



Sindh Union Council and Community Economic Strengthening Support (SUCCESS) Programme

Rural Support Programmes' Self-Evaluation for the SUCCESS Mid-term Review

(Final Report)

18th November 2018



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Abbreviations and Acronyms

AKRSP	Aga Khan Rural Support Programme
BoD	Board of Directors
CAT	Community Awareness Toolkit
CDLD	Community Driven Local Development
CIF	Community Investment Fund
CMST	Community Management Skills Training
CO	Community Organisation
CPI	Community Physical Infrastructure
CRP	Community Resource Person
DAC	Development Assistance Committee
ER	Expected Result
E-UCBPRP	Expanded Union Council Based Poverty Reduction Programme
EU	European Union
EUR	euros
GoS	Government of Sindh
IFAD	International Fund for Agricultural Development
IGG	Income Generating Grant
IMI	Institutional Maturity Index
IP	Implementing Partner
IRM	Institute of Rural Management
JDC	Joint Development Committee
KPI	Key Performance Indicator
LCH	Low Cost Housing Schemes
LSO	Local Support Organisation
M&E	Monitoring and Evaluation
MER	Monitoring, Evaluation and Research
MHI	Micro Health Insurance
MIP	Micro Investment Plan
MIS	Management Information System
MOU	Memorandum of Understanding
MTR	Mid-term Review
NGO	Non-governmental Organisation
NRM	Natural Resources Management
NRSP	National Rural Support Programme
OECD	Organisation for Economic Co-Operation and Development
PIM	Programme (or Project) Implementation Manual
PKR	Pakistani Rupees
PMU	Programme Monitoring Unit (of the Government of Sindh for E-UCBPRP)
PSC	Poverty Score Card
RBM	Results Based Management
RSP	Rural Support Programme
RSPN	Rural Support Programmes Network
SPDC	Strategy and Policy Dialogue Committee
SPPAP	Southern Punjab Poverty Alleviation Programme
SRSO	Sindh Rural Support Organisation
SUCCESS	Sindh Union Council and Community Economic Strengthening Support Programme
TA	Technical Assistance
TNA	Training Needs Assessment
ToC	Theory of Change

ToR	Terms of Reference
TRDP	Thardeep Rural Development Programme
TVST	Technical and Vocational Skills Training
UCBPRP	Union Council Based Poverty Reduction Programme
VO	Village Organisation

1. PROGRAMME BACKGROUND

1.1. Social Mobilisation in the South Asian Context

1. The idea of social mobilisation on a large scale was introduced in Pakistan through the Aga Khan Rural Support Programme (AKRSP), which operated in Gilgit Baltistan and the Chitral District of Khyber Pakhtunkhwa Province, starting in 1982. The Rural Support Programme (RSP) approach since then has revolved around a conceptual package combined with various programmatic packages, the former maintained as a constant and the latter adapted to the context.

2. The conceptual package emphasises organising the poor and building their skills and capital. The programmatic package includes two kinds of interventions, those that are implemented directly by the RSPs and funded for the duration of a project, and goods and services that are obtained through linkages with government departments, non-governmental organisations (NGOs) and commercial entities. Ensuring linkages for pro-poor service delivery through the public sector is the responsibility of the government. Mobilising the poor around the conceptual package, and capacitating them to identify and implement the programmatic package, is the job of independent non-governmental support mechanisms such as the RSPs.

3. It is well established that this function cannot be performed by the administrative or elected pillars of the state: government departments and elected institutions do not have the capacity to engage all or an overwhelming majority of people, especially the poor and vulnerable, in planning, implementing and monitoring their own development agenda. What is needed for these purposes is the socio-economic pillar, that is, grass roots organisations of the poor and support mechanisms such as the RSPs. This and other important lessons for poverty reduction (refer to Text Box 1) were first set forth in *Meeting The Challenge* (1992), the report of the Independent South Asian Commission on Poverty Alleviation.¹

4. The conceptual package is the core of the RSPs' approach. In AKRSP, the Village Organisation (VO) was the basic unit of organisation for social mobilisation. All households in a village were represented in the VO. Women generally had their own Women's Organisations, albeit, not in most of the villages. On the programmatic side, the entry point was productive physical infrastructure (a public good, in the language of economics), a scheme implemented and maintained by the VO from which all or almost all households in a village benefitted. This was followed by a large number of interventions for agricultural and livestock development, natural resources management, women's development, enterprise development and the provision of credit (accessed largely through banks).

5. Between 1987 and 2002, AKRSP was evaluated four times by the World Bank's Operations Evaluation Department, now called the Independent Evaluation Group.² The achievements highlighted in the first two of these evaluations, together with widespread recognition in the

Text Box 1: Recommendations of *Meeting The Challenge*

- P. 94: The centrepiece of the strategy and the policy framework would have to be the mobilisation of the poor themselves through their own organisations.
- p. 139: Each Government should:
 - Support, financially and administratively, the establishment of independent non-governmental ... support mechanisms to catalyse the formation of organisations of the poor ... building on the success cases on the ground [including AKRSP].
 - Commit adequate financial resources on a long-term basis to these support mechanisms to enable them to provide the required services to the organisations of the poor.
 - Other organisations of the State system and the banking system should be reoriented, *inter alia*, by devolving appropriate powers and responsibilities ... with the aim of providing the necessary support.

Source: *Meeting The Challenge*.

¹ *Meeting The Challenge*; Kathmandu: Report of the Independent South Asian Commission on Poverty Alleviation, Secretariat of the South Asian Association for Regional Cooperation, 1992. The commission consisted of highly-regarded South Asian intellectuals, policy managers and practitioners concerned with poverty issues.

² As in other international financial institutions, the evaluation function at the World Bank is independent of the Bank's management and reports directly to the Board of Directors.

international development community, led to the Ramon Magsaysay Award for the founder of the RSPs, Mr. Shoaib Sultan Khan, in 1992. The Government of Pakistan decided immediately thereafter to support the National Rural Support Programme (NRSP) for a countrywide initiative in social mobilisation. In the process, the Government acknowledged that this task needed an independent non-governmental organisation and could not be performed by government departments and elected institutions.

6. These developments gave prominence to the role of social mobilisation, as reflected in *Meeting The Challenge*. The report presented a comprehensive set of prescriptions constituting a pro-poor perspective, some of which are reproduced in the Text Box 1. It emphasised that social mobilisation should be the centrepiece of the strategy and policy framework for reducing poverty. The report was adopted by the Heads of State and Government of the South Asian Association for Regional Cooperation at their 1993 summit in Dhaka as part of what is known as the Dhaka Declaration.

7. The Dhaka Declaration led the United Nations Development Programme (UNDP) in 1994 to launch the South Asia Poverty Alleviation Programme (SAPAP), in which the Andhra Pradesh component in India charted some important new directions. One of these was to base social mobilisation on women's self-help groups, rather than VOs. On the programmatic side, the entry point for these groups was credit provided to individual women, rather than physical infrastructure, which was not relevant in this context. The focus was on poverty reduction at the household level. In addition, a three-tier structure was developed, with self-help groups as the foundation and village and union council level structures higher up. Consistent with the recommendations of *Meeting The Challenge*, public goods and services provided by government departments supported these community institutions as a matter of government policy.

8. The government decided to scale up this approach throughout Andhra Pradesh through two large projects supported by the World Bank that started in 2000 and 2003. An independent World Bank evaluation of these projects, titled "Ten Million Women and Counting," was undertaken in 2015.³ Based on the achievements of these projects, the government and the World Bank in 2011 launched the National Rural Livelihoods Project in 12 states of India, which supports India's National Rural Livelihood Mission (NRLM); this project has a cost of 5.1 billion dollars.⁴ A large number of government departments are engaged in this project for providing goods and services through community institutions.

1.2. The Sindh Experience

9. In 2009, the Government of Sindh (GoS) launched the Union Council Based Poverty Reduction Programme (UCBPRP)⁵, implemented by the Sindh Rural Support Organisation (SRSO) and Thardeep Rural Development Programme (TRDP). The programme was undertaken in 4 districts (Kashmor, Shikarpur, Jacobabad and Tharparkar)⁶ and completed in 2013. This was the first poverty reduction initiative in Pakistan in which a package of interventions consistent with *Meeting The Challenge*, relevant South Asian experience and international good practice (refer to Text Box 2) was introduced:

- a. Social mobilisation was based on small groups of poor women forming Community Organisations (COs) with approximately 15 members each.

³ "Ten Million Women and Counting: An Assessment of World Bank Support for Rural Livelihood Development in Andhra Pradesh, India", prepared by the World Bank's Independent Evaluation Group (<http://documents.worldbank.org/curated/en/107971468033309842/pdf/952740PPAR0P04020Box385455B000U0090.pdf>).

⁴ Information on the project, including the 2011 project appraisal document, can be accessed through <http://www.projects.worldbank.org/P104164/national-rural-livelihoods-project?lang=en>.

⁵ <http://www.ucbprp.net.pk/home.htm>

⁶ District names and spellings used in this document are consistent with those used in the Population Census, 2017.

- b. The COs nominated two women each to form the Village Organisation (VO), which nominated two members each to form the Local Support Organisation (LSO) at the Union Council level (the lowest tier of civil administration).⁷
- c. The LSO was given a grant to establish a revolving fund, called the Community Investment Fund (CIF), to provide interest-free loans to poor women identified by the COs for the purchase of an asset through which they could increase their incomes.⁸
- d. The LSO was also given a grant to provide income-generating grants (IGGs) to those among the poorest who did not have the capacity to repay loans, as confirmed by the CO.
- e. As stated in the project document (the Government's PC-I), the Government expected Community Institutions (CIs) to serve as a conduit for public sector line departments to develop their regular Annual Development Programmes for the government to deliver services through these institutions.

10. In 2014, the European Union (EU), in agreement with the GoS, launched a six-year (2015-2021) project called the Sindh Union Council and Community Economic Strengthening Support (SUCCESS)⁹ with a budget of EUR 82 million. The overall objective of the project is to enable the Government of Sindh to develop and implement a Poverty Reduction Strategy and policy to finance community driven local development initiatives in partnership with Community Institutions (CIs). The specific objective of the project is to stimulate community driven local development initiative to reduce poverty in eight poor rural districts of Sindh, paying particular attention to empowering women. The eight districts are Kamber Shahdad Kot, Larkana, Dadu, Jamshoro, Matiari, Sujawal, Tando Allahyar and Tando Muhammad Khan. These districts account for 26 percent of the 2017 rural population of Sindh.¹⁰ The SUCCESS programme is based on the UCBPRP approach and implemented by 4 Rural Support Programmes (RSPs), namely, SRSO, TRDP and NRSP as the Implementing Partners (IPs), together with the Rural Support Programmes Network (RSPN), with Ernst & Young providing technical assistance to GoS.

11. In 2017, UCBPRP was expanded to a further 6 districts of Sindh (Khairpur, Sanghar, Umer Kot, Mirpur Khas, Badin and Thatta). This programme (referred to as E-UCBPRP) is being implemented by SRSO, bringing UCBPRP coverage to a total of 10 districts. Together, UCBPRP and SUCCESS have extended a Community Driven Local Development (CDLD) approach to 18 districts of Sindh.

Text Box 2: Poverty Graduation Model

- Productive asset transfer: a one-time transfer of a productive asset
- Consumption support: a regular transfer of food or cash for a few months to about a year
- Technical skills training on managing the particular productive assets
- High-frequency home visits
- Savings: access to a savings account and in some instances a deposit collection service and/ or mandatory savings
- Some health education, basic health services, and/or life-skills training

References: (1) Syed M. Hashemi and Aude de Montesquiou, "Reaching the Poorest: Lessons from the Graduation Model," CGAP Focus Note No. 69, March 2011

(<http://www.cgap.org/publications/reaching-g-poorest-lessons-graduation-model>). (2) Abhijit Banerjee, Esther Duflo, Nathanael Goldberg, Dean Karlan, Robert Osei, William Parienté, Jeremy Shapiro, Bram Thuysbaert and Christopher Udry, "A multifaceted programme causes lasting progress for the very poor: Evidence from six countries," *Science*, May 2015 (<http://gap.hks.harvard.edu/multifaceted-program-causes-lasting-progress-very-poor-evidence-six-countries>).

⁷ This three-tier institutional approach, combined with the Community Investment Fund and income-generating grants mentioned below, was tested in various parts of Pakistan during 2007-2008. These initiatives were aimed specifically at women in poor rural households and designed to overcome the limitations of microfinance in reaching the poor. A pilot initiative was assessed by an external team (Salim Jiwani and Jamil Ahmad, "Community Investment Fund – Assessment of the Pilot Programme;" Islamabad: ShoreBank International, June 2009; prepared for RSPN).

⁸ As it took time to organise COs, VOs and then LSOs, the CIF was initially managed through VOs and responsibility subsequently transferred to LSOs.

⁹ <http://www.success.org.pk/>

¹⁰ Annex 1 reports population data for these districts.

12. In 2018, GoS decided to rename the UCBPRP initiative as the People’s Poverty Reduction Programme and extend it to the remaining rural areas of the province (Ghotki, Sukkur, Naushahro Feroze and Shaheed Benazirabad) and the rural Union Councils of Karachi and Hyderabad Districts. It has also approved the Poverty Reduction Strategy (PRS) for the province prepared with EU technical assistance (TA) through Ernst & Young in consultation with GoS and various stakeholders. The TA component is assisting the GoS to develop a roadmap for the implementation of the PRS, including the CDLD Policy.¹¹

1.3. Profile of the Poor in the SUCCESS Project Districts

Poverty Status and Social Services Indicators

13. The RSPs carried out a survey of the poverty status of the population in the 8 districts selected for SUCCESS at the start of the project (in 2016). The identification of poor households was based on the Poverty Score Card (PSC), a tested and cost-effective tool developed by the World Bank.¹² The survey covered a population of 5.69 million in approximately 850,000 households, out of which 475,000 households (56 percent) were in the PSC 0-23 (or poor) category.¹³ The breakdown among poor households was as follows:

- 23 percent of the poor households (13 percent of all households) were in the PSC 0-11 category (the extremely poor or ultra poor);
- 42 percent of the poor (24 percent of the total) were in the PSC 12-18 band (the chronically poor); and,
- 34 percent of the poor (19 percent of the total) were in PSC 19-23 (the transitory poor).

14. The average household size among the poor was 7.4, compared with 5.8 for the non-poor (those in the PSC 24-100 range). Children (less than 18 years old) made up 59 percent of the population. Among adults, 78 percent of the men, 96 percent of the women and 87 percent of the total had never attended school. More than half of the remaining 13 percent had completed only 5 years of schooling. Among school age children (5-6 years old), 66 percent of the boys and 79 percent of the girls were not in school. Characteristics of poor households that tend to affect their prospects significantly are summarised in Text Box 3, with additional information provided below.

15. Less than 1 percent of those in poor households (and slightly more than 1 percent of the non-poor) had obtained birth certificates. However, 76 percent of the poor (and the same proportion among the non-poor) possessed government-issued Computerised National Identify Cards (CNICs), which are a pre-requisite for banking, higher education, voter registration and employment in the formal

Text Box 3: Resources of the Poor in the SUCCESS Project Districts

- 92 percent of the poor households were landless, with almost all of the remaining owning less than a subsistence holding.
- 87 percent of the adults (96 percent of the women) had not attended school.
- More than half of the remaining 13 percent had completed only 5 years of schooling.
- 8 percent owned a motor cycle or scooter and none of the poor owned a car or tractor.
- 53 percent owned livestock, including an average of 0.8 heads of cattle and 0.8 goats per household.
- 91 percent of those working outside the house were earning from agricultural or off-farm labour that pays daily wages in cash or kind.
- 73 percent of the households owned a cellular phone but very few (0.1 to 1.6 percent) owned household appliances.
- 81 percent of the men and 71 percent of the women had obtained CNICs.

Source: SUCCESS Poverty Score Card Survey (<http://mis.rspn.org/success>).

¹¹ The roadmap is described in Chapter 8 of the PRS. The CDLD Policy is outlined in Chapter 4.1 of the PRS and also mentioned in other chapters.

¹² This tool is also used by the Benazir Income Support Programme (BISP, the Federal Government’s social protection programme), the Pakistan Poverty Alleviation Programme (PPAF, the apex entity for supporting poverty alleviation), International Fund for Agricultural Development (IFAD) and RSPs implementing donor-assisted projects in various parts of the country. The PSC score is derived from a household survey using the standard PSC instrument as well as validation by communities, which minimises errors found in a survey-only approach.

¹³ Detailed descriptive statistics based on the survey data are available from <http://mis.rspn.org/success>.

sector. Among poor households, 81 percent of the men and 71 percent of the women had obtained CNICs.

16. Three-quarters of the poor households (and 88 percent of the non-poor) had access to electricity and a large majority (84 percent) had access to improved sources of water, with 41 percent reporting a hand pump in the dwelling and 31 percent relying on a public tap or stand post. However, 48 percent of the poor (and 23 percent of the non-poor) did not have a toilet in the household and only 11 percent (compared with 33 percent of the non-poor) had a flush toilet (with the remaining 41 percent relying on dry latrines).

Asset Ownership and Patterns of Employment

17. Approximately 8 percent of the poor households (and 36 percent of the non-poor) reported ownership of a motor cycle or scooter and none owned a car or tractor. In terms of other household assets, 73 percent of the poor households owned a cellular phone, 17 percent had television and 13 percent had a cooking stove or cooking range. Very few poor households (0.1 to 1.6 percent) owned appliances such as refrigerator, freezer, air conditioner, air cooler, geyser, heater and microwave oven.

18. Fifty-three percent of the poor households (and 63 percent of the non-poor) reported owning livestock. Almost equal proportions of the poor households (28-30 percent) reported owning cattle and goats, with an average of 0.8 heads of cattle and 0.8 goats per household across the poor population as a whole. (Among goat owners, the average was 3 goats per household.) Only 2 percent of the poor owned sheep and 10 percent owned donkeys.

19. As many as 92 percent of the poor households were landless, with almost all of the remaining owning less than what is considered a subsistence holding (12.5 acres or 4 hectares). As in the rest of Pakistan, the landless (as well as small farmers) rely on livestock and off-farm employment for much of their income. In the SUCCESS project districts, approximately 91 percent of those working outside the house were engaged in agricultural or off-farm labour that pays workers on the basis of daily wages in cash or kind. Less than 3 percent worked on their own land, and the remaining 7 percent were engaged in government and private sector employment and some form of business.

