

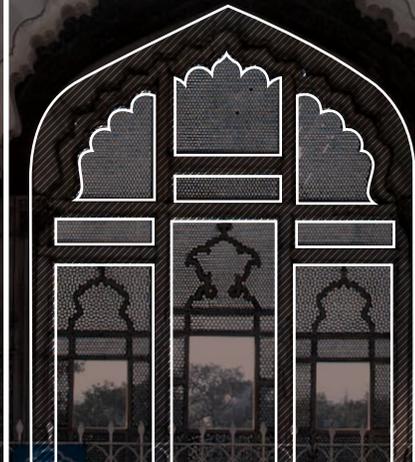


World Justice
Project

The Rule of Law in Pakistan



Key Findings from the 2017 Extended General
Population Poll & Justice Sector Survey



2017

Acknowledgements

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About this Report

About this Report

Strengthening the rule of law is an important objective for governments, donors, and civil society organizations around the world. To be effective, however, strengthening the rule of law requires clarity about the fundamental features of the rule of law as well as an adequate basis for its evaluation and measurement. This report presents select findings from two World Justice Project surveys: the General Population Poll, conducted in Pakistan in August and September 2017, and the Pakistan Justice Sector Survey, conducted in Pakistan in November and December 2017.

The General Population Poll was conducted through face-to-face interviews in 2,010 households distributed proportionately across the five urban areas of Faisalabad, Karachi, Lahore, Peshawar, and Quetta. This poll was designed to capture data on the experiences and perceptions of ordinary people on a variety of themes related to the rule of law, including government accountability, bribery and corruption, crime, and access to justice. The Justice Sector Survey polled 2,010 people using the same methodology as the General Population Poll and was designed to capture data on Pakistanis' views and experiences related to dispute resolution, legal awareness, legal identity, household dynamics, and gender issues.

Overall, this report represents the voices of over 4,000 people in Pakistan and their experiences with the rule of law in their country.

The data derived from both surveys is presented in this report as 12 thematic briefs, each one highlighting a different facet of the rule of law as it is experienced by the population in Pakistan. These briefs touch upon issues of accountability, corruption, fundamental rights, access to information, crime, justice – criminal, civil, and informal – as well as views on women, internally displaced people, and refugees. The thematic briefs are designed to call attention to Pakistan's situation from a national perspective, while simultaneously illuminating key changes over time, comparisons to South Asian peer countries, as well as the unique perspectives of various sub-populations of interest, such as women and respondents across the five selected cities in Pakistan.

Executive Findings

01. **Perceptions of Government Accountability:**

There is a high perception of impunity in Pakistan. Approximately one in five Pakistanis (21%) think that a high-ranking government officer caught embezzling government funds would be prosecuted and punished. On average, since 2013 there has been a steady increase in the number of respondents who believe the accusation would be ignored by the authorities (33%). Overall perceptions of government accountability vary across cities in Pakistan, however. Respondents in Lahore reported the most positive perception of accountability, where 24% believe a high-ranking government officer would be punished for embezzlement, while only 10% of respondents in Quetta believe the same. When compared to other South Asian countries, perceptions of accountability in Pakistan are better than India (19%), on par with Afghanistan (21%) and lower than Nepal (26%), Sri Lanka (31%), and Bangladesh (45%).

02. Corruption Across Institutions: Pakistanis believe that a significant number of authorities are involved in corrupt practices. Police are viewed as the most corrupt authorities by respondents, with 73% of respondents saying that most or all police are involved in corrupt practices. With 32% of respondents saying that most or all judges and magistrates engage in corruption, judges and magistrates are perceived to be the least corrupt by respondents. Despite being viewed as the most corrupt authority in Pakistan, perceptions of police corruption have steadily decreased in the last four years. In 2013, 88% of respondents believed that most or all police were involved in corrupt practices, but this figure decreased to 73% of respondents in 2017.

03. Bribery Victimization: Petty bribery is pervasive in Pakistan. More than half of Pakistanis have paid a bribe to receive assistance from the police (60%), and a quarter have paid a bribe to process a government permit (25%). Overall, there has been a decrease in bribes paid to a police officer, to process a government permit, and to receive medical attention at a public hospital since 2013. When compared to bribery victimization rates of regional peers, rates of police bribery are higher than average in Pakistan,

while rates of bribery to process a permit and to receive treatment at a public hospital are lower than the average for other South Asian countries.

04. Fundamental Freedoms: Pakistanis have moderate views of political and media freedoms in the country, and quite positive views of religious freedoms. Respondents have the most positive views on whether religious minorities can observe their holy days – with 87% agreeing or strongly agreeing – followed by views on whether the media can expose cases of corruption (69%) and whether people can organize around an issue or petition (69%). Since 2016, perceptions of political, media, and religious freedoms in the country have improved.

05. Crime Victimization: Crime rates in Pakistan vary by type of crime and city. On average, 7% of respondents reported that their household experienced a burglary in the last three years, 2% of households experienced a murder, and 15% experienced an armed robbery. Rates of armed robbery are the highest in Karachi (25%), burglary rates are the highest in Peshawar (12%), and murder rates vary between 1% and 3% across all five cities. On average, there has been a decrease in the rates of all three crimes since 2016.

06. Criminal Justice: Incompetence of criminal investigators was cited as the most serious problem facing criminal investigative services in Pakistan. Regarding police conduct, 32% of respondents believe that police always or often act according to the law, and 30% believe that police are always or often punished for violating the law. While these views have fluctuated since 2013, perceptions of police corruption and respect for suspects' rights have improved in recent years. When it comes to criminal courts, inadequate resources were cited as their most serious problem. Views on how often courts guarantee everyone a fair trial and perceptions of corruption have both fluctuated since 2013.

07. Access to Civil Justice: A large majority of those surveyed (82%) experienced a legal problem in the last two years, with problems relating to community and natural resources (51%), consumer disputes

(39%), and public services (28%) being among the most commonly reported issues. Of those who experienced a legal problem, 5% reported that a party involved in the dispute resorted to violence and only 14% turned to an authority or third party to adjudicate, mediate, or help resolve the problem. In terms of problem status, 32% reported that their legal problem was done while 68% reported that their legal problem was still ongoing. Respondents whose legal problem was not yet resolved reported lower levels of satisfaction with the resolution process as well as lower levels of legal capability, confidence, and access to expert help. Nearly half (48%) experienced a hardship as a result of their legal problem, with stress related illnesses being the most common hardship reported.

08. Legal Awareness: Pakistanis have a moderate amount of legal knowledge. Out of 10 true or false statements about legal rights, the average respondent answered 6.1 correctly. The greatest percentage of respondents was able to correctly answer questions related to children's legal rights, with between 78% and 94% responding correctly depending on the question. The smallest percentage of respondents identified the correct answer for questions related to due process and rights of the accused, with between 13% and 87% responding correctly depending on the question. Neither gender nor higher levels of educational attainment correlated with better legal knowledge.

09. Women in Pakistani Society: There are minor differences in men and women's views regarding the rights of women when it comes to divorce and dispute resolution, but the perception gap grows for questions related to inheritance and household dynamics. For example, 64% of female respondents agreed that all children are entitled to a portion of their parent's estate, whereas only 46% of men shared this view. Similarly, 31% of men believe that a man has a right to hit his wife if she misbehaves, while only 20% of women agreed with this statement. When asked about legal identification and literacy, 78% of male respondents reported possessing a birth certificate and 87% were able to read and write. For female respondents, 55% possess a birth certificate and 80% can read and write.¹

10. Internally Displaced People: Views on internally displaced people (IDPs) in Pakistan vary by topic and by city. Only half (50%) of Pakistanis say that IDPs are welcome in their community but more than two thirds (70%) believe that the government is doing enough to help IDPs. These perceptions are the most positive in Faisalabad and the most negative in Quetta. When asked about the seriousness of various issues relating to IDPs, the largest percentage of respondents (62%) said that IDPs spreading violence and extremism was a serious or very serious problem in Pakistan. In terms of IDPs' treatment by certain institutions, 61% of respondents believe that the media portrays IDPs fairly and less than half (46%) think that local residents and IDPs are treated equally by the police.

11. Refugees in Pakistan: Views on refugees in Pakistan vary by topic and by city. Just under half of Pakistanis (49%) say that refugees are welcome in their community, with responses to this question being the most positive in Faisalabad (70%) and the most negative in Quetta (27%). Similarly, on average, 50% of respondents believe that refugees should be guaranteed the same constitutional rights as citizens of Pakistan, with the greatest percentage of respondents agreeing in Peshawar (73%) and the smallest percentage agreeing in Karachi (35%). When asked about the seriousness of various problems relating to refugees, the largest percentage of respondents (73%) said that refugees bringing violence and extremism to Pakistan was a serious or very serious problem. In terms of refugees' treatment by certain institutions, 64% of respondents believe that the government is doing enough to help them, 58% believe that they are treated fairly by the media, and only 43% agree that refugees and citizens are treated equally by the police.

