

# BISP 2009 Beneficiary Survey Report<sup>1</sup>

(Draft)

## EXECUTIVE SUMMARY

While the allocation of BISP benefits to households selected by parliamentarians is pro-poor, a sizable proportion of current beneficiaries are not poor. The overlap between the parliamentarian selected beneficiaries and poverty scorecard identified beneficiaries are contingent on the choice of the cut-off score but generally speaking the overlap is small.

There is no evidence that Parliamentarians are more likely to select households with disabled members, however, the evidence is clear that Parliamentarians have included more female-headed households. This is understandable as one of the primary objectives of the program is to empower women by delivering cash transfers to eligible women directly. However, the analysis shows that female-headed households are not necessarily poorer.

Politically active and connected households have benefited from parliamentarian selection. The use of the poverty scorecard will improve the objectivity of targeting of future beneficiaries and correct the political bias.

Informal channels, such as friends, family and “non-elected local influential persons”<sup>2</sup> played a central role at all stages of the BISP application process, from learning about the program to submitting applications. Yet the BISP application process has been largely free, even though the application process offered opportunities for rent seeking. Only five percent of the surveyed BISP participants report making *any kind* of payment during the application process.

However, there are more serious problems at the stage of payment collection. In forty-two percent of cases, payments were received at the post office rather than door steps, increasing indirect costs to the beneficiaries, because they had to travel to the post office to collect the payment.

*Baksheesh* payments, or tips for delivering the BISP funds, proved a more serious problem. Unlike payments during the application process, *baksheesh* payments are widespread – 30 percent of the households report paying *baksheesh* at the time of collecting their payments.

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<sup>2</sup> The local influential persons are non-elected *de facto* community leaders, such as village heads or large landowners.

Beneficiaries tend to spend the cash transfers received on the most basic and pressing needs, 32% on basic food, 23% on medical expenditures, 10% on debt payment and 7% on clothes. Very little has been used in children's education. Thus, a conditional cash transfer program, which has explicit co-responsibility on school enrollment and attendance, may be an option in the future in order to increase the investment in human development.

## I. INTRODUCTION

During the second half of 2008, the Government of Pakistan established the Benazir Income Support Program (BISP) as the country's main safety net mechanism. The short term objective of the program is to cushion the adverse impact of the food, fuel and financial crises on the poor, but its broader objective is to meet the redistributive goals of the country by providing a minimum income support package to the chronic poor and those affected by future shocks. The Program provides cash transfers of Rs.1000 [\$12] per month to eligible families. In order to quickly launch the program, parliamentarians (Members of the National Assembly and Senators) were asked to identify 8,000 beneficiary households each on a prescribed form, which collected information on names, national ID card, and household income. BISP is a national program that covers all provinces of the country, Azad Jammu and Kashmir (AJK) and Northern Areas.

In December 2008, the Government of Pakistan (GoP) decided to improve the existing targeting mechanism of BISP through the adoption of a poverty scorecard ("proxy means test" based targeting) that will be used for the selection of beneficiaries. The scorecard roll-out started during April 2009 in 16 districts. The GoP intends to complete the national roll-out by the end of 2010.

Expecting there will be a transition from the Parliamentarian selected beneficiaries to poverty scorecard identified beneficiaries after the poverty scorecard information is collected and cut-off scores are identified, the World Bank team and the GoP decided to launch a BISP rapid assessment survey with the primary objective to examine the overlap between the poverty scorecard identified beneficiaries and Parliamentarian identified beneficiaries in order to inform the policy makers on the potential transition mechanisms. In addition, the rapid assessment survey will also inform the BISP application process and challenges in delivery mechanisms as well as the how BISP beneficiaries tend to spend the cash transfer received. The details about the sampling of the rapid assessment survey and its description are provided in appendices 1 and 2; the distribution of our study sample across provinces can be found in Table A3.1 of appendix 3.

## II. EFFECTIVENESS OF PARLIAMENTARIANS' SELECTION OF BENEFICIARIES

### *Poverty score as a measure of the welfare of BISP beneficiaries*

**Poverty scorecard is used to determine the level of household welfare.** The poverty scorecard relies on a smaller set of (relatively) easily verifiable household and individual characteristics to serve as proxies for household per capita consumption. The list of characteristics for poverty scoring has been identified by prior analysis (Tara et al, 2009). Although not as accurate as a full consumption aggregate to measure poverty, the poverty score requires considerably less information, which is easy to collect and verify. Furthermore, the poverty score is less susceptible to the short-term fluctuations in welfare since it relies on household characteristics, which are considerably more static (for example, number of dependents, size of land owned, housing characteristics, the number

of dependents, etc).<sup>3</sup> Simulations conducted by Tara et al. (2009) indicate that the poverty score is well correlated with per capita household consumption. Table A3.2 provides summary statistics of the poverty scores across urban and rural areas as well as across different provinces, although the rapid assessment survey was not designed to be representative at the provincial level.<sup>4</sup>

This report uses three poverty score benchmarks, or cutoff scores: 15.0, 17.5, and 24.5. The 15.0, 17.5 and 24.5 cutoff scores were chosen to match those used in prior analysis of the proxy means test for Pakistan. The 15.0 benchmark corresponds to the poorest 15% of Pakistan's population, 17.5 – to the poorest 21%, and 24.5 – to the poorest 39%, based on a simulation using PSLM 2007-08.<sup>5</sup> Although the 24.5 cutoff is above the poverty rate, it is well worth considering since it includes households, which are vulnerable to shocks and face considerable risk of falling into poverty, especially in times of crises. A household with poverty score below the benchmark is considered to be poor enough to be eligible for BISP benefits. Therefore, the choice of the cutoff score will determine what percentage of current beneficiaries will qualify for BISP assistance in the future.

#### *Overlap between the Parliamentarian-identified beneficiaries and poverty scorecard-identified beneficiaries*

**Beneficiary selection by parliamentarians has been pro-poor.** By comparison with the national sample (PSLM 2007-08), BISP beneficiaries tend to be poorer. For instance, 24.4 percent of BISP beneficiary households fall below the 17.5 cutoff, compared to 15.6 percent nationwide (table 1). Coverage at different eligibility thresholds disaggregated for rural and urban areas is presented in table A3.3 of appendix 3.

Table 1: Percentage of households and individuals falling below eligibility thresholds.

(PSLM 2007-08 and BISP)

	PSLM07-08		BISP09	
	Households	Individuals	Households	Individuals
Cutoff=15.0	10.7	15.1	17.6	23.9
Cutoff=17.5	15.6	21.1	24.4	31.9
Cutoff=24.5	31.6	39	45	54.9

Source: Authors calculations based on the BISP Rapid Assessment Survey.

