Area (acres) (مساحت ایناک)</td>
<td></td>
</tr>
<tr>
<td>Registered Voters (شماریات ووکس)</td>
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</tr>
<tr>
<td>Religion (مسلم)</td>
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</tr>
<tr>
<td>Muslims (No): (مسلمین)</td>
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</tr>
<tr>
<td>Others (No): (دیگر)</td>
<td></td>
</tr>
<tr>
<td>Population (کل جمعیت)</td>
<td></td>
</tr>
<tr>
<td>Males (No): (صоловیہ)</td>
<td></td>
</tr>
<tr>
<td>Females (No): (صоловیہ)</td>
<td></td>
</tr>
<tr>
<td>Age 18 &amp; above (No): (سن 18 اور بالا)</td>
<td></td>
</tr>
<tr>
<td>Age 21 &amp; above (No): (سن 21 اور بالا)</td>
<td></td>
</tr>
<tr>
<td>Education (تعلیم)</td>
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</tr>
<tr>
<td>Literacy rate (%): (کثیریت)</td>
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</tr>
<tr>
<td>Primary &amp; above (سائنس و تکنیک)</td>
<td></td>
</tr>
<tr>
<td>Matric &amp; above (متوسط)</td>
<td></td>
</tr>
<tr>
<td>House Structure (کوچ)</td>
<td></td>
</tr>
<tr>
<td>Pacca (No): (پاکا)</td>
<td></td>
</tr>
<tr>
<td>Semi Pacca (نیاپاکا)</td>
<td></td>
</tr>
<tr>
<td>Kacha (No): (کاچا)</td>
<td></td>
</tr>
<tr>
<td>Average house size (No): (اندازہ خانے)</td>
<td></td>
</tr>
<tr>
<td>Unemployed (بیکار)</td>
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</tr>
<tr>
<td>Males under matric (No): (سائنس اور تکنیکی)</td>
<td></td>
</tr>
<tr>
<td>Males matric &amp; above (No): (متوسط اور بالا)</td>
<td></td>
</tr>
<tr>
<td>Females matric &amp; above (No): (متوسط اور بالا)</td>
<td></td>
</tr>
<tr>
<td>Females under matric (No): (سائنس اور تکنیکی)</td>
<td></td>
</tr>
<tr>
<td>Handicap (معلول)</td>
<td></td>
</tr>
<tr>
<td>Males (No): (صоловیہ)</td>
<td></td>
</tr>
<tr>
<td>Females (No): (صоловیہ)</td>
<td></td>
</tr>
<tr>
<td>Remarks: (توضیحات)</td>
<td></td>
</tr>
<tr>
<td>Name:</td>
<td></td>
</tr>
<tr>
<td>Designation: (پوزش)</td>
<td></td>
</tr>
</tbody>
</table>
Annex V:
Letter of consent from the Nazim of Rawalpindi district sent after the consultative meetings regarding the site for the CBMS pilot study

OFFICE OF THE ZILA NAZIM, RAWALPINDI

No. 599/ZN Dated the 18-5-2004

To

Dr. A. R Kemal,
Director,
Pakistan Institute of Development Economics,
Quaid – e – Azam University Campus,
P.O.Box 1091, Islamabad.

Subject:- COMMUNITY BASED MONITORING SYSTEM


It is to inform you that Union Council Dhamyal is nominated for pilot project as desired by you in the above mentioned letter.

( Raja Tariq Kayani )
Zila Nazim
Rawalpindi

No. & date even

A copy is forwarded for information to Nazim Union Council Dhamyal for information and further necessary action in this regard.

( Raja Tariq Kayani )
Zila Nazim
Rawalpindi