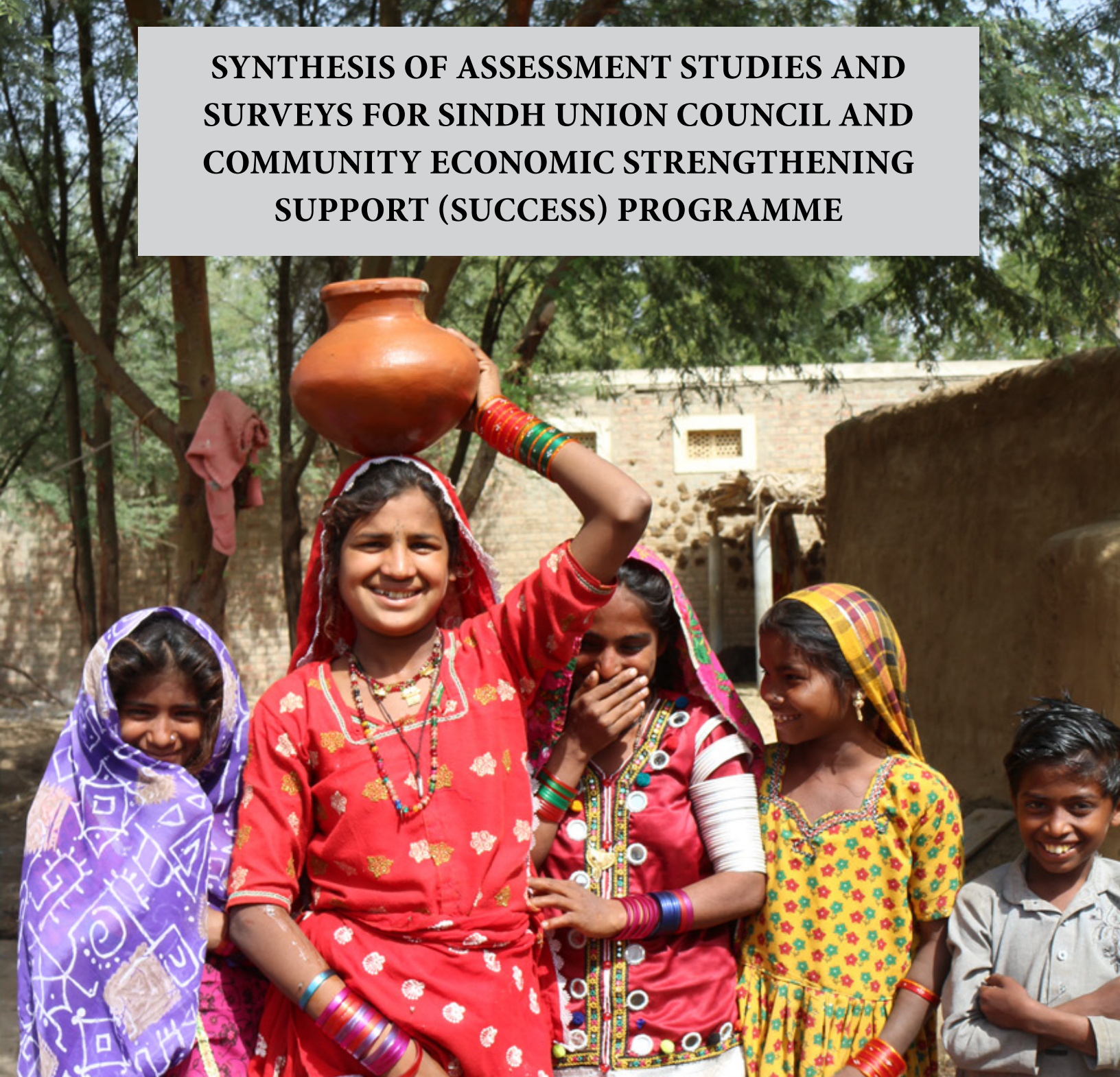


**SYNTHESIS OF ASSESSMENT STUDIES AND
SURVEYS FOR SINDH UNION COUNCIL AND
COMMUNITY ECONOMIC STRENGTHENING
SUPPORT (SUCCESS) PROGRAMME**



Rural Support Programmes Network (RSPN)

Synthesis of Assessment Studies and Surveys for
Sindh Union Council and Community Economic Strengthening
Support (SUCCESS) Programme

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Contents

Executive Summary	1
1. The SUCCESS Programme in Perspective	7
1.1. Conceptual and Programmatic Packages: Introduction	7
1.2. Approach to Poverty Graduation in Sindh	8
1.3. SUCCESS in The Evolution of Government of Sindh Policy	9
2. Programme Design	11
2.1. Programme Objectives and Outputs	11
2.2. Poverty Status of Households in The Programme Area	11
2.2.1. Poverty Status and Social Services Indicators	11
2.2.2. Asset Ownership and Patterns of Employment	12
2.3. Programme Interventions - The Conceptual Package	13
2.3.1. Organising and Capacitating Community Institutions	13
2.3.2. Micro Investment Plan for Household Poverty Reduction	14
2.4. Programme Interventions - The Programmatic Package	15
3. Programme Achievements and Household Response	17
3.1. Intervention Targets and Achievements	17
3.2. Factors Affecting Achievement of Targets	18
3.3. How Poor Households Responded to Opportunity	19
3.3.1. Flexible Process, District-level Differences and Diversity of Choices	19
3.3.2. Differences Across Districts in the Use of Community Investment Fund	19
3.3.3. Differences in The Use of Income-Generating Grants	20
3.3.4. Differences in Preferences for Technical and Vocational Training	21
3.3.5. Differences in Community Physical Infrastructure Priorities	22
4. Programme Outcomes and Impacts	24
4.1. Standard Outcome and Impact Concepts	24
4.2. Outcome-Level Changes in Household Poverty and Women's Empowerment	25
4.2.1. Outcome Indicators in The Programme Logical Framework	25
4.2.2. Immediate Outcomes (Changes in Capacity)	27
4.2.3. Intermediate Outcomes (Changes in Behaviour, Practice or Performance)	28
4.3. Impact-Level Changes	33
4.4. Summary of Programme Benefits	36
5. Sustainability of Benefits and Interventions	38
5.1. Guidelines and Insights for Assessing Sustainability	38
5.2. Sustainability of Benefits	38
5.3. Sustainability of Interventions	41
6. Lessons and The Way Forward	43
6.1. Lessons	43
6.2. The Way Forward	44

Annexes

Annex 1: Bibliography	47
Annex 2: SUCCESS Targets and Achievements in Terms of Key Performance Indicators, June 2022..	53
Annex 3: Definitions for Results-Based Management and Evaluation	57
Annex 4: SUCCESS Programme Results in Terms of Impact and Outcome Indicators	62
Annex 5: Consolidated Summary of Programme Outcomes and Impacts	64
Annex 6: Factors and Processes Required for Sustainability Benefits	68
Annex 7: Common Reasons for Failure of Small Businesses	70
Annex 8: Districts Most Vulnerable to Flooding and Drought in Sindh	71

Boxes

Box 1: Recommendations of Meeting The Challenge	7
Box 2: Poverty graduation model	9
Box 3: Key principles of Community-Driven Local Development for Poverty Reduction in The Sindh Poverty Reduction Strategy	10
Box 4: Resources of The Poor in The SUCCESS Project Districts	11

Figures

Figure 1: Differences in CIF Uses Across districts (Percent of Loans)	20
Figure 2: Differences in IGG Uses Across Districts (Percent of Grants)	21
Figure 3: Differences in TVST Preferences Across Districts (Percent of Beneficiaries)	22
Figure 4: Differences in CPI Needs Across Districts (Percent of CPI Projects)	23

Tables

Table 1: Unit Cost of Pro-Poor Interventions in The Success Programme	16
Table 2: Success Key Performance Indicator Targets and Achievements, June 2022	17
Table 3: Success Programme Results in Terms of Outcome Indicators, 2015-16 And 2022	26
Table 4: Success Programme Results in Terms of Immediate Outcomes, November 2022	27
Table 5: Success Programme Results in Terms of Impact Indicators, 2016 And 2022	33

Abbreviations and Acronyms

AKRSP	Aga Khan Rural Support Programme
CAT	Community Awareness Toolkit
CDLD	Community-Driven Local Development
CIF	Community Investment Fund
CNIC	Computerised National Identity Card
CO	Community Organisation
COVID-19	Coronavirus Disease 2019
CRP	Community Resource Person
CMST	Community Management Skills Training
CPI	Community Physical Infrastructure
EU	European Union
EUR	EURO
GoS	Government of Sindh
IGG	Income Generating Grant
IMI	Institutional Maturity Index
JDC	Joint Development Committee
KPI	Key Performance Indicator
LMST	Leadership and Management Skills Training
LHW	Lady Health Worker
LSO	Local Support Organisation
M&E	Monitoring and Evaluation
MHI	Micro Health Insurance
MIP	Micro Investment Plan
O&M	Operation and Maintenance
NADRA	National Database and Registration Authority
NRSP	National Rural Support Programme
OECD-DAC	Organisation for Economic Cooperation and Development, Development Assistance Committee
PKR	Pakistan Rupee
PPRP	People's Poverty Reduction Programme
PRS	Poverty Reduction Strategy
PSC	Poverty Score Card
ROI	Return on Investment
ROM	Results-Oriented Monitoring
RSP	Rural Support Programme
RSPN	Rural Support Programmes Network
SMT	Social Mobilisation Team
SPPAP	Southern Punjab Poverty Alleviation Programme
SRSO	Sindh Rural Support Organisation
SUCCESS	Sindh Union Council and Community Economic Strengthening Support
TA	Technical Assistance
TRDP	Thardeep Rural Development Programme
TVST	Technical and Vocational Skills Training
UCBPRP	Union Council Based Poverty Reduction Programme
UC	Union Council
USD	United States Dollar
VO	Village Organisation

Executive Summary

Introduction to the Programme and its Partners

Funded by a grant of EUR 82 million from the European Union (EU), the Sindh Union Council and Community Economic Strengthening Support (SUCCESS) programme was an important part of the Government of Sindh (GoS)'s ongoing poverty reduction initiatives. It was implemented by Rural Support Programmes (RSPs) during 2015-2023 in 8 districts (Kambar Shahdad Kot, Larkana, Dadu, Jamshoro, Matiari, Sujawal, Tando Allahyar and Tando Muhammad Khan). The EU also provided policy-related technical assistance to the GoS through an international consulting firm.

The aim of the project was to fight poverty through social mobilisation. The approach was based on the Union Council Based Poverty Reduction Programme (UCBPRP), which was launched by the GoS in 4 districts in 2009, completed in 2013, expanded in 2017 and 2020, renamed as the People's Poverty Reduction Programme (PPRP) in 2018, and by 2023 covers all the rural areas of the province. Three RSPs - the Sindh Rural Support Organisation (SRSO), National Rural Support Programme (NRSP) and Thardeep Rural Development Programme (TRDP) - have been engaged in SUCCESS and the PPRP.