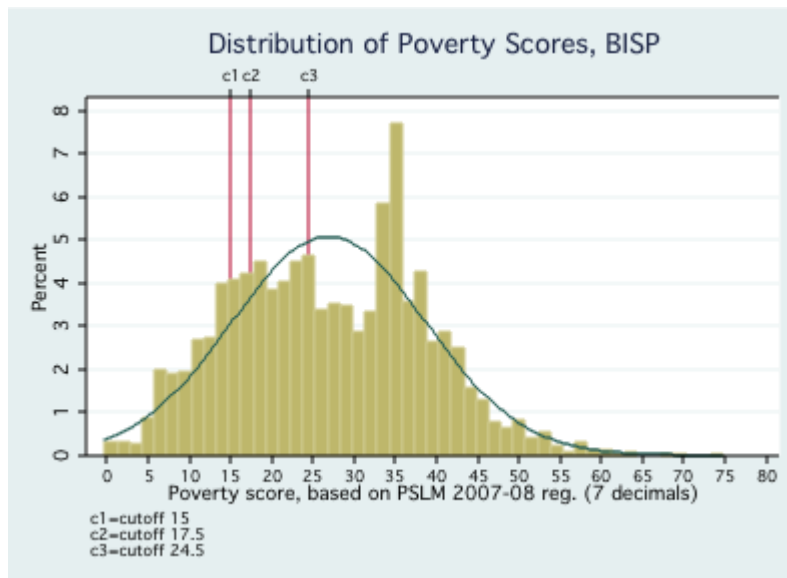
<sup>3</sup> Ownership of certain key assets affects the poverty score and insofar as the beneficiaries spend their BISP payments on these assets the poverty score may reflect the effect of transfers already received. However, this is an unlikely scenario since our findings indicate that a very small proportion of the BISP payments is spent on assets.

<sup>4</sup> The survey samples beneficiaries at the current (at the time of survey) stage of BISP implementation; therefore, areas where the program was rolled out later were underrepresented.

<sup>5</sup> Furthermore, the 17.5 cutoff is consistent with the national poverty headcount based on PSML 2005-06 since approximately 25% individuals fall below the 17.5 threshold in PSLM 2005-06, roughly equivalent to the poverty headcount ratio. See Tara et al. (2009).

**However, despite an overall tendency toward a pro-poor allocation of BISP benefits under the existing targeting system, the overlap between the poverty scorecard identified beneficiaries and the Parliamentary identified beneficiaries are relatively small.** The exact overlap depends on the cut-off score chosen. For example, if the cut-off score 15 is chosen, the overlap is around 18% and if the cut-off 24.5 is chosen the cut-off is around 45 percent at the household level (Figure 1). This pattern is clearly shown in Figure 1, which shows the distribution of poverty scores of BISP beneficiary households.<sup>6</sup>

Figure 1



Source: Authors' calculations based on the BISP Rapid Assessment Survey.

## II. THE ROLE OF OTHER VULNERABILITY FACTORS IN PARLIAMENTARIAN BENEFICIARY SELECTION

Poverty scorecard is not a perfect instrument in identifying the poor because it considers a limited set of characteristics. On the other hand, Parliamentarians may have taken into account other vulnerabilities such as disability or absence of a male household head, which are not included in the poverty score calculation, in selecting prospective

<sup>6</sup> The distribution of total household consumption per adult equivalent, expressed in nominal prices, is reported in figure A3.1 of appendix 3. It illustrates the wide variation of consumption levels among the current BISP beneficiaries. Table A3.4 tabulates the distribution of beneficiaries by categories of total nominal household consumption expenditure.

beneficiaries. Consequently, households ineligible for the program based on their poverty may be eligible because they have a disabled member or are headed by a female. Therefore, it would be useful to examine whether there are vulnerable households are excluded by the poverty scorecard but included by the existing targeting system.

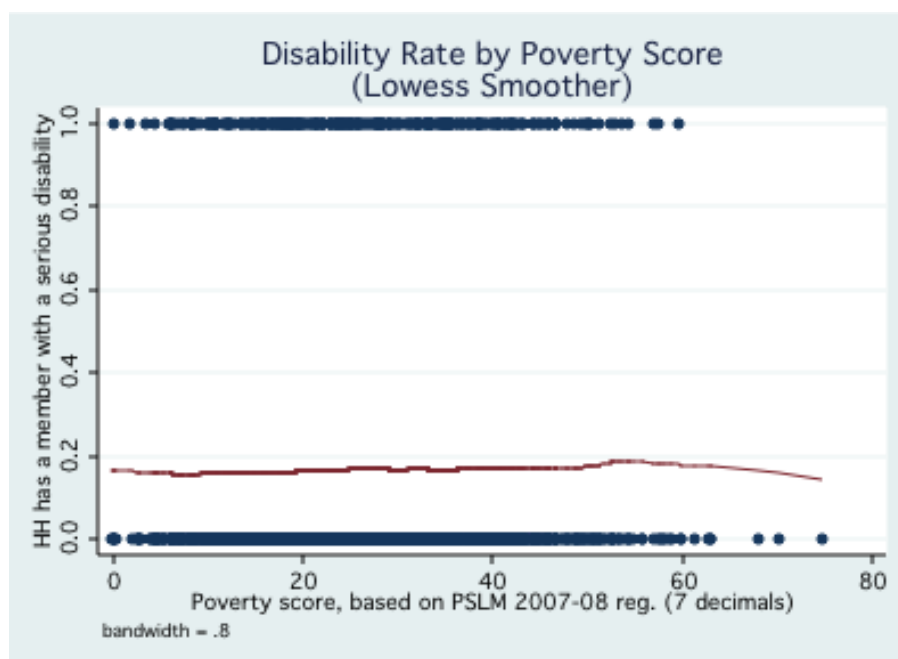
**There is no clear evidence that the Parliamentary selection favors households with at least one disabled member.** The lack of up-to-date nationally representative statistics on disability rate in Pakistan makes it difficult to assess whether BISP's parliamentary targeting favors the disabled in any way (in which case the disability rate among the BISP participants would be higher than the national rate). One of the few recent sources – Khan (2009) – reports a 5.8 percent restricted functional limitation<sup>7</sup> rate in NWFP and 4.7 percent in AJK, but both of these areas were heavily affected by the 2005 earthquake and these rates are likely above the national average. In comparison, the 3.5 percent restricted functional limitation rate among the members of BISP beneficiary households likely comes close to the national average, suggesting that there was no emphasis on targeting households with disabled members.

**Poorer beneficiary households are no more likely to have a disabled member.** In fact, households with a disabled member are evenly distributed across PMT-derived welfare levels (Figure 2). Therefore, the application of the eligibility thresholds neither significantly favors nor works against households with a disabled member (Table 2), although under the stricter eligibility criteria (15 and 17.5 points), they are *slightly less* likely to be covered. Specifically, at the 17.5-point cutoff, the eligibility rate is 18% among households with a disabled member versus 22% among those who don't have a disabled member. At a higher eligibility threshold (24.5 points) the rates of coverage are roughly the same.

Figure 2

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<sup>7</sup> A respondent is considered to have restricted functional limitation if he or she has a lot of difficulty or is unable to perform at all in any of the functional domains: seeing, hearing, mobility (walking or climbing stairs), remembering or concentrating. See appendix 4 for additional information on the disability measure.



Source: Authors' calculations based on the BISP Rapid Assessment Survey.

Table 2: Disability status and coverage rates at various eligibility cut-off points

	Eligible at 15	Eligible at 17.5	Eligible at 24.5
<i>All</i>			
No hh members with serious disability	0.18	0.25	0.45
At least one member with serious disability	0.16	0.22	0.44
Total	0.18	0.24	0.45
<i>Urban</i>			
No hh members with serious disability	0.11	0.15	0.35
At least one member with serious disability	0.09	0.15	0.35
Total	0.10	0.15	0.35
<i>Rural</i>			
No hh members with serious disability	0.20	0.28	0.49
At least one member with serious disability	0.20	0.27	0.50
Total	0.20	0.28	0.49

Source: Authors' calculations based on the BISP Rapid Assessment Survey.

**Parliamentarian selection of beneficiaries specifically targeted female-headed household.** The proportion of female-headed households in the nationwide sample (PSLM 2007-08) is 9 percent, while the proportion of households headed by women among BISP beneficiaries is 35 percent (table 3). However, in Pakistan, female-headed households are not necessarily poorer. In order to test that, we further examine the poverty scorecard distribution of the female-headed households.

