

COST-BENEFIT ANALYSIS OF BASIC LEGAL SERVICES OF COMMUNITY BASED PARALEGALS IN SOUTH PUNJAB



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EXECUTIVE SUMMARY

Measurement of the impact made by organizations – public, private, charitable, non-governmental – has become a much-debated topic in recent years. The current study is commissioned to determine the economic value and viability of the services of community-based paralegals (CPLs) operational in Bahawalpur and Rajanpur districts of Punjab, Pakistan. The concept of community-based paralegal services has been introduced in selected districts of Pakistan with the help of Open Society Foundations Pakistan (OSF) and Rural Support Programmes Network (RSPN). It was considered useful to assess the economic worth and other social benefits associated with the intervention, so that up-to-date and evidence-based knowledge be generated to make a case for the provision of these services at a larger and sustainable level. The findings of this study demonstrate that continuation and additional investment in this intervention will not only help more citizens, but also benefit all segments of society through positive externalities. As the impact revealed, this is an ongoing and not merely a one-time event.

The research methods employed in the study consisted of a literature review, qualitative inquiry (i.e. in-depth interviews, focus group discussions (FGDs)) and a quantitative survey of selected beneficiaries by teams of trained enumerators. A total of 100 service beneficiary interviews were conducted under a strict, three-tier management and quality control mechanism.

Some of the key findings of the study are as follows.

The major beneficiaries of CPL services were women, who outnumbered men by 3:1. Similarly, majority of the beneficiaries were relatively young people within the age group of 26-35 years. Married persons too exceeded the unmarried in accessing and seeking help from CPLs. Geographical considerations (distance from the CPL's locality) played a major role as 70% of the beneficiaries were drawn from the immediate neighborhood of the CPLs, i.e. living within a radius of less than a kilometer, with female beneficiaries arriving from the nearest neighborhood, as 97% of the women who accessed CPLs lived within 5 kilometers of them. With regard to educational background of the beneficiaries, the vast majority was illiterate.

Most of the issues for which CPLs were accessed concerned institutions providing government service, such as the National Database & Registration Authority (NADRA), Benazir Income Support Programme (BISP) and Water and Power Development Authority (WAPDA), and family issues, while the average number of visits for the redress of issues by CPLs was three. Most of the issues were resolved with the assistance of the CPLs, as per the beneficiaries. There was a preponderance of evidence about the amount of trust placed in CPLs vis-a-vis government functionaries. Almost 100% of the respondents answered in the affirmative about the usefulness of the information shared by CPLs. Similarly, there was 100% trust in the voluntariness of the services offered by the CPLs, as no beneficiary had claimed to have monetarily compensated a CPL for the services utilized.

To monetize the benefits associated with the services provided by CPLs, respondents were asked a number of questions, such as about the worth of the services, proposed charges of the services received and formal and informal costs of receiving the services. All costs and benefits were calculated per case and an average of the benefits calculated at issue level. Total monetized benefits received by beneficiaries of CPL services were attained by multiplying the average benefit by the actual number of cases on that particular issue registered by CPLs. Study calculations revealed that this project has delivered benefits worth a total of PKR 3.13 million to the target communities in its first year of activity.

The quantification of the full economic benefits associated with the provision of CPL services is difficult. Largely, this is due to the vast spectrum of services provided by CPLs, along with the sheer number of people who derive both direct and indirect benefits from these services. The amount generated here does not cover all benefits – such as benefits to the government or the community at a collective level, potential multiplier effect of CPL services and economies of scale – provided by the activities of the project. If these could be taken into consideration as well, the value of benefits provided by CPL services and that of the project would be substantially larger than the calculated value.

Based on analyzed evidence, the first and perhaps primary recommendation is that serious and urgent consideration be given to the fiscal funding of the CPLs in South Punjab. Feasible and cost effective, it is recommended that similar services be extended to other parts of Pakistan as well. As the quantum of such services increases across all districts of the country, it would be highly advisable to place these services under the umbrella of a centralized organization – a new entity called the Legal Aid Authority (LAA) may be created to organize paralegal services and work in close liaison with the Pakistan Bar Council as well as provincial councils. One grave concern of the CPLs was their status and identity vis-a-vis public functionaries. The placement of CPLs under the proposed LAA would give them the necessary status and identity to perform their duties with confidence, certainty, and acceptability. It is recommended that a voracious awareness campaign be launched regarding the services of CPLs in the districts, and that concerned government officials be sensitized about the work of paralegals through awareness campaigns and trainings.

It is recommended that CPLs be given specialized training regarding accessing services provided by officials of frequented institutions like BISP, NADRA, and WAPDA; this may also reduce workload on and enhance the efficiency of these departments. In line with ensuring its constitutional obligation of ensuring access to justice and equal protection by law for its citizens, the government should consider CPLs as key partners and allies in helping rural communities, and especially the marginalized segments of society.

The paralegal movement may take various forms, but in Pakistan, CPLs are the only kind of legal aid available in the field at the moment. It is recommended that Clinical Legal Education (CLE) be operationalized in true letter and spirit by aligning its work with not only voluntary organizations but legal aid committees of the Pakistan and Provincial Bar Councils as well.

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ABBREVIATIONS AND ACRONYMS

BISP	Benazir Income Support Programme
CBA	Cost-Benefit Analysis
CBO	Capacity-Building Officer
CLE	Clinical Legal Education
CNIC	Computerized National Identity Card
CPL	Community-Based Paralegal
CSO	Civil Society Organization
FGD	Focus Group Discussion
LAA	Legal Aid Authority
LSO	Local Support Organization
M&E	Monitoring and Evaluation
NADRA	National Database & Registration Authority
NGO	Non-Governmental Organization
NPO	Not-for-Profit Organization
NRSP	National Rural Support Programme
OSF	Open Society Foundations (Pakistan)
RSPN	Rural Support Programmes Network
SRSP	Sarhad Rural Support Programme
UC	Union Council
WAPDA	Water and Power Development Authority
WTP	Willingness to Pay



1. INTRODUCTION

1. INTRODUCTION

In developing countries, accessing state institutions responsible for the provision of justice by the poor and marginalized has always remained a serious challenge, not only for state institutions attempting to rectify the situation but for civil society organizations (CSOs) and their international development counterparts as well. Despite constitutional guarantees, relevant state institutions and rules and regulations, the provision of legal aid falls short of the required quantum of such services. Traditionally, lawyers and legal aid institutions of the state such as Pakistan Bar Council, Provincial Bar Councils and District Legal Empowerment Committees are based in urban centers. These facilities are distant from the poor and marginalized, both geographically as well as in terms of the monetary cost of services. Such difficulties necessitate the idea of CPLs being operationalized in order to provide basic legal services in the poorer and remote areas of the country.

In recent times, the international development community has focused intensely on the question of access to justice institutions of the poorer strata in developing countries (Jennifer F. 2014). The challenge remains both on the demand as well as on the supply side. Weaker institutions and procedures compromise the full realization of rights by the less powerful, thus creating a wider gap to be filled by CSOs and philanthropies, both national and international. It also necessitates a push for legal as well as institutional reforms.

Cognizant of the dire need for the provision of legal aid – comprising of legal awareness as well access to justice – RSPN, with the support of OSF, has initiated a project that commissions CPLs in selected districts of Punjab, Pakistan.¹ It would be appropriate then to determine an estimated value of the economic and other social benefits of this intervention. The purpose of this study is to create evidence-based knowledge for the use of policymakers and other stakeholders. Measurement of the impact generated by organizations (public, private, charitable and non-governmental) has become a much-debated topic in recent years in the field of monitoring and evaluation (M&E) as well as for securing funding.² Recently, for example, the House of Commons Public Administration Committee explained that an effective Citizens Advice Bureau in Hull lost its funding due to its inability to place any value on its operations beyond the basic provision of advice to seekers.³

The study has three fundamental components: a desk-based review of the CPLs, a comprehensive, fieldwork-based qualitative and quantitative analysis of the current role of and challenges faced by existing CPLs, and a cost-benefit analysis (CBA) that considers the economic argument of the contributions of CPLs. These three components – the latter two in particular – constitute the original research contributions of this study and inform the recommendations in the final section.

This report is organised such that section 1 introduces the structure of this report; section 2 provides a more detailed background on the purpose of the study and elaborates on the study's main focus on CPLs as well as a secondary focus on understanding the challenges they face, their coordination with other departments and self-perception, and to add to the literature on the topic; section 3 concentrates on the specific approach to be used in this cost-benefit analysis, which will be implemented together with a quantitative analysis approach. Section 4 briefly explores the literature. The next section, section 5, outlines the research methodology, explains the selection process of the study and provides information on the fieldwork as well as the proposed data analysis techniques. In Section 6, the results of the collected data are analyzed and discussed. Section 7 concludes and offers recommendations.

¹ The briefs about RSPN and OSF are provided in Annex-C1 and Annex-C2 respectively.

² For example, creation of the Inspiring Impact consortium.

³ Farr M. et al. (2014)



2. BACKGROUND AND PURPOSE OF THE STUDY

2. BACKGROUND AND PURPOSE OF THE STUDY

The purpose of this study is to investigate the economic benefits as well as socio-economic advantages that are derived from the services provided by CPLs, regularly dispensed through the project, Strengthening Legal Empowerment at RSPs: Capacity-building of Paralegals (hereafter referred to as LEP – Legal Empowerment Project), in selected areas where government institutions and departments are located at a considerable distance from citizens.⁴ The study provides a fuller qualitative and quantitative picture of the performance, successes and limitations of CPLs, which need to be addressed in order to ensure that disbursed funds are used more efficiently and effectively.

The Government of Pakistan, in terms of the Constitution as well as under various international instruments, has an obligation to ensure access to justice as a basic human right for all its citizens. However, many communities – particularly rural communities – do not have access to legal aid as a result of the costs associated with it, ignorance of its existence, fear of engaging the legal aid system or, more often than not, because of the distances they need to traverse to claim this right.

National Rural Support Programme (NRSP) is a not-for-profit organization (NPO) that, among other services, offers free basic legal rights information, advice and services to people who are marginalized through poverty, social circumstances and geographical location. NRSP is non-partisan and non-political in its operations, and delivers services with limited funding, by pooling community resources, staff labor and time capacity. It is improbable that the current donor funding levels will be sustained, introducing the prospect of the closure of a beneficial large-scale intervention. The conclusion of this project would thus have a significant impact on the community and the state, where the latter would be compelled to manage the burden of an increased demand for accessible legal services, while citizens will have to shoulder the burden of the rise in time and travel costs. The diminished number of CPLs as a result of the conclusion of the interventions will shift this social responsibility to the government sector, ultimately contributing to reduced social wellbeing. As a decrease in social wellbeing should not be a viable consideration but a point of avoidance, this study argues for the continuation and survival of CPLs and extension of financial support to them in order to continue serving communities.⁵

Along with an economic CBA of the services provided by the CPLs, the study makes an effort to:

- a. Understand the challenges faced by the CPLs, especially female paralegals, in matters such as relations with traditional dispute resolution mechanisms, i.e. jirga/panchayat;
- b. Compile data to supplement and update the existing knowledge base on CPLs;
- c. Ascertain the extent of cooperation between CPLs and other legal service providers and government departments; and
- d. Ascertain the viewpoint of CPLs on their role and responsibilities.

⁴ The brief about the project is given in Annex-C3

⁵ According to our knowledge, to date, no such study has been conducted in Pakistan. We are confident that this study will inform policymakers and donors looking for evidence-based solutions on the subject.



3. THE COST-BENEFIT APPROACH

3. THE COST-BENEFIT APPROACH

3.1. INTRODUCTION

The aim of this section is to articulate as clearly as possible the CBA model used for this study and the assumptions underlying the approach, and to note some of the challenges and limitations of the model being proposed. Any CBA requires certain contestable assumptions to be made, which is essential to the credibility of the analysis. Among others, the aim of this CBA is to determine whether the project is worth the resources allocated to it. In other words, the primary purpose is fundamentally strategic, i.e. to assess the activities to date. The study used credible, fieldwork-based data on costs as well as benefits stemming on and from CPL services, by interviewing service beneficiaries (clients of CPLs), CPLs themselves, project staff, financial documents of the project, and by examining relevant on-site records.

3.2. THE COST-BENEFIT ANALYSIS DIMENSIONS

Given the actual existence of CPLs, it was not necessary to generate entirely hypothetical estimates of future costs and benefits, as would be the case for a new proposed project. The same argument can be made with regard to the treatment of benefits, which was determined through a “willingness to pay” (WTP) approach. Such an approach is valid here because the service beneficiaries interviewed were already familiar with what a CPL does, and their expressions of WTP were likely less prone to under- or over-valuation arising from inadequate information. However, this does not entirely rule out basic challenges, namely under-valuation emanating from “free rider” strategic thinking, or over-valuation emanating from a lack of “seriousness” on the part of interviewees who are not compelled to impose real resource constraints on their preferences. However, the fact that interviewees were asked to derive benefit estimates on the basis of existing services can go a certain length to correcting such distortions. This approach assumes implicitly that CPLs' clients are able to incorporate into their valuation sufficient awareness of the benefits of CPLs and relate this to their own income. Self-interested rationality is assumed, and adequate information, to support this assertion. In the event, the likelihood is that this approach may underestimate benefits, since a WTP method may not adequately capture the social benefit of early prevention of adverse consequences. However, this issue could not further be explored in the study, and no attempts have been made to adjust the benefit determination for this factor.

3.3. INCOME DISTRIBUTION IN COST-BENEFIT ANALYSIS

A fair consideration related to issues of income distribution has been made in the study. In the treatment of individual benefits, it is difficult to escape the issue of income distribution, particularly in the context of high inequality, such as in our sample.⁶ Welfare economics is as yet unable to provide acceptable evidence of declining marginal utility of income, so, like others (Y.D. Davids, 2014), our CBA is also “distributionally insensitive”. Whereas WTP as expressed by respondents is necessarily constrained by household income, but, as stated above, household income varies markedly, hence we rationally assume that one with high income may derive less benefit from CPL services than a poor individual who declares the same WTP.

⁶The average income in the dataset is PKR 7900, with a standard deviation of PKR 4861.724.

3.4. TREATMENT OF COSTS

To estimate costs, the entire project budget was considered, established from the financial information obtained from the project management and relevant heads verified through staff interviews. The costs mainly consist of staff salaries, transportation, ICT and related costs, and administrative costs, etc. Taking into consideration the limited capacity of the respondents –clients and some CPLs – the opportunity and intangible costs⁷ were not taken into account.