These RSPs are part of the Rural Support Programmes Network (RSPN), which consists of 9 autonomous non-profit organisations that mobilise communities for rural development and poverty reduction in all parts of Pakistan. Their approach originated in the Aga Khan Rural Support Programme (AKRSP), which has operated in Gilgit Baltistan and the Chitral District of the Khyber Pakhtunkhwa Province since 1982. AKRSP's approaches and results were acknowledged internationally and

influenced provincial and federal governments and donors in Pakistan over the years.

Programme Interventions - The Conceptual Package

SUCCESS offered support to its target group that included both a conceptual package and a programmatic package of interventions. The conceptual package is common to all RSPs: it spans social mobilisation, the community leadership that emerges from it, and the values it embodies. In essence, this is a value-driven approach, one in which the poor are empowered to take the decisions that matter to them. The poor are treated as partners with potential and agency (ability to make effective choices and transform those choices into desirable outcomes).

RSPs engaged in poverty reduction start by identifying poor households and conducted a survey in SUCCESS for this purpose in 2016. Out of approximately 850,000 rural households (5.69 million people), they identified 475,000 households in the poor category. The assessment was based on the poverty score card (PSC), a cost-effective tool that is also used for targeting by the Benazir Income Support Programme (the Federal Government's social safety net programme) and a number of donor-assisted projects.¹ It enabled SUCCESS to target household-level interventions at the poor.

For social mobilisation, SUCCESS organised 608,000 households (including 426,000 poor households) into community organisations (COs). A CO consisted of approximately 15-25 women from a small settlement or hamlet who represented their households. Each CO selected 2 members (generally its office bearers) to represent it in a higher forum called the village organisation (VO). Each VO selected 2 of its office bearers for the third tier, called

1. Households are considered poor if their PSC score is 0-23 and non-poor if it is 24-100.

the local support organisation (LSO), which represented the organised communities in each union council, the lowest unit of development administration.

SUCCESS helped establish 30,274 COs, 3,460 VOs and 314 LSOs. It trained 62,214 women CO members and 9,027 women leaders of VOs and LSOs in community management and leadership. Together, the community institutions and trained activists enhanced the ability of women across 8 districts to collectively plan, implement and maintain household - and community-level projects and demand public services. These community institutions and activists combined with the RSPs in SUCCESS to establish what the RSPs call the essential socio-economic pillar for pro-poor development.²

RSP social mobilisation teams worked with community institutions at all 3 levels. At the CO level, they encouraged each and every member to prepare their micro investment plan (MIP), which lies at the core of the approach to household poverty reduction. Every woman in the CO identified an opportunity that she could manage with the help of her household members, and through which she believed she could increase household income, if facilitated with a small grant, interest-free loan or training. She decided this in consultation with her household, other CO members and RSP field staff.

Programme Interventions - The Programmatic Package

The MIP process engaged the poor as partners in honest discussion, which gave space to women and the poor to assess opportunities. The opportunities consisted of a wide range of programmatic interventions offered by SUCCESS and the context in which the beneficiaries live and work. Poor households through their MIPs identified opportunities for

income generation in view of their priorities and circumstances. In addition, women in VOs identified community physical infrastructure projects to match community priorities.

SUCCESS provided the resources available to it for the villagers' priorities after agreement on the terms of partnership for each intervention. The terms of partnership specified the responsibilities of the RSPs and the beneficiaries. The opportunities that materialised in the process generated changes in the lives of the beneficiaries that were observed initially at 2 levels. The first of these are enhanced access and enhanced skills,³ which signify improved capacity. The next level spans changes in behaviour, practice or performance. Changes at both levels are illustrated below.

Community Investment Fund

Through 530 VOs and LSOs, SUCCESS provided PKR 3.88 billion for 196,281 interest-free loans to 118,730 poor households. This intervention materialised through grants given to VOs and LSOs to establish a revolving fund, called the community investment fund (CIF). Women identified by the COs used the CIF to purchase assets through which they could increase their incomes. With considerable variation across districts and households, beneficiaries used 85% of the loans for investing in livestock, 8% for agricultural purposes and 7% for enterprises. The repayment rate was 96%.

Income-Generating Grants

SUCCESS provided PKR 1.12 billion in grants to 64,377 households through 2,713 VOs and LSOs. These were one-time income-generating grants (IGGs) for purchase of assets by those among the poor and the poorest who did not have the capacity to repay loans. Their need for grants was assessed by the COs to which they belonged. The women who received this

2. The socio-economic pillar is needed for mobilising the poor around the conceptual package, and capacitating them to identify and implement programmatic interventions. This reflects the experience and broad recognition that the administrative and 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.

3. "Enhanced" includes both "improved" and "increased" change.

assistance used 91% of the grants for investing in livestock, 7% for small enterprises, and 2% for agricultural purposes, with considerable diversity in investment choices across districts and households.

Technical and Vocational Skills Training

SUCCESS arranged participation in technical and vocational skills training (TVST) for 43,632 community members, including 34,343 women. More than half (55%) of the beneficiaries opted for training related to garments, textiles and the design of clothes and accessories; another 21% for training in crop- and livestock-related activities; and the remaining 24% in 6 other categories of skills and trades. Fifty percent of the beneficiaries found employment in the formal and informal sectors and/or in micro business (31% in jobs and 19% self-employed).

Outcomes of Other Household-level Interventions

These included:

- Enhanced business development skills for 3,279 women and access to enterprise development grants 4,356 persons;
- Enhanced literacy and numeracy among 31,374 women for daily-life applications and preparing them to enrol in formal schooling and skill-development programmes; and,
- Enhanced access to health insurance for 137,508 households, covering 929,909 individuals, with the treatment of 23,483 people and claims paid in the amount of PKR 354 million.

Performance of Community Institutions

SUCCESS granted PKR 1.61 billion for 2,680 community physical infrastructure (CPI) projects identified and implemented by VOs for an estimated 229,000 households. Approximately half (49%) of the projects were for sanitation (sub-village level cement concrete and brick pavements with drainage, fixing of open drainage, and household and community-level latrines). Link roads, culverts and bridges accounted for 30% of all projects;

drinking water supply for another 12%; and the remaining 7% included flood-protection walls, community centres, rehabilitation of schools and solar systems.

All the completed CPI schemes were being operated and maintained by beneficiary communities.

Assessing the health of community institutions in terms of a number of indicators, SUCCESS found that 80% of the technically and financially viable women-led community institutions (COs, VOs and LSOs) scored 70% or above on the institutional maturity index used by the RSPs.

Linkages Between Community Institutions and Government Departments

With GoS support, SUCCESS formed joint development committees (JDCs) that brought together female LSO leaders, RSP representatives and district heads of government departments. These JDCs were chaired by the deputy commissioner at the district level and the assistant commissioner at the taluka level. They were major contributors in fostering mutually-beneficial linkages between LSOs and government departments. The JDCs acted as the district hubs for motivating linkages, and the RSPs and LSOs as the spokes through which multiple linkages materialised. It was a win-win scenario.

Progress was evident in terms of obtaining cash transfers, birth certificates, national identity cards, voter registration, family planning practices, school facilities and teacher services, deliveries arranged in hospitals, and vaccination (including for polio), and participation in school enrolment, tree planting and livestock vaccination campaigns. These linkages exemplified the aspiration first articulated by GoS in UCBPRP in 2009 – that community institutions serve as a conduit for line departments to develop their regular annual development programmes and deliver services through these institutions.

Programme Impact

Impact of Individual Interventions on Household Income

The average profits from CIF and IGG investments were estimated in 2020 to be PKR 12,702 per annum for livestock, PKR 19,836 per season for agriculture, and PKR 24,360 per annum for business enterprises. On average, the CIF and IGG investments by beneficiaries contributed 7% to 14% to the annual household income of the beneficiaries. Those among the TVST beneficiaries who were employed reported an average monthly income of PKR 18,108. Across districts, this was the equivalent of 12% to 24% of the household income of the beneficiaries.

Impact of Community Physical Infrastructure

The estimated return on investment indicates that all categories of CPIs were viable investments for the benefit of the communities. Socio-economic benefits included the following:

- Water hand pumps enhanced year-round availability of safe drinking water, reduced water-borne diseases, and saved time for women and children in fetching water that is now used for other economic, social and educational activities.
- CPIs such as brick pavements, street pavements, link road and culverts provided the poor community members with easy access to nearby roads and public services such as hospitals in an emergency, local markets, schools, courts, government department offices and so on.
- Low-cost latrines contributed to improved hygiene and sanitation conditions, which reduced the frequency of hospital visits. Women's and girls' safety, security and respect were also enhanced due to the availability of a sheltered place. Future contamination of boreholes caused by open defecation was minimised and disease transmission from flies reduced.
- Lift irrigation increased crop yields as it ensures availability of irrigation water at

a time when there is a shortage of water supply in canals. Increased production leads to higher household income that can be used on health, education, food or to purchase inputs for the next crop.

- CPIs for solar power enabled communities to extend their working hours beyond sunset and earn more by working more due to the availability of lighting.

Overall Impact on Household Income and Poverty

SUCCESS contributed to increased household income and poverty reduction among poor households:

- The average real income of poor beneficiary households increased by 37% during the programme implementation period. This is broadly consistent with the findings given above for changes in the income of CIF and IGG beneficiaries estimated in 2020.
- Moreover, an estimated 25% of the households in the poor (PSC 0-23) category moved up to the non-poor category between 2016 and 2022. To put this in perspective, the funds available to SUCCESS for CIF and IGGs covered only 43% of the poor households.

There was no change, however, in the overall poverty status in the programme area, as estimated by the PSC tool. In this survey-based estimation, the number of households in the poor category that moved up to the non-poor (PSC 24-100) category is approximately the same as the number of non-poor households that moved into the poor category. It is also clear that some of the poor as well as the non-poor were affected adversely during the programme implementation period:

- The households that moved from the non-poor to the poor category between 2016 and 2022 constituted 47% of the non-poor in the sample used for the baseline and endline surveys.
- A study undertaken in 2020 estimated that 28% of the CIF and 12% of the IGG beneficiary (poor) households had fallen

into a lower poverty band (associated with a higher level of poverty) compared with the baseline.

Arguably, the patterns described above are linked to the overall economic context that prevailed during programme implementation. The key factors that mattered included macroeconomic policies, the stabilisation programme agreed with the International Monetary Fund in July 2019, the lockdowns associated with the COVID-19 pandemic since March 2020, and a number of natural disasters.

Impact on Women's Empowerment

The level of empowerment reported by female beneficiaries, assessed through a composite index of political, economic and social empowerment, showed an increase of 7.2% due to programme interventions. Studies suggest that increased women's empowerment reflected:

- Increased women's incomes resulting, in particular, from CIF loans and IGGs, accompanied by their use of increased incomes in business investment, purchase of consumer durables, improved diet for the family, as well as education, health and some of their personal needs;
 - Greater mobility for participation in community meetings; access to banks, markets, medical facilities and children's schools, among other services; and visiting friends and attending social and political gatherings;
 - Increased role in decisions related to house repair or building, children's education and marriages; and leadership positions in the management committees of the CPIs;
 - Increased political awareness among the women beneficiaries and increased likelihood of voting in the local as well as general elections; and
- Approaches by various candidates and their political allies for some of the LSO leaders to mobilise votes in their support. The involvement of women in politics in these ways was a significant development in the feudal and traditional context of the project area.

