

COMMUNITY PERCEPTION SURVEY MALAKAND DIVISION 2016



CDLD Policy Implementation Unit

Local Government, Elections and Rural Development Department
Government of Khyber Pakhtunkhwa



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The European Union supports the Government of Khyber Pakhtunkhwa to implement the Provincial Policy "Community Driven Local Development (CDLD)" through financial resources, and technical assistance provided by Hulla & Co. Human Dynamics KG. The overall objective is to build responsiveness and effectiveness of the State to restore citizen trust, stimulate employment and livelihood opportunities, and ensure the delivery of basic services.

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▶ LIST OF ACRONYMS

AKRSP	Agha Khan Rural Support Programme
BHU	Basic Health Unit
BISP	Benazir Income Support Programme
CBO	Community Based Organisation
C&W	Communication and Works
CDLD	Community Driven Local Development
CNIC	Computerised National Identity Card
CRM	Complaint Redressal Mechanism
DDS	District Development Strategy
DGCD	District Governance and Community Development
DHQ	District Headquarter
EU	European Union
GoKP	Government of Khyber Pakhtunkhwa
ID	Identity Card
IDS	Integrated Development Strategy
KP	Khyber Pakhtunkhwa
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MNA	Member of National Assembly
MPA	Member of Provincial Assembly
NADRA	National Database and Registration Authority
PPS	Probability Proportionate to Size
PSUs	Primary Sampling Units
RHC	Rural Health Center
SPSS	Statistical Package for Social Sciences
SRSP	Sarhad Rural Support Programme
THQ	Tehsil Headquarter
UC	Union Council
VC	Village Council

▶ EXECUTIVE SUMMARY

Supported by the European Union (EU), the Community Driven Local Development (CDLD) Programme aims to assist the Government of Khyber Pakhtunkhwa in the implementation of CDLD Policy in Malakand Division. The policy seeks to achieve sustainable improvement in the coverage and quality of frontline public service delivery through the active involvement of local communities.

As a pilot programme, the CDLD Policy implementation is taking place in the six districts including Chitral, Shangla, Malakand, Dir Upper, Dir Lower and Swat districts of Malakand Division. The community perception survey is conducted to quantify community perceptions regarding government responsiveness, to gauge existing awareness of CDLD Policy, and to identify community priority sectors mapped with development needs in each sector. This consolidated report presents survey findings pertaining to overall Malakand Division, while district wise reports were also prepared to present findings from each district.

KEY FINDINGS

During the course of the survey, both young and adult responding citizens appeared in almost equal proportions and nearly two-third of them were found illiterate (with females in majority). Moreover, the target community largely relies on multiple livelihood sources as one-third is self-employed (excluding

agriculture), above one-fourth relies on agriculture and one-fourth serves privately. The poverty situation exhibits dreary picture as three-fourth of the community is living below poverty line (1.25 USD / day per capita).

Citizens' interaction with government seems inadequate as only two-fifth affirmed visits to any government tier during the last three years. This number further went down in case of women respondents. Reported visits to district administration offices were more comparative to provincial and federal governments. Even the visits recorded demonstrated that these visits were largely meant for seeking medical treatment from public sector hospitals¹. Similarly, visits to National Database and Registration Authority (NADRA) for national identity registration and renewal is again not by choice but rather compulsory for everyone. Citizens' visits by choice such as complaint registration, dispute settlement, demand for development needs, etc. did not turn out to be the foremost purposes of those visits.

Regarding local government system, higher number of the citizens looked optimistic about effectiveness of this system in addressing community needs and problems. With proper implementation of local government system, majority foresee negligible role of provincial and federal government representatives in district development projects. In the last

¹ As poor community does not have the option of visiting private medical facilities due to expensive treatment procedures.

local government elections, majority (89 percent) participated and voted for candidates as they were locals and had better understanding of their problems. But there is a question mark on the electoral process where a significant proportion (nearly one-third) of women did not manage to vote for their preferred candidates.

Community rating of different government departments with respect to their responsiveness to citizens' needs in terms of information sharing, taking consent of community in decision making, prioritising community needs over departmental needs, controlling law and order, following rules and regulations, and easy accessibility to citizens did not appear encouraging. As a matter of fact, more than half of citizens did not know about the departments' role in this regard. Objective assessment of citizens' responses reflects that a clear majority did not rate the government's responsiveness satisfactory in almost all the above listed roles except controlling law and order by law enforcement agencies (army, police and levies).

In the formulation of the district development strategy, relatively a large segment of the society perceives that district government does not take them on board. Regarding overall level of development, majority of the citizens are found either partially satisfied or not satisfied with the government's performance. To improve citizens' trust on government, all the surveyed citizens

suggested initiation of development work in Malakand Division. A significant segment of the society also perceives provision of basic utilities (electricity, gas, and telephone) and taking substantiated measures to cope poverty to significantly contribute in building citizens' confidence on the government.

With regards to priority sector for development, health, roads (infrastructure) and education came out as top three priority sectors with municipalities, basic utility services and water supply as 4th, 5th and 6th, respectively. The interdistrict comparison proved reshuffling of these six sectors but health, roads (infrastructure) and education remained as foremost prioritised sectors in four out of six target districts. Political influence in planning, implementation and overseeing district development projects was also voiced by the community as a key factor. Citizens' association with Community Based Organisations (CBO) is not highly prevalent in overall Malakand Division.

The state of CBOs looked much better in Chitral and weaker in Malakand District. Majority of the CBOs in Malakand Division are either registered with Sarhad Rural Support Program (SRSP) or Agha Khan Rural Support Program (AKRSP). Awareness regarding CDLD prevails among an insignificant proportion of community and majority of them suggested newspaper advertisements as a better forum for creating large scale awareness of the programme interventions and government's initiatives.



1.

PROGRAMME BACKGROUND AND SURVEY METHODOLOGY

1.1 PROGRAMME BACKGROUND

With budget support modality and technical assistance of European Union (EU), the Community Driven Local Development Programme aims to assist the Government of Khyber Pakhtunkhwa in the implementation of CDLD Policy in Malakand Division. This programme is one component of several that feed into the overall objective of “contributing to effective development and peacebuilding strategy for the Government of Pakistan that supports the transformation of functioning of the state, improving democracy and the rule of law, making it more accountable, and providing equitable opportunities for health, education and employment”. The programme is expected to contribute towards attainment of the objectives of the Strategic Development Partnership Framework, and its aligned Integrated Development Strategy.

The overall goal of the CDLD Policy is to achieve a sustainable improvement in the coverage and quality of frontline public service delivery through the active involvement of local communities. The predominant objectives of this policy are; to put in place fiscal and regulatory framework for CDLD, where local communities are in charge of executing local development and service delivery initiatives, to build the capacity of relevant public sector entities and functionaries at district level to operationalise CDLD, and to provide an enabling environment for community based organizations to

access public funds earmarked for CDLD initiatives.

Khyber Pakhtunkhwa province in general and Malakand Division in particular are facing numerous challenges including, area’s vulnerability to natural calamities (earthquakes, floods, etc.), close bonding of people with conflict ridden areas of Afghanistan, topographic features of areas near Afghanistan border providing safe hideouts for non-state actors; and a disconnect between federal state and village life. The development interventions like CDLD Programme seeks to address fragility of Malakand Division through building responsiveness and effectiveness of the state to restore citizen trust, stimulate employment and livelihood opportunities, and ensure the delivery of basic services.

1.2 RATIONALE AND SPECIFIC OBJECTIVES OF THE SURVEY

Responsive government demands performance of public institutions in ensuring transparency and showing efficiency in managing public affairs (public funds versus resources allocations). This has been a persistent and an overriding issue in Pakistan in general and in Khyber Pakhtunkhwa in particular. The governance framework provided by the CDLD Policy aims at improving citizen’s trust and confidence through community participation, transparency, accountability, responsiveness, equity, and effectiveness

to improve quality and outreach of frontline public services. Active involvement of community in identifying their needs and executing development projects under CDLD Programme necessitates improved responsiveness of government to community needs and problems. Successful implementation of CDLD Policy as a pilot programme in Malakand Division has laid down strong basis to expand it across the province. The specific objectives of the survey were:



Quantify and illustrate the citizen's opinion and perception about government responsiveness towards their development needs.

Assess citizens' understanding about CDLD Policy and its implementation mechanism whereby local communities are in charge of identifying and executing local development.



Feed into development of District Development Strategy by identifying citizens' key priority sectors and development needs within each sector.

1.3 METHODOLOGY OF THE SURVEY

1.3.1 TARGET POPULATION

In the context of programme objectives, a sample based households' survey was conducted to gather community perception and opinion about government responsiveness to community

development needs. The target population includes six districts of the Malakand Division, including Chitral, Shangla, Swat, Dir Lower, Dir Upper and Malakand where the CDLD Programme is being implemented.

1.3.2 SAMPLING TECHNIQUE

The sample was selected to provide results at the district level. Therefore, stratification of the population was done at the level of districts. A Stratified Multistage Probability Proportionate to the Size (PPS) sampling technique was used to draw a representative sample from the population. Using multistage sampling approach, the respondents in each district were selected through a three stage process. At the first stage, Primary Sampling Units² (PSUs) were identified for all the urban and rural locations. In case of rural areas, 'Villages' whereas in urban areas 'Circle Numbers' were considered as PSUs. At the second stage, house of the first respondent at any specific PSU was selected randomly. At the third stage, an adult respondent (18 years and above) within each selected household was identified for the interview. The selection of the PSUs was based on PPS approach. This means that every village or circle number have had the chance of falling in the sample proportionate to its population size.

1.3.3 SAMPLE SIZE

The sample size was calculated at district level in order to generalise findings specific to each district. The cluster sampling at district level was primarily used to ensure true representation from each cluster (with homogeneous geography) of the population. Moreover,

² Clusters



the survey was more likely to be administered efficiently and economically as well. However, respondents in the same cluster were more likely to be somewhat similar to one another. Therefore, in cluster sampling, the samples are not as varied as it would have been in a random sample, thereby leading to reduced effectiveness. This loss of effectiveness in cluster sampling is called “design effect”.

Considering optimum design effect (1.5), margin of error (5%), confidence level (90%) and cost of enumeration, ten households per PSU and forty PSUs per district were computed to achieve the required level of precision and design effect. Given that ten household selection per PSU and forty PSUs per district, 200 PSUs were interviewed (all 2400 households³) across Malakand Division, or 400 households in each district. Equal number of households were sampled from each district as proportionate allocation would have given small sample sizes for various districts (owing to small population), hence leading to uncertain survey estimates. In consolidated analysis of Malakand Division, assigning weights to districts’ samples according to their population has managed disproportionate sampling bias. Similarly, intradistrict population variation among PSUs was managed through PPS i.e. proportionate to their respective population size.

³ 50 percent male and 50 percent female

1.3.4 HOUSEHOLDS AND RESPONDENTS SELECTION

To make the respondent selection unbiased at any specific PSU, the respondent household to begin the survey with was randomly selected by identifying house in the locality where last marriage took place and then picked up the third house on the right hand side next to it. Applying systematic sampling with right hand rule, once the first household was determined, the remaining nine were selected using “one household skipping pattern” while remaining on the same (right hand) side of the street. Male respondent households were selected using right hand rule while women respondent households were selected using left hand rule. Similarly, to randomise selection of respondents from sampled households, “Kish Grid” method was used to minimise sample bias.

1.3.5 DATA MANAGEMENT AND ANALYSIS

A team of trained enumerators used pretested structured questionnaires to collect information from households through one-to-one interviews. The data thus collated was entered in a database and validated by the programme’s Monitoring and Evaluation Team. While data cleaning and analysis was conducted using SPSS.

2.

SOCIOECONOMIC PROFILE FOR COMMUNITY PERCEPTION SURVEY

Scanning the socioeconomic aspects of the target population leads to an understanding of current state of family composition with respect to age, gender, literacy, employment, etc. The information on important socioeconomic characteristics of the sampled population supports further segregation / categorisation of those sampling units to conduct analysis accordingly. Taking all this information into account was made possible through constructing household roster of each sampled dwelling unit.

percent) and category-3 (21 percent) had substantive representation from all segments of the society in the survey (figure 1).

The situation of attaining education by the target citizens looked quite dismal as altogether nearly two-third (64 percent) respondents were found primary educated and below, out of which more than two-third (70 percent) were females and nearly two-fifth (59 percent) were males (figure 2).