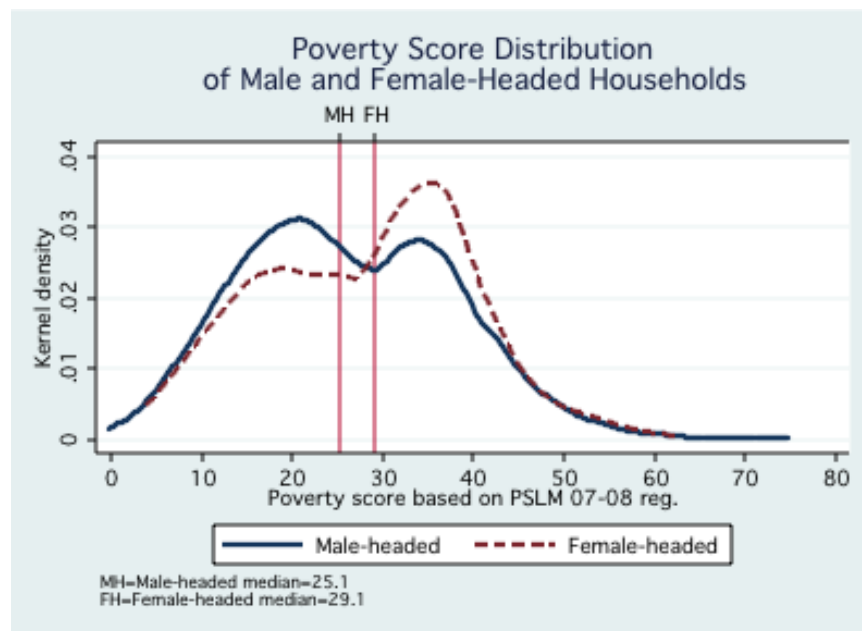
Table 3: Proportion of female-headed households

	Urban	Rural	Total
National (PSLM 2007-08)	8.5	8.8	8.7
BISP Sample	39.2	33.8	35.2

Source: Authors' calculations based on the BISP Rapid Assessment Survey.

**The poverty scores of female-headed households tend to be higher (Figure 4), indicating that they were selected into the program *despite* being non-poor.**

Figure 4



Source: Authors' calculations based on the BISP Rapid Assessment Survey.

If the PMT-based eligibility criteria were applied, a smaller proportion of current female-headed beneficiary households (than male-headed) would qualify. At the 17.5 cutoff, 25.5 percent of male-headed households would be eligible, but only 22.1 percent of female-headed households (Table 4). Expanding the eligibility cutoff to 24.5 will expand the coverage of male-headed households to 48 percent, but only 40 percent of female-headed households would be covered. The question should be asked whether female



households are particularly vulnerable in a way that justifies their participation in BISP, even if they are well off.

Table 4: Coverage rate of male and female-headed households.

	Eligible at 15	Eligible at 17.5	Eligible at 24.5
<i>All Pakistan</i>			
Male-headed	0.185	0.255	0.479
Female-headed	0.155	0.221	0.395
Total	0.175	0.243	0.450
<i>Urban</i>			
Male-headed	0.109	0.160	0.380
Female-headed	0.097	0.139	0.296
Total	0.104	0.152	0.348
<i>Rural</i>			
Male-headed	0.210	0.287	0.513
Female-headed	0.180	0.255	0.436
Total	0.200	0.276	0.487

Source: Authors' calculations based on the BISP Rapid Assessment Survey.

### III. POLITICAL CONNECTIONS AND PARTICIPATION IN BISP

While inclusion female-headed households and households with a disabled member may be justified on the grounds of their special vulnerability, even if they fare relatively well in terms of the poverty score other characteristics, such as political connections, should not be factors in the selection into the program and their influence must be minimized. A well-performing objective poverty scorecard would correct for such a bias.

Two definitions of political connectedness of a household are considered: (i) an index of political participation, a continuous variable running from 0 to 1, and (b) a dummy indicating contact with an official. The exact survey questions used to construct political participation indicators are listed in appendix 5.

Table 5 presents the results of a multivariate regression analysis and indicates that **politically connected households, which are currently receiving assistance from BISP would be significantly less likely to qualify based on the proxy means test.**

The significance of political variables need not necessarily signal corruption problems as such. Rather, this measure reflects a host of ways in which political involvement and

contact with officials may improve one's chances of learning about the program, as well as knowing how to go about obtaining, filling and submitting the relevant forms. Yet – one way or another – political connections detract from the fairness and equity of the process of distribution of BISP assistance.

Table 5: Predictors of eligibility for BISP transfers based on PMT scores, among current BISP beneficiaries. Probit estimates with marginal effects (dprobit).

	Eligibility at 17.5, 0/1 dummy			Eligibility at 24.5, 0/1 dummy		
	(a)	(b)	(c)	(a)	(b)	(c)
Regional dummies (Reference: Federal)						
Punjab	0.557***	0.460***	0.555***	0.571***	0.483***	0.567***
Sindh	0.698***	0.624***	0.678***	0.505***	0.433***	0.483***
Balochistan	-0.153	-0.137	-0.184	-0.53	-0.553	-0.561
NWFP	0.546***	0.472***	0.525***	0.457***	0.390***	0.437***
AJK	-0.297	-0.411	-0.308	-0.011	-0.111	-0.021
Urban	-0.467***	-0.450***	-0.457***	-	-0.331***	-0.336***
HH has 1 or more members with a serious disability	-0.003	-0.008	0.0003	0.049	0.045	0.049
Female HH head	-0.114*	-0.142**	-0.112*	-	-0.255***	-0.225***
Index of political participation: 0 to 1, continuous (0= no participation)		-1.124***			-0.953***	
Contact with officials, 0/1 dummy			-0.419***			-0.319***
Constant	0.557***	0.460***	0.555***	0.571***	0.483***	0.567***
N	2182	2181	2180	2182	2181	2180

Source: Authors' calculations based on the BISP Rapid Assessment Survey.

#### IV. BISP APPLICATION PROCESS

**Informal institutions – friends, family and “non-elected local influential persons”<sup>8</sup> – played a central role at all stages of the BISP application process, from learning about the program to submitting applications.** The vast majority of BISP's current

<sup>8</sup> The local influential persons are non-elected *de facto* community leaders, such as village heads or large landowners.

participants learnt about the program from friends and family and the “local influential persons” (table 6) Mass media ads reached a relatively small proportion of population; only a small subset of current beneficiaries report learning about the program from TV ads (8%), radio (3%), and newspapers (4%).

Table 6: Sources of information about the BISP

	Urban	Rural	Total
TV Commercial	10%	8%	8%
Radio Commercial	1%	3%	3%
Newspaper	6%	3%	4%
<b>Friends/Family</b>	<b>53%</b>	<b>47%</b>	<b>49%</b>
<b>Local influential person</b>	<b>38%</b>	<b>49%</b>	<b>46%</b>

Note: Categories are not mutually exclusive.

Source: Authors’ calculations based on the BISP Rapid Assessment Survey.

Informal institutions also figured prominently at all stages of the application process. Nearly two-thirds of current BISP participants approached a local influential person or a friend or a family member in order to access BISP. Fifty-eight percent obtained BISP forms through family, friends or local influential persons, and nearly one-half of households had their forms verified by such an informal party and ultimately file the BISP application through them (table 7).

Contrary to the expectation that mosques and health centers could be used to make BISP more accessible, they have played a nearly negligible role in dissemination of the information about BISP and in the BISP application process (table 7).