The Way Forward

The most important challenges concern the sustainability and scaling up of SUCCESS initiatives for social mobilisation, the CIF, and linkages between community institutions and government departments.⁴ SUCCESS was an important link in GoS initiatives that have consistently received support from the highest levels of political and administrative leadership in the province. Thus, GoS and its policies must be viewed as central to the sustainability of important SUCCESS interventions.

Enabling policy actions are needed, first of all, to institutionalise the 2009 GoS aspiration – that community institutions serve as a conduit for line departments to develop their regular annual development programmes to deliver services through these institutions. SUCCESS operationalised this aspiration through the JDCs and individual departments. SUCCESS and the JDCs have now ended and the need for GoS policy action remains: the kind of mutually-beneficial linkages that SUCCESS produced need to be formalised for social and productive sector departments across the province.

For their part, the RSPs need to support the GoS and the community institutions in three important ways. One of these is to facilitate community institutions, government departments and elected representatives to build alliances in support of broad-based rural development in the province. The RSPs can foster regional associations of LSO activists to work with interested government departments

4. There are also intervention-specific operational lessons for future initiatives that are described, in particular, in Section 6.1 of the report, the external monitoring mission reports and the RSPN key performance indicators reports. These are not covered here but also deserve careful consideration by the RSPs and other relevant stakeholders.

and elected representatives. The representatives, assisted by the other stakeholders, could lead a dialogue at the provincial policy levels in the executive and legislative branches of the government.

The second challenge for the RSPs is to ensure the sustainability of the CIF. Detailed financial and institutional analysis is required, with information that reflects the current situation (including costs in an environment of high inflation). Moreover, the poverty situation has worsened, as indicated above, and additional resources need to be mobilised for the CIF for helping the growing number of poor households.

The third challenge for the RSPs is to ensure continuing support and monitoring beyond SUCCESS. This would have to be provided through district offices and adequate field staff that is needed to support LSOs in ensuring accountability and financial viability in managing the CIF, strengthening linkages with new government staff, and promoting awareness of new issues that come up from time to time and affect villagers.

In conclusion, it would not be out of place to recall some of the principles articulated for the socio-economic pillar by Dr Akhtar Hameed Khan during his first visit to the AKRSP in June 1983:

AKRSP's main functions should be:

- Social and economic village organisations (VOs);
- Liaison between VOs and government and other agencies;
- Training of VO managers and other cadres in coordination with other agencies;
- Opening up of services and supplies lines to VOs, again in coordination with other agencies;
and,
- Selective research to discover more efficient methods, implements and materials.

1. The SUCCESS Programme In Perspective

1.1. Conceptual and Programmatic Packages: Introduction

1. The idea of social mobilisation on a large scale was introduced in Pakistan through the Aga Khan Rural Support Programme (AKRSP), which has operated in Gilgit Baltistan and the Chitral District of Khyber Pakhtunkhwa Province since 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.⁵

3. It is well established that this function cannot be performed by the administrative and 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 people, especially the poor,

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: South Asian Association for Regional Cooperation, *Meeting The Challenge*, 1992

and support mechanisms such as the RSPs. This and other important lessons for poverty reduction (refer to Box 1) were first set forth in Meeting The Challenge (1992), the report of the Independent South Asian Commission on Poverty Alleviation.⁶

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

5. The Rural Support Programmes Network (RSPN) consists of 9 autonomous non-profit organisations that mobilise communities for rural development and poverty reduction in all parts of Pakistan.

6. The commission consisted of highly-regarded South Asian intellectuals, policy managers and practitioners concerned with poverty issues.

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.⁷ The achievements highlighted in the first two of these evaluations, together with widespread recognition in the international development community, led to the Ramon Magsaysay Award for the founder of the RSPs, Mr Shoab 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 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, 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 Andhra Pradesh 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 (World Bank 2015). Based on the achievements of these projects, the Government of India 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; this project has a cost of USD 5.1 billion.⁸ A large number of government departments are engaged in this project for providing goods and services through community institutions.

1.2. Approach to Poverty Graduation in Sindh

9. In 2009, the Government of Sindh (GoS) launched the Union Council Based Poverty Reduction Programme (UCBPRP)⁹, implemented by the Sindh Rural Support

7. 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.

8. World Bank website 'The National Rural Livelihoods Project.'

9. UCBPRP website <http://www.ucbprp.net.pk/home.htm>

Organisation (SRSO) and Thardeep Rural Development Programme (TRDP). The programme was undertaken in 4 districts (Kashmor, Shikarpur, Jacobabad and Tharparkar)¹⁰ 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 Box 2) was introduced:

- Social mobilisation was based on small groups of poor women forming community organisations (COs) with approximately 15 members each.
- The COs nominated two women each to form the VO, which nominated two members each to form the local support organisation (LSO) at the union council level (the lowest tier of development administration in Pakistan).¹¹
- 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 assets through which they could increase their incomes.¹²
- The LSO was also given a grant to provide one-time income-generating grants (IGGs) to those among the poorest who did not have the capacity to repay loans, as confirmed by the CO.
- 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.

1.3. SUCCESS in the Evolution of Government of Sindh Policy

10. Representatives of the European Union

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: Hashemi and de Montesquiou 2011, and Banerjee et al. 2015.

(EU) visited the UCBPRP and gained first-hand exposure to its approach and its impact on women's empowerment and household poverty. After consultation with the Government of Pakistan, GoS and the RSPs, the EU signed a Financing Agreement with the Government of Pakistan in 2015 for an eight-year (2015-2023) project called the Sindh Union Council and Community Economic Strengthening Support (SUCCESS) programme¹³ with a budget of EUR 82 million.

11. The Financing Agreement acknowledged that GoS intended to scale up the UCBPRP and noted that:

- The EU contribution through SUCCESS builds on the [UCBPRP]'s experience aiming at supporting the Sindh Government in developing its local development policy and allowing for a wider geographical outreach and providing financial means for important impact in rural Sindh.
- The aim of the project is to fight poverty through community mobilisation.
- The project builds on the demonstrated

10. District names and spellings used in this document are consistent with those used in Government of Pakistan 2017, which reports the results of the Population Census of 2017.

11. 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 a team of external experts (Jiwani and Ahmad 2009).

12. As it took time to organise LSOs (by going through the process of establishing COs and VOs first), the CIF was initially managed through VOs and responsibility transferred subsequently to LSOs.

13. The Financing Agreement was signed on 17 August 2015. The operational implementation period was initially 72 months but the programme later received a no cost extension of 17 months in 2021. Thus, the operational implementation period started in October 2015 and concluded in February 2023.

successful indigenous three-tier social mobilisation approach developed by the RSPs in Pakistan based on community-driven development.

12. The SUCCESS programme was based on the UCBPRP approach¹⁴ and implemented by 4 RSPs, namely, SRSO, TRDP and NRSP as the implementing partners together with the Rural Support Programmes Network (RSPN). SRSO, TRDP and NRSP implemented the programme in the 8 districts included in SUCCESS, namely, Kambar Shahdad Kot, Larkana, Dadu, Jamshoro, Matiari, Sujawal, Tando Allahyar and Tando Muhammad Khan. These districts accounted for 26% of the 2017 rural population of Sindh. In addition to the RSPs, the EU contracted the consulting firm Ernst & Young to provide policy-related technical assistance to GoS.

13. In 2017, GoS expanded the UCBPRP to a further 6 districts of Sindh (Khairpur, Sanghar, Umer Kot, Mirpur Khas, Badin and Thatta). This programme (referred to as the Expanded UCBPRP) was implemented by SRSO, bringing UCBPRP coverage to a total of 10 districts. Together, UCBPRP and SUCCESS extended a community-driven local development (CDLD) approach to 18 districts of Sindh.

14. In 2018, GoS decided to rename the UCBPRP initiative as the People's Poverty Reduction Programme (PPRP) and decided to extend it to the remaining rural areas of the province – Ghotki, Sukkur, Naushahro Feroze and Shaheed Benazirabad Districts, and the rural union councils of Karachi and Hyderabad Districts. PPRP implementation in Ghotki and Sukkur started in 2020. GoS has also approved plans for extending the PPRP to Naushahro Feroze and Shaheed Benazirabad Districts and the rural union councils of Karachi and Hyderabad Districts. Thus, the PPRP would have covered all the rural areas of the province by 2023.

15. During 2016-2017, the SUCCESS technical assistance team prepared a poverty

reduction strategy (PRS) and roadmap for PRS implementation in consultation with GoS and other stakeholders. The PRS document (Ernst & Young 2018) presents CDLD as the foundation of the PRS and includes a CDLD Policy for the GoS. The PRS was endorsed by the GoS Strategy Policy Dialogue Committee in March 2018 and announced by the Chief Minister of Sindh at the Sindh Development Forum on 28 March 2018. The PRS document lays down the key principles for a community-driven local development approach to poverty reduction that emerged from consultations with stakeholders (see Box 3). Like the recommendations of Meeting The Challenge (Box 1), the PRS emphasises social mobilisation and partnership between government and community institutions. In addition, in view of the RSP experience in Sindh, it elevates the importance of women-centred social mobilisation for women's empowerment and household poverty reduction.

Box 3: Key Principles of Community-Driven Local Development for Poverty Reduction in The Sindh Poverty Reduction Strategy

- 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 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 combination of a top-down/bottom-up approach.

Source: Ernst & Young 2018, p. 19.

14. In SUCCESS, the LSOs also formed higher-level LSO networks at the taluka (sub-district) and district levels for collaboration and cooperation with government departments, donors, non-governmental organisations, and other stakeholders. The interventions supported through SUCCESS differed somewhat from those in the UCBPRP and are introduced below.

2. Programme Design

2.1. Programme Objectives and Outputs

16. The overall objective of SUCCESS was to 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.¹⁵ Its specific objective was to stimulate community-driven local development initiatives to reduce household poverty in 8 poor rural districts in Sindh, paying particular attention to empowering women.

17. The programme had 5 outputs:

- **Output 1:** Approximately 600,000 rural households in 8 districts identified, mobilised into a three-tier system of community institutions (COs, VOs and LSOs) and capacitated.
- **Output 2:** Community investment fund, income-generating grants, technical/vocational training and micro health insurance provided to poor households.
- **Output 3:** Community-identified infrastructure built or improved with community involvement.
- **Output 4:** GoS supported in poverty reduction strategy (PRS) and community-driven local development (CDLD) policy formulation, budget framework and implementation.¹⁶
- **Output 5:** SUCCESS programme delivery, efficiency and impact measured and reported timely.

