



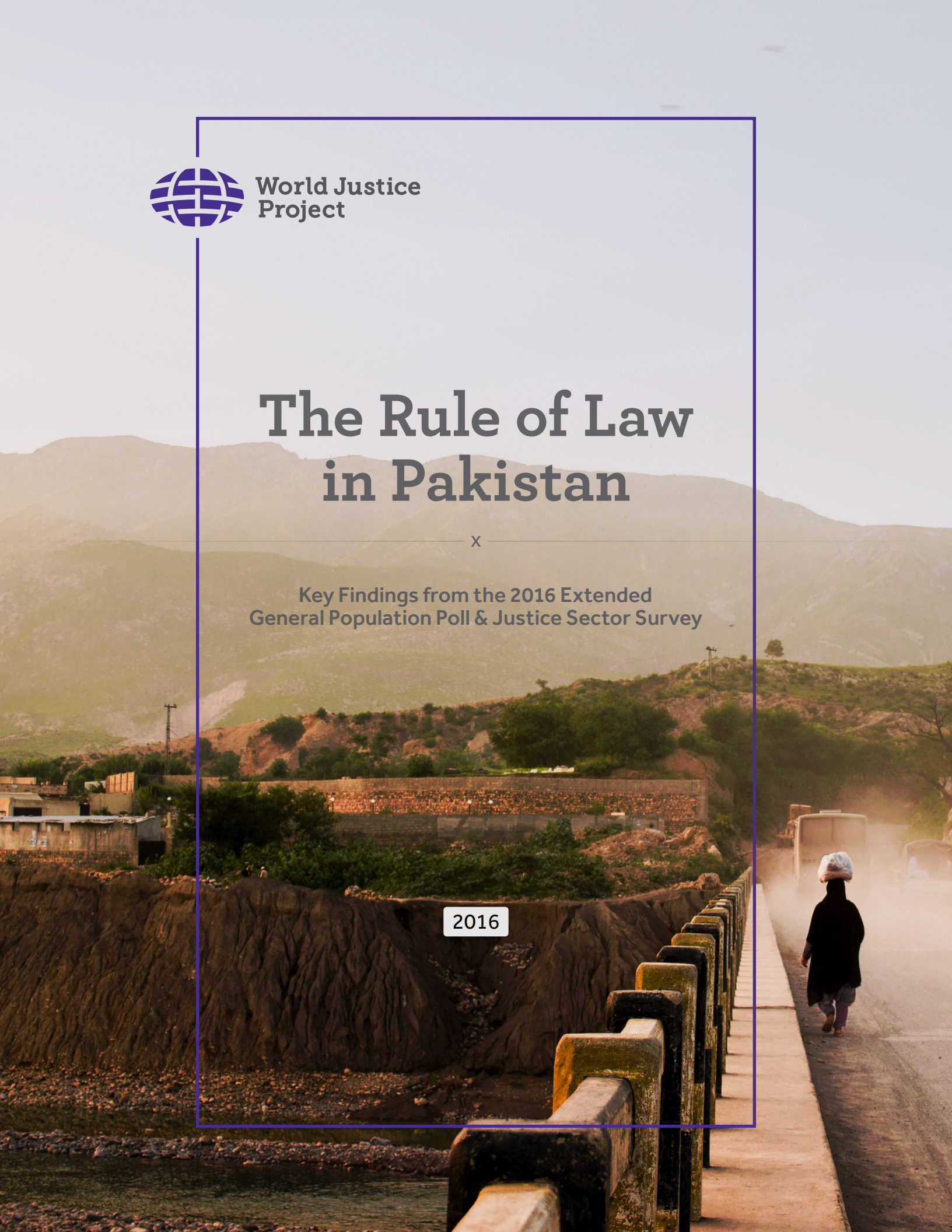
World Justice  
Project

# The Rule of Law in Pakistan

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Key Findings from the 2016 Extended  
General Population Poll & Justice Sector Survey

2016



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# Acknowledgements

*The Rule of Law in Pakistan: Key Findings from the 2016 Extended General Population Poll & Justice Sector Survey* was prepared by Juan Carlos Botero, Annette Coto, Alicia Evangelides, Amy Gryskiewicz, Camilo Gutiérrez Patiño, Sarah Chamness Long, Loralys McDaniel, Mohammad Mujeeb, Alejandro Ponce, and Nathan Treacy.

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# About this Report



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# About this Report

Strengthening the rule of law is an important objective for citizens, governments, donors, and civil society organizations around the world. To be effective, however, strengthening the rule of law requires clarity about the fundamental features of the rule of law as well as a sound methodology for its evaluation and measurement. This report presents select findings from two World Justice Project surveys: the Pakistan Justice Sector Survey, conducted in Pakistan in May and June 2016, and an extended General Population Poll, conducted in Pakistan in August and September 2016.

The General Population Poll was conducted through face-to-face interviews in 2,100 urban households distributed proportionally across the five urban areas of Faisalabad, Karachi, Lahore, Peshawar, and Quetta. This poll was designed to capture data on the experiences and perceptions of ordinary people on a variety of themes related to the rule of law, including government accountability, bribery and corruption, crime, and access to justice. The Justice Sector Survey polled 2,000 people using the same methodology as the General Population Poll and was designed to capture data on Pakistanis' views and experiences related to dispute resolution, legal awareness, legal identity, household dynamics, and gender issues.

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

The data derived from both surveys is presented in this report as 11 thematic briefs, each one highlighting a different facet of the rule of law as it is experienced by the population in Pakistan. These briefs touch upon issues of accountability, corruption, fundamental rights, crime, justice – criminal, civil, and informal – as well as the role of women in Pakistani society. The thematic briefs are designed to call attention to Pakistan's situation from a national perspective, while simultaneously illuminating key changes over time, comparisons to South Asian peer countries, as well as the unique perspectives of various sub-populations of interest, such as women, low-income households, and respondents across five selected cities in Pakistan.

# Executive Findings

- 01. Perceptions of Government Accountability:** There is a high perception of impunity in Pakistan. Less than one in five Pakistanis (18%) think that a high ranking government officer publicly known to be embezzling government funds would be prosecuted and punished. At the national level, there has been a slight increase in the number of respondents who believe an investigation would be opened without reaching a conclusion. Overall perceptions of government accountability vary across cities in Pakistan, however, with Lahore having the most positive perception of accountability (23%) and Faisalabad having the least positive perception (7%). Perceptions of accountability in Pakistan are the lowest in South Asia, worse than Nepal (49%), Bangladesh (45%), Sri Lanka (42%), Afghanistan (24%), and India (19%).
- 02. Corruption Across Institutions:** Pakistanis believe that a significant number of authorities are involved in corrupt practices. Police are viewed as the most corrupt authorities by respondents (82%) and judges and magistrates are perceived to be the least corrupt (47%). Since 2013, there has been a moderate decrease in perceived levels of police corruption, and an increase in perceived levels of corruption among judges and magistrates. Since 2014, there has been a moderate increase in perceived levels of corruption among local government officers, members of parliament, and national government officers.
- 03. Bribery Victimization:** Petty bribery is pervasive in Pakistan. More than three quarters of Pakistanis have paid a bribe to process a government permit (78%), and approximately three quarters have paid a bribe to receive assistance from the police (74%). Since 2014, there has been a moderate increase in the percentage of people that have paid a bribe to a police officer and to receive medical attention at a public hospital, and a large increase in the percentage of people that have paid a bribe to process a government permit. As compared to South Asian peer countries, more Pakistanis report paying a bribe to process government permits and to receive assistance from the police.
- 04. Fundamental Freedoms:** Pakistanis have moderate views on their fundamental freedoms. While a large majority (69%) of respondents agree or strongly agree that people can join together to draw attention to an issue or sign a petition, less than half (48%) agree or strongly agree that people are free to join any unforbidden political organization. Since 2013, there has been a decline in Pakistanis' perceptions of political, media, and religious freedoms in the country. Despite these declines, Pakistanis' views of their freedoms are average compared to perceptions in other South Asian countries.
- 05. Crime Victimization:** Households in Pakistan experience high rates of crime. In the last three years, 16% of households have experienced an armed robbery, and 16% a burglary. There are large differences in victimization rates across the five selected cities in Pakistan, with the highest armed robbery (29%), burglary (25%), and murder (5%) rates reported in Karachi. Meanwhile, respondents in Peshawar reported the lowest rates of burglary and murder, and respondents in Lahore and Peshawar reported the lowest rates of armed robbery (1%). Nationally, there has been a slight decline in reported rates of murder since 2013. Since 2014, there has been a slight decline in reported rates of armed robbery and a slight increase in reported rates of burglary nationally.
- 06. Criminal Justice:** Incompetent investigators and inadequate resources were cited as the most serious problems facing criminal investigative services in Pakistan. Inadequate alternative dispute resolution was cited as the most serious problem facing criminal courts in Pakistan. Since 2013, there has been a moderate decrease in the percentage of respondents who believe that most or all police are involved in corrupt practices (82%), and an increase in the percentage of respondents who believe that most or all judges and magistrates are involved in corrupt practices (47%). In terms of overall accountability in the criminal justice system, perceptions of the police and courts are mixed. While respondents' views since

2013 on whether courts guarantee everyone a fair trial have decreased (39%), there has been a moderate increase in the percentage who believe that police respect the basic rights of suspects (18%). Since 2014, respondents' views on whether police are punished for violating the law have increased (34%), and there has been a moderate decrease in the percentage of respondents who believe that police act according to the law (28%).

