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PAKISTAN

DOING BUSINESS IN PUNJAB An Agenda for Sub-National Reform

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Acknowledgement

This note has been prepared by Eric Manes, (SASFP) with input from Gabi Afram (SASFP) and Sabine Hertveldt (Doing Business Team) at the specific request of the Government of Punjab. Specifically, the Government of Punjab requested detailed analysis on how cities in Punjab province may improve their global rankings by adopting regulations and practices observed elsewhere in Pakistan and in the world.

The analysis presented in the attached note is wholly based the Doing Business methodology which can be found at <u>www.doingbusiness.org</u>. The data set collected for the Doing Business South Asia project can be found at <u>www.doingbusiness.org/main/southasia.aspx</u>. One change has been made to the cost of registering property for Faisalabad based on an exchange rate adjustment

When reviewing the analysis, a number of caveats apply. First, the analysis is predicated on the fact that the DB indicators in the 'rest of the world' will remain constant at the 2007 level. If other countries also make similar changes, the ranking of Punjab cities may not change, despite undertaking the prescribed reforms. Second, going up or down in the DB indicators is not an end in itself, but should be viewed as a means for higher productivity and more private investment. The Note focuses only on the ranking without analysis of whether the regulations are binding constraints to productivity and investment in the first place. Finally, as noted in the report, the underlying difference in sub national rankings is not always imposed by the government, but is also the result of market forces, e.g., high fees for lawyers in Lahore, lack of Sialkot's geographic proximity to the Karachi port, etc.

EXCHANGE RATES USED

US\$ 1 = 60.5 Rupees

Doing Business in Punjab Province – 2007 Lahore, Faisalabad and Sialkot

I. INTRODUCTION

1. **Objective.** This report examines the Doing Business database for 6 cities in Pakistan in order to assess how cities in the Punjab – Lahore, Faisalabad and Sialkot, may hypothetically improve their global rankings, as defined by the Doing Business methodology, by adopting the policies, regulations and practices of other cities in Pakistan. The report attempts to distinguish between those areas which are related to policies and regulations from those which are based on proximity, cost of services and court efficiency in order to provide specific guidance to policy makers regarding areas where improvements are possible.

2. **Methodology.** The Doing Business methodology consists of 10 indicators, each with 3-6 sub-indicators. After calculating the numerical value for each indicator, countries and cities are ranked according to each sub-indicator. The ranking for each sub-indicator is then averaged to indicate each country/city ranking by indictor and averaged again across all 10 indicators to provide an overall ranking for each country/city.

3. **Average Rankings by City.** In Pakistan, regional differences exist in 8 of the 10 indicators (*Getting Credit* and *Protecting Investors* do not differ regionally). Using the methodology above reveals that Pakistan – represented by Karachi's indicators - ranks 74th in the world. However, if Pakistan was represented by the scores for Peshawar, the ranking would be 82nd. If Quetta represented Pakistan, then the ranking would be 108th in the world. Using Lahore and Sialkot's ranking would place Pakistan 82nd and 81st in the world respectively, while using Faisalabad would rank Pakistan 78th in the world.

4. **Best Practice by Indicator.** Looking at the ranking of each city by indicator shows that on average the three cities in the Punjab province, along with Peshawar, rank the highest for *Starting a Business.* Karachi ranks highest for four indicators - Registering Property, Paying Taxes, Trading Across Boarders and Closing a Business. Peshawar ranks the highest for the remaining three - Dealing with Licenses, Employing Workers and Closing a Business. If any city were to adopt the score for the highest ranking city, Pakistan would rank 52nd in the world.

	Indicator	City with best score
1	Starting a business	Faisalabad, Lahore, Peshawar, Sialkot
2	Dealing with licenses	Peshawar
3	Employing workers	Peshawar
4	Registering property	Karachi
5	Getting credit	No regional variations
6	Protecting investors	No regional variations
7	Paying taxes	Karachi
8	Trading across borders	Karachi
9	Enforcing contracts	Peshawar
10	Closing a business	Karachi

II. **POTENTIAL FOR IMPROVEMENTS**

5. Averages mask important differences among individual indicators, which if disaggregated, can provide important insight into straightforward ways to improve the business climate. In particular, cities in the Punjab province can improve their ranking by adopting rules and practices from other Pakistan cities.