2.2. Poverty Status of Households in the Programme Area

2.2.1. Poverty Status and Social Services Indicators

18. Conducting a survey on the poverty status of households is normally the first step taken by the RSPs in a poverty graduation programme. This was reflected in SUCCESS Output 1 and the programme started in the same way. The RSPs carried out a survey of the rural population in the 8 districts selected for SUCCESS in 2016. The identification of poor households was

Box 4: Resources of The Poor in The SUCCESS Project Districts

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

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

15. This section is based on the final (November 2022) version of the programme's logical framework.

16. This output was assigned to the technical assistance team of Ernst & Young.

based on the poverty score card (PSC), a tested and cost-effective tool developed by the World Bank.¹⁷

19. The survey covered a population of 5.69 million in approximately 850,000 households, out of which 475,000 households (56%) were in the PSC 0-23 (or poor) category.¹⁸ The breakdown among poor households was as follows:

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

20. 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% of the population. Among adults, 78% of the men, 96% of the women and 87% of the total had never attended school. More than half of the remaining 13% had completed only 5 years of schooling. Among school age children (5-6 years old), 66% of the boys and 79% of the girls were not in school. Characteristics of poor households that tend to affect their prospects significantly are summarised in Box 4, with additional information provided below

21. Less than 1% of those in poor households (and slightly more than 1% of the non-poor) had obtained birth certificates. However, 76% of the poor (and the same proportion among the non-poor) possessed government-issued computerised national identity cards (CNICs), which are a pre-requisite for banking, higher education, voter registration and employment in the formal sector. Among poor households, 81% of the men and 71% of the women had obtained CNICs.

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

2.2.2. Asset Ownership and Patterns of Employment

23. Approximately 8% of the poor households (and 36% 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% of the poor households owned a cellular phone, 17% had television and 13% had a cooking stove or cooking range. Very few poor households (0.1% to 1.6%) owned appliances such as refrigerator, freezer, air conditioner, air cooler, geyser, heater and microwave oven.

24. Fifty-three percent of the poor households (and 63% of the non-poor) reported owning livestock. Almost equal proportions of the poor households (28-30%) 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% of the poor owned sheep and 10% owned donkeys.

25. As many as 92% 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% of those working outside the house were

17. The PSC tool is also used by the Benazir Income Support Programme (the Federal Government's social safety net programme), the Pakistan Poverty Alleviation Programme (the apex entity for supporting poverty alleviation), International Fund for Agricultural Development 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. The PSC was used to establish baseline benchmarks by identifying poor households in order to effectively engage them in the social mobilisation process and provide targeted interventions exclusively designed for household income and productivity enhancements.

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

engaged in agricultural or off-farm labour that pays workers on the basis of daily wages in cash or kind. Less than 3% worked on their own land, and the remaining 7% were engaged in government and private sector employment and some form of business.

2.3. Programme Interventions – The Conceptual Package

26. SUCCESS offered support to its target group that included both a conceptual package and a programmatic package of interventions. The conceptual package is common to all RSPs and is at the core of the socio-economic pillar: it spans social mobilisation, the community leadership that emerges from it, and the values it embodies.¹⁹ In essence, this is a value-driven approach, one in which the poor are empowered to take the decisions that matter to them.

27. Empowerment of the poor through their own organisations and decisions is central to the RSP approach. The poor are treated as partners with potential and agency²⁰. This gives space and opportunity to women and the poor. They respond to opportunity and pursue outcomes for their wellbeing. This is consistent with the experience that the poor, when engaged as partners in honest discussion, look for opportunity, not handouts.²¹ In SUCCESS, as in other RSP initiatives, the poor identified opportunity through a household-based micro investment plan, which is described below.

2.3.1. Organising and Capacitating Community Institutions

28. The foundation for social mobilisation in SUCCESS was to organise 70% of the households, including all the poor (PSC 0-23) households, into COs of approximately 15-25 women each representing their households. The CO was the primary tier of community institutions fostered in SUCCESS and typically covered a small settlement or a hamlet of a

larger village. It focused on poverty reduction interventions for individual households as well as small community-level schemes at the hamlet level.

29. The VO was the second tier. It is a federation of COs intended for planning and coordination at the village level. The VO membership (general body) consisted of two members (preferably the president and manager) from each CO. The key function of the VO was to implement village level-activities, including community-identified community physical infrastructure such as drinking water, irrigation, sanitation and drainage and link road projects. VOs also established linkages with various government departments and non-governmental organisations.

30. The third tier was at the union council level and called the local support organisation (LSO), which is a federation of all the VOs in the union council. The membership (general body) of the LSO included at least two members from each VO. The key function of the LSO was coordination and implementation of development activities at the union council level, establishing linkages with government and other organisations, and providing guidance and support to VOs and COs. The LSO was also responsible for managing a grant, which it received from SUCCESS to provide and recover interest-free loans to the poor on a continuing basis.

31. In addition, the LSOs formed tehsil and district LSO networks for more effective cooperation with contributors to local development. These networks were expected, in particular, to articulate community needs and plans to government district-level authorities.

32. Community leaders selected by the villagers played a key role at all these levels. To start with, every CO identified two honest and sincere women to serve the community

19. For example, mobilisers and technical experts are expected to respect the decisions of the poor, not over-ride them. Specific interventions are designed to accommodate the diversity of household and community choices, not to impose blueprints prepared by experts. Successes and failures are owned by the community.

20. Here, agency is understood as an individual's or group's ability to make effective choices and transform those choices into desirable outcomes.

21. This experience is echoed in a recent assessment of the impact of nine years of cash transfers on the recipient households' wellbeing: "[M]ost importantly, we need to give space to the poor to grow, as mere handouts would not do so. A cash transfer cannot be a substitute for opportunity. Exclusion from opportunity is the biggest reason for people staying poor" (Nayab and Farooq 2020).

on a voluntary basis as the president and the manager. Those among them who stood out for their skills and service to the community were selected by their peers to leadership positions in the VO and LSO. SUCCESS trained all these leaders in social mobilisation, planning and implementing development activities, engaging government and non-government service providers, and promoting accountability to the community.

33. A three-day long training programme, called community management skills training (CMST), was organised for the elected CO-level women leaders, including presidents and managers. This was intended to build their capacity to manage and lead their respective COs, so that they could perform development activities with a participatory methodology. CMST comprised of interactive lectures, group work and individual tasks where participants were trained in managerial skills, development planning, social mobilisation, utilisation of the community awareness toolkit (CAT),²² record keeping, household micro investment plans, and the methodologies of the SUCCESS Programme. In most of the COs, additional members were also provided the CMST, so that in instances when officer bearers stop holding the positions, they could be replaced with already-trained members.

34. At the VO and LSO levels, the presidents and managers received leadership management skills training (LMST). The LMST included multiple topics: the approach of the SUCCESS Programme, the significance of the higher tiers of community institutions, need and development of the village development plan and union council development plan, implementation and management of IGGs and community physical infrastructure (CPI) schemes at the VO level, and management of CIF and linkages with government line departments at the LSO level.

35. SUCCESS identified community resource persons (CRPs), mostly women from local communities who were committed to work for the advancement of their community. They conducted CAT sessions in the monthly meetings of the COs and assisted RSPs and community institutions to mobilise non-members to increase the organised households' coverage. They were also responsible for monitoring CO meetings and assisting in record keeping.

2.3.2. Micro Investment Plan for Household Poverty Reduction

36. Starting at the CO level, each and every CO member prepared their micro investment plan (MIP), which lies at the core of the approach to household poverty reduction. The MIP entailed engagement between the implementing RSPs and all the CO members. Every woman in the CO identified an opportunity that she could manage with the help of her household members, and through which she believed she could increase household income, if facilitated with a small grant, interest-free loan or training.²³ She decided this in consultation with her household, other CO members and SUCCESS field staff.

37. SUCCESS did not impose a menu of externally-identified choices on CO members during the MIP process. It did not give advice based on socio-economic surveys and market research because these methods do not take into account the resources and circumstances of the poor (which are described in Section 2.2). Rather, it encouraged CO members to identify income-generating opportunities in view of their circumstances and aptitude. Thus, SUCCESS offered a flexible process to enhance the agency of women and the poor, accommodate diversity of choice, and generate immediate and visible impact. How the poor responded through this process is described in Section 3.3 of the report.

22. This toolkit is designed to create awareness on critical social issues such as health, education, sanitation, basic civil rights, environment and disaster risk reduction.

23. The programme budget for household-level small grants and loans covered only 43% of the poor in the PSC 0-23 category organised into community organisations.

2.4. Programme Interventions – The Programmatic Package

38. As in other RSP initiatives, SUCCESS also had its own programmatic package, which consisted of interventions that are tailored to specific projects and their context. The programmatic package included two kinds of interventions, those that were funded by the EU and implemented directly by the RSPs, and goods and services obtained through linkages with government and other service providers.

39. The EU-funded interventions (with unit costs shown in Table 1) were:

- Households in the PSC 0-23 category were eligible for interest-free loans from the CIF, which was a capital grant from SUCCESS given to and managed by community institutions with RSP support. The LSOs and VOs managing CIF identified and hired community bookkeepers (CBKs). SUCCESS arranged training for the CBKs, who supported the LSOs and VOs in CIF appraisal of beneficiary proposals, record keeping, and CIF recovery. It is expected that the CIF will support the financial and institutional sustainability of the community institutions.
- The poorest among the PSC 0-23 households were eligible for one-time IGGs to start their income-generating activities, but only if the CO said they should get a grant instead of an interest-free CIF loan in view of their financial circumstances and inability to repay a loan.²⁴
- PSC 0-23 households were also eligible for technical and vocational skills training (TVST) for young women and men, which was expected to lead to employment or self-employment. Following a recommendation

from the mid-term review in 2019, SUCCESS decreased its target number of TVST beneficiaries and increased the budget per trainee to facilitate higher-quality and longer-duration training. In addition, for increasing the effectiveness of the TVST, grants were provided to the TVST beneficiaries in the last year of the programme for buying tools/equipment and enterprise grants to initiate self-employment activities.

40. In addition to these household-level income-generating interventions, SUCCESS provided:

- Micro health insurance (MHI) through an insurance company to 25% of the poorest (starting from the lowest PSC score, following community validation).²⁵ This was a social protection measure to protect the most destitute and vulnerable households from health shocks that could push them deeper into poverty due to large expenses commonly incurred on health-related issues; and,
- Grants to VOs for community-identified CPI projects. Women took the lead in identifying these projects.

41. In order to promote micro enterprise development, business development groups (BDGs) were formed for those micro enterprises that had similar skills or business interest, so that they could purchase inputs in bulk and sell products on a larger scale. Efforts were made to create linkages of artisans and BDGs with local as well as national market actors through organising exhibitions of the products of artisans and social media marketing.

24. Based on the resources available to them, NRSP and TRDP provided IGGs to households in the PSC 0-9 category. With the availability of additional resources as result of exchange rate gain, TRDP also provided IGGs to households in the PSC 10-23 band to widows and households with disabilities. In SRSO, the target group for IGGs was PSC 0-23 and within this range the identification of beneficiaries was done by CO.

25. In view of the availability of resources, TRDP provided MHI to households in the PSC 0-15 category, and NRSP and SRSO to PSC 0-12 households. In SRSO, however, one additional MHI card was given to each CO for one of the neediest households in the PSC score 13-23 band, if CO members so decides.