- 07. Legal Awareness:** Pakistanis have a moderate amount of legal knowledge. Out of 10 true or false statements about legal rights, the average respondent answered 6 correctly. The greatest percentage of respondents were able to correctly answer questions related to children's legal rights, with between 84% and 95% responding correctly depending on the question. The smallest percentage of respondents identified the correct answer for questions related to due process and rights of the accused, with as few as 11% responding correctly depending on the question. Women have slightly higher levels of legal awareness as compared to men. However, higher levels of educational attainment did not correlate with better legal knowledge.
- 08. Paths to Justice:** Just over 40% of Pakistanis experienced a dispute in the last 12 months, with water disputes, neighbor disputes, disputes relating to ID cards or birth certificates, and family disputes being the most common. Among Pakistanis that reported experiencing a dispute in the previous 12 months, only one third took any action to resolve their dispute. Of those that did take action, most (72%) chose to take their dispute to a traditional, customary, or local leader – such as a Jirga, Biradari, or mullah – for resolution. The remaining 28% that took their dispute to a formal mechanism went to the police (16%), court (7%), or a government office (5%). On average, respondents that took their dispute to a traditional, customary, or local leader reported the most positive experience in terms of speed and cost of the dispute resolution process. On the other hand, those that took their dispute to court were the most satisfied with the fairness of the process and were the most likely to use that mechanism again, despite being the least satisfied on average with the speed and cost of resolving their dispute in court. Twenty-nine percent of respondents reported obtaining legal aid or advice, primarily from family and friends (44%) or a local leader (37%). For the 71% that

did not receive legal assistance, the most common reasons cited were not needing assistance (70%) and not knowing who to contact (15%).

- 09. Women in Pakistani Society:** There are minor differences in men and women's views regarding the rights of women when it comes to inheritance and divorce, but the perception gap grows for questions related to women's role in the community and household dynamics. For example, 52% of female respondents agreed that women should be able to work outside of the home, whereas only 30% of men shared this view. Similarly, 57% of women agreed that a man does not have the right to hit his wife and should be stopped, while only 41% of men agreed with this statement. Finally, 30% of women agreed that women should engage in local dispute resolution, whereas only 14% of men agreed with this statement. When asked about legal identification and literacy, 96% of male respondents reported possessing a National ID card and 83% were able to read and write. For female respondents, 88% possess a National ID card and 74% could read and write.<sup>1</sup>
- 10. Trust in Pakistan:** Pakistanis have a high degree of trust in fellow citizens, with 73% reporting that they have a lot or some trust in other people living in Pakistan. Across institutions, Pakistanis have the most trust in the courts (56%) and the least trust in the police (17%). Since 2013, there has been a moderate decline in respondents' reported level of trust in the courts, and a moderate increase in respondents' reported level of trust in the police. Since 2014, there has been a decrease in respondents' reported level of trust in officers working in the local and the national governments.
- 11. Rule of Law & Governance Priorities:** Pakistanis consider corruption to be the most important issue facing the country. When asked what the most important aims for Pakistan should be over the course of the next ten years, 27% cited reducing corruption, followed by reducing crime (26%) and reducing poverty (23%).

<sup>1</sup> The Pakistani Government reports slightly lower literacy rates of 82% for urban men and 69% for urban women. For additional details, see: [http://www.finance.gov.pk/survey/chapters\\_16/10\\_Education.pdf](http://www.finance.gov.pk/survey/chapters_16/10_Education.pdf).

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## II

# Thematic Findings

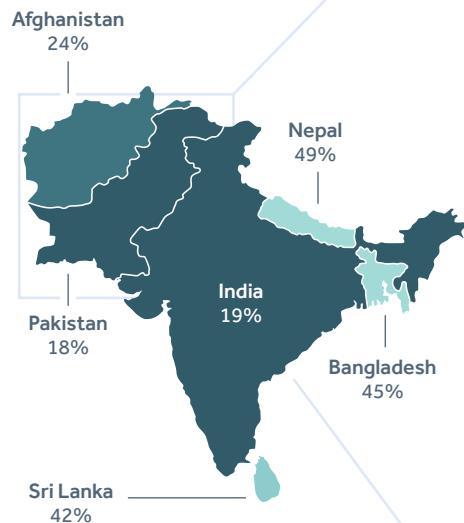
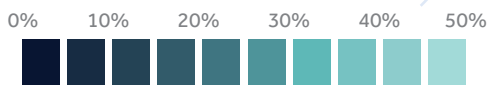


# Perceptions of Government Accountability in Pakistan

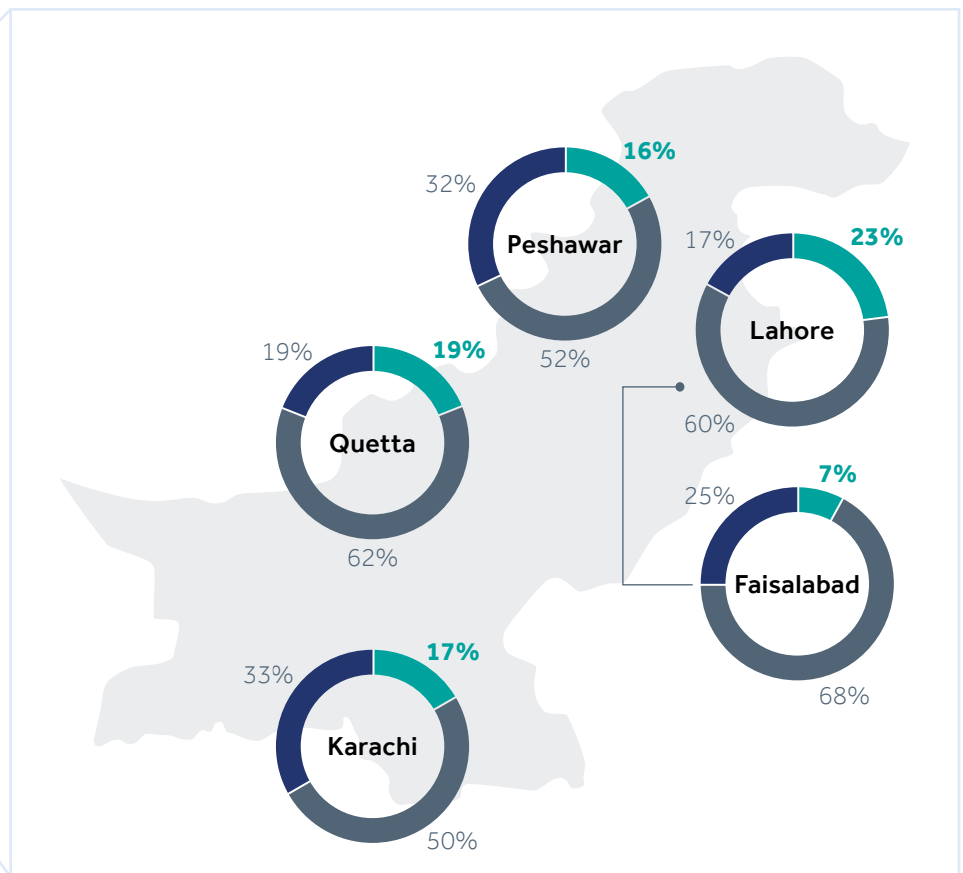
Most likely outcome if a high-ranking government officer is caught embezzling public funds.

## Perceptions in South Asia

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

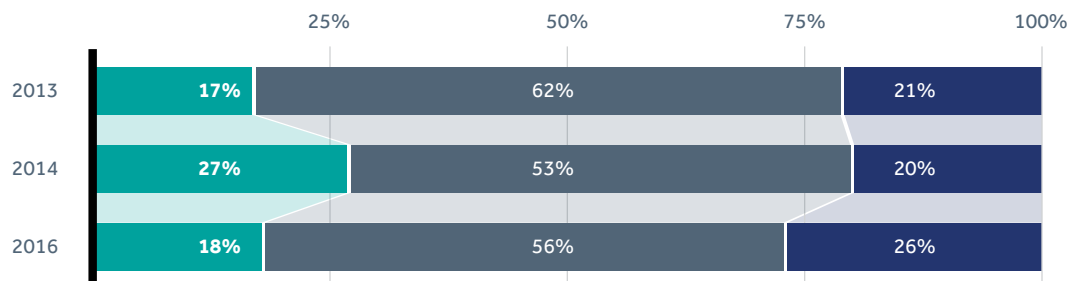


## Perceptions in Urban Centers



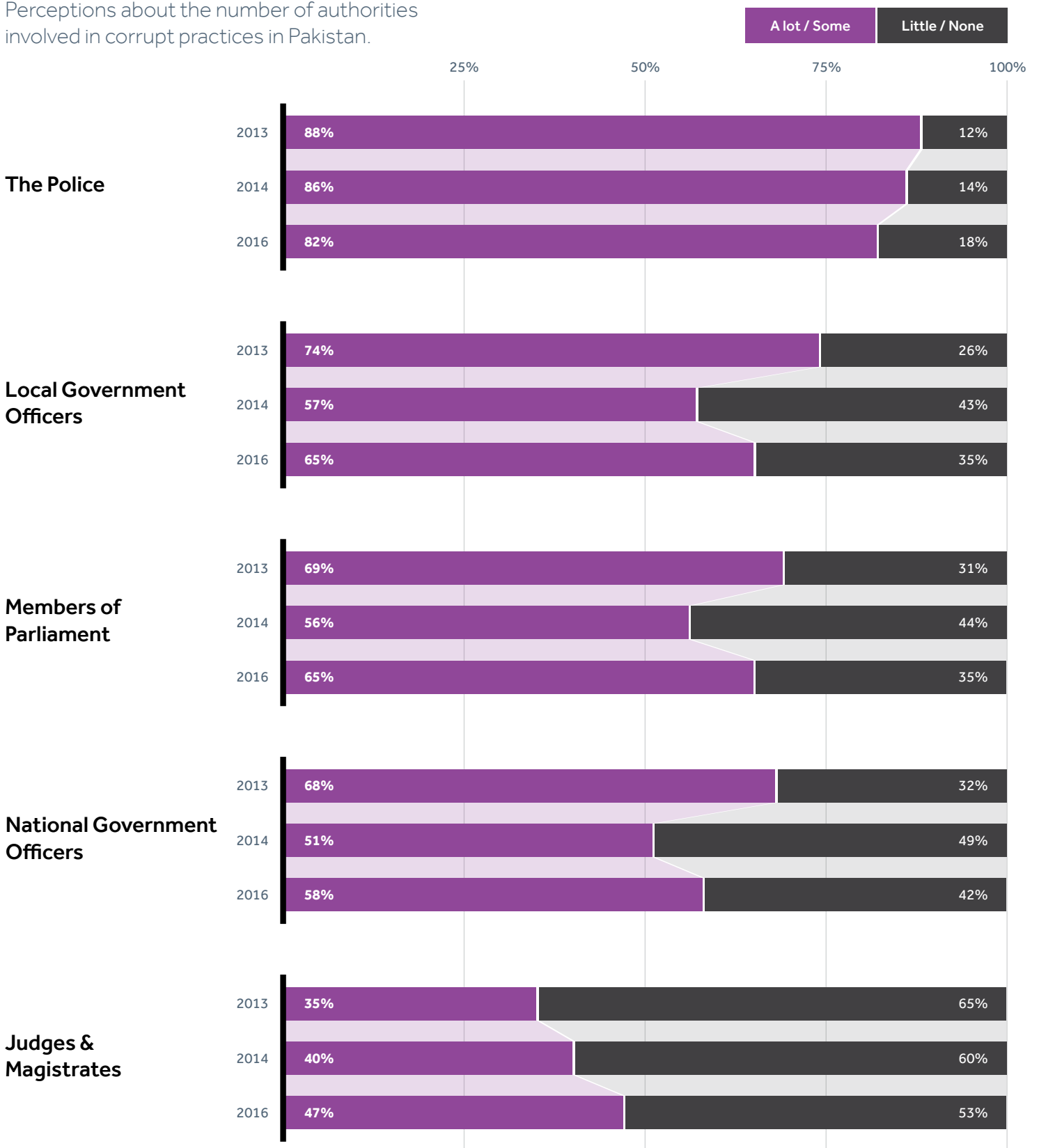
■ The government officer is prosecuted and punished
 ■ An investigation is opened but never reaches a conclusion
 ■ The accusation is ignored by the authorities