Embedded in sampling frame, the minimum age set for the potential interviewees was 18 years to ensure data collection from sensible members of the sampled households. To understand access, constraints, expectations and aspirations of different age groups, the sampled respondents were further segregated into three age brackets as category-1 (18 ≤ age ≤ 30 years), category-2 (31 ≤ age ≤ 50 years) and category-3 (50+ years). Amongst the sampled respondents, all the categories; category-1 (44 percent), category-2 (36

FIGURE 2: EDUCATION PROFILE OF THE RESPONDENTS

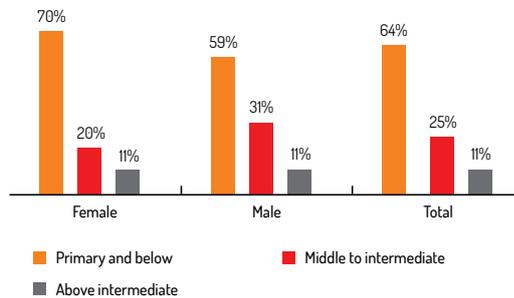
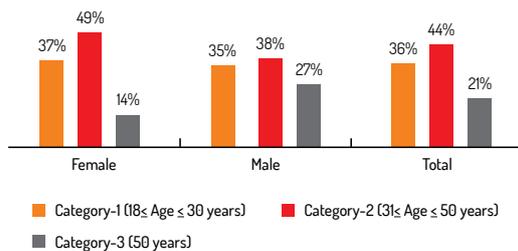


FIGURE 1: AGE OF THE RESPONDENTS BY GENDER



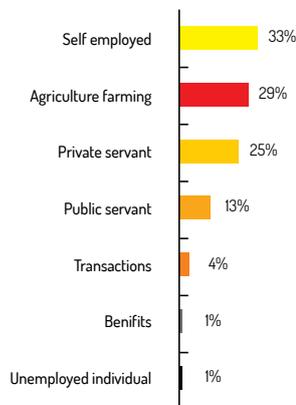
Citizens have multiple sources of livelihood. The livelihood profile of sample indicates one-third as self-employed⁴ who rely primarily on self-run businesses / works, followed by agriculture farming

⁴ Excluding those engaged in agricultural farming

(29 percent), private employment (25 percent), public service (13 percent), remittance transactions (4 percent) and pension benefits (1 percent). Considering this finding, any economic activity in the programme area will certainly foster businesses / works that will lead to improved livelihoods of the citizens.

The interdistrict comparison (as illustrated in figure 3 and figure 4) reflects contrast in livelihood dependence of the citizens in Malakand Division. In the districts of

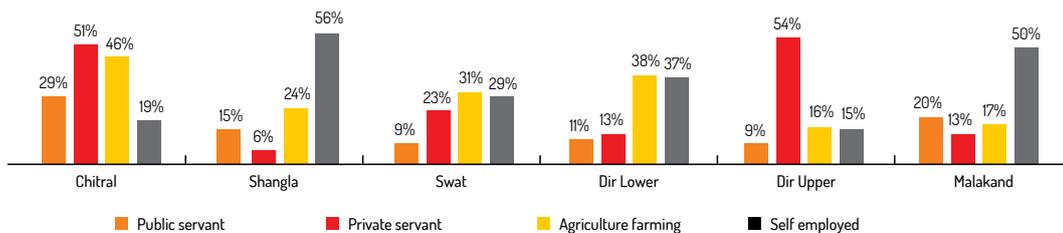
FIGURE 3: LIVELIHOOD OF THE CITIZENS BY SOURCES



and Dir Upper (private servants) and 3) Swat and Dir Lower (agriculture farming). These obvious similarities among different districts would be helpful in devising strategies to foster economic activity in the programme area.

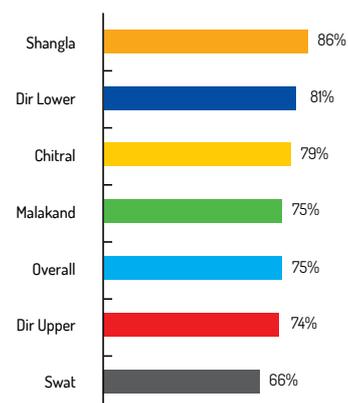
Households' monthly income is another important feature that is viewed from poverty perspectives. Figure 5 presents reported households' monthly income segregated by poverty line defined at 1.25 USD/day per capita. Noticeably, people are generally found downward biased in communicating their income once the information is being collated for development purposes. The poverty situation in Malakand Division exhibits disconsolate picture as three-fourth (a big majority) of the community is living below poverty line (1.25 USD/day per capita). The interdistrict comparison dictates that the situation is worse in Shangla of all the districts.

FIGURE 4: LIVELIHOOD OF THE CITIZENS BY DISTRICTS



Malakand and Shangla, the community is largely found to be self-employed, while citizens in Chitral and Dir Upper are mainly employed by the private sector. Whereas, agriculture and self-employment are etched out as predominant sources of earnings for the people of Dir Lower and Swat. On the basis of earning sources, the analysis clearly segregates all the six districts of Malakand Division into three different economic zones like 1) Malakand and Shangla (self-employed), 2) Chitral

FIGURE 5: HOUSEHOLDS FALLING BELOW POVERTY LINE



3.

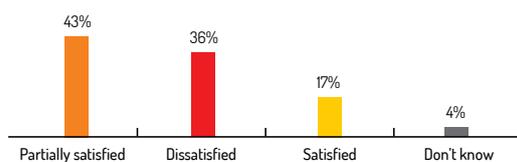
FINDINGS OF THE COMMUNITY PERCEPTION SURVEY

3.1 CITIZENS' TRUST AND GOVERNMENT RESPONSIVENESS TO COMMUNITY DEVELOPMENT NEEDS

3.1.1 STATE OF DEVELOPMENT AND GOVERNMENT'S PERFORMANCE IN FULFILLING COMMUNITY NEEDS

It was of vital importance to explore community aspirations regarding overall level of development in the area, over time trend of development and government's performance in fulfilling their development needs. The state of development in view of citizens is not encouraging in Malakand Division. If we review the community's level of satisfaction regarding the overall status of development in figure 6, only 17 percent of them are satisfied while more than one-third (36 percent) remain dissatisfied. However, more than two-fifth (43 percent) showed partial satisfaction with the overall status of development in their areas.

FIGURE 6: COMMUNITY PERCEPTION REGARDING OVERALL LEVEL OF DEVELOPMENT



Likewise, community rating of government's performance in fulfilling their development needs exhibits almost the same pattern necessitating more attention of the government towards development work in the area. At the same time, the state of overtime trend of development looks even worse as more than half (55 percent) of the citizens either did not notice any improvement or have even reported decline in the level of development during past three years. This drab picture of the development work in Malakand Division can only be improved with launching demand-driven programmes like CDLD.

FIGURE 7: GOVERNMENT'S PERFORMANCE IN FULFILLING COMMUNITY NEEDS

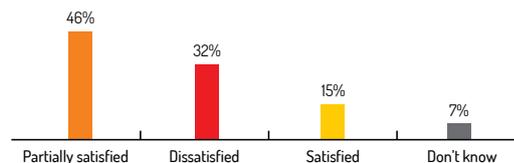
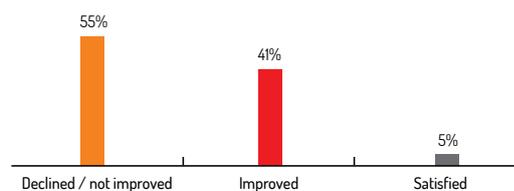


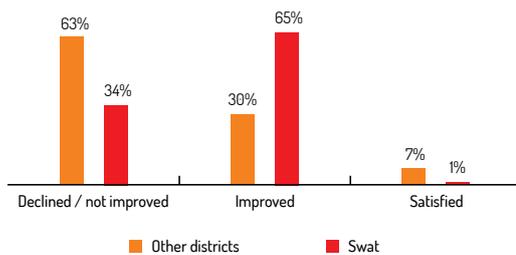
FIGURE 8: COMMUNITY PERCEPTION REGARDING OVERTIME TREND OF DEVELOPMENT



The district wise analysis of community perception regarding development has revealed significant findings that could be essentially helpful in district wise allocation of development funds. In this regard, citizens' level of satisfaction and rating exhibited almost similar pattern in all districts except Swat. Therefore, comparative analysis of responses from Swat with rest of the districts was conducted to look at differences in community perceptions.

For the last three years, according to the community, development trend in Swat looks highly positive, whereas, almost the opposite in rest of the districts (see figure 9). This significantly improved state of development in Swat narrowed down the difference amongst the citizens rating "decline/no improvement" to that of "improvement" in overall Malakand Division (see figure 9).

FIGURE 9: OVERTIME TREND OF DEVELOPMENT IN SWAT VERSUS OTHER DISTRICTS



Similarly, the percentage of citizens showing partial and full satisfaction with the overall level of development and government performance in fulfilling community needs is found relatively higher in Swat as compared to the rest of the districts (see figure 10 and figure 11, respectively). Therefore, the state of development seems unfavourable in overall Malakand Division except Swat.

FIGURE 10: OVERALL LEVEL OF DEVELOPMENT IN SWAT VERSUS OTHER DISTRICTS

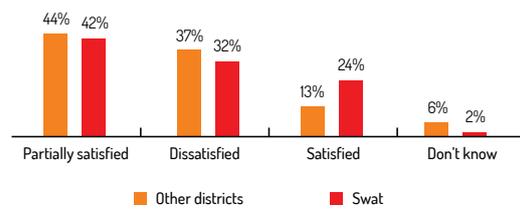
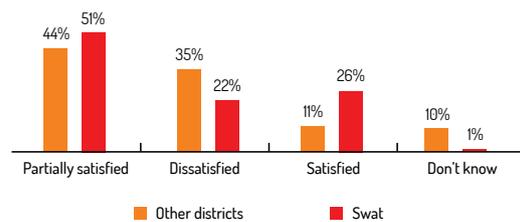


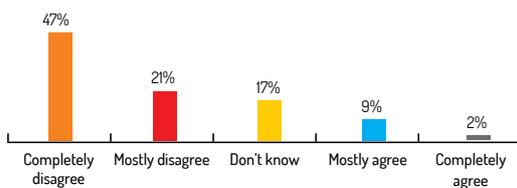
FIGURE 11: GOVERNMENT PERFORMANCE IN FULFILLING COMMUNITY NEEDS IN SWAT VERSUS OTHER DISTRICTS



3.1.2 DISTRICT ADMINISTRATION'S PERFORMANCE IN FULFILLING COMMUNITY NEEDS

It is pertinent to note here that the findings portrayed in figure 12 depicts community perceptions exclusively of district administration's performance that excludes provincial and federal governments. Simultaneously, looking at the perceived government's performance in the earlier and current sections, a further decline in community level of satisfaction is quite obvious. This can be viewed from two perspectives. First is that significant proportion of citizens' needs is beyond the district's administrative domain, therefore, they are being addressed by the provincial and federal governments. Second is that the exclusive performance of local governments as compared to provincial and federal governments is perceived unsatisfactory by the citizens. Therefore, government responsiveness at the level of each government tier needs to be improved to enhance citizens' trust on overall governance.

FIGURE 12: DISTRICT ADMINISTRATION FULFILLING COMMUNITY NEEDS



3.2 CITIZENS' NEEDS PRIORITISATION FOR COMMUNITY DEVELOPMENT

3.2.1 PRIORITY SECTORS FOR DEVELOPMENT

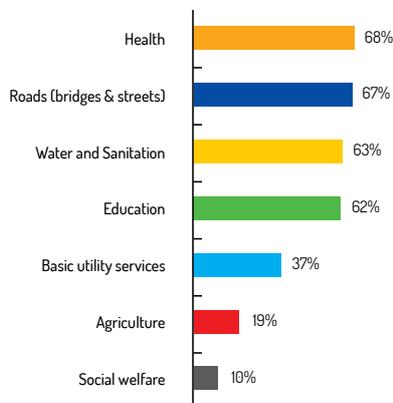
To ensure that the local communities become in charge of executing local



development, their active involvement in identifying their needs was of vital importance. Therefore, the community perception survey attempted to explore demand side of development needs to rank priority sectors for development, and intrasectoral needs in the target area. For that purpose, the citizens' needs were ranked as 1st to 5th priority and the prioritised needs thus obtained were then clubbed under respective sectors.

Considering the whole Malakand Division, health, roads (bridges and streets), water & sanitation⁵, and education emerged as foremost sectors in order of priority (see figure 13). Noticeably, all the four sectors elicited around two-third responses (each) with small variances suggesting minimal preferential difference maintained by the community. Next to these four sectors, needs related to basic utility services⁶ and agriculture⁷ were also raised by significant proportions of the community.

FIGURE 13: PRIORITY SECTORS FOR DEVELOPMENT



⁵ Including drinking water, sanitation, and solid waste management

⁶ Electricity, gas, telephone, mobile towers etc.

⁷ Including all sub-sectors like crops, extension, livestock, fisheries, irrigation, on-farm water management

Interdistrict comparison of needs prioritisation exhibits reshuffling of six top sectors among the districts. But significant variations in prioritisation from 1st through 5th can be noted amongst districts (see table 1). The needs related to roads (bridges and streets) emerged as a top priority in Chitral, Shangla and Dir Lower. Whereas, water & sanitation, health and education sectors emerged as 1st priority sectors for development by citizens from Swat, Dir Upper and Malakand, respectively. Similar interdistrict variations in needs prioritisation also appeared to next level of priorities. But pertinent to note here is that needs related to basic utility services were placed as 3rd to 5th priority by different districts which could not be addressed as being beyond the scope of district government.