Table 1: Unit Cost of Pro-Poor Interventions in The SUCCESS Programme

Intervention	Cost in PKR		Cost in EUR ^a	
	Maximum	Average	Maximum	Average
Income generating grant ^b	40,000	17,280	275	119
Loan from community investment fund ^b	50,000	19,789	343	136
Technical and vocational skills training ^c	60,000	13,000	412	89
Micro health insurance premium ^d		1,000	-	7
Community physical infrastructure ^e	2,535,934	601,998	17,420	4,135
Enterprise grants	500,000	44,128	3,435	303

Notes:

^a PKR amounts have been converted at the rate of EUR 1 = PKR 146.

^b The cost is per household reached through a woman household member of the community organisation.

^c The cost is per trainee.

^d This is the premium paid per family, per year. The coverage is up to PKR 25,000 per year for the hospitalisation of an insured family member.

^e The cost is for a village-level infrastructure scheme.

42. An adult literacy and numeracy skill (ALNS) component was added in the revision of the SUCCESS Programme in 2021. The objectives of the ALNS were to enable women to develop their knowledge and skills, and to participate fully in their communities and wider society to achieve their goals. This component aimed to reach women and girls who either never attended school or dropped out before completing the fifth grade in formal schooling. Moreover, it was also linked with other components of the programme. For example, women beneficiaries of TVST, CIF and enterprise development, who needed basic literacy and numeracy skills to run their businesses were enrolled at the adult literacy centres to learn financial literacy skills.

43. Adult literacy centres (ALCs) were established at the settlement (sub-village) level where women could easily commute and attend

the session. The ALC centres were equipped with basic furniture, white/black boards, mats, and IEC materials. Each ALC accommodated 25 learners on average. Each adult literacy and numeracy course lasted 8 months, with 3 hours each working day.

44. For fostering linkages between government departments and community institutions, SUCCESS formed joint development committees (JDCs) that brought together community representatives (typically female LSO leaders), RSP representatives and district heads of government departments. These committees were notified by the deputy commissioners of the respective districts; they were chaired by the deputy commissioner at the district level and the assistant commissioner at the taluka level.

3. Programme Achievements and Household Response

3.1. Intervention Targets and Achievements

45. SUCCESS key performance targets and achievements are summarised in Table 2, with additional detail in Annex 2, which reproduces the standard SUCCESS format for reporting on key performance indicators (KPIs).

Table 2: SUCCESS Key Performance Indicator Targets and Achievements, June 2022

Key Performance Indicator	Target	Achievement	% Achieved
Social Mobilisation Outreach			
Number of union councils where social mobilisation started	316	316	100
Number of households organised	607,270	607,943	100
● Poor households: PSC 0-23	439,471	426,328	97
● Non-poor households: PSC 24-100	167,799	181,615	108
Number of women's community organisations formed	31,015	30,274	98
Membership of community organisations	610,206	610,206	100
Women's village organisations formed	3,474	3,460	100
Membership of village organisations	62,030	57,320	92
Women's local support organisations (LSOs) formed	314	314	100
LSO general body membership	8,292	8,292	100
LSO executive body members	3,819	3,819	100
Number of women's LSO networks at district level formed	8	8	100
Training and Capacity Building			
Number of women community organisation members trained in community management skills training	67,005	62,214	93
Number of women leaders at VO and LSO level trained in leadership management skills training	9,221	9,027	98
Number of community members trained as community resource persons	5,449	5,236	96
Number of community members trained as book-keepers	1,149	1,067	93
Number of women beneficiaries of literacy and numeracy programme certified by government literacy department	35,330	31,374	89
Community Investment Fund (CIF)			
Number of LSOs managing CIF	314	314	100
Number of VOs managing CIF	216	216	100
Amount of CIF with LSOs/VOs (PKR million)	1,710	1,710	100
Amount of CIF disbursed to poor households by VOs/LSOs (PKR million)	1,710	3,884	227
Number of households benefiting from CIF	264,694	118,730	45
Number of loans	264,694	196,281	74
Overall CIF repayment rate (%)		96	

Key Performance Indicator	Target	Achievement	% Achieved
Income Generating Grants (IGGs)			
Number of LSOs managing IGG sub-grants	81	81	100
Number of VOs managing IGG sub-grants	3,440	2,632	77
Total amount of IGG sub-grants with LSOs/VOs/COs (PKR million)	1,155	1,115	97
Number of households benefiting from IGGs	65,208	64,377	99
TVST and Micro Enterprise Development			
Number of community members trained in TVST	46,041	43,632	95
Number of women trained in TVST	23,020	34,343	149
Number of women Business Development Groups (BDGs) formed	551	551	100
Number of women members of BDGs	3,279	3,279	100
Number of BDG members and TVST beneficiaries provided Business Development Grants	5,035	4,356	87
Amount of Business Development Grant provided (PKR million)	192	192	100
Micro Health Insurance (MHI)			
Number of households insured	138,566	137,508	99
Number of people insured	937,315	929,909	99
Amount of MHI premium given to MHI service provider (PKR million)	505	470	93
Number of patients treated		23,483	
Amount of claims paid (PKR million)		354	
Claim ratio to premium investment		0.75	
Community Physical Infrastructure (CPI) Projects			
Number of CPI projects completed	2,719	2,680	99
Number of households benefiting from completed CPI projects	117,837	229,414	195
Cost of completed CPI projects (PKR million)	1,613	1,613	100

3.2. Factors Affecting Achievement of Targets

46. The main under-achievement was in terms of the number of loans and beneficiaries of the CIF. Two issues came up during implementation that led to this situation:

- The CIF, IGGs, and CPIs are sub-grants from SUCCESS to community institutions. The project required the community institutions to be registered or notified by government authorities and have institutional bank accounts in order to be eligible for receiving sub-grants. Discussion with and decisions by relevant authorities for meeting these requirements delayed sub-granting in the first two years of the project, which affected, in particular, the number of CIF beneficiaries.
- After an assessment of CIF, it was realised that a one-time CIF loan would not have a significant impact on poverty graduation. Therefore, it was decided to give multiple loans to as many households as possible.

3.3. How Poor Households Responded to Opportunity

3.3.1. Flexible Process, District-level Differences and Diversity of Choices

47. This section describes the choices made by women in COs representing poor households through the MIP process introduced in Section 2.3. It shows how the MIP proved to be a flexible process for enhancing the agency of women and the poor and accommodating diversity of choice. This is illustrated with particular reference to differences across districts in the use of CIF loans and IGGs, and preferences for training that respond to individual households' circumstances and aptitude for income-generating activities. It also shows differences across districts in priorities for CPIs identified by women in VOs to respond to community priorities.

48. Important district-level features that could influence differences across districts in household preferences for income-generating activities include:

- According to the PSC survey conducted by SUCCESS, the proportion of poor households owning goats and cattle is much higher in 4 districts (Matiari, Sujawal, Tando Allahyar and Tando Muhammad Khan) than the other SUCCESS districts. This would tend to be reflected in a greater preference for investing in livestock in these districts.
- Dadu and Jamshoro Districts have features that would tend to encourage enterprise development more than in the other districts:
 - They 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.
 - Dadu is the most heavily populated district in SUCCESS and Jamshoro is the most highly urbanised one.
 - Dadu is home to the Manchar Lake, the largest freshwater lake in Pakistan, which is a tourist attraction. Jamshoro has Sehwan, the location of a famous shrine, which is one of the biggest tourist attractions in the country.

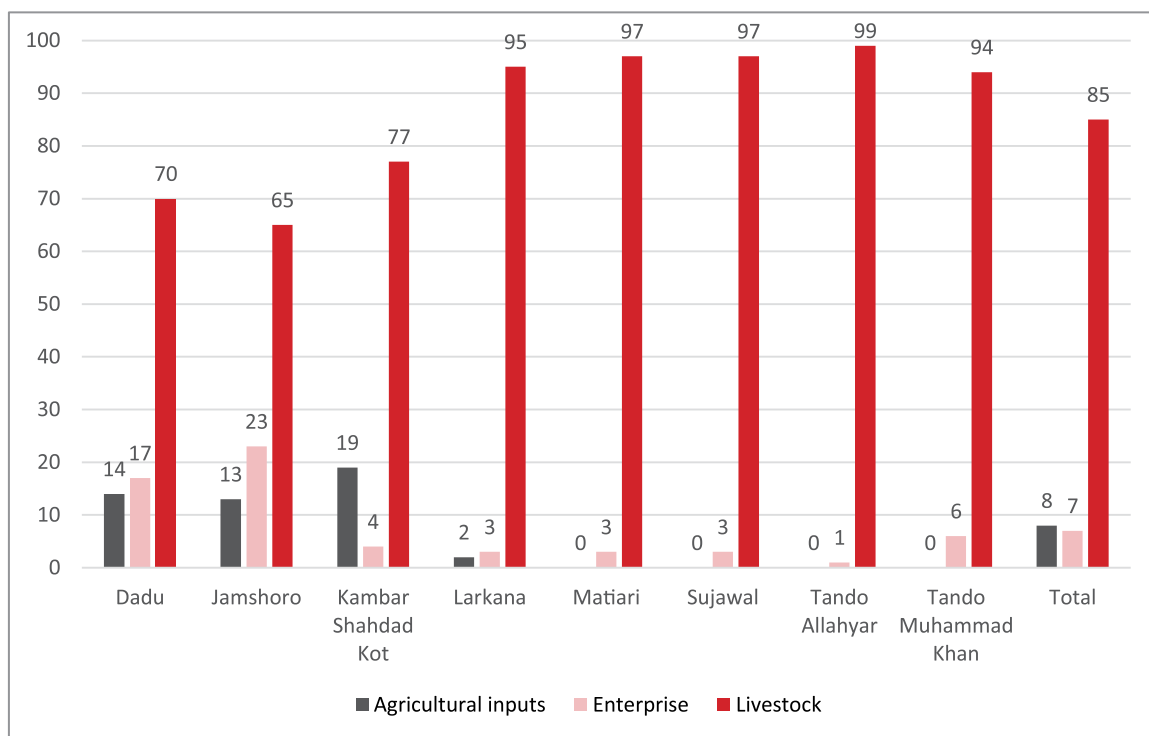
3.3.2. Differences Across Districts in the Use of Community Investment Fund

49. As reported in Table 2, 530 VOs and LSOs supported by SUCCESS provided PKR 3.88 billion through 196,281 CIF loans to poor households. CIF beneficiaries used 85% of the loans for investing in livestock, 8% for agricultural purposes and 7% for small enterprises. Diversity across districts is illustrated in Figure 1:

- The proportion of loans for purchase of livestock ranged from 65% in Jamshoro to 99% in Tando Allahyar. It was 94-97% in the 3 other districts with high livestock ownership among the poor (Matiari, Sujawal and Tando Muhammad Khan)
- The proportion of loans used for buying agricultural inputs and developing land was zero percent²⁶ in Matiari, Sujawal, Tando Allahyar and Tando Muhammad Khan, and 19% in Kambar Shahdad Kot.
- The proportion used for enterprise varied between 1% in Tando Allahyar and 23% in Jamshoro. It was 17% in Dadu, which also has features like Jamshoro that support enterprise development.