3.5. TREATMENT OF BENEFITS

In any CBA, basic questions that need to be dealt with in the treatment of benefits are: who is assumed to benefit, how/why they benefit, and how such benefits are to be monetized. In this case, benefits are assumed to be primarily distributed amongst three sets of stakeholders:

- i. Individuals – service beneficiaries/users
- ii. Community – as an externality
- iii. Government – as an externality

3.5.1. INDIVIDUAL (SERVICE USERS, CLIENTS) BENEFITS

The benefits received by the beneficiaries of CPL services are non-monetary: they are offered free at the point of use. Hence, shadow prices reflecting actual benefits need to be obtained. To obtain these values, the study uses a stated preference contingent valuation aimed at assessing service users' WTP. It is a generally recognized problem in determining shadow prices that many respondents require higher compensation to accept a negative outcome than they would be willing to pay to produce a positive outcome, though strict economic rationality would assume identical valuations. The emphasis of this study remains with WTP, however, which tends to generate a smaller estimate of benefits and thus a more robust result.

The questionnaire developed contained an introductory comment emphasizing that it was not the purpose of the questions to generate information to be used in actual fee-settings for CPL services.⁸ This seeks to address the free rider problem, understood as the understatement of preferences by some respondents due to a belief that their answers will contribute to actual fee-setting decisions.

3.5.2. COMMUNITY BENEFITS

Social benefits, conceptually regarded as a positive externality (non-individual benefits), accruing to the community served by CPLs would not have prevailed had the CPLs not existed. Such benefits need to be understood along two lines of perspective: firstly, as a greater degree of social cohesion within the community as a result of CPLs and related interventions, and secondly, as improved household outcomes emanating from greater access to social grants and other services.

⁷Opportunity costs are defined as non-monetary costs for which markets exist, i.e. expenses incurred in units other than money, e.g. the personal time invested into solving disputes and the numerous instances of foregone earnings caused by pending procedures. Intangible costs are much more difficult to assess and quantify, e.g. stress, negative emotions and damage to relationships, among others.

⁸For details, please see the questionnaire in Annex-B1.

While we assume that individual benefits are obtainable through WTP evaluations, the determination of external benefits, i.e. benefits derived by the government and the community, through the same approach is rather problematic. A more plausible alternative may be a literature review to get some estimate of the relative individual and social benefits of services in relevant contexts, which could be used to extrapolate from the stated individual preference valuation that will have been determined. However, the study could not find relevant literature for its use.

3.5.3. BENEFITS TO GOVERNMENT

The benefits to the state of the provision of effective and sustainable CPLs is understood here as savings to the state. Such savings are understood in terms of the alternative scenario that would prevail if CPLs did not exist, and distinguish two forms of potential saving: savings related to not having to repeatedly accommodate beneficiaries of CPLs in state equivalent entities, and savings that result from the prevention of adverse consequences. The latter form refers essentially to the savings to all three stakeholders, i.e. individuals, community and government, as a result of “early action” or preemptive interventions in relation to certain needs. Thus, for example, the availability of early action interventions such as community-based dispute resolution in a contested will are likely to be lower than subsequent litigation costs for those who embark on this route – plus utility losses for those who don't. Due to complexities involved in getting the required data, neither form of benefits could be monetized.⁹

⁹Government entities, like NADRA, WAPDA, etc., failed to provide an estimate of individual (client) level costs – how much it costs them to entertain an individual per visit. Same was the case with community-related issues.



4. COMMUNITY-BASED PARALEGALS

4. COMMUNITY-BASED PARALEGALS

4.1. LITERATURE REVIEW

Review of the literature for this study focused on community-based assistance, studies that examined various aspects of CPLs, as well as non-governmental organizations (NGOs). NGOs exist to provide an alternative to state provision of public goods and services. They meet those needs of the population that remain unmet by the government and/or state-sponsored or approved development programs. However, most organizations encounter challenges in raising the funds required to meet the objectives of their respective programs. This is so because these organizations rely on donor funds that are increasingly difficult to access for numerous reasons.¹⁰ Securing funds is thus a challenging task for the current project, as well as all other organizations that must raise their own funds to implement their respective mandates. Through increased accountability of service deliverables and the use of funds, NGOs are able to make a case for enhanced funding opportunities.

NGOs have been known to take on services associated with state responsibilities and such initiatives prove to be beneficial not only for the state in instances of limited resources, but also the communities to which services are being rendered. Campos Lucila, et al., (2011), while evaluating the models and applications of accountability in Brazilian NGOs, suggests key methods to evaluating cost and benefit. The article suggests the rising need for performance evaluation in the NGO sector in order to enhance credibility. Importantly, this impetus for monitoring and evaluation (M&E) has polarized the academic field especially in the study of this third sector, i.e. NGOs. The quantitative and qualitative aspects are by no means mutually exclusive; however, numbers remain a central facet to M&E. Evaluation is, at times, conducted either internally or externally and characterized by three main facets: literature review (before the project), intermediary evaluation (during the project), and a post-project report which serves to re-evaluate and make appropriate changes to the implementations. Many types of evaluations exist, such as the consumer/user-centered evaluation (which is primarily summative), specialist-based evaluation (which centers on the application of technical-professional knowledge), antagonist evaluation strategies (which are based on opposing opinions), and lastly, participant evaluation (which places emphasis on the beneficiaries).

Mueller-Hirth (2012), argues that counting is critical to receiving funding; NGOs that do not count are deemed irrelevant and disqualified from funding. Furthermore, donors prefer numbers and graphs and thus, relevance is determined by how services can be quantified. It has been found that generally only activities that are able to be monitored and accounted for are funded. Other activities that cannot be attributed a monetary value are often dropped from project proposals due to NGOs' failure to quantify these contributions.¹¹

Social capital is the structure of relations between and among actors, and, like other forms of capital, is productive as it generates outcomes that would not be otherwise possible. The World Bank describes social capital as the institutions, norms, and relationships that shape the quality and quantity of social interactions. Thus, trust between an NGO and beneficiaries is necessary in order to build greater social capital. A study, conducted by Awio et. al. (2011), accommodates both realms of M&E and service delivery. NGOs are accountable not only to their beneficiaries but also to their donors. The study suggests that NGOs must not only show their expenditures but also value the outputs achieved. The outcomes of implementations can be ambiguous and thus,

¹⁰These reasons include, among others, the global economic crisis, ever increasing emphasis on the valuation of money disbursed, strong audit and procedural requirements, and competition from other organizations.

¹¹Campos Lucila, et al., (2011)

participant/beneficiary evaluation—through the interview process—becomes essential in monitoring performance and building a stronger case for funding. This type of evaluation is able to account for donor requirements as well as providing an impact assessment to the beneficiaries. A result of such a study will be savings (in real terms) for the donor, the state, the communities, and the beneficiaries. This is thus a useful process for the purposes of our proposed study.

A study by Waters et. al. (2001) applies activity-based costing to calculate the unit costs of the services for a healthcare provider in Peru. The essential goal of activity-based costing is to define the principal activities of the individuals who work within the organization, then trace costs first to these activities and then from the activities to products and services. Human and financial resources are traced to activities, which are in turn traced to products and services. In Alam & Shakil's (2010) case study of a primary health care facility in Bangladesh, an “ingredient approach” is employed to determine the costs of running a health facility from the providers' perspective. The “ingredient approach” is a standard costing methodology where the researchers observe the delivery of health services and list all the resources or inputs used in the service delivery process. The method quantifies all the inputs used in the service delivery process, irrespective of who provided the input or how it was paid for. The methodology calculates the costs incurred by the provider of patient services and not those incurred by the patients. The survey team collected detailed information on resources and inputs (fixed and variable) using structured questionnaires administered to the staff members of the health facility.

In the investigation by Merida et. al. (2006), two case studies examine service production costs for three Bolivian NGOs. In the first case study, the research team calculated unit costs¹² for the services provided by the organization. The second case study included client exit interviews, where the sampled participants were chosen from the group of clients who entered the facility to obtain one of the rendered services. The interviews were conducted after the client had received the service from the facility. The questionnaire included queries about the amount of money paid for the service received, as well as whether the respondent would pay a moderate increase for that service. If the answer to the latter question was positive, the client was asked about WTP a higher price. If the answer was “no”, the client was asked her WTP a lower price. Regardless of which price was accepted, all respondents were asked the highest price they were willing to pay for the service.

A great deal of input, effort and work goes into funding non-profit and non-governmental organizations with the hope of reaping the benefits of a fully functional organization or institution that would meet the needs and improve the social well-being of those it intends to serve and produce the agreed output quoted by those who fund it. By simply injecting money into a project without considering all possible outcomes, potential obstacles may prove to be disastrous. Gair (2002) argues that social return on investment is not only visible in monetary form, but also in the social well-being of varying improvements for people who receive the services. Willenbockel (2011), provides a clear indication of an effective and operational CBA of a community-based disaster risk management project. The project was focused on the roles and linkages between vulnerable communities, district and national level government institutions and humanitarian agencies with regard to disaster preparedness and mitigation. The study thoroughly examined how agencies can be made more responsive to the needs of poor people through the adoption of a livelihood-centered approach to disaster management. The main purpose was to make national and local development and disaster plans more responsive and effective in enabling poor communities to reduce disaster risks that threaten their livelihoods.

¹²Unit cost being the sum of all costs incurred to produce one unit of output.

There remain a number of critics on the use and implementation of a CBA. According to Frank (2000), critics often object to the CBA model's use of monetary value in placing the advantages and disadvantages of an action on a common platform.¹³ Despite the identification by critics of a number of shortfalls inherent in the CBA framework, there is a common understanding that the CBA method can be effectively utilized when implemented sufficiently towards its purposes. Therefore, this study has conducted a thorough document analysis of available financial records of the project. The aim of the document analysis was to gather information to get a sense of financial costs of operating and maintaining CPLs, while the study attempts in particular to monetized the benefits provided by CPLs to their clients.

4.2. HISTORY, SCOPE AND SIGNIFICANCE OF COMMUNITY-BASED PARALEGAL SERVICES

4.2.1 THE COMMUNITY-BASED PARALEGALS

CPLs offer free basic legal and human rights information, advice and services to people who are marginalized through poverty, social circumstances and geographical location. Paralegals are volunteers with some legal knowledge, who assist their clients through legal advice, alongside facilitating community conflict resolution, labor disputes, counselling, filling out forms and even aiding the process of documentation and providing assistance to access government services. In many communities, CPLs are the sole means for individuals to gain access to a variety of state services that make a huge contribution to their own as well as to the community's welfare. Although these services are essential for most communities, unfortunately CPLs occupy an under-formalized and under-recognized institutional space.

In countries where the concept of paralegals has gained relative maturity, the word “paralegal” has been used in the legal-activism literature on development-oriented legal assistance for the last four decades. In Philippines, for example, paralegals were also called the “barefoot lawyers” (Jennifer F. 2014). In general, paralegals are not lawyers by definition, however they have obtained some legal training and primarily constitute students or graduates of law schools who have not yet taken or passed the Bar examination. These paralegals may do routine, repetitive, or preliminary jobs and carry out simple investigations, such as interviewing witnesses and taking down their statements, procuring copies of public records, preserving physical evidence, filling out standard government forms, etc. (Diokno 1982).

4.2.2. THE ROLE AND IMPACT OF COMMUNITY-BASED PARALEGALS

CPLs are pivotal because of the role they carry out on a wide scale. They are responsible for the provision of free basic legal and human rights information to poor communities across the project area with the purpose of ensuring improved social welfare to these communities. CPLs often fill a critical gap by providing dispute resolution and legal support which is both geographically and financially accessible and, given the embeddedness of the CPLs in their communities, tends to be informed by a deep understanding of the social issues and everyday challenges confronting their clients. CPLs look out for those members of society who often struggle to take care of themselves, who may be described as vulnerable, such as women and children, the poor and other indigent, marginalized groups. Within this context, CPLs not only give legal advice and assistance, but also attempt to resolve disputes through alternative dispute resolution mechanisms.

¹³For example, when air pollution occurs as a result of a power plant, gains obtained from cheap power cannot be viewed in the same category as the environment that is being sacrificed and destroyed.

The survey findings, project documents, and staff and community members highlighted the significance of the crucial work done by the CPLs, which includes but is not limited to pressuring the municipality to install streetlights and provide facilities and basic services, and the completion of various application forms. If CPLs did not exist, none of the solutions for community problems would have materialized, according to beneficiaries. Other more common issues that CPLs deal with include the registration of births and facilitation in the provision of Computerized National Identity Cards (CNICs), access to social services such as grants, pensions and child support service, access to schooling, health services, and the resolution of disputes.

CPLs are also viewed to be the missing link in confronting the challenge of a non-existent social justice system for the underprivileged in society. Many small, rural towns and villages lack lawyers or access to organizations providing legal aid services. This problem could be addressed and solved by CPLs through advice and education on laws to the citizens. This is the model used for primary legal aid in the districts of Bahawalpur and Rajanpur.

4.2.3. CHALLENGES TO COMMUNITY-BASED PARALEGALS

CPLs confront a number of challenges, some of which may be regarded as inherent to the scope of their potential functions and the complexity of community needs that they attempt to respond to. Others, however, are rooted in structural dynamics which are, in principle, addressable. However, the main challenges that the CPLs or the project currently faces include “inconsistent funding” and a general lack of recognition by government and key stakeholders of the value that can be offered by CPLs.

The nondisclosure of facts was considered a major challenge by CPLs in both districts, especially concerning women-related issues. They expressed disappointment over clients and, in particular, the community considering them as external agents and believe that CPLs gather information for some other vested interests. Among others, access to government officials and the non-cooperation of influential members of society, such as politicians, panchayat members, community elders, and notables, etc. – are the major challenges that CPLs usually face. This distrust and noncooperation sometime shakes the confidence of the CPLs. CPLs also mentioned the level of stress they experienced as a result of the cases they dealt with (especially the women or when a party is someone influential), the amount of time spent, and the absence of any identity.