Table 7: Role of government and non-government actors in the BISP application process.

	Whom did you approach to access BISP?	Where did you get the BISP form?	To whom did you give the completed form to have it verified?	To whom did you submit the verified BISP application form?
1 <b>Non-elected local influential person</b>	<b>32.8</b>	<b>30.7</b>	<b>26.2</b>	<b>26.9</b>
2 Government employee	2.8	2.6	5.9	2.8
3 <b>UC official (Not Nazim)</b>	<b>9.4</b>	<b>9.9</b>	<b>11.2</b>	<b>11.2</b>
4 <b>Nazim (any level)</b>	<b>16.3</b>	<b>20.1</b>	<b>21.4</b>	<b>24.7</b>

5	MNA/Senator	4.6	6.0	4.3	7.2
6	MPA/MLA	1.4	1.7	1.6	1.9
7	Mosque	1.4	1.3	0.9	0.3
8	Health center/facility	1.5	0.5	0.5	0.8
9	<b>Other friend/family</b>	<b>34.3</b>	<b>27.0</b>	<b>23.0</b>	<b>24.2</b>
10	Never saw the form	-	0.3	-	0.1
11	Did not have it verified	-	-	5.05	-
	Total	100	100	100	100
	<i>N obs.</i>	<i>2197</i>	<i>2,184</i>	<i>2180</i>	<i>2066</i>

Note: "-" denotes a non-applicable category

Source: Authors' calculations based on the BISP Rapid Assessment Survey.

**The BISP application process has been largely free**, despite the fact that the application process offers considerable scope for rent seeking. Only 5 percent of the surveyed BISP participants report making *any kind* of payment during the application process, with most payments in the vicinity of 50 rupees or less. Those who made payments, paid for obtaining the BISP application form (2 percent) and for assistance in filling the BISP form (3 percent of those who needed help); only 1 percent of respondents reported paying for form verification (table 8).

Table 8: Incidence and amount of payments

	Incidence		Amount (Rs.)	
	Percent	N hhs	Mean	Median
Paid for obtaining BISP form	2.2	49	89	50
Received help filling BISP form	85.6	1868	-	-
Paid for help filling BISP form	2.9	54	64	20
Had the BISP form verified	95.0	2070	-	-
Paid for verification	1.1	22	50	50
Any payment during application process	5.0	110	82	50

Note: "-" denotes a non-applicable category

Source: Authors' calculations based on the BISP Rapid Assessment Survey.

Thus, the problem with using informal routes to access and enroll in BISP is not the prohibitive monetary cost to the beneficiaries – as we have seen it cost nothing or little to access the BISP informally; rather, the problem lies in the distorted beneficiary selection mechanism the use of friends, family, and local influential persons puts into place. The high degree of informality of the BISP application process likely underpins the significant bias in favor of the “politically connected” individuals we find in our regression results in Table 5.

On the other hand, informal channels may provide additional resources, which compensate for some shortcomings of the formal institutions (e.g. limited capacity to reach remote areas, and to provide guidance and assistance in filling the forms) in ways, which do not undermine the selection process. Specifically, the use of de facto local leaders for disseminating the information about BISP or for providing assistance in filling out the BISP forms may be valuable. However, their involvement at the stage of verification and actual filing the applications will likely affect the selection process adversely.

## V. PAYMENT COLLECTION

**There are more serious problems at the stage of payment collection.** Under the current arrangements, the BISP payments should be delivered “to the door” by the postman to minimize the indirect cost (cost of traveling to a remote location to collect the payment) to the beneficiaries. Yet we see – from table 9 – that in 42 percent of cases the payments were received at a post office, and even at a bank (0.4 percent of cases). Over half of beneficiaries in rural areas had to travel 2 or more kilometers to collect their BISP payments (table A6.1 in appendix 6).

Table 9: Location of BISP payment collection, by type of residence.

	Urban	Rural	Total
From postman at the door	63.4%	54.7%	57.1%
At post office	36.2%	44.8%	42.4%
At bank	0.4%	0.5%	0.4%
N obs	1365	3586	4951

Source: Authors’ calculations based on the BISP Rapid Assessment Survey.

**Another serious problem with the current payment delivery is *baksheesh* payments, or tips for delivering the BISP funds.** Unlike payments during the application process, *baksheesh* payments are widespread. Thirty percent of the households report paying *baksheesh* at the time of collecting their payments. The incidence is higher in urban areas than in rural areas (39 and 27 percent respectively). A slightly greater proportion of beneficiaries paid *baksheesh* when it was delivered by the postman (32 percent of cases),

as opposed to collecting at the post-office (28 percent of cases). Seventy-eight percent of *baksheesh* payments are equal to or less than 100 rupees, however, in approximately 1/4 of cases – most of them in rural areas – exceeded 100 rupees (appendix 6, table A6.2). In relative terms, *baksheesh* payments account for approximately 3 percent of the total BISP transfers received by households (appendix 6, table A63).

Table 10: Incidence and amount of baksheesh by type of residence and the method of payment collection.

	Incidence of <i>baksheesh</i> payments		<i>Baksheesh</i> Amount, Rs.	
	Percent	N obs.	Mean	Median
<i>By type of residence</i>				
Urban	39%	522	102	100
Rural	27%	989	142	100
<i>By method of delivery</i>				
Postman	32%	892	120	100
Post office	28%	582	135	100
Bank	36%	8	94	100
Total	30%	1511	128	100

Source: Authors' calculations based on the BISP Rapid Assessment.

## PAYMENTS RECEIVED

Ninty-seven percent of current beneficiaries submitted their applications between August and December of 2008, with the heaviest volume of applications filed (70 percent) filed in September and October of 2008.

Date of application for BISP		
Month and year	%	N obs.
Aug-08	10.9	229
Sep-08	32.7	686
Oct-08	37.2	780
Nov-08	3.4	72
Dec-08	12.7	266
Jan-09	2.3	48
Feb-09	0.4	9
Mar-09	0.3	7
Apr-09	0.1	1
Total	100.0	2098

Majority of beneficiaries (84 percent) received their first transfer in January-April of 2009, with the largest volume of transfers concentrated in February and January.

Date first BISP transfer was received.

Percent and number of households.

Month and year	%	N obs.
November 2008	0.4	9
December 2008	8.2	175
January 2009	26.3	560
February 2009	31.4	668
March 2009	17.2	365
April 2009	10.0	213
May 2009	2.7	57
June 2009	1.7	37
July 2009	1.1	24
August 2009	0.9	18
Total	100.0	2,126

By the time of the survey, 61 percent of beneficiaries received 9 or more installments and a total of more than 8000 rupees. The rest received less: 15 percent received less than 6000 rupees or less, of which 3 percent did not receive their transfers at all.