1.4. SUCCESS Programme Objectives, Results and Interventions

20. The 2014 Financing Agreement between EU and the Government of Pakistan describes the objectives, Expected Results (ERs) and interventions of SUCCESS in the following words:

Key objectives:

- From 2018 onwards the Government of Sindh implements a policy to finance community-driven local development initiatives, in partnership with Community Institutions (CIs). (In the programme logframe (reproduced in Annex 1), this is part of the impact statement.)
- To stimulate community-driven local development initiatives through the Rural Support Programmes' approach. (In the logframe, this part of the programme's outcome statement.)

21. These objectives will be achieved through the following four Expected Results (ERs):

ER 1: Approximately 770,000 rural households in eight districts mobilised and capacitated through people's own organisations (COs, VOs and LSOs) of which at least 70 percent will continue to function effectively at the end of the project. (In the logframe, this is Output 1).

- a. Mobilise 770,000 rural households and organise into 32,400 Community Organisations (COs), federate into 3,240 Village Organisations (VOs), 307 Local Support Organisations (LSOs), and 8 District LSO Networks (LSON). Provide grants to the CIs to be used as Community Investment Fund (CIF).

- b. Sensitise, train and capacitate community members on important numbers of topics – health (family planning, nutrition, Expanded Programme on Immunisation (EPI), human immunodeficiency virus infection and acquired immune deficiency syndrome (HIV/AIDS)), education, water, sanitation and hygiene (WASH), disaster risk reduction (DRR), environment and basic civic rights.
- c. Engage with local authorities at Taluka and District level (through Joint Development Committees (JDCs) for both local authorities and community representatives) to advocate for access to essential public services and for planning, implementation and monitoring of local development plans.

ER 2: An average sustainable increase of poor household incomes by 30 percent. (In the logframe, this is Output 2).

- a. 108,000 community members, especially women, will be provided technical and vocational skills.
- b. Farmers and livestock owners will be trained to adopt new technologies and/or be provided inputs to improve their food security and nutrition.
- c. The RSPs will identify and support innovative economic activities and access to efficient markets.
- d. Facilitate income generation of the communities' members.
- e. 25 percent of the poorest community members will benefit from a micro-health insurance (MHI).

ER 3: Increased economic and social services and community benefits from upgraded community infrastructures and productive assets operated and maintained with community involvement. (In the logframe, this is Output 3).

- a. 2,800 community-identified basic infrastructures will be built and maintained by communities.

ER 4: A dedicated Sindh Province policy and budget framework for community-driven local development implemented from 2018 onwards. (In the logframe, this is Output 4).

- a. A high-level Strategy and Policy Dialogue Committee (SPDC) will be established by the Provincial Government of Sindh to oversee the implementation of SUCCESS, the government sponsored UCBPRP and other relevant interventions.
- b. Technical assistance attached to the high-level Strategy and Policy Dialogue Committee by EU.

1.5. SUCCESS Theory of Change

22. Like the GoS-funded E-UCBPRP and UCBPRP, SUCCESS does not have an explicit theory of change (ToC). An explicitly-stated ToC is useful for the RSPs, both for the self-evaluation and for analysing the directions of the programme during implementation. It may also be useful for the MTR team, which is required in its ToR to reconstruct the programme's intervention logic and ToC. The ToC described here is based on: (a) the SUCCESS Financing Agreement; and, (b) the way activities and outputs are organised in the Annual Key Performance Indicators (KPI) Report 2017-18, prepared by RSPN and the implementing RSPs.

Outputs

23. The details given in the Financing Agreement include dates and targets, which are generally included in the logframe and periodic progress reports, but not in a ToC; so this information is not included in the results statements formulated for the ToC. At the basic level, there can be 10 output statements, constructed as follows:

Outputs leading to sustainable community institutions

- **Output 1:** Poor households identified and organised into a three-tier system of community institutions (COs, VOs and LSOs). Note: Although the Financing Agreement talks about organising rural households, the project has a focus on the rural poor and on identifying, organising and helping them. The Poverty Score Card (PSC) approach is used to identify the rural poor and various interventions are deployed for helping them move up the PSC ladder.
- **Output 2:** Cadre of Community Resource Persons (CRPs) trained and engaged to create awareness on cross cutting issues (education, health, sanitation, nutrition and climate change adaptation).
- **Output 3:** Members of COs and leaders of all CIs provided awareness or training on adopting coping mechanisms and resilience, DRR, planning, savings and cross cutting themes (nutrition, WASH, gender, civic rights, environmental awareness, etc.).

Outputs contributing to income generation

- **Output 4:** Income-generating grants and interest-free loans delivered to poor households and savings mobilised.
- **Output 5:** Technical and vocational training provided to the poor.
- **Output 6:** Poorest households provided with micro-health insurance.
- **Output 7:** Community-identified infrastructure built or improved.

Linkages for access to public services and enhancing sustainability of CIs

- **Output 8:** Joint Development Committees (comprised of local authorities and CI representatives) established for access to essential public services and planning, implementation and monitoring of local development plans.

Policy-related outputs

- **Output 9:** GoS drafts and approves a CDLD Policy and budget framework.
- **Output 10:** From 2018 onwards, the GoS budget includes provisions to support the effective implementation of the CDLD policy.

Outcomes and Impacts

24. Outcomes are results generated by one or more outputs that are reflected in changes in behaviour or practice. They are generally observed in the medium term. Impacts are long-term effects on identifiable population groups, due to one or more outcomes. They may or may not be observed during the life of a project. Impacts have to be traced back to outcomes, and outcomes have to be traced back to project outputs.

25. Given this logic, there is a need to consider the indicator “Percent reduction of the stunting rate of under-5 year old children in the targeted districts”, which is currently part of the SUCCESS logframe. This is an impact indicator, although it is mentioned in the logframe as an outcome indicator. It is not a relevant indicator because there is no output in SUCCESS that could impact stunting among children less than 5 years old, even in the long run. Thus, this indicator is excluded from further consideration.

26. Impact 1 in SUCCESS is “Poor households’ income increased and poverty level (according to the poverty score card) reduced”. All three expected outcomes contribute to this impact:

- The first of these is Outcome 1 (“Community institutions formed continue to function effectively at the end of the project”). This outcome is traced back to Outputs 1, 2 and 3, which focus on organising and strengthening community institutions.
- The second one is Outcome 2 (“Rural communities invest more in income-generating activities”), a change expected in household behaviour resulting from Outputs 4-7, which reflect income-generating interventions.

- Impact 1 is also expected to benefit from Outcome 3 (“A dedicated Sindh Province policy and budget framework for CDLD implemented from 2018”).

27. Impact 2 is “Increased social and economic empowerment of women and the poor”. It depends on all three outcomes. The ToC based on the above-mentioned description is illustrated in Figure 1.

2. INTRODUCTION TO THE MID-TERM REVIEW (MTR)

2.1. MTR Objectives

28. According to the MTR Terms of Reference (ToR), the main objectives of the evaluation are to provide the relevant external co-operation services of the European Union, the partner government and, when appropriate, the wider public with:

- an overall independent assessment of the past performance of the intervention of the SUCCESS programme, paying particular attention to the results of the programme against its objectives (the objectives and expected results are reproduced in Section 1.3); and
- key lessons and recommendations in order to improve current actions and to further guide the development, implementation and strengthening of the Sindh Poverty Reduction Strategy (PRS) and Community-Driven Local Development (CDLD) Policy.¹⁴

29. The specific objective(s)¹⁵ are to:

- draw lessons from the first 2.5 years of the intervention implementation;
- adjust the contents of the on-going intervention in relation to realities in the field and/or contextual developments; and,
- improve the intervention underway and its results.

2.2. Links to the Poverty Reduction Strategy

30. An important initiative undertaken by GoS and EU, the PRS, is also expected to be considered in the MTR, according to its terms of reference. It is envisaged that strategies included in the PRS, which incorporates the CDLD policy, will be implemented across the province with funding from the Government of Sindh itself, as well as potential further funding from donors and other sources. The TA component of SUCCESS is currently assisting the GoS to develop a roadmap for implementation of the PRS, including the CDLD Policy.¹⁶ Consideration of the requirements for and implication of the roadmap will also be important in consideration for the MTR of SUCCESS, since these requirements are expected to have some impact on the second stage of implementation of SUCCESS, and impacts beyond the existing programme.

2.3. Required Outputs of MTR

31. The MTR will assess the programme using five standard evaluation criteria, namely, relevance, effectiveness, efficiency, sustainability and impact. These criteria are explained below. In particular, the evaluation team will assess progress towards implementation of the logframe and review the logframe for the remaining period of the project. The logframe is reproduced in Annex 2.

¹⁴ The CDLD Policy is outlined in Chapter 4.1 of the PRS and also mentioned in other chapters.

¹⁵ The global and specific objectives shall clarify that all EU funded actions must promote the cross-cutting objectives of the EC: environment and climate change, rights based approach, persons with disability, indigenous peoples and gender equality.

¹⁶ The roadmap is described in Chapter 8 of the PRS.

Figure 1: Theory of change diagram for SUCCESS, based on its Financing Agreement

Approach

- 1982: AKRSP introduced social mobilization on a large scale with VOs incentivized by village-level schemes.
- 1992: Magsaysay Award for RSPs' founder and Government of Pakistan support for countrywide social mobilization through NRSP.
- 1993: Dhaka Declaration of South Asian leaders endorsed social mobilization as the centerpiece of poverty reduction strategy and policy framework.
- 1994: UNDP launched SAPAP, targeting and organizing poor women through women's self-help groups supported by credit and government departments.
- 2000-2003: SAPAP scaled up in Andhra Pradesh.
- 2011: Scaled up in 12 states of India through World Bank-assisted National Rural Livelihoods Project.

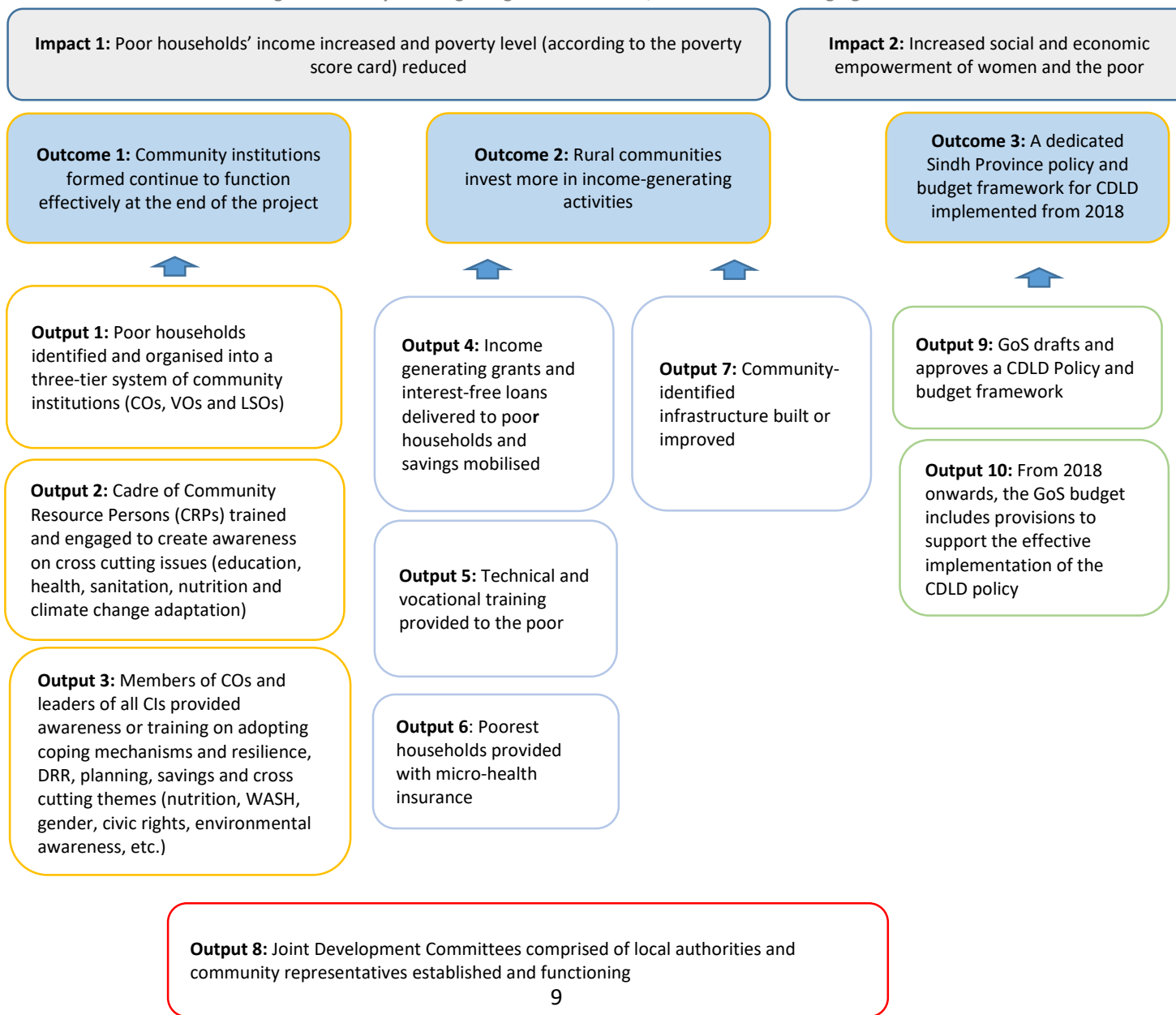
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Assumptions

- Project area remains safe and secure
- Increased capacities of district authorities for service delivery are sustainable after the project
- District authorities give priority to poverty reduction and good governance
- Project benefits are spread over the whole community including vulnerable groups (women, landless and disabled)
- Continuous support from the government
- Adequate participation by women
- Strong partnership and trust among stakeholders
- Govt. district, taluka and UC staff working with organised communities

32. In addition, the evaluators will assess the narrative explanation (Theory of Change) of the logic of the programme that describes how change is expected to happen within the programme, all along its results chain. This explanation includes an assessment of the evidence underpinning this logic (especially between outputs and outcomes, and between outcomes and impact), and articulates the assumptions that must hold for the programme to work, as well as identification of the factors most likely to inhibit the change from happening. Should it be necessary, the evaluators will facilitate the development of the ToC for the remaining part of the project with all key stakeholders. The MTR will identify key milestones to guide SUCCESS through the changes proposed.

33. The evaluation team shall consider whether the following cross-cutting issues were taken into account in the identification/formulation documents and the extent to which they have been reflected in the implementation of the programme and its monitoring: formal and non-formal education, health services, nutrition, local governance, gender equality, promotion of human rights, children's rights and indigenous peoples, basic infrastructure development, sustainability of natural resources, climate change and environment.

2.4. European Union Evaluation References

34. It is expected that the MTR will take place in accordance with the overall EU evaluation policy, "Evaluation Matters: The Evaluation Policy for European Union Development Co-Operation"¹⁷. The policy document (pp. 10-11) explains that:

Evaluations have to be in line with the evaluation policies and regulations of the Commission, and the standards set internationally in relation to development co-operation. They include:

- the evaluation standards of the Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC);¹⁸ and,
- the evaluation methodological guidance for external assistance;¹⁹

35. DAC includes the representatives of all donor organisations, which have adopted the standards formulated by DAC's Working Party on Aid Evaluation with some variations reflecting the donors' specific interpretations and requirements. DAC has also prepared the "Glossary of Key Terms in Evaluation and Results Based Management,"²⁰ in which the standard evaluation criteria are introduced.

36. The EU's methodological guidance for evaluation is available in four volumes ("Evaluation Methods for the European Union's External Assistance,") the first of which, "Methodological Bases for Evaluation"²¹ (pp. 50-51) includes definitions of the standard evaluation criteria. These definitions are mentioned below, together with those offered by DAC.

2.5. Evaluation Questions from the Terms of Reference

37. The MTR terms of reference include an indicative list of evaluation questions and a statement that "The contractor is expected to critically reflect on them during the Inception phase, discuss them with the Reference Group and propose a final version for approval in their Inception Report." At present, there are 24 questions in the ToR, and these are reproduced below in the discussion on evaluation criteria. The self-evaluation aims to address all these questions, while pointing out the limitations of some of them that cannot be adequately understood in terms of evaluation practice.

¹⁷ <https://ec.europa.eu/europeaid/node/71167>.

¹⁸ <https://www.oecd.org/development/evaluation/qualitystandards.pdf>.

¹⁹ https://ec.europa.eu/europeaid/evaluation-approach-and-methodology_en.

²⁰ <https://www.oecd.org/dac/evaluation/2754804.pdf>.

²¹ https://ec.europa.eu/europeaid/sites/devco/files/evaluation-methods-guidance-vol1_en.pdf.

3. RELEVANCE

3.1. Definition and Questions

EU Evaluation Methods, Vol. 1	OECD DAC Glossary of Terms
Relevance: The extent to which the objectives of the development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and EC's policies.	Relevance: The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. Note: Retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances [emphasis added].

38. The indicative questions on relevance included in the MTR terms of reference are:
- To what extent has the design of the programme remained relevant to the outcomes and results sought?
 - To what extent have the socioeconomic problems and gender/age specific aspects encountered by the target districts and target communities, and their causes, been sufficiently analysed and clarified to justify the choice of strategic priorities of the programme?
 - To what extent has the project mainstreamed cross-cutting issues in the implementation of its interventions?
 - To what extent do the programme's interventions remain relevant for the remainder of the implementation period?
 - To what extent have contextual developments affected the relevance of the project in the previous 2.5 years and what changes in interventions may be needed for the remaining 2.5 years to ensure ongoing or improved relevance?

3.2. Relevance of Design to Outcomes and Results

Evaluation question: To what extent has the design of the programme remained relevant to the outcomes and results sought?

39. The design of the programme, as described in the Financing Agreement and the Programme Implementation Manual (PIM),²² includes:
- its anticipated impact and objectives;
 - its target groups and targeting approach;
 - the interventions used for achieving the objectives; and,
 - the approaches adopted for implementing the interventions.

Relevance of Programme Objectives

40. SUCCESS has two objectives, one of which is equivalent to the anticipated impact and the other to an expected outcome, as presented in the logframe in Annex 2:
- The overall objective or anticipated impact is: "Enable the Government of Sindh from 2018 to support and sustain community-driven local development initiatives throughout the province, through the provincial budget, based on a dedicated and costed policy in partnership with Community Institutions."
 - The specific objective or expected outcome is: "Stimulate community-driven local development initiatives to reduce poverty in eight poor rural districts in Sindh, paying particular attention to empowering women."

²² <http://nrsp.org.pk/publications/Manuals-and-Modules/SUCCESS-PIM-Manual.pdf>.

41. As observed in Section 1.2, GoS has taken steps in 2017 and 2018 to: (a) expand the CDLD approach it initiated through UCBPRP in 2009 to the entire province, through the provincial budget; (b) thereby expand its partnership with community institutions and enhance its efforts for women's empowerment; and, (c) adopt a provincial PRS to mainstream CDLD. A roadmap for implementing the PRS, including the CDLD Policy, is being developed. Under the circumstances, the objectives of the programme can be considered even more relevant than before in relation to EU and GoS priorities and the needs of poor rural households and women in the province.