4.2.4. VARIETY OF CPL SERVICES

CPLs offer a wide range of services due to the varying needs of their beneficiaries, and many, if not most, clients of CPLs see paralegals as a first “port of call” for a variety of their needs. This, indeed, is a key value of CPLs: their pragmatic, committed responsiveness to communities in which they themselves are embedded constitutes arguably the central aspect of their social “value addition”. Data reveals that CPLs offer their services in a range of issues related to agriculture, group conflict, employer-employee disputes, breach of contract, debt, fraud, neighbor/compound dispute, housing, property, civil documentation, inheritance, education, health, social welfare benefits, abuse of power by formal authority, injustice in the jirga/panchayat decision, issues related to WAPDA, NADRA or BISP, domestic violence, forced marriage, underage marriage, sexual assault/abuse/harassment, marital problems, insult/abusive language/threats, etc. The nature of the issues in a majority of the cases is such that members of the community are able to solve on their own provided they have knowledge of it, such as how to resolve the issue, where to go and who to approach for help, and the appropriate amount of monetary payment required. One of the CPLs shared that people bring to them every kind of problem under the sun.

CPLs also sensitize communities about their legal and fundamental human rights through awareness sessions. As low-income, disadvantaged and marginalized people may struggle to understand their legal rights and obligations, by educating them and helping to resolve their concerns, administrative bodies and CPLs may prevent such problems from escalating, thus leveling the playing field and enabling vulnerable people to participate more fully in society.

4.2.5. COMMUNITY-BASED PARALEGAL' CONCEPTION OF THEIR FUNCTIONS

While the majority of CPLs regarded legal advice services as their primary function, it was noted that all CPLs are fully aware of the confidentiality of the information shared by their clients. CPLs are fully committed to working under the strict ethical standards that have been set for them: neutrality, confidentiality, free of cost services and facilitating access to relevant government offices as well as officials.

4.2.6. RELATIONS WITH THE PUBLIC SECTOR

CPLs aim to empower vulnerable segments of society, particularly women, to access fair solutions to their problems, strive to prevent an upsurge of disputes and enhance interaction with and support to the government. The issues they manage vary from civil documentation, forced or early marriage, inheritance cases, domestic violence, provision of utilities and civic facilities and government services to consumers' issues. That is, most of the services provided by CPLs are related in one way or other to the services provided by government departments. These departments mainly include the judiciary, Interior Ministry, WAPDA, district and local administrative bodies, NADRA, BISP, Department of Health, Education Department, Police and district administration. Focus group discussion (FGD) findings suggest that almost all government departments have welcomed the coexistence of CPLs.

The relationship between CPLs and government departments is mutually beneficial and generally founded on a shared concern for the community's needs. During FGDs, most government departments even expressed admiration for the role of CPLs. In some instances, however, certain government departments (such as Police) did not welcome paralegal interventions in matters of cooperation on the ground. In such situations, CPLs' relations with the government had been found adversarial as well. Furthermore, certain other concerned institutions, such as the jirga, panchayat and local elites, have not extended much support or encouragement to the CPLs.

4.2.7. ORGANIZATIONAL STRUCTURE OF COMMUNITY-BASED PARALEGALS

CPLs have a clear and sound but very simple leadership and management structure. The formal organizational structure consists of CPLs, head of paralegals, lawyer (Legal Aid Officer), capacity-building officer (CBO), monitoring assistant, project manager and programme officer. Besides this direct organizational hierarchy, members of the local support organizations (LSOs) also help and guide CPLs at the union council (UC) level.



5. RESEARCH METHODOLOGY

5. RESEARCH METHODOLOGY

Given the objective of and approach followed in this study, the methods employed consist of a literature review as well as quantitative and qualitative methods to address the different but integrated parts of the costs and benefits of CPLs.¹⁴ Consequently, it involved three components: literature review; qualitative inquiry including in-depth interviews with staff from the RSPN project offices, FGDs with CPLs and stakeholders¹⁵; quantitative survey of statistically selected beneficiaries that make use of the services of CPLs.

There were three reasons for employing different methods. The first was triangulation, that is the use of different methods to reach a convergence of findings. For example, conducting interviews with project staff and FGDs with CPLs allowed corroboration of the information provided by the project administration. The second purpose is complementarity – the use of different methods to investigate overlapping and different facets of a phenomenon in order to obtain a more meaningful understanding of the occurrence. The third and last purpose of employing different methods is development, that is the use of one method to guide the second in terms of decisions regarding sampling, measurement and implementation.

A number of formulated and revised versions of the instruments and the final drafts were submitted to RSPN for review and input. Thereafter, instruments were finalized for training and fieldwork. The instruments comprised a questionnaire for interviews of service beneficiaries (Annex-B1), guidelines for FGDs (Annex-B2), guidelines for FGDs with stakeholders (Annex-B3), and guidelines for interviews of project staff (Annex-B4).¹⁶

5.1. QUALITATIVE COMPONENTS

The qualitative component of the methodology consists of the literature review, in-depth interviews of the staff, and FGDs with CPLs as well as with stakeholders.

5.1.1. LITERATURE REVIEW

Review of relevant literature for this study focused on community-based assistance as well as studies that examined various aspects of CPLs and NGOs. The review was aimed at understanding the dynamics involved in the application of CBA in non-profit sectors and its services. Although the study had reviewed a number of resources, only selected resources are cited in the references section of this study.

5.1.2. IN-DEPTH STAFF INTERVIEWS

In-depth interviews of project staff were held to gather information that could help build the CBA model. Consequently, most of the data collected during this process was used to establish an understanding of the project and the challenges in the field. For the purpose of this study, 7 in-depth interviews were conducted with the project staff.¹⁷

¹⁴The study had also used the reports and papers produced by the project prior to this study, such as success stories, project analysis report, end term review, financial report, etc.

¹⁵The interviews with project staff aimed to uncover information that could not be gathered from the documents shared by project staff.

¹⁶For details about instruments, please see Annex-B.

¹⁷In District Bahawalpur, Mr. Faseeh Jameel (former CBO) was also interviewed, along with a list of other participants (attached in Annex-D).

5.1.3. FOCUS GROUP DISCUSSIONS

Following the review of documentation, FGDs with CPLs and stakeholders were carried out at district level. There were 6 FGDs: three each in Bahawalpur and Rajanpur. In each district, two FGDs were held with male and female CPLs and one with stakeholders. In the FGDs with CPLs, all currently engaged CPLs with the project took part, whereas in those with stakeholders, representatives of various departments, institutions, organizations, and communities took part.¹⁸ Care was taken to design the questionnaire to avoid influencing responses by linking them to a specific outcome. All questions were left as open-ended as possible to avoid influencing results by preconceived ideas and to ensure that the discussion is community-led and driven by the community's priorities. All discussions were recorded for analysis.

There were three main objectives of FGDs with the CPLs and stakeholders. Firstly, the purpose was to gather information to estimate the costs of CPL services. As such, the aim was to complement the information gathered through interviews with the staff. Secondly, information was gathered related to the functioning of CPLs. This included information on the types of challenges faced in communities, the services provided, and obstacles that hinder provision of services. The third aim was to gather information on the state of governance and accountability structures that exist within the project.

5.2. QUANTITATIVE COMPONENT

5.2.1. QUANTITATIVE SURVEY

A major component of the CBA was interviews with beneficiaries of CPL services, using a fixed questionnaire with both close- and open-ended questions. Trained enumerators conducted these interviews with statistically sampled beneficiaries. The aim of conducting the beneficiary survey was to establish the individual, social and economic benefits derived from CPL services. This included household and individual benefits with regard to time and travel costs, among others. Also included were positive externalities accruing to the communities where CPLs are working. The survey data has been used to quantify and monetize the benefits and costs. As in accordance with the general research objective to generate both qualitative and quantitative data, the interviews explored both perceptual dimensions of beneficiary experiences and perceptions of CPLs' performance, and included a number of questions based on a contingent valuation WTP approach, aimed at providing the required numbers for the CBA.

CPLs offer a wide range of services due to the varying needs of users. From a CBA methodological perspective, however, this very flexibility presents a challenge, as it denotes the difficulty of presenting a “typology” of CPL services, in a formalized sense, and generate benefit estimates for different services provided by the CPLs. The approach taken here is to use a contingent valuation WTP approach to clients of CPLs. It is assumed that clients have a reasonable sense of what the CPLs offer, and that their WTP to keep the paralegal model in operation would be a usable proxy for the benefits they believe it provides. A secondary model asked users how much they would be willing to pay for the particular service they received from the CPLs.

¹⁸ List of participants in Annex-D.

5.3. SAMPLE AND DATA COLLECTION

5.3.1. SAMPLE

Target population for the sample design consists of approximately 100 beneficiary households in 2 districts of Punjab, namely Bahawalpur and Rajanpur. The sample has been designed with a focus to be representative at the district and issue level. The expectation is that the cost-benefit circumstances of CPLs differ because of the differences in size and scope as well as the context in which each service is being provided by a CPL; as such, it is expected of both the aggregate and unit costs to differ by district. Additionally, the suite of services provided and the level of demand for them (that is, the social benefit of this work) is also expected to differ by district, as is the individual and social valuation of benefits.

5.3.2. DATA COLLECTION

Data collection took place during the same period as field implementation; however, data collection processes took place in different phases. Data was also collected after the completion of the sampling process. The first phase of data collection consisted of FGDs with CPLs and stakeholders in each district. The last phase consisted of service-beneficiary interviews conducted in each district, as well as in-depth interviews of the project staff. Table 5.1 below provides a summary of the nature and purpose of activities related to data collection as described above.

Table 5.1: Nature and Purpose of Field Visits and Data Collection			
Activity/ District	Bahawalpur	Rajanpur	Total
Collection, collation and evaluation of existing financial and related records	1 visit	1 visit	2 visits
FGDs with CPLs from the district	2 FGDs	2 FGDs	4 FGDs
FGDs with stakeholders	1 FGD	1 FGD	2 FGDs
In-depth interviews of project staff	3 interviews	4 interviews	7 interviews
Interviews of service beneficiaries*	50 interviews	50 interviews	100 interviews
*The sample size was calculated at 95% level of confidence and 5% error margin, whereas the total population of beneficiaries is the same as the number of cases uploaded in the project's Sales Force database.			

5.3.3. TRAINING

The quality of the data collected is critical to the success of a study. Data collection instruments must be carefully designed and rigorously pretested to ensure that they communicate clearly with intended respondents. The instruments must be faithfully translated into local languages to maintain the precise meaning of the questions. Enumerators must be trained effectively so that they thoroughly understand the questions and responses and can collect accurate data. To prepare for the fieldwork phase, all salient aspects of fieldwork and the broader research project were painstakingly covered, and a detailed training manual developed, delivered and practiced in a dedicated training. Furthermore, the training included a session on interview techniques, a presentation of the main assumptions underpinning the cost-benefit approach and potential challenges of fieldwork. It also covered data gathering techniques to ensure the reliability and validity of the information collected. The trainees participated in role-play and practice interviews; the questionnaires were translated into Urdu and practiced both in Urdu as well as the local languages, such as Punjabi and Siraiki.

5.3.4. FIELD IMPLEMENTATION

For quantitative data collection, a team of trained enumerators took part in the field survey using a representative sample of beneficiaries. In the districts, data collection took place from the second week of October, 2017 until the third week of November of the same year. The actual visits to sampled beneficiaries were coordinated according to their availability. Two members of the enumerating team were assigned to each FGD. The rationale for this number was to ensure adequate human resources to conduct the planned FGDs, with one member acting as the discussion facilitator and the other as the rapporteur. These discussions were recorded and in each case the rapporteur was required to present a FGD summary report.

A total of 100 service beneficiary interviews were conducted. Table 5.2 shows, by province and union council, the number of service beneficiary interviews conducted and the number of CPLs and stakeholders who attended the FGDs.

Table 5.2: Number of Participants in Interviews and FGDs with Beneficiaries and Staff				
District	Union Council	Household Interviews	Govt. Officials	FGDs
Bahawalpur	24 BC	24		
	Jando Masin	9		
	Maini	10	4	34
	Mari Sheikh Baksh	5		
	Mari Sheikh Shajra	2		
Rajanpur	Dajal	15		
	Nisarwala	3		
	Tatarwala	15	3	17
	Umerkot	7		
	Wah Lashari	10		
Total		100	7	51

Table 5.2 shows the number of participants who participated in each event. It should be noted that attendance numbers were influenced to some degree by logistics and prior engagements of the stakeholders.

5.3.5. DATA COLLECTION

A three-tier management and quality control mechanism was implemented to ensure that the collected primary data is authentic.

Tier 1 – Supervision in the field: district team leaders were responsible for monitoring of enumerating teams in the field. They ensured that day-to-day targets were met, and that the survey guidelines and techniques were closely followed, and that all collected data was reviewed and sent for progress analysis on a daily basis.

Tier 2 – M&E officer ensured that enumeration targets were met, and kept them on track. He ensured that survey guidelines and techniques were closely followed and carried out random spot visits to the field during the survey. He monitored the overall practices and performance of field staff in each district. Such checks were conducted through unannounced visits.

Tier 3 – Supervision at the central level: data received was analyzed daily at the central level.

5.3.6. DATA PROCESSING

Built-in checks: There were standard built-in features in the database design, including pre-defined data range for entry of various details, such as a strictly 13-digit field for CNIC number. The “forced entry” feature ensured that necessary fields cannot be left blank.

Data cleansing: Once certain batches of data were analyzed, all errors were corrected through repeat filtering and conditional formatting. The field team corrected any highlighted discrepancies as this task was carried out daily and field teams were on location at the time to collect any missing survey data.

Reporting to RSPN: Regular progress reports were shared with RSPN on data collection progress, quality assurance indicators and key issues and challenges of the field.

5.3.7. MONITORING AND EVALUATION

The M&E function of the data collection exercise was undertaken by the qualified Monitoring and Evaluation Specialist who carried out surprise visits to the enumeration sites to ensure the quality and pace of data collection. Daily monitoring/progress reports were also used as a tool to check the flow of the survey and basic analyses of key indicators which showed the trend of survey results. He joined the enumerating teams in the field at times to inspect the listing and enumeration activities.

5.3.8. ETHICS

Before conducting interviews, in accordance with general ethical guidelines provided to the enumerators during training sessions, informed consent was requested from all participating individuals.¹⁹

¹⁹The ethics consideration was an important requirement as the research detailed in this report involved human subjects, which necessitated that general established ethical protocols be followed to ensure that participants in the study do not experience undue harm because of their participation in this research.



6. QUALITATIVE FINDINGS FROM BENEFICIARY SURVEYS AND STAFF AND STAKEHOLDER FGDS

6. QUALITATIVE FINDINGS FROM BENEFICIARY SURVEYS AND STAFF AND STAKEHOLDER FGDS

6.1 INTRODUCTION

The findings presented in this section draw on both interviews of beneficiaries and project staff and FGDS with CPLs stakeholders to attempt to paint an accurate picture of the services and benefits derived from CPL services offered in the project areas by clients, community, and government.