12. Trust in Pakistan: Pakistanis have a high degree of trust in fellow citizens, with 82% reporting that they have a lot or some trust in other people living in Pakistan. Across institutions, Pakistanis have the most trust in the courts (61%) and the least trust in the police (23%). Since 2013, the percentage of respondents who report having some or a lot of trust in the police has steadily risen from 12% to 23%.

¹ The The Pakistani Government reports slightly lower literacy rates of 82% for urban men and 69% for urban women. For additional details, see: http://www.finance.gov.pk/survey/chapters_16/10_Education.pdf.

section

II

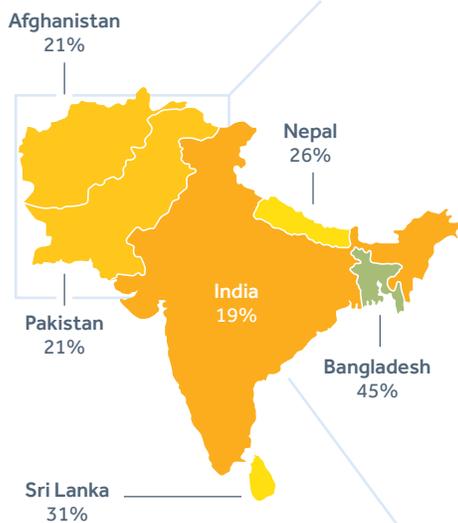
Thematic Findings

Perceptions of Government Accountability in Pakistan

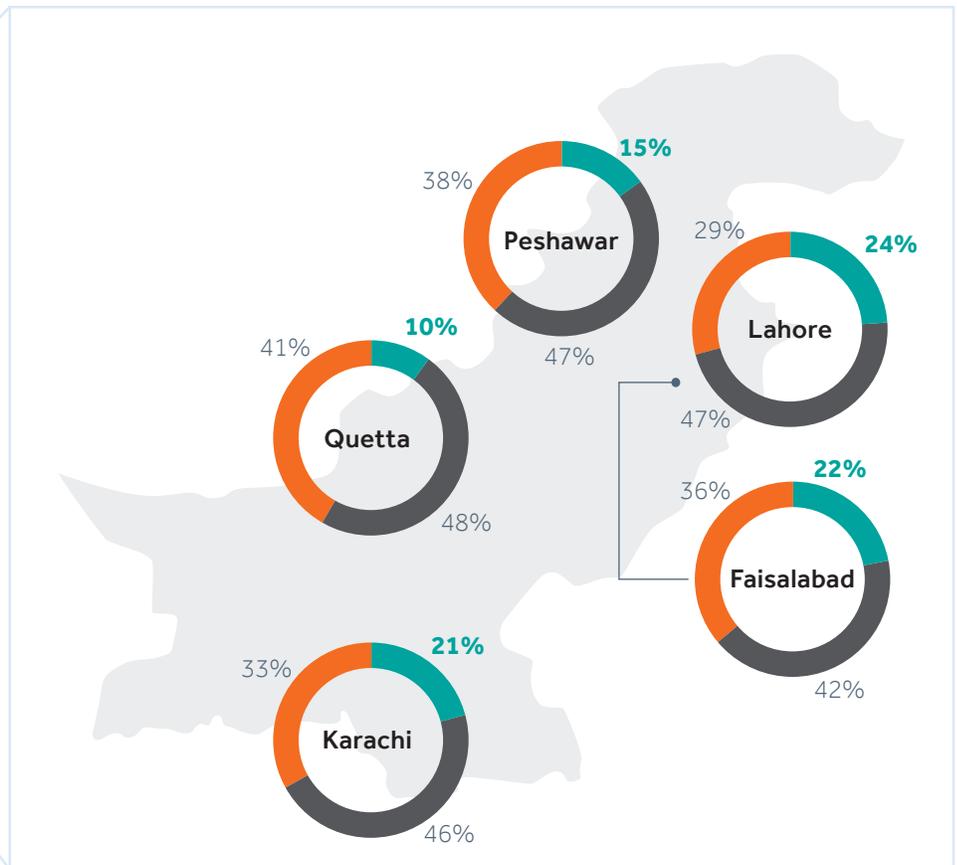
Most likely outcome if a high-ranking government officer is caught embezzling public funds.

Perceptions in South Asia

Percentage that believes the government officer would be prosecuted and punished.

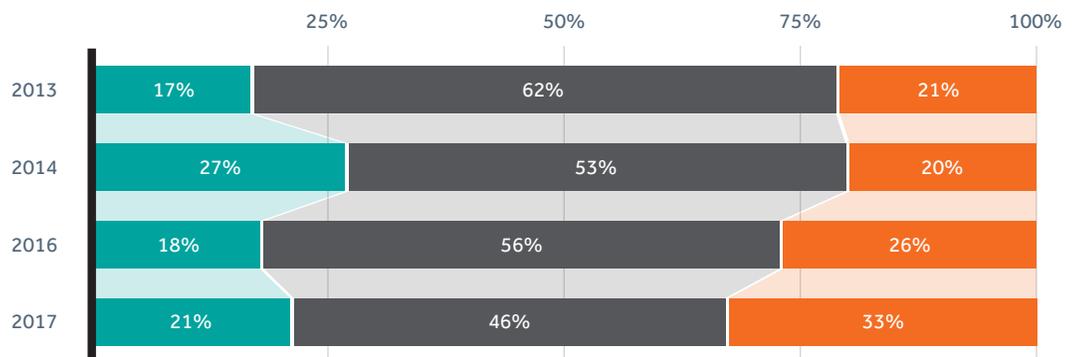


Perceptions in Urban Centers



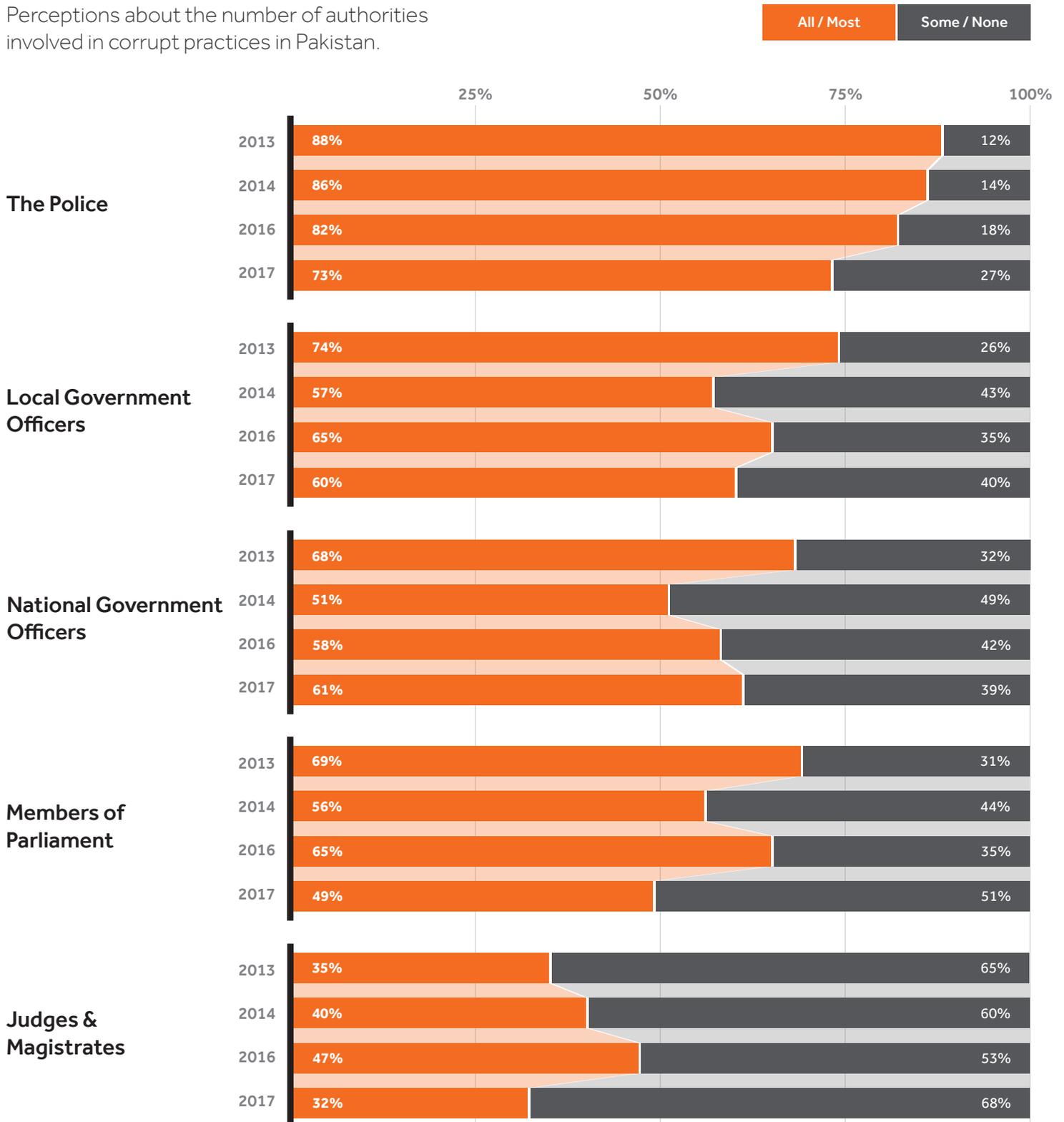
■ The government officer is prosecuted and punished
 ■ An investigation is opened but never reaches a conclusion
 ■ The accusation is ignored by the authorities