42. The programme's main focus is on helping poor rural households through their women members, which is highly relevant in view of the depth and extent of poverty in the province. Almost all the target group households in the selected districts consists of the landless (92 percent of the households) and almost-landless. The men in these households generally work on daily wages (particularly in agriculture and construction) near their villages or in urban areas. The women look after the house, the children and livestock while the men are at work away from home. Focusing on women's organisation and agency in such circumstances makes eminent sense in view of the prevailing household allocation of labour.

43. Moreover, like other developing countries, women in Pakistan have fewer opportunities, limited access to and control over resources, and lack decision-making power, which results in gender disparities and poor socio-economic indicators. Many studies suggests that poverty alleviation initiatives will have no impact on women's empowerment if not coupled with addressing the value systems that forbid women to take part in activities outside the home or girls to go to school. The liberated time that could be utilised for income generation activities is mostly filled up on unpaid, domestic duties. Women's empowerment has been a major theme in Pakistan's national development agenda. All the governments have tried in the past to improve the socio-economic status of women through various approaches. Currently, although the status of women in Pakistan varies across economic, social, rural-urban and religious-ethnic divides, gender inequality remains high and intense in almost every sector of public as well as private life. Domestic violence, gender discrimination, lack of access to education, health care facilities and career opportunities are a few of the manifestations of the social subjugation of women in the society.

44. With the Sustainable Developmental Goals (SDGs), the international community has joined hands with the developing and under developed countries to empower women. SDG 5 is related to women's empowerment: Achieve gender equality and empower all women and girls. As observed by a United Nations task force, "Women's empowerment is a critical aspect of achieving gender equality. It includes increasing a woman's sense of self-worth, her decision-making power, her access to opportunities and resources, her power and control over her own life inside and outside the home, and her ability to effect change."²³

45. Although there is evidence that women's access to economic participation does play a role to enhance their empowerment, there are certain other factors also to be considered in the context of Pakistan. Non-economic factors like socio-cultural conditions, misunderstood religious interpretation and political situation of the country does have significant influence to enhance or restrict women's empowerment.²⁴ Given this context, the approach adopted to focus on women only mobilisation is particularly relevant.

Relevance of Programme Interventions

46. Programme interventions, as clustered under outputs in Section 1.5, continue to be relevant to programme outcomes and results. The approach to some of the interventions needs to be

²³ <http://www.un.org/popin/unfpa/taskforce/guide/iatfwemp.gdl.html>.

²⁴ S. Khan, "Women's empowerment through poverty alleviation: a sociocultural and politico-economic assessment of conditions in Pakistan," *European Virtual Conference on Management Sciences and Economics* (Vol. 1), 2016.

revisited, as discussed below, but the intervention logic *per se* is strong because the programme includes interventions leading to:

- sustainable community institutions of the poor;
- income generation for the poor, with a focus on women;
- potentially enhanced access to public services and the contribution of this factor to the sustainability of community institutions; and,
- changes in provincial policy and resource allocation for reducing poverty and empowering women.

47. As described in Sections 1.1 and 1.2, the three-tier, women-centred approach to community institutions has been tested in South Asia, including Sindh, and found to be a strong and robust contributor to poverty reduction, if used as conduit by the government line departments to provide their services and supplies to the poor. It remains highly relevant to the programme and has been operationalised in detail with the help of the PIM used in SUCCESS. The Poverty Score Card approach used for identifying the poor is also a tested and cost-effective one for this purpose (refer to Section 1.3).

48. SUCCESS targets households in the PSC 0-23 range for most of its interventions, the main exception being Community Physical Infrastructure (CPI), which is a public good that benefits community members regardless of their poverty status. All households in this range are eligible for interest-free loans through the CIF mechanism.²⁵ Women in the PSC 0-11 category are eligible for an income-generating grant, which they receive if their CO determines that they are too poor to repay CIF loans.²⁶ Women in the PSC 0-23 category and their male family members are also eligible for Technical and Vocational Skills Training (TVST). In addition, Micro-health Insurance (MHI) is provided to 25 percent of the poorest households. The relevance of each of these interventions is discussed below.

49. Community-identified physical infrastructure is a public good whose benefits generally cannot be restricted to the poor, as identified through the PSC approach. Cost-sharing (including responsibility for operation and maintenance) and benefit-sharing extends to all users. CPI projects that respond to community needs have a long history in rural development and poverty alleviation programmes in Pakistan and remain highly relevant for the programme area. Of the 403 CPIs initiated by SUCCESS so far, 65 percent have been for link roads and culverts, 17 percent for drinking water²⁷ and 13 percent for drainage and sanitation (refer to Annex 3, Table 12)²⁸. These proportions do not vary much across the areas assigned to the 3 IPs.

50. Household-level needs for CIF loans, IGGs and TVST are identified at the CO level and appraised and validated by the IPs as part of the Micro Investment Plan (MIP) for each household in a CO. The MIP process includes explanation of the MIP and available interventions by the IP, identification of household investment opportunities and training needs through discussion among CO members, and a determination by the IP that the opportunities and needs identified are in accordance with SUCCESS guidelines.²⁹ The combination of CIF, IGGs and technical and vocational training has been a standard set of interventions supported by the PPAF in various parts of the country in recent years. IGGs and training have also been integral to IFAD projects in Pakistan. More recently, the Asian Development Bank has approved a project for implementation through the BISP

²⁵ Based on the RSPs' experience, the PIM provides for an average CIF loan size between EUR 125 and EUR 160. EUR 60,000 is the maximum limit of all sub-grants from the SUCCESS Programme to any CI.

²⁶ Based on the RSPs' experience, the PIM estimates that the IGG would range between EUR 100 and EUR 200.

²⁷ The relatively low level of demand for drinking water schemes is consistent with the PSC survey finding that 86 percent of the rural households in the project area had access to improved sources of water.

²⁸ The total CPIs initiated so far 419, data for 16 CPIs have not been entered in the MIS yet

²⁹ These guidelines are elaborated in the PIM.

in which the intervention package for poverty graduation consists of CIF, IGGs, MHI and technical and vocational training.

51. The CIF mechanism was introduced in Pakistan by the RSPs in 2007 in view of the fact that micro-credit was not available to the poor. It is a grant given to LSOs and managed as a revolving fund, through which women take out interest-free loans to invest in income-generating activities. "It is also a first step whereby the poorest access smaller loans before they can graduate to regular [microfinance] services, if these exist in their area. CIF enables people to manage a credit fund using simple methods and learn how to be good borrowers. It also ... makes poor clients ready for microfinance."³⁰ The CIF is augmented by the IGG, which is intended for those among the poorest (PSC 0-11) who cannot repay CIF loans, according to the CO's assessment.

52. In SUCCESS, there have been 19,348 CIF loans and 2,619 IGGs so far (total of 21,967). The purposes for which these loans and grants have been used show a common pattern, with 79 percent of them being used for livestock, 13 percent for enterprise development and 8 percent for agricultural development (refer to Annex 3, Tables 13-15).³¹ The preference for investing in livestock is much higher in the 4 NRSP districts (94 percent) than in the other districts (67 percent). The preference for enterprise development is much higher in the 2 TRDP districts (26 percent). These trends are consistent with the following observations:

- According to the PSC survey, the proportion of poor households owning goats and cattle is much higher in the NRSP districts (particularly Matiari and Tando Allah Yar) than the other SUCCESS districts.
- The TRDP districts (Dadu and Jamshoro) are located along the Indus Highway, which is one of the two arterial roads linking the port city of Karachi with the north of the country. Moreover, Dadu is the most heavily populated district in SUCCESS, whereas Jamshoro is the most highly urbanised. All these factors would tend to encourage enterprise development more than in the other districts.

53. SUCCESS also provides micro-health Insurance (MHI) for 25 percent of the poorest households, to protect them from health shocks that may push them deeper into poverty and hamper their capacity to generate income, hence adversely affecting their socio-economic well-being. Each insured household receives MHI coverage for a period of 3-5 years, starting from the date of registration with the insurance company.

54. The training programme, TVST, is aimed at those who have limited or no access to the formal training system, including: school drop outs, unemployed, marginalised/deprived groups such as poor, women and youth for starting income-generating activities through (self)-employment; and, livestock owners and farmers, for adopting improved farming practices to enhance their food security and nutrition. During the formulation mission of SUCCESS, the idea for vocational training was based on the apprenticeship model (non-formal vocational training). In the Financing Agreement, however, the intervention was designed as formal vocational training through accredited structures, but with the same budget as proposed earlier for the apprenticeship model. This divergence was discussed during the proposal development phase with EU, which did not accept the apprenticeship model. It was decided then that this issue would be reviewed during the MTR and changes will be made according to the MTR recommendations.

55. Approximately 4,800 individuals (82 percent of them women) have received training under this programme so far in more than 2 dozen trades. These trades can be clustered under categories such as garments, beauty industry, food processing, crops and livestock, automobiles, and electronic and computer-related trades (refer to Annex 3, Table 16). Three-quarters (3,600) of the beneficiaries

³⁰ Jiwani and Ahmad, *op. cit.*, p. 13.

³¹ In the IFAD-supported Southern Punjab Poverty Alleviation Programme (SPPAP, implemented with NRSP), the standard IGG consists of an in-kind asset transfer (2 goats per beneficiary).

(all but 31 of them women) opted for training related to garments (60 percent), beauty industry (12 percent) and food processing (3 percent), which are suitable for women working at home in an environment where mobility outside the village is highly limited. Some (218) of the women also opted for home-based livestock farming and poultry farming. Men preferred training for agriculture and crop management (32 trainees), community livestock extension worker (16), driving (517), motorcycle repair (227), and electronic and computer-related skills (61 men).³² In all, more than 80 percent of the training was associated with home-based work for women.

56. There are some distinct differences, however, across the IPs: 95 percent of the training beneficiaries in the SRSO and TRDP districts opted for training related to garments and the beauty industry, compared with only 39 percent in the NRSP districts. There is greater diversity in training and trade preferences in the NRSP districts, with 19 percent of the beneficiaries opting for training related to crop and livestock development, and 36 percent for driving, motorcycle repair, computer skills and mobile phone repair. These categories are preferred by men, and NRSP beneficiaries include 39 percent men, compared with only 4 percent for SRSO and TRDP. This suggests that: (a) proportionately more men in the NRSP districts are interested in helping diversify the sources of household income; or, (b) NRSP encourages more men to participate in TVST.

57. Here, a comparison would be useful with the IFAD-supported SPPAP, in which technical and vocational training is provided by the Institute of Rural Management (IRM), which is part of the RSP network, while NRSP is responsible for the social mobilisation activities. The target group, as in SUCCESS, is poor households in the PSC 0-23 band, and the project requires that trainees include equal numbers of women and men. Of the more than 11,000 individuals trained by August 2016, when the project was at a similar stage as SUCCESS at present, the ratio of female to male trainees was 53:47. Training related to garments was taken up by 49 percent of all trainees, while 4 percent trained to become beauticians, the total accounting for all the female trainees.

58. Twenty-nine percent of the trainees in SPPAP (all men) took up the kind of training related to automobiles and electronic and computer-related trades that SUCCESS has also supported. In addition, 18 percent of the SPPAP trainees (all men) were trained in electrical and mechanical work (related to refrigerators, air-conditioning, generators, building electrical work and welding) and construction-related trades (construction machinery operator, mason and plumber), which are not seen in SUCCESS. Thus, a more balanced male-to-female ratio allowed greater diversification in training and trade preferences. This also comes out in SUCCESS in the comparison between NRSP and other IPs that is described above.

³² Very few women can enter these trades, considering their lack of mobility and the fact that 96 percent of the poor women who are 10 years of age or older had never attended school.

Relevance of Joint Development Committees

59. The idea of Joint Development Committees that bring together community leaders, elected officials and representatives of government departments is a variant of an old idea in which such fora did not include representatives of community institutions. As such, it is an improvement in pursuit of community-government partnership for service delivery. The JDCs are notified by Deputy Commissioners; they are chaired by the Deputy Commissioner at the district level and the Assistant Commissioner at the taluka level.

60. Part of the potential of the JDCs depends on the initiative of these chairpersons, who have wide-ranging and time-consuming administrative responsibilities and limited (and sometimes uncertain) tenures in office. This is a function of the way civil administration works. The result is that it has not been possible for the chairpersons to devote more than passing attention to the JDCs. As noted in Text Box 4, the 41 JDCs have held 31 meetings so far. Adjusting for the time since they were notified, the JDCs have met, on average, once in 16 months.

Text Box 4: Joint Development Committees in Numbers

- JDCs were notified between May 2017 and January 2018 in all eight districts and all 33 talukas of the programme area.
- 29 of the 41 JDCs have held one meeting each and one has held two meetings.
- The membership of the JDCs includes 260 officials of government departments, 118 LSO members, 46 elected representatives and 87 representatives of RSPs and civil society organisations.
- RSPs have trained LSO members in 35 JDCs to participate in these committees.
- LSO members have presented Village Development Plans in 28 JDCs and Union Council Development Plans in 24 JDCs.

61. Another structural issue is that the district and taluka heads of line departments that are responsible for service delivery do not report to these administrative officials: they work according to their departmental rules rather than *ad hoc* instructions from the civil administration. The departments work with RSPs and community institutions after signing district- or taluka-level Memoranda of Understanding (MOUs) with respective RSPs for undertaking specific activities in collaboration with the RSPs, rather than relying on JDCs. They take up one-off activities selectively, based on departmental priorities and resources rather than the plans prepared by the CIs. In addition, it may be noted that the JDCs are working as a project-based mechanism, and the project is scheduled to end by 2021.³³

62. For the RSPs, the JDC meetings have led to recognition and trust building of RSPs and community institutions with the government line departments and support in the implementation of SUCCESS and other projects. It has also helped in notifying the community institutions, which helped in opening their bank accounts and access the SUCCESS resources. However, the key challenge for the RSPs remains continuous orientation of the frequently changing government officials about the concept of JDCs and need of community participation in the development process.

63. For the communities, the JDCs have been appreciated by the representatives of LSOs as a forum that elevates them as equal and powerful to hold those in power. Some LSO leaders observed, “it was unbelievable for us to sit alongside high officials such as Deputy and Assistant Commissioners. This made us realise that we have gained power.” The key challenge for the women representatives of LSOs, who are mostly not literate and from the poor households, is to assert the communities’ needs and demands in the powerful male dominated committees.

Relevance of Project Area

64. The choice of the overall programme area continues to be relevant, except that access to 5 Union Councils of Jamshoro District is restricted due to security reasons. The affected areas are:

- Union Council Thana Arab Khan (excluding revenue village Rani Kot) in Taluka Thano Bula Khan;

³³ The Sindh PRS, prepared with the support of the SUCCESS TA Component, envisages institutionalising the JDCs but implementation arrangements to this effect have not yet been put in place.

- Union Council Manzoorabad in Taluka Manjhand (6 villages);
- Union Council Petaro in Taluka Kotri (19 villages);
- Union Council Morho Jabal in Taluka Kotri (10 villages); and,
- Union Council Amri in Taluka Manjhand (7 villages).

65. In addition, the Sindh University Union Council in Taluka Kotri of Jamshoro District is a highly urbanised area, with three large universities located within its boundaries. It is not possible to form LSO here. Instead, sub-grants will be given through VOs in organised revenue villages.

3.3. Analysis for Strategic Priorities for Target Groups

Evaluation question: To what extent have the socioeconomic problems and gender/age specific aspects encountered by the target districts and target communities, and their causes, been sufficiently analysed and clarified to justify the choice of strategic priorities of the programme?

66. Poverty reduction has been a key policy objective of various governments both in the Centre and in the provinces. Pakistan’s Vision 2025 document reaffirms the need to make economic growth inclusive and sustainable in order to reduce poverty. The GoS Poverty Reduction Strategy, developed through SUCCESS, provides in-depth analysis of relevant problems. Focusing on rural poverty and implementing CDLD are strategic priorities in the PRS. Within CDLD (according to the PRS), expansion of the UCBPRP programme and institutionalising and mainstreaming CDLD are strategic priorities.

67. Social mobilisation, a women-centred approach and government-community partnership are also strategic priorities. These priorities were tested in UCBPRP (and before that in India). The PRS incorporates the CDLD Policy, which is based on the following principles:³⁴

- Participation in their own development is a basic right of communities, and poverty cannot be reduced without active community engagement.
- Social mobilisation is at the heart of community-driven local development.
- A women-centred approach not only empowers women but is the most effective way to reduce poverty at the household level.
- Poverty reduction at the community level can only be implemented effectively through a partnership between Government and community organisations.
- A new paradigm in planning is needed, with grassroots community involvement and a combination of a top-down and bottom-up approaches.

68. The main interventions included in the programme package (CIF, IGGs and vocational and technical training) were reviewed in the SUCCESS Formulation Report (June 2014) with particular reference to the UCBPRP; the report concluded that they had a positive impact on the poor. Moreover, as mentioned above in Section 1.2, CIF and IGGs were first tested and assessed in various parts of Pakistan during 2007-2008 for their efficacy in reducing poverty among the target group.

3.4. Mainstreaming Cross-cutting Issues in Interventions

Evaluation question: To what extent has the project mainstreamed cross-cutting issues in the implementation of its interventions?

69. The cross-cutting issues mentioned in the MTR terms of reference include attention to environment and climate change, rights based approach, persons with disability, indigenous people and gender equality. Local governance is also a cross-cutting issue of relevance to SUCCESS.

³⁴ There is a high degree of similarity between these principles and the principles articulated in *Meeting The Challenge* (1992), the report of the Independent South Asian Commission on Poverty Alleviation.

Mainstreaming Women’s Participation

70. As illustrated throughout this document, women’s participation in interventions is the foundation of the project approach and aims to contribute to women’s empowerment as well as gender equality. This is reflected in all project activities:

- The entire beneficiary population of SUCCESS is represented through women members of the households, organised into COs, VOs and LSOs.
- Women’s leadership of these community institutions is strengthened by means of training in organisational and managerial skills.
- The main interventions for reducing household poverty (CIF loans and IGGs) are identified and implemented by women, and women are also the predominant beneficiaries of TVST.
- Micro Health Insurance for the poorest is also provided through women community members.
- 123 rural women are members of the district- and taluka-level JDCs, where they interact with all the district line departments and civil administration and aim to influence the local development agenda in favour of the poor and women.
- The CDLD Policy of the Sindh PRS has adopted that “A women-centred approach not only empowers women but is the most effective way to reduce poverty at the household level.