6.2. BENEFICIARY PROFILES

6.2.1. WOMEN OUTNUMBER MEN

In both districts of the project, the major beneficiaries are women, making up 75% of our sample, whereas the remaining 25% are men. According to project documents, the actual number of female beneficiaries makes up nearly 70% of the total beneficiaries in both districts.²⁰ As the number of female paralegals is higher than that of their male counterparts, women – who are primarily socially and economically marginalized in the rural setup – feel more encouraged to consult paralegals for help with their various issues. As per records available both of the sampled data and from project documents, the study was unable to find any transgender beneficiaries.

Table 6.1: Sampled Beneficiaries by Gender

Gender	Bahawalpur		Rajanpur		Total	
	No.	%	No.	%	No.	%
Men	15	30	10	20	25	25
Women	35	70	40	80	75	75
Transgender	0	0	0	0	0	0
Total	<i>50</i>	<i>100</i>	<i>50</i>	<i>100</i>	<i>100</i>	<i>100</i>

6.2.2. YOUNG BENEFICIARIES

Majority of the beneficiaries (36%) were young, within the age bracket of 26-35 years, while the older population (more than 55 years) had the least representation in the sample.²¹ In Bahawalpur, the majority of the respondents fell within the age bracket of 36-45 years, whereas in Rajanpur, the most popular age bracket was 26-35 years. The majorities of both men and women were in the age brackets of 26-45 years. The same held true for the project's

²⁰Data extracted from the Sales Force database (salesforce.com) on 22nd May 2017. See Table-6.1 for details.

²¹See Table-6.2 for details.

beneficiaries as a whole as well, where young people outnumbered the relatively aged population.

Table 6.2: Sampled Beneficiaries by Age

Age (in years)	Bahawalpur				Rajanpur				Total		
	No.		%		No.		%		%		
	M	F	M	F	M	F	M	F	Total	M	F
< 26	3	6	20	17	1	3	10	7.5	13	16	12
26-35	5	10	33	29	3	18	30	45	36	32	37
36-45	4	15	27	43	4	7	40	17.5	30	32	29
46-55	1	3	7	9	1	7	10	17.5	12	8	13
> 55	2	1	13	3	1	5	10	12.5	9	12	8
Total	15	35	100	100	10	40	100	100	100	100	100

M=Male beneficiaries, F=Female beneficiaries, No.= Number, %=Percentage

6.2.3. MARRIED RESPONDENTS

The majority of the respondents (78%) were married at the time of interview, followed by those with marital statuses of unmarried, widowed, divorced and separated respectively. Most of the widowed beneficiaries of the project were from Rajanpur, whereas divorced beneficiaries were comparatively higher in Bahawalpur.²² Most married female beneficiaries of this project approached CPLs in Rajanpur, while Bahawalpur boasted the larger number of divorced female beneficiaries. Furthermore, most unmarried male and female beneficiaries were from District Bahawalpur. (See Table A-1 in Annex A for details.)

Table 6.3: Sampled Beneficiaries by Marital Status

Marital Status	Bahawalpur		Rajanpur		Total	
	No.	%	No.	%	No.	%
Married	35	70	43	86	78	78
Not Married	7	14	2	4	9	9
Widowed	2	4	4	8	6	6
Divorced	4	8	1	2	5	5
Separated	2	4	0	0	2	2
Total	50	100	50	100	100	100
No.= Number, %=Percentage						

²²See Table-6.3 for details.

6.2.4. MORE BENEFITS TO THE NEIGHBORHOOD

Almost 70% of the beneficiaries were located in the neighborhoods of the CPLs and had to travel less than a kilometer to consult a CPL. Only two respondents had travelled more than 15 kilometers to visit CPLs, and both were from Bahawalpur. 95% of the respondents travelled less than 5 kilometers to visit paralegals. (See Table 6.4 for details.) The distance matters, especially in the case of women as 70% of the female beneficiaries travelled less than a kilometer to visit paralegals. In Rajanpur, the study had recorded no evidence of women who had travelled more than 5 kilometers to visit the paralegals. However, in Bahawalpur, 3% of the female respondents had been found to have travelled more than 5 kilometers to visit paralegals. (For more details, see Table A-2 in Annex A.)

Table 6.4: Sampled Beneficiaries by Distance Travelled

Distance Travelled	Bahawalpur		Rajanpur		Total	
	No.	%	No.	%	No.	%
< 1 kilometer	31	62	38	76	69	69
1-5 kilometers	14	28	12	24	26	26
5-15 kilometers	3	6	0	0	3	3
> 15 kilometers	2	4	0	0	2	2
Total	50	100	50	100	100	100
No.= Number, %=Percentage						

6.2.5. SERVING THE LESS EDUCATED

68% of the beneficiaries had never been to school. Of these, the majority was from Rajanpur (82%). Followed by beneficiaries with no schooling, 15% had attended school up to the secondary level, 10% had received primary education, while 5% had a BA degree and higher qualification and only 2% had completed their intermediate as the highest qualification. (See Table 6.5 for details.) Disaggregation of data by gender at the district level revealed that 75% of the women had never been to school, similar to the overall unschooled percentage, while of these, unschooled women in Rajanpur outnumbered those in Bahawalpur. As compared to women, unschooled male beneficiaries are fewer in proportion (48%). For other levels of schooling, i.e. primary, secondary, intermediate, and bachelor and above, the ratio of men was substantially higher than that of women at each level of qualification. Exception prevailed at the primary and secondary levels in the Bahawalpur sample where at women outnumbered men in proportion at both levels of qualification. (For more details, see Table A-3 in Annex A.)

Table 6.5: Sampled Beneficiaries by Academic Qualification

Qualification	Bahawalpur		Rajanpur		Total	
	No.	%	No.	%	No.	%
Primary school	8	16	2	4	10	10
Secondary school	10	20	5	10	15	15
Intermediate	1	2	1	2	2	2
BA and above	4	8	1	2	5	5
No schooling	27	54	41	82	68	68
Total	50	100	50	100	100	100
No.= Number, %=Percentage						

6.2.6. FINANCIAL INDEPENDENCE OF BENEFICIARIES

Majority of the sampled beneficiaries (61%) were employed (self, part-time or full-time), but the ratio was higher (66%) for Bahawalpur. Compared to Rajanpur, the ratio of self-employed respondents was also higher in Bahawalpur. Most of the female respondents in Rajanpur (34%) were housewives and involved in household work only. (See Table 6.6 for details.) The ratio of respondents involved in part time employment was relatively much higher in Rajanpur, where most of the beneficiaries are involved in the seasonal crop-picking activities, as there is no other major economic activity in the region.

Following the prevailing cultural values in the region, the proportion of employed men (76%) was significantly higher than that of women (56%) in the sample. The difference was more obvious in Rajanpur, whereas in the case of Bahawalpur, the ratio of employed men and women was almost the same among the sampled project beneficiaries interviewed.

Table 6.6: Sampled Beneficiaries by Employment Status						
Employment Status	Bahawalpur		Rajanpur		Total	
	No.	%	No.	%	No.	%
Unemployed	1	2	2	4	3	3
Housewife involved in household work only	4	8	17	34	21	21
Housewife, looking for work	3	6	2	4	5	5
Self-employed	14	28	1	2	15	15
Employed part-time	10	20	21	42	31	31
Employed full-time	9	18	6	12	15	15
Other	9	18	1	2	10	10
<i>Total</i>	<i>50</i>	<i>100</i>	<i>50</i>	<i>100</i>	<i>100</i>	<i>100</i>
No.= Number, %=Percentage						

The ratio of housewives, whether or not in search of job, was 45% in Rajanpur – far exceeding that in Bahawalpur. (For more details, see Table A-4 in Annex A.) The majority of the beneficiaries – both men and women – earned a monthly income of PKR 2,001-7,000, followed by a smaller number earning within the range of PKR 7,001-12,000, and then PKR 12,001-17,000. Very few respondents earned a monthly income below PKR 2,000 or more than PKR 17,000. (For further details, see Table A-5 in Annex A.)

6.2.7. NATURE OF RESOLVED ISSUES

Majority of the issues (36%) brought to the paralegals were related to NADRA,²³ followed by BISP (24%),²⁴ family (15%),²⁵ and WAPDA (6%).²⁶ Issues related to NADRA were found relatively more common in Bahawalpur, whereas issues related to BISP were more frequent in Rajanpur.²⁷ There were various other types of issues, such as property issues,²⁸ maintenance, business,²⁹ service sector issues,³⁰ and others not covered in the above-mentioned classifications. (See Table 6.7 for details.)

Table 6.7: Sampled Beneficiaries by Nature of Issues

Nature of Issue	Bahawalpur		Rajanpur		Total	
	No.	%	No.	%	No.	%
Property	2	4	0	0	2	2
Family	8	16	7	14	15	15
Maintenance	1	2	1	2	2	2
Business	1	2	0	0	1	1
Services	2	4	4	8	6	6
WAPDA	5	10	3	6	8	8
NADRA	22	44	14	28	36	36
BISP	6	12	18	36	24	24
Others	3	6	3	6	6	6
<i>Total</i>	<i>50</i>	<i>100</i>	<i>50</i>	<i>100</i>	<i>100</i>	<i>100</i>
No.= Number, %=Percentage						

²³NADRA is responsible for issuing computerized national identity cards (CNIC) to the citizens of Pakistan and maintaining their personal information. NADRA also issues juvenile cards, CNICs for overseas citizens, Pakistan Origin Cards, nikah registration, child certificate, family certificate and cancellation certificate, among other services. The issues regarding NADRA that were brought to paralegals were such as issuance of CNIC, renewal of CNIC, correction in age/name/address, unfamiliarity with the procedures, issuance of certificates other than CNIC, and others.

²⁴BISP is a federal unconditional cash transfer poverty reduction program in Pakistan. Launched in July 2008, it is the largest single social safety net program in the country. To achieve the objective of women empowerment, BISP provides support exclusively through women. The beneficiaries belong to the most under-privileged, excluded, marginalized and vulnerable sections of society, living in abject poverty. Related issues were mainly of issuance or loss of BISP card, inclusion or corrections in the BISP database, blockage or activation of BISP card, change of PIN code of the BISP card.

²⁵Family issues generally range from parents' conflict over custody of children, domestic violence, forced or underage marriage and marital problems to sexual assault/abuse/harassment and insult/abusive language/threats.

²⁶WAPDA is a government-owned public utility responsible for maintaining power and water in Pakistan. By and large, issues concerning it comprised of interrupted power supply, over-billing, new connections, defective products, poor customer service, fraud and unauthorized charges.

²⁷Even at the national level, the extent of poverty in Rajanpur is significantly higher, so the trend follows the same path.

²⁸These range from civil documentation to housing/land/property and inheritance issues.

²⁹These include issues relating to financial disputes, breach of contract, debt, financial fraud, etc.

³⁰These relate to civic and social service providing institutions like those of education, health, social welfare benefits, abuse of power by formal authority, injustice in *jirga/panchayat* decision, etc.

Bifurcation of the numerical data into male and female sub-categories at district level revealed that in case of issues related to NADRA, men benefited from CPL services more than women in both districts, with the ratio being significantly higher in Bahawalpur; whereas in cases related to BISP, female beneficiaries outnumbered their male counterparts while the ratio was comparatively higher in Rajanpur. Like BISP-related issues, more women chose to consult paralegals concerning family-related issues than men in both the districts, while this difference was more noticeable in Bahawalpur. However, for WAPDA or service sector concerns, the ratio of male clients of CPLs was evidently higher in both districts, especially in Rajanpur. (For more details, see Table A-6 in Annex A.)

Issues of most respondents below 26 years of age were related to family or NADRA, whereas those within the age bracket of 26-35 years had problems concerning BISP, NADRA and family. However, respondents with issues related to NADRA commonly fell in the age bracket of 36-45 years. (For further details, see Table A-7 in Annex A.)

6.2.8. NUMBER OF MEETINGS WITH PARALEGALS

From the sample in case of Rajanpur, majority of the clients had met with the CPL 3 times to resolve an issue, whereas in Bahawalpur the number of meetings was 2 in most cases. Disaggregated data revealed that men tended to resolve their issue in 2 meetings, whereas it took women up to 3 meetings. (See Table 6.8 for details.) Collected data revealed that for issues relating to BISP and NADRA, the majority of the beneficiaries had to visit the CPL 2 to 3 times for resolution.

Table 6.8: Sampled Beneficiaries by Number of Meetings according to Gender and District

No. of Meetings	Bahawalpur			Rajanpur			Total	
	Total	Men	Women	Total	Men	Women	Men	Women
1	13	6	7	6	1	5	7	12
2	18	6	12	18	5	13	11	25
3	17	3	14	22	3	19	6	33
4	2	0	2	4	1	3	1	5
<i>Total</i>	<i>50</i>	<i>15</i>	<i>35</i>	<i>50</i>	<i>10</i>	<i>40</i>	<i>25</i>	<i>75</i>

6.2.9. RESOLUTION OF MOST ISSUES

When respondents were asked about the current status of their respective issues taken to CPLs, the majority (69 %) said that the issues had been resolved. Interestingly, the ratio of resolved matters was higher for male respondents than female. At district level, the ratio of resolved cases was higher in Bahawalpur (78%) than in Rajanpur, where the said ratio was (60%). However, the pendency ratio of the cases of female clients was higher in Rajanpur (43%) than in Bahawalpur (26%). (See Table 6.9 for details.) At issue level, pending complaints related to BISP outnumbered the rest, while the ratio was higher in Rajanpur than in Bahawalpur.

Table 6.9: Current Status of Respondents' Problem according to District and Gender

Current Status	Bahawalpur			Rajanpur			Total	
	Total	Men	Women	Total	Men	Women	Men	Women
Resolved	39	13	26	30	7	23	20	49
Pending	11	2	9	20	3	17	5	26
<i>Total</i>	<i>50</i>	<i>15</i>	<i>35</i>	<i>50</i>	<i>10</i>	<i>40</i>	<i>25</i>	<i>75</i>

6.2.10. AWARENESS OF COMMUNITY-BASED PARALEGALS

93% of the respondents who approached CPLs had known about their existence before initially contacting them regarding concerns. This ratio was significantly higher for women than for men. More women in Rajanpur were aware of paralegal services than in Bahawalpur. (See Table 6.10 for details.)

With an increase in the distance that beneficiaries had to travel to access the CPLs, awareness about paralegal services diminished from 97% to 67%. Geographical distance from the closest available CPL had a significantly larger effect on women's awareness about paralegal services as compared to that of men's. (For more details, see Table A-8 in Annex A.)