Perceptions in Pakistan



Corruption Across Institutions in Pakistan

Perceptions about the number of authorities involved in corrupt practices in Pakistan.

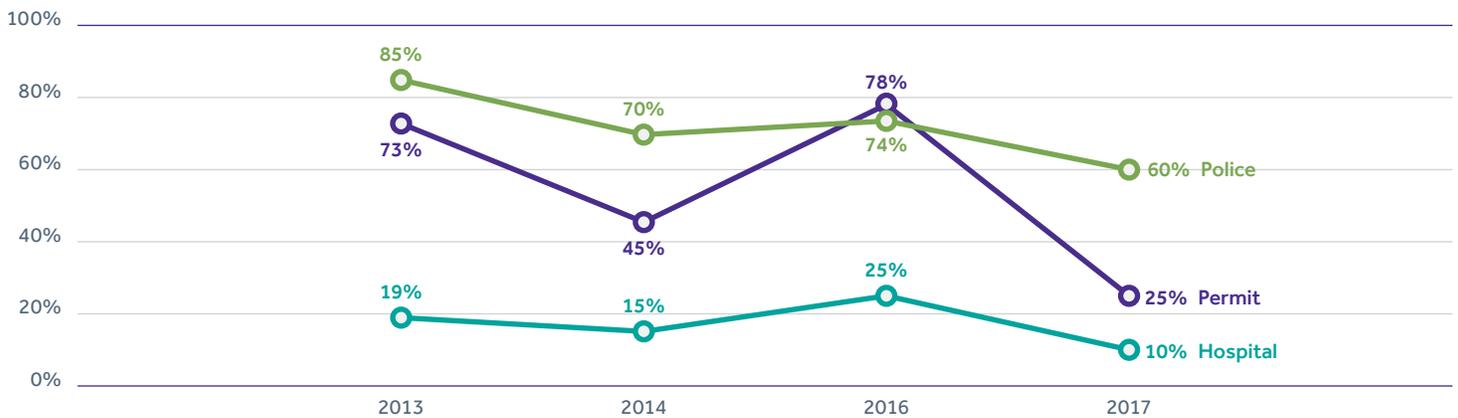


Source: WJP General Population Poll 2013, 2014, 2016 & 2017

Bribery Victimization in Pakistan

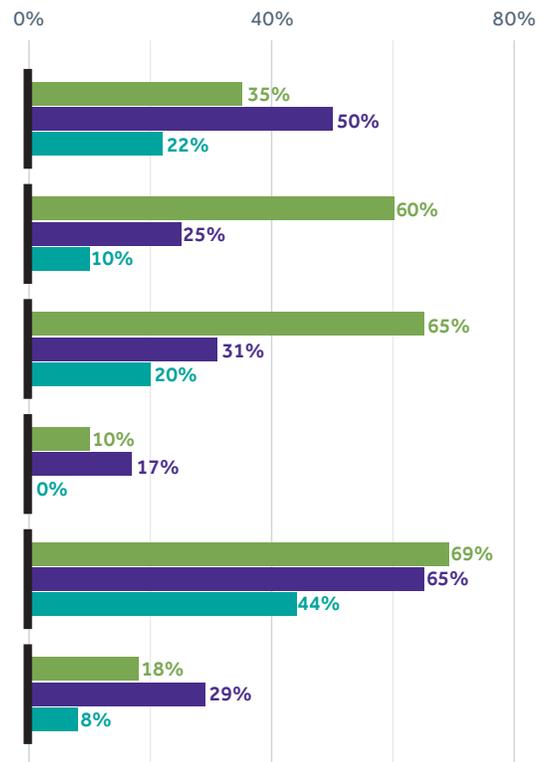
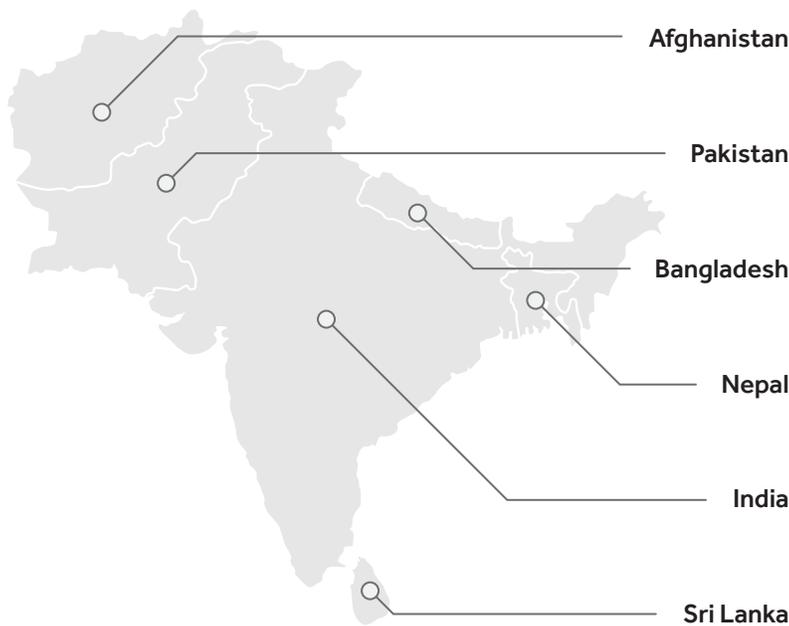
Percentage of people who have had to pay a bribe to request a government permit, to receive medical attention at a public hospital, or to a police officer.