## Perceptions in Pakistan



# Corruption Across Institutions

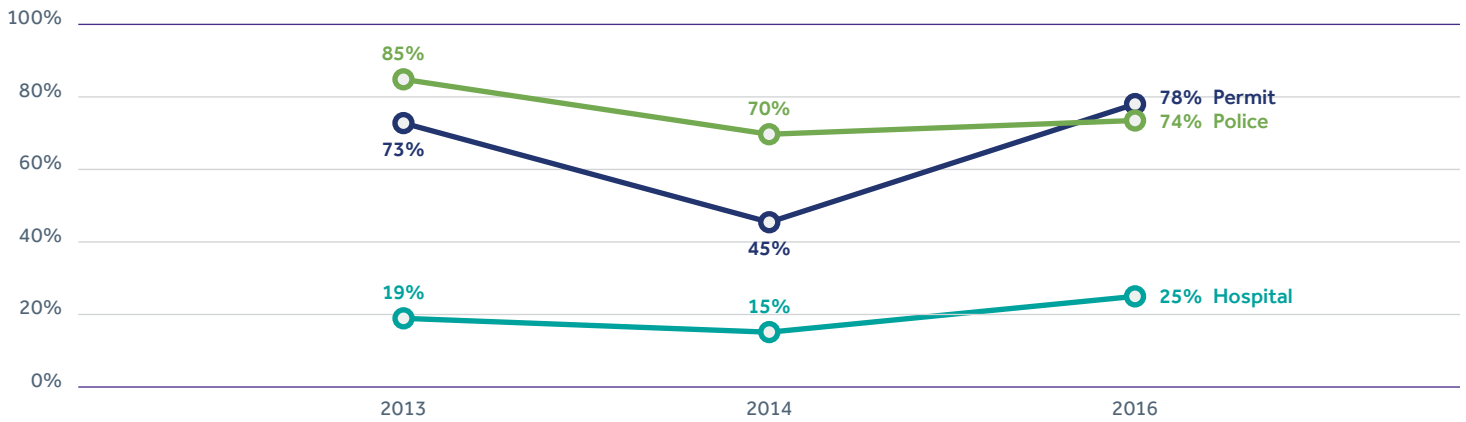
Perceptions about the number of authorities involved in corrupt practices in Pakistan.