Table 6.10: Prior Awareness of Paralegal Services to Respondents by District and Gender

Awareness	Bahawalpur			Rajanpur			Total	
	Total	Men	Women	Total	Men	Women	Men	Women
Yes	44	14	30	49	9	40	23	70
No	6	1	5	1	1	0	2	5
<i>Total</i>	<i>50</i>	<i>15</i>	<i>35</i>	<i>50</i>	<i>10</i>	<i>40</i>	<i>25</i>	<i>75</i>

6.2.11. COMMUNITY-BASED PARALEGALS MORE TRUSTED AND EFFICIENT THAN GOVERNMENT OFFICIALS

For the resolution of their problems, the overwhelming majority of respondents preferred CPLs as the first point of contact for getting help and guidance. 85% respondents claimed to have contacted a CPL in the first instance, whereas only 15% attempted to contact a government official first and turned to a CPL later to get an issue resolved. Most of the respondents (40%) who approached government officials in the first instance were from District Bahawalpur and tended to be male. (See Table 6.11 for more details.) The problems of those who contacted CPLs after visiting government officials first largely related to WAPDA, followed by concerns regarding BISP and NADRA. (For further details, see Table A-9 in Annex A.)

Responding to follow-up questions comparing the usefulness of their meetings with the CPLs and government officials, 100% of the respondents picked CPLs as being more useful in the attainment of relevant information, whereas 33% conceded that the information provided by government officials was sufficient. (For details, see Table A-10 in Annex A.)

Table 6.11: Respondent's First Point of Contact								
First Contact	Bahawalpur			Rajapur			Total	
	Total	Men	Women	Total	Men	Women	Men	Women
Government official	11	6	5	4	3	1	9	6
Paralegal	39	9	30	46	7	39	16	69
<i>Total</i>	<i>50</i>	<i>15</i>	<i>35</i>	<i>50</i>	<i>10</i>	<i>40</i>	<i>25</i>	<i>75</i>

Further probing of respondents regarding the number of visits necessary to attain the required information revealed that 96% clients were successful in the first two visits to CPLs, whereas only 50% managed to attain the required information in their first two visits to government officers. Only 4% of the respondents had to visit a CPL for the fourth time to obtain information, whereas in the case of government officials, around 14% respondents visited 5 to 6 times for advice. (For details, see Table A-11 in Annex A.)

Breakdown of the data into male and female respondents revealed that in the case of government officials, there is some correlation between gender and the provision of information where 38% of the men attained the required information on their first visit as compared to 33% women. However, in the case of CPLs, 91% of the female respondents claimed to have acquired the required information on their first visit as compared to only 29% men. In District Bahawalpur, 60% of the respondents had obtained required information from government officials as compared to 25% in District Rajapur on their first two visits. CPLs seemed more efficient, however, as 100% of the respondents in Bahawalpur had obtained information in their first two visits, against 50% in Rajapur. (For further details, see Table A-11 in Annex A.)

6.2.12. COST OF INFORMATION

When asked about payment of monetary compensation for receiving information, 100% of the respondents denied having paid CPLs whereas only 13% of the respondents denied having monetarily compensated government officials for providing information. 47% of the respondents who approached government officials admitted to paying amounts up to PKR 1000 for required information, 21% up to PKR 4000, and 20% admitted to paying more than PKR 4000. (See Table 6.12 for more details.)

Table 6.12: Percentage of Respondents by Monetary Compensation for Information		
Expense	Gov. Officials	CPL
0	13	100
0001 - 1000	47	0
1001 - 2000	7	0
2001 - 3000	7	0
3001 - 4000	7	0
> 4000	21	0
<i>Total</i>	<i>100</i>	<i>100</i>

Responding to a follow-up question about expenses incurred to visit CPLs or government officials³¹, 79% of the respondents claimed to have incurred no expenses while visiting CPLs, as compared to 0% saying the same for government officials. By the time of the interviews, 9% of the respondents had spent up to PKR 100 on visits to the CPLs, while 7% had spent the same for government officials. 46% of the respondents claimed to have spent PKR 101- 400 on visits to government officials, while the same amount was spent by only 12% on CPLs. 47% of the respondents admitted to have spent more than PKR 400 on visits to government officials while no respondent exceeded that amount on a visit to a CPL. (For details, see Table A-12 in Annex A.)

Against 100% respondents in the case of government officials, only 25% of those visiting CPLs had incurred some expenditure during visits to resolve their respective issues. Data disaggregated by issue revealed that on visits to CPLs, 50% of the respondents with WAPDA-related issues incurred some expense, followed by those with issues related to the service sector (40%), family (29%) and BISP (25%).

Answering queries about monetary compensation for help received, 33% respondents admitted to having paid government officials while 100% said that CPLs had refused money from them. (For more details, see Table A-13 in Annex A.)

³¹ Expenses incurred on transport, food, etc.

6.2.13. SERVICE SATISFACTION

Popular perception regarding NPOs is unfavorable, expecting failure to provide adequate services to their beneficiaries because, most often, their operations are run by amateur volunteers who lack the necessary skills and expertise. However, the surveyed perceptions of beneficiaries suggest that this may not be the case with CPLs.

Responding to questions about demands for money in exchange for help provided by CPLs or government officials, 33% respondents answered in the affirmative for government officials while none had paid any money to CPLs. Except for 1% of respondents, all the rest believed that the help provided by CPLs was very helpful, however in the case of government officials, only 33% of the respondents were satisfied with their value. (See Table 6.13 for details.)

Table 6.13: Respondents' Perceptions of Paralegals versus Government Officials				
	Government		CPL	
	Helpful	Took Money	Helpful	Took Money
Yes	33	33	99	0
No	67	67	1	100
Total	100	100	100	100%

A follow-up question was asked about the level of respondents' satisfaction with the help provided by CPLs and government officials. 11% revealed good or very good levels of satisfaction with government officials whereas 97% of the respondents admitted to good or very good satisfaction with the help provided by CPLs. 73% respondents ranked the help provided by government officials as poor or very poor, while none ranked CPLs as the same. (See Table 6.14 for details.)

Table 6.14: Respondents' Level of Service Satisfaction (%)		
Satisfaction Level	Government	CPL
Very Good	11	86
Good	0	11
Satisfactory	17	3
Poor	6	0
Very Poor	67	0
Total	100	100

Concerning their experience of CPL services regarding helpfulness, professionalism, knowledge and manners, the majority of the respondents expressed satisfaction. 90% expressed immense satisfaction with the CPLs' helpfulness, whereas 9% were content and 1% indifferent.

Regarding professional handling of issues by CPLs, 78% respondents found them very professional, 20% were fairly satisfied with their professionalism, while 1% were indifferent and 1% were not sure.

Responding to the question of CPLs having prior knowledge of the services they offered, 80% of the respondents expressed immense satisfaction, 19% were fairly satisfied, while 1% were indifferent towards the CPLs' level of knowledge about their issue. Regarding the manners of CPLs, 93% of the respondents said that they were extremely satisfied whereas 7% expressed contentment with their manners. (See Table 6.15 for details.)

Table 6.15: Respondents' Satisfaction with CPL Conduct (%)						
Satisfaction Level	Very Satisfied	Satisfied	Neither nor	Dissatisfied	Very dissatisfied	Do not know
Helpfulness	90	9	1	0	0	0
Professionalism	78	20	1	0	0	1
Knowledge of services	80	19	1	0	0	0
Well-mannered	93	7	0	0	0	0

The regional breakup of data revealed almost identical levels of satisfaction of the respondents with slight variations, e.g. the CPLs of Rajanpur were considered more professional than those of Bahawalpur, whereas the CPLs of Bahawalpur were considered more helpful than those of Rajanpur.

To measure the respondents' satisfaction with the services provided by government officials and CPLs, they were asked if they would refer others with the same problem as theirs to the government official or CPL. Except for one respondent, all said that they would refer others to the CPL, however only 35% said that they would refer the person to the said government officials. (See Table 6.16 for details.)

When respondents were asked whether they passed on the information provided to them by CPLs, 69% said that they did to those in similar situations, however 31% could not. (For more details, see Table A-15 in Annex A.) This much satisfaction derived from CPL services could also be a result of the lack of corruption, which appears to have contributed to beneficiaries' trust in the CPLs. None of the survey participants seemed to have witnessed a CPL receiving or demanding a bribe during their visits.

Table 6.16: Respondents' Willingness to Refer to Others (%)		
	Government	CPL
Yes	35	99
No	65	1
<i>Total</i>	100	100

6.2.14. REPLACING COMMUNITY-BASED PARALEGALS

The study also included a question to ascertain the respondents' intentions about the alternatives to paralegal services in the event of the non-existence of CPLs. When asked how they would manage their problems in the absence of CPLs, the majority of the respondents (48%) expected to ask a friend or family member for help. 26% said that they would abandon the issue altogether, while 19% would seek help from the relevant government office, 4% of the respondents would request help from others in the community like jirga, community elders, religious elders, etc. to resolve the issue and 3% would opt for other means. (See Table 6.17 for more details.)

Table 6.17: Replacement of CPLs for Required Information by District and Gender

I will...	Bahawalpur			Rajanpur		
	Total	Men	Women	Total	Men	Women
Seek help from a government office	16	6	10	3	3	0
Seek help from a friend or family member	9	2	7	39	6	33
Seek help from others in the community	1	0	1	3	0	3
Abandon the issue	21	4	17	5	1	4
Other (please specify)	3	3	0	0	0	0
<i>Total</i>	<i>50</i>	<i>15</i>	<i>35</i>	<i>50</i>	<i>10</i>	<i>40</i>

District level data revealed that in Bahawalpur, the majority of the respondents (42% of those from the district) opted to abandon the issue in case of nonexistence of the CPLs, followed by smaller percentages that would seek help from government offices and friends and family members. In Rajanpur, however, majority of the respondents (78% of those from the district) said that they would ask a friend or family member for help in the absence of CPLs, followed by smaller numbers of those who would abandon the issue and approach government officials for help. Among women, most of the respondents (53% of all women) would seek help from a friend or family member, followed by fewer numbers of women who would abandon the issue, approach government offices and ask community members for help. Among men, majority of the respondents (36% of all male respondents) will go to a government office, followed by those who would ask a friend or family member for help, abandon the issue and opt for other means of resolution. (For details, see Table A-16 in Annex A.)

6.2.15. MONETIZED BENEFITS OF COMMUNITY-BASED PARALEGAL SERVICES

To monetize the benefits associated with the services provided by CPLs, the project beneficiaries' survey included various questions for the purpose. Every respondent was asked to propose charges for the services of the CPLs, how much the CPL services were worth to them, the amount of bribe³² paid to a government official to resolve a matter, and expenses incurred on visits made to government offices were considered as benefits received by the beneficiaries of paralegal services. All expenses incurred on pursuing the matter via CPLs and possible bribes given to CPLs have been considered as costs associated with the matter. All costs and benefits were calculated at a per case rate and the average of such benefits was provided at issue level in column 3 (benefits per case) of Table 6.18. In column 4 of the same, average costs have been given at the per case rate.³³

Total monetized benefits received by the service beneficiaries are attained simply by multiplying the average benefit by the actual number of cases registered by CPLs on that particular issue; the said benefits are presented in column 5 of Table 6.18. However, when the average per case project costs (column 4) are extracted from the average individual benefits (column 2), the average case benefit per issue is derived; the said benefits to the project are presented in column 6 of Table 6.18. Simply multiplying the said benefits with the total number of cases (according to issue) registered by CPLs until the time of interviews gives the total benefits provided by the project to the target area. Calculations revealed that the project had contributed a total worth of PKR 3,113,957 in benefits to the communities it was implemented in in its first year of inception.

Table 6.18: Breakup of Monetized Benefits of CPLs by Issue (PKR)

<i>Issue</i>	<i>Actual Cases</i>	<i>Beneficiary Benefits per issue</i>	<i>Project Cost per Case</i>	<i>Total Beneficiary Benefits per Issue</i>	<i>Project Benefits per Case</i>	<i>Total Project Benefits per Issue</i>
Property	7	92200	13922	645400	78278	547946
Family	28	97500	13922	2730000	83578	2340184
Maintenance	2	53500	13922	107000	39578	79156
Business	10	4975	13922	49750	-8947	-89470
Services	32	34000	13922	1088000	20078	642496
WAPDA	25	15954	13922	398853	2032	50803
NADRA	100	8420	13922	842000	-5502	-550200
BISP	159	15200	13922	2416800	1278	203202
Other	30	10250	13922	307500	-3672	-110160
Total	393			8585303		3113957

³²Bribes given to an official in the matter brought to a CPL were taken as a potential benefit to the service beneficiary, as if the beneficiary had approached a CPL first, the bribe money could have been saved.

³³As the costs data at the rate of per case or issue is not available (and practically impossible to determine), the total project costs have been divided by the total number of cases (registered by CPLs up until the date of extraction of data from the OSF database), which provides the project per case cost of PKR 13,922/-.

It is important to mention that the amount that emerged in Table 6.18 does not cover all the benefits derived by the communities in the project area as the quantification of the full economic benefits associated with the provision of CPL services is difficult. This is largely due to the vast spectrum of services provided by CPLs, along with the sheer number of people who derive both direct and indirect benefits from these services. The following aspects of direct and indirect benefits derived by communities were uncovered in this study:

- 1) Benefits to the government. Such benefits derived from the services of CPLs were not covered in this monetization exercise of benefits. However, to name a few benefits that the government may have received, it is important to note that officials saved time as a result of fewer visits to their offices from community members, dealt with more informed visitors, settled disputes before aggravation and settled disputes outside of official channels.
- 2) Benefits to the community. In the survey, service beneficiaries were asked if they had passed on the information they received from CPLs to other community members, to which most respondents replied in the affirmative, thus implying a multiplier effect of the services of CPLs. The study did not, however, calculate or monetize this multiplier effect of CPL services. Furthermore, CPLs held numerous awareness sessions for communities which may indeed have positively impacted the welfare of community members, but the study did not attempt to monetize such community benefits either.
- 3) Benefits from economies of scale. The study reviewed only the cases and costs associated with the first year of the project. With the passage of time, there was an inevitable increase in the awareness and skills of the CPLs as well as those of the project team, and acceptability from government institutions. These factors altogether led to lower average variable and fixed costs, hence it is assumed that in the coming years of the project, the value of the benefits associated with CPL services will be higher than the current value.
- 4) The economic and social benefits of CPL interventions are not only one-time events. In most cases, they had ongoing impact but the study counted their impact only once and has no formula to extract and monetize benefits over the years.
- 5) Although at present the impact is limited because of the limited geographical coverage of the intervention, another dimension of the benefits may be derived at the economy level once it is extended. That is, productivity is enhanced when the number of workdays missed due to problems (like marriage, divorce, legal and other necessary state documents and certificates, financial disputes, and many other) is significantly reduced and translates into tangible benefits. If such benefits are also taken into consideration, then the value of the benefits provided by CPL services and that of the project is manifold that of the present estimate.