Bribery Victimization in Pakistan over Time



Bribery Victimization in South Asia

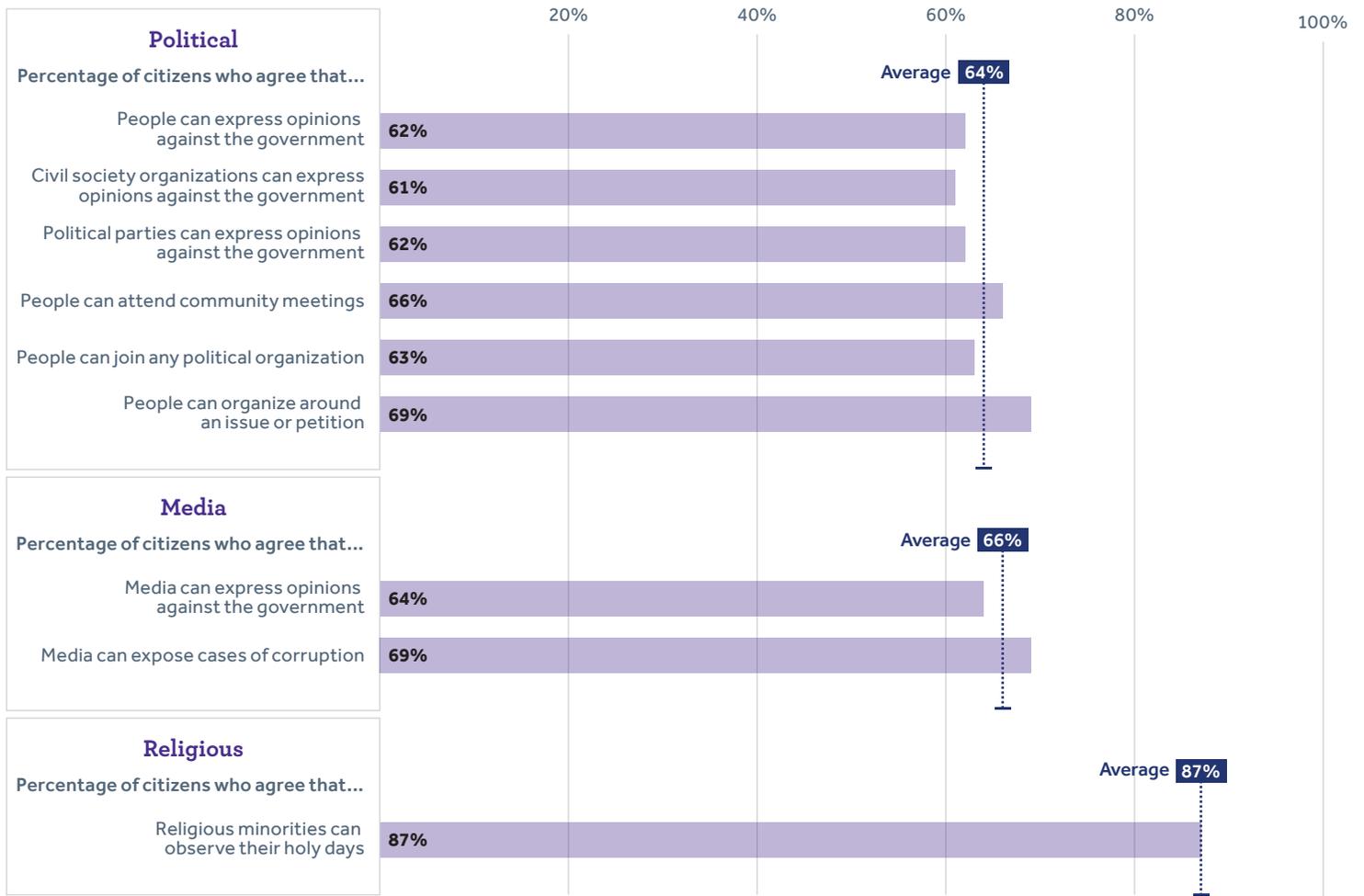
South Asia Averages
 POLICE 43%
 PERMIT 36%
 HOSPITAL 17%



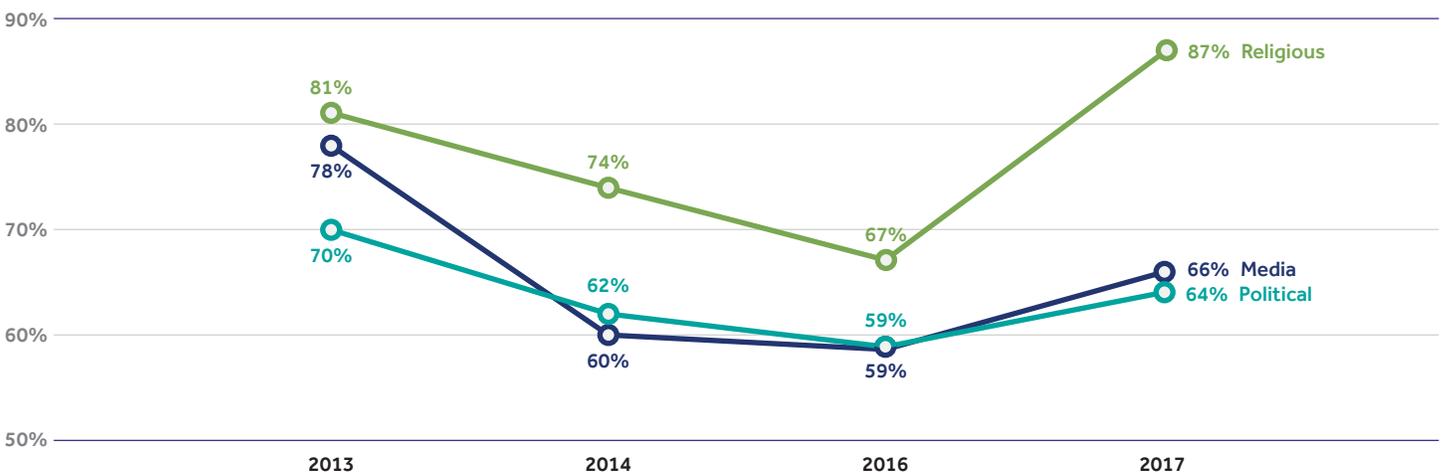
Fundamental Freedoms

Citizens' views on political, media, and religious freedoms in Pakistan.

Breakdown of Fundamental Freedoms Questions



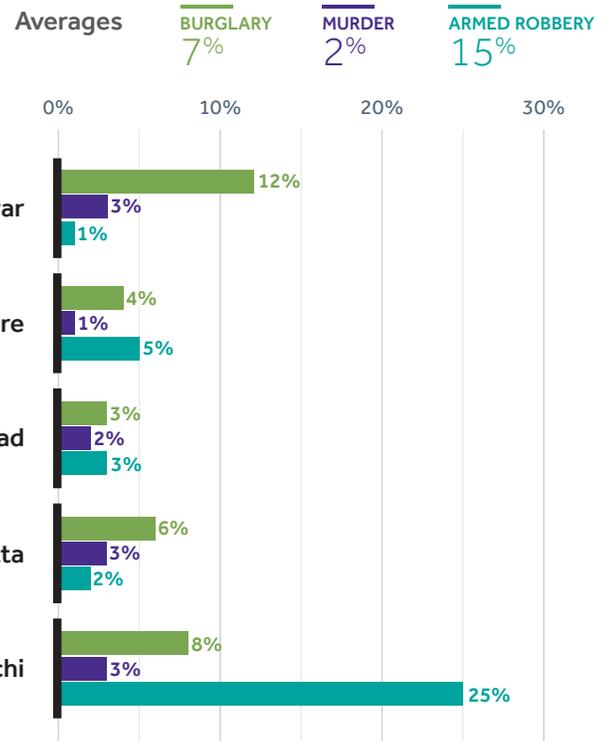
Average of Fundamental Freedoms Over Time



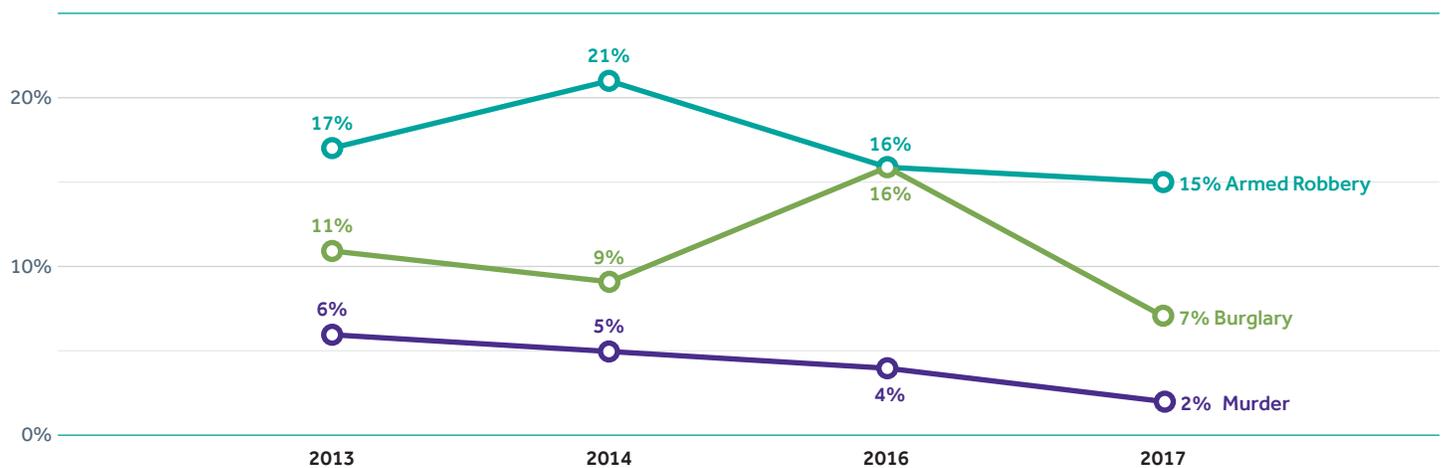
Crime Victimization in Pakistan

Percentage of households that have been victims of burglary, armed robbery, or murder in the last three years.