71. RSPN and the three IPs have also endeavoured to recruit and retain women staff, particularly for field work that entails interaction with community members. Of the 228 management and professional staff of the IPs, 30 percent are women, with a slightly higher proportion (31 percent) at the professional level (Table 1). In addition, there are 16 management and professional staff (including 5 women) working with SUCCESS in RSPN.

Table 1: Sex disaggregated data on SUCCESS staff for the three Implementing Partners

Staff Category	NRSP			SRSO			TRDP			All Three IPs		
	Number		Percent women	Number		Percent women	Number		Percent women	Number		Percent women
	M	W		M	W		M	W		M	W	
A. Management	8	1	11%	8	3	27%	9	1	10%	25	5	17%
B. Professional	66	33	33%	64	23	26%	73	36	33%	203	92	31%
A + B	74	34	31%	72	26	27%	82	37	31%	228	97	30%
C. Support Staff	42	0	0%	34	0	0%	53	0	0%	129	0	0%
Total	116	34	23%	106	26	20%	135	37	22%	357	97	21%

Notes:

^a The management category includes positions such as Managers and section heads at the Project Implementation Units and District Implementation Units of the IPs.

^b Professional staff include technical staff at the PIU and in the field teams at the district and field unit levels.

^c Support staff include drivers, security guards and office boys.

Focusing on the Poor

72. As mentioned above, SUCCESS also focuses on targeted interventions for the poor and the poorest households identified through the Poverty Score Card. Among those identified as poor households (PSC band 0-23), 78 percent have been organised in COs, and all the household level programme interventions (CIF, IGG, MHI and TVST) are targeted for this group of households. Moreover, in community institutions’ leadership positions, members of poor households hold at least one of the two leadership positions (president or manager) in 60 percent of the CIs.

Including Persons with Disability

73. The PSC survey in the 8 SUCCESS districts identified 31,558 women with one or more disability. So far, 3,362 (11 percent) of them have joined COs. Out of these women, 293 have been

insured through MHI, 22 provided vocational skills training, 103 given CIF loans and 21 provided IGGs.

Attention to the Environment, Climate and Disaster Risk Reduction

74. Attention to the environment, climate and disaster risk reduction is ensured in designing and implementing CPI projects. Prior to the implementation of each CPI scheme, the engineers and social organisers of RSPs carry out an environmental assessment of the scheme in line with the updated Environmental and Social Management Framework developed by the PPAF and adopted by the RSPs. Additional information on these cross-cutting aspects is given in the PIM.

Sensitising and Training Communities in Critical Cross-cutting Issues

75. One of the key activities under SUCCESS is to integrate awareness sessions as part of the social mobilisation process. This is done through engaging and training local literate women as Community Resource Persons (CRPs), who conduct awareness sessions on cross-cutting and social issues in the monthly meetings of the community institutions, especially the COs and VOs. An awareness toolkit with pictorial counselling cards named the “Community Awareness Toolkit (CAT)” has been developed. This includes 12 topics, which the CRPs cover in 12 sessions (one session per month for a CO or VO), thereby completing the awareness programme in one year.

76. The topics that are covered in CAT are: Maternal and Neo-natal Health, Course of Vaccinations and Prevention from Diarrhoea and Pneumonia, Birth Spacing and its Benefits, Nutrition, HIV/AIDS, Cleanliness, Water and Sanitation, Education, Disaster Risk Reduction, Civic Rights, Registration (CNIC, birth certificate, marriage certificate, etc.), Pollution and Climate Change.

Local Governance

77. Apart from the field-level implementation of SUCCESS by RSPs and RSPN, the EU has also awarded a service contract to Ernst & Young (EY) for a Technical Assistance (TA) component. EY provides technical assistance, through international and national experts, to assist the Government of Sindh to develop a Community Driven Local Development (CDLD) Policy as part of the overall Sindh Poverty Reduction Strategy, and its associated implementation and budgetary framework.

78. The SUCCESS policy component, for which the TA is provided by Ernst & Young, is led by the GoS, for which the Government has established a Strategy Policy and Dialogue Committee that includes 12 members, including Secretary Finance, Secretary Local Government, Secretary Planning and Development, Secretary Women Development and other departments of the Government of Sindh, along with representatives of RSPN/RSPs, selected NGOs and the academia. The committee is chaired by the Chairman of the Planning and Development Board, GoS.

79. RSPN works closely with the TA team, bringing field-level knowledge to the table and providing input through the lens of the organisational experience gathered over the years working with the CDLD approach, giving recommendations on how community institutions can be linked formally to local governments and related policies at the provincial level, to institutionalise this process. RSPN also supports the TA team in coordinating with GoS and other stakeholders by organising workshops and meetings and documenting the knowledge products.

3.5. Relevance of Interventions during Remainder of Programme

Evaluation question: To what extent do the programme’s interventions remain relevant for the remainder of the implementation period?

80. Based on the discussion in Sections 3.2-3.4, the interventions aimed at identifying and organising the poor and increasing their incomes can be considered to be relevant for the remainder of the programme. In the case of TVST, however, evidence from within and outside SUCCESS suggests that limiting men’s participation in this intervention has the effect of reducing the relevance of the training and trades required for diversifying income sources.

81. In the case of the JDCs, the inclusion of government line departments in this committee is highly relevant. At the same time, the fact that these committees have been rarely convened by their chairpersons (deputy commissioners and assistant commissioners) suggests that the civil administration is not the appropriate coordinating mechanism for this purpose. Moreover, government line departments are institutionally independent of the civil administration, according to the way the government works, and this further constrains the functionality of the JDCs.

3.6. Implications of Contextual Changes for Relevance of Interventions

Evaluation question: To what extent have contextual developments affected the relevance of the project in the previous 2.5 years and what changes in interventions may be needed for the remaining 2.5 years to ensure ongoing or improved relevance?

82. There are no significant changes in the situation of the target groups that affect the relevance of the interventions. Changes in the policy context, as summarised in Section 1.2, can be expected to enhance the relevance of the interventions at the provincial level. The implementation of the CDLD Policy of the PRS could also bring forth changes in the operating environment.

3.7. Conclusions on Relevance

83. The programme's overall objective, which is related to GoS policy for CDLD, can be considered even more relevant than before in relation to EU and GoS priorities and the needs of poor rural households and women in the province. The specific objective, which focuses on poverty reduction and women's empowerment, remains highly relevant. The programme's women-centred approach is highly relevant in view of the circumstances facing the target group and the role of women and men in these households.

84. The strategic priorities are consistent with the national and provincial policies and international evidence on poverty reduction. Programme design reflects a strong intervention logic linking programme interventions to outcomes and results. Based on national and international evidence, all the interventions are highly relevant to the needs and opportunities prevailing among target households and the women who represent them in community institutions. All interventions are being implemented in ways that have been tested before in Sindh and other parts of Pakistan.

85. Women's participation in implementation is being ensured across the entire range of interventions, community leadership and the IPs' staff to contribute to women's empowerment as well as gender equality. Women with disabilities are included in grass roots organisations as well as interventions for income generation. Attention to the environment, climate and disaster risk reduction is ensured in designing and implementing CPI projects. Community awareness of civic rights and social issues is promoted through a comprehensive grass roots initiative.

86. Improved local governance is an integral part of the TA provided through SUCCESS to support the GoS in developing a CDLD Policy its implementation and budgetary framework. RSPN works closely with the TA team to share the RSPs' past and current experiences with the CDLD approach and identify ways of linking community institutions to government departments.

87. Two particular issues in relevance have emerged so far:

- Evidence from within and outside SUCCESS suggests that focusing almost exclusively on women in TVST is limiting men's participation in this intervention, which has the effect of reducing the relevance of the training and trades required for diversifying income sources.
- The fact that JDCs have been rarely convened by their chairpersons (deputy commissioners and assistant commissioners) suggests that the civil administration is not the appropriate coordinating mechanism for this purpose. The operational independence of line departments from the civil administration further constrains the functionality of the JDCs.

4. EFFECTIVENESS

4.1. Definition and Questions

EU Evaluation Methods, Vol. 1	OECD DAC Glossary of Terms
Effectiveness: The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.	Effectiveness: The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.

88. The indicative questions on effectiveness are:

- a. To what extent has the design of the programme ensured effectiveness?
- b. To what extent were the project's results attained, and the project's specific objective(s) achieved, or are expected to be achieved?
- c. To what extent have the project's interventions met the expectations of the Beneficiary (GoS) and are expected to meet them during the remainder of the implementation period?
- d. To what extent has the project contributed towards empowerment of target communities and, in particular, women and girls (using SMART indicators as well as SPICED indicators)?
- e. To what extent are the project's interventions expected to ensure ongoing effectiveness in achieving the project's results and what changes may be required to ensure ongoing/improved effectiveness?

4.2. Contribution of Programme Design to Effectiveness

Evaluation question: To what extent has the design of the programme ensured effectiveness?

89. The overall project objective is supported in project design by a policy component (with the corresponding expected result, ER 4) as well as the implementation of a large-scale poverty reduction programme (focusing on ERs 1-3). The policy component includes technical assistance as well as high-level engagement with the government through the SPDC, both of which are essential for policy influence and contribute potentially to the achievement of the overall objective.

90. The programme's specific objective is supported in design by ERs 1-3. This is a combination of capacitated institutions of the poor, household-level income-generating interventions, and community-identified and community-managed local infrastructure. Very few development initiatives are designed to combine this kind of implementation with policy influence. The overall design of SUCCESS can be considered a robust and powerful contributor to effectiveness in relation to programme objectives.

91. The intervention logic of ERs 1-3 focuses on the inclusion of poor and poorest households in local development and poverty reduction. The IPs have approached this challenge by adopting internationally recognised and effective poverty targeting mechanisms and fostering people's own community institutions. The IPs first conducted a door-to-door carpet household survey in all the rural union councils of the 8 districts of the programme in 2016, with the aim of reaching every rural household at the beginning of the programme. The PSC tool, described in Section 3.2, was used for identifying the poor and estimating the poverty score of each beneficiary household. Moving forward, programme interventions were focused on households falling in the lower bands of poverty (PSC 0-23), as described in Section 3.2.

92. Further to the households' PSC census in the target districts, the IPs started fostering the COs through women members of households at the settlement (*basti* or *muhalla*) level. The COs were then federated into Village Organisations (VOs) at the village level, and the VOs were federated into Local Support Organisations (LSOs) at the union council level. These organisations are functioning as local level governance institutions owned and operated by the people, and are demonstrating an important role in identifying problems and offering solutions with the help of the RSPs, government authorities and other development stakeholders.

93. All three outputs (ERs 1-3) are based on the aforementioned household poverty census and fostering sustainable and viable community institutions of the people for effective poverty targeting through an institutional platform of the communities. All programme outputs for mobilising and capacitating rural households, increasing income through implementation of income-generating interventions, and improving access to economic and social services through provision of community infrastructure schemes are built on the strong pro-poor institutional foundations created by SUCCESS in all 8 districts.

4.3. Achievement of Results and Objectives

Evaluation question: To what extent were the project's results attained, and the project's specific objective(s) achieved, or are expected to be achieved?

94. By the end of the programme, SUCCESS is expected to support poor rural women to form 32,400 COs, 3,240 VOs and 316 LSOs, covering an estimated 770,000 households in 8 districts. Moreover, 285,402 households are expected to benefit from CIF loans and 60,959 of the poorest households will receive IGGs to have productive assets for income generation activities. Twenty-five percent of the poorest households will get health micro-insurance, 108,000 people will be trained in technical and vocational skills and 2,800 productive infrastructure schemes will be built and maintained by the organised communities.

95. The RSP component of SUCCESS Programme is in its third year of implementation and this self-evaluation covers the cumulative progress of the first 2.6 years against the targets of the first 3 years (February 2016 to January 2019). Table 2 reports the progress in terms of the interventions, which is elaborated in the remainder of this section, considering each of the expected results.

Table 2: Household and beneficiary targets and achievements

Target Beneficiary Households	No. of Target Households as of Jan. 2019	Achievement No. of Households as of Sep. 2018	Achievement as Percent of Target
Community Investment Fund (CIF)	92,359	19,348	21%
<i>Received CIF loans during Jan.-Dec. 2017</i>		10%	
<i>Received CIF loans during Jan.-Sep. 2018</i>		90%	
Income Generating Grants (IGGs)	45,798	2,619	6%
<i>Received IGGs during Jan.-Dec. 2017</i>		7%	
<i>Received IGGs during Jan.-Sep. 2018</i>		93%	
Technical and Vocational Skills Training (TVST)	63,695	4,786	8%
<i>Received TVST during Jan.-Dec. 2017</i>		16%	
<i>Received TVST during Jan.-Sep. 2018</i>		84%	
Micro Health Insurance (MHI)	114,869	102,768	89%
Community Physical Infrastructure (CPI) ^a	41,625	10,475	25%
Total	358,346	139,996	37%
Number of CPI schemes initiated	1,665	419	25%

Note:

^a It is assumed that each CPI scheme benefits 25 households, on average.

96. Progress has been delayed for various reasons (and the targets for the affected interventions have been readjusted during year three):

- One of the criteria for sub-granting and disbursement of CIF, IGG and CPI funds is the notification/registration of community institutions by government authorities and opening of bank accounts of these institutions. Due to challenges in opening community institutions' bank accounts, the sub-granting, and subsequently the disbursement, was delayed.
- For TVST the procurement process of service provider for vocational training took more time than expected. The TVST component was also slowed down by the management after a review of the initial batch of TVST beneficiaries. The initial assessment showed that most of the women beneficiaries opted for traditional trades (e.g., tailoring), which have limited marketability. Progress was slowed down to review and undertake dialogue with

communities and market actors to diversify the training trades. Another key issue is in design of the TVST where the target is too high and cost per trainee is too low. The TVST component still needs to be redesigned with more profitable and socially accepted trades, increased duration, and reduced targets.

97. **Result/Op-1: Approximately 770,000 rural households in 8 districts mobilised and capacitated through community organisations of which at least 70 percent will continue to function effectively at the end of the programme.** Essential ground work was completed in the first year, including the completion of the PSC survey and development of manuals for standardisation (such as PIM and M&E Framework). The IPs then demonstrated significant progress in the subsequent 1.6 years by establishing the three-tiers of community institutions of women with the formation of 27,436 COs, 3,195 VOs and 275 LSOs in line with the targets set for the third year. About 3.4 million people are being represented in COs through their women members from 521,850 households, where almost 70 percent of the households are from the poor and poorest categories identified in the PSC census.

98. The COs have started their own savings programmes and as of September 2018 the COs reported an overall cumulative community savings of PKR 46.9 million. The formation of community institutions is supported with capacity building of community leaders in community management and leadership skills. A total of 50,915 women leaders have received this training in community managerial skills and 6,605 women capacitated in leadership skills. The community institutions have now started developing household, village and union council development plans and initiated development activities for the empowerment of rural women. Detailed progress on ER 1 Key Performance Indicators (KPIs) as of September 2018 against the third year targets is reported in Annex 4.

99. **Result/Op-2: An average sustainable increase of poor household incomes by 30 percent.** The interventions for this result included: setting up of Community Investment Funds (CIF) as a revolving fund in 284 community institutions (178 LSOs and 106 VO) with a total amount of PKR 642 million. A total of 19,348 poor women have taken CIF loans and initiated income generating and asset building activities; a total of 2,619 of the poorest households have taken income generating grants; 102,768 households (688,606 people) have been registered for micro health insurance; and 4,786 women and men have been trained in technical and vocational skills. Detailed progress on ER-2 KPIs as of September 2018 against the third year targets is reported in Annex 4.

100. **Result/Op-3: Increased economic and social services and community benefits from upgraded community infrastructures and productive assets operated and maintained with community involvement.** All these household level programme interventions are focused on expanding the economic opportunities and increasing the household income of poor households. In addition to this, 419 CPI projects were initiated by the community institutions to improve basic infrastructure and productive assets of which 99 have been completed. An estimated 10,475 households will be benefiting from improved community infrastructure to meet their basic needs and gain better access to public services. The CPIs will be managed and maintained over time by the communities, who will also form Operations and Management (O&M) committees for this purpose, supported by community savings. Detailed progress on ER 2 KPIs as of September 2018 against the third year targets is reported in Annex 4.

101. The TA Component of the programme has developed an overall provincial Poverty Reduction Strategy (PRS) for both urban and rural Sindh, in addition to its work on the Community Driven Local Development (CDLD) policy. RSPN works closely with this team, bringing field-level knowledge to the table and recommendations on how community institutions can be linked to local governments formally, and related policies at the provincial level, to institutionalise this process. In the second year of the programme.

102. In terms of communication and advocacy, a number of media and stakeholder events were organised at national, provincial, and local level with communities to showcase the SUCCESS Programme objectives and the CDLD approach to reduce poverty. These events have garnered coverage in the media which includes electronic, print, and social media. The implementing partners have also supported and produced a number of publications including newsletters, policy briefs, and blogs to highlight and promote the SUCCESS programme. In order to promote cross-learning and experience sharing, visits have been arranged within Sindh and also to other parts of the country for the partner RSPs as well as government officials.

103. The project has picked up speed after an intensive preparatory phase and streamlined some of the processes that had become impediments in faster implementation. Thus, it is expected that it will achieve objective of reducing household poverty levels (which is part of its specific objective) on the scale envisaged for it. Another part of the specific objective relates to women's empowerment, which is discussed below.

4.4. Meeting the Expectations of Government of Sindh

Evaluation question: To what extent have the project's interventions met the expectations of the Beneficiary (GoS) and are expected to meet them during the remainder of the implementation period?

104. RSPN and the RSPs are implementing this large-scale poverty reduction and community empowerment initiative in close coordination with provincial and local authorities. The expectations of the GoS are duly reflected in the Financing Agreement and pursued through approved interventions. The Government may put forward certain recommendations to the MTR team, and RSPN and the RSPs are prepared to discuss them in good faith in view of their assessment.

105. The RSPs are also engaged in direct communication with the Government through SUCCESS, E-UCBPRP and occasional discussions at the highest administrative and political levels. These interactions provide timely information and insight into Government plans and expectations, thereby enabling the RSPs to respond appropriately.

4.5. Contributions to Empowerment

Evaluation question: To what extent has the project contributed towards empowerment of target communities and, in particular, women and girls (using SMART indicators as well as SPICED indicators)?³⁵

106. Empowering people to decide and pursue their priorities is a value the RSPs have followed since AKRSP. It is reflected in operational matters, as reflected in the PIM and its implementation. With reference to the Theory of Change described in Section 1.5, the social and economic empowerment of women and the poor depends on the realisation of three outcomes (changes in behaviour or practice) through SUCCESS: "Community institutions formed continue to function effectively at the end of the project"; "Rural communities invest more in income-generating activities"; and, "A dedicated Sindh Province policy and budget framework for CDLD implemented from 2018". These are medium-term results for which solid foundations have been laid but more needs to be done during the remainder of the project.