³⁴Same is the case with the costs as well. For example, the social costs associated with the domestic violence are actually extended far beyond the private costs borne by the immediate families.



7. RECOMMENDATIONS

7. RECOMMENDATIONS

The preceding sections have provided a comprehensive picture of CPL operations in southern Punjab, the views of those who use these services, and the social costs and benefits associated with their functioning.

Deriving from these discussions and analyses, the first and perhaps primary recommendation is that serious and urgent consideration be given to the fiscal funding of the CPLs in southern Punjab. Extremely beneficial to the communities as well as to government departments and service providers, it is recommended that similar services be provided in other parts of Pakistan as well. As the quantum of such services increases across more districts of Pakistan, it would be highly advisable to place these services under the umbrella of a centralized organization – this study suggests the creation of a Legal Aid Authority in Pakistan that would function with close liaison with the Pakistan Bar Council as well as provincial councils.³⁵ Such a body would be able to regulate the operations of CPLs, including selection of CPLs, their training, supervision, code of conduct, monitoring and evaluation and ownership/identity.

The study found that a serious concern of the CPLs was their status and identity vis-à-vis public functionaries. The placement of CPLs under an authority would give them the necessary status and identity to perform their duties with confidence, certainty, and universal acceptability.

It has been found that awareness regarding the existence and services of CPLs in communities is not very common. Had the target communities been more informed about the existence of such services, more people would have benefited from their provision. It is recommended that a vigorous awareness campaign be launched regarding the services of CPLs.

The study found that the paralegals supplement the work of government officials. CPLs' support to the needy refined much of the state officials' work and resolved most of the issues before they could reach official channels, thus minimizing burden and filtering only those issues through to the government that could not be resolved otherwise. It is important that CPLs be understood and responded to as being a helping hand to the government. Hence it is recommended that relevant government officials be sensitized about the work of paralegals through awareness campaigns and training sessions.

Results revealed that the preponderance of issues was related to government service providers, especially BISP, NADRA and WAPDA. It is recommended that CPLs be given specialized trainings regarding accessing services provided by these departments. This would also lower case load on and enhance the efficiency of the said departments.

In line with ensuring its constitutional obligation of ensuring access to justice for its citizens and equal protection by law, the government should consider CPLs as key partners and allies in helping communities, especially the marginalized peoples.

³⁵The proposed Legal Aid Authority must be structured as an independent, impartial and autonomous organization with a constitutional status and mandate. The funding must be in line with other autonomous bodies, such as the judiciary, and different commissions, like the Election Commission of Pakistan and Federal and Provincial Public Service Commissions. It may also be mandated to receive philanthropic monies and charities.

The paralegal movement may take many forms and manifestations, however in Pakistan at the moment, CPLs are the only type of legal aid in the field.³⁶ In line with the newer curriculum enforced in law schools by Higher Education Commission (HEC) on the recommendations of Pakistan Bar Council, the concept of Clinical Legal Education (CLE) has been introduced.³⁷ The proposed CLE work of students is identical to the paralegals' work and is considered as part of paralegal services in many jurisdictions, such as in the Philippines. It is recommended that Clinical Legal Education be operationalized in true letter and spirit by aligning its work with not only voluntary organizations but also legal aid committees of the Pakistan and Provincial Bar Councils.

³⁶The manifestations of paralegals may be as grassroots organization paralegals, roving (territorial) leader-organizer paralegals, law student paralegals, office-based/hired paralegals, mainstreamed community paralegals, and law enforcement paralegals, among others. (For details, please see Jennifer, F. (2014).)

³⁷In CLE, the street law model requires students to engage in community voluntary work by getting required trainings and then become a part of legal awareness campaigns for the poor, under-privileged and marginalized sections of society, whereas in the externship model, students would be attached with some human rights NGOs for voluntary work in the field.

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ANNEXES

Table A-1: Marital Status of Beneficiaries by District and Gender

Marital Status	Bahawalpur			Rajanpur		
	Total	Male	Female	Total	Male	Female
<i>Married</i>	35	11	24	43	8	35
<i>Not Married</i>	7	3	4	2	1	1
<i>Widow</i>	2	0	2	4	1	3
<i>Divorced</i>	4	0	4	1	0	1
<i>Separated</i>	2	1	1	0	0	0
Total	50	15	35	50	10	40

Table A-2: Sampled Beneficiaries by Distance Travelled

Distance Travelled	Bahawalpur			Rajanpur		
	Total	Men	Women	Total	Men	Women
< 1 km	31	10	21	38	6	32
1 to 5 kms	14	3	11	12	4	8
5 to 15 kms	3	2	1	0	0	0
> 15 kms	2	0	2	0	0	0
Total	50	15	35	50	10	40

Table A-3: Qualification of Beneficiaries by District and Gender (%)								
Qualification	Bahawalpur			Rajapur			Total	
	Total	Men	Women	Total	Men	Women	Men	Women
Primary school	16	13	17	4	10	3	12	9
Secondary school	20	33	14	10	10	10	24	12
Intermediate	2	0	3	2	10	0	4	1
BA and Above	8	13	6	2	10	0	12	3
No schooling	54	40	60	82	60	88	48	75
Total	100	100	100	100	100	100	100	100

Table A-4: Employment Status of Sampled Beneficiaries by District and Gender (%)										
Employment Status	Bahawalpur			Rajapur			Total			
	Total	Men	Women	Total	Men	Women	Men	Women	Men	Women
Unemployed	2	7	0	4	0	5	4	3		
Housewife involved in household work	8	0	11	34	10	44	4	27		
Housewife, looking for work	6	0	9	4	0	5	0	7		
Self-employed i.e. (embroidery work, or other traditional trades)	28	13	34	2	10	0	12	16		
Employed part time	20	40	11	42	20	48	32	31		
Employed full time	18	20	17	12	50	3	32	9		
Other (specify)	18	20	17	2	10	0	16	8		
Total	100	100	100	100	100	100	100	100	100	100

Table A-5: Monthly Income of Sampled Beneficiaries by District and Gender (%)

Monthly Income	Bahawalpur			Rajapur			Total	
	Total	Men	Women	Total	Men	Women	Men	Women
<2001 PKR	4	7	3	8	10	8	8	5
2001 - 7000 PKR	44	33	49	54	50	55	40	52
7001- 12000 PKR	38	40	37	22	30	20	36	28
12001- 17000 PKR	12	20	9	10	0	13	12	11
> 17000 PKR	2	0	3	6	10	5	4	4
Total	100	100	100	100	100	100	100	100

Table A-6: Nature of Issues of Sampled Beneficiaries District and Gender (%)

Nature of Issue	Bahawalpur			Rajapur			Total	
	Total	Men	Women	Total	Men	Women	Men	Women
Property Issue	4	7	3	2	0	0	2	1
Family	16	7	20	15	10	15	8	17
Maintenance	2	0	3	2	0	3	2	3
Business	2	0	3	1	0	0	1	1
Services	4	13	0	6	0	10	8	5
WAPDA	10	20	6	8	30	0	8	3
NADRA	44	53	40	36	40	25	36	32
BISP	12	0	17	24	10	43	24	31
Any other	6	0	9	6	10	5	6	7
Total	100	100	100	100	100	100	100	100

Table A-7: Nature of Issue of Sampled Beneficiaries by Age (%)						
Nature of Issue	< 26 Years	26-35 Years	36-45 Years	46-55 Years	> 55 Years	Total
Property Issue	0	0	1	0	1	2
Family	4	6	1	1	3	15
Maintenance	1	1	0	0	0	2
Business	1	0	0	0	0	1
Services	0	4	2	0	0	6
WAPDA	1	4	3	0	0	8
NADRA	4	9	15	5	3	36
BISP	2	10	4	6	2	24
Any other	0	2	4	0	0	6
Total	13	36	30	12	9	100

Table A-8: Prior Information of Paralegal Existence by Distance (km) and Sex									
Distance	Awareness	Men				Women			
		< 1 km	1 to 5	5 to 15	> 15	< 1	1 to 5	5 to 15	> 15
Yes		16	6	1	0	51	16	1	2
NO		0	1	1	0	2	3	0	0
Total		16	7	2	0	53	19	1	2

Table A-9: First contact of Respondents by District and Issue											
First Contact\ Issue	Bahawalpur						Rajanpur				
	Property Issue	Family	WAPDA	NADRA	BISP	Any other	Services	WAPDA	NADRA	Any other	
Government	2	1	3	3	1	1	1	1	1	1	1
Paralegal	0	7	2	19	5	2	3	2	13	2	2
Total	2	8	5	22	6	3	4	3	14	3	3

Table A-10: Usefulness of Government Officials versus Paralegals											
Usefulness						Government					
Yes						33%					
No						67%					
Total						100%					

Table A-11: Attainment of Required Information by District and Gender (%)										
No of Visits	Government Officials					CPL				
	Total	Men	Women	Bahawalpur	Rajanpur	Total	Men	Women	Bahawalpur	Rajanpur
1	36	38	33	40	25	81	29	91	84	50
2	14	13	17	20	0	15	29	9	16	0
3	22	25	17	10	50	0	0	0	0	0
4	14	13	17	10	25	4	14	0	0	50
5	7	0	17	10	0	0	14	0	0	0
6	7	13	0	10	0	0	14	0	0	0
Total	100	100	100	100	100	100	100	100	100	100

Table A-12: Expenses Incurred on Visits to Paralegal or Government Official (%)			
Expense	Gov. Officials		CPL
0	0		79
001 - 100	7		9
101 - 200	13		6
201 - 300	20		4
301 - 400	13		2
401 - 500	7		0
501 - 600	13		0
> 600	27		0
Total	100		100

Table A-13: Expenses Incurred on Visits to Paralegal or Government Official (Number of Respondents)

District		Bahawalpur								Rajapur						Total
	PKR issue	001 - 100	101 - 200	201 - 300	301 - 400	401 - 500	501 - 600	> 600	0	001 - 100	101 - 200	201 - 300	301 - 400	401 - 500	501 - 600	> 600
	Dispute	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Property	0	0	1	0	0	1	0	0	0	0	0	0	0	0	2
	Family	0	0	0	0	0	0	1	0	0	0	0	0	0	0	1
	Maintenance	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Business	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Govt.	Services	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
	WAPDA	0	0	1	0	1	0	0	0	0	0	0	0	0	0	1
	NADRA	0	1	0	2	0	0	0	0	0	0	0	0	1	0	4
	BISP	0	0	1	0	0	0	0	0	0	0	0	0	0	0	1
	Any other	0	0	0	0	1	0	0	0	0	0	0	0	0	0	2
	Total/A	0	1	2	3	2	0	2	1	0	0	0	0	1	0	15

Table A-13: Expenses Incurred on Visits to Paralegal or Government Official (Number of Respondents)

District		Bahawalpur															Rajanpur					Total
		001 - 100	101 - 200	201 - 300	301 - 400	401 - 500	501 - 600	>600	0	001 - 100	101 - 200	201 - 300	301 - 400	401 - 500	501 - 600	> 600						
CPL	PKR issue	0																				
	Dispute	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			
	Property	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			
	Family	3	2	1	1	0	0	0	7	0	0	0	0	0	0	0	0	0	14			
	Maintenance	1	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	2			
	Business	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1			
	Services	0	0	2	0	0	0	0	3	0	0	0	0	0	0	0	0	0	5			
	WAPDA	0	1	0	1	0	0	0	2	0	0	0	0	0	0	0	0	0	4			
	NADRA	11	5	1	1	1	0	0	13	0	0	0	0	0	0	0	0	0	32			
	BISP	3	0	1	1	0	0	0	18	0	0	0	0	0	0	0	0	0	23			
	Any other	0	1	0	0	1	0	0	2	0	0	0	0	0	0	0	0	0	4			
	Total B	18	9	6	4	2	0	0	46	0	0	0	0	0	0	0	0	0	85			
	Grant Total (A+B)	18	10	8	7	4	0	2	1	46	0	0	0	1	0	0	3	100				

Table A-14: Respondents Satisfaction of CPL Services (%)

Satisfaction Level	Bahawalpur						Rajanpur					
	Very Satisfied	Satisfied	Neither nor	Dissatisfied	Very dissatisfied	Do not know	Very Satisfied	Satisfied	Neither nor	Dissatisfied	Very dissatisfied	Do not know
Helpfulness	94	4	2	0	0	0	86	14	0	0	0	0
Professionalism	70	26	2	0	0	2	86	14	0	0	0	0
Knowledge about services	76	22	2	0	0	0	84	16	0	0	0	0
Well Mannered	94	6	0	0	0	0	92	8	0	0	0	0

Table A-15: Passing on of CPL-Provided information by Respondents (%)

CPL	
Yes	69
No	31
Total	100

Table A-16: Attainment of Required Information by District and Gender (%)

I will...	Bahawalpur			Rajapur		
	Total	Men	Women	Total	Men	Women
Go to government office	84	32	53	16	16	0
Ask a friend or a family member	19	4	15	81	13	69
Ask someone else in the community like Jirga, community elders, religious elders etc.	25	0	25	75	0	75
Abandon the issue	81	15	65	19	4	15
Other (please specify)	100	100	0	0	0	0

Annex B

Annex B1: Beneficiary Questionnaire

Beneficiary Questionnaire

Research Study on

Legal Services of Community-Based Paralegals in Khyber Pakhtunkhwa and South Punjab

Name of Interviewer: _____

Number of Interviewer	
Checked by	

PARTICULARS OF INTERVIEW

Day	Month		TIME STARTED		TIME COMPLETED		RESPONSE
			HR	MIN	HR	MIN	Code
		2017					

RESPONSE CODES

Completed Questionnaire			1
Partially completed questionnaire (specify reason)			2
	Reason		
Respondent is physically / mentally not fit to be interviewed			4
Contact person refused			5

Signature of Supervisor _____ Date _____

STATEMENT OF CONFIDENTIALITY

Good (morning/afternoon/evening), I'm _____ and we are conducting a survey for Rural Support Programmes Network (RSPN). We would like to ask you some questions about services provided to you by the project “*Strengthening Legal Empowerment at RSPs: Capacity Building of Paralegals*”.