Crime Victimization by City



Average Crime Rates Over Time



Criminal Justice in Pakistan

Problems of the Criminal Investigative Services

Problems faced by investigative services in Pakistan rated on a scale of 1 to 10¹

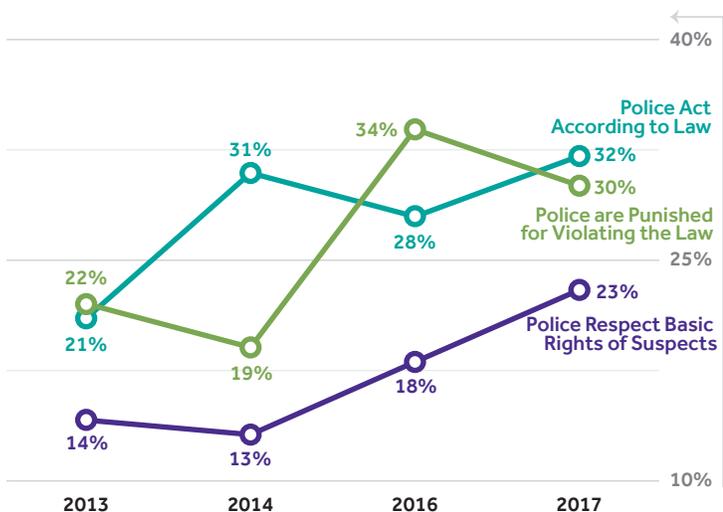


Perceptions of the Police

Accountability

Pakistanis' perceptions of police performance

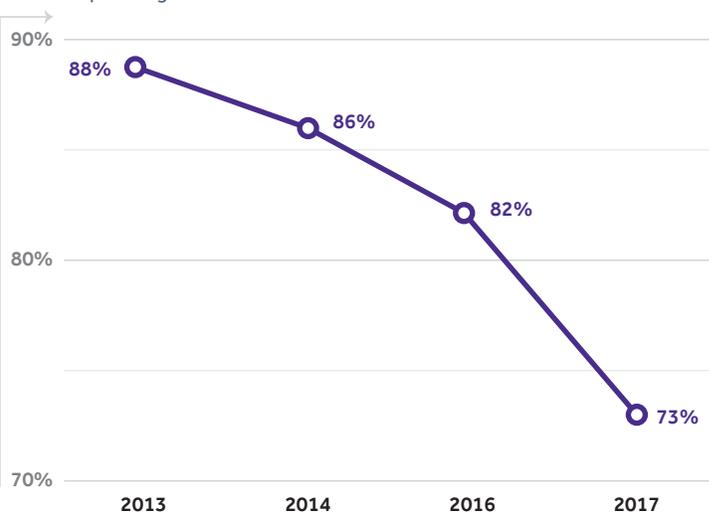
% Responding Always & Often



Corruption

Pakistanis' perceptions about the number of police officers involved in corrupt practices

% Responding Most & All

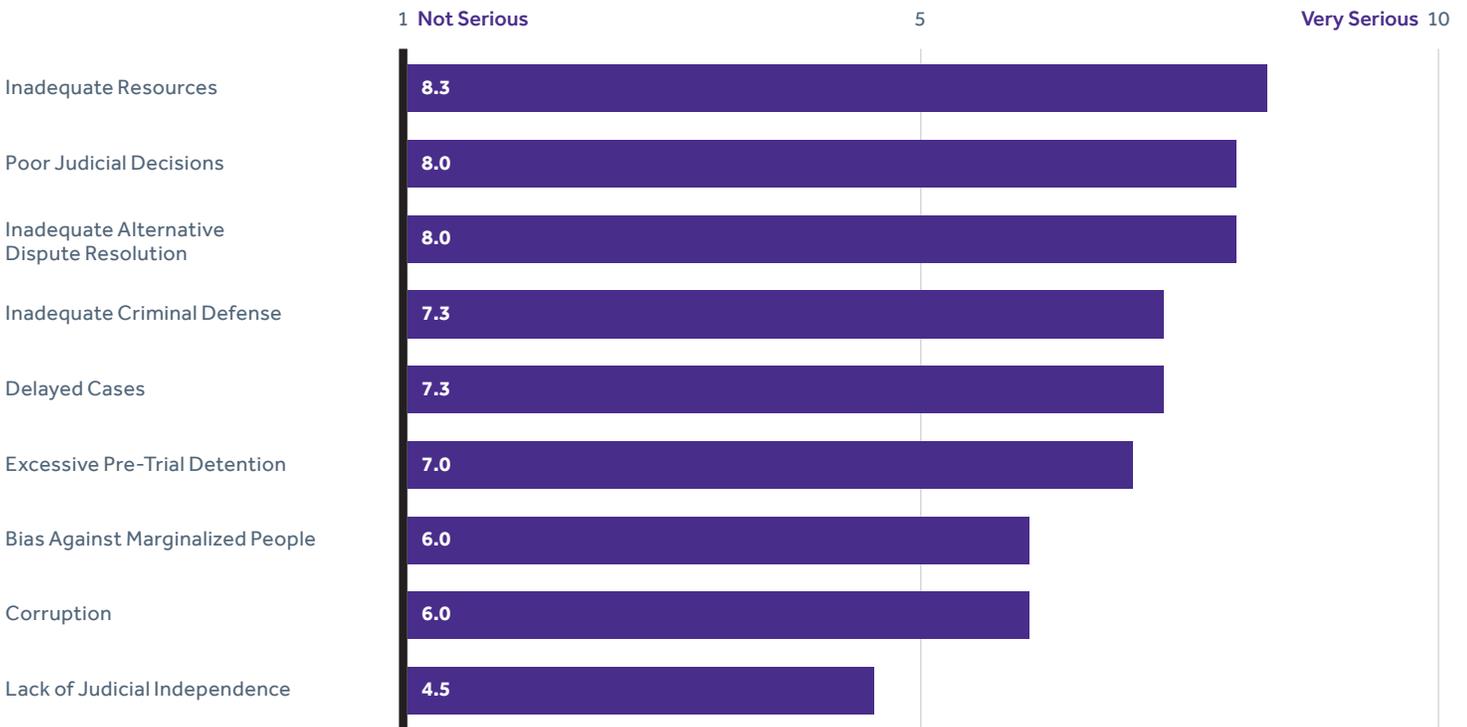


¹ Scores for problems of the criminal investigative services represent average responses from Pakistani criminal justice experts surveyed for the WJP Rule of Law Index 2017-2018. Perceptions data are from the WJP General Population Poll 2013, 2014, 2016 & 2017.

Criminal Justice in Pakistan

Problems Faced by Criminal Courts

Problems faced by criminal courts in Pakistan rated on a scale of 1 to 10²

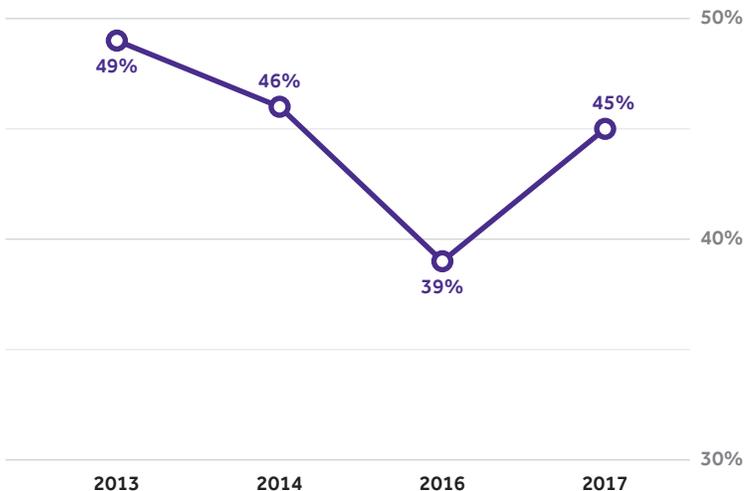


Perceptions of the Courts

Accountability

Pakistanis' perceptions of how often the courts guarantee everyone a fair trial

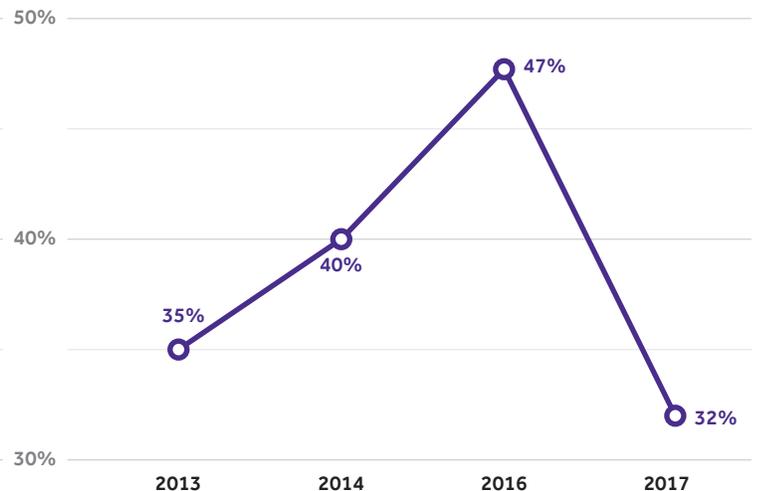
% Responding Always & Often



Corruption

Pakistanis' perceptions about the number of judges & magistrates involved in corrupt practices