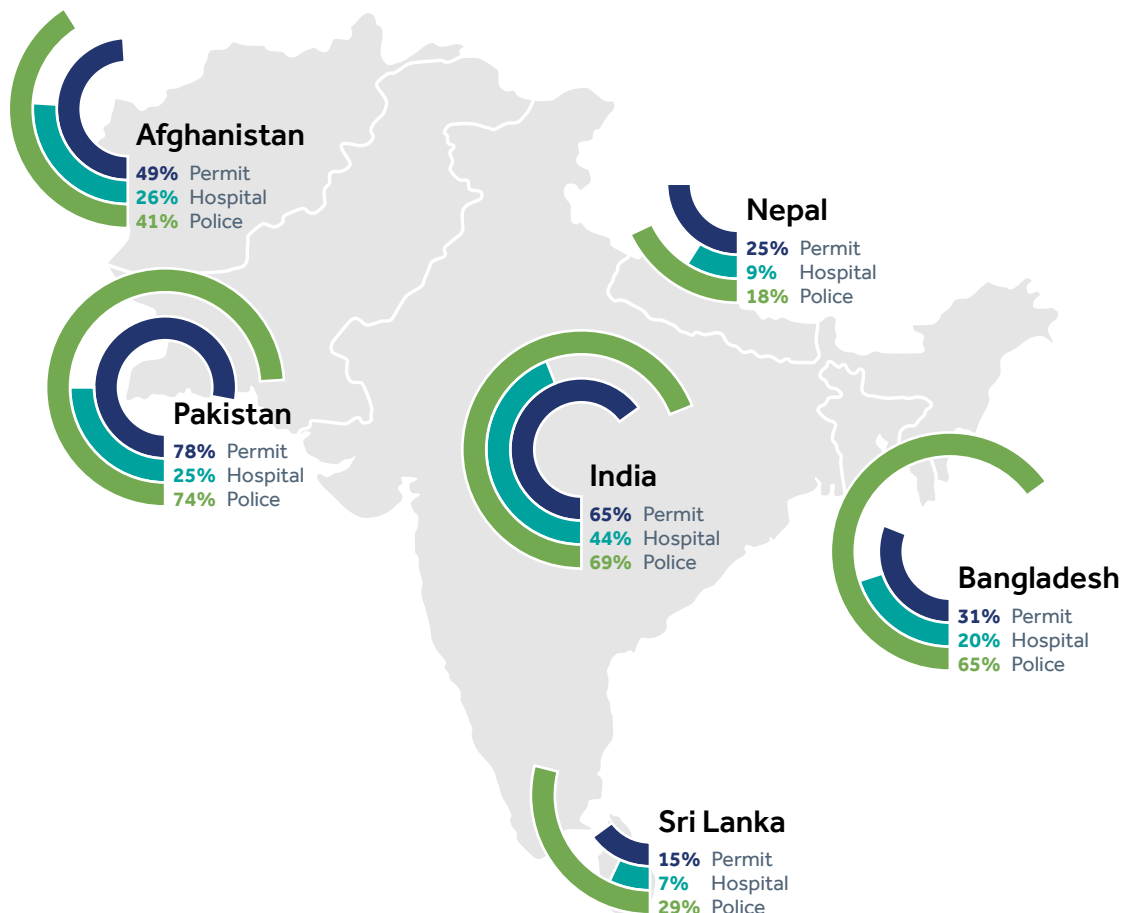
# Bribery Victimization in Pakistan

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

## Bribery Victimization in Pakistan over Time



## Bribery Victimization in South Asia

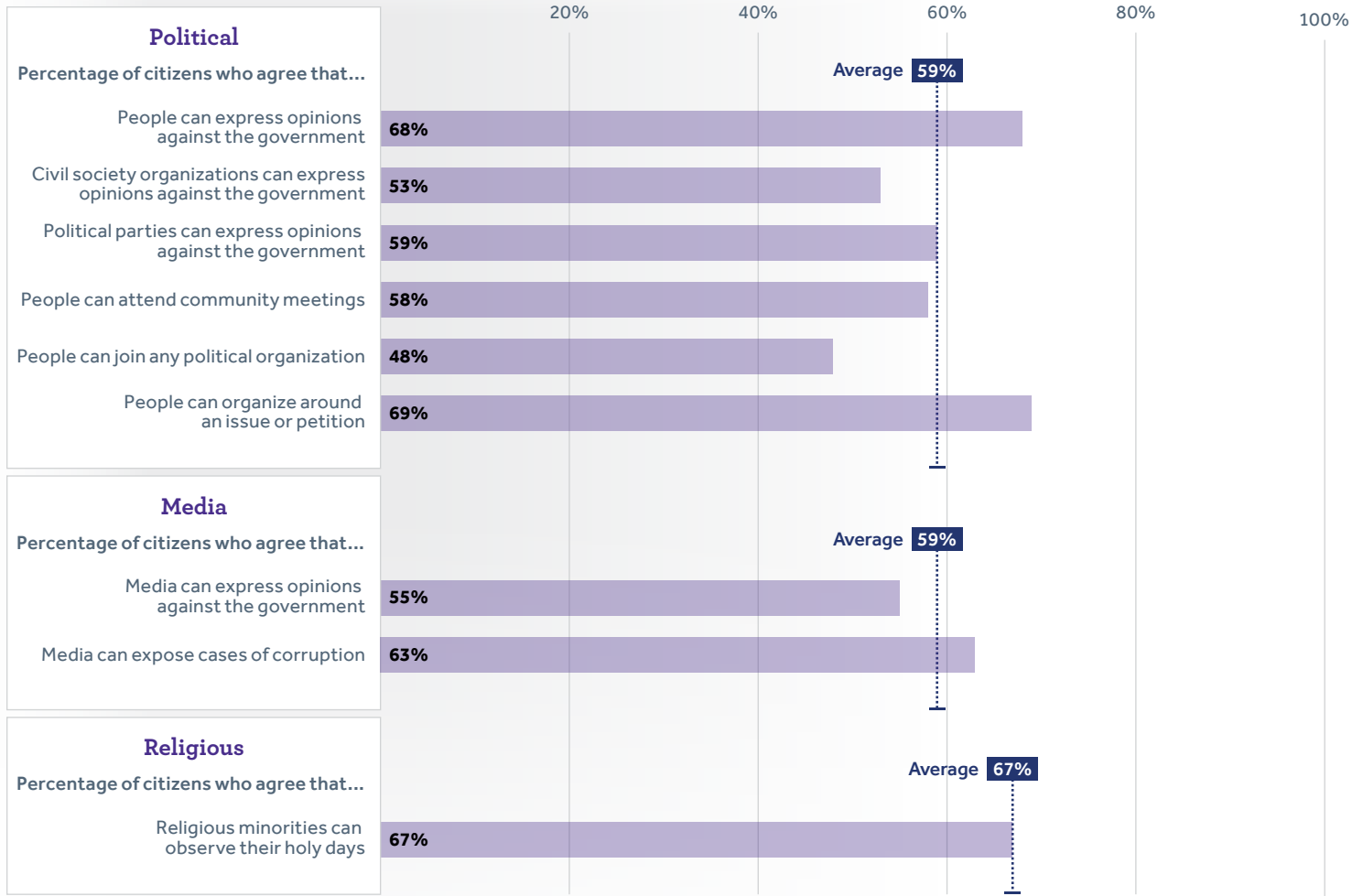


# Fundamental Freedoms

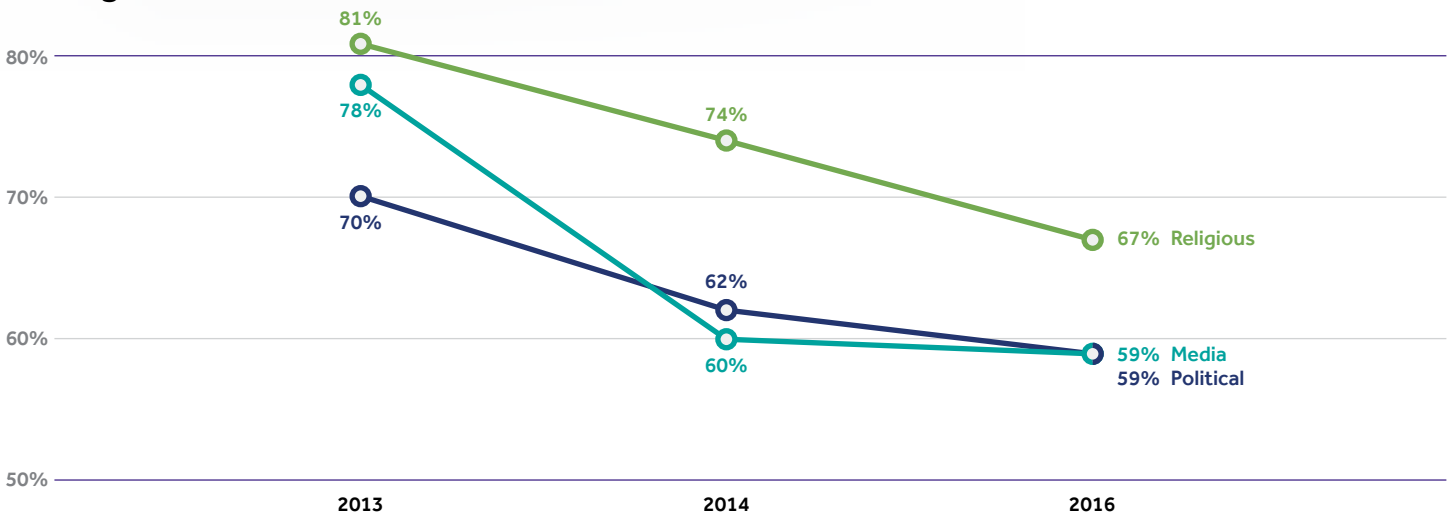
## Perceptions of Freedoms in Pakistan

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

### Breakdown of Fundamental Freedoms Questions



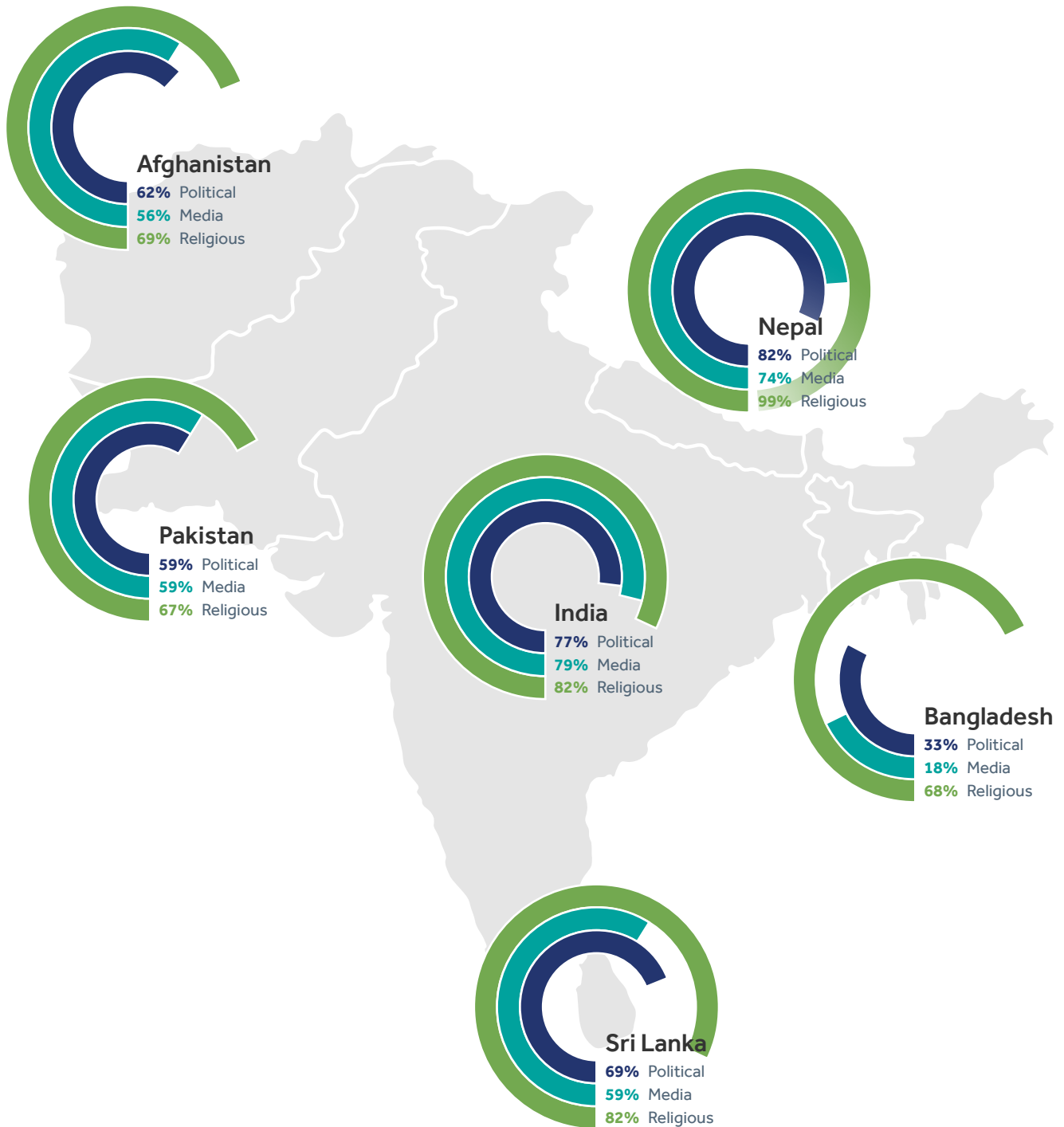
### Average of Fundamental Freedoms Over Time





# Fundamental Freedoms

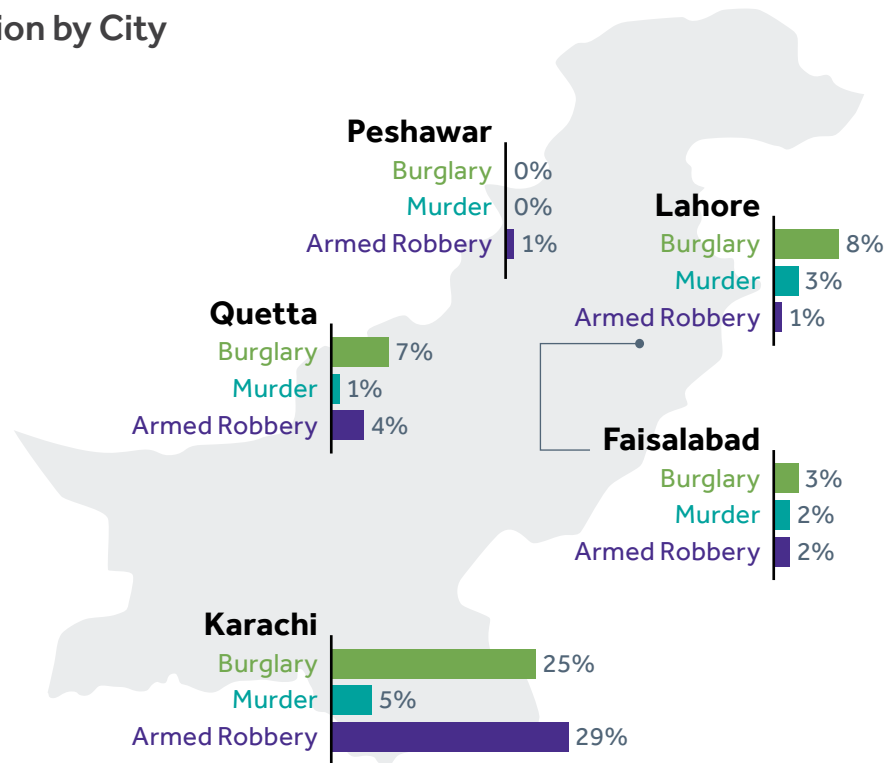
## Perceptions of Freedoms in South Asia