To obtain reliable, scientific information we request that you answer the questions that follow as honestly as possible. Your opinion is important in this research. There is no right or wrong answers. It is your opinion that counts. We are selecting people for an interview at random that have availed the services of the Community Based Paralegals (CPL). The fact that you have been chosen is thus quite coincidental. The information you give to us will be kept confidential. You will not be identified by name or address in any of the reports we plan to write.

RESPONDENT SELECTION PROCEDURE

Please note that people making use of the services of the CPLs will be requested to participate in the study only.

THE FOLLOWING INFORMATION IS FOR FOLLOW-UP PURPOSES ONLY

Name of Respondent:	
Tel / Cell No. of Respondent (Not Mandatory)	

Province and District of the Respondent:			
Province	District	Union Council	Village
KPK <input type="checkbox"/>	Chitral <input type="checkbox"/>		
Punjab <input type="checkbox"/>	Rajanpur <input type="checkbox"/>		
	Bahawalpur <input type="checkbox"/>		

Section A: Interviewer to complete before interview

Q1: Basic Information of the Respondent:

Required Information	Option	Please Tick one
Gender	Male	
	Female	
	Transgender	
Age of the Respondent	(in Years)	
Marital Status of the Respondent	Married	
	Single	
	Divorced	
	Separated	
	Widow	
Distance traveled by the respondent to reach Paralegal	< 1 km	
	> 15 kms	
	1 to 5 kms	
	5 to 15 kms	
What is the highest level of education that you have completed?	No schooling	
	Primary school	
	Secondary school	
	Intermediate	
	BA and Above	
Which of the following best describes your work and Monthly Income situation?	Work Situation	Income Situation (PKR)
	Unemployed, not looking for work	
	Unemployed, looking for work	
	Housewife, not working at all, not looking for work	
	Housewife, looking for work	
	Self-employed	
	Employed part time (if none of the above)	
	Employed full time	
Other (specify)		

Section B: Provision of the Services

Q2: What was the Nature of your issue, which has been brought to the CPL?

S.	Nature of the Issue	Option
1	Dispute (Agriculture, Animal, Group Conflict, Employment issue/unpaid wages, Neighbour/Compound Dispute)	
2	Property Issue (Civil documentation, Housing/ land/property, Inheritance issue)	
3	Family (Child parent conflict, Domestic violence, Forced marriage, Underage marriage, Sexual assault/abuse, Marital Problems, Insult/abusive language/threats)	
4	Maintenance	
5	Business/ Finance Issues (Breach of contract, Debt, Fraud)	
6	Services (Education, Health, Social welfare benefits, abuse of power by form authority, Injustice in Jirga/panchayat decision)	
7	WAPDA	
8	NADRA	
9	BISP	
10	Any other	

Q3: So far how many sittings/ visits you had made with/to / from the CPL

1	1 time	
2	2 times	
3	3-4 times	
4	5-10 times	
5	10 or more times	

Q4: What is the current status of your issue

1	Resolved and Closed	
2	Opened/Pending	

Q5: When faced with the Issue did you know that you can receive the right information from the CPL?

a. Yes

b. No

Q6: To resolve your issue, you approached the concerned Govt. Office directly or your visited the CPL first?

a. Govt.

b. CPL

Skip: In case of CPL skip to Question 11

Q7: When you visited the concerned Govt. office, did you receive all the information from them?

a. Yes

b. No

Skip: In case of Yes skip to Question 8

Q8: In how many visits you got the required information?

Q9: Did you pay anything for receiving of information? If yes, how much?

PKR

Skip: In case of No skip to Question 10

Q10: How much money did you spent when you visited the concerned Govt. office (*including transport, food, tea, etc.*)

S. No	Visit No.	Expenditure (<i>in PKR</i>)
1	Visit 1	
2	Visit 2	
3	Visit 3	
	Total Visits amount	

Q11: When you visited the CPL, did you receive all the information from them?

a. Yes

b. No

Skip: In case of Yes skip to Question 13

Q12: In how many visits you got the required information from the CPL?

Q13: Did you pay anything to the CPL for receiving of information? If yes, how much?

PKR

Skip: In case of No skip to Question14

Q14: How much money did you spent when you visited the CPL

S. No	Visit No.	Expenditure (in PKR)
1	Visit 1	
2	Visit 2	
3	Visit 3	
	Total Visits amount	

Skip: In Question NO 6 those who opted for option b (CPL) skip to Question 18

Q15: Did the concerned Govt. Office assist you in providing the relevant information, documents (filling of forms / writing of applications / other documentations)?

a. Yes

b. No

Skip: In case of No skip to Question 17

Q16: Did the official asked for any money / compensation? If yes, then how much

PKR

Skip: In case of No skip to Question 17

Q17: Then who helped you and for how much?

Helped by...

PKR

Q18: What was the level of your satisfaction for the work done?

Rank	Option	
Very Good		
Good		
Satisfactory		
Poor		
Very Poor		

Q19: In similar cases, will you refer others to the same persons who did the work for you?

a. Yes	b. No	
---------------	--------------	--

Q20: Did the CPL assist you in providing the relevant information, documents (filling of forms / writing of applications / other documentations)?

a. Yes	b. No	Skip: In case of No skip to Question 22
---------------	--------------	--

Q21: Did the CPL asked for any money / compensation? If yes, then how much

PKR	Skip: In case of No skip to Question 22
------------	--

Q22: Then who helped you and for how much?

Helped by...	PKR
---------------------	------------

Q23: What was the level of your satisfaction for the work done by the CPL?

Rank	Option	
Very Good		
Good		
Satisfactory		
Poor		
Very Poor		

Q24: How satisfied are you with the services of the CPL in terms of the following?

	Very Satisfied	Satisfied	Neither nor	Dissatisfied	Very dissatisfied	Do not know
Helpfulness						
Professionalism						
Knowledge about services						
Well Mannered						

Q25: In similar cases, will you refer others to the CPL?

a. Yes	b. No	
---------------	--------------	--

Q26: If the CPL did not exist, which one of the following do you think you would do regarding the issue you brought to the CPL

1	Go to government office to get help	
2	Ask a friend or a family member for help	
3	Ask someone else in the community like Jirga, community elders, religious elders etc.	
4	Abandon the issue	
5	Other (please specify)	

Note: The purpose of the following questions is NOT to generate information to be used in actual fee-setting for the CPL.

Q27: Given the level of satisfaction and quality of service being provided by the CPL, how much money you would be willing to pay if ask for the provision of that particular service?

PKR	
------------	--

Q28: in your opinion if you were to resolve the same issue from a source other than CPL how much expenses you would have incurred. (inclusive all types of costs)

PKR	
------------	--

Q29: Up to final resolution, how much money have you spent on the dispute resolution through the CPL?

PKR

Q30: in your rough estimates how much the provision of such services (Issue wise) would cost if they are obtained from the professional service providers with and without involvement of the CPL

S.No	Nature of the Issue	Cost when CPL is Involved	Cost when CPL is NOT Involved
1	Dispute (Agriculture, Animal, Group Conflict, Employment issue/unpaid wages, Neighbour/Compound Dispute)		
2	Property Issue (Civil documentation, Housing/ land/property, Inheritance issue)		
3	Family (Child parent conflict, Domestic violence, Forced marriage, Underage marriage, Sexual assault/abuse, Marital Problems, Insult/abusive language/threats)		
4	Maintenance		
5	Business/ Finance Issues (Breach of contract, Debt, Fraud)		
6	Services (Education, Health, Social welfare benefits, abuse of power by formal authority, Injustice in Jirga/panchayat decision)		
7	WAPDA		
8	NADRA		
9	BISP		
10	Any other		

Annex-B2: Guide Lines for Community Based Paralegals Focus Group Discussion

Guide Lines for Community Based Paralegals Focus Group Discussion

Research Study on

Legal Services of Community Based Paralegals in Khyber Pakhtunkhwa and South Punjab

Name of Moderator: _____

Number of Participants	
Checked by	

PARTICULARS OF FGD

Day	Month		TIME STARTED		TIME COMPLETED		RESPONSE
			HR	MIN	HR	MIN	Code
		2017					

RESPONSES CODES

Completed FGD			1
Partially completed FGD (specify reason)			2
	Reason		

Signature of Supervisor _____ Date _____

STATEMENT OF CONFIDENTIALITY

Good (morning/afternoon/evening), I'm _____ and we are conducting a Focus Group Discussion (FGD) for Rural Support Programmes Network (RSPN). We would like to ask you some questions about services provided by the project “*Strengthening Legal Empowerment at RSPs: Capacity Building of Paralegals*”.

To obtain reliable, scientific information we request that you answer the questions that follow as honestly as possible. Your Expert opinion is important in this research. There is no right or wrong answers. It is your opinion that counts. For this FGD we had invited the Community Based Paralegals (CPL). The information you give to us will be kept confidential. You will not be identified by name or address in any of the reports we plan to write.

Opening Remarks

Introduction

Instructions:

Introduce the purpose of the research

Explain the purpose for the FGD

Clearly define the expected length of the FG discussion

Discussion Ground Rules:

Explain group rules, which include

- Listening to each other
- not breaking another person's word
- raising your hand to speak
- Indicating your “name” before you speak (this is an identifier for audio record purposes)
- respecting and maintaining the confidentiality of the focus group discussion

Structure of the Questions of the FGD

The questions detailed below are intended to elicit detailed feedback from the concerned experts that speaks to the objectives of this study. This will be a semi-structured discussion. The use of probing questions such as “please explain further”, “what else can you tell us?”, “can you elaborate on that”, “do you have any examples to share?”, “what else can be done?” etc. will be useful.

Focus Group Discussion

Q1: For how long you have been working as CPL?

Q2: Approximately how many clients do you serve per week?

Q3: What is the average time which you spent as a CPL including preparation, travel and activities etc.?

Q4: What are the main issues in which you are offering services as a CPL

Q5: What type of services are being offered by the CPL

Q6: To what extent the services you provide to the community resolve their grievances

Q7: In your opinion what are the main functions of a CPL

Q8: What do you think are the main challenges/ difficulties (Functional) in your work as CPL

Q9: In case of a women CPL, would she be facing the similar challenges or being a women CPL she would have to overcome certain additional barriers.

Q10: Do you receive sufficient support / assistance (Operational) from the project team in your work as CPL

Q11: Is your workplace is sufficiently resourced (e.g. sitting space, furniture, office equipment etc.) for the effective delivery of your services

Q12: in your opinion what are the main benefits which generally being received by the services of a CPL in an average nature of the following issue

S.No	Nature of the Issue	List of Individual Benefits	List of Social Benefits
1	Dispute (Agriculture, Animal, Group Conflict, Employment issue/unpaid wages, Neighbour/Compound Dispute)		
2	Property Issue (Civil documentation, Housing/ land/property, Inheritance issue)		
3	Family (Child parent conflict, Domestic violence, Forced marriage, Underage marriage, Sexual assault/abuse, Marital Problems, Insult/abusive		

	language/threats)		
4	Maintenance		
5	Business/ Finance Issues (Breach of contract, Debt, Fraud)		
6	Services (Education, Health, Social welfare benefits, abuse of power by formal authority, Injustice in Jirga/panchayat decision)		
7	WAPDA		
8	NADRA		
9	BISP		
10	Any other		

Q13: Can you elaborate that the services and assistance you offer to the communities not only resolve the issue in dispute but it reduces the chances of escalating those otherwise not so serious disputes into much graver offences as we all may know that minor civil / family disputes if not timely resolved turned into violent crimes.

Q14: In your opinion how do the communities view your work as a CPL

S.No	Category	Percentage
	Skeptical	
	Appreciative	
	Disinterested	
	Discouraging	

Q15: Can you briefly explain the level of cooperation you receive from the officials of the concerned Govt. departments

Q16: In case of a women CPL, generally, the level of cooperation from the officials of the concerned Govt. departments would increase / decrease / un-effected

Q17: Can you briefly tell us that how other social institutions like girja punchayat local notables / imam Masjid etc. etc. cooperate/ value your work as a CPL

Q18: In case of a women CPL, generally, the level of cooperation / acceptance / recognition from other social institutions like girja punchayat local notables / imam Masjid etc. would increase / decrease / un-effected

Q19: What in your opinion are the three main challenges being faced by the working of the CPL

Q20: Are you sufficiently knowledgeable about the work you performed as a CPL

Q21: Have you ever been provided any training related to your work as CPL, if yes was the training adequate and covered almost all the aspects of your work.

Q22: Can you roughly tell us the amount of money you spent (on travel, time spent opportunity cost, food etc.) on your activities as CPL out of your own pocket on average monthly basis

Q23: in your rough estimates how much the provision of such services (Issue wise) would cost if they are obtained from the professional service providers with and without involvement of the CPL

S.	Nature of the Issue	Cost when CPL is In	Cost when CPL is NOT Inv
1	Dispute (Agriculture, Animal, Group Conflict, Employment issue/unpaid wages, Neighbour/Compound Dispute)		
2	Property Issue (Civil documentation, Housing/ land/property, Inheritance issue)		
3	Family (Child parent conflict, Domestic violence, Forced marriage, Underage marriage, Sexual assault/abuse, Marital Problems, Insult/abusive language/threats)		
4	Maintenance		
5	Business/ Finance Issues (Breach of contract, Debt, Fraud)		
6	Services (Education, Health, Social welfare benefits, abuse of power by formal authority, Injustice in Jirga/panchayat decision)		
7	WAPDA		
8	NADRA		
9	BISP		
10	Any other		

Q24: Given the amount of workload you receive, do you feel overburdened or good about it.

Q25: Given the amount of your efforts for the betterment of the communities how do you feel about your work as a CPL

Q26: Would you like to continue offering your services as a CPL

Q27: What in your opinion could be the steps taken to overcome the difficulties of the CPLs to improve their efficiencies to the optimum level.

**Guide Lines for
CPLs Stake Holders
Focus Group Discussion**

**Research Study on
Legal Services of Community Based Paralegals in
Khyber Pakhtunkhwa and South Punjab**

Name of Moderator: _____

Number of Participants	
Checked by	

PARTICULARS OF FGD

Day	Month		TIME STARTED		TIME COMPLETED		RESPONSE
			HR	MIN	HR	MIN	Code
		2017					

RESPONSES CODES

Completed Questionnaire			1
Partially completed questionnaire (specify reason)			2
	Reason		

Signature of Supervisor _____ Date _____

STATEMENT OF CONFIDENTIALITY

Good (morning/afternoon/evening), I'm _____ and we are conducting a Focus Group Discussion (FGD) for Rural Support Programmes Network (RSPN). We would like to ask you some questions about services provided by the project “*Strengthening Legal Empowerment at RSPs: Capacity Building of Paralegals*”.