26. Proportions less than 0.5% have been rounded off to zero.

Figure 1: Differences in CIF Uses Across Districts (Percent of Loans)



50. While data recorded regularly for SUCCESS reports on the 3 main uses of CIF loans, there are also noticeable differences within the main categories, as illustrated in an internal study conducted in 2019. This study looked at the 47,186 CIF loans that had been disbursed by that time. It showed that borrowers found 45 different uses for the loans, 9 of them for buying agricultural inputs and developing land, 3 that entailed buying livestock, and more than 33 for setting up different types of enterprises. Specifically:

- Among the 38,575 CIF beneficiaries who had opted for investing in livestock, 89% purchased goats and sheep, whereas 10% decided on cows and buffaloes. The remaining 1% were divided as follows: 34 members invested in other animals, 9 in poultry and broilers, 5 in marine fisheries and 4 in inland fisheries. Villagers opted for the kind of livestock for which they had the aptitude and could provide support in their environment, with their resources.
- Of the 3,286 beneficiaries who had used the CIF for agricultural purposes, 49% purchased fertiliser whereas 48% utilised it

for purchasing wheat seed. The remainder deviated from the norm as it suited them: 6 used the CIF for buying pesticide; 10 bought seed for rice, 4 for cotton, 3 for citrus and 2 for gram; and 74 developed land.

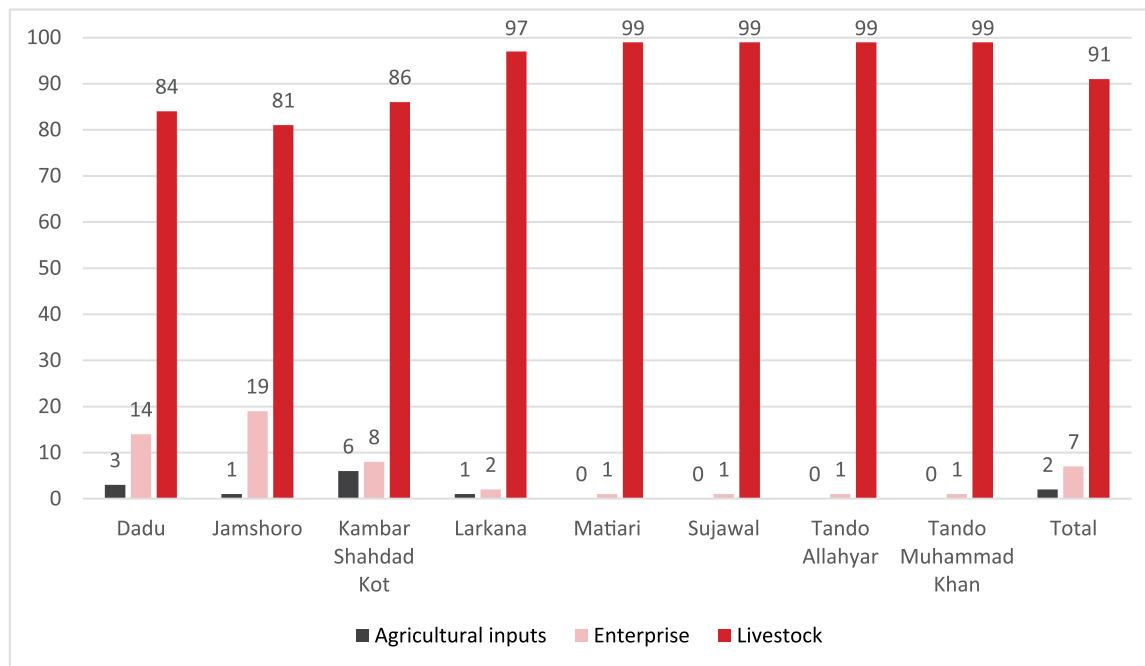
- The choices made by the 5,329 households who decided to set up small enterprises spanned more than 33 types of trades. These included setting up general merchandise stores by 32% of the beneficiaries, confectionery stores by 12%, tuck shops by 7%, tailoring by 286, clothing stores by 152 members, saw machines by 240, vegetable shops by 136, and others setting up mechanical and service workshops.

3.3.3. Differences in the Use of Income-generating Grants

51. LSOs supported by SUCCESS provided PKR 1.12 billion through 64,377 grants to extremely poor households (as reported in Table 2). Beneficiaries used 91% of the grants for investing in livestock, 7% for small enterprises, and 2% for agricultural purposes. As illustrated in Figure 2:

- The proportion of grants used for investing in livestock ranged from 81% in Jamshoro to 99% each in Matiari, Sujawal, Tando Allahyar and Tando Muhammad Khan.
- The proportion used for enterprise was 1% each in Matiari, Sujawal, Tando Allahyar and Tando Muhammad Khan, and 10% in Kambar Shahdad Kot.

Figure 2: Differences in IGG Uses Across Districts (Percent of Grants)



3.3.4. Differences in Preferences for Technical and Vocational Training

52. SUCCESS arranged participation in TVST for 43,632 community members. More than half (55%) of them opted for training related to garments, textiles and design of clothes and accessories; another 21% for training in crop- and livestock-related activities; and the remaining 24% in 6 other categories of skills and trades (refer to Figure 3, which also illustrates differences across districts). Grouping the 8 categories shows that:

- 65% of the trainees went for training related to garments, textile-related products, designing, beautician, and food processing. The proportion ranged from 51% in Kambar

Shahdad Kot to 85% in Tando Muhammad Khan;

- 21% opted for training in crop- and livestock-related activities, with Dadu at zero percent, Jamshoro 1% and Larkana 38%; and,
- 14% selected training related to automobiles, construction, electronics and computers, with Dadu, Jamshoro and Matiari at 24-25% each.

53. An internal study covering 8,039 TVST beneficiaries in 2019 showed that the beneficiaries opted for training in 37 types of technical and vocational skills. Out of these:

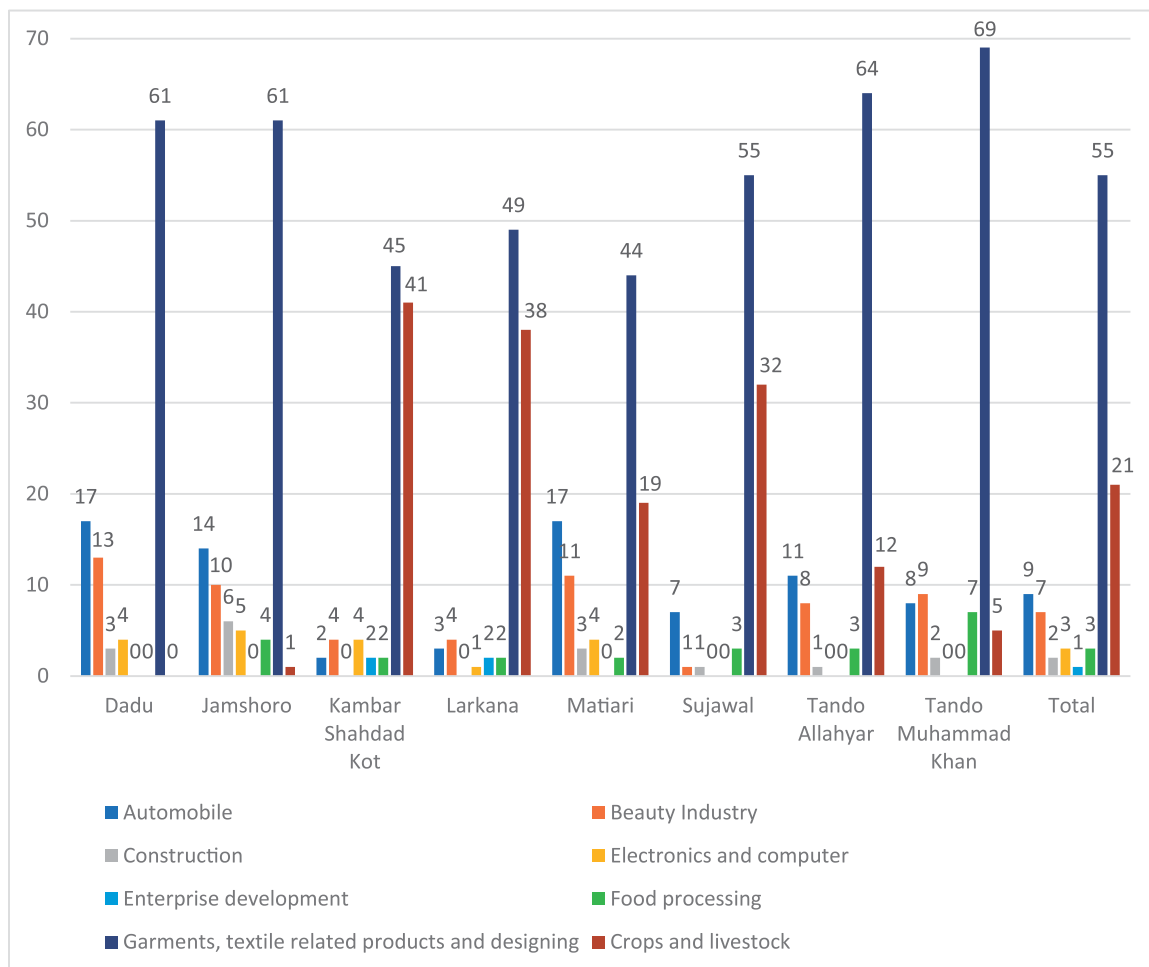
- 20 types of training were selected only by women, 8 by men only and 9 by both women and men; and,²⁷

27. These 9 are making baby garments, making burqas and hijabs, domestic tailoring, commercial tailoring, applique work, computer skills, office automation, car driving and training as community livestock extension worker.

- 16 focused on garments, 6 on crop and livestock development, 4 on food processing, 3 on electronics, and 2 each on the beauty

industry and computer-, automobile-and construction-related skills.