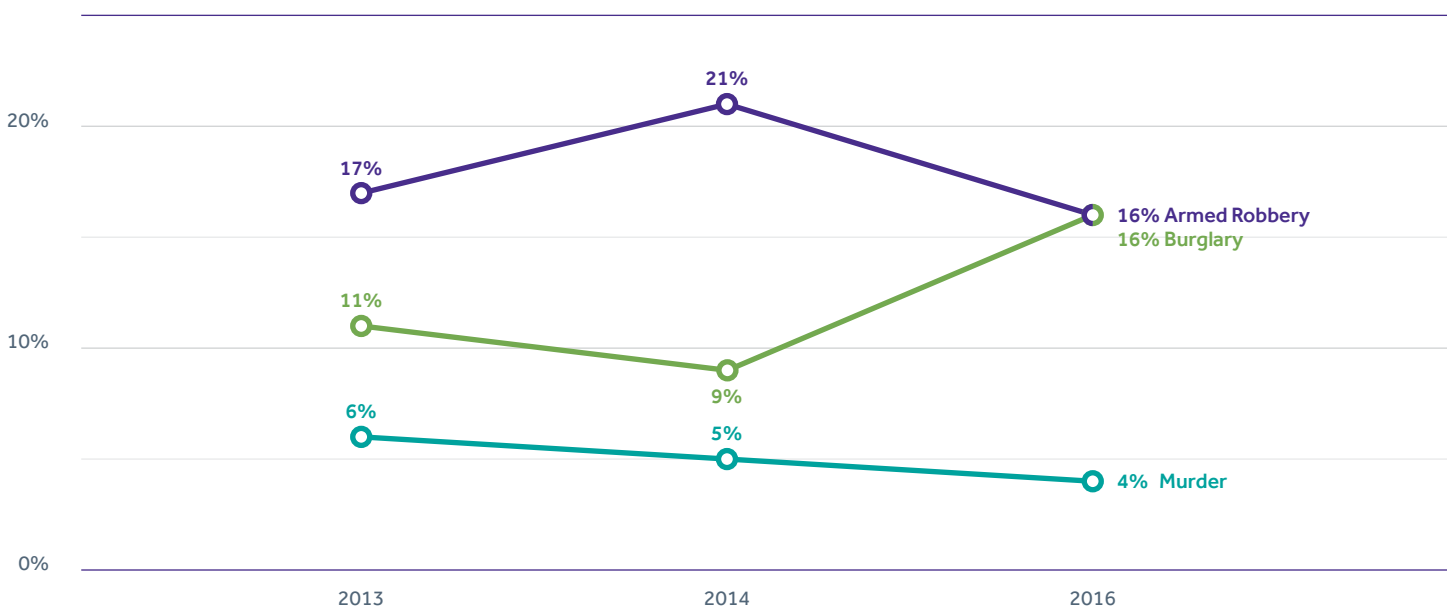
# Crime Victimization in Pakistan

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

## Crime Victimization by City



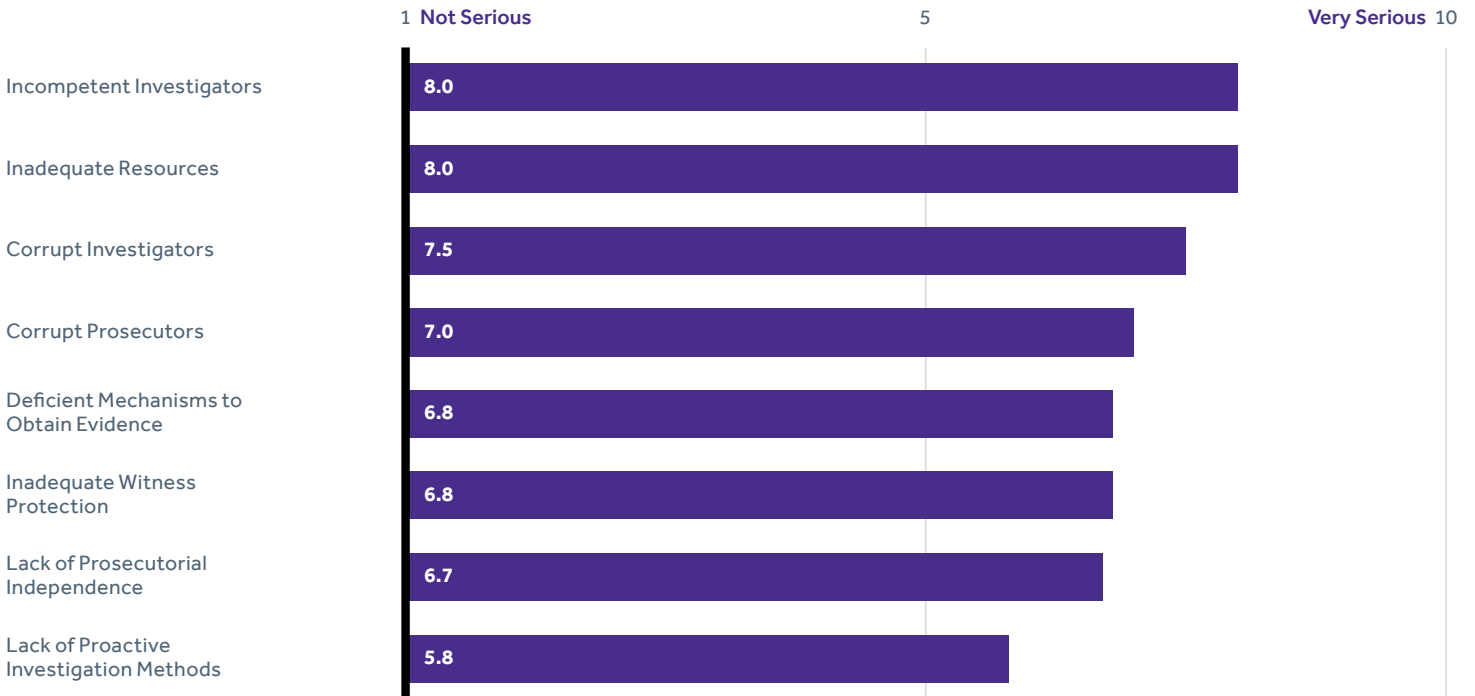
## Average Crime Rates Over Time



# Criminal Justice in Pakistan

## Problems of the Criminal Investigative Services

Problems faced by investigative services in Pakistan rated on a scale of 1 to 10 <sup>1</sup>