6. Aggregate Results. Tables 1A and 1B show two scenarios where the Doing Business Indicator is hypothetically adjusted to the "best practice" city,¹ and the impact on the city's overall Doing Business ranking is measured. In the first case (Table 1A); this is done one indicator at a time to measure the impact on the overall ranking of improving each indicator individually. In the second case (Table 1B), the impact for improving each indicator is shown is a cumulative fashion, by applying the best practice to each indicator from top to bottom and reaching the total impact indicator indicated. In particular, if all reforms of the best practice city were adopted, Lahore's ranking would improve by 30 places, Sialkot by 29 places and Faisalabad by 26 places.

Individual Jump in Ram (B	Cumulative Jump ir			
	Lahore	Faisalaba	Sialko	
		d	t	Dealing with Licenses
Dealing with Licenses	5	2	5	Employing Workers
Employing Workers	-	1	1	Registering Property
Registering Property	4	6	4	0 0 1 9
Paying Taxes	-	-	-	Paying Taxes
Trading across Borders	4	4	9	Trading across Borders
Enforcing Contracts	5	4	2	Enforcing Contracts
Closing A Business	4	4	5	Closing A Business
Total	4 22	4 21	5 26	Total

7. Specific Results. The tables above show significant improvement in the global ranking of all three Punjab cities as the result of adopting rules and practices of the best city for each indicator. Of the 8 indicators with regional differences, one (Starting a Business) is not analyzed, reflecting the fact that all cities in the Punjab are already Pakistan's best practice for this area. The remaining seven indicators were analyzed further with five of these showing significant impacts on the city's final ranking as the result of adopting

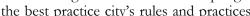
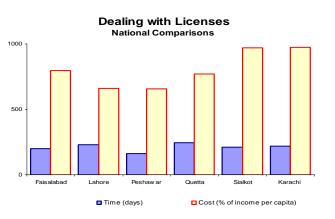


Table 1B in Ranking By Adopting Best Practice (By Indicator)

	Lahore	Faisalabad	Sialkot	
Dealing with Licenses	5	3	5	
Employing Workers	-	1	-	
Registering Property	3	6	3	
Paying Taxes	1	-	1	
Trading across Borders	6	1	11	
Enforcing Contracts	8	8	3	
Closing A Business	7	7	6	
Total	30	26	29	



the best practice city's rules and practices. Some of the differences are attributable to different

¹ The "best practice" city is the hypothetical case of a city which achieves the highest ranking (in Pakistan) for each of the 10 DB indicators. As described in paragraph 4, the "best practice" city would rank 52 in the world as compared to 74 for Karachi, 78 for Faisalabad, 81 for Sialkot, 82 for Peshawar and Lahore and 108 for Quetta.

regulation (e.g. *Dealing with Licenses* and *Registration of Property*) while some are due more to proximity (e.g. *Trading across Border*), cost of legal services (*Contract Enforcement*), or Court Efficiency (*Closing a Business*). Details are provided below.

III. SPECIFIC DIFFERENCES IN REFORM AND PRACTICE

8. Indicator 2: *Dealing with Licenses.* Site development is generally governed by provincial and local authorities, resulting in significant differences in procedures, time and cost of dealing with licenses across cities. Karachi has the fewest number of procedures at 12 while Peshawar requires a lower cost and fewer days to obtain a license, despite having one extra step as compared with Karachi.

9. **Procedural Requirements.** Punjab cities (and Peshawar) require 3 steps which do not exist in Karachi: (a) an environmental protection inspection, (b) a no-objection from the Environmental Protection Agency, and (c) an electricity inspection. Karachi, on the other hand requires 2 unique steps (i) copies of tax valuation, and (ii) an inspection the Tax and Excise Department.²

	Karachi	Peshawar	Lahore	Faisalabad	Sialkot
Pre-Approvals and Inspection	106	47	79	77	78
Letter Regarding Land Title	30	15	15	30	15
Building Permit / Approval of Site Plan	60	30	60	45	60
City Inspections During Construction	16	2	4	2	3
Utilities	180	80	110	80	115
Electricity Connection	75	35	45	35	45
Telephone Connection	45	35	45	35	45
Water and Sewage	60	10	20	10	25
Post Construction	52	12	38	32	31
Apply for Occurpancy and Inspection	30	10	30	30	23
City Final Inspection	15	1	1	1	1
Receipt of Completion Certificate	7	1	7	1	7
Non-Common Steps	31	49	39	57	57
No Objection Certificate for Environment	na	45	35	53	53
Environment Inpsection	na	1	1	1	1
Electicity Inspection	na	3	3	3	3
Tax Valuation and Copy from E&T Dept	30	na	na	na	na
Inspection from Tax Department	1	na	na	na	na