Total amount of benefit

	Percent	N
Haven't received yet	3.05	67
<=2000	1.05	23
2001-4000	2.23	49
4000-6000	8.66	190
6000-8000	24.01	527
8000-10000	60.82	1,335
>10000	0.18	4
Total	100	2,195

Total number of installments		
	Percent	Freq.
Haven't received	3.05	67
1	0.96	21
2	2.23	49
3	2.14	47
4	1.37	30
5	4.38	96
6	3.37	74
7	19.55	429
8	2.1	46
9	60.35	1,324
10 -13	0.36	11
Total	100	2,194

Total number of installments								
	Haven't received	<=2000	2001-4000	4000-6000	6000-8000	8000-1000	>10000	Total
Haven't received	67	0	0	0	0	0	0	67
1	0	2	2	13	0	4	0	21
2	0	20	1	3	21	4	0	49
3	0	0	14	0	24	9	0	47
4	0	1	28	1	0	0	0	30
5	0	0	0	94	2	0	0	96
6	0	0	0	71	2	1	0	74
7	0	0	2	1	422	3	1	429



8	0	0	0	0	45	1	0	46
9	0	0	2	6	10	1,305	1	1,324
10	0	0	0	0	1	7	0	8
11	0	0	0	0	0	0	1	1
12	0	0	0	0	0	1	0	1
13	0	0	0	0	0	0	1	1
Total	67	23	49	189	527	1,335	4	2,194

## VI. BENEFIT USE

**Beneficiaries tend to spend their transfers on the most basic and pressing needs. Specifically, as table 11 indicates, basic food (32%), medical expenses (23%), debt payments (10%), and clothes (7%).** Spending on children's education accounts for only 5% of the transfer amount in the overall sample, although urban households spent a greater proportion of their benefits on education than rural households (9% versus 4%). Three percent of the transfers went to savings. While this pattern of expenditure – heavy on basic necessities – is typical of poor and vulnerable households, it reiterates the need for conditional transfers to promote investment in human development.

Table 11: Benefit use by type of expenditure item category: percent of total benefits spent by HH on given items, %

	Urban	Rural	Total
Basic food	<b>29.0</b>	<b>33.5</b>	<b>32.3</b>
Better food	4.8	3.6	3.9
Clothes	5.9	7.9	7.4
Children's education*	<b>8.6</b>	<b>3.6</b>	<b>4.9</b>
Medical expenses for sick persons	<b>19.7</b>	<b>20.3</b>	<b>20.1</b>
Medical expenses for disabled persons	2.9	2.3	2.5
Agriculture	0.3	0.9	0.7

Livestock	0.6	1.3	1.1
Business	0.6	0.4	0.5
House improvements/repairs	4.9	4.0	4.3
Durable goods	0.9	1.9	1.6
Cigarettes & tobacco	0.3	0.5	0.4
Debt payments	<b>10.7</b>	<b>9.9</b>	<b>10.1</b>
Marriage	2.7	2.2	2.4
Funeral	0.4	0.3	0.3
Birth of child	0.7	0.5	0.5
Savings	3.2	2.7	2.9
Other	3.9	4.1	4.1

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Source: Authors' calculations based on the BISP Rapid Assessment.

## VII. CONCLUSION

While the allocation of BISP benefits to households selected by parliamentarians is pro-poor, a sizable proportion of current beneficiaries are not poor. The overlap between the parliamentarian selected beneficiaries and poverty scorecard identified beneficiaries are contingent on the choice of the cut-off score but generally speaking the overlap is small.

There is no evidence that Parliamentarians are more likely to select households with disabled members, however, the evidence is clear that Parliamentarians have included more female-headed households. This is understandable as one of the primary objectives of the program is to empower women by delivering cash transfers to eligible women directly. However, the analysis shows that female-headed households are not necessarily poorer.

Politically active and connected households have benefited from parliamentarian selection. The use of the poverty scorecard will improve the objectivity of targeting of future beneficiaries and correct the political bias.

Informal channels, such as friends, family and “non-elected local influential persons”<sup>9</sup> played a central role at all stages of the BISP application process, from learning about the program to submitting applications. Yet the BISP application process has been largely free, even though the application process offered opportunities for rent seeking. Only five percent of the surveyed BISP participants report making *any kind* of payment during the application process.

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<sup>9</sup> The local influential persons are non-elected *de facto* community leaders, such as village heads or large landowners.

However, there are more serious problems at the stage of payment collection. In forty-two percent of cases, payments were received at the post office rather than at the door, increasing indirect costs to the beneficiaries, because they had to travel to the post office to collect the payment.

*Baksheesh* payments, or tips for delivering the BISP funds, proved a more serious problem. Unlike payments during the application process, *baksheesh* payments are widespread – 30 percent of the households report paying *baksheesh* at the time of collecting their payments.

Beneficiaries tend to spend the cash transfers received on the most basic and pressing needs, 32% on basic food, 23% on medical expenditures, 10% on debt payment and 7% on clothes. Very little has been used in children's education. Thus, a conditional cash transfer program, which has explicit co-responsibility on school enrollment and attendance, may be an option in the future in order to increase the investment in human development.

## References

Khan, Mansoor Hasan (2009). “Functional Limitation and Participation Barriers in Earthquake Affected Areas of AJK and NWFP.” Pakistan Poverty Alleviation Fund.

## APPENDIX 1: SURVEY SAMPLING

The sampling Survey for the Rapid Assessment of Parliamentarian selected beneficiaries was conducted in the two stages: a test phase stages and the main survey.

### 1. Test Phase.

A test of the planned survey was conducted by IDS in May 2009. The test was based on a random sample of 101 beneficiaries in two districts Nowshera (NWFP) and Rajanpur (Punjab). The 101 beneficiaries came from 101 households composed of 613 household members. The results and lessons from the test-phase were used to refine the final survey questionnaires

Table 1: Break-up of Pre Test Sample by District

Districts	Beneficiaries
Rajanpur	36
Nowshera	65
Total	101

### 2. Main Survey. The main survey was conducted in 15 randomly selected districts of Pakistan, during the months of August and September before Ramadan.

The sample beneficiaries were selected from the list of the Parliamentarian identified beneficiaries provided by the National Database and Registration Authority's (NADRA).

The sample was drawn from the NADRA computer records in April, 2009. There were 1,660,584 existing beneficiaries in that record, composed of 46.23 percent from Punjab, 26.04 from Sindh, 18.35 percent from NWFP, 6.08 percent from Baluchistan, 2.38 percent from FATA, 0.73 percent from Islamabad and 0.14 percent from Northern areas.

Table 2: Total Number of Beneficiaries on NADRA Database

<b>PROVINCE_NAME</b>	<b>Total</b>	<b>% of Total Beneficiaries</b>
<b><i>Grand Total</i></b>	<b><i>1660584</i></b>	<b><i>100.00</i></b>
PUNJAB	767631	46.23
SINDH	432361	26.04

NWFP	304656	18.35
BALUCHISTAN	100886	6.08
FATA	39578	2.38
ISLAMABAD	12147	0.73
NORTHERN AREAS	2304	0.14
AZAD KASHMIR	1021	0.06

The study used the probability to Proportion to Size method to obtain a sample as representative as possible with the sample size of 2,500 households. For this purpose a randomly selected sample of 5680 beneficiaries' names, addresses, NIC numbers and names of spouses/fathers was provided by NADRA for the 15 selected Tehsils in the 13 districts of the four Provinces, and Islamabad in the Federal Capital and Muzafarabad in the Azad Jammu and Kashmir.

Table 3: Selection of Districts/Tehsils

Province	Districts/Tehsils Selected
Punjab	7
Sindh	3
NWFP	2
Baluchistan	1
Islamabad	1
AJK	1

The total number of Districts/Tehsils was purposively decided on the basis of an eventually representative sample size to capture the large diversity in levels of development across districts and the resources available. The 13 districts from the four Provinces were then allocated to roughly represent the relative share of the beneficiaries from each Province in the NADRA records on that day. As such 7 districts on Punjab, 3 in Sindh, 2 in NWFP and 1 in Baluchistan were selected.