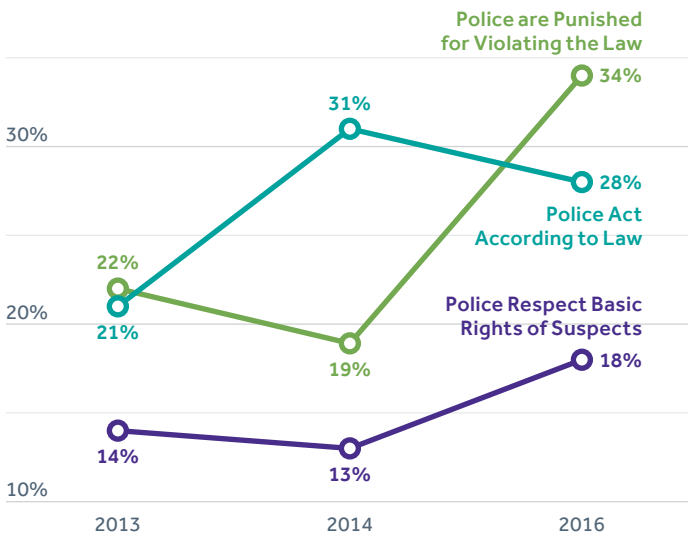


## Perceptions of the Police

### Accountability

#### Pakistanis' perceptions of police performance

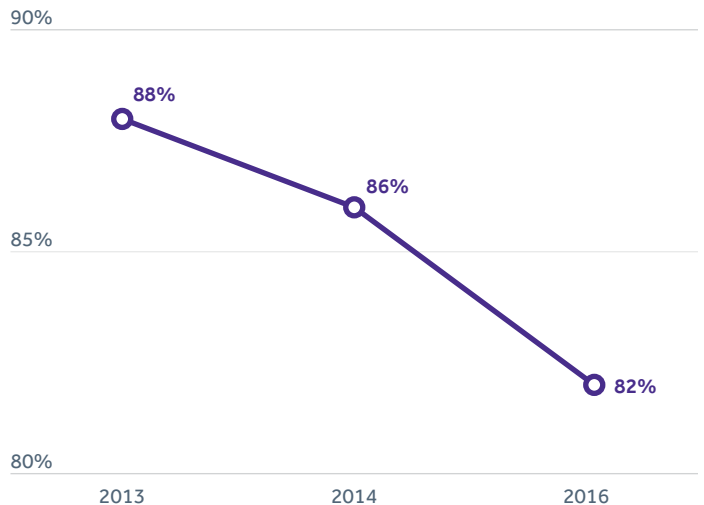
% Responding Always & Often



### Corruption

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

% Responding Most & All

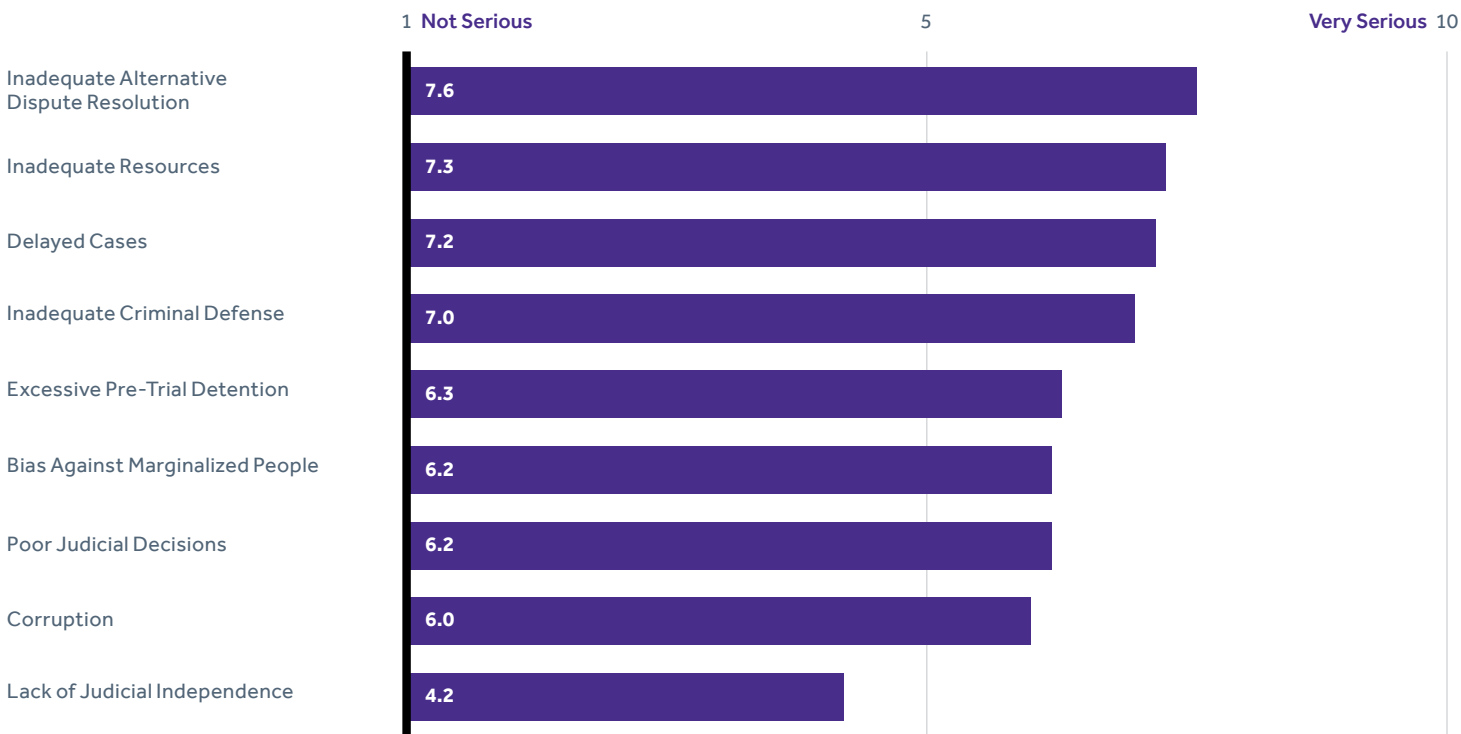


<sup>1</sup> Scores for problems of the criminal investigative services represent average responses from Pakistani criminal justice experts surveyed for the WJP Rule of Law Index 2016. Perceptions data are from the WJP General Population Poll 2013, 2014 & 2016.

# Criminal Justice in Pakistan

## Problems Faced by Criminal Courts

Problems faced by criminal courts in Pakistan rated on a scale of 1 to 10<sup>2</sup>

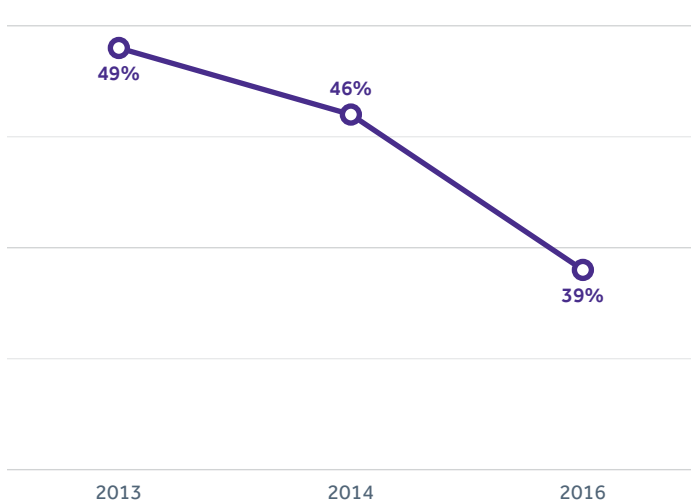


## Perceptions of the Courts

### Accountability

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

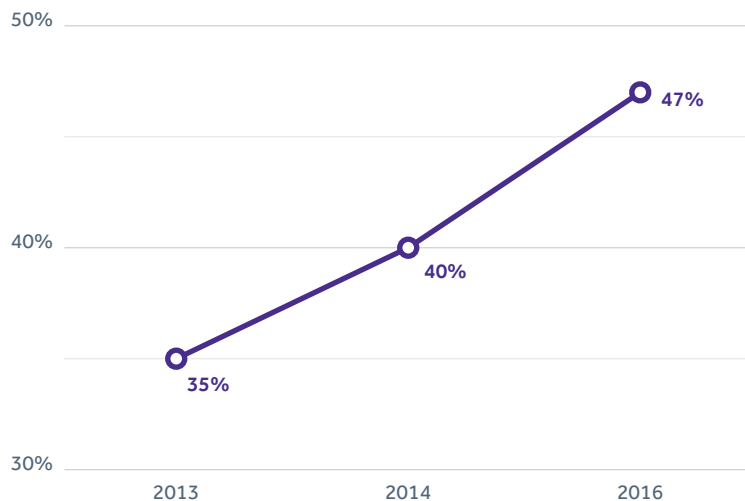
% Responding Always & Often



### Corruption

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

% Responding Most & All



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



# Legal Awareness

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

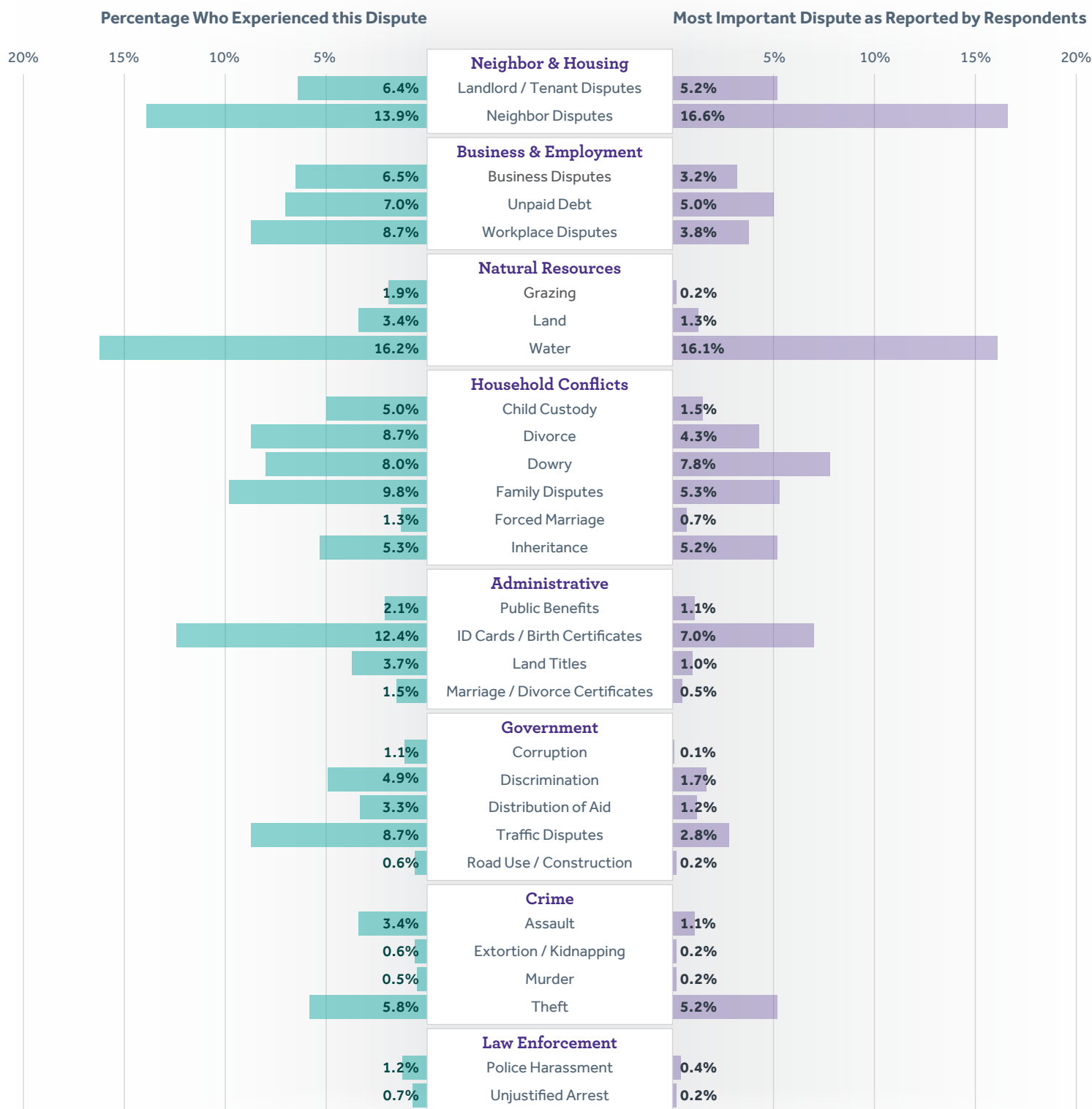
	Average	Breakdown by Gender		Breakdown by Education			
		Men	Women	No Schooling	Primary Level	Secondary Level	University or Above
<b>Due Process</b>							
A suspect must be informed of the nature of the accusation immediately upon arrest. (TRUE)	89%	87%	91%	88%	89%	88%	91%
A poor person is entitled to free legal representation in criminal matters. (FALSE)	11%	9%	13%	12%	10%	11%	10%
A suspected criminal can be detained for as long as needed. (FALSE)	18%	18%	18%	21%	16%	18%	13%
<b>Children's Rights</b>							
Children younger than 14 are prohibited from working in any factory, mine, or any other hazardous employment. (TRUE)	84%	89%	80%	81%	84%	86%	80%
The State is required to provide free and compulsory education to all children between the ages of 5 and 16. (TRUE)	95%	96%	94%	96%	95%	95%	95%
<b>Women's Rights</b>							
Only the male head of household can be listed on a land certificate. (FALSE)	48%	43%	52%	50%	44%	48%	49%
The marriage of a girl whose age is less than 16 is allowed by law. (FALSE)	71%	73%	70%	68%	71%	71%	79%
A woman can obtain a divorce without the approval of her husband. (TRUE)	38%	27%	50%	35%	36%	42%	35%
Women can be exchanged as brides to settle unpaid debts. (FALSE)	82%	83%	81%	83%	85%	81%	79%
All citizens, men and women, have equal rights and duties before the law. (TRUE)	70%	75%	65%	69%	68%	70%	76%
<b>Average Score</b> Out of 10 questions	<b>6.0</b> /10	<b>5.9</b> /10	<b>6.1</b> /10	<b>6.0</b> /10	<b>5.9</b> /10	<b>6.0</b> /10	<b>6.0</b> /10

# Dispute Resolution in Pakistan

## Dispute Types

Most common and most important disputes experienced in the last 12 months.