 Table 2

 Dealing with Licenses

 Time Requirements for Common and Non Common Steps

10. *Time Requirements.* The time required for obtaining a license ranges from 163 days in Peshawar as compared with 231 in Lahore, 218 in Sialkot and 200 in Faisalabad. Table 2 shows

² Sialkot requires 14 rather than 13 total steps, due to 3 rather than 2 inspections by the municipal authorities during the construction period.

that the time differences are due to Peshawar's lower time requirements for actions which are common across the cities. In particular,

- At the pre-completion stage, Punjab cities require almost 80 days for *approvals and inspections* as compared to Peshawar's 47 days.
- Environmental inspections in Faisalabad and Sialkot require 54 days as opposed to 46 in Peshawar (and 36 in Lahore).
- Lahore and Sialkot require 110 and 115 days to obtain *utility connections* as compared with 80 days in Peshawar (and Faisalabad).
- At post construction, the final approvals for occupancy, inspections and completion of certificates accounts for over 30 days (38 in Lahore), as compared with 12 days in Peshawar.

Table 3Dealing with LicensesCost for Common and Non Common Steps
(rupees)

	Karachi	Peshawar	Lahore	Faisalabad	Sialkot
Pre-Approvals and Inspection	78,680	70,250	70,250	49,250	210,250
Letter Regarding Land Title	0	250	250	250	250
Building Permit / Approval of Site Plan	78,680	70,000	70,000	49,000	210,000
City Inspections During Construction	0	0	0	0	0
Utilities	322,150	183,850	192,400	176,470	179,400
Electricity Connection	228,000	174,800	181,000	173,770	176,800
Telephone Connection	4,150	3,050	1,400	1,400	1,400
Water and Sewage	90,000	6,000	10,000	1,300	1,200
Post Construction	0	0	0	0	0
Apply for Occurpancy and Inspection	0	0	0	0	0
City Final Inspection	0	0	0	0	0
Receipt of Completion Certificate	0	0	0	0	0
Non-Common Steps	0	7,800	1,000	7,800	1,000
No Objection Certificate for Environment	na	1,000	1,000	1,000	1,000
Environment Inpsection	na	0	0	0	0
Electicity Inspection	na	6,800	0	6,800	0
Tax Valuation and Copy from E&T Dept	0	na	na	na	na
Inspection from Tax Department	0	na	na	na	na

11. *Costs Differences.* In terms of cost to obtain a license, Faisalabad is best practice with Lahore and Peshawar 13 percent higher - followed by Sialkot and Karachi at around 70 percent more expensive. The principal reason is that Lahore and particularly Sialkot are much costlier

cities in which to obtain a building permit.³ Utility connections, particularly electricity and water are higher in Lahore than in other cities, offset slightly by higher cost of the electricity inspection in Faisalabad. (Table 3)

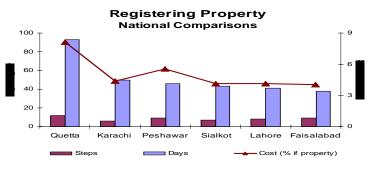
12. *Impact.* Lowering the number of procedures to that of Karachi, the time requirement to that of Peshawar and the cost to that of Faisalabad would improve Lahore and Sialkot's ranking by 5 places and Faisalabad's by 2, relative to their current position. The bulk of the impact would come from reducing the cost to obtain a license as compared with the impact from reducing the number of procedures and time required.

13. **Indicator 3**: *Employing Workers.* Labor legislation is national but enforced and in some aspects, implemented at the provincial level. One example is that the provinces influence the minimum wage – one of the inputs to the Hiring and Rigidity of Employment indices – by establishing a provincial minimum wage scale different to the Federal scale.

14. There is a national apprentice wage scale with the lowest bracket being 40% of the minimum wage. However, three provinces enacted a different apprentice wage scale with the lowest bracket being 50% of the minimum wage. The NWFP does not have its own provincial scale, so the national scale (40%) applies there. As a result of this one difference, Peshawar holds the top ranking for *Employing Workers*.

15. However, the difference among provinces in terms of flexibility in the labor market is relatively small as compared with the other indicators. Therefore, the impact of improving labor flexibility to Peshawar's level, by adopting the national minimum wage scale, would raise the ranking by one for Faisalabad and Sialkot while leaving Lahore's ranking unchanged.