Figure 3: Differences in TVST Preferences Across Districts (Percent of Beneficiaries)



3.3.5. Differences in Community Physical Infrastructure Priorities

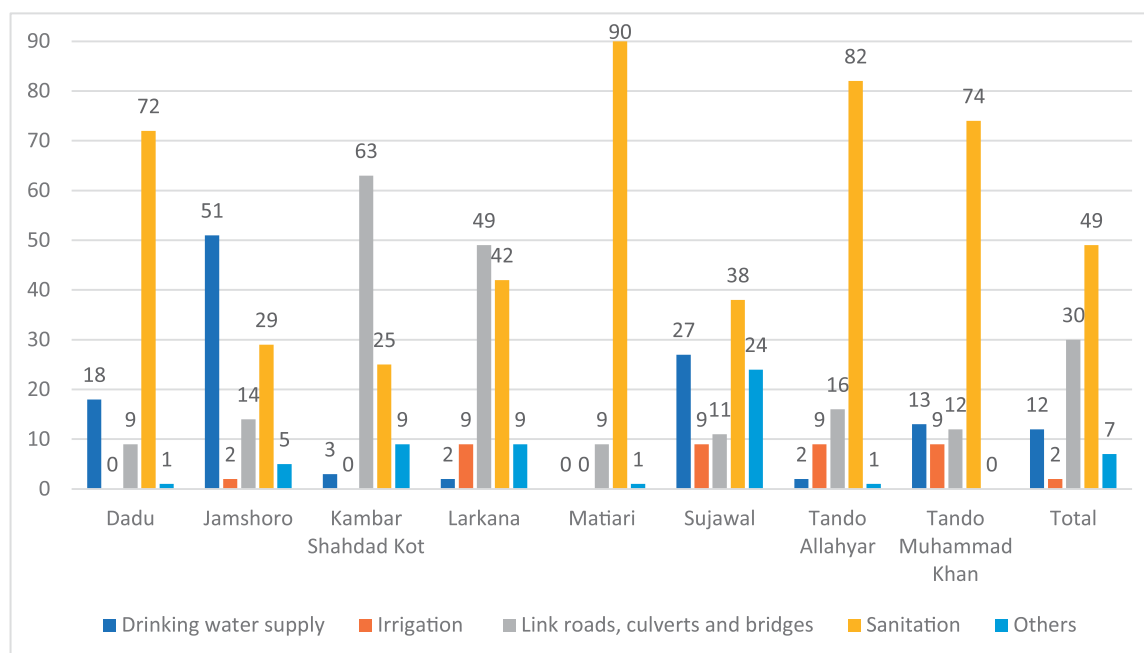
54. SUCCESS granted PKR 1.61 billion for 2,680 CPI projects identified and implemented by village organisations for the benefit of an estimated 229,000 households. Approximately half (49%) of the CPI projects were for sanitation, which includes sub-village level cement concrete and brick pavements with drainage, fixing of open drainages, and household and community-level latrines. Link roads, culverts and bridges accounted for 30% of all projects, and drinking water supply for another 12% (refer to Figure 4). A category called “other” accounted for the remaining 7% of the projects and included flood-protection

walls, community centres, rehabilitation of schools and solar systems.

55. Diversity across districts in community priorities is also illustrated in Figure 4:

- Sanitation was a particularly high priority for the communities in Dadu, Matiari, Tando Allahyar and Tando Muhammad Khan.
- Link roads, culverts and bridges were a high priority in Kambar Shahdad Kot and Larkana.
- Drinking water supply was a high priority in Jamshoro.

Figure 4: Differences in CPI Needs Across Districts (Percent of CPI Projects)



Notes:

- ^a This includes sub-village level cement concrete and brick pavements with drainage, fixing of open drainages, and household and community-level latrines.
- ^b This includes flood-protection walls, community centres, rehabilitation of schools and solar systems.

4. Programme Outcomes and Impacts

4.1. Standard Outcome and Impact Concepts

56. Definitions of outcome, impact and other terms used in results-based management and evaluation are provided in Annex 3. The definition of impact according to the Organisation for Economic Cooperation and Development, Development Assistance Committee (OECD-DAC) is that impacts are “Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended” (OECD-DAC 2010). The European Commission definition of impact is that:

Impact relates to the changes that are expected to happen due among other things to the implementation of an intervention. Such impacts may occur over different timescales and affect different actors. They can be positive and negative, direct and indirect, intended or unintended, on any dimension (social, economic, environmental, political, etc.)” (European Commission 2016).

57. The definition of outcome according to the OECD-DAC is that outcomes are “The likely or achieved short-term and medium-term effects of an intervention’s outputs” (OECD-DAC 2010). The European Commission definition of outcomes is (European Commission 2016):

The likely or achieved short-term and medium-term effects of an intervention’s outputs. (OECD) Short to medium term effects on the political, social, economic and environmental areas targeted by [European Commission]-financed interventions as well as changes in behaviour of addressees of [these] interventions. Other external factors and players also influence the targeted areas and addressee.

58. The SUCCESS logical framework had 3 impact indicators and 13 outcome indicators²⁸ (refer to Annex 4, which also reports the baseline values, targets, current values and sources of information). The impact indicators reflect changes in household poverty, per capita household income, and women’s empowerment. One more indicator (on modern contraceptive use) is available from the SUCCESS KPI Report of 2022 (Khan and Tarique 2022).

59. The concept of outcomes can be further refined beyond what is included in the SUCCESS logical framework. According to the United Nations Development Programme (UNDP)’s guidance on results-based management, “Since outcomes occupy the middle ground between outputs and impact, it is possible to define outcomes with differing levels of ambition. For this reason, some documents may refer to immediate, intermediate and longer-term outcomes, or short-, medium- and long-term outcomes” (UNDP 2009, p. 56). UNDP does not provide further clarification on the differences between these categories of outcomes.

60. Guidance provided by Global Affairs Canada, however, differentiates between immediate (short-term) and intermediate (medium-term) outcomes (Global Affairs Canada 2016, pp. 16-18):²⁹

- Immediate (short-term) Outcome – Change in Capacities: A change that is expected to occur once one or more outputs have been provided or delivered by the implementer. In terms of time frame and level, these are short-term outcomes, and are usually **changes in capacity, such as an increase in knowledge, awareness, skills or abilities, or access to...** among intermediaries and/or beneficiaries.

28. These exclude one outcome indicator related exclusively to government policy and the work of the technical assistance component.

29. Annex 3 includes examples of immediate and intermediate outcomes reproduced from this reference document.

- Intermediate (medium-term) Outcome: A change that is expected to logically occur once one or more immediate outcomes have been achieved. In terms of timeframe and level, these are medium-term outcomes that are usually achieved by the end of a project, and are usually **changes in behaviour, practice or performance** among intermediaries and/or beneficiaries.

61. Standard guidelines on results-based management and evaluation do not clarify how to address women's empowerment in relation to poverty reduction. There is an implicit theory of change in the PRS, as noted in Box 3, that "A women-centred approach not only empowers women but is the most effective way to reduce poverty at the household level." A more complex theory of change is implied in the literature review on women's empowerment included in a thematic study commissioned by SUCCESS (Rahat et al. 2018, p. 19):

The literature highlights the significance of poverty reduction initiatives in empowering women. Studies have proved that poverty reduction initiatives that address basic needs and issues of infrastructure facilitate women's empowerment. For instance, safe water provision closer to home reduces the time required to carry out household chores, which usually women are tasked to fulfil, and leaves them time to participate in income-generating activities, and for girls to go to school. Many studies suggest 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 their homes or for girls to go to school.

62. The study offers specific insights about the potential contributions of SUCCESS to women's empowerment (Rahat et al. 2018, p. 25):

The programme aims at uplifting the socio-economic situation of impoverished and vulnerable women in the localities of

rural Sindh in Pakistan. Its community mobilisation process is central to promoting community driven local development, and organising the households in the targeted districts into a network of community institutions. The marginalised, vulnerable are then mainstreamed in the development process through targeted interventions on micro health insurance, loans, grants, technical and vocational skills and infrastructural schemes. Lastly, the programme facilitates a link between the public service providers and community institutions, so that the community's articulated demand for public goods and services can be effectively met. Thus, in SUCCESS women's empowerment is both a **process** and an **outcome**.

4.2. Outcome-level Changes in Household Poverty and Women's Empowerment

4.2.1. Outcome Indicators in the Programme Logical Framework

63. Data are available to estimate the current values of 13 of the 14 outcome indicators listed in the SUCCESS logical framework, out of which 11 showed an improvement compared with the baseline values (see Table 3), although a baseline value was not available for one of them. Key results that can be directly linked to SUCCESS interventions include:

- 98% of the (women) CIF and IGG beneficiaries invested in income generating activities and livelihood assets;
- 50% of the TVST beneficiaries (women and men) found employment in the formal and informal sectors and/or in micro business;
- 98% of women adult literacy learners were able to read and write simple sentences in Sindhi/Urdu and perform two-digit numeric operations of plus, minus and multiplication;
- 100% of the completed community physical infrastructure schemes were being operated and maintained by beneficiary

- communities; and,
- 80% of the technically and financially viable women-led community institutions (COs, VOs and LSOs) scored 70% or above on the institutional maturity index (IMI) used by the RSPs.³⁰

Table 3: SUCCESS Programme Results in Terms of Outcome Indicators, 2015-16 and 2022

Outcome Indicators (indicators for the specific objective in the logical framework)	Baseline (2015-16)	Current Value (2022) and Source of Verification
1. Percentage of technically and financially viable women-led COs/VOs/LSOs “scoring 70% or above on the Institutional Maturity Index”	0%	80% CIs (Tarique and Khan 2022)
2. Percentage of women CIF and IGG beneficiaries investing in income generating activities and livelihood assets	0%	98% (Anwar et al. 2021)
3. Percentage of women and men (TVST beneficiaries) employed in formal and informal sectors and/or in micro business	0%	50% (Kapadia, Mansoor and Kapadia 2022)
4. Percentage of women adult literacy learners able to read and write simple sentences in Sindhi/Urdu and perform two-digit numeric operations of plus, minus and multiplication	None	98% (Sidra 2022)
5. Percentage of implemented community physical infrastructure schemes operated and maintained by communities	0%	100% (Hasan et al. 2021)
6. Percentage change in health expenditure of MHI users	0%	45% reduction (Apex Consulting 2023b)
Percentage of targeted poor households (povertscore of 0- 23) which have:		
7. CNICs	78%	73.5%
8. School-aged children going to school	25%	57%
9. Used modern contraception among married CO members of reproductive age	25%	49%
10. Eligible children vaccinated	86%	89.8%
11. Consulted public health facility at time of illness/injury	54%	94.2%
12. Access to improved drinking water sources (piped water or hand pump in dwelling)	69%	84.6%
13. Latrine in the house	64%	75.4%
14. Drainage for water disposal from houses	59%	56.8%

30. The IMI is based on surveys that assess the health of community institutions in terms of a number of indicators, which are described in the IMI Reports for SUCCESS. The survey in 2022 covered a sample of 1,250 community institutions (314 LSOs, 317 VOs and 619 COs).

4.2.2. Immediate Outcomes (Changes in Capacity)

64. Another way to understand the results (and benefits) of an intervention is to assess them in terms of immediate and intermediate outcomes, as defined in Section 4.1. As explained above, the provision or delivery of outputs is expected to lead to short-term outcomes that are called immediate outcomes. The outputs of SUCCESS listed in Table 2 generated immediate outcomes, that is, changes in capacity in the form of improvements in abilities, skills and access that are reported in Table 4. The main results at this level include:

- Enhanced women’s ability among 607,943 households (426,328 of them poor) to collectively plan, implement and maintain household- and community-level projects and demand public services;
- Enhanced skills for:
 - Community management among more than 62,000 women leaders in villages;
 - Productive employment and self-employment among approximately 47,000 villagers (more than 37,000 of them women);
- Literacy and numeracy among more than 31,000 rural women;
- Enhanced access to:
 - Finance for investment by women in household-level income-generating activities among more than 187,000 rural households (at least 183,000 of them poor);
 - Health insurance for more than 137,000 poor rural households;
 - High-priority community infrastructure for approximately 229,000 rural households; and,
 - Government administrators and line departments through 149 meetings of JDCs and interaction with individual departments outside these meetings. A limited number of leaders of community institutions participated in these interactions, which facilitated access by villagers to government services. The number of beneficiaries of linkages facilitated by JDCs and line departments has not been documented. However, a wide range of mutually-beneficial linkages between community and government institutions is illustrated in Section 4.2.3.