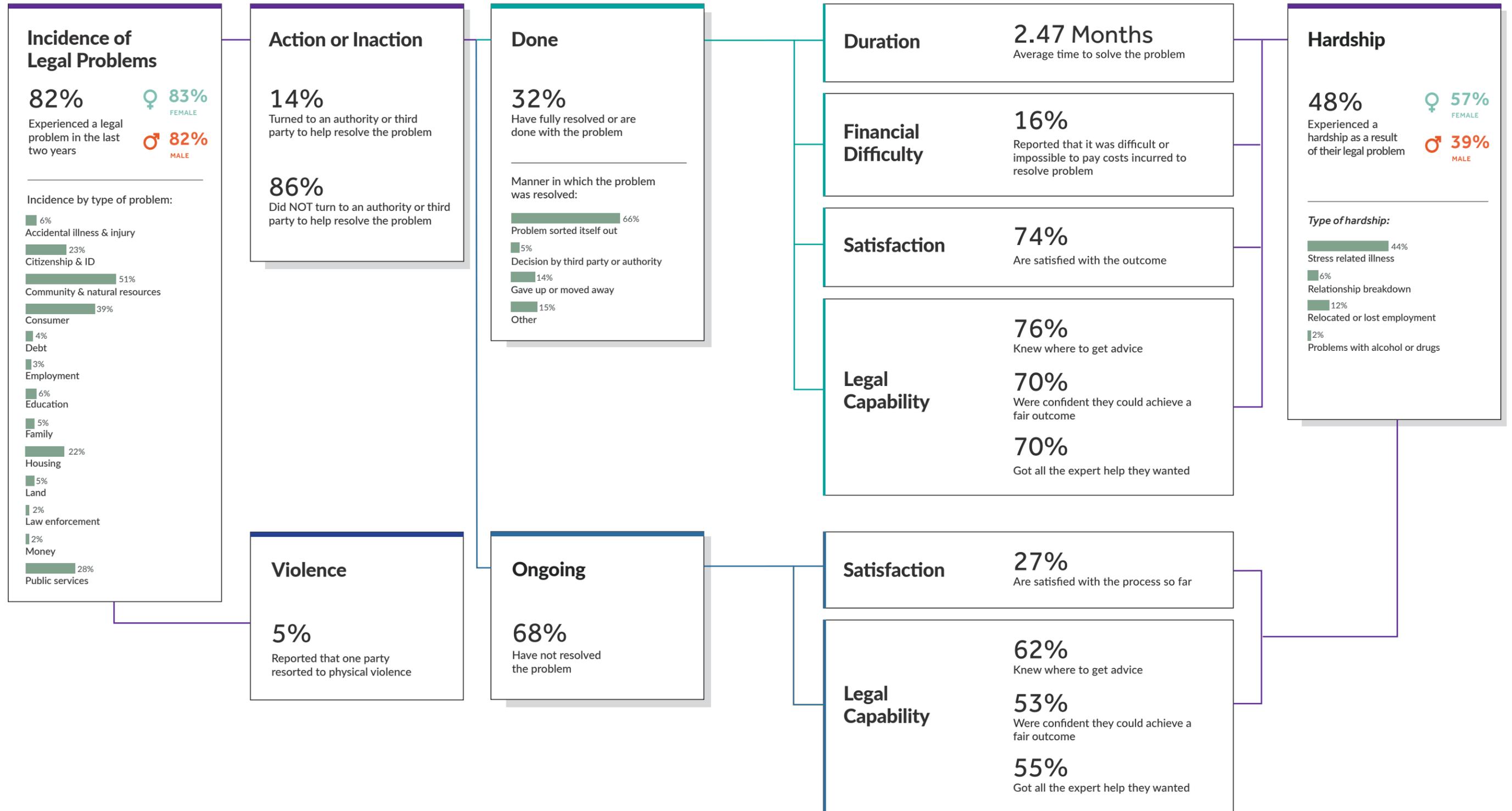
% Responding Most & All



² Scores for problems of the criminal courts represent average responses from Pakistani criminal justice experts surveyed for the WJP Rule of Law Index 2017-2018. Perceptions data are from the WJP General Population Poll 2013, 2014, 2016 & 2017.

Access to Civil Justice in Pakistan

Incidence of everyday legal problems, whether respondents take action to resolve these problems, and experiences with the resolution process.



Legal Awareness

Percentage of Pakistanis who responded correctly to true or false statements about their legal rights.

	Average	Breakdown by Gender		Breakdown by Education			
		Men	Women	No Schooling	Primary Level	Secondary Level	University or Above
Due Process							
A suspect must be informed of the nature of the accusation immediately upon arrest. (TRUE)	87%	88%	86%	89%	84%	86%	91%
A poor person is entitled to free legal representation in criminal matters. (FALSE)	13%	12%	14%	15%	15%	12%	8%
A suspected criminal can be detained for as long as needed. (FALSE)	23%	19%	28%	22%	27%	22%	20%
Children's Rights							
Children younger than 14 are prohibited from working in any factory, mine, or any other hazardous employment. (TRUE)	78%	80%	76%	79%	73%	79%	85%
The State is required to provide free and compulsory education to all children between the ages of 5 and 16. (TRUE)	94%	96%	91%	92%	92%	94%	94%
Women's Rights							
Only the male head of household can be listed on a land certificate. (FALSE)	53%	44%	62%	56%	58%	50%	48%
The marriage of a girl whose age is less than 16 is allowed by law. (FALSE)	77%	79%	74%	80%	76%	75%	81%
A woman can obtain a divorce without the approval of her husband. (TRUE)	51%	48%	54%	46%	49%	54%	49%
Women can be exchanged as brides to settle unpaid debts. (FALSE)	85%	89%	81%	85%	78%	87%	87%
All citizens, men and women, have equal rights and duties before the law. (TRUE)	73%	86%	59%	69%	68%	77%	70%
Average Score Out of 10 questions	6.1 /10	6.2 /10	6.1 /10	6.2 /10	6.0 /10	6.1 /10	6.2 /10

Women in Pakistani Society

Difference in men and women's views, legal documentation, and literacy.

Views on Women's Role in Society

Inheritance

A. A married daughter is not entitled to her father's estate because she is under the care of her husband

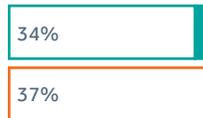


B. All children are entitled to a portion of their parent's estate



Divorce

A. A woman should be able to divorce without the approval of her husband

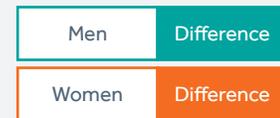


B. A woman should obtain the approval of her husband for divorce



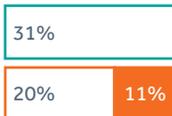
Key

Values based on percent that agreed with statement A or B



Domestic Violence

A. A married man has the right to hit his wife if she misbehaves



B. A married man does not have the right to hit his wife and should be stopped

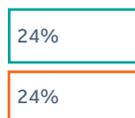


Employment

A. A woman should be allowed to work outside the home

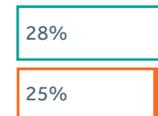


B. A woman should not be allowed to work outside the home



Dispute Resolution

A. Women should engage in local dispute resolution



B. Women should stay out of local dispute resolution



Legal Identity & Literacy

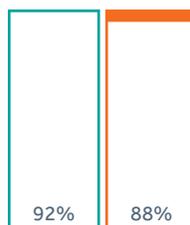
Birth Certificate

Has a birth certificate



National ID

Has a current, unexpired National ID



Literacy

Can read and write



Internally Displaced People in Pakistan

Acceptance of Internally Displaced People (IDPs)

Percentage who agree that...