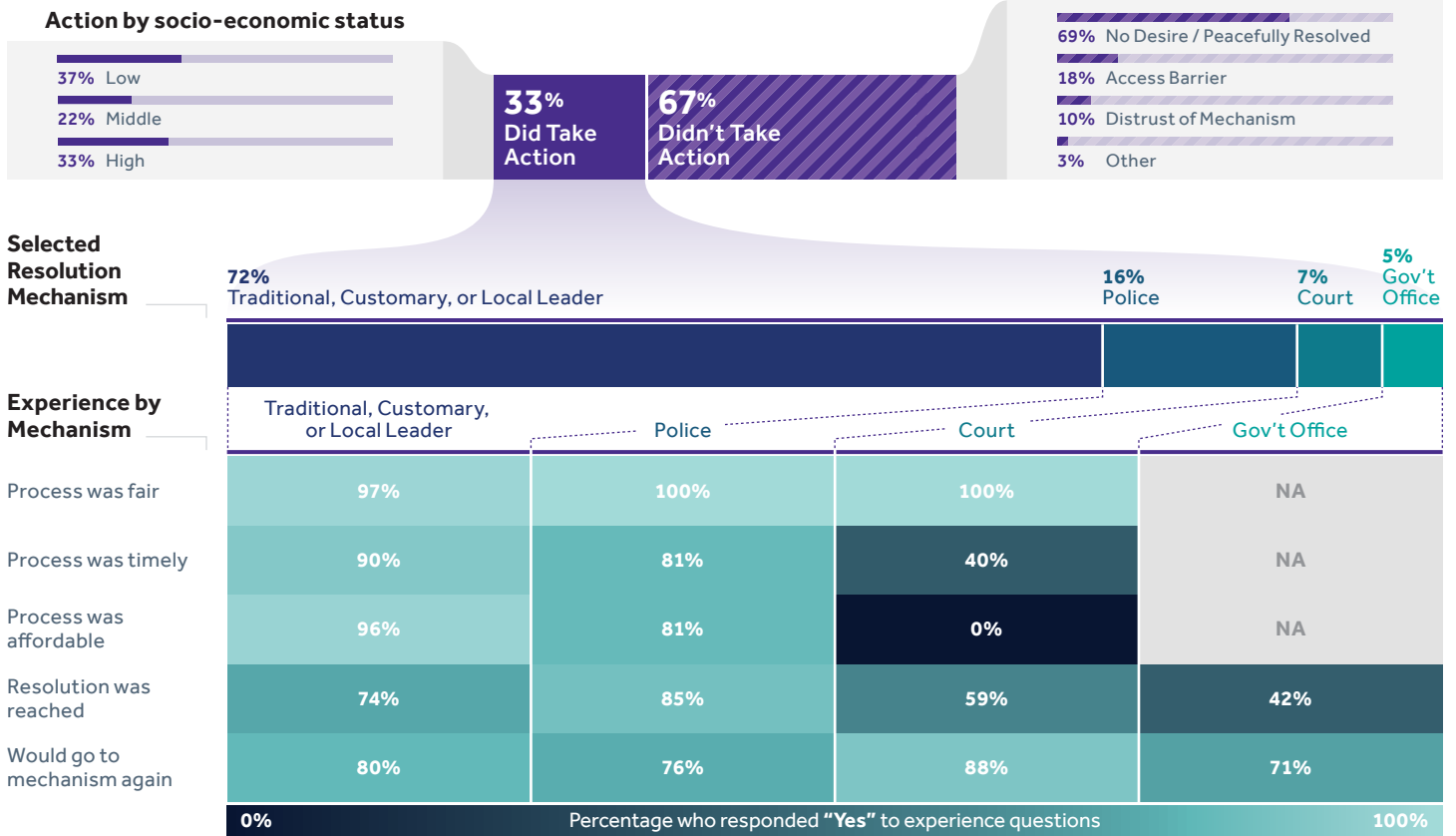
**41.9% of respondents** experienced a dispute in the last 12 months.



# Dispute Resolution in Pakistan

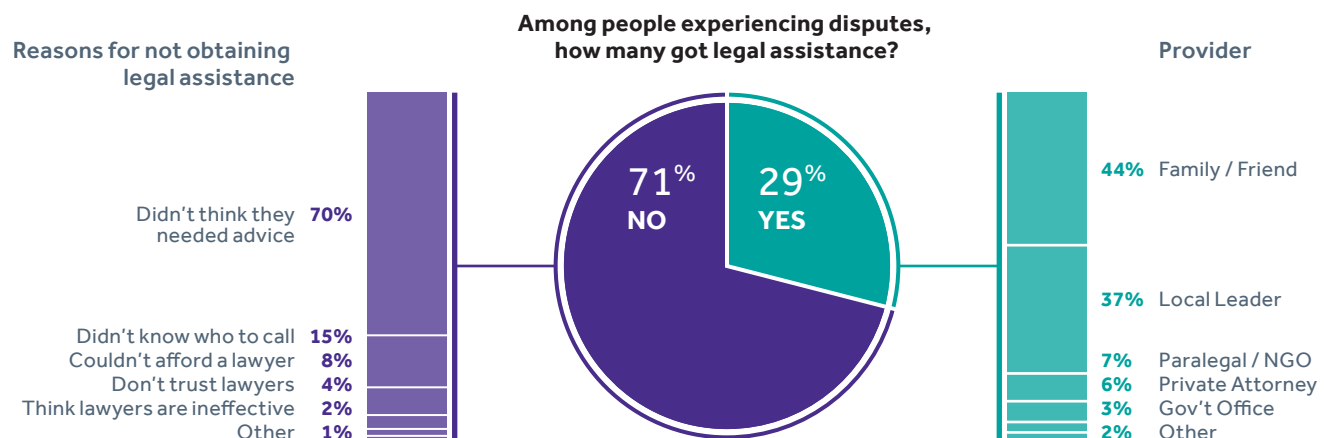
## Action to Resolve Disputes

Percentage of respondents who took action to resolve their dispute, their selected dispute resolution mechanism, and experience with each.



## Legal Assistance

Percentage of respondents who received legal assistance, the most common legal assistance providers, and reasons for not obtaining legal assistance.



Note: Calculations based on fewer than 10 responses were excluded (NA).  
Source: Pakistan Justice Sector Survey 2016

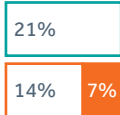
# Women in Pakistani Society

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

## Views on Women's Role in Society

### Inheritance

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

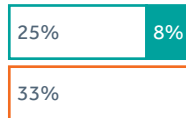


B. All children are entitled to a portion of their parent's estate

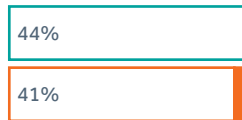


### Divorce

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



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



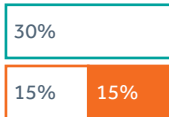
### Key

Values based on percent that agreed with statement A or B



### Domestic Violence

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



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

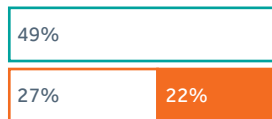


### Employment

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

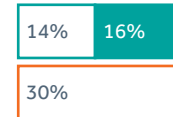


B. A woman should not be allowed to work outside the home

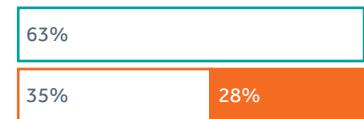


### Dispute Resolution

A. Women should engage in local dispute resolution



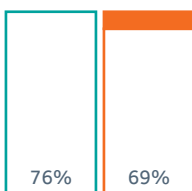
B. Women should stay out of local dispute resolution