16. Indicator 4: Registering Property. On average, Karachi is the easiest city to register property followed by Lahore, Sialkot and Faisalabad. Karachi requires а relatively small number of procedures while cities in the Punjab province have lower time and cost requirements. Still, there are potential gains to be made in



targeted areas, even in cost and time requirements.

17. *Procedures.* Due partly to the fact that land registration is governed at the provincial level, the number and type of procedural steps to register property differs quite significantly across provinces. There are 15 different possible steps, of which Karachi uses 6 and Quetta uses 12. Cities in the Punjab require 7-9 process steps.

³ The specific step for Lahore is approval of site plan (as opposed to building permit), but these are taken to refer to the same step with comparable time and cost requirements.

		(aayo)				
	Lahore	Faisalabad	Sialkot	Karachi	Peshawar	Quetta
Obtain a non-encumbrance certificate	3	3	4		3	23
Payment of stamp duty and registration fees	3	3	3	1	1	3
Deed writer prepares deed	2	1	1	1	2	2
Register deed at registry	8	3	13	38	8	23
Mutate title at revenue officer	3	5	3		3	15
Enter deed at Excise & Taxation department	20	20	18		25	10
Pay capital value tax	1	1				1
Pay transfer tax	1	1	1			1
Apply for stamp paper		1				
Receipt of payment is taken to Stamp Office				1		
Advertisement in newspaper				8		8
Obtain No Demand certificate					2	2
Obtain land tax excerpt					2	2
Assess capital gains tax						3
Prepare affidavit from seller					1	
TOTAL	41	38	43	49	47	93

Table 4 Registering Property Time (days)*

* some of the steps can take concurrently, so the number of days shown as total may differ from the total time required to register property.

18. Table 4 shows the process steps for each province and the days required for each step. From this it can be seen that the steps to "mutate the title with the revenue office" and "enter deed at the Excise and Taxation department," are required in all cities except for Karachi. These two steps, which follow, "registering the deed at the registry," require 21 - 25 additional days for cities in the Punjab as compared with Karachi. At the same time, Punjab requires a capital value tax and a transfer tax – steps not required in Karachi or Peshawar.

19. Even steps common to all provinces, such as "registering the deed" differ in the time requirement, ranging from 3 days in Faisalabad to 8 days in Lahore to 13 days in Sialkot. Therefore, even though Punjab requirements seem to require fewer days than other cities in Pakistan, there are clearly efficiencies which can be gained. The other step not required in Karachi, - "obtaining a non-encumbrance certificate" actually performs the same function as Karachi's requirement for advertising in 2 newspapers – ensuring that there are no liens on the property. However obtaining the non-encumbrance certificate takes 1 day while advertising takes 8 days.

20. *Costs.* Cities in the Punjab register land at a lower cost than other cities in Pakistan, particularly Peshawar and Quetta (Table 5). Faisalabad is the cheapest followed closely by Lahore and Sialkot. Registering property in Karachi is more expensive than in Punjab cities, mostly due to the higher cost of legal services in Karachi but also reflects other fees, particularly advertising.

Registering Property Cost (\$US)										
Lahore Faisalabad Sialkot Karachi Peshawar Quetta										
Duties and Fees *	1,385	1,385	1,384	1,380	1,901	2,762				
Deed Preparation	33	17	33	84	3	17				
Other Fees **	1	1	1	50	8	25				
Total	1,419	1,403	1,418	1,514	1,912	2,804				

Table 5

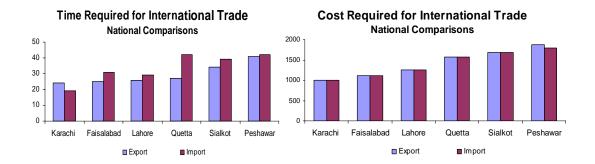
* Stamp duty, registration, transfer tax, mutation fees

** Advertising, no demand excerpt, land tax excerpt, affidavit from seller, non encumbrance certificate

21. Impact. It already takes less time and cost less to register property in Punjab cities relative to other cities in Pakistan but improved rankings are still possible. If Punjab cities were to reduce the number of procedures to Karachi's 6, for example, by unifying the registration between the land registry and the Excise and Taxation department, Lahore and Sialkot would improve their ranking by 4 places and Faisalabad would jump 6 places. Further gains could be made by lowering the days required to register land at the registry and E&T department, which combined account for 60-70 percent of the time required to register property.