IDPs are welcome in my community

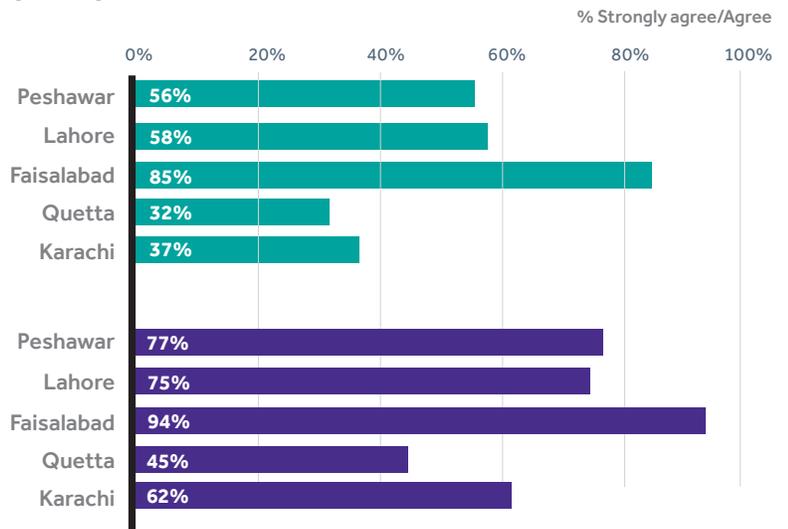


50% of Citizens Agree

The government is doing enough to help IDPs

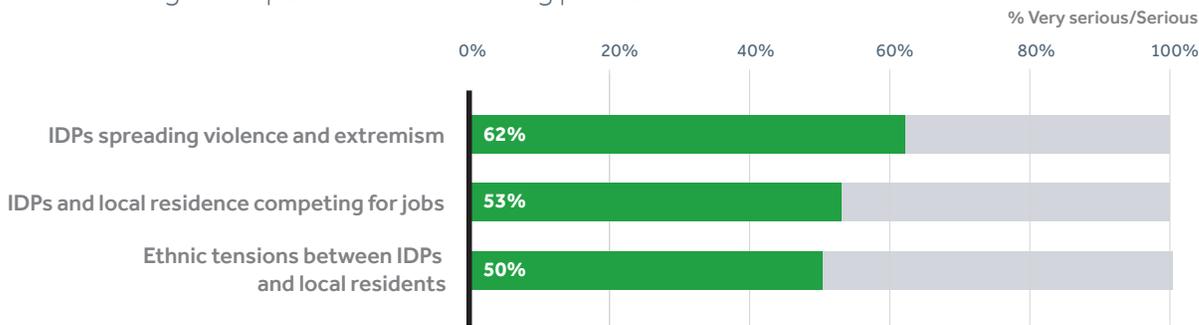


70% of Citizens Agree



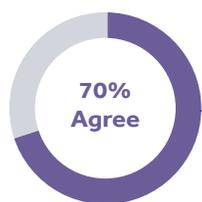
Perceived Problems with Internally Displaced People (IDPs)

Percentage who perceive the following problems to be serious.

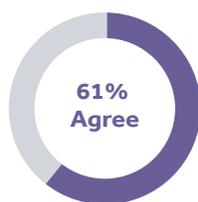


Internally Displaced People (IDPs) and Institutions

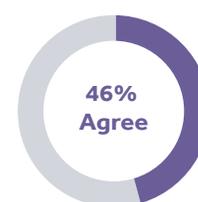
Percentage who agree that...



The government is doing enough to help IDPs



IDPs are portrayed fairly by the media



Local residents and IDPs are treated equally by the police

Refugees in Pakistan

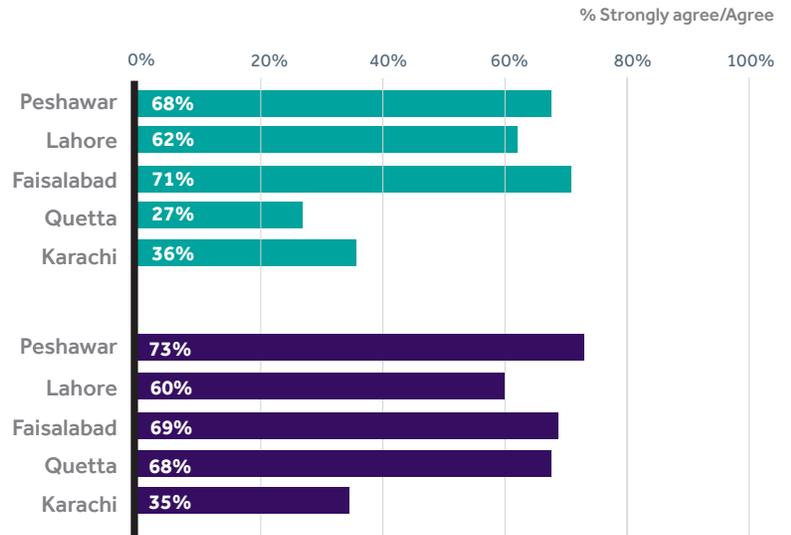
Acceptance of Refugees

Percentage who agree that...

Refugees are welcome in my community

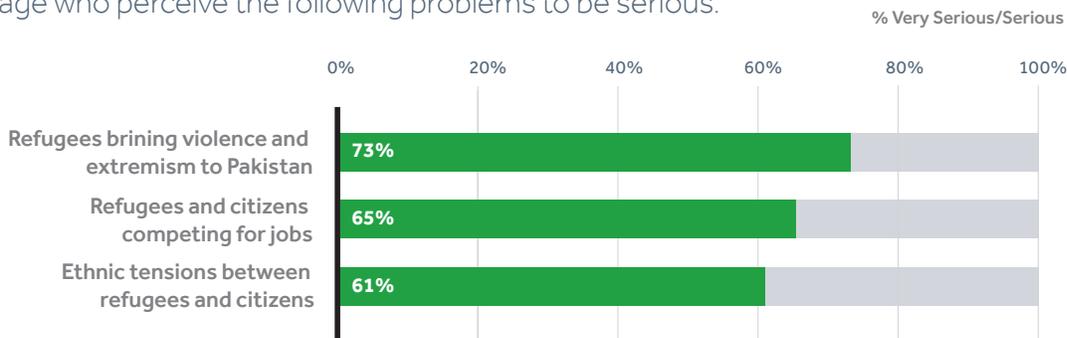


Refugees should have the same constitutional rights as citizens



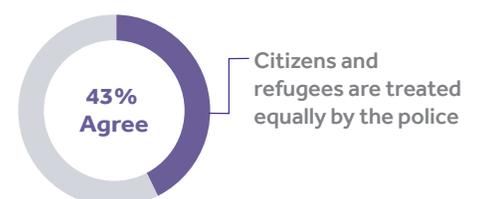
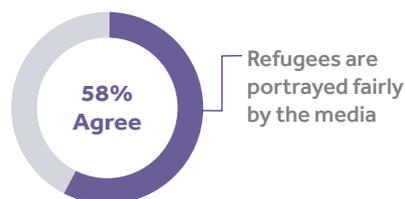
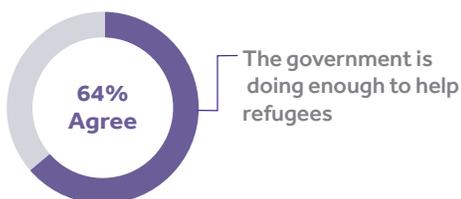
Perceived Problems with Refugees

Percentage who perceive the following problems to be serious.



Refugees and Institutions

Percentage who agree that...