107. In practical terms, much of what is expected in terms of community empowerment is being approached through the women from poor rural households who have formed and energised community institutions. Progress in fostering and capacitating COs, VOs and LSOs leading to

³⁵ This question overlaps with two questions under impact: (a) To what extent has the project contributed in social empowerment of women? (b) To what extent has the project contributed towards increasing opportunities for ... community empowerment?

women’s social empowerment is highlighted in Table 3. More than half a million women are engaged in the endeavour.

Table 3: Number of women’s institutions at three levels

Key Performance Indicators	NRSP	SRSO	TRDP	Grand Total
	Cumulative Progress as of 30 Sep. 2018			
Women’s Community Organisations formed	10,429	7,790	9,217	27,436
Membership of Community Organisations (100% women)	197,353	152,614	171,883	521,850
Women’s Village Organisations formed (100% women)	1,113	1,098	984	3,195
Membership of Village Organisations (100% women)	17,095	11,173	13,216	41,484
Women’s Local Support Organisations (LSOs) formed	121	72	82	275
LSOs general body membership (100% women)	3,163	1,602	2,041	6,806
LSOs executive body members (100% women)	1,941	477	1,131	3,549
Number of Women’s LSO Networks at district level formed	1	2	-	3

108. Once they are organised, women are engaged in economic activities to increase household income and pursue priorities that promote their empowerment at the individual, household and societal levels. The focus is on increasing and diversifying household income. This is done through CIF, IGG and TVST, with MHI playing a supporting role for some of the poorest. Progress in terms of these interventions is summarised in Table 4.

Table 4: Extent of women’s participation in programme interventions

Key Performance Indicators	NRSP	SRSO	TRDP	Total
	Cumulative Progress as of 30 Sep. 2018			
Number of households benefiting from CIF for income generation (100% women)	9,043	7,602	2,703	19,348
Number of households benefiting from IGGs for income generation (100% women)	941	291	1,387	2,619
Number of households insured through women community members	36,399	23,883	42,486	102,768
Number of community members trained in technical and vocational skills (80% women)	1,989	874	1,923	4,786

109. Two main sources of documentation are available for assessing the extent to which programme interventions have empowered women. One of these is a collection of case studies of 60 women (15 each from 4 districts) from UCBPRP, which had the same interventions as SUCCESS for community and women’s empowerment. The report is called “The Road to Success” and was prepared by RSPN in 2016. Each of the case studies – and many more observed in the field – illustrates a journey from deprivation to dignity. Each case study describes how a woman grew up, the kind of misfortunes she and her family experienced, and the steps she took to make life better. The dramatic changes of fortune documented in the case studies might not have been experienced by all who have engaged with SUCCESS but the signs of change are found consistently among the beneficiaries, as documented in a series of case studies from the SUCCESS district under the publication “Echoes of SUCCESS”. Under this series the RSPN team has planned to document stories of 12-15 beneficiaries from each district. The team has recently published the “Echoes of SUCCESS” document for Qamber Shadadkot and district Jamshoro.

110. This is brought out in the second comprehensive document on the subject, which is an external in-depth

Text Box 5: Approach Adopted in the Women’s Empowerment Study of SUCCESS

The study assessed three aspects of women’s empowerment, namely, social empowerment, economic empowerment and politico-legal empowerment. The study assessed these aspects by examining several indicators qualitatively at three levels – household (personal), relational (community) and societal (broader) across all the community institutions of SUCCESS. The indicators are:

- Social empowerment: autonomy, leadership, self-confidence, self-expression, gender roles, attitude shifts, decision making and behavioural changes.
- Economic empowerment: income, business practices, consumption patterns, prosperity and work environment.
- Political empowerment, information, communication, vertical accountability, recognition, representation and participation.

report commissioned by RSPN/SUCCESS, called “Study on Pathways to Social and Economic Empowerment of Rural Women through the SUCCESS Programme” (referred to hereafter as “the Women’s Empowerment Study”), and completed in November 2018 by Enclude consultants. This study used a qualitative research approach, relying on 18 Focus Group Discussions, 30 in-depth interviews, 24 key informant interviews and one ethnographic study to collect data from 6 of the 8 SUCCESS districts. Its approach for assessing women’s social, economic and political empowerment is summarised in Text Box 5.

Social Empowerment

111. By most accounts, including the two reports mentioned above, the opportunity offered to women to organise created a dynamic in which the men in the family opposed the idea of women leaving their homes for community meetings. Restrictions on mobility also limited women’s access to educational and health facilities as well as offices dealing with the CNIC. The opposition was more intense when CO and VO leaders had to leave their hamlet or neighbourhood for meetings at the village and union council levels.

112. Women had to persuade and reassure men in different ways to negotiate for greater mobility. The Women’s Empowerment Study notes that the all-women nature of community institutions was one of the most significant factors in the men’s consideration for consenting to women’s participation in various meetings.³⁶ The tangible benefits of income generation also played a powerful role in the process of acceptance. After organising and overcoming obstacles, women reported greater access to banks, markets, medical facilities and their children’s schools, among other services. More women have started cellular phones for updates, communication and connectivity.

113. The report adds, “Most women at VO and LSO levels have full support from their immediate family, and in most cases it is the family members (spouse, father, mother, brothers) who provide them protection, and shield them from cruel comments from surrounding communities.” Moreover, according to Pathways to Success, women “have won recognition within their communities, both as leaders and members of COs and VOs”.

114. Women’s awareness of social issues and basic rights has increased as a result of greater exposure as well as the programme associated with CAT. According to the Women’s Empowerment Study, “Many respondents were clear that they understood the significance of family planning and childbirth spacing, its role in women’s health, and its contribution to family welfare and prosperity. They were equipped with the necessary information regarding mother-child healthcare, food and nutrition, cleanliness, hygiene and education”. Pathways to Success observed that women had become more aware about civic rights, obtained CNICs, knew about the importance of registering their marriages and the birth of their children, and were more aware that early marriages and early child births can lead to health issues.

115. Pathways to Success also observed significant changes in household decision making. Women reported an enhanced role, individually or jointly with their husbands, in decisions related to household repair or building, raising livestock, purchasing assets, children’s education and marriages, and engaging in micro enterprises. The Women’s Empowerment Study observed, “The women say that they feel more able to handle their chores, manage household expenses, and take decisions in their family matters only because they were able to complete infrastructure projects (paved roads, hand pumps and sewerage lines were few mentioned by our respondents) – conventionally dominated by men – on their own.”

³⁶ References to the Women’s Empowerment Study are from pages 41-52 of the report.

Economic Empowerment

116. There is strong evidence from Pathways to Success as well as several other reports that women's incomes increased as a result of CIF loans and IGGs. Women used the increased incomes in different ways, including reinvesting in their businesses, purchase of consumer durables³⁷ and improved diet for the family. They also spent more on education and health and some of their personal needs (such as small jewellery items, new clothes and shoes). Women's contributions and the resulting recognition enhanced their access to and control over productive assets. Their role in household economic decisions has also broadened to include decisions about setting up micro enterprises and purchasing and selling livestock.

117. The Women's Empowerment Study noted that "The very act of identifying, prioritising, and managing ... a community infrastructure scheme developed the CO and LSO members in meaningful ways. It has developed women's understanding of how community infrastructure, especially roads, are a must for a community to prosper and grow. According to the respondents, they were encouraged to take decisions by RSPs despite resistance from the community men, and applied for the CPI scheme." Women recognised the power of working together, and how unity, leadership, and management skills contributed to empowerment.

Political Empowerment

118. There are two main aspects of political empowerment in the context of SUCCESS, one in the realm of politics and the other in local governance, as it affects service delivery. In relation to the former, "An absolute majority of [women] indicated that this was the first time in their life that they had participated in the [2018] elections" (Women's Empowerment Study). Women felt obliged to their community institutions for assisting them in obtaining their CNICs and guiding them on the voting process. Moreover, several LSO presidents were approached by various candidates and their political allies for mobilising votes in their support. The involvement of women in politics in these ways is a significant development in the feudal and traditional context of the project area.

119. In both UCBPRP and SUCCESS, organised women have used community institutions, especially the VOs and LSOs, to articulate their development issues and reach out to government departments for addressing them. At the same time, many government officials have recognised the value of working through VOs and LSOs. Progress has been evident in terms of obtaining birth certificates and CNICs, voter registration, school enrolment, family planning practices, deliveries arranged in hospitals, vaccination (including for polio), tree planting campaigns and livestock vaccination. These are not systemic changes but they are useful local initiatives in the space created by women's mobilisation.

4.6. Ensuring Ongoing/Improved Effectiveness in Achieving Results

Evaluation question: To what extent are the project's interventions expected to ensure ongoing effectiveness in achieving the project's results and what changes may be required to ensure ongoing/ improved effectiveness?

120. In view of the assessment undertaken in Sections 4.2, 4.3 and 4.5, there is a high likelihood that most of the project's interventions will continue to ensure effectiveness: the design is robust in relation to project objectives, solid foundations have been laid for realising the expected results, and the income-generating interventions are generally promising. It may be possible, however, to improve the approach adopted for TVST and community-government linkages in order to increase their effectiveness in relation to their objectives.³⁸

³⁷ These include solar panel, television, refrigerator, washing machine, fan, mobile phone, furniture and utensils.

³⁸ There are also limitations in MHI, particularly for the elderly who suffer from ailments such as diabetes, cancer and tuberculosis that are not covered under the insurance, and lack of panel hospitals in some areas. It is doubtful, however, whether low-cost group insurance schemes are available without such limitations.

121. Discussion on TVST in the relevance chapter suggests that the range of training and occupational options can be broadened if more men and fewer women are engaged in the training programme. Next, sustainable employment or self-employment resulting from the training is perhaps the most important aspect of effectiveness. Systematic information from SUCCESS is not available for assessing how effective the training has been in this respect. It would be useful to track the trainees periodically in order to identify the kind of training that leads to a high degree of employment or self-employment. Course corrections may be indicated in view of this exercise.

122. The objective of JDCs, as stated in the Financing Agreement, is “to advocate for access to essential public services and for planning, implementation and monitoring of local development plans”. The JDCs, on their own, have been able to make little progress in this direction, as evidenced by the performance summarised in Text Box 4. The chairpersons, however, have been instrumental in motivating some of the line departments, which have entered into MOUs with RSPs. So far, various government departments have signed 23 MOUs for collaboration with RSPs and community institutions. Implementation of 21 activities across the 8 districts has started as a result of these MOUs. Most of these are one-off activities for specific purposes and have not engaged community institutions as expected in the stated objective.

123. A number of steps could be considered for improving community-government linkages during the remainder of the project through the JDCs and other means. The key challenge on the part of government is how to include community needs in the annual development planning process of the government. The existing rules and procedures of government departments do not cater to the participation of community institutions in development planning and implementation processes. The second issue is the ownership of community institutions as an official partner in development. The third issue is limited human and financial capacity of line departments to engage with community institutions. Though the Poverty Reduction Strategy and CDLD policy approved by the government of Sindh adopts the JDC model of SUCCESS for all districts, there is a limited awareness about this document and policy at the district level.

124. The following important steps, which the TA Team and the Government of Sindh may consider for inclusion in the PRS/CDLD roadmap, are needed to make the JDCs – and linkages, more broadly – effective:

- selection of sectors and departments considered appropriate for partnership with community institutions and RSPs;
- identification of activities eligible for the proposed modality (or activities excluded from it);
- amendments in the Rules of Business and/or departmental policies and procedures to provide supplies and services of line departments through the community institutions;
- amendments in the district budget making rules and processes to include needs identified by community institutions through Village Development Plans and Union Council Development Plans;
- adequate (and possibly enhanced) pro poor resource allocation for priority sectors, departments and activities; and,
- provision for the minimum RSP field staff needed in each district for facilitating linkages with government departments, building the capacity of community institutions and government departments, and monitoring community institutions after the closure of SUCCESS.

125. Changes such as these that depend on government initiative may take time to be effected. There are other steps, however, that can be taken on the demand side, which is represented by community institutions and the RSPs, so as to elicit a minimum set of services from selected government departments. These steps, listed below, can be taken in the short run, perhaps within the remaining duration of SUCCESS:

- The RSPs could identify more line departments for entering into district-level MOUs and, over time, start discussing sector plans with them that are based on the community institutions' village and union council plans.
- The RSPs could arrange regular orientation, training and exposure visits for JDC members to enhance their understanding of CDLD and its potential.
- The RSPs need a programme for building the capacity of VOs and LSOs for advocating and articulating their plans and priorities at JDCs and with individual line departments.
- The RSPs should develop a mechanism for digitalising the village and union council development plans and updating them annually.

4.7. Conclusions on Effectiveness

126. Project design addresses the requirements for policy influence as well the implementation of a large-scale poverty reduction programme. Both the overall objective and the specific objective are adequately supported by the designed results/outputs. Thus, the overall design can be considered a robust and powerful contributor to effectiveness in relation to programme objectives.

127. The project effectively completed its preparatory phase and much of the work for ER 1, organising women from 521,850 households and reaching 3.4 million people. Progress in relation to ER 2 and ER 3 has been substantial but slower than expected due to various reasons. This has necessitated revised targets from year three onward. The project is expected to achieve its targets after removing the impediments.

128. The expectations of the GoS are duly reflected in the Financing Agreement and pursued through approved interventions. Interactions with the Government provide timely information and insight into Government plans and expectations, thereby enabling the RSPs to respond appropriately.

129. Community empowerment is being approached through the women from poor rural households who have formed and energised community institutions. There has been substantial progress in terms of women's social and economic empowerment, but less so in relation to political empowerment.

130. Most of the project's interventions will continue to ensure effectiveness. It may be possible, however, to improve the approach adopted for TVST and community-government linkages in order to increase their effectiveness in relation to their objectives.

5. EFFICIENCY

5.1. Definition and Questions

EU Evaluation Methods, Vol. 1	OECD DAC Glossary of Terms
Efficiency: The extent to which outputs and/or the desired effects are achieved with the lowest possible use of resources/inputs (funds, expertise, time, administrative costs, etc.).	Efficiency: A measure of how economically resources/ inputs (funds, expertise, time, etc.) are converted to results.

131. The indicative questions on efficiency are:

- To what extent has the design of the programme ensured best value for efficiency?
- To what extent have the project's interventions (fostering of community institutions, training, community investment funds, income generating grants, community infrastructure, health insurance) in support to community organisations achieved expected effects respectively for women, men, girls and boys with the lowest transaction costs possible?
- To what extent have programme interventions and targeting met VFM objectives/targets, or will meet for the remainder of the implementation period?

- d. Is there evidence of greater value added by the project interventions that have mobilised the most resources?
- e. What changes may be needed to ensure greater value added?

5.2. Best Value for Efficiency

Evaluation question: To what extent has the design of the programme ensured best value for efficiency?

132. “Best value for efficiency” is not a standard concept in evaluation or economics. The question could be “To what extent has the design of the programme ensured the greatest possible efficiency?” In broad terms, the design of the programme, as reflected in the Financing Agreement, includes efficient mechanisms for service delivery through the programme as well as appropriate mechanisms for procurement.

133. The design of SUCCESS incorporates tested approaches to social mobilisation, poverty reduction and income generation for women and the rural poor. These approaches are supported by lean organisational structures in the shape of RSPs that facilitate outreach through motivated community institutions. However, the mechanisms envisaged in the design for linkages with government departments are not streamlined to the extent required for the OC-1 indicator “percent of targeted poor households (poverty score of 0- 23) will report a better access to and use of public services, such as access to water and sanitation, education, health, civil acts registration, etc.”

134. The pattern of resource allocation in SUCCESS is shown in Table 5, which shows the project’s emphasis on two main programmatic outcomes discussed above in the Theory of Change that seek sustainable community institutions and diversification and increase in poor households’ incomes. The first outcome has been allocated 41.4 percent of the budget and the second one 57.5 percent.

Table 5: Project components, sub-components, outcomes and component budgets

Component and sub-component	Outcome	Budget	
		EUR	Per cent
1.1. Project management and ... Social mobilisation (Poor households identified and organised into a three-tier system of community institutions (COs, VOs and LSOs))	Project efficiently managed with transparent and competitive procurement and financial management systems and facilitation of project activities	22,969,432	31.6
1.2. Capacity building of Community institutions (COs/VOs/LSOs) and cadre of Community Resources Persons trained to provide awareness sessions on adopting coping mechanisms and resilience, DRR, planning, savings and cross cutting themes (nutrition, WASH, gender, civic rights, environmental awareness, etc.)	Community institutions formed continue to function effectively at the end of the project (as in theory of change)	7,085,985	9.8
2.1. Community Investment Fund (CIF)	Rural communities invest more in income-generating activities (as in theory of change)	12,515,403	17.2
2.2. Income Generating Grants (IGG)		8,197,589	11.3
2.2. Technical and Vocational Skills Training (TVST)		7,444,081	10.2
2.3. Micro Health Insurance		4,267,367	5.9
3. Community physical infrastructure		9,346,687	12.9
4. Visibility and monitoring	Project visibility and monitoring and assessment	803,457	1.1
	Total project cost	72,630,001	100.0

135. The allocation for social mobilisation and project management (which is 31.6 percent of the budget) includes: a door to door carpet survey of all the households in the 8 districts; organising 70 percent of the households (approximately 700,000 women) in over 40,000 community institutions

(COs/VOs/LSOs); and project administration and management to efficiently effectively deliver and monitor the project activities.

136. The project is using the innovative approach of engaging local Community Resource Persons (CRP). CRPs are local community activists, most of whom are literate and active within their neighbourhood and villages. These CRPs were identified with the help of community organisation and trained under the projects to help support the scale up of social mobilisation and take awareness session on critical issues (e.g., education, health, sanitation, nutrition and climate change adaptation). Each VO has a CRP who takes monthly awareness sessions in each CO on critical social issues. With a share of 9.8 percent in the budget, the CRP cadre is expected to result in a network of effective and sustainable women-led community institution that will contribute to empowerment of women and service delivery through the government and other development stakeholders.