## Legal Identity & Literacy

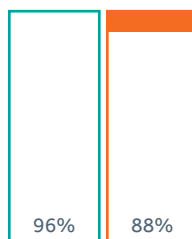
### Birth Certificate

Has a birth certificate



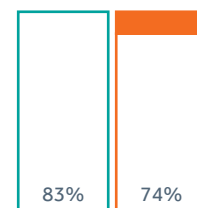
### National ID

Has a current, unexpired National ID



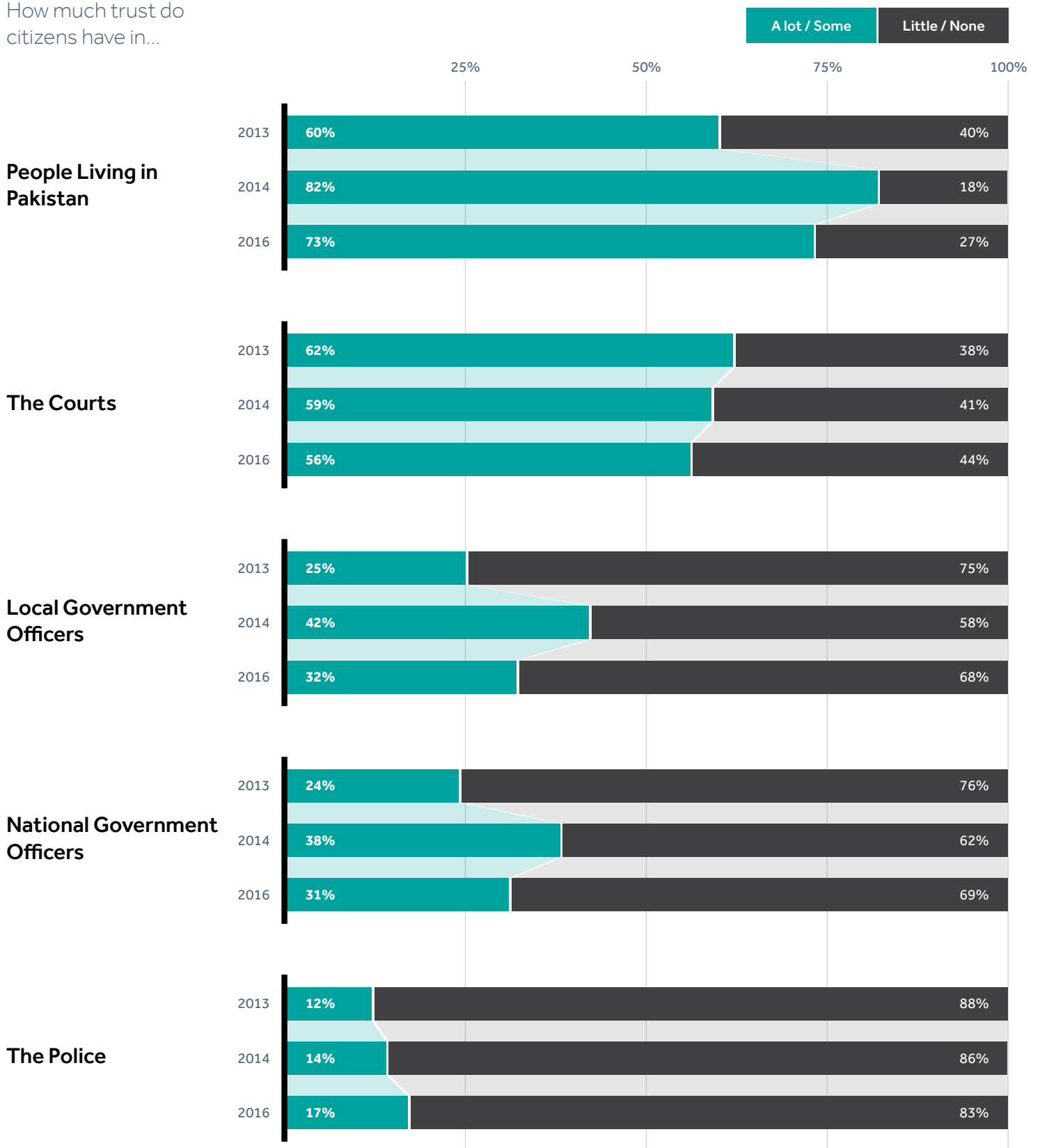
### Literacy

Can read and write



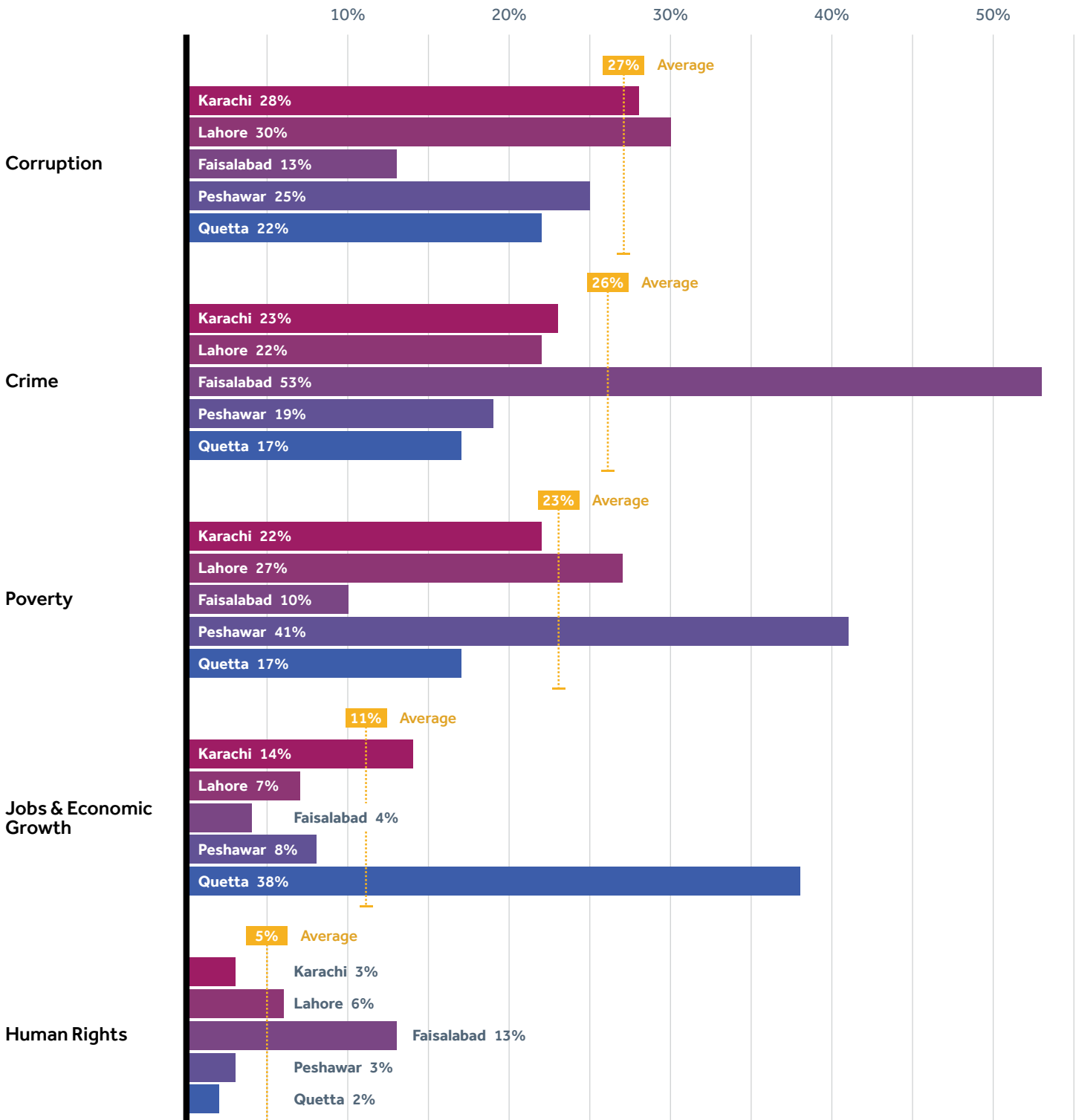
# Trust in Pakistan

How much trust do citizens have in...



# Governance Priorities in Pakistan

Percentage of respondents who identified the following priorities as being the most important for Pakistan over the course of the next ten years.



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III

# Project Design



# Extended General Population Poll Methodology

The General Population Poll in Pakistan was conducted for the *World Justice Project Rule of Law Index®* with sampling, fieldwork, and data processing by Gallup Pakistan based in Islamabad, Pakistan. The survey fieldwork was conducted face-to-face between August 18 and September 7, 2016 by Gallup Pakistan. The target populations for this survey were Pakistanis, aged 18+, living in the five urban areas of Karachi, Lahore, Faisalabad, Peshawar, and Quetta.

## Sample Size & Sample Frame

The achieved sample size was 2,100 interviews distributed proportionally across the five urban areas of Faisalabad, Karachi, Lahore, Peshawar, and Quetta. The sampling frame was comprised of figures from the 1998 census conducted by the Pakistan Bureau of Statistics within the Government of Pakistan.

### Descriptions of the Sample

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

**Ethnicity:** Most respondents identified themselves as Punjabi (45%), Muhajir (34%), or Pashtun (11%).

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

**Education:** 42% of respondents reported that the highest degree they had received was a middle school diploma.

**Income:** 46% of respondents reported a monthly household income between 11,001 and 20,000 Pakistani Rupees.

## Sampling

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

## Interviewing & Quality Control

A total of 46 interviewers worked on this project. Interviews were conducted in Urdu. The average length of an interview was 32 minutes, and they ranged from 15 to 65 minutes.

A total of 20% of interviews were back-checked by the supervisory team in field or by the central office. A total of 20% of questionnaires were selected for double-entry during data processing. No questionnaires were rejected from the final sample for quality control reasons. A total of three contacts were attempted per respondent and 92.2% of completed interviews were completed on the first contact attempt.

## Additional Countries

The report includes comparisons to South Asian peer countries previously surveyed by the World Justice Project. These countries are: Afghanistan, Bangladesh, India, Nepal, and Sri Lanka. These countries are a portion of the 113 countries included in the *WJP Rule of Law Index 2016* report. The surveys in these additional countries are administered using a probability sample of 1,000 respondents in the three largest cities of each country. Detailed information regarding the methodology of the *WJP Rule of Law Index* is available at [www.worldjusticeproject.org](http://www.worldjusticeproject.org).

# Pakistan Justice Sector Survey Methodology

The Pakistan Justice Sector Survey was conducted for the *World Justice Project Rule of Law Index®* with sampling, fieldwork, and data processing by Gallup Pakistan based in Islamabad, Pakistan. The survey fieldwork was conducted face-to-face between May 24 and June 20, 2016 by Gallup Pakistan. The target populations for this survey were Pakistanis, aged 18+, residing across the five urban areas of Karachi, Lahore, Faisalabad, Peshawar, and Quetta.

## Sample Size & Sample Frame

The achieved sample size was 2,000 interviews distributed proportionally across the five urban areas of Faisalabad, Karachi, Lahore, Peshawar, and Quetta. The sampling frame was comprised of figures from the 1998 census conducted by the Pakistan Bureau of Statistics within the Government of Pakistan.

### Descriptions of the Sample

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

**Ethnicity:** Most respondents identified themselves as Punjabi (44%), Muhajir/Urdu Speaking (30%), or Pashtun (16%).

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

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

**Income:** 53% of respondents reported a monthly household income between 11,001 and 20,000 Pakistani Rupees.

## Sampling

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

## Interviewing & Quality Control

A total of 40 interviewers worked on this project including 20 female interviewers. Interviews were conducted in Urdu. The average length of an interview was 30 minutes and ranged from 15 to 65 minutes.

A total of 8% of interviews were back-checked by the supervisory team in field or the central office. A total of 20% of questionnaires were selected for double-entry during data processing. After quality control, there were 17 questionnaires rejected from the final sample. A total of three contacts were attempted per respondent and 92% of completed interviews were completed on the first contact attempt.

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IV

# Appendix

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# Appendix

## Survey Instruments & Databases

### General Population Poll

The General Population Poll was designed to capture high-quality data on the realities and concerns of ordinary people on a variety of themes related to the rule of law, including government accountability, bribery and corruption, crime, and access to justice. The poll was conducted in August and September 2016 through face-to-face interviews in 2,100 urban households distributed proportionally across five urban centers in Pakistan.

- [World Justice Project General Population Poll 2016 – Survey Instrument](#)
- [World Justice Project General Population Poll 2016 – Frequency Tables for Pakistan](#)

### Pakistan Justice Sector Survey

The Justice Sector Survey was designed to capture data on justice-related topics that are particularly relevant in Pakistan. These include experiences with dispute resolution, legal awareness, legal identity, household dynamics, and gender issues. The poll was conducted in May and June 2016 through face-to-face interviews in 2,000 urban households distributed proportionally across five urban centers in Pakistan.

- [World Justice Project Pakistan Justice Sector Survey 2016 – Survey Instrument](#)
- [World Justice Project Pakistan Justice Sector Survey 2016 – Frequency Tables](#)



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# About the World Justice Project

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

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