To obtain reliable, scientific information we request that you answer the questions that follow as honestly as possible. Your Expert opinion is important in this research. There is no right or wrong answers. It is your opinion that counts. For this FGD we had invited the experts who might have experience of the work of the Community Based Paralegals (CPL) directly or indirectly. The information you give to us will be kept confidential. You will not be identified by name or address in any of the reports we plan to write.

Opening Remarks

Introduction

Instructions:

Introduce the purpose of the research

Explain the purpose for the FGD

Clearly define the expected length of the FG discussion

Discussion Ground Rules:

Explain group rules, which include

- Listening to each other
- not breaking another person's word
- raising your hand to speak
- Indicating your “name” before you speak (this is an identifier for audio record purposes)
- respecting and maintaining the confidentiality of the focus group discussion

Structure of the Questions of the FGD

The questions detailed below are intended to elicit detailed feedback from the concerned experts that speaks to the objectives of this study. This will be a semi-structured discussion. The use of probing questions such as “please explain further”, “what else can you tell us?”, “can you elaborate on that”, “do you have any examples to share?”, “what else can be done?” etc. will be useful.

Focus Group Discussion

Q1: What in your opinion are the main social issues of your district with respect to your own department/ institution?

Q2: How do you see the roles if any CPLs can play in the resolution of these issues?

Q3: Are the CPLs are successful in addressing these issues, if they are how would you rate their success

Q4: How have the CPLs services assisted / facilitated the communities while accessing the services of your department / institutions.

Q5: Has the provision of CPLs services enhanced the delivery / quality of services being provided by your department

Q6: In your opinion what are the main difficulties hampering the service delivery of CPLs

Q7: What in your opinion could be the steps taken to overcome the difficulties of the CPLs to improve their efficiencies and outreach to all the needy population to the optimum level. (e.g. what government Can do, what communities can do, what donors and philanthropist can do, what project can do)

Q8: Please comment on how the CPLs are a saving to the state and to the House Hold

List of Participants in the FGD		
S.No.	Organization	Representative Name
	Bar Association	
	BISP	
	DCO Office	
	DHQ	
	District Zakat and Ushr Office	
	DLEC	
	Girga Members 2	
	Imam Masjid 1	
	Lawyer taking pro bono work	
	NADRA	
	NGOs local	
	Nikkah Registrar	
	Police	
	TMA	
	UC Nazim	
	WAPDA	

Annex-B4: Guide Lines for project staff interviews

Guide Lines for Project Staff Interviews

Research Study on Legal Services of Community Based Paralegals in Khyber Pakhtunkhwa and South Punjab

Name of Interviewer: _____

Name of Interviewee	
Designation	
District	
Checked by	

PARTICULARS OF Interview

Day	Month		TIME STARTED		TIME COMPLETED		RESPONSE
			HR	MIN	HR	MIN	Code
		2017					

RESPONSES CODES

Completed Interview			1
Partially completed interview (specify reason)			2
	Reason		

Signature of Supervisor _____ Date _____

STATEMENT OF CONFIDENTIALITY

Good (morning/afternoon/evening), I'm _____ and we are conducting this interview for Rural Support Programmes Network (RSPN). We would like to ask you some questions about services provided by the project “*Strengthening Legal Empowerment at RSPs: Capacity Building of Paralegals*”.

To obtain reliable, scientific information we request that you answer the questions that follow as honestly as possible. Your Expert opinion is important in this research. There is no right or wrong answers. It is your opinion that counts. The information you give to us will be kept confidential. You will not be identified by name or address in any of the reports we plan to write.

Opening Remarks

Introduction

Instructions:

Introduce the purpose of the research

Explain the purpose for the Interview

Clearly define the expected length of the interview

Interview

Q1: How many CPLs are working in this district?

Q2: Are there any dedicated staff supporting and supervising the work of the CPLs

Q3: What procedures these supervisory staff adopts in supervising the work of the CPL

Q4: In your opinion on average what percentage of your community is aware about the services being offered by the project to them

Q5: On average in a month how much financial or other resources of your office are being consumed on CPL activities

Q6: With reference to CPL activities, on average what is the monthly expense on the following

- Salaries
- Transportation
- ICT Costs
- Office operational cost

Stipend payments if any

Annex-C

ANNEX-C1: THE RURAL SUPPORT PROGRAMMES NETWORK (RSPN)

The Rural Support Programmes Network (RSPN) is the largest development network of Pakistan, with an outreach to over 43 million rural people. It consists of 11-member Rural Support Programmes (RSPs) that espouse a common approach to Community-Driven Development (CCD): social mobilization. RSPN is the strategic platform for the RSPs with expertise in policy advocacy, grant management, networking, monitoring and evaluation, gender mainstreaming, knowledge management, communication, renewable energy and social sector (health, education, and sanitation) programming and implementation.

The RSPN and the RSPs have adopted a three-tiered approach to social mobilization. At the first tier, rural households living in a close proximity are organized into Community Organizations (COs) at the neighborhood level, which amount to 397,076 with a membership of 6,936,905 members, covering a population of 43.2 million. At the second tier, the COs are federated at the village level into Village Organizations (VOs), while the third tier involves federation of VOs into Local Support Organizations (LSOs) at the Union Council (UC) level. There are currently 1,128 LSOs across Pakistan, and in several areas, these organized communities have started to federate even further into LSO Networks at the district level. As of September 2016, the scale of RSP work now covers 3,870 UCs in 125 districts and five regions of Pakistan's Federally Administered Tribal Areas (FATA).

ANNEX-C2: THE OPEN SOCIETY FOUNDATIONS WORKS (OSF)

The Open Society Foundations works to build vibrant and tolerant societies whose governments are accountable and open to the participation of all people. The organization seeks to strengthen the rule of law; respect for human rights, minorities, and a diversity of opinions; democratically elected governments; and a civil society that helps keep government power in check.

OSF helps to shape public policies that assure greater fairness in political, legal, and economic systems and safeguard fundamental rights. They implement initiatives to advance justice, education, public health, and independent media. OSF builds alliances across borders and continents on issues such as corruption, and freedom of information. Working in every part of the world, the OSF places a high priority on protecting and improving the lives of people in marginalized communities.

ANNEX-C3: STRENGTHENING LEGAL EMPOWERMENT AT RSPs: CAPACITY BUILDING OF PARALEGALS

With a broader objective of facilitating rural women and men in addressing legal issues through community paralegals, in 2016, the Rural Support Programmes Network and Open Society Foundations collaborated to launch a project, “Strengthening Legal Empowerment at RSPs: Capacity building of Paralegals”. This is a pilot project being implemented in eight Union Councils of two districts, Bahawalpur and Rajanpur, of Punjab province of Pakistan.³⁸ The project is being implemented through NRSP. The project is aimed at building capacity of the staff of RSPs and willing and suitable community members (both women and men) to work as paralegals in their respective rural communities.

³⁸Which later on extended to 10 UCs of the districts. The UCs of Bahawalpur are (24 BC, Jando Masin, Maini, Mari Shiekh Baksh, and Mari Shiekh Shajra) whereas of Rajanpur are (Dajal, Nisarwala, Tatarwala, Umerkot, and Wah Lashari).

Rural Support Programmes (RSPs) adopted a model of integrating legal services into its broader work with communities. The model RSPs have developed combines community-based volunteer paralegals, already embedded in and committed to help their communities, backstopped and supported by Social Organizer, and a lawyer. Together the teams help in resolving women and men's problems through legal and procedural information, referral, assistance, mediation, negotiation and in rare cases litigation even.

The project has three components, all focusing on building a nationwide network of basic legal services and positioning the RSPN as a central player in such a network. In the first component, it described key steps to build the capacity of RSPs' staff and communities on legal empowerment as paralegals with technical support from OSF. RSPN in the second component supported training for a cadre of lead trainers to be employed across the country in a number of programmes. The third component comprises research on cost benefit analysis of the basic legal services provided by the community-based paralegals.

ANNEX-D LIST OF PARTICIPANTS

		Bahawalpur					Rajanpur				
Event		FGDs		Stake Holders	Staff Interviews	FGDs			Staff Interviews		
		CPLs (Male)	CPLs (Female)			CPLs (Male)	CPLs (Female)	Stake Holders			
Event Date		25/9/2017	25/9/2017	27/9/2017	26-27/9/2017	4/10/17	4/10/17	4/10/17			
S.No		Attendance	Attendance	Attendance	Attendance	Attendance	Attendance	Attendance	Attendance	Attendance	
1		Mr. Muhammad Akhtar	Ms. Irshad Bibi	Mr. Zeshan Haider (AD, BISP)	Mr. Bahadur Ali (CBO)	Mr. Kareem Baksh	Ms. Ambrozia	Mr. Hamza Fareed (UC Chairman)	Mr. Saqlain Sarkani (CBO)		
2		Mr. Mehraj Hussain	Ms. Sitara Noor	Mr. Tauseef Ahmed (AD, BISP)	Mr. Faseeh Jameel (Former CBO)	Mr. Wajid	Ms. Reshma	Mr. Jalil (Chairman Aman Committee)	Ms. Sadia Kanwal (Lawyer)		
3		Mr. Muhammad Jafar	Ms. Irshad Kusar	Mr. Ahmad Nadeem (Divisional Coordinator, PCSW)	Ms. Kursheeda Parveen (Social Organizer)	Mr. Aslam	Ms. Samina	Mr. M. Usman (Education Dept.)	Ms. Sadia Khanum (Social Organizer)		
4		Mr. Muhammad Mushtaq	Ms. Aneela Ashraf	Mr. Saleem Haider (DC AF)	Ms. Saira Bano (Head of Paralegal)	Mr. Rashid	Ms. Jameela	Mr. Rao Sagheer Ahmed (Advocate)			
5		Mr. Muhammad Khalid	Ms. Yasmin Rafique	Mr. Rana Amir (PC Sadiq)			Ms. Kalsoom	Mr. Syed Aftab (Health Department)			

Bahawalpur						Rajanpur			
Event	FGDs		CPLs (Female)	Stake Holders	Staff Interviews	FGDs			Staff Interviews
	CPLs (Male)					CPLs (Male)	CPLs (Female)	Stake Holders	
6	Mr. Qazi Shahzad		Ms. Tahira Bibi	Mr. Majid Sattar (PM FDO)				Ms. Shahnaz (Daamin Foundation)	
7			Ms. Zahida Bibi	Mr. Adil Gondal (Law Officer)				Ms. Shazia Nawaz (Social welfare)	
8			Ms. Sadia Zafar	Mr. Qazi Shahzad (Nikah Registrar)				Ms. Haseena Kausar (PHED)	
9			Ms. Rukhsana Saleem	Mr. Tamiur Ali (OC SAPPK)					
10			Ms. Shahnaz Bibi	Mr. Anwar Ul Haque (SWD Punjab)					
11				Mr. M. Ajmal (SWD))
12				Mr. Rehan Khan (Advocate)					
13				Ms. Tyeba Munir (CEO NGO)					
14				Ms. Yasmeen (Advocate)					
15				Mr. Junaid Nazir (President Press Club)					
16				Mr. Rao Amir Sarwar (Advocate)					
17				Ms. Uzma Amin (Psychologist SWD)					

ANNEX-E SAMPLE DETAILS

Village/Mozah/Union Council/District Wise Beneficiaries Sample Details

District	Union Council*	Bahawalpur										Rajapur										Total									
		A		B		C		D		E		F		G		H		I		J											
	Village**	Mozah																													
	14 UC	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	5
	18 UC	5	4																												4
	23 BC			3																											8
	25 BC																														3
	26 BC				4																										4
	Basti Lanag						3																								3
	Manzoor Abad Colony							3																							3
	Maral							2																							2
	Molani							1																							1
	Hekru								1																						1
	Arenu											1																			1
	Imam Beks'n											1																			1
	Malak Waji											1																			1
	Mari Khay'pal											1																			1
	Mari'										1																				1
	Basti Ladki												1																		1
	Jhoke Basti												1																		1
	Sanday												1																		1
	Goth Kamal												2																		2
	Grot Lal													5																	5
	Pakka Bara													1																	1
	Mohal Kurrani															1															1
	Allahbad Colony																	1													1
	Dujo.																	1													1
	Macyon																	1													1
	Mohallah Gofan																	1													1
	Ward No. 01																	1													1
	Meo																	1													2
	Basti Tufqi																	2													5

District	Bahawalpur										Rajapur										Total																												
	Union Council*										Mozah																																						
	A		B		C		D		E		F		G		H		I		J																														
Village**																																																	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29																					
Tafqi										2										3										2																			
Hasti Gudam																																																	
Chhuan Haider																				1																													
Koray Khan 1																				5																													
Gadan																				7																													
Koray Khan2																				1																													
Mawa Baylag																														1																			
Basti Noor Muhammad																														1																			
Basti Abdul Karim Sial																																																	
Basti Malana																														1																			
Basti Hajjo																														1																			
Mohallah Mohajreen																														1																			
Mohallah Sadat																														1																			
Umerkot																														1																			
Miran Pur																														2																			
Miran Pur Shamali																														2																			
Miran Poor																														6																			
Total										5										4										8										100									

*Union Council 1=24 BC, 2=Jando Vasin, 3=Maini, 4= Meri Shiekh Bakshi, 5=Maini Shiekh Shajra, 6=Dajal, 7=Nisarwala, 8=Talhar wala, 9=Umerkot, 10=Wan Lashari

**Village 1=14 BC, 2=18 BC, 3= 23 BC, 4=25 BC, 5=26 BC, 6= Dahra Goband, 7= Murel, 8=Jamrani Aphra, 9=Molani, 10= Hekra, 11= Kharpal, 12= Maini, 13= Gohn Karra, 14= Got Lal, 15= Pukka Bara, 16=Dahlonidnad, 17=Dajal, 18= Mero, 19= Talari, 20= Basti Gudam, 21= Baig Raj, 22= Chah Shero Wala, 23= Gadan, 24= Jam Pur, 25= Mawa Baylag, 26= Tangari, 27= Umerkot, 28= Miran Pur, 29= Wah Lashari

Vision

Realising people's potential for social and economic development

Mission

Strengthen the Rural Support Programmes to foster institutions of the people



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RSPNPakistan



RSPNPakistan