Under needs' prioritisation analysis, health emerged as the top ranked sector before roads (bridges and streets) and education in Malakand Division. Within the health sector, majority citizens stressed on the establishment of new hospitals

FIGURE 14: PRIORITY NEEDS IN HEALTH SECTOR

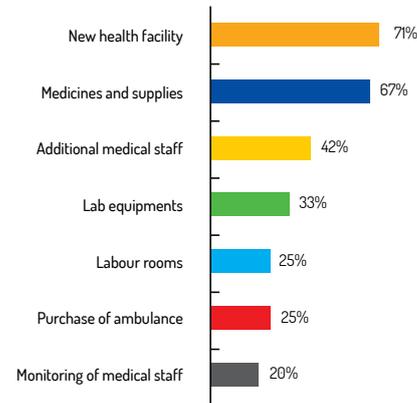


TABLE 1: DISTRICT WISE PRIORITY SECTORS FOR DEVELOPMENT

DISTRICTS	PRIORITY SECTORS				
	1st	2nd	3rd	4th	5th
Chitral	Roads (bridges & streets)	Education	Water & sanitation	Health	Agriculture
Shangla	Roads (bridges & streets)	Water & sanitation	Health	Education	Basic utility services
Swat	Water & sanitation	Health	Education	Roads (bridges & streets)	Basic utility services
Dir Lower	Roads (bridges & streets)	Water & sanitation	Education	Basic utility services	Health
Dir Upper	Health	Roads (bridges & streets)	Education	Water & sanitation	Basic utility services
Malakand	Education	Health	Basic utility services	Roads (bridges & streets)	Water & sanitation

3.2.2 SECTORAL NEEDS PRIORITISATION FOR DEVELOPMENT

HEALTH



(71 percent), ensuring sufficient supply of medicines (67 percent) and deployment of additional medical staff (42 percent) to cater to the needs of consistently rising population (see figure 14). Pertinent to note that all the three top priority needs in health sector are beyond the scope of CDLD Policy. Therefore, the onus is now on the decision makers to address such needs through overall district development plan. At the same time, one-third citizens raised the issue of insufficient lab equipment to conduct various

medical tests and one-fourth demanded construction of new labour rooms and purchase of ambulances to reduce likelihood of deaths during emergencies. Gender wise needs' prioritisation did not exhibit any major reshuffle except women placed construction of new labour rooms before purchase of ambulances.

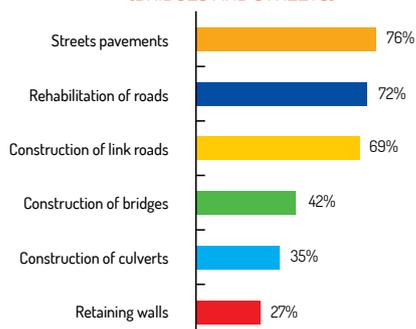
ROADS (BRIDGES AND STREETS)



The priority needs related to this sector include street pavements, rehabilitation of existing roads and construction of link roads. A small difference in proportion of citizens demanding each of these work points towards extreme importance of all the three top ranked community needs. In addition to these, constructing bridges, building culverts and retaining walls are also required by 42 percent, 35 percent and 27 percent of the citizens, respectively.

In short, unlike health sector, almost all the identified needs concerning this sector could be covered under CDLD Policy and are more likely to appear in the community proposed projects during project implementation phase.

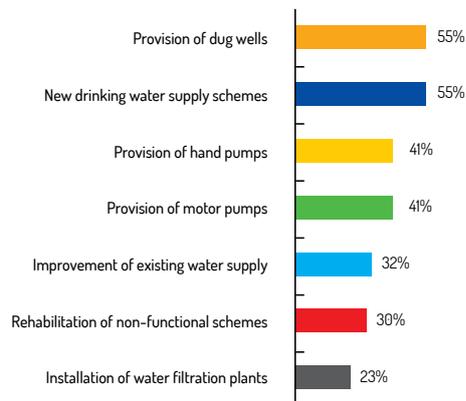
FIGURE 15: PRIORITY NEEDS IN ROADS (BRIDGES AND STREETS)



DRINKING WATER

Water is the essence of life and human dignity. Water is fundamental to poverty reduction, providing people with elements essential to their growth and development. The state of existing means of drinking water supply in Malakand Division looks insufficient. Of the overall community, more than half (55 percent) lacks access to safe drinking water. Resultantly, provision of dug wells and installation of new water supply schemes emerged among the most prominent needs of the community. Next to these means of water supply, delivery of hand / motor pumps to households are also demanded by one-fifth of the target community. At the same time, one-third of the citizens proposed improvement of the existing and rehabilitation of non-functional schemes in Malakand Division.

FIGURE 16: PRIORITY NEEDS RELATED TO DRINKING WATER



Though pipe-borne water supply appeared on demand side of the community, provision of safe drinking water by way of other cost effective and feasible options like dug wells and hand / motor pumps are effective alternatives to meet community demands as well.

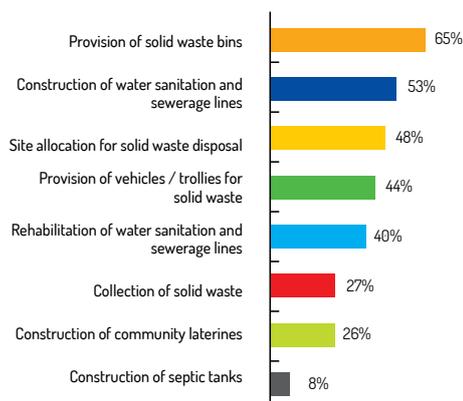


SANITATION AND SOLID WASTE MANAGEMENT



As the data indicates, the programme must devote more efforts and resources to implement better approaches in sanitation and solid waste management sector. Lack of basic infrastructure for sewerage & sanitation and operationalisation of necessary mechanism for solid waste management emerged as salient shortcomings in the sector (see figure 17). Unavailability of solid waste bins (65 percent), site allocation for solid waste disposal (48 percent) and provision of vehicles for solid waste disposal clearly indicate bleak picture of solid waste management system in the area. To better address this sector, the programme needs to go for less capital-intensive sewerage and waste disposal system to maximise community participation in a sustainable manner.

FIGURE 17: PRIORITY NEEDS IN SANITATION AND SOLID WASTE MANAGEMENT

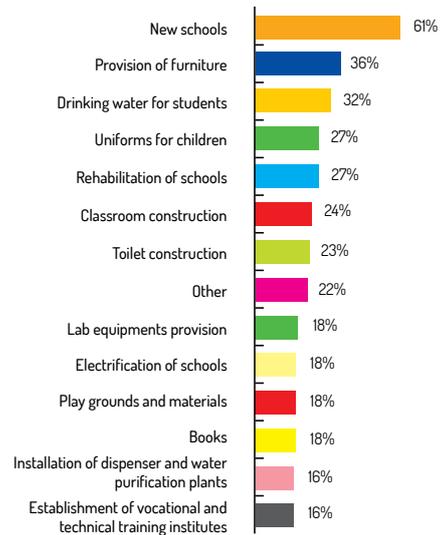


EDUCATION

Citizens rated education as the fourth important sector in terms of developmental needs of Malakand Division. The number of requirements related to education

sector were reported to better serve the target community. But the opening of new schools etched out as a predominant need of the Malakand Division that is ported by nearly two-third of the citizens. Again the provision of new schools could not be covered under the umbrella of

FIGURE 18: PRIORITY NEEDS RELATED TO EDUCATION



CDLD Policy, therefore, the government needs to consider it in the overall district's development plan. Relatively less proportion of the community highlighted other needs like provision of school furniture (36 percent), drinking water for students (32 percent), availability of school uniforms and rehabilitation of existing schools (27 percent each). Moreover, nearly one-fourth also raised the issue of insufficient class rooms and unavailability of toilets in schools to address the basic human need. The gender wise analysis of educational needs exhibits more or less a similar kind of prioritisation except provision of school uniforms to the students that is ranked as second most important need by women.

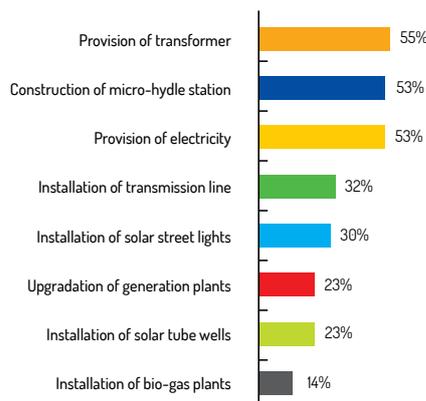


ENERGY AND POWER



Energy and power sector does not fall under the domain of district government, rather it is still a provincial subject in Khyber Pakhtunkhwa. But highlighted needs related to this sector put it among five priority sectors for development in the surveyed region. Community demands related to energy and power could not be addressed under CDLD Policy but there is a need to incorporate those identified needs in overall provincial development plan. Of energy related needs, probably the installation of micro-hyde station (by 55 percent citizens) could only be met through CDLD funded projects while provision of transformers, installation of transmission lines, availability of electricity etc., all are in domain of Water and Power Development Authority (WAPDA), which is a federal entity.

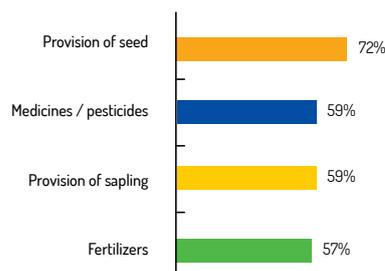
FIGURE 19: PRIORITY NEEDS RELATED TO ENERGY AND POWER



AGRICULTURE

Agriculture is a predominant source of livelihood in Malakand Division. But the citizens did not prioritise needs related

FIGURE 20: PRIORITY NEEDS RELATED TO AGRICULTURE (CROPS)



to this sector when compared to health, roads, and education. Of the interviewed citizens, merely 19 percent showed their concerns pertaining to agriculture extension and 5 percent highlighted irrigation related issues. The provision of quality inputs (seeds, saplings, fertilizer, etc.), construction of irrigation channels, installation of tube wells and construction of new water courses aroused prominently during course of survey. Intuitively, the community proposed projects would less likely be directly triggering economic activity, albeit all development work indirectly facilitate in the creation of enabling business environment in the target area.



3.3 SURVEY OF CITIZENS GOVERNMENT INTERACTION

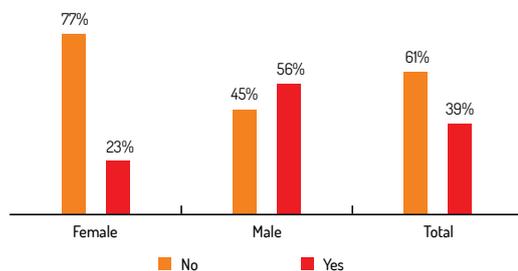
3.3.1 CITIZENS VISITING GOVERNMENT OFFICES AND GOVERNMENT OFFICIALS VISITING COMMUNITY

A pre-requisite for approaching equilibrium in a demand-supply framework is the existence of a conducive environment on both sides of the framework to interact effectively. In the context of government

responsiveness to community needs, meeting frequency is one of the yardsticks that determines closeness, trust and dependence of the community on the government. Likewise, purpose and outcome of such visits, learnt through community perceptions and experiences significantly support in assessing likelihood of meeting success and exploring possible hindrances in making community-government interactions successful.

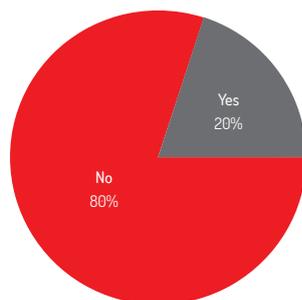
From the community side, visits to government offices clearly indicates towards weak interaction as less than one-fifth (39 percent) of the interviewed district community visited any of the government offices during the last three years (see figure 22). Probably, uncondusive environment, illiteracy rate, trust deficit and cultural barriers are the foremost reasons for that.

FIGURE 21: CITIZENS VISITING GOVERNMENT OFFICES



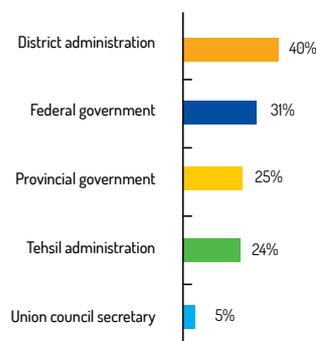
The other way of looking at government's responsiveness to community needs was to examine through government officials' visits to the citizens. Again less proportion (20 percent) of the citizens was found confirming to such visits that reiterated the aforesaid weak community-government interaction at present.