137. Four categories of goods and services targeted at individual households and communities account for 57.5 per cent of the budget:

- 17.2 per cent is allocated for creating Community Investment Fund (CIF) at Local Support Organisations and Village Organisation. This is a grant to these institution, who further provide micro loans (average loan size of EUR 131) to the poor households falling in the poverty scorecard score (0-23) to income generating activities. This fund will provide financial access to an estimated over 300,000 women to start income generating (small village shops) and asset creation activities. In addition the fund is managed and used by women thus includes poor rural women in financial decision making at institutional and household level. In terms of cost and time efficiency the CIF at local level not improves women's access to finance at their door step but also reduces the transaction and management cost of credit provide by micro finance and commercial banks.
- 11.3 per cent of the fund is allocated to the poorest of the poor households falling in the lowest poverty scorecard category (0-11). Over 60,000 of the poorest households represented by their women member will get one time cash grant (IGG) to start income generating activities at the local level. These households are the ones who cannot get loans and repay. This financial inclusion instrument helps them access to finance for starting income generating activity. The average cash grant is estimated at EUR 134, however the grant can vary according to the micro investment plan developed by the household.
- 10.2 per cent of the fund is allocated for human capital development, focused on providing vocational training skills training to one women or men member of poor households with PSC 0-23 so that they can either get employment in the service sector or start self-employment initiatives. The project plans to provide technical and vocational training to 108,000 women and men over five years. The average cost per trainee thus comes to EUR 69. The programme implementation team and vocational training services providers confirms that the average cost per participants is too low thus the average cost for this component needs to be increased.
- 12.9 per cent of the fund is allocated to enhancing access to services through Community Physical Infrastructure (CPI) with an average cost of EUR 3,036 per CPI to implement 2,800 CPIs. These CPI schemes are expected to benefit 70,000 households. They are implemented by community institutions, using local labour, and expected to create an estimated 0.5 million person days of skilled and unskilled employment.

5.3. Cost of Interventions

Evaluation question: To what extent have the project's interventions (fostering of community institutions, training, community investment funds, income generating grants, community infrastructure, health insurance) in support to community organisations achieved expected effects respectively for women, men, girls and boys with the lowest transaction costs possible?³⁹

138. The average cost per beneficiary of an intervention, or unit cost of an output, depends on the development perspective that lies behind an intervention as well as the resources available for a project. For example:

- In the IFAD-supported Southern Punjab Poverty Alleviation Project, which is implemented by the government and NRSP, in-kind asset transfer (for 2 goats) costs PKR 22,000 per beneficiary, while a one-room house (including land) costs an average of PKR 600,000. These interventions are aimed at the poorest (PSC 0-11 band).
- The IFAD-supported Gwadar-Lasbela Livelihoods Support Project is also implemented by the government and NRSP. In this project, the limit for IGGs (for the poorest) is PKR 50,000.
- The Asian Development Bank has approved a project for BISP called the Business Incubation for Self-Employment" (BISE) Pilot Project. The selected IP will be provided PKR 50,000 per beneficiary, to be allocated by IP for IGG, CIF, MHI, cost of training and linkages with government for health and insurance.

139. The average costs per beneficiary for SUCCESS interventions are shown in Table 6.

Table 6: Average investment per beneficiary and household for selected interventions based on the original budget

Intervention	Amount in EUR	Amount in PKR	<i>The exchange rate used for conversion is the rate reported for 2 February 2016, that is, EUR 1 = PKR 114</i>
Community Investment Fund loan per beneficiary	131	14,882	
Income-generating Grant per beneficiary	134	15,330	
Vocational training cost per beneficiary	69	7,855	
Micro Health Insurance cost per household	32	3,728	
Community Physical Infrastructure cost per household	138	15,675	
Cost per Community Physical Infrastructure scheme	3,036	346,104	

140. The total cost per beneficiary in SUCCESS can be compared with some of the IFAD-assisted projects in which the objectives and interventions are similar to those of SUCCESS (Table 7). The comparison shows that SUCCESS has much lower costs per beneficiary and beneficiary household than IFAD-supported, loan-financed projects implemented by the government.

Table 7: Project cost per beneficiary, SUCCESS and comparator projects, at the time of approval

Cost Parameters	IFAD Projects (Loan-financed)		SUCCESS (Grant-funded)
	Community Development Programme	Southern Punjab Poverty Alleviation Programme	
Location	Azad Jammu and Kashmir	Punjab	Sindh
Total Project Cost (in millions)	30.74 (USD)	49.12 (USD)	82.13 (EUR)
Month and Year of Approval	Dec. 2003	Dec. 2010	Feb. 2016
Euro Rate at Time of Approval	USD 1.263	USD 1.338	USD 1.138
Total Project Cost (EUR million)	24.34	36.71	82.13
Duration (in years)	8.5	6.5	5.0
Number of Beneficiary Households	123,000	80,000	770,000
Average Size of Household	7	8	6.7
Number of Beneficiaries	861,000	640,000	5,159,000
Cost per Household (EUR)	198	459	107
... per Year (EUR)	23	71	21
Cost per Beneficiary (EUR)	28	57	16
... per Year (EUR)	3.3	8.8	3.2

³⁹ The last few words in the question should read "with the lowest cost possible" rather than including the word "transaction".

5.4. Value for Money Objectives/Targets

Evaluation question: To what extent have programme interventions and targeting met VFM objectives/targets, or will meet for the remainder of the implementation period?

141. The question mentions “VFM objectives/targets” but no such objectives/targets are found in the Financing Agreement. Moreover, the VFM concept is not described in the EU’s methodological guidance for evaluation (mentioned above) or the DAC glossary of evaluation terms. Moreover, there is no reference to VFM in the ROM Monitoring Mission report of 2017.

142. VFM is often used by DFID in its project design and annual assessments of projects. DFID guidance explains:⁴⁰

DFID is clear that measuring VFM is not about a ‘race to the bottom’ and using the cheapest option in programme implementation. VFM is about spending less (economy); spending well (efficiency); and spending wisely (effectiveness). A good VFM assessment achieves a balance across the ‘3 Es’: it is not the case that the cheapest option is always the best VFM. Instead, VFM is high when there is an optimum balance between all three elements, when costs are relatively low, productivity is high, and successful outcomes have been achieved.

143. Thus, assessing VFM needs a methodology that is different from the standard approach to evaluation criteria and requires maintaining a VFM framework from the start to the end of a project. The matter can be discussed, if required, through the Reference Group during the MTR’s inception phase. Meanwhile, the focus of the self-evaluation would be on efficiency.

5.5. Value Added by Interventions in Relation to Resources Consumed

Evaluation question: Is there evidence of greater value added by the project interventions that have mobilised the most resources?⁴¹

144. There is under-utilisation of the budget at this stage, the overall utilisation being 39 percent of the three-year budget for the period ending January 2019 (Table 8). A discussion of the under-utilisation with reference to Table 8 is provided below.

Table 8: Status of budget utilisation as of September 2018

Budget Heads ^a	Budget (EUR) (Feb. 2016-Jan. 2019)	Expenditure (EUR) (Feb. 2016-Sep. 2018)	Utilisation Rate (%)
1. Human Resources	6,631,677	5,343,389	81%
2. Travel	72,177	48,229	67%
3. Equipment and supplies	1,874,937	1,462,850	78%
4. Local office - operational expenses	2,736,884	1,839,142	67%
5. Other costs, services (printing and monitoring)	468,962	243,414	52%
6. Other - programme expenses	38,620,808	10,953,500	28%
7. IDC (Indirect Costs) @ 7%	3,528,383	1,392,339	39%
Total	53,933,827	21,282,863	39%
Key Interventions			
Capacity building of Community institutions (COs/VOs/LSOs) and cadre of Community Resources Persons	8,361,477	1,837,551	22%
Community Investment Fund (CIF)	10,862,765	5,442,217	50%
Income Generating Grants (IGG)	6,198,953	1,041,917	17%
Technical and Vocational Skills Training (TVST)	5,235,646	508,086	10%
Micro Health Insurance (MHI)	1,678,689	1,302,606	78%
Community Physical Infrastructure (CPIs)	6,283,277	821,124	13%

Note:

⁴⁰ DFID “Briefing Note – Indicators and VFM in Governance Programming,” July 2011 (https://assets.publishing.service.gov.uk/media/57a08abce5274a27b2000733/60797_GovernanceIndicatorsVFMNoteFINA_L.pdf), pp. 12-13.

⁴¹ An attempt has been made to answer this question usefully by substituting “consumed” for “mobilised”.

^a The average euro-rupee exchange rate used in this table is EUR 1 = PKR 118.23.

145. Budget utilisation pertaining to human resources, travel, equipment and local office operational cost are on track with average utilisation rate of 73 percent. As the budget is for three years and expenditures are presented for 2.6 months, the budget is likely to be utilised by end of the third year. Some minor underutilisation is expected due to exchange rate gains during the last two years. Most of this cost is related to mobilisation of communities and formation of community institutions. The utilisation of the budget is in line with the progress of social mobilisation against year three targets, in relation to which 521,850 rural women (81 percent of the target) were mobilised through 27,436 Community Organisations (83 percent of the target), 3,195 Village Organisations (95 percent of the target) and 275 Local Support Organisations (87 percent of the target).

146. The major underutilisation is in programme interventions such (CIF, IGG and CPI). The CIF, IGG and CPI are sub-grants to community institutions. As requirement of the project, the community institution can only get sub-grant once these institutions are registered/notified by the government authorities and have bank accounts. It took more time than expected in developing a mechanism for the notification of the community institutions and opening bank accounts due to stringent rules and regulations enforced by the banks. However, issues in the notification and opening of bank accounts for the community institutions were resolved by the middle of the second year of implementation and financial utilisation has picked up pace as a result. Secondly, the targets for SUCCESS were set too high based on the experience of UCBPRP implementation (where there was no sub granting) without appreciating the complexities and time-consuming process in sub-granting. There is a need now for a revised plan with realistic targets and budget for the remaining period.

147. Within the programme activities TVST is another main component with underutilisation of budget. In the first year the procurement process for a service provider for vocational training took more time than expected. The TVST component was also slowed down by the management after review of the initial batch of TVST beneficiaries. The initial assessment showed that most of the women beneficiaries opted for traditional trade basic trades, which have limited market. Progress was slowed down due to review and dialogue with communities and market actors to diversify the training and trades. Another key issue is in the design of the TVST where the target is too high and the cost per trainee is too low. The TVST component needs to be redesigned with more profitable socially accepted trades, courses of longer duration and a smaller overall target.

5.6. Changes Needed for Greater Value Added

Evaluation question: What changes may be needed to ensure greater value added?

148. In view of the discussion in this chapter, two particular changes would facilitate greater value added:

- There is a need for a revised implementation plan with realistic targets and budget for the remaining project period.
- The TVST component needs to be redesigned to allow a smaller overall target and a higher budget per trainee for longer-duration courses.

5.7. Conclusions on Efficiency

149. Project design incorporates tested approaches to social mobilisation, poverty reduction and income generation for women and the rural poor that are implemented through lean organisational structures in the shape of the RSPs that facilitate outreach through motivated community institutions. Resource allocation reflects these institutional arrangements and the targets and unit costs approved for achieving the expected results.

150. SUCCESS has much lower costs per beneficiary and beneficiary household than similar loan-financed projects implemented by the government. The cost per beneficiary for asset transfers to poor beneficiaries are also lower in SUCCESS.

151. Budget utilisation has been slow so far due to various factors, including impediments beyond the control of the project, unrealistically high targets and the time-consuming procurement of a service provider for TVST. Two particular changes would facilitate greater value added:

- a revised implementation plan with realistic targets and budget for the remaining project period; and,
- a smaller overall target and a higher budget per trainee for longer-duration courses in TVST.

6. IMPACT

6.1. Definition and Questions

EU Evaluation Methods, Vol. 1	OECD DAC Glossary of Terms
Impact: Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.	Impacts: Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.

152. The indicative questions on impact are:

- a. To what extent has or will the design of the programme contributed, or is expected to contribute, to its anticipated impact?
- b. To what extent has the project contributed in social empowerment of women?
- c. To what extent has the project contributed towards increasing opportunities for generating incomes, standards of living and community empowerment in the target districts and the Province, respectively for women, men, girls and boys?
- d. To what extent has the project contributed towards modifying/developing/improving poverty alleviation policies and programmes in the Province?
- e. To what extent is the ongoing programme expected to contribute to the above impacts during the remainder of the implementation period, also in terms of poverty reduction?

6.2. Contribution of Programme Design to Anticipated Impact

Evaluation question: To what extent has or will the design of the programme contributed, or is expected to contribute, to its anticipated impact?

153. The impact statement in the logframe is broad and speaks of enabling “the Government of Sindh from 2018 to support and sustain community-driven local development initiatives throughout the province, through the provincial budget”. It appears that the initiatives envisaged in this statement include poverty reduction as well as other sectors.

154. As far as the programme impact statement is concerned, SUCCESS (in combination with UCPRP) has so far generated two major results:

- SUCCESS reached a significant milestone in March 2018, with the approval of the multi-sector Poverty Reduction Strategy and CDLD Policy by the Government of Sindh and its official launch at a major multi-donor provincial development conference. An implementation roadmap is awaited.
- In October 2018, GoS decided to rename the UCPRP initiative as the People’s Poverty Reduction Programme and extend it with its own resources to the remaining rural areas of the province.

6.3. Contribution of Programme to Social Empowerment of Women

Evaluation question: To what extent has the project contributed in social empowerment of women?⁴²

155. The answer to this question has been provided in Section 4.5 of the effectiveness chapter. Points relevant to women's social empowerment are recapitulated in the following summary:

- The project's focus on all-women community institutions was one of the most significant factors in enabling their participation in community meetings. The tangible benefits of income generation also played a powerful role in the process of family and community acceptance. Women reported greater access to banks, markets, medical facilities and their children's schools, among other services.
- Women's awareness of social issues and basic rights increased as a result of greater exposure as well as the programme associated with CAT.
- Women's role in household decision making, individually or jointly with their husbands, expanded in matters in which they did not have much say earlier.

6.4. Contribution of Programme to Income Generation, Living Standards and Community Empowerment

Evaluation question: To what extent has the project contributed towards increasing opportunities for generating incomes, standards of living and community empowerment in the target districts and the Province, respectively for women, men, girls and boys?

156. The project has enabled poor women and their families to access opportunities for poverty reduction and improved living standards that they did not have before the project. Its key contributions are:

- As of September 2018, 178 LSOs and 106 VOs were managing PKR 642 million in Community Investment Fund (CIF) and 19,348 of their women members had taken CIF loans and started income generating activities
- 32 LSOs and 398 VOs were provided PKR 124 million to support the poorest and vulnerable community members with a one-time grant to start income generating activities. So far, 2,619 women have invested their grants in income generating activities and livestock assets.
- 102,768 families including 688,606 people were covered through a micro health insurance scheme, intended to reduce household health expenditures and provide access to health services. A total of 3,959 patients have been treated at a cost of PKR 58.5 million (44 percent claim ratio) so far.
- 4,786 poor community members were trained in Technical and Vocational Skills
- 419 community level physical infrastructure projects were initiated by community institutions with a cost of PKR 156 million that will benefit 10,475 community members.

157. As reported in Table 2, more than 90 percent of the beneficiaries of CIF and IGGs, and 84 percent of the TVST beneficiaries, received the interventions during January to September 2018. Indeed, approximately 70 percent of the CIF and IGG beneficiaries, and 55 percent the TVST beneficiaries, received the interventions during April to September 2018, that is, in the last six months of the reporting period for the MTR. As a result, changes in the household income and PSC status of the beneficiaries are likely to have been small and scattered so far. The following observations suggest that such changes are not likely to be measured reliably through a sample survey conducted at this stage:

- Approximately 80 percent of the CIF loans and IGGs have been used for purchasing goats. Considering the usual breeding season of goats (August to March) and their gestation period

⁴² This question overlaps with two other questions: (a) Under effectiveness: To what extent has the project contributed towards empowerment of target communities and, in particular, women and girls? (b) Under impact: To what extent has the project contributed towards increasing opportunities for ... community empowerment?

(150 days), it is possible that the few goats purchased in 2017 would have given birth to kids, but unlikely that many of those purchased in 2018 have been productive. It is also possible that goat milk is being used for home consumption and, in a few cases, being sold.

- As shown in Table 16, more than 80 percent of the 4,800 TVST beneficiaries opted for training associated with home-based work. Some of the production resulting from this work is being used for home consumption and some sold, much of it probably within the village and its surroundings. It is unlikely that the resulting income would have made a noticeable contribution to household income at this stage.
- Nine of the 12 indicators in the PSC revolve around household ownership of assets, which are expensive or very expensive for households in the PSC 0-23 category.⁴³ It is highly unlikely that the ownership of such assets, except for goats purchased through CIF and IGGs, would have increased due to the small changes in income that might have taken place by now. Moreover, an increase in the number of goats owned by a household may or may not translate into an increase in the PSC score.⁴⁴

158. All the 419 CPI schemes initiated so far (65 percent of which are for roads and culverts and 30 percent for drinking water and sanitation) are intended to improve living conditions but only 24 percent (99 CPIs with an estimated 2,475 beneficiaries) of them have been completed. It is unlikely that many beneficiaries will be able to identify actual improvements in living conditions at this stage, and highly unlikely that noteworthy changes in income levels would have taken place as a result.

159. As mentioned above, the project's contribution to community empowerment is through women's empowerment. Section 4.5 describes the extent to which the project has contributed to women's social, economic and political empowerment. The conclusion is that there has been substantial progress in terms of women's social and economic empowerment, but less so in relation to political empowerment.

6.5. Contribution of Programme to Provincial Poverty Alleviation Policies and Programmes

Evaluation question: To what extent has the project contributed towards modifying/ developing/ improving poverty alleviation policies and programmes in the Province?

160. The main programme contributions to provincial poverty alleviation policies and programmes have been noted in Section 6.2. The RSPs have provided their comments on the PRS, which have yet to be discussed with GoS and the TA team.

6.6. Expected Contribution to Impacts during Remainder of Programme

Evaluation question: To what extent is the ongoing programme expected to contribute to the above impacts during the remainder of the implementation period, also in terms of poverty reduction?

161. Based on the assessment provided in this chapter:

- An implementation roadmap in support of the PRS is expected and it could strengthen community-driven local development initiatives throughout the province.
- As the project picks up speed, opportunities for increasing incomes, improving living conditions, reducing poverty and expanding women's empowerment will expand on a significant scale.

6.7. Conclusions on Impact

⁴³ These assets are: number of rooms in the house, flush toilet, refrigerator, freezer, washing machine, air conditioner, air cooler, geyser, heater, cooking stove, cooking range, microwave oven, car, tractor, motorcycle, scooter, television, cow, buffalo, goat, sheep and agricultural land.

⁴⁴ The PSC score increases if a household that does not possess a goat becomes the owner of a goat, but not if it already possessed a goat and increases the number of goats it owns.

162. The stated impact of the programme corresponds to a set of policies in favour of community-driven local development initiatives throughout the province that are implemented through the provincial budget. The Government has adopted these policies in principle by approving the Poverty Reduction Strategy prepared with the support of the TA Component of SUCCESS. An implementation roadmap is awaited.