22. **Indicator 7:** *Paying Taxes.* The number of taxes to pay as well as the time it takes to pay taxes does not differ across provinces. The only difference amongst provinces is in the average cumulative tax rate which is 43.4 percent in Karachi and 44.8 percent in the three cities in the Punjab. Owing to this difference, Karachi ranks the highest in terms of paying taxes indicator. However, as this difference among provinces is relatively small as compared with the other indicators, Punjab cities would not see any change in their rankings by lowering their cumulative tax rate to Karachi's.4

23. Indicator 8: Trading Across Borders. Within Pakistan, Karachi ranks as the cheapest and quickest city from which to export and import, based on the proximity to the port and the scale economies which derive from the large proportion of trade which takes place there. However, cities in the Punjab province have lower documentation requirements - requiring only 8 documents for import compared with 12 in Karachi and Peshawar and 11 in Quetta.



⁴ Table 1B shows that when combined with other reforms, the change in the tax rate can in fact contribute to the cumulative jump in ranking by causing Lahore and Sialkot to improve by one place.

24. *Time and Cost Differences.* Therefore, the challenge is to reduce the time and cost to trade for cities in the Punjab. While it takes about the same time to export in Lahore and Faisalabad as Karachi, on the import side, it takes 10 and 12 more days to import in Lahore and Faisalabad, respectively. In Sialkot, both exporting (10 more days) and importing (20 more days) take more time than in Karachi. Cost differences are large, particularly in Sialkot where exports and import costs are 70 percent more than Karachi, but also in Lahore (25 percent) and Faisalabad (11 percent).

25. *Impact.* Reducing the time and cost to trade, particularly on the import side, would improve the global ranking of Lahore and Faisalabad by 4 places. For Sialkot, which requires the highest costs and time to trade of all cities in the Punjab province, the potential jump in the ranking by achieving Karachi's cost and time requirements would cause the Sialkot's global ranking to jump 9 places. However, since two thirds of the cost to import and export is based on the cost for inland transportation and handling, there may be limits to the possible cost reductions.

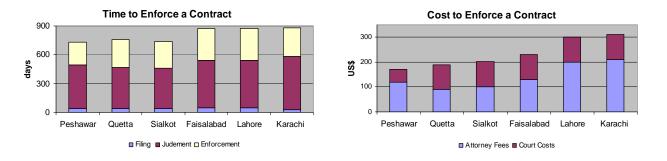
26. Indicator 9: Enforcing a Contract.

Peshawar ranks as the best city in terms of enforcing contracts due to the lower cost and time requirements. Within Pakistan, as courts are governed by the national code of civil procedure, the 55 steps are required irrespective of the location of the case. However, as enforcing contracts and bankruptcy procedures have to do more with differences in court efficiency and cost of legal services, rather than specific regulations or rules, it takes more time and remains much costlier to enforce contracts in Lahore and Faiselabad than it does in Deshawar Quetty



and Faisalabad than it does in Peshawar, Quetta or Sialkot.

27. *Time Requirements.* It takes about 20 percent longer to enforce a contract in Lahore and Faisalabad than it does in Peshawar or Sialkot. The higher time requirements in Lahore and Faisalabad are attributable to lengthier judicial and enforcement time (as opposed to filing time). In particular, though the judgment time in Lahore and Faisalabad is only 8 percent higher than Peshawar and 19 percent higher than Sialkot, the time to enforce the judgment is 40 percent longer in Lahore and Faisalabad than in Peshawar. Even in Sialkot, the enforcement time is 17 percent higher than in Peshawar.



28. *Costs.* The cost to enforce a contract is 78 percent higher in Lahore, 36 percent higher in Faisalabad and 19 percent higher in Sialkot than it is in Peshawar. Court costs are double that in Punjab and in Lahore, attorney fees are 67 percent higher in comparison with Peshawar.

29. *Impact.* Given the high costs and time requirements for enforcing a contract, Lahore would achieve a jump of 5 places in the global ranking if it achieved similar time and cost requirements as found in Peshawar. Though it takes as long to enforce a contract in Faisalabad as it does in Lahore, the costs are lower, leading to a hypothetical jump in Faisalabad's global ranking of 4 places by achieving Peshawar's time and cost requirements. Sialkot would only achieve a jump of 2 places due to its relatively low costs and particularly the relatively fast time for rendering judgment in the contract enforcement case.