The literature on Poverty in Pakistan divides provinces into distinct poverty or deprivation bands. For example, Punjab, is looked upon as three regional disparity bands i.e. Northern Punjab (best off), central Punjab (moderately well off) and southern Punjab (worst off). The seven districts of Punjab represent this classification with the number of districts selected in each poverty band being selected on the basis of the share of each region in the population of Punjab. As such, Attack was chosen from the North Punjab, Rajanpur was chosen from the South, and the remaining was chosen from the Center to represent the region as moving from North to South i.e from Sargodha to Faisalabad to Vehari to Multan to Bahawalpur.

<sup>10</sup>

Same rationale applies to other provinces. For example, in Sindh province, the selected districts ranged from Karachi (the most developed) to Larkana (deprived but politically privileged) to Sanghar (most deprived). In NWFP province, Nowshera is amongst the least deprived in NWFP and Karak is one of the most deprived. Similarly, Muzafarabad was chosen to represent AJK and Islamabad to represent the Federal Area.

In Baluchistan, the unrest and law and order situation made survey almost impossible except in Quetta where a small sample was selected.

Table 4: Summary Data on Sample Selection

DISTRICT_NAME	TEHSIL_NAME	No of NADRA Records in selected tehsils	Records selected randomly by NADRA	Sample eventually selected for Survey	Sample as a % of number of Records in NADRA	Ranking of District based on PJAE 2008
KARACHI EAST	KARACHI EAST	16846	594	318	2	1
LARKANA	RATO DERO	4829	183	117	2	36
SANGHAR	KHIPRO	6139	299	179	3	54
QUETTA	QUETTA	8829	327	44	0	4
ATTOCK	FATEH JANG	5195	197	107	2	19
FAISALABAD	CHAK JHUMRA	2647	857	58	2	10
SARGODHA	BHALWAL	7309	273	139	2	24
VEHARI	BUREWALA	6471	245	127	2	36
MULTAN	MULTAN SADDAR	13857	525	327	2	12

<sup>10</sup> This ranking of districts by deprivation is presented in many studies and most recently in “Development Rank Ordering of Districts of Pakistan Revisited” by Wasti and Siddiqui in the Pakistan Journal of Applied Economics vol,18, 2008

BAHAWALPUR	AHMADPUR EAST	9446	350	206	2	25
RAJANPUR	RAJANPUR	4300	160	84	2	84
NOWSHERA	NOWSHERA	21975	833	511	2	64
KARAK	KARAK	3511	298	166	5	89
ISLAMABAD	ISLAMABAD	12147	439	190	2	
MUZAFFARABAD	MUZAFFARABAD	206	100	22	11	
	TOTAL	123707	5680	2595	2	
	GRAND TOTAL	1660584				

The 13 districts in the four provinces for which this list of beneficiaries was selected were chosen to represent 1) the total number of districts in each province, 2) the regional level of deprivation in each province (based on existing literature, districts in each province in Pakistan are grouped by levels of poverty - for example Punjab has three groups namely North (low poverty), central (higher poverty) and Southern (highest poverty) and 3) the share of beneficiaries in each district. One district was selected in Azad Jammu and Kashmir and Islamabad Capital territory was selected as a stand alone.

The selected districts represent 70 Members of the National Assembly and 143 members of the Provincial Assembly. There are 2 designated Senate seats for Islamabad while the other Senate seats are allocated on no regional criteria.

#### List of National (NA) and Provincial (PA) Seats in BISP MNA Rapid Assessment Survey Selected Districts

Table 5: National and Provincial Seats-Selected Districts

Districts	N A Seats	P A Seats	Senate/AJ&K Assy
Islamabad	2		2
Muzafarabad AJ&K			1
Nowshera	2	5	
Karak	1	2	
Attock	3	5	
Sargodha	5	11	
Faisalabad	11	22	
Multan	7	13	
Vehari	4	8	
Rajanpur	2	4	
Bhawalpur	5	10	
Larkana	4	6	
Sanghar	2	8	



Karachi	20	42	
Quetta	2	7	
Total	70	143	3

Note: For Senate seats there is no classification by districts except for Islamabad. There are 22 Senate seats for each province (including four reserve seats for women and four reserve seats for technocrats). Four seats are for the Federal Capital (including 2 reserved seats) and 8 seats are for FATA.

Having selected the districts, one tehsil in each district was drawn randomly. However, the list of beneficiaries provided by NADRA did not include any coding of addresses by Union Council. The Unions Council names were therefore manually coded into the information on the beneficiaries. *From this list sample UCs were designated in each tehsil in such a way that at least a minimum of 10 beneficiaries would be covered in a particular sample UC.*

- Sample UCs were selected using Probability proportionate to Size (PPS) method of selection. Beneficiaries in each UC will be treated as measure of size. Due to nature of the Survey and to avoid unnecessary field problems as already stated UCs with 10+ beneficiaries were selected in the sample. However, in case if in any Tehsil where the number of UCs/Beneficiaries is small, the UCs with less than 10 beneficiaries were also selected.
- Sample beneficiaries to be covered from each sample UC in a Tehsil will be in proportion to the size of the sample UCs.
- Beneficiaries in a sample UC were selected by Simple Random Sample method of selection. In case if a sample beneficiary is not traceable then subsequent beneficiary in the list of beneficiaries of that UC will be selected as replacement.

The issue of replacement HHs in case a HH could not be traced due to incorrect address required clarification. After exhaustive deliberations with the World Bank team, it was agreed that the sample size would be increased to 2595.

Table 6: Sample Size of Selected UCs

Districts	Beneficiaries List from NADRA	Total Sample Size	No. of UCs	Sample UCs
District Attock Tehsil Fateh Jang	197	107	16	4
District Bahawalpur Tehsil Ahmadpur East	350	206	26	8
District Faisalabad Tehsil Chak Jhumra	857	58	13	5
District Islamabad Tehsil Islamabad	439	190	113	6
District Karachi East Tehsil Karachi East	594	318	13	4
District Larkana Tehsil Rato Dero	183	117	9	3

District Multan Tehsil Multan Saddar	525	327	9	3
District Muzaffarabad Tehsil Muzaffarabad	100	22	33	4
District Nowshera Tehsil Nowshera	833	511	59	10
District Quetta Tehsil Quetta	327	44	68	5
District Rajanpur Tehsil Rajanpur	160	84	19	3
District Sargodha Tehsil Bhalwal	273	139	48	4
District Vehari Tehsil Burewala	245	127	32	4
District Sanghar Tehsil Khipro	299	179	20	4
District Karak Tehsil Karak	298	166	12	3

Out of the sample of 2,595 households (HHs), a total of 2,540 HHs were initially successfully enumerated before the eid break. The enumeration teams could not reach 55 HHs. These 55 HHs were later verified / enumerated after the break due to *Ramazan* and *Eid* holidays. Post Eid all 2595 HHs were successfully enumerated.

Out of the 2,595 HHs enumerated, the enumeration teams, in consultation with their field supervisors and the designated IDS supervisors, had to drop 347 HHs. The reasons for dropping these HHS are discussed in detail subsequently. In addition to these 347 dropped households (for whom both female and male questionnaires were not filled), there are 78 households for whom only female questionnaires were filled as either there were no male member in the HH or male members, even after three visits to the HH (refer to table 7 for sample summary).

Table 7: Sample Summary

Total Sample Households	2,595	100%
Households Enumerated	2595	100%
Both Female and Male (Questionnaires) Dropped	347	
Female Interviewed but Male dropped	78	
Data available (Female Respondents)	2,248	85 % of Sample
Data Available (Male Respondents)	2,170	83 % of original Sample

Table 8 below represents a district wise dis-aggregation of HHs that were successfully enumerated (including dropped cases).