FIGURE 22: GOVERNMENT OFFICIALS VISITING COMMUNITY



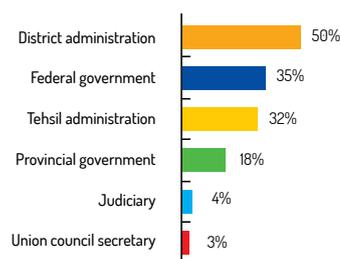
As majority of the departments at district level come under the jurisdiction of district administration and have grass root level presence, therefore, half of the citizens reported visits to district administration offices followed by federal government (35 percent), tehsil administration (32 percent) and provincial government (18 percent).

FIGURE 23: GOVERNMENT TIERS' REPRESENTATIVES VISITING COMMUNITY



Surprisingly, just 3 percent⁸ affirmed visits to union council offices and only 4 percent visited judiciary offices at tehsil or district level. Less frequent visits to judiciary may be considered as a proxy either for low crime rate in the target districts or prevalence of inaccessible judicial system. This needs further exploration to draw final conclusion (see figure 24). While looking at the state of government officials visiting community, almost same trend appeared here as well.

FIGURE 24: GOVERNMENT OFFICES VISITED BY CITIZENS



⁸ Birth and death registration are compulsory to be recorded at union council level

A significant proportion of the citizens affirming both way visits to and from government offices (federal and provincial) clearly indicates that not all community needs / problems can be addressed by local government authorities. Rather a measurable proportion of community issues comes under the domain of provincial and federal governments. Therefore, responsiveness to community needs from all government tiers could lead to improved citizens' trust on government.

One way of looking at different tiers of government visited by the citizens was to explore reasons of such visits. It is important to note that the most compelling needs like healthcare treatment and medical checkup etched out as driving factors for the citizens to visit hospitals (23 percent). Therefore, the district administration and federal government offices came out as the most visited offices by the responding citizens. Additionally, a significant proportion (15 percent) went to register or renew their CNIC from NADRA (a federal government's entity). Also, 15 percent intended to get specific information and 9 percent went to either settle a dispute or to register complaint. And almost similar trend appeared on the government's side as well.

FIGURE 25: REASONS OF CITIZENS' VISITS TO GOVERNMENT OFFICES

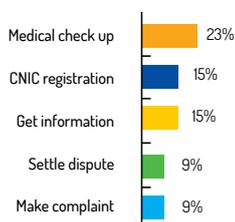
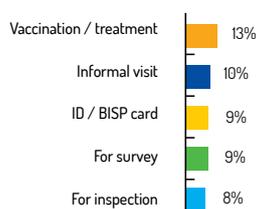


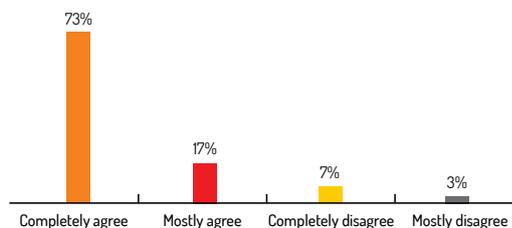
FIGURE 26: REASONS OF GOVERNMENT OFFICIALS' VISITS TO COMMUNITY



3.3.2 QUALITATIVE ANALYSIS OF CITIZENS-GOVERNMENT INTERACTION

While interacting with government officials, citizens' experiences were elicited to assess the existing state of government responsiveness to community problems. During their visits to government offices, nearly three-fourth (73 percent) of the visitors completely agreed with the statement "I managed to meet the concerned person". Similarly, a high majority of the responding community managed to meet the concerned government official and they were generally satisfied with such visits.

FIGURE 27: MANAGED TO MEET THE CONCERNED PERSON



Similarly, a greater proportion either completely agree (41 percent) or mostly agree (33 percent) with proper guidance and enough facilitation extended by the support staff appointed at the government offices. Moreover, two-fifth (60 percent) visitors did not have to wait for a long time to meet the concerned person(s). However, a significant proportion (39 percent) of respondents either completely disagree or mostly disagree with the statement "I did not have to wait for a long time".

FIGURE 28: ENOUGH FACILITIES FOR VISITORS IN GOVERNMENT OFFICES

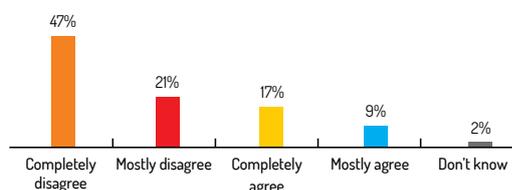
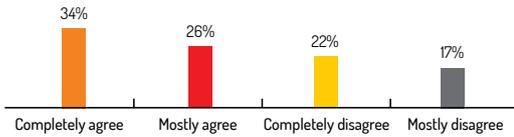
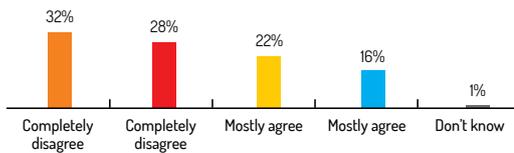


FIGURE 29: DID NOT WAIT FOR LONG TIME



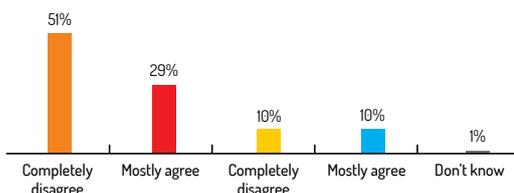
It is also pertinent to note that half of the citizens either completely agree and/or mostly agree with the statement that they have had to meet many officials before reaching out to the relevant one. This information clearly hits at the prevalence of traditional bureaucratic setup in public sector departments that necessitates unnecessary formalities to follow for the citizens (see figure 30).

FIGURE 30: VISITORS NEED TO MEET MANY OFFICIALS BEFORE BEING SENT TO CONCERNED OFFICIAL



On the other hand, a vast majority (80 percent) of the responding community did not find office hours inconvenient for registering complaints and seeking solutions of their problems. Likelihood of success in task accomplishment is encouraging as two-third visiting community members (65 percent) reportedly succeeded to accomplish what they intended to do while visiting government offices (see figure 31).

FIGURE 31: OFFICE HOURS ARE CONVENIENT FOR VISITORS



The ultimate objective of citizens' visit to government offices was to accomplish a much needed task. In this regard, majority (more than three-fifth) of the interviewed citizens succeeded to accomplish their required tasks. The state of the overall satisfaction of the visitors looks encouraging as more than half (56 percent) of the visitors completely agree and one-fifth (19 percent) mostly agree with the statement "I was generally satisfied with the visit".

FIGURE 32: TASK WAS ACCOMPLISHED AS PER NEED

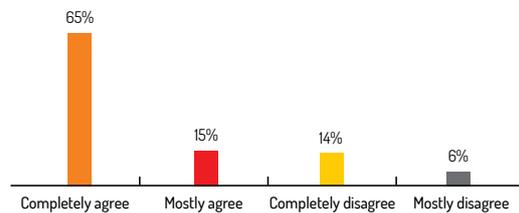
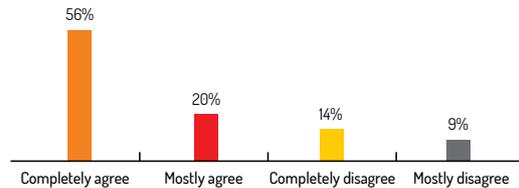


FIGURE 33: GENERALLY SATISFIED WITH THE VISIT

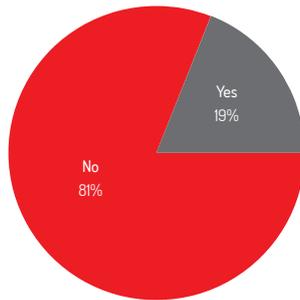


In short, a clear majority of the visitors was found largely satisfied with their visits to government offices in terms of success in meeting the relevant person, facilitation from government offices, convenient official working hours, and timely accomplishment of tasks. The only thing that made half of the respondents dissatisfied was a chain of officials to meet before approaching the concerned person. Reasons of the reported visits mainly include medical treatment, identity registration, complaint redress, and dispute settlement. In this backdrop, hospital, law enforcement agencies and NADRA could be the potential departments that were visited by the community and this performance rating could more specifically be inferred to those departments.

3.3.3 CITIZENS' CONCERNS ADDRESSED BY GOVERNMENT

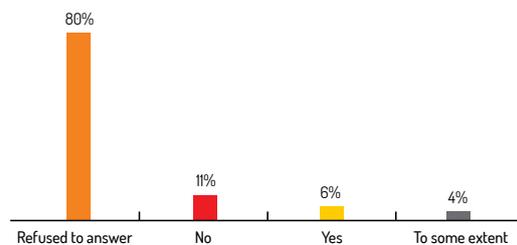
In response to a question “Did you have any problem that you raised with the government for resolution?” a very small proportion (19 percent) of the citizens replied in affirmative.

FIGURE 34: CITIZENS RAISING PROBLEM WITH GOVERNMENT



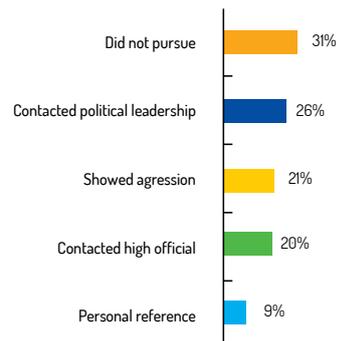
Of those, majority (80 percent) did not respond to questions regarding state of problem's solution while 11 percent of them were of the view that their problem was not solved according to their satisfaction.

FIGURE 35: DO YOU THINK YOUR PROBLEM WAS SOLVED TO YOUR SATISFACTION



Among those who could not get their problem solved on first attempt, nearly one-third (31 percent) of them did not pursue it any further. A little above one-fourth (26 percent) contacted political leadership, one-fifth contacted high officials, and less than 10 percent used their personal links, suggesting personal relationship as the foremost alternative in the absence of departmental or legal way of solution to the problems.

FIGURE 36: IF YOUR PROBLEM WAS NOT SOLVED WHAT WAS YOUR IMMEDIATE RESPONSE?

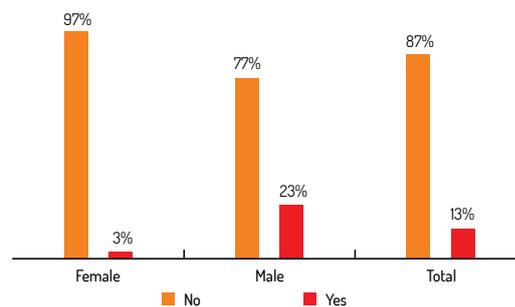


3.3.4 COMPLAINT REGISTRATION AND REDRESSAL SYSTEM

When probing the existing complaint registration and redressal system in the target area, it has been learnt that a scanty proportion (14 percent) of the responding citizens have had registered any complaint with any of the government offices during the last three years.

Therefore, generalising perceptions and experiences of such a small segment of the society could not be judicious. If we further look into the gender wise state of complaint registration in figure 37, a negligible section (less than 3 percent) of women seemingly made complaints to any government offices during the last three years' time.

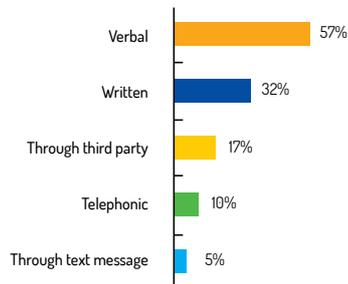
FIGURE 37: CITIZENS WHO MADE COMPLAINT TO GOVERNMENT DURING PAST THREE YEARS



For the sake of understanding, if we look at the departments to whom such complaints were made in figure 38, the following order appears; More than one-fifth (43 percent) made complaints to district administration, more than one-fourth (28 percent) went to tehsil administration, less than one-fourth

(23 percent) registered complaint with provincial government, and 15 percent also went to political leadership.

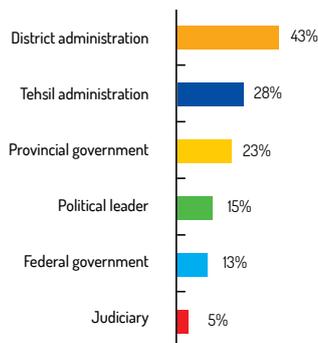
FIGURE 38: COMPLAINT SUBMISSION MODES USED BY CITIZENS



Multiple modes for complaint registration were used for registering complaints by the citizens in the following order - verbal (57 percent), written (32 percent), through third party (17 percent), telephonic (10 percent), and text message (5 percent).

Maximum number of citizens registering their complaint verbally reiterated non-existence of complaint registration and redressal system.