163. The project has contributed to women’s social empowerment through three tiers of all-women community institutions and helping women increase their incomes. The results are evident in terms of increased women’s mobility and access to services, greater awareness of social issues and basic rights, and an expanded role in household decision making.

164. The project has made substantial contributions to enable poor women and their families to access opportunities for poverty reduction and improved living standards that they did not have before the project. Its key contributions include PKR 642 million in CIF and PKR 124million in IGG to community institutions run and led by women. As of September 2018 the community institutions further disbursed PKR 265 million in CIF loans for 19,348 women, PKR 41 million in IGGs for 2,619 of the poorest women. The programme also contributed in insurance coverage for 688,606 people, technical and vocational training for approximately 4,800 poor households, and 419 CPI schemes benefitting an estimating 10,475 community members. As explained in Section 6.4, however, changes in the household income, PSC status and living standards of the beneficiaries are likely to have been small and scattered so far, and they are not likely to be measured reliably at this stage.

165. As the project continues, an implementation roadmap for the PRS could strengthen community-driven local development initiatives throughout the province. Opportunities for increasing incomes, improving living conditions, reducing poverty and expanding women’s empowerment will expand on a significant scale as the project picks up speed.

7. SUSTAINABILITY

7.1. Definition and Questions

EU Evaluation Methods, Vol. 1	OECD DAC Glossary of Terms
Sustainability: The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.	Sustainability: The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.

166. The indicative questions on sustainability are:

- a. To what extent has or will the design of the programme contributed, or is expected to contribute, to the sustainability of its results?
- b. Are there indications that the programme interventions will be sustainable, to meet programme and Beneficiary needs and requirements, for the remainder of the implementation period?
- c. Are there indications that the expected outcomes of the intervention will be sustainable?
- d. To what extent are beneficiary communities, and particularly women and girls now able to advocate their needs and rights and secure support from local governments, national government and other stakeholders (SMART and SPICED indicators to be used)?

7.2. Contribution of Programme Design to Sustainability of Results

Evaluation question: To what extent has or will the design of the programme contributed, or is expected to contribute, to the sustainability of its results?

167. The design of the SUCCESS programme incorporates the high level aspects of sustainability of results in terms of financial, institutional, policy level and environmental sustainability. The RSPs

promote a concept derived from over three decades of community-driven development experience across Pakistan, with the role of backstopping, advocacy and research to promote the cause of the RSPs. EU funding strengthens and broadens RSP efforts to provide strategic support for scaling up of community-driven local development in Sindh through SUCCESS, UCBPRP and the Extension of UCBPRP.

168. Beyond these programme, the RSPs need to provide limited but ongoing technical support for continuation of similar work. For that purpose, the RSPs have a core capacity based on its endowment fund to continue the required strategic support to the Programme. At the community level, the most important factor for financial sustainability will be the CIF, which will be used by the community institutions as a revolving fund, which will continue to provide financial support to the community institutions. For infrastructure projects, a mechanism has been designed which will ensure that community institutions will have sufficient funds with them for the operation and maintenance of completed schemes.

169. The overall contribution from SUCCESS programme will help the GoS in operationalisation of the PRS, CDD policy and budgetary framework for community driven local development. This policy and budgetary framework will be the sustainability feature of the proposed SUCCESS programme, as it will provide policy support to GoS to allocate financial resources on regular basis to work with organised communities for rural development. Moreover, enhanced capacity of the local administration to work with local communities will be an important element of sustainability for better planning, implementation and management of community driven development in the Sindh province.

170. The implementation manual and guidelines developed by RSPN reflect the necessary measures to be taken by RSPs to implement activities keeping in view the environmental concerns and having no harm to the natural environment. Guidelines for environmental assessment are also being used to determine whether a project activity is unlikely to have any environmental impact or whether it has the potential to cause adverse effects in any of its activities.

7.3. Sustainability of Interventions for Remainder of Programme

Are there indications that the programme interventions will be sustainable, to meet programme and Beneficiary needs and requirements, for the remainder of the implementation period?

171. SUCCESS interventions will be sustainable until the end of the project, unless there are some exceptions where budget shortfalls occur or implementation suggests the need to discontinue an intervention.

7.4. Sustainability of Expected Outcomes

Evaluation question: Are there indications that the expected outcomes of the intervention will be sustainable?

172. After the completion of the SUCCESS programme, at the community level, the most important factor for financial sustainability will be the CIF to be used by the community institutions as a revolving fund, which will continue to provide financial support to the community institutions and their members. The prerequisite however, is a well managed CIF responsive to the needs of the poor with adequate financial safeguard in the prevailing regulatory environment. For the infrastructure projects a mechanism has been designed which will ensure that community institutions will have sufficient funds with them for operation and maintenance of the physical infrastructure schemes.

173. RSPN and RSPs have recently concluded an internal assessment focusing on the Institutional Maturity Index (IMI) of community institutions with an aim to assess the strengths and weakness of these community institutions and thus identify areas where these institutions will need support. The

positive results seen in the final draft report are summarised in Table 9. They suggest high levels of discipline, inclusiveness, transparency and initiative for planning community development.

Table 9: RSPN-RSP assessment of community institutions

Community Organisations	Village Organisations	Local Support Organisations
<ul style="list-style-type: none"> • All the COs the office holders were selected with the consensus of the CO members • Women-led COs are inclusive of poor as in most of the COs 51-90% or all of the poor households (PSC score 0-23) are members of the CO. • Most of the CO office holders have received CMST. • Three fourths of the COs have been holding regular meetings with 92% of the COs having the attendance of 75% or over. 	<ul style="list-style-type: none"> • Majority of the VOs have prepared a VDP and 44% of VOs addressed the CO priority needs, and an annual development plan and submitted more than one resolution in the last 1 year to RSP or any supporting organisations. • Majority of the VOs ensured member participation in needs identification & planning, in making of VDP. • 53% of the VOs over 75% of the participants during the IMI exercise were aware about the development of VDP and its objectives. • In 82% of the VOs, the VO has a formal mechanism of sharing the monthly progress only with its member COs. • In all the VOs the office holders were selected with the consensus of the VO members themselves without external influence. • 50% of the VOs have maintained their proceedings and financial records. • Most of the VOs have done more than 70% of their planned meetings and the attendance in these meetings also remained over 70%. 	<ul style="list-style-type: none"> • In all the LSOs the executive committee members were selected with the consensus of the LSO general body themselves without external influence. • Most of the LSOs have done more than 70% of their planned meetings and the attendance in these meetings also remained over 70%. • The sample LSOs have dealt with internal conflicts and resolved them at the LSO platform. • Two thirds of the LSOs have developed their Union Council Development Plan (UCDPs) and two of them also presented their UCDPs to the Joint Development Committee. • Majority of the participants during the IMI exercise were aware about the development of UCDP and its objectives and reported that they were actively participated in the development of the UCDP.

7.5. Community Advocacy of Rights and Support from Government

Evaluation question: To what extent are beneficiary communities, and particularly women and girls now able to advocate their needs and rights and secure support from local governments, national government and other stakeholders (SMART and SPICED indicators to be used)?

174. As indicated in Chapter 4, there are two main channels in SUCCESS, one formalised and the other ad hoc, through which communities can advocate their needs and rights and secure support from government service providers. The formalised channel is the JDCs, in combination with the MOUs between government departments and the RSPs. Implementation of 21 activities (most of them one-off) across the 8 districts has started as a result of these MOUs. Some of these activities were undertaken at the behest of line departments in pursuit of their objectives and others at the initiative of community institutions.

175. There is also the trend among community institutions, especially the VOs and LSOs, of articulating development issues and reaching out to government departments for addressing them. At the same time, many government officials have recognised the value of working through VOs and LSOs. Progress has been evident in terms of a wide range of activities for which government departments had targets to pursue and resources available. Although a systematic assessment has not been undertaken, an impressionistic perspective based on field work suggests that this kind of ad hoc collaboration exceeds by far the outreach of the formalised channel.

7.6. Conclusions on Sustainability

176. Programme design incorporates several aspects of sustainability, including financial, institutional, policy level and environmental sustainability. The RSPs need to provide limited but ongoing technical support for continuation of similar work, which they can sustain, in part, from their own resources. At the community level, the most important factor for financial sustainability

will be the CIF, which will be used by the community institutions as a revolving fund to provide continuing financial support to the community institutions. For infrastructure projects, a mechanism is in place to ensure that community institutions have sufficient funds for the operation and maintenance of completed schemes.

177. SUCCESS interventions will be sustainable until the end of the project, unless there are some exceptions where budget shortfalls occur or implementation suggests the need to discontinue an intervention.

178. An internal assessment of COs, VOs and LSOs suggests high levels of discipline, inclusiveness, transparency and initiative for planning community development. It is expected that these attributes will correlate to high degree with the sustainability of outcomes.

179. Beneficiary communities are using two channels to advocate their needs and rights and secure support from government service providers. The formalised channel entails MOUs between RSPs and government departments for responding to community needs. The ad hoc channel is that of community institutions of articulating development issues and reaching out to government departments for addressing them, or government officials deciding on their own to implement activities through community institutions. An impressionistic perspective suggests that ad hoc collaboration exceeds by far the outreach of the formalised channel.

180. Sustainability through formalised channels requires the following prerequisites:

- a. effective linkage between, RSPs, CIs and government department for incorporating community plans into government plans. This will require changes in government rules and procedures for including community plans into the government development planning process;
- b. capacity building of CIs to articulate their priorities and needs in various government departmental/inter-department platforms;
- c. capacity building of government officials on engaging with community institutions; and,
- d. in order to address these requirements there is a need for the RSPs to maintain a small permanent field presence in the programme area. A sustainability grant/fund will be needed for this purpose.

8. MAIN CONCLUSIONS AND RECOMMENDATIONS

8.1. Main Conclusions

181. SUCCESS is a well-designed and well-executed initiative with potentially far-reaching impact on pro-poor policy and the rural poor. It is one of those rare projects that are designed to combine large-scale implementation of pro-poor interventions with policy influence. Its focus on poverty reduction and women's empowerment through all-women community institutions is highly relevant to the needs of the target group and Government and EU priorities. The project's intervention logic is strong and the interventions are tested and highly relevant. Relevant cross-cutting issues are integrated in the implementation of interventions.

182. The overall design of SUCCESS is a robust and powerful contributor to effectiveness in relation to programme objectives. Progress in implementing ER 1 has been substantial and satisfactory; it has also been substantial in relation to ER 2 and ER 3 but slower than expected due to various reasons. The project is expected to achieve its targets after removing the impediments it faced earlier. There has also been substantial progress in terms of women's social and economic empowerment, but less so in relation to political empowerment. Most of the project's interventions will continue to ensure effectiveness.

183. Project design incorporates tested approaches to social mobilisation, poverty reduction and income generation for women and the rural poor that are implemented through lean organisational

structures in the shape of the RSPs that facilitate outreach through motivated community institutions. SUCCESS has much lower costs per beneficiary and beneficiary household than similar loan-financed projects implemented by the government. The cost per beneficiary for asset transfers to poor beneficiaries are also lower in SUCCESS. Budget utilisation has been slow so far.

184. The Government has adopted policies in furtherance of the project impact statement by approving the PRS prepared with the support of the TA Component of SUCCESS. The project has contributed to women’s social empowerment through three tiers of all-women community institutions and helping women increase their incomes. It has made substantial contributions to enable poor women and their families to access opportunities for poverty reduction and improved living standards that they did not have before the project. An implementation roadmap for the PRS could strengthen community-driven local development initiatives throughout the province. Opportunities for increasing incomes, improving living conditions, reducing poverty and expanding women’s empowerment will expand on a significant scale as the project picks up speed.

185. Programme design incorporates several aspects of sustainability, including financial, institutional, policy level and environmental sustainability. At the community level, the most important factor for financial sustainability will be the CIF, which will be used by the community institutions as a revolving fund to provide continuing financial support to the community institutions. An internal assessment of COs, VOs and LSOs suggests high levels of discipline, inclusiveness, transparency and initiative for planning community development, which are expected to contribute to the sustainability of outcomes.

186. As in most other projects in the country, SUCCESS faces two particular challenges that have been the subject of discussion during implementation. One of them relates to the relevance and effectiveness of TVST and the duration and cost of training courses. The other one is about relevant and effectiveness mechanisms for community-government linkages that respond to the needs of the poor. In addition, SUCCESS set itself unrealistically high targets it could not meet.

8.2. Recommendations

187. It is proposed that targets be revised in line with those shown in Table 10.

Table 10: Proposed revision in programme targets

Description of Targets	Original Targets for 5 Years	Proposed Targets for 5 Years	Trend
Households organised through their women members	769,743	610,965	Decreased
Formation of Community Organisations (COs)	37,213	31,598	No change
Formation of Village Organisations (VOs)	3,360	3,592	Increased
Formation of Local Support Organisations (LSOs)	307	314	Increased
District LSO Networks	8	8	No change
Vocational and Technical Training Skills (households)	108,040	83,600	Decreased
Community Investment Fund (CIF) (households)	172,794	172,794	No change
Income Generating Grants (IGG) (households)	83,750	83,750	No change
Micro Health Insurance (households)	130,501	131,387	Increased
Community Productive Infrastructure (CPI) (schemes)	2,719	2,719	No change
Community Productive Infrastructure (CPI) (households)	64,950	64,950	No change

188. The number of target households needs to be revised. The estimate for total households in the project financing agreement is based on the 2010 Benazir Income Support Programme (BISP) data from where the projections were estimated at 1,098,866. However, during the PSC survey, which concluded with 20 percent fewer households than estimated it, was found that some of the households had migrated to other districts over time, while a large number of households were now living in areas categorised as urban towns rather than rural union councils after reclassification of towns and union councils by the government in 2015. In addition, there was the issue of household splitting in the BISP data, which may have inflated the total number of rural households.

189. For TVST, it would be useful, as a matter of priority, to track the trainees periodically in order to identify the kind of training that leads to a high degree of employment or self-employment. Course corrections may be indicated in view of this exercise. It would also be useful to review the experiences of other projects working with the same target group as SUCCESS. A coordinated effort among the RSPs is required for aligning TVST more strongly with its objectives.

190. The issue of government linkages with community institutions (including the effectiveness of JDCs) can be viewed in two ways, one related to the implementation of the CDLD Policy in due course of time, and the other focusing on incremental improvements that SUCCESS might pursue in consultation with individual government officials in the project area. A number of options in both categories have been identified in Section 4.6 of the report. What is imperative is to establish effective and ongoing linkages between community institutions and relevant government departments for planning and implementing local development initiatives.

191. Incremental improvements that can be implemented during the remainder of the SUCCESS period include: (a) greater direct interaction between RSPs and government departments through the MOU modality; (b) enabling JDC members to appreciate CDLD and its potential; (c) building the capacity of VOs and LSOs for advocating and articulating their plans and priorities; and, (d) digitalising the village and union council development plans.

192. Longer-term measures for more effective and sustainable linkages include: (a) selection of sectors, departments and activities considered appropriate for partnership with community institutions and RSPs; (b) amendments in government policies, rules and procedures for allowing community institutions an effective role in government planning, budgeting and implementation processes for service delivery; (c) adequate pro poor resource allocation for priority sectors, departments and activities; and, (d) provision for the minimum RSP field staff needed in each district for facilitating linkages with government departments, building the capacity of community institutions and government departments, and monitoring community institutions after the closure of SUCCESS.

Annex 1: Population of SUCCESS Project Districts, 2017

Table 11: Population of SUCCESS Project Districts, 2017

District	Number of Talukas	Rural and Urban		Only Rural			Percent of Population Rural	Household Size	
		Households	Population	Households	Population	Percent of SUCCESS		Overall	Rural
NRSP									
Matiari	3	143,023	769,349	110,382	586,759	10.0	76	5.4	5.3
Sujawal	5	153,018	781,967	136,397	696,262	11.8	89	5.1	5.1
Tando Allahyar	3	165,503	836,887	114,105	575,094	9.8	69	5.1	5.0
Tando Muhammad Khan	3	131,565	677,228	103,853	535,178	9.1	79	5.1	5.2
Sub-total NRSP	14	593,109	3,065,431	464,737	2,393,293	40.7	78	5.2	5.1
SRSO									
Kambar Shahdad Kot	7	223,154	1,341,042	155,051	943,478	16.0	70	6.0	6.1
Larkana	4	261,331	1,524,391	140,795	822,754	14.0	54	5.8	5.8
Sub-total SRSO	11	484,485	2,865,433	295,846	1,766,232	30.0	62	5.9	6.0
TRDP									
Dadu	4	286,810	1,550,266	217,340	1,167,097	19.8	75	5.4	5.4
Jamshoro	4	180,922	993,142	103,199	558,955	9.5	56	5.5	5.4
Sub-total TRDP	8	467,732	2,543,408	320,539	1,726,052	29.3	68	5.4	5.4
Total SUCCESS Districts	33	1,545,326	8,474,272	1,081,122	5,885,577	100.0	69	5.5	5.4
Sindh Province	138		47,886,051		22,975,593				

Source: Pakistan Bureau of Statistics, "Provisional Results of Census, 2017"

(http://www.pbs.gov.pk/sites/default/files/PAKISTAN%20TEHSIL%20WISE%20FOR%20WEB%20CENSUS_2017.pdf).