Table 8: Sample Details and Survey by District

Districts	Total Sample	HHs Interviewed	Dropped (Households)
Attock	107	90	17
Bahwalpur	206	179	27
Faisalabad	58	58	0
Islamabad	190	152	38

Karachi	318	209	109
Karak	166	151	15
Larkana	117	112	5
Multan	327	295	32
Muzaffarabad	22	13	9
Nowshera	511	487	24
Quetta	44	21	23
Rajanpur	84	80	4
Sanghar	179	149	30
Sargodha	139	135	4
Vehari	127	117	10
Total	2595	2248	347

A total of 347 HHs were dropped from the survey by the enumeration teams after due consultation with both field supervisors and designated IDS supervisors. The reasons for dropping HHs from the survey can be grouped into four broad categories (Table 9).

Table 9: Reasons for Dropping HHs from the Survey

Reasons for dropping HHs	HHs. No	Percentage of Dropped HHs
Address Exists But Beneficiary Does not Exist	192	55.3
Address Was not Found	110	31.7
Beneficiary was not Available	40	11.5
Beneficiary Refused	5	1.4
Total	347	100

- 1) **Address Exists but Beneficiary Does not Exist:** In 55.3% (192) of the cases, a household was dropped because the beneficiary's name was not consistent with the address sent to the supervisors (Table 9). Mostly this happened in instances where;
  - a) The beneficiary had reportedly shifted to another location (96)
  - b) The beneficiary did not live at the address (67), or
  - c) The beneficiary had died (14)
- 2) **Address was not Found:** Table 9 shows that in 110 (31%) of the cases, the household was dropped as the address given to the supervisors could not be found. This happened in cases where;
  - a) The address was incomplete (24) or incorrect (39), or
  - b) The address was not found due to some other reason (32). For instance, in rural areas where home addresses are usually not clearly defined in terms of house number, street, *mohalla*, etc, some households could not be traced even after seeking help from the local postman and/or a local knowledgeable person.
- 3) **Beneficiary was not Available:** In 40 (12%) of the cases, the household was dropped because the beneficiary could not be located (Table 9) either because she was out of

town (10) or she was in town but could not be found in three visits to the household (27).

- 4) ***Beneficiary Refused:*** Lastly, a total of 5 households (or 1.1% of the total dropped HHs) were dropped because the beneficiary refused to be interviewed

## APPENDIX 2: QUESTIONNAIRE DESCRIPTION

The BISP Rapid Assessment survey was undertaken to analyze the overlap between the Parliamentarian selected beneficiaries and the Poverty Scorecard selected beneficiaries; and whether there are some consistent patterns on the overlap across provinces. The survey also aimed to better understand the Parliamentarian beneficiary selection process with a view to inform the grievance/redressal procedures. Against this backdrop, a household survey was administered to a random sample of beneficiaries (about 2500 beneficiary households) selected from the NADRA database. The survey consisted of 6 main modules to collect the necessary information. A brief summary for each module is provided below.

1. *Household Roster.* The survey starts with a household roster which includes individual level questions on basic demographics such age, gender, marital status, etc. In addition, individual level information on basic education (i.e. literacy, highest class completed, etc.) and employment is also collected and can be categorized under this module. The employment questions were adapted from the Pakistan Social and Living Standard Measurement Survey (PSLM) 2007/08. However, since the employment status of household members at the time of the application (for BISP benefits) is more of an interest for this study<sup>11</sup>, the focus is on employment for that reference period. This reference period may vary among households and is also among the information collected in the survey. The employment section also collects basic information on current employment status.

Information about the beneficiary household's language, ethnicity, religion along with information on attitudes towards schooling and the political activism are collected at the end of the questionnaire, but can be categorized under the basic household information and hence are summarized under the household roster module.

2. *Disability.* This module includes a short set of questions on disability that the UN Washington Group has developed, tested, and now recommends for inclusion in each country's population census. This is a reduced set of questions given the very limited space on a census questionnaire. These questions have been extensively tested in a wide range of countries and have proved to be robust across cultures. The information collected from this module will be used to examine the relation of Parliamentarian selected beneficiaries and poverty scorecard selected beneficiaries in relation to the household disability profiles.
3. *Consumption.* The full consumption module from PSLM 2007/08 is included in the questionnaire in order to determine the true poverty status of the beneficiary

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<sup>11</sup> Families where any of the members is in employment of government/semi-government authority/department or armed forces of Pakistan One of the exclusion criteria (to be checked by NADRA) was that the

household. The full consumption module includes expenditures on food items, nondurable goods and services, and durable goods and services exactly as they are listed in PSLM 2007/08. The information collected from the consumption module will be used in generating the per capita consumption for the household which in turn will determine the beneficiary household's poverty status.

4. *Poverty Scorecard.* The Government of Pakistan adopted a poverty scorecard ("proxy means test" based targeting) in order to improve the existing targeting mechanism of BISP. A poverty scorecard is a targeting tool that includes a limited number of simple indicators that correlate well with poverty. This module collects information about the variables that will be (is) used in determining the eligibility for BISP once rolled out nationally (in 16 test phase districts). The poverty scorecard form contains only ten questions, most of which require a simple yes/no answer, or the selection of one answer from a set of simple choices. The information collected in this module will determine whether the beneficiary household would have qualified under the new poverty scorecard based selection, which in turn will help determine the overlap with the parliamentarian based selection.
5. *BISP Awareness/Process.* This module includes questions on the initial awareness of the beneficiaries about BISP in general and questions on the application/verification/payment process. The idea is to better understand the application/verification/payment process which in turn may help in the design of grievance/redressal procedures and also help in improving the payment mechanism. The specific questions include: where the form was obtained, where it was verified, how much money was received through postman/post office/bank etc. This module also collects information about the benefits/assistance received from other Government programs (i.e. Zakat, Punjab food support program in Punjab, Bait-ul Maal etc.) in the last 12 months.
6. *Uses of BISP Benefits.* This module explores how the beneficiaries would spend the cash transfers and who would make the decision on how to spend. As cash is fungible, the question to elicit how the extra money has been spent was framed as how much more was spent on a particular item since the household started receiving the benefit. Who makes the decision on how to spend the benefit is also of interest as BISP benefit is given to the ever-married female. This question is asked in a straightforward way: first asking who makes the decisions on how to spend the cash transfers (name and id code); and then asking for a ranking among those to determine whether one has more power than the other (i.e. husband and wife may decide together but husband may have more say etc.)