FIGURE 39: TO WHOM COMPLAINT WAS MADE



3.4 DISTRICT DEVELOPMENT STRATEGY AND COMMUNITY PARTICIPATION

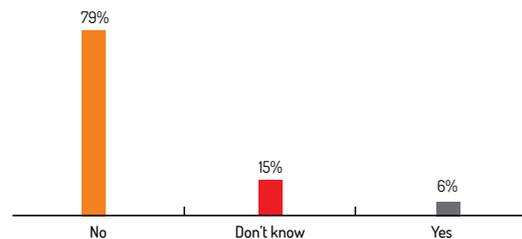
Participatory and demand oriented approach could be a better choice in prioritising community needs, seeking optimal solutions to the problems,

developing partnerships with communities, and ensuring ownership of development work by all the stakeholders. Community stands as the sole stakeholder from demand side of the needs while district government acts on the supply side through allocating funds, addressing problems and initiating works. Under this demand-supply framework, the ideal solution of a problem could only be possible if both sides interact and communication freely as well as coordinate and trust mutually. An assessment of demand side perceptions of this framework is below;

3.4.1 HOLDING PUBLIC MEETINGS TO COMMUNICATE DECISIONS AND POLICIES

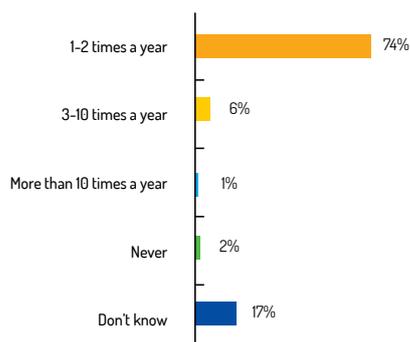
Government act of bringing community on board through public meetings to take their consent on decisions and policies is one of the important acts to ensure participation and ownership of development work by the community. In this context, the community did not see any notable government act as almost negligible proportion (6 percent) of the community reported holding of public meetings by the district administration.

FIGURE 40: DISTRICT ADMINISTRATION HOLDING PUBLIC MEETINGS TO DISCUSS POLICY



And such meetings reportedly are conducted less frequently i.e. once or twice a year. This identified the missing link between demand-supply framework which needs to be addressed to effectively fulfil community needs and sort out solutions to their problems.

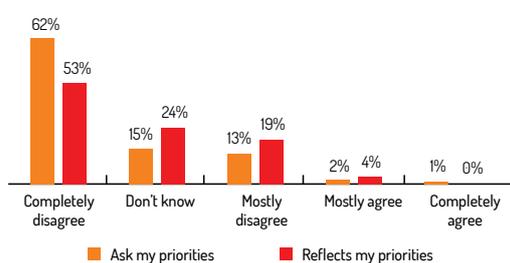
FIGURE 41: FREQUENCY OF PUBLIC MEETINGS HELD BY DISTRICT ADMINISTRATION



3.4.2 PRIORITISING COMMUNITY NEEDS IN DISTRICT DEVELOPMENT BUDGET AND PROJECTS

Lack of coordination between community members and local administration also appeared in needs prioritisation under district development budget and ultimately the projects. The data shows that well above two-third (69 percent) of the surveyed citizens completely disagreed with the statement “The local / district administration asks me about my priorities while developing the budget”. More than half (53 percent) of the citizens also completely disagreed that the district development budget reflects community priorities. While merely less than 10 percent voted in favour of these statements.

FIGURE 42: DISTRICT DEVELOPMENT BUDGET REFLECTS COMMUNITY PRIORITIES



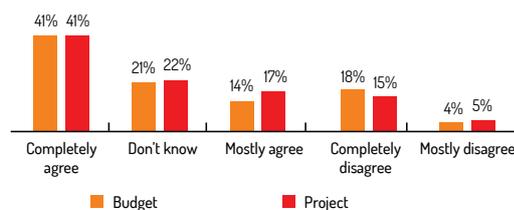
Pertaining to community priorities' reflection in district development projects, half of the citizens completely disagreed and nearly one-fifth (19 percent) mostly disagreed that local development projects reflect their priorities. Whereas one-fourth citizens were not clear whether or not the

local development projects reflect priority needs of the community. This complete ignorance of community participation and prioritisation in local development budgets and projects certainly leads to a lack of community ownership of development projects that does not necessarily address real community needs.

3.4.3 TAKING COMMUNITY OPINION FOR BUDGETING AND PROJECTS' EFFECTIVENESS

The community of Malakand Division perceives better allocation of resources and more effectiveness of district development projects if citizens' opinion is included at budgeting and implementation stages of those projects (see figure 43). Therefore, any government project without citizens' opinion will less likely yield desired impact in the area. The only way for the government to win citizens' trust is to largely engage community in all development activities as way of enhancing project span and ensuring sustainability of those projects.

FIGURE 43: TAKING COMMUNITY OPINION CONTRIBUTES TOWARDS BETTER BUDGETING AND PROJECTS' EFFECTIVENESS

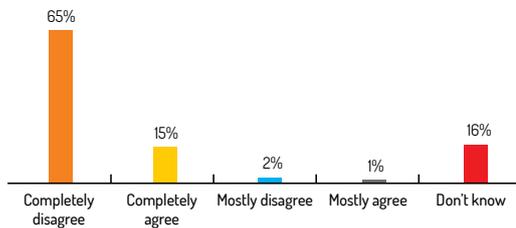


3.4.4 STATE OF COMMUNITY INVOLVEMENT IN LOCAL DEVELOPMENT PROJECTS

Likewise, community involvement in the implementation of local development projects did not get supporting responses from the surveyed community in that two-third respondents completely disagreed and 15 percent mostly disagreed with the likelihood of community involvement in projects' implementation. Absence of community involvement in the implementation of development projects

has serious implications related to transparency and accountability.

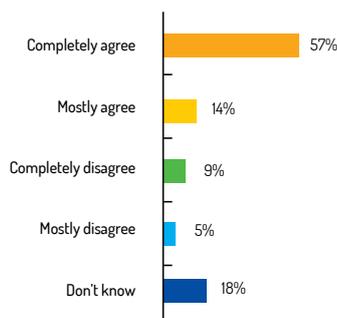
FIGURE 44: STATE OF COMMUNITY INVOLVEMENT IN DEVELOPMENT PROJECTS



3.4.5 DISTRICT ADMINISTRATION PERFORMANCE IN PROJECTS' IMPLEMENTATION

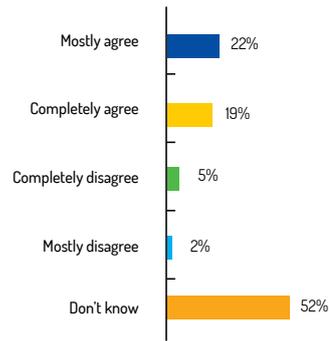
The survey also attempted to assess people's opinion regarding performance of district / local administration in the project implementation. As anticipated, more than half (57 percent) of the interviewed citizens completely agreed and 14 percent mostly agreed with the fact that district administration will perform better if held responsible for it. But a significant proportion (18 percent) did not record their responses in this regard.

FIGURE 45: DISTRICT ADMINISTRATION PERFORMS BETTER IF HELD RESPONSIBLE



At the same time, district / local administration's efficiency in timely completion of community works could not elicit significant responses. More than half (52 percent) citizens completely disagreed and 22 percent mostly disagreed that the district administration has been successful in completing the jobs within a stipulated timeframe. Thus, much is needed to improve efficiency of local government departments

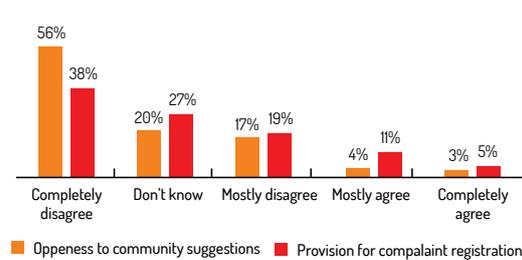
FIGURE 46: DISTRICT ADMINISTRATION COMPLETES TASK TIMELY



3.4.6 LOCAL ADMINISTRATION OPENNESS TO COMMUNITY SUGGESTIONS AND COMPLAINTS

Local administration did not appear as an open forum for suggestions and comments according to the surveyed households. More than half (56 percent) of the interviewed households' representatives completely disagreed and 17 percent mostly disagreed with the point that district administration welcomes public suggestions and comments. While 19 percent did not know or refused to respond it (see figure 47).

FIGURE 47: LOCAL ADMINISTRATION OPENNESS TO COMMUNITY SUGGESTIONS AND COMPLAINTS



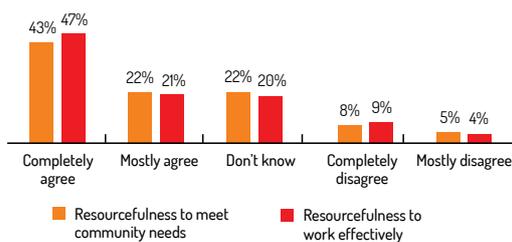
According to the respondents, the likelihood of district administration awarding permission to citizens for complaint submission again looks discouraging (see figure 47). Where well above one-third (38 percent) of the surveyed citizens completely disagreed with the probability of getting such an opportunity. Nevertheless, slightly below one-fifth (27 percent) did not comment on that. While an extremely small section (around 16 percent) either completely

agreed or mostly agreed with the chance of getting provision to submit complaint to district administration.

3.4.7 RESOURCE FULLNESS OF LOCAL ADMINISTRATION

Interestingly, the community perceives that district government has enough resource to meet needs of common people to work effectively. The summarised analysis in figure 48 shows that well above two-fifth (43 percent) of the sampled citizens completely agreed and more than one-fifth (22 percent) mostly agreed that district administration has enough resources to fulfill the needs of common people. With them, a sizable proportion (22 percent) did not record its response. It was very important to further evaluate community perceptions about resourcefulness of district administration to effectively accomplish development activities. Again, almost half (47 percent) of them completely agrees and one-fifth (21 percent) mostly agreed that district administration has enough resources to work effectively.

FIGURE 48: PROVISION FOR COMPALAIN T REGISTRATION

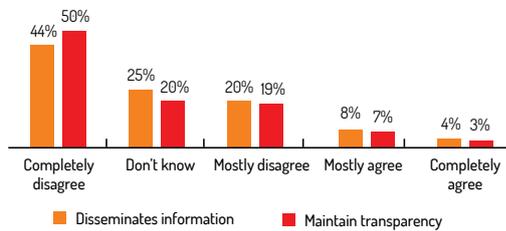


3.4.8 INFORMATION SHARING AND TRANSPARENCY BY LOCAL ADMINISTRATION

With respect to the Khyber Pakhtunkhwa Local Government Act 2013, mass awareness regarding the government's activities, decisions and projects was also judged during the course of survey. The target community overwhelmingly

negated any such Act from government side, though they consider it necessary to be informed of local administration activities and decisions. On the same note, the citizens are also not found convinced with transparency maintained by the local government. Figure 49 depicts that relatively large proportion of the community (44 percent) completely disagreed and one-fifth (20 percent) disagreed with the statement that district administration solves community problem in a transparent way.

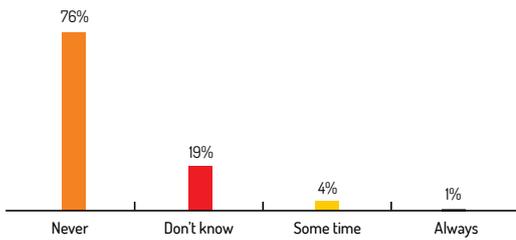
FIGURE 49: LOCAL ADMINISTRATION SHARES INFORMATION AND MAINTAINS TRANSPARENCY



3.4.9 EMPOWERMENT OF LOCAL CITIZENS

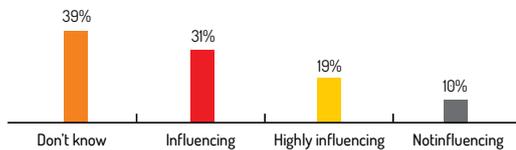
The core objective of CDLD Policy is to ensure and enhance community involvement in district development projects as participation is seen one of the tools to realise sustainable development. In order to look at the existing state of community participation in district development projects, the community aspirations were sought on overall community role and their influence in planning, implementing and overseeing of district development projects. Participation by the community is not seen in Malakand Division as a clear majority (more than three-fourth) reportedly has never been assigned any role by district government in overseeing implementation of local development projects in their localities. While a scanty proportion (5 percent) affirmed to citizens' role in local development projects.

FIGURE 50: DISTRICT ADMINISTRATION ASSIGNING ROLE TO COMMUNITY IN PROJECTS' IMPLEMENTATION



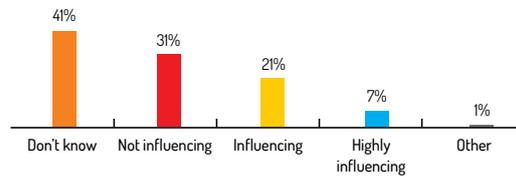
At the same time, community influence at any stage of the project (planning, implementation and overseeing) also did not fetch significant responses in its favour. This supposedly weak involvement of community clearly points towards non-adoption of demand-driven approach where citizens express their interest and demonstrate that by significantly contributing in undertaking development projects.