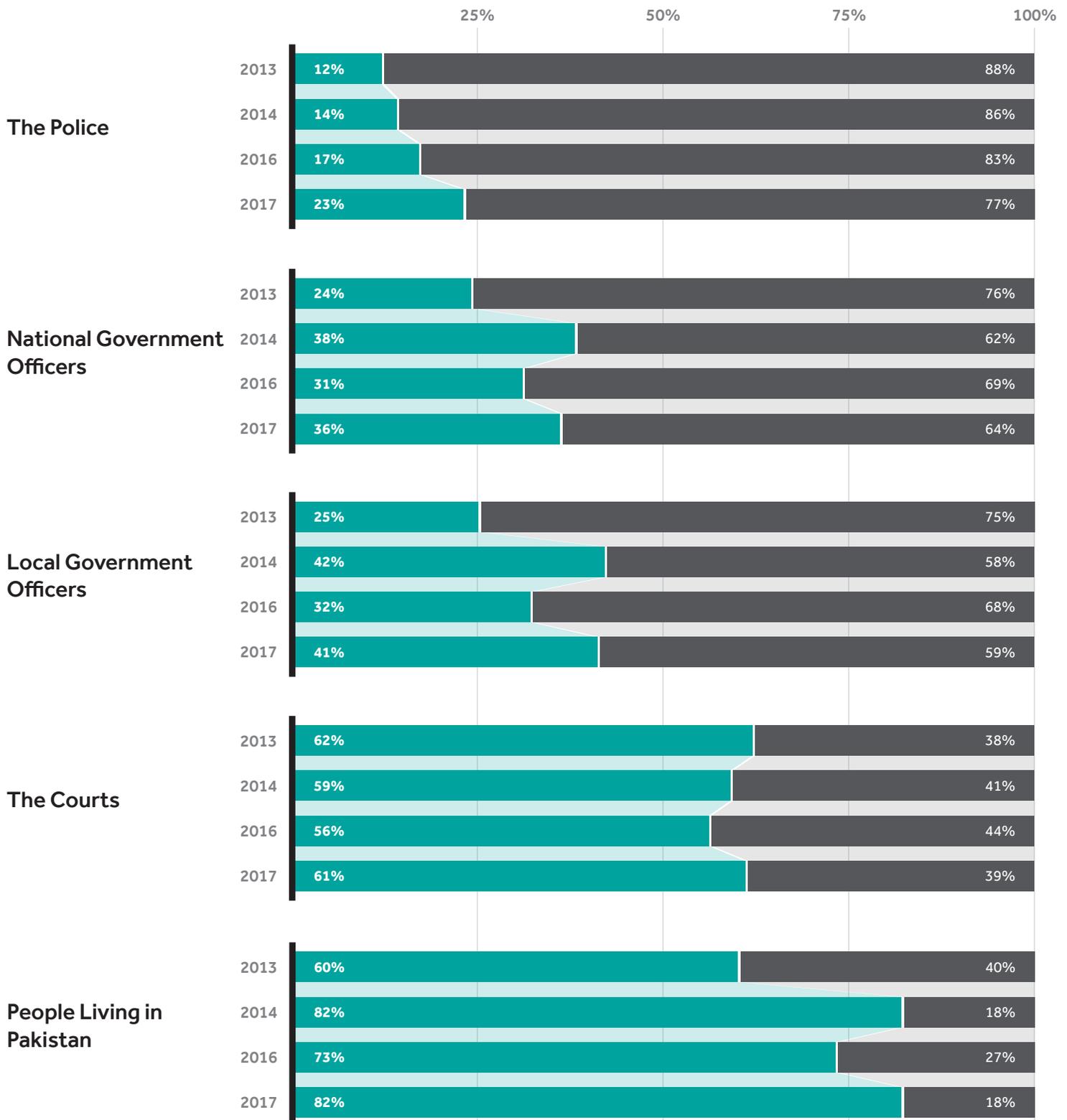


Trust in Pakistan

How much trust do citizens have in...

A lot / Some

Little / None



section

III

Project Design

Extended General Population Poll Methodology

The General Population Poll in Pakistan was conducted for the *World Justice Project Rule of Law Index*[®] with sampling, fieldwork, and data processing by Gallup Pakistan based in Islamabad, Pakistan. The survey fieldwork was conducted face-to-face between August 31st to September 30th, 2017 by Gallup Pakistan. The target populations for this survey were Pakistanis, aged 18+, living in the five urban areas of Karachi, Lahore, Faisalabad, Peshawar, and Quetta.

Sample Size & Sample Frame

The achieved sample size was 2,010 interviews distributed proportionally across the five urban areas of Faisalabad, Karachi, Lahore, Peshawar, and Quetta. The sampling frame was comprised of figures from the 1998 census conducted by the Pakistan Bureau of Statistics within the Government of Pakistan.

Descriptions of the Sample

City: Interviews were conducted in five urban centers in Pakistan, with the most interviews conducted in Karachi (51%), Lahore (28%), and Faisalabad (12%).

Ethnicity: Most respondents identified themselves as Punjabi (48%), Muhajir (31%), or Pakhtun (11%).

Gender: 50% of respondents were male and 50% were female.

Education: 45% of respondents reported that the highest degree they had received was a middle school diploma.

Income: 36% of respondents reported a monthly household income between 11,001 and 20,000 Pakistani Rupees, and 37% reported a monthly household income between 20,001 and 30,000 Pakistani Rupees.

Sampling

Within each city, census circles were the primary sampling unit, and were selected randomly from all known census circles. Within the sampled census circle, the “Right Hand Rule” technique was used. A house number was randomly selected as a starting point. After the first household was contacted, every third household on the right side of the route was contacted until the required interviews were completed. A Kish grid was used to sample respondents.

Interviewing & Quality Control

A total of 43 interviewers worked on this project. Interviews were conducted in Urdu. The average length of an interview was 37 minutes, and they ranged from 20 to 110 minutes.

A total of 17% of interviews were back-checked by the supervisory team in field or by the central office. A total of 20% of questionnaires were selected for double-entry during data processing. No questionnaires were rejected from the final sample for quality control reasons. A total of three contacts were attempted per respondent and 95.7% of completed interviews were completed on the first contact attempt.

Pakistan Justice Sector Survey Methodology

The Justice Sector Survey in Pakistan was conducted for the *World Justice Project Rule of Law Index*[®] with sampling, fieldwork, and data processing by Gallup Pakistan based in Islamabad, Pakistan. The survey fieldwork was conducted face-to-face between November 29th to December 26th, 2017 by Gallup Pakistan. The target populations for this survey were Pakistanis, aged 18+, residing across the five urban areas of Karachi, Lahore, Faisalabad, Peshawar, and Quetta.

Sample Size & Sample Frame

The achieved sample size was 2,010 interviews distributed proportionally across the five urban areas of Faisalabad, Karachi, Lahore, Peshawar, and Quetta. The sampling frame was comprised of figures from the 1998 census conducted by the Pakistan Bureau of Statistics within the Government of Pakistan.

Descriptions of the Sample

City: Interviews were conducted in five urban centers in Pakistan, with the most interviews conducted in Karachi (50%), Lahore (29%), and Faisalabad (12%).

Ethnicity: Most respondents identified themselves as Punjabi (47%), Mahajir/Urdu Speaking (34%), or Pushtoon (9%).

Gender: 50% of respondents were male and 50% were female.

Education: 36% of respondents reported that the highest level of formal schooling they had completed was between 7th and 11th grade.

Income: 47% of respondents reported a monthly household income between 11,001 and 20,000 Pakistani Rupees.

Sampling

Within each city, census circles were the primary sampling unit, and were selected randomly from all known census circles. Within the sampled census circle, the "Right Hand Rule" technique was used. A house number was randomly selected as a starting point. After the first household was contacted, every third household on the right side of the route was contacted until the required interviews were completed. A Kish grid was used to sample respondents.

Interviewing & Quality Control

A total of 43 interviewers worked on this project, including 22 female interviewers. Interviews were conducted in Urdu. The average length of an interview was 27 minutes and ranged from 15 to 60 minutes.

A total of 14% of interviews were back-checked by the supervisory team in field or the central office. A total of 20% of questionnaires were selected for double-entry during data processing. A total of three contacts were attempted per respondent and 96.2% of completed interviews were completed on the first contact attempt.

section

IV

Appendix

Appendix

Survey Instruments & Database

General Population Poll

The General Population Poll was designed to capture high-quality data on the realities and concerns of ordinary people on a variety of themes related to the rule of law, including government accountability, bribery and corruption, crime, and access to justice. The poll was conducted in August and September 2017 through face-to-face interviews in 2,010 urban and rural households distributed proportionally across the five largest cities in Pakistan.

Pakistan Justice Sector Survey

The Justice Sector Survey was designed to capture data on justice-related topics that are particularly relevant in Pakistan. These include experiences with dispute resolution, legal awareness, legal identity, household dynamics, and gender issues. The poll was conducted in November and December 2017 through face-to-face interviews in 2,010 urban and rural households distributed proportionally across the five largest cities in Pakistan.

[World Justice Project General Population Poll 2017 – Survey Instrument](#)

[World Justice Project Pakistan Justice Sector Survey 2017 – Survey Instrument](#)

[WJP General Population Poll & Justice Sector Survey 2017 – Frequency Tables](#)



**World Justice
Project**

About the World Justice Project

The World Justice Project (WJP) is an independent, multidisciplinary organization working to advance the rule of law worldwide. Effective rule of law reduces corruption, combats poverty and disease, and protects people from injustices large and small. It is the foundation for communities of peace, equity, and opportunity – underpinning development, accountable government, and respect for fundamental rights.

Traditionally, the rule of law has been viewed as the domain of lawyers and judges. But everyday issues of safety, rights, justice, and governance affect us all; everyone is a stakeholder in the rule of law. Based on this, WJP's mutually-reinforcing lines of business – Research and Scholarship, the WJP Rule of Law Index®, and Engagement – employ a multi-disciplinary approach through original research and data, an active and global network, and practical, locally-led programs to advance the rule of law around the world.