### APPENDIX 3: WELFARE MEASURES AND TARGETING

Table A3.1: Distribution of female respondents by province and type of residence

N observations

	Urban	Rural	Total
Federal	37	110	147
Punjab	195	730	925
Sindh	192	266	458
Balochistan	18	3	21
NWFP	138	494	632
AJK	0	13	13
Total	580	1,616	2,196

Table A3.2: Summary of poverty score by locality and province, female questionnaire

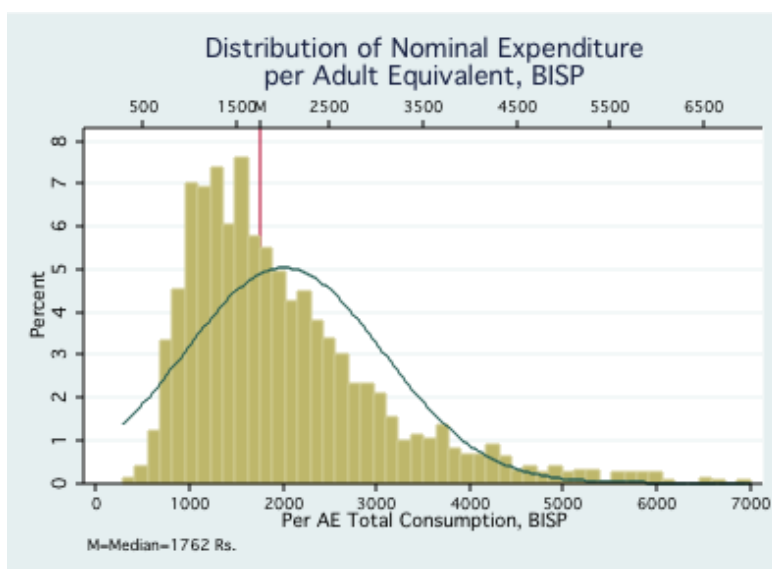
	mean	median	min	max	N
Urban	30.7	30.6	0.0	70.3	577
Rural	25.5	25.0	-0.2	74.8	1595
Total	26.96	26.71	-0.24	74.83	2183
<i>Provinces:</i>					
Federal	31.4	32.3	7.9	59.0	143
Punjab	25.8	24.8	0.0	59.9	914
Sindh	27.0	26.8	-0.2	62.8	452
Balochistan	42.4	43.2	17.2	61.3	21
NWFP	26.8	26.5	0.0	74.8	629
AJK	29.6	33.1	15.2	42.6	13
Total	26.9	26.6	-0.2	74.8	2172

Table A3.3: Percentage of households and individuals falling below eligibility thresholds, by locality (BISP)

	Urban		Rural		Total	
	Households	Persons	Households	Persons	Households	Persons
Cutoff=15	10.2	14.2	20.3	27.4	17.6	23.9
Cutoff=17.5	14.8	20.8	27.8	36.0	24.4	31.9
Cutoff=24.5	34.5	43.2	48.8	59.3	45.0	54.9

Figure A1.1 presents the distribution of monthly expenditure per adult equivalent based on the full consumption module. Notwithstanding the fact that the consumption expenditure aggregate reflects BISP transfers for many of the surveyed households, there is considerable variation in the levels of consumption across the beneficiary households. Appendix Table A1.4 summarizes the distribution of households by level of their expenditure in nominal prices.

Figure A3.1



Source: Authors' calculations based on the BISP Rapid Assessment Survey.

Table A3.4: Expenditure per adult equivalent, BISP recipients, Rs.

	Frequency	Percent	Cumulative
Under 1000	256	12.08	12.08
1000-1200	214	10.09	22.17
1200-1400	235	11.08	33.25



1400-1600	203	9.58	42.83
1600-1800	181	8.54	51.37
1800-2000	168	7.92	59.29
2000-2400	258	12.17	71.46
2400-2800	190	8.96	80.42
2800-3200	132	6.23	86.65
3200-4000	130	6.13	92.78
Over 4000	153	7.22	100
<i>Total</i>	<i>2,120</i>	<i>100</i>	

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Source: Authors calculations based on the BISP Rapid Assessment Survey.

## APPENDIX 4: DISABILITY

Khan (2009) cites three definitions of disability based on limitations of functional domains: (a) “All Functional Limitations:” if response is some difficulty, a lot of difficulty, or Unable to do at all in any domain of functional limitation. (b) “Restricted Functional Limitations:” if response is a lot of difficulty or unable to do at all in any domain of functional limitation. (c) “Complete Functional Limitations:” if response is unable to do at all in any domain of functional limitation.

The BISP Rapid Assessment questionnaire asked the following questions to determine the disability status of household members:

- “Does [Name] have difficulty seeing, even if wearing glasses?”
- “Does [Name] have difficulty hearing, even if using a hearing aid?”
- “Does [Name] have difficulty walking or climbing steps?”
- “Does [Name] have difficulty remembering or concentrating?”

Respondents answered either “No difficulty”, “Some difficulty,” “A lot of difficulty,” or “Cannot at all”. Serious disability status is assigned to households with at least one member who answered that (s)he has a lot of difficulty performing any of the above functions. Our definition of serious disability status is, therefore, consistent with (b) and full disability status is consistent with (c).

Table A4.1 Household disability status

	N obs.	Percent
<i>Full disability status</i>		
NO HH members have full disability	2153	98
At least one HH member has full disability	43	2
<i>Serious disability status</i>		
No HH member w/serious disability	1834	84
At least one HH member has a serious disability	362	16
<i>Total</i>	<i>2196</i>	<i>100</i>

## APPENDIX 5: MEASURES OF POLITICAL PARTICIPATION AND CONTACT WITH OFFICIALS

The index of political participation is an average of responses to the following questions:

- (a) How often do you vote in elections?
- (b) How often do you discuss politics with friends, relatives, or fellow workers?
- (c) How often do you try to persuade your friend, relatives or fellow workers to share your view?
- (d) How often do you work for a party or a candidate?
- (e) How often do you go to any political meetings, rallies or similar events in support of a particular candidate?
- (f) How often do you watch any programs about political campaigns on television?
- (g) How often do you listen to any speeches or discussions about political campaigns on the radio?

Respondents' answers, ranging from 1 to 4, are further transformed to the scale between 0 and 1, where 0 indicates that the respondent never participates in any of the listed activities and 1 indicates that the respondent often participates in all of them.

The indicator of contact with an official takes the value of 1 if the respondent had direct contact or contact through an assistant with the following officials: (a) an MNA or a senator, (b) an MPA or an MLA, (c) any other politician or civil servant to express one's views. Otherwise, the indicator of contact with an official takes the values of 0.

## APPENDIX 6: PAYMENT COLLECTION

Table A6.1: Payment collection.

		Amount of benefits received	Number of trips to collect payments	Distance to post office/bank, km	Cost of travel, Rs.	Proportion paid <i>baksheesh</i>	<i>Baksheesh</i> amount, Rs.
Urban	Mean	3305	1.6	1.7	29.4	0.39	102
	Median	3000	1.0	1.0	10.0	-	100
	N obs.	1378	487	474	470	1350	505
Rural	Mean	3339	1.3	4.5	27.2	0.27	142
	Median	3000	1.0	2.0	10.0	-	100
	N obs.	3724	1631	1611	1564	3635	953
Total	Mean	3330	1.4	3.9	27.8	0.30	128
	Median	3000	1.0	1.0	10.0	-	100
	N obs.	5102	2118	2085	2034	4985	1458

From monthly data. Statistics calculated over all months in which BISP payments were received.

Source: Authors' calculations based on the BISP Rapid Assessment Survey.

Table A6.2: Amount of baksheesh and type of residence.

	Urban	Rural	Total
<=50 Rs.	37%	28%	31%
51-100 Rs.	51%	44%	47%
101-300 Rs.	9%	22%	18%
Over 300 Rs.	3%	5%	4%
Total	100%	100%	100%
N obs.	505	953	1458

Statistics calculated over all months in which BISP payments were received.

Source: Authors' calculations based on the BISP Rapid Assessment Survey.

Table A6.3: Total amount of baksheesh payments and BISP benefits received to date.

		Baksheesh amount, total	Benefit amount, total	Baksheesh/ Total benefit
Rural	Mean	313	8046	3.9%
	Median	200	9000	2.9%
	N	434	434	434
Urban	Mean	226	7991	2.8%
	Median	200	9000	2.2%
	N	231	231	231
Total	Mean	283	8027	3.5%
	Median	200	9000	2.9%
	N	665	665	665

Statistics calculated per households.

Source: Authors' calculations based on the BISP Rapid Assessment Survey.