FIGURE 51: LOCAL DEVELOPMENT PROJECTS AND POLITICIANS' INFLUENCE



Contrary to this, political influence on awarding, commissioning and implementation of local development projects, particularly in least developing countries, is widely observed that puts a serious question mark on transparency and accountability of such projects. Community perceptions pertaining to politician influence on district development projects did not differ to the aforesaid universal perception (see figure 51). This reported influence of politicians on local development projects in Malakand Division can possibly be minimised by putting the community in charge of executing those projects.

FIGURE 52: LOCAL DEVELOPMENT PROJECTS AND COMMUNITY INFLUENCE



3.5 CITIZENS SUGGESTIONS TO IMPROVE TRUST ON GOVERNMENT

The citizens are the best judge in rating government's performance and also in suggesting measures to improve citizens' trust and confidence on government. The interviewed community was asked freely to recommend more than one step that they presume will improve government rating amongst them. In this regard, number of actions, improvements, and measures suggested by the citizens were then clubbed into seven important areas to project the true essence of community's suggestions.

Of the multiple suggestions from each citizen, however, all of them perceive that the government can build and further strengthen people's trust through focusing on community infrastructure (in all sectors). Conceivably, development work itself advocates and promotes government's repute that ultimately lead to trust and confidence building among the masses. Along with the development work, a handsome proportion (46 percent) of the responding citizens proposed provision of basic utilities (electricity, gas and telephone) to improve trust and confidence level of citizens.

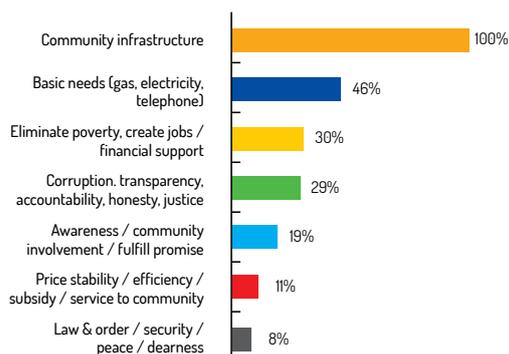
In view of 30 percent of the surveyed citizens, government should take significant measures towards poverty alleviation, creating more job

opportunities and initiating financial support programmes to win over the poor segment of the community. Almost the same proportion was of the view that controlling corruption in public sector departments, ensuring transparency and merit during employments, outsourcing development work, awarding projects on merit, holding each level government officials accountable, deploying honest and capable officials, and making justice accessible and affordable for all, would be instrumental in improving worth and say of the government.



Moreover, nearly one-fifth (19 percent) also opined that the government can build and improve community trust through creating awareness about its activities, involving community in development work and fulfilling promises committed during election campaign. However, relatively smaller number of the citizens (11 percent) proposed governance efficacy in bringing price stability, offering subsidy on agricultural inputs and improving service delivery along with 8 percent pointing towards maintaining law and order as the driving factors towards good governance.

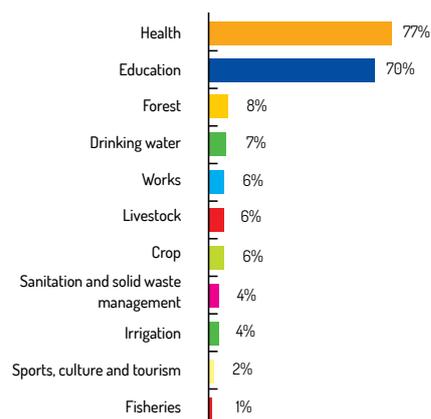
FIGURE 53: CITIZENS' SUGGESTIONS TO IMPROVE COMMUNITY TRUST ON GOVERNMENT



3.6 CITIZENS' PERCEPTIONS ABOUT SERVICE DELIVERY

To look at the quality and delivery of sector wise services by district government, citizens' visits to different departments during the last three years, recently visited offices and sectors' performances rating in terms of fulfilling community needs by the respondents were determined during baseline survey. The sectors included in survey were education, health, agriculture, livestock, fisheries, works, irrigation, sports & culture, forest, drinking water, and sanitation & solid waste management. Unfortunately, a scanty proportion (less than 10 percent) of the citizens affirmed their visits to almost all sectors except the health and education facilities which have been availed by (77 percent and 70 percent respectively). The experiences and perceptions of significant number of citizens visiting education and health sectors can be considered as a mass voice, while survey findings related to rest of the sectors could not be generalised.

FIGURE 54: CITIZENS VISITING TO/AVAILING FACILITY OF DIFFERENT DEPARTMENT

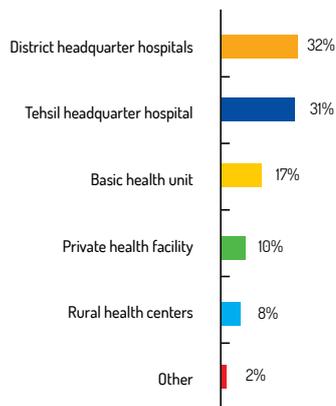


3.6.1 HEALTH

Provision of health facilities fall under the foremost responsibilities of the government. Assessing citizens' experiences and perceptions related to the availability of different types of

health facilities and overall government performance in fulfilling people’s health related issues was very important in determining priority needs of the target community. Summarised analysis presented in figure 57 depicts that more than three-fourth (77 percent) of the surveyed households availed health facility during the last three years while the rest (23 percent) did not avail any kind of health facility. Amongst various types of health facilities available at different administrative units (district, tehsil, union council and village), the District Headquarter (DHQ) Hospitals appeared as the most visited health unit by nearly one-third (32 percent) of the respondents, followed by Tehsil Headquarter (THQ) Hospitals (31 percent), Basic Health Units (BHU), Private Health Facilities (10 percent) and Rural Health Centers (RHC). Relatively, a large proportion of citizens either visiting DHQ or THQ hospitals clearly points towards insufficient or inadequate health facilities at union council level i.e. BHUs and RHCs.

FIGURE 55: CITIZENS VISITING/AVAILING HEALTH FACILITY

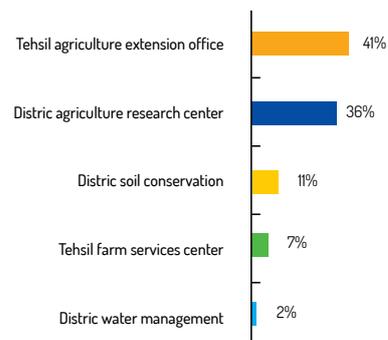


3.6.2 AGRICULTURE

Pakistan is predominantly an agricultural country as it contributes 21.4 percent to overall gross domestic product and employs 46 percent of total labour force. Additionally, almost two-third population directly or indirectly earns its means through this sector. Eliciting people’s

experiences and perceptions related to different agricultural sub-sectors like crops, livestock and fisheries was very important in determining state of service delivery by this sector. Unfortunately, a very small proportion (less than 10 percent) of interviewed citizens visited any office of agricultural sub-sectors during the last three years (see figure 59). But this does not imply that either agricultural offices do not exist in the target districts or community does not face any problem in cultivating agricultural crops, raising animals and maintaining fisheries. This statistic points towards the need for exploration of possible reasons for the infrequent visits of the community to offices of such an important sector. Of the citizens who visited any of the offices related to agriculture, relatively large proportion visited the Tehsil Agricultural Extension Office followed by the offices District Agricultural Research, District Soil Conservation, Tehsil Farm Services Center and District Water Management Office (see figure 56).

FIGURE 56: CITIZENS VISITING AGRICULTURE OFFICES

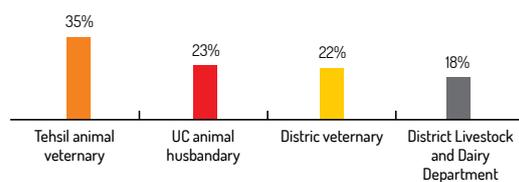


3.6.3 LIVESTOCK

Like agriculture, visits to livestock sector also depicted insignificant proportion of affirming responses (6 percent) while an extreme majority (94 percent) either have had never visited any of the livestock offices or the households did not keep any animal at home. Amongst different livestock departments, Tehsil

Animal Veterinary is recently visited by a comparatively large number of citizens (35 percent) to that of Union Council Animal Husbandry suggesting insufficient livestock care facilities at union council level. However, a very low number of citizens reported visits to the offices of District Veterinary and District Livestock Departments.

FIGURE 57: CITIZENS VISITING DIFFERENT LIVESTOCK OFFICES



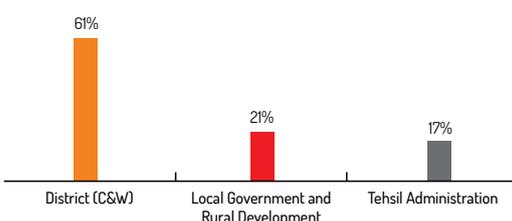
3.6.4 FISHERIES

During the last three years, the proportion of citizens visiting fisheries sector further declined to 1 percent as compared to agriculture and livestock. All those who reported visit under this sector went to the offices of District Fisheries Department.

3.6.5 COMMUNICATION AND WORKS

The data summarised in figure 61 reports a low number of citizens (6 percent) visiting any of the offices of the Communication and Works Department during the last three years. In this context, most of the visits happened to the offices of the District Communication and Works Department, followed by Local Government and Rural Development and Tehsil Municipal Administrations.

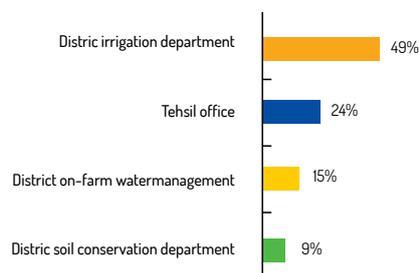
FIGURE 58: CITIZENS VISITING DIFFERENT COMMUNICATION AND WORKS OFFICES



3.6.6 IRRIGATION

Again, a very small proportion (4 percent) of the respondents affirmed visits to any office of Irrigation Department during the last three years (see figure 59). District Irrigation Department and Irrigation Tehsil Offices were recently visited by relatively more number of citizens compared to On-farm Water Management Department and District Soil Conservation Department (see figure 62).

FIGURE 59: CITIZENS VISITING IRRIGATION OFFICES



3.6.7 SPORTS, CULTURE AND TOURISM

Almost negligible proportion (1 percent) of the respondents visited any office of the Sports, Culture and Tourism Department during the last three years.

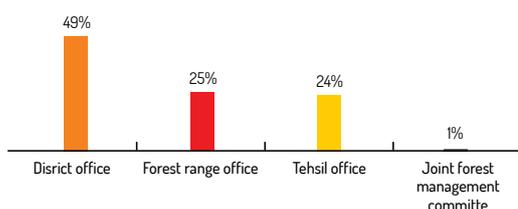


3.6.8 FOREST

Forest offices situate at district and tehsil level are mandated with continuous afforestation in their locality, controlling deforestation and ensuring enactment of legal proceedings against timber mafia. Though majority of the forest area comes under government control, however, small proportion of the farmers raise forest trees on their marginalised and uncultivable

land. During the course of survey, the interviewed households were asked if they have ever visited any of the forest office during the last three years. Only 8 percent of them replied in affirmative, whereas, almost 92 percent have had never visited such offices. Of them, majority (49 percent) visited District Forest Office followed by Forest Range Office (25 percent) and Tehsil Office (24 percent).

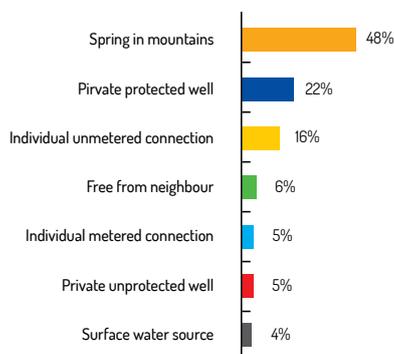
FIGURE 60: CITIZENS VISITING DIFFERENT FOREST OFFICES



3.6.9 DRINKING WATER

The state of drinking water supply in Malakand Division suggests that nearly half (48 percent) of the population depends on natural water supply i.e.

FIGURE 61: MAIN SOURCE OF DRINKING WATER



springs in mountains. This means that the women have to fetch water from springs at opportunity cost of time that they could spend on income generating activities. This further necessitates putting in place a piped water supply system to bring water from natural sources to settlements for further distribution. In the target area, a significant proportion (22 percent) of the citizens also use private protected well and 16 percent of them have individual unmetered connections to meet their daily water requirements. Great variations in the availability of water supply sources amongst different districts obviously propose adopting a mix-and-match approach rather than a one-size-fit-all strategy in Malakand Division.