Annex 2: SUCCESS Programme Logframe, Updated August 2018

	Intervention logic	Indicators	Baseline (incl. reference year)	Current value [Sep-2018]	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	Enable the Government of Sindh from 2018 to support and sustain community-driven local development initiatives throughout the province, through the provincial budget, based on a dedicated and costed policy in partnership with Community Institutions.	Reducing the number of targeted "poor" households (those having poverty scores 0 - 23); Policy changes due to community advocacy;	475,012 households with PSC 0-23 (55%) [Year: 2016];	To be assessed in programme's evaluation phase [Year: 2021];	30% numbers of target poor reduced by the end of the programme (2021);	Sample based community poverty scorecard rankings pre and post programme; Third party baseline sample surveys as ante-programme assessment and final programme evaluation as post –assessment; Policy change initiatives;	
Specific objective(s): Outcome(s)	OC 1: Stimulate community-driven local development initiatives to reduce poverty in eight poor rural districts in Sindh, paying particular attention to empowering women.	GoS has a local development policy with an emphasis on community driven development with corresponding budgetary allocation;	SPDC formed [Year: 2016];	GoS's PRS including CDLD policy formulated & approved by CM Sindh [Aug-2018];	Approved CDD policy & budget framework;	Sample based community poverty scorecard rankings pre and post programme; Third party baseline sample surveys as ante-programme assessment and final programme evaluation as post –assessment;	Programme areas remain safe and secure for implementation activities;
Increased levels, and more diverse sources of income of target households who join COs, VOs, and LSOs in targeted districts;		Avg. per capita income per month is PKR 2,096 with 59% share of unskilled labour [Year: 2016];	To be assessed in programme's evaluation phase [Year: 2021];	Income increased by 70% of target HHS' [at least PKR 1,200 per month in constant 2016 terms];	Midterm review, external and internal evaluations by EU;	Increased capacities of district authorities for service delivery are sustainable after the Programme;	
Percent of targeted households are actively mobilized, via their female members;		0% [Year: 2016];	61% of target poor households organised through members in 27,436 COs, 3,1395 VOs and 275	70% of target poor households through 32,400 COs, 3,240 VOs and 307 LSOs;	Thematic sectoral assessment studies by RSPN; Access to and use of public services survey as part of the Third party baseline sample surveys as ante-programme assessment and final; programme evaluation as post – assessment;	District authorities give priority to poverty reduction and good governance; Programme benefits are spread over the whole community including vulnerable groups	

	Intervention logic	Indicators	Baseline (incl. reference year)	Current value [Sep-2018]	Targets (incl. reference year)	Sources and means of verification	Assumptions
		Percent of targeted poor households (poverty score of 0- 23) will report a better access to and use of public services, such as access to water and sanitation, education, health, civil acts registration, etc.;	Households access to local, municipal & public services ⁴⁵ captured in baseline surveys [Year: 2016];	To be assessed in programme' s evaluation phase [Year: 2021];	70% of the targeted poor households will report better access to services;	Nutrition survey as part of the Third party baseline sample surveys as ante-programme assessment and final programme evaluation as post –assessment;	such as women, landless, and disabled;
		Percent reduction of the stunting rate of under-5 year old children in the targeted districts;	41.4% of children under 5 are severely stunted & 56.7% are moderately stunted [Year: 2016];	To be assessed in programme' s evaluation phase [Year: 2021];	10% stunting rate (under 5 age group) reduced;		
Outputs	Result/Op-1 Approximately 770,000 rural households in 8 districts mobilized and capacitated through community organisations of which at least 70% will continue to function effectively at the end of the programme.	Number of target households actively mobilized through their female members;	0 [Year: 2016];	521,850 target households mobilised;	770,000 target households mobilised;	Sample based Community institutions maturity index surveys on annual basis;	Continuous support from the Government; Adequate participation by women;
		Number of Community institutions (COs/VOs/LSOs) created or capacitated to form mature organisations;	0 [Year: 2016];	27,436 COs, 3,195VOs and 275 LSOs are formed	32,400 COs, 3,240 VO & 307 LSOs formed;		
		Number of Community Resource Persons (CRPs) / community Activists engaged at LSO level, trained in social mobilisation, development, crosscutting themes and advocacy;	0 [Year: 2016];	2,846 of CRPs engaged at LSO level, trained in social mobilisation, development, crosscutting	3,360 institutional & sectoral CRPs;		

⁴⁵ Households' access and perception on satisfaction from health, education, agriculture and livestock, legal, private sector, local government, provincial & federal governments, etc. related services and facilities captured in RSP baseline surveys through service provider in 2016. The overall targeted households' access to local, municipal and public services will be consolidated and assessed in programme's evaluation phase i.e. in 2021.

	Intervention logic	Indicators	Baseline (incl. reference year)	Current value [Sep-2018]	Targets (incl. reference year)	Sources and means of verification	Assumptions
				themes and advocacy;			
		Number of organisations provided with at least awareness raising or training on adopting coping mechanisms and resilience, disaster risk reduction, planning, savings, and crosscutting themes (nutrition, WASH, gender, human resources, environmental awareness, etc.);	0 [Year: 2016];	Members of all 27,436 COs provided monthly sectoral awareness sessions	Selected members of all 32,400 COs attended sectoral awareness sessions;		
		Number of Committees composed of local authorities and community representatives at various levels are created to enhance community-driven planning, financing, and implementation of development interventions;	0 [Year: 2016];	8 JDCs formed at district and 33 at taluka level;	8 joint development committees at district and 35 at taluka level created;		
		Number of Networks of LSOs created at district level to advocate with government for better service delivery;	0 [Year: 2016];	3 LSO Networks formed	8 district level LSOs networks created;		
	Result/Op-2. An average sustainable increase of poor household incomes by 30%	Percent increase in household incomes derived from income generating grants and CIF as productive investments;	0 [Year: 2016];	To be assessed in programme's evaluation phase [Year: 2021];	Income increased by 30% of target households;	Income surveys undertaken as part of the third party baseline sample surveys as ante-programme assessment and final programme evaluation as post-assessment;	Strong partnership and trust among stakeholders; There are no delays / hurdles in registration and bank account opening of community institutions i.e., CO / VO / LSOs;
		Technology adoption by all trained farmers and livestock owners, or inputs provided for food security and nutrition;	0 [Year: 2016];	In progress [Year: Aug-2018];	50% of households benefitted from IGGs;	Community Book Keeping;	
		Number of community members especially females receiving technical and vocational training;	0 [Year: 2016];	4,786 community members (81% women)	108,000 trained females/ household siblings;		

	Intervention logic	Indicators	Baseline (incl. reference year)	Current value [Sep-2018]	Targets (incl. reference year)	Sources and means of verification	Assumptions
		Percent of poorest community members benefit from a micro-health insurance;	0 [Year: 2016];	102,768 poorest households are benefitting from MHI	25% of poorest households (PSC 0-23);		
	Result/Op-3. Increased economic and social services and community benefits from upgraded community infrastructures and productive assets operated and maintained with community involvement	Number of community small scale infrastructure schemes completed, fully operating and maintained by the communities;	0 [Year: 2016];	99 CPis completed and being maintained by the communities	2,800 completed CPis;	Quarterly and annual progress reports; EC monitoring mission reports;	Communities are able to operate, monitor and maintain these infrastructure schemes;

Annex 3: Beneficiary Preferences for Key Interventions

Table 12: Types of Community Physical Infrastructure (CPI) schemes initiated

Type of Scheme	NRSP		SRSO		TRDP		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Link Roads and Culverts	171	86%	66	59%	25	27%	262	65%
Drinking Water Supply	27	14%	22	20%	21	23%	70	17%
Sanitation, CC Street Pavement and Drainage	1	1%	8	7%	43	46%	52	13%
Irrigation	0	0%	10	9%	0	0%	10	2%
Others	0	0%	5	5%	4	4%	9	2%
Total ^a	199	100%	111	100%	93	100%	403	100%

Notes:

^a The total CPIs initiated are 419, data for 16 CPIs have not been entered in the MIS

Table 13: Activities for which beneficiaries have utilised Community Investment Fund (CIF) loans

Use of CIF Loan	Beneficiaries							
	NRSP		SRSO		TRDP		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Agriculture ^a	2	0%	1,441	19%	151	8%	1,594	8%
Enterprise ^b	554	6%	1,235	16%	602	26%	2,391	13%
Livestock ^c	8,064	94%	4,996	65%	1,512	66%	14,572	79%
Total ^d	8,620	100%	7,672	100%	2,265	100%	18,557	100%

Notes:

^a The most common use of CIF loans in the Agriculture category is for buying or repairing agricultural equipment, covering operating expenses, land improvements and repair work.

^b The most common use of CIF in the Enterprise category is for buying goods for small enterprises and increasing working capital for grocery shops, selling vegetables and fruits, micro manufacturing concerns, equipment repair works, trading activities and starting a new enterprise.

^c Almost all the loans CIF in the Livestock category have been used for purchasing goats.

^d The total CIF beneficiaries are 19,348. Data for 791 beneficiaries yet to be entered in the MIS

Table 14: Activities for which beneficiaries have utilised Income Generating Grants (IGGs)

Use of Income Generating Grant ^a	Beneficiaries							
	NRSP		SRSO		TRDP		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Agriculture	0	0%	10	7%	51	4%	61	3%
Enterprise	16	2%	8	5%	289	25%	313	14%
Livestock	911	98%	132	88%	830	71%	1,873	83%
Total ^b	927	100%	150	100%	1,170	100%	2,247	100%

Notes:

^a The most common uses of IGGs in the three categories are the same as those noted in the table for CIF loans.

^b The total IGG beneficiaries are 2,619. Data for 372 beneficiaries yet to be entered in the MIS

Table 15: Activities for which beneficiaries have utilised CIF loans and IGGs, combining CIF and IGG numbers

Use of Loan or IGG	Beneficiaries							
	NRSP		SRSO		TRDP		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Agriculture	2	0%	1,451	19%	202	6%	1,655	8%
Enterprise	570	6%	1,243	16%	891	26%	2,704	13%
Livestock	8,975	94%	5,128	65%	2,342	68%	16,445	79%
Total	9,547	100%	7,822	100%	3,435	100%	20,804	100%

Table 16: Beneficiary preferences for Technical and Vocational Skills Training (TVST), September 2018

TVST Trades	Gender	Beneficiaries							
		NRSP		SRSO		TRDP		Total	
		No.	Percent	No.	Percent	No.	Percent	No.	Percent
Garments		655	32.9	688	78.7	1,521	79.1	2,864	59.8
Adda Work ^a	W	14	0.7	-	-	-	-	14	0.3
Ark Embroidery Design	W	15	0.8	-	-	8	0.4	23	0.5
Applique Work ^b	W	123	6.2	87	10.0	37	1.9	247	5.2
Burqa and Hijab Making ^c	W	60	3.0	-	-	-	-	60	1.3
Tailoring ^d	W	226	11.4	561	64.2	619	32.2	1,406	29.4
	M	-	-	-	-	16	0.8	16	0.3
Dress Designing	W	58	2.9	-	-	569	29.6	627	13.1
Hand Embroidery	W	65	3.3	18	2.1	231	12.0	314	6.6
Machine Embroidery	W	62	3.1	22	2.5	41	2.1	125	2.6
Rilli Making ^e	W	32	1.6	-	-	-	-	32	0.7
Beauty Industry		117	5.9	141	16.1	318	16.5	576	12.0
Beautician Skills	W	117	5.9	141	16.1	310	16.1	568	11.9
Mehndi (Henna) Art ^f	W	-	-	-	-	8	0.4	8	0.2
Food Processing		119	6.0	26	3.0	6	0.3	151	3.2
Pickle (Achar)	W	61	3.1	-	-	-	-	61	1.3
Bakery Products	M	15	0.8	-	-	-	-	15	0.3
Cooking Skills	W	-	-	26	3.0	6	0.3	32	0.7
Tomato Ketchup	W	15	0.8	-	-	-	-	15	0.3
Chips and Crispy Snacks	W	28	1.4	-	-	-	-	28	0.6
Crops and Livestock		385	19.4	-	-	-	-	385	8.0
Agriculture and Crop Management	M	32	1.6	-	-	-	-	32	0.7
Community Livestock Extension Worker	M	16	0.8	-	-	-	-	16	0.3
Home Based Livestock Farming	W	202	10.2	-	-	-	-	202	4.2
Poultry Farming	W	135	6.8	-	-	-	-	135	2.8
Automobile		664	33.4	19	2.2	61	3.2	744	15.5
Driving	M	441	22.2	19	2.2	57	3.0	517	10.8
Motorcycle Repair	M	223	11.2	-	-	4	0.2	227	4.7
Electronic and Computer-related		49	2.5	-	-	17	1.0	66	1.3
Computer Skills Training	M	34	1.7	-	-	-	-	34	0.7
Office Automation ^g	W	-	-	-	-	5	0.3	5	0.1
	M	-	-	-	-	9	0.5	9	0.2
Mobile Phone Repair	M	15	0.8	-	-	3	0.2	18	0.4
Total	Total	1,989	100.0	874	100.0	1,923	100.0	4,786	100.0
	W	1,213	61.0	855	98.0	1,834	95.4	3,902	81.5
	M	776	39.0	19	2.2	89	4.6	884	18.5

Notes:

^a The fabric to be embroidered is stretched over a wooden frame called the adda. The process is called adda work embroidery.

^b Ornamental needlework.

^c Burqa is a one-piece veil worn by a woman that covers the face and body, with just a mesh screen to see through. Hijab is a headscarf for women.

^d Nearly half the women trained in tailoring have specialised in making school uniforms and the remaining have been trained in basic domestic tailoring.

^e Rilli is a traditional Sindhi design (patchwork, which is most common, and applique or embroidery) for bedspreads and quilts handmade by women.

^f Mehndi art is a form of body art, in which decorative designs are created on a person's body, using a paste, created from the powdered dry leaves of the henna plant.

^g This supports the use of information technology in office management.

Annex 4: Progress on Key Performance Indicators as of August 2018

Table 17: Progress on Key Performance Indicators of Result/Output – 1

Ref.	Key Performance Indicators	Targets		Achievements	
		5 Years (Feb 2016-Jan 2021)	Cumulative as of Year 3 (Feb 2016-Jan 2019)	Cumulative as of 30- Sep-2018	Cumulative To date (%)
		A	B	C	D = C / B
Result/Op-1: Approximately 770,000 rural households in 8 districts mobilized and capacitated through community organizations of which at least 70% will continue to function effectively at the end of the programme.					
A. Social Mobilisation Outreach					
	Number of Union Councils where social mobilisation started	316	316	316	100%
	Number of Households with PSC survey completed	911,805	911,826	849,810	93%
	Total Population covered under PSC survey	5,737,326	5,737,326	5,702,751	99%
	Total Households organised (70% of Total Households)	660,186	643,638	521,850	81%
	(PSC 0-23)	475,264	463,224	365,980	79%
	(PSC 24-100)	184,922	171,018	155,870	91%
	Total Population represented by COs	4,312,591	3,983,474	3,480,105	87%
	Women	2,114,317	1,967,788	1,709,434	87%
	Men	2,198,274	2,049,706	1,770,670	86%
	Women's Community Organisations formed	34,594	33,098	27,436	83%
	Membership of Community Organisations	673,570	645,914	523,484	81%
	Women's Village Organisations formed	3,349	3,349	3,195	95%
	Membership of Village Organisations	69,188	58,498	41,484	71%
	Women's Local Support Organisations (LSOs) formed	316	316	275	87%
	LSOs general body membership	7,900	7,991	6,806	85%
	LSOs executive body members	4,740	4,701	3,549	75%
	Number of Women's LSO-Networks at district level formed	8	6	3	50%
	Number of VOs registered/notified by the local authority	3,349	3,496	2,945	84%
	Number of LSOs registered/notified by the local authority	316	319	238	75%
	Number of VOs have bank accounts	3,349	3,349	1,160	35%
	Number of LSOs have bank accounts	316	318	229	72%
	Number of Community Organisations that have a saving programme	22,639	26,399	31,104	118%
	Amount of Savings (PKR in million)	-	-	46.9	-
B. Training and Capacity Building:					

Ref.	Key Performance Indicators	Targets		Achievements	
		5 Years (Feb 2016-Jan 2021)	Cumulative as of Year 3 (Feb 2016-Jan 2019)	Cumulative as of 30- Sep-2018	Cumulative To date (%)
	Number of RSPs' SUCCESS staff Trained on PIM	239	221	221	100%
	Number of RSPs' SUCCESS staff on CAT	208	211	211	100%
	Number of Community members trained in CMST.	78,991	65,908	50,915	77%
	Number of Community members trained in LMST.	8,360	7,509	6,605	88%
	Number of Activists Workshops held	768	378	328	87%
	Number of community members trained on book-keeping	1,571	1,459	680	47%
	Number of community members trained as CRPs	3,663	3,380	2,846	84%
	Number of community members trained in technical & vocational skills	108,040	63,695	4,786	8%
	Number of awareness sessions conducted on cross cutting critical issues	167,480	12,351	56,685	459%
	F. Local Development Plans:				
	No. of COs developed MIPs for their member households	34,594	33,372	20,192	61%
	Number of VO's have developed the Village Development Plans (VDPs)	3,349	3,499	2,431	69%
	No. of Union Council Development Plans (UCDPs) developed	316	321	171	53%
	Number of joint development committees formed at Taluka and District level	51	41	45	110%
	Number of JDC Meetings Held	488	147	29	20%

Table 18: Progress on Key Performance Indicators of Result/Output – 2

Ref.	Key Performance Indicators	Targets		Achievements	
		5 Years (Feb 2016-Jan 2021)	Cumulative as of Year 3 (Feb 2016-Jan 2019)	Cumulative as of 30-Sep-2018	Cumulative To date (%)
		A	B	C	D = C / B
Result/Op-2: An average sustainable increase of poor household incomes by 30%.					
C. Community Investment Fund (CIF):					
	Number of LSOs managing CIF	217	183	178	97%
	Number of VOs managing CIF	1,255	1,255	106	8%
	Total amount of CIF with LSOs/VOs (PKR)	2,420,516,000	1,306,314,680	642,015,540	49%
	Total amount of CIF with LSOs	868,000,000	721,330,000	611,722,600	85%
	Total amount of CIF with VOs	1,552,516,000	584,984,680	30,292,940	5%
	Total amount of CIF disbursed to poor HHS by (VOs/LSOs) (PKR)	3,440,790,400	1,337,284,680	265,028,110	20%
	Number of HHS benefiting from CIF	213,129	92,359	19,348	21%
D. Income Generating Grants (IGG):					
	Number of LSOs managing IGG sub-grants	-	-	32	-
	Number of VOs managing IGG sub-grants	3,349	2,122	398	19%
	Total amount of IGG sub-grants with LSOs/VOs/COs (PKR)	951,555,063	676,195,608	124,279,165	18%
	Number of households benefiting from IGGs	60,960	45,798	2,619	6%
	Total amount of IGG sub-grants disbursed to poor households (PKR)	951,555,063	676,195,608	41,624,900	6%
E. Micro Health Insurance (MHI):					
	Number of households insured	130,501	114,869	102,768	89%
	Number of people insured	790,435	512,252	688,606	134%
	Amount of MHI premium given to MHI service provider (PKR)	130,501,000	168,098,000	133,214,000	79%
	Number of patients treated	-	-	3,959	-
	Amount of claims paid	-	-	58,577,222	-
	Claim ratio to premium investment	-	-	44%	-

Table 19: Progress on Key Performance Indicators of Result/Output – 3

Ref.	Key Performance Indicators	Targets		Achievements	
		5 Years (Feb 2016-Jan 2021)	Cumulative as of Year 3 (Feb 2016-Jan 2019)	Cumulative as of 30-Sep-2018	Cumulative To date (%)
		A	B	C	$D = C / B$
Result/Op-3: Increased economic and social services and community benefits from upgraded community infrastructures and productive assets operated and maintained with community involvement					
	G. Community Physical Infrastructure (CPI):				
	Number of CPIs initiated	2,800	1,665	419	25%
	Number of CPIs completed	2,719	1252	99	8%
	Number of households benefiting from CPIs	70,000	41,625	10,475	25%
	Total cost of CPIs (PKR)	1,086,284,200	602,021,326	156,380,204	26%