30. **Indicator 10:** *Closing a Business.* Karachi ranks the best for closing a business due to lower costs and less time to resolve the case. Though the time of 3 years for the Punjab province is somewhat higher than the 2.8 years reported for Karachi, the costs, estimated to be 9 percent of estate value for cities in the Punjab, is more than double the cost reported for Karachi. This leads to a lower recovery rate of 34.4 percent in the three cities of the Punjab as compared with the 39.9 percent rate in Karachi.

31. *Impact.* As the probability of recovery is deemed to be the same throughout Pakistan, the higher recovery rate in Karachi than in other provinces is due to shorter time it takes to recover and the lower cost of the process. If cities in the Punjab were able to lower the cost from 9 to 4 percent of the estate value and shorten the time required slightly, the impact would be to increase to the global ranking of Lahore and Faisalabad by 4 places and Sialkot by 5.

IV. CONCLUSIONS AND NEXT STEPS

32. Some of the differences in the Doing Business indicators among cities in Pakistan are attributable to different regulations, particularly in the case of *Dealing with Licenses* and *Registering Registration of Property*. Others are due more to proximity (e.g. *Trading across Border*), cost of legal services (*Contract Enforcement, Registering Property*), or Court Efficiency (*Closing a Business, Contract Enforcement*).

33. The analysis in this note was taken from the Doing Business database and reflective of survey based information on regulations and practices. As such, the results should be first verified, particularly where questions arise. Specific regulations and processes can then be reviewed for potential efficiency gains based on the guidance provided in this note. Specifically, licensing, property registration, trade and court procedures appear to be promising areas for efficiency improvements.

	PAKISTAN							
	Karachi	Quetta	Sialkot					
RANK	74	Faisalabad 78	Lahore 82	Peshawar 82	108	81`		
Ease of Doing Business	-							
Procedures (number)	11	10	10	10	11	10		
Time (days)	24	23	23	23	25	23		
Cost (% of income per capita)	21%	16%	16%	16%	17%	16%		
Min. capital (% of income per capita)	0%	0%	0%	0%	0%	0%		
Dealing with Licenses								
Procedures (number)	12	13	13	13	18	14		
Time (days)	218	200	231	163	245	211		
Cost (% of income per capita)	973%	589%	662%	658%	768%	970%		
Employing Workers								
Difficulty of Hiring Index	77.78	77.78	77.78	66.67	77.78	77.78		
Rigidity of Hours Index	20	20	20	20	20	20		
Difficulty of Firing Index	30	30	30	30	30	30		
Firing costs (weeks of wages)	90	90	90	90	90	90		
Registering Property								
Procedures (number)	6	9	8	9	12	7		
Time (days)	50	38	41	46	93	43		
Cost (% of property value)	4.4	4.1	4.1	5.5	8.1	4.1		
Getting Credit								
Credit Information Index	4	4	4	4	4	4		
Legal Rights Index	4	4	4	4	4	4		
Sum getting credit	8	8	8	8	8	8		
Protecting Investors								
Disclosure Index	6	6	6	6	6	6		
Director Liability Index	6	6	6	6	6	6		
Shareholder Suits Index	7	7	7	7	7	7		
Investor Protection Index	6.33	6.33	6.33	6.33	6.33	6.33		
Paying Taxes								
Payments (number)	47	47	47	47	48	47		
Time (hours)	560	560	560	560	560	560		
Total tax rate (% profit)	43.4%	44.8%	44.8%	43.5%	44.5%	44.8%		
Trading Across Borders								
Documents for export (number)	8	8	8	9	8	8		
Time for export (days)	24	25	26	41	27	34		
Cost to export (US\$ per container)	996	1,105	1,250	1,872	1,566	1,680		
Documents for import (number)	12	8	8	12	11	8		
Time for import (days)	19	31	29	42	42	39		
Cost to import (US\$ per container)	1005	1,105	1,250	1,786	1,566	1,680		
Enforcing Contracts				,				
Procedures (number)	55	55	55	55	55	55		
Time (days)	880	870	875	730	755	735		
Cost (% of debt)	22.6%	16.81%	21.88%	12.32%	13.77%	14.64%		
Closing a Business								
Recovery rate (cents on the dollar)	39.9	34.4	34.4	35.9	35.9	34.4		
For definitions please refer to mmy doingbusiness			÷1			÷1		

Appendix 1

For definitions, please refer to www.doingbusiness.org