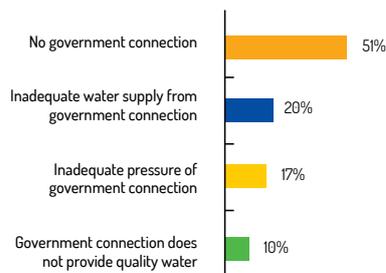
Looking at the top most water supply source in each district (see table 2), private protected wells happen to be the main source in Malakand district and second most important source in Swat and Dir Lower districts. Contrary to this, mountain springs are predominant source of water for the community of Dir Upper, Shangla and Lower Dir districts and second important source for the people of Chitral. Unlike all the other districts, almost three-fourth (73 percent) of the community in Chitral largely takes water from individual unmetered connections to city pipeline, suggesting free of cost or subsidised water supply to the district community. The predominant reason is that AKRSP has substantially supported Chitral community in drinking water supply schemes.

TABLE 2: MAIN SOURCE OF DRINKING WATER BY DISTRICTS

		MAIN SOURCES					
		Chitral	Shangla	Swat	Dir Lower	Dir Upper	Malakand
First		Individual unmetered connection	Spring in mountains	Spring in mountains	Spring in mountains	Spring in mountains	Private protected well
	Second	Spring in mountains	Individual unmetered connection	Private protected well	Private protected well	Private unprotected well	Spring in mountains

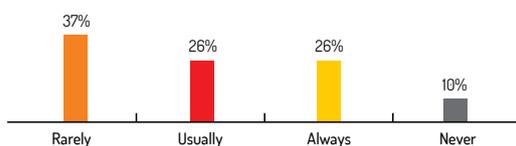
Further exploration of reasons for getting water from private sources cited unavailability of government connections (88 percent) followed by inadequate water supply from government connections (13 percent) and less water pressure in government supply lines (5 percent).

FIGURE 62: REASONS OF USING PRIVATE WATER SOURCES



Overall state of drinking water supply looks discouraging as sufficient water is available to only one-third community of Malakand Division. Moreover, 10 percent of them are left to live with inadequate drinking water permanently. Little above half of the population is blessed with sufficient water either always or usually in the target area. This existing state of drinking water supply poses a great challenge for the CDLD Programme as it is in need of significant interventions and investments on establishing main water supply system in the target area.

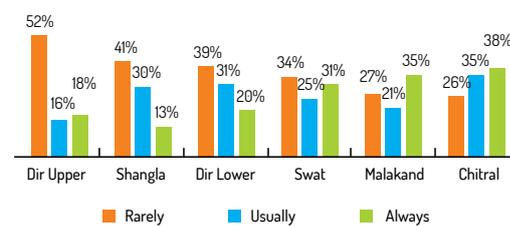
FIGURE 63: STATE OF SUFFICIENT DRINKING WATER SUPPLY



The interdistrict comparison of drinking water supply summarised in figure 67 places Dir Upper at the worst with more than half (52 percent) of the population living with rare water supply. Chitral is at the other extreme where almost three-fourth (73 percent) of the surveyed

population is blessed with sufficient water supply either always or usually. Along with Dir Upper, the state of drinking water supply is also dismal in Shangla and Dir Lower where more or less one-fifth of the population is faced with rare supply of drinking water. The same trend also appeared under sectoral prioritisation analysis with the municipalities sector being prioritised amongst the top five sectors in these districts.

FIGURE 64: DISTRICT WISE STATE OF SUFFICIENT DRINKING WATER SUPPLY



Citizens visiting drinking water departments:

Interaction between community and government departments related to drinking water supply has been reported as weak with a clear majority (93 percent) of the citizens reported to have never visited such department's offices of the visiting citizens, relatively a large proportion (two-third) of urban community visited Tehsil Municipal Office, whereas, almost half of the rural households went to the offices of Public Health Engineering Department for drinking water related issues. Both urban and rural citizens also reported to have visited irrelevant departments, such as urban citizens visiting the offices of public health engineering and rural citizens visiting tehsil municipal offices.

3.6.10 SANITATION AND SOLID WASTE MANAGEMENT

Proper sanitation and solid waste management play significant role in maintaining a clean and healthy environment. The access and effectiveness of such departments was

also assessed during the course of the survey. Only 4 percent of the sampled respondents visited any offices of relevant department during the last three years. The respondents has primarily visited Tehsil Municipal Offices to sort out sanitation and solid waste management issues.



3.7 CITIZENS' RATING OF VARIOUS DISTRICT LINE DEPARTMENTS

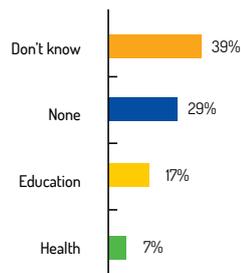
Community is the main stakeholder in a district where the district administration's actions largely pertains to them. Therefore, the citizens could be the best judge to assess the performance of district departments with respect to making community aware of their activities, taking citizens' consent in decision making, preferring citizens' needs over departmental needs, controlling law and order, following rules and regulation, and ensuring accessibility for citizens.

3.7.1 GOVERNMENT DEPARTMENTS THAT ARE MOST LIKELY TO INFORM ABOUT ITS ACTIVITIES AND DECISIONS

On account of weak interaction between community and district administration, nearly two-fifth (39 percent) of the citizens don't know which department is most likely to provide information about its activities and decisions. And interestingly, well above one-fourth (29 percent) of the

citizens were of the view that none of the government department is likely to share any information. Only a couple of district departments i.e. education and health are considered most likely to share information about its activities and decisions with the community by merely 17 and 7 percent of the interviewed citizens' respectively.

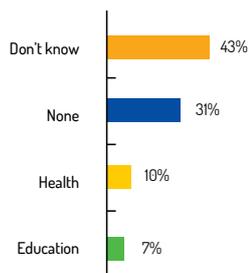
FIGURE 65: GOVERNMENT DEPARTMENTS MOST LIKELY TO PROVIDE INFORMATION ABOUT ACTIVITIES AND DECISIONS



3.7.2 GOVERNMENT DEPARTMENTS THAT ARE MOST LIKELY TO CONSIDER THE NEEDS OF CITIZENS IN DECISION MAKING

In this regard, the pattern of citizens' aspirations turned out same as that of the preceding section that a major cohort (43 percent) of surveyed citizens does not know which department would possibly involve citizens in decision making and two-fifth (31 percent) perceived that none of the government departments would take such a step. Whereas, smaller proportions of 10 percent and 7 percent looked optimistic about education and health departments respectively in considering citizens' needs before decision making.

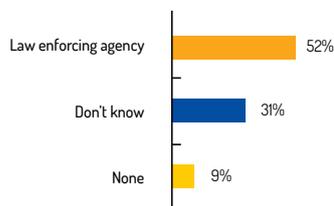
FIGURE 66: GOVERNMENT DEPARTMENTS MOST LIKELY TO FIND OUT CITIZENS' THINKING



3.7.3 GOVERNMENT DEPARTMENTS THAT ARE MOST LIKELY TO FOLLOW RULES AND REGULATIONS

In the view of community, law enforcement agency is the only government department that is most likely to follow rules and regulations. This community perception clearly points towards non-compliance of devised rules and regulations by the rest of the district departments. To win citizens' trust and confidence, the government departments are required to bring discipline in their work and strictly adhere to laid down rules and regulations.

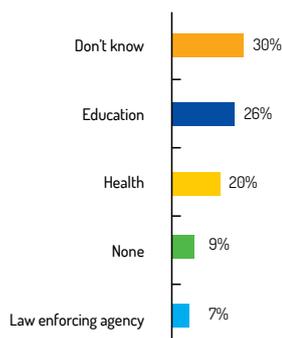
FIGURE 67: GOVERNMENT DEPARTMENT MOST LIKELY TO FOLLOW RULES AND REGULATIONS



3.7.4 GOVERNMENT DEPARTMENTS THAT ARE EASILY ACCESSIBLE

The community of Malakand Division perceives that education and health departments are most likely accessible by the citizens compared to other government departments. With this, relatively smaller proportion (7 percent) also rated law enforcing agency as one of the easily accessible government departments. Within this perspective, there is a greater need to create an enabling governance culture to maximise community outreach to government departments.

FIGURE 68: EASILY ACCESSIBLE GOVERNMENT DEPARTMENTS



3.8 CITIZEN PERCEPTIONS ABOUT THE LOCAL GOVERNMENT SYSTEM

Under true democracy, local government system becomes the foremost platform where people can register their complaints, raise their problems and find quick solutions according to their satisfaction. Though Pakistan is a democratic state, the system is still in a nascent phase. The local government election was conducted just before the commencement of this baseline survey. Appraising people's perceptions regarding this new governance setup was very important as CDLD Policy encompasses significant role of elected local representatives in scrutiny and implementation of proposed local development projects that are much needed.

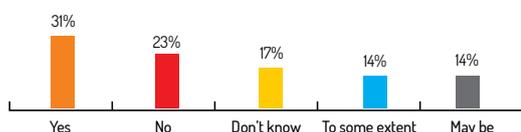


A mixed bag of community trust on local government system appeared during the course of survey. Discontinued and weak local government system are amongst the foremost reasons for this perception. Inconsistency in the running of the system and not staying true to the essence of local government system have always impeded the trickle down of benefits of basic democracy towards the grass root level in Pakistan.

Objective assessment of people's perception in this regard demonstrates that nearly one-third (31 percent) considered

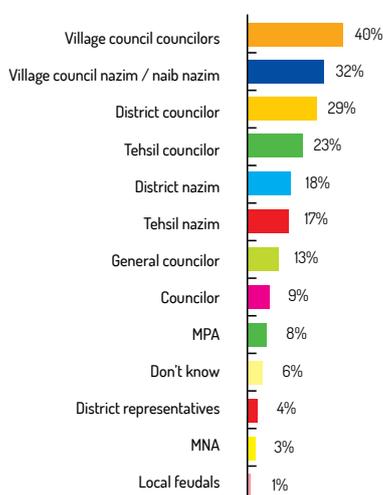
local government system instrumental in addressing their needs and problems, less than one-fourth (23 percent) were found to be pessimistic deeming the system ineffective, 17 percent did not know about the system (a pretty high percentage), 14 percent perceived supportive role of such system to some extent and the same proportion was indifferent whether or not the local government system would be effective in solving community problems (see figure 69).

FIGURE 69: LOCAL GOVERNMENT SYSTEM WILL HELP TO ADDRESS COMMUNITY NEEDS



In the context of development needs, majority of the citizens considered more effectiveness of community representatives at union council level (nazims, councilors etc.). They opined least usefulness of district government representatives and MPAs / MNAs following the setup of the existing local government system. Therefore, delegating powers to community representatives at union council level and extending more

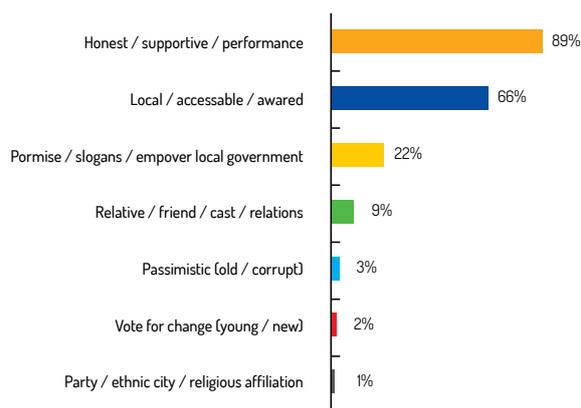
FIGURE 70: AFTER LOCAL GOVERNMENT SYSTEM WHO WILL ADDRESS COMMUNITY NEEDS



autonomy (in terms of spending funds and generating revenues) to this unit. This will lead to improved community trust on government and will certainly develop sense of ownership among the citizens.

Subsequent to the above perceptions, the citizens were further asked “why do you think so?”. The responses thus obtained were then clubbed under six broad categories including i) geographic factor in terms of access / awareness, ii) family / personal relations, iii) candidates’ personality traits and past performance, iv) citizens’ intention to strengthen local government system and optimism towards candidates’ promises / slogans, v) to vote for change, and vi) ethnic / religious / party affiliations.

FIGURE 71: REASONS OF COMMUNITY OPTIMISTIC PERCEPTION REGARDING LOCAL GOVERNMENT SYSTEM

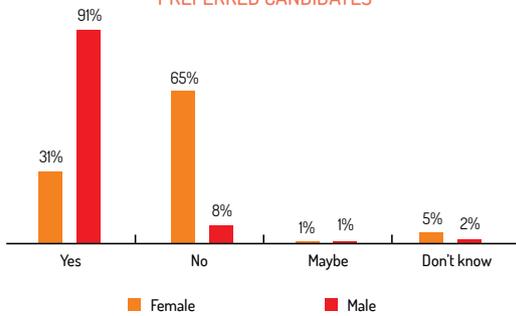


In this regard, candidates’ personality traits and past performances influenced an overwhelming majority (89 percent) of citizens while two-third trusted local representatives who presumably are well aware of the local development needs and are easily available for the community. Moreover, little above one-fifth (22 percent) responded in favour of strengthening the local government system and were found optimistic about candidates in fulfilling their agendas, slogans and promise and relatively a smaller proportion (9 percent) voted on behalf of family and personal relations.

A scanty proportion (3 percent) was also found pessimistic about this local government system and did not vote for any candidate or party.

Related to sanctity of the vote, the current electoral process looks questionable as nearly two-third of women and 8 percent of men reportedly could not vote for their preferred candidates. This trivial state of voting liberty for people, particularly for women, necessitates concrete measures and mechanisms to be put in place to ensure the right to vote for all.

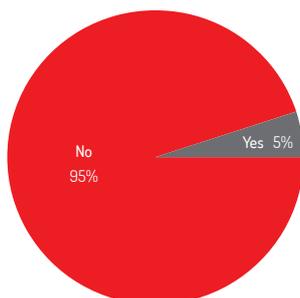
FIGURE 72: CITIZENS SUCCEEDING TO VOTE FOR THEIR PREFERRED CANDIDATES



3.9 CITIZENS' AWARENESS OF CDLD POLICY

At the time of survey, the citizens were found almost unaware of CDLD Policy and implementation of the CDLD Programme across the target area as only 5 percent of the respondents affirmed to have any information about the programme (see figure 73). Interesting to note here is that

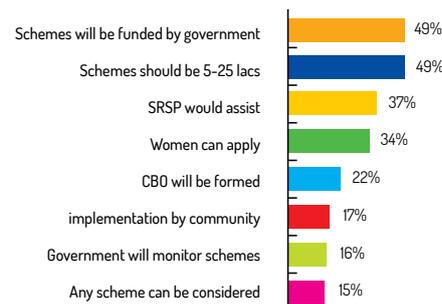
FIGURE 73: CITIZENS AWARENESS OF CDLD POLICY



community itself turned out to be the best information source of CDLD for majority of the citizens (53 percent) along with the government representatives (21 percent). Considering the strong citizens' bonding in Malakand Division, using the community word-of-mouth for implementation of CDLD Programme would more likely be a successful awareness and outreach tactic.

Of the citizens having information about the CDLD Programme, nearly half (49 percent) of the respondents were aware of the minimum and maximum ceiling of the funds fixed for projects' approval under the CDLD Policy and the same proportion also knew that government would provide funds for implementation of community identified projects. Awareness regarding the supportive role of SRSP and women eligibility for CDLD projects was found among 37 percent and 34 percent of the responding citizens, respectively. Whereas information regarding Community Based Organisation's (CBO) formation to be essential prior to disbursement of funds, implementation of projects and monitoring by government was known to only 22, 17 and 16 percent of citizens, respectively.

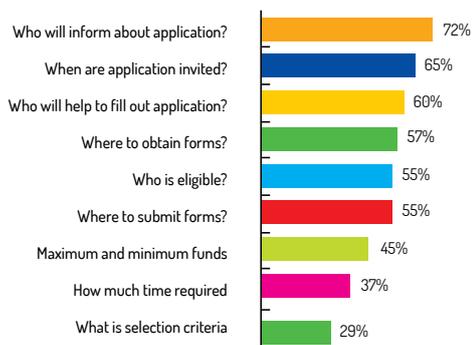
FIGURE 74: CITIZENS HAVING DIFFERENT CDLD PROGRAMME INFORMATION



Considering the low levels of awareness about CDLD, majority (72 percent) intended to know "who will inform them about applications", and more or less two-third inquired "when these applications will be invited" and the same proportion wanted to know "who will support them in filling those applications". Additionally, a little less than three-fifth (57 percent) of

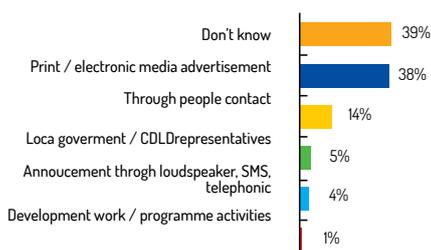
the community members wanted to know the relevant office to obtain application forms and more than half (55 percent) of them asked “where to submit those forms”. Eligibility criteria and funds ceilings are also not known to 55 percent and 45 percent of the citizens, respectively.

FIGURE 75: INFORMATION NEEDED BY CITIZENS TO ACCESS CDLD PROJECTS



Considering these statistics, there is need to start a comprehensive awareness raising programme for CDLD at the community level. Maximum knowledge about the CDLD Policy and the CDLD Programme will eventually support community in identifying those development project that come under CDLD framework. With specific reference to the CDLD Policy, almost all of the responding citizens were of the view that it is not easily understandable by the common man. To create large scale awareness of this new model of community development, disseminating information through print and electronic media as well as through the community itself (word-of-mouth) are considered to be effective means of communication by the citizens (see figure 76).

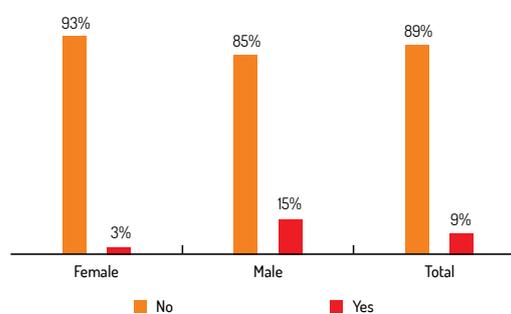
FIGURE 76: CITIZENS' SUGGESTIONS TO RAISE AWARENESS ABOUT CDLD



3.10 STATE OF COMMUNITY BASED ORGANISATIONS

Community organisations have remained instrumental in meeting development needs under various social systems across the globe due to their shared goals and collective objectives. Development through participatory approaches has also become need of the time, particularly for least developing and developing countries. Considering the built-in role of CBOs in the implementation of CDLD Policy, it was essential to determine the existing state of people's association and membership with their respective CBOs. On an overall basis, the membership of CBOs looks extremely low due to the fact that less than 10 percent of the surveyed community members possessed membership of any CBO while the majority have had never been associated with any organisation of such nature.

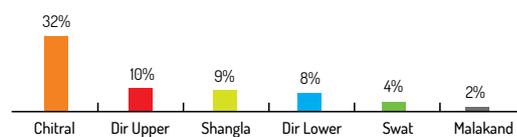
FIGURE 77: CITIZEN MEMBERSHIP OF CBO'S



The state of women CBOs is even worse as almost a negligible proportion of women respondents (3 percent) affirmed their membership. Considering this statistic, substantial efforts would be required to organise the community for proper implementation of CDLD Policy. Interdistrict comparison of CBOs' membership of community exhibits great variation ranging from merely 2 percent in Malakand district to 32 percent in Chitral district. Certainly, less efforts and time would be required to implement the programme in Chitral compared to other

districts, particularly Malakand. Of the total CBOs in Malakand Division, a little over one-third (34 percent) of the CBOs are found registered with SRSP and nearly one-fourth with AKRSP. Thus, both of these Non-Government Organisations (NGOs) have presence at the grass root level in the Malakand Division and thus have a huge potential as the implementing partners for the programme.

FIGURE 78: DISTRICT WISE CITIZEN MEMBERSHIP OF CBO'S



4.

CONCLUSIONS AND RECOMMENDATIONS

This section presents conclusions and recommendations as way forward for the implementing partners of the CDLD Programme based on the survey findings pertaining to Malakand Division. The collected information was analysed from different angles to extract community perceptions regarding government responsiveness to their needs, community awareness about the various aspects of CDLD, priority sectors for community development and sector based identification of needs.

1. The survey data illustrates that illiteracy, particularly among females, and poverty exists in the target districts where an extreme majority is living below poverty line. Also, majority of the citizens are self-employed or engaged in agriculture for their livelihoods.
2. In the light of these findings, women empowerment through fostering female education, establishing technical and vocational trainings centers for women, extending financial support to women to start and / or expand small and medium enterprises at home, creating

an enabling business environment and more job opportunities for them could be potential interventions to lift a huge segment of the district community above the poverty line.

3. Assessment of survey results leads to the finding that a low proportion of community is visiting any of the government offices during the last three years. On the other hand, even lower proportion of citizens confirmed government officials visiting the community. This weak interaction between government and local community suggests either dismal level of trust of the community on government or unnecessary bureaucratic protocols to meet the relevant government officials.
4. To improve the interaction between citizens and government, there is need for government officials to significantly increase frequency of community visits. One way of increasing interaction from government side is to organise formal events like consultative workshops, field days and open forums to listen to



the citizens' voices. The other option for government officials is to hold informal meetings with villagers in communal places, students in schools, patients in hospitals and farmers in fields to assess citizens' problems, demands and perceptions regarding functioning of the government.

5. As majority of the citizens reported visits to hospitals for medical treatment, to registration offices for provision of identity card and to law enforcing agencies / police stations to register complaint, therefore, community satisfaction rating of these departments could not be generalised for other sectors.
6. Therefore, other government departments need to win their community's confidence through information sharing with the citizens, extending technical guidance and active support to needy ones.
7. A very low number of citizens affirmed formal registration of complaints with any of the government departments. Majority of them cited verbal communication of complaints which obviously points towards the absence of a proper complaint registration and redressal system.
8. Introducing a Complaints Management Information System (CMIS) to monitor and address complaints by citizens while keeping a tab on the performance of investigators is highly essential. Developing a website, tracking via text messaging and an interactive voice recording system are few of the mechanisms that would significantly contribute in enhancing government interaction with citizens. To monitor the performance of staff and the programme as a whole, introducing a continuous improvement benchmarking system and conducting citizens reporting cards exercises would be worthwhile in placing a proper Complaint Redressal Mechanism (CRM). The capacity building of programme staff on utilising information technology and formulating communication strategies would be pre-requisites to establish an efficient and sustainable CRM.
9. Encouraging to note that a large number of citizens are optimistic about the effectiveness of local government system in addressing their needs and problems. After the prevalent local government system, majority perceives the active role of community representatives at union council level (Nazims and Councilors) as compared to district government representatives and MPAs / MNAs. The community perception clearly highlights citizens' ownership, trust and confidence on the existing governance system.
10. Now it is on part of the government to functionalise local governance system in its true letter and spirit to make it effective in addressing community needs and problems. Empowerment of local government system through decentralisation and extending more autonomy (in terms of utilising funds and generating revenues) would be worthwhile in enhancing government's responsiveness to community needs. At the same time, capacity building of local government human resource would be needed to facilitate effective implementation of devolved service functions.
11. There were less satisfactory aspirations voiced by the community regarding district government departments' act of information sharing, community involvement in decisions and projects implementation,



providing opportunities for complaints registration and citizens' suggestions, and community participation in needs' prioritisation and district development budgets. Therefore, there is a greater need to create an enabling environment for enhanced citizens' participation, ownership of development work and confidence building of the respective community. For this, a forum of CBOs would be highly instrumental in determining development needs and thereby devising village development plans to be incorporated in the overall district development plans.

12. Community rated district departments' performance quite low in the implementation of development projects, meeting timelines for completion of projects, maintaining transparency in funds' allocation and spending, and fulfilling community priority needs. Much is needed to improve district administration's performance in timely completion of development projects; bringing more transparency and merit in funds allocation and commissioning work that will lead to better rating in terms of government responsiveness to community needs and problems.
13. Analysis of priority sectors for development indicates that health, communication and works, education, basic utility services and municipalities appeared in order of preference in the target districts. Considering the demand side of needs, the district administration is required to incorporate priority sectors and sectoral needs identified by the district community in its district development strategies.
14. Citizens' perceptions regarding the level of development over the last

three years in fulfilling community needs portray a gloomy picture. Therefore, much is required on the government side to improve citizens' trust. In this context, the initiation of development work in the target areas is suggested by the citizens as a principal tool in improving government's rating and citizens' trust. Also availability of basic utility services and measures to alleviate poverty are also proposed as instrumental in this regard. These suggestions from the community seems valid and district government needs to seriously think on these lines to improve governance.

15. A very small proportion of citizens have membership of CBOs in the target region, therefore, the implementing partner with the mandate of social mobilisation will have to work hard to mobilise the community. CDLD Policy necessitates the formation of CBOs before entertaining development needs of the community. In this regard, engaging the existing forums of NGOs having significant presence in the project area could be worthwhile for the implementation of CDLD Policy.

16. In the context where low awareness about the CDLD Policy exists and where a high number of citizens suggested advertisements through print and electronic media, therefore, launching mass awareness and information sharing campaigns to disseminate procedural details of CDLD Programme through various media would make a big difference in creating mass awareness to foster CDLD Policy implementation.

17. The survey findings also noted the influential role of politicians in planning, implementation and oversight of district development projects as compared to community. This limited involvement of the community leads to lack of citizens' ownership, trust and confidence on government functions and their satisfaction with the quality of work. Therefore, ensuring greater community participation at every stage of project implementation would ensure transparency, enhance community ownership of local development projects and will lead to build citizens' confidence and improve trust on the local government system.







CDLD Policy Implementation Unit

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