Table 4: SUCCESS Programme Results in Terms of Immediate Outcomes, November 2022

Immediate Outcome	Number of Beneficiaries
Enhanced women’s abilities for collective action	
Enhanced women’s ability to collectively plan, implement and maintain household- and community-level projects and demand public services:	
● Poor (PSC 0-23) households organised for collective action	426,328 households
● Rural households organised for collective action	607,943 households
Enhanced skills	
Enhanced community management skills among women at the CO level	62,214 women
Enhanced management and leadership skills among women at the VO and LSO level	9,027 women
Enhanced awareness-raising skills among community resource persons	5,236 persons
Enhanced book-keeping skills among community members	1,067 persons
Enhanced literacy and numeracy among women	31,374 women
Enhanced technical and vocational skills – total number	43,632 persons
Enhanced technical and vocational skills – women	34,343 women
Enhanced business development skills	3,279 women

Immediate Outcome	Number of Beneficiaries
Enhanced access	
Enhanced access to interest-free loans (from CIF)	118,730 households
Enhanced access to income-generating grants	64,377 households
Enhanced access to enterprise development grants	4,356 persons
Enhanced access to community infrastructure	229,414 households
Enhanced access to health insurance	137,508 households
Enhanced access to government administration and line departments through JDCs	Not available

65. A thematic study commissioned by SUCCESS on women’s empowerment (Rahat et al. 2018) illustrated changes in women’s awareness of social issues and basic rights as a result of greater exposure as well as community-level interactions associated with CAT. The study 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. According to the 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.

66. Another thematic study commissioned by SUCCESS (Sidra 2022) assessed the ALNS component and illustrated improvements in women’s ability resulting from enhanced numeracy and literacy. It reported that beneficiary women had become able to enrol in formal schooling and skills development programmes. In terms of daily-life applications, the beneficiaries were able to:

- Read signboards (e.g. for visiting an urban centre or hospital);

- Read the expiry dates on medicines and the required dose of medicine for a specific age;
- Use mobile phone and its text features;
- Read receipts and the weight of products they wanted to sell and buy, thereby avoiding being cheated; and,
- Read text messages related to cash transfers from the Federal Government’s social safety net programme (the Benazir Income Support Programme).

4.2.3. Intermediate Outcomes (Changes in Behaviour, Practice or Performance)

67. Some of the key influences of the programme on household behaviour and the performance of community institutions have been highlighted in Section 4.2.1; these are recapitulated here:

Changes in household behaviour:

- 98% of the (women) CIF and IGG beneficiaries invested in income generating activities and livelihood assets;
- 50% of the TVST beneficiaries (women and men) found employment in the formal and informal sectors and/or in micro business;

Changes in the performance of community institutions:

- 100% of the completed community physical infrastructure schemes were being operated and maintained by beneficiary communities; and,
- 80% of the technically and financially viable women-led community institutions (COs,

VOs and LSOs) scored 70% or above on the institutional maturity index (IMI) used by the RSPs.

68. In addition, findings are available from two studies commissioned by SUCCESS for assessing the programme's influence on women's empowerment, the first one in 2018 (Rahat et al. 2018) and the second in 2022 (Apex Consulting 2023a³¹). The findings from these studies, summarised below, tracked progress in terms of social, economic and political empowerment.

Social Empowerment

69. By most accounts, the opportunity offered to women to organise created a dynamic in which the men in the family initially 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 family registration and CNICs. 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.³²

70. Women had to persuade and reassure men in different ways to negotiate for greater mobility. Rahat et al. 2018 note 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.³³ 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 using cellular phones for updates, communication and connectivity.

71. Apex Consulting 2023a (p. 1) also found a statistically significant impact of the household-

level interventions (CIF, IGG, and TVST) on improving women's mobility to freely move out of their houses to visit friends or to attend any social or political gatherings.

72. Rahat et al. 2018 add:

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. [Women] have won recognition within their communities, both as leaders and members of COs and VOs.

73. The report also observed significant changes in household decision making. Women reported an enhanced role, individually or jointly with their husbands, in decisions related to house repair or building, raising livestock, purchasing assets, children's education and marriages, and engaging in micro enterprises.

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.

74. The European Union's results-oriented monitoring (ROM) mission of 2022 (ROM Mission Report, March 2022) observed that even though women's participation was limited in terms of physical construction of schemes, women had taken leadership positions in the management committees of the CPIs, thus acting as role models for young girls. In addition, Apex Consulting 2023a (p. 1) found statistical evidence that the CIF, IGG, and TVST increased the involvement of women in general decision-making related to family matters.

31. This study was based on both qualitative and quantitative research, the latter with a sample of 1,200 beneficiaries and 600 non-beneficiaries in 120 villages.

32. This paragraph includes information from field work undertaken by SUCCESS as well as information from Rahat et al. 2018.

33. References to Rahat et al. 2018 are from pages 41-52 of the report.

Economic Empowerment

75. There is evidence from Rahat et al. 2018 that women's incomes increased as a result of CIF loans and IGGs.³⁴ Women used the increased incomes in different ways, including reinvesting in their businesses, purchase of consumer durables³⁵ 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 was also enhanced to include decisions about setting up micro-enterprises and purchasing and selling livestock.

76. Rahat et al. 2018 concluded 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. According to the respondents, they were encouraged to take decisions by RSPs despite resistance from the community men, and applied for the CPI scheme.

Political Empowerment in Electoral Politics

77. There are two main aspects of political empowerment in the context of SUCCESS, one in the realm of electoral 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" (Rahat et al. 2018). Apex Consulting 2023 (p.1) found statistical evidence that the CIF and IGG interventions improved political awareness and increased the likelihood

of voting in the local as well as general elections for the women receiving IGGs.

78. 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.³⁶

Political Empowerment in Local Governance and Service Delivery

79. In both UCBPRP and SUCCESS, organised women 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 yet systemic changes but they are useful local initiatives in the space created by women's mobilisation.

80. Observations from field work confirm that community institutions' linkages with government departments are mutually beneficial for both sides, which is why changes in behaviour, practices and performance have been reported not only by community leaders but also by government officials. Two sets of recent observations illustrate mutually-beneficial linkages.

81. Participants in a meeting of 4 LSOs³⁷ held in Kamar Shahdad Kot District reported that:

34. This finding is based on qualitative data from an early stage of the programme. Subsequent findings on the impact of programme interventions on income, estimated through surveys and statistical analysis, are reported below in this section and in Section 4.3.

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

36. This paragraph is based on information from field work undertaken by SUCCESS.

37. This was a meeting with a group of 16 women, including 2 office bearers and 2 CRPs from each LSO.

- There was no interaction with the government before SUCCESS.
- There were 4 damaged schools with no teachers in the community and the community institutions enabled the LSO leaders to bring up the matter with the deputy commissioner in JDC meetings. It was discussed 3 times over a year, until the district education officer announced that remedial actions would be taken. All 4 schools became functional.
- Based on requests from the community, the government funded a street pavement project in one village.
- The LSOs sent requests to the National Database and Registration Authority (NADRA), which sent mobile vans for villagers to obtain CNICs and related documentation.

82. In a meeting in Hyderabad, 17 LSO office bearers and CRPs from Matiari, Tando Allahyar and Tando Muhammad Khan Districts highlighted linkages leading to:

- The presence of school teachers who had been missing;
- The opening of previously-closed schools;
- Services from NADRA;
- A health camp in the community; and,
- The installation of a reverse osmosis plant in a place where 32 deaths had occurred due to poor quality of drinking water.

83. Wide-ranging discussion with district-level representatives of 7 government departments from Tando Muhammad Khan and 5 departments from Larkana illustrate how interactions with community institutions changed departmental practices and improved performance. Most of these officials had worked for 4-6 years with SUCCESS, and the Livestock Department officials had also worked with the Programme for Improved Nutrition in Sindh, funded by the European Union. Their observations are summarised below:

- Social Welfare Department (Tando Muhammad Khan): The biggest impact of SUCCESS has been on women's confidence,

as a result of which women bring their issues to government departments and ask about available services. They act collectively to cooperate with the government.

- Women Development Department (Larkana) observes the annual international women's day and the rural women's day, and SRSO helped to facilitate women's access to these events. The department also received SRSO's cooperation in promoting awareness of some of its services, including filing gender-based violence complaints, reference of such cases to police and lawyers, and the availability of safe houses for women victims for up to 72 hours.
- Health Department (Tando Muhammad Khan):
 - The department is not getting lady health workers (LHWs) to replace those who have left or retired. In areas not covered by LHWs, where the department only has male vaccinators, its achievement was 50-60% of the vaccination target. In these areas, the vaccinators would have to sit in the autaaq (a village meeting place for men) and a lot of children were not brought to them. There were also refusal cases. Then the LSOs helped the department, particularly in the non-covered areas, where there were no LHWs. Achievement went up to 85-90% of the vaccination target and refusals decreased. The LSOs work with vaccinators in non-covered areas as well as LHWs in covered areas whenever we are short of human resources or face lack of cooperation from people in the community.
 - The LSOs also helped the department in distributing bed nets in the post-monsoon malaria season when it has to distribute bed nets to pregnant women and under-5 children. The LSOs helped in "justifiable distribution", that is, distribution to the groups for which it is intended.
 - The LSOs also help the department by motivating pregnant women to go for antenatal care visits. This has helped reduce anaemia among pregnant women.
- Local Government and Rural Development

Department (Tando Muhammad Khan): There has been a great increase in awareness in the communities. For example:

- People understand the concept of open defecation free communities and have started making household toilets.
- They understand the importance of safe water and how to remove solid waste.
- Even children can now tell us how to wash hands properly.
- Agriculture Department (Tando Muhammad Khan): The department has 5 assistant directors, 3 agriculture officers and 22 field assistants in the district. It is short of funds for extension activities and can only give advice, but it has soil testing facilities and community institutions can motivate farmers to benefit from these.
- Livestock Department (Tando Muhammad Khan): The department faced problems in vaccinating livestock but achieved its officially-mandated target with the help of the 15 community livestock extension workers (CLEWs) it trained.³⁸ The CLEWs were responsible for 80% of the vaccinations and 50% of the breeding work in the district. They received 2 months' training at the Research and Training Institute and the department had enough vaccines for small ruminants to supply them. It also gave them honoraria.
- Livestock Department (Larkana): The veterinary officer had been engaged in providing training to selected community members under the Programme for Improved Nutrition in Sindh.
- Education Department (Tando Muhammad Khan): The LSOs have been a great help in increasing school enrolment, particularly for girls and in some marginalised communities (including Hindu villages) that do not send girls to schools. The LSOs motivated the girls and also supported the department in resolving school-related issues.
- Education Department (Larkana). The department received requests for school improvement from LSOs in JDC

meetings. It got the work done on school infrastructure through the Works and Services Department, which has allocations for this purpose.

- Forest Department (Tando Muhammad Khan): The LSOs help the department increase its access to villages. The department gives 6,000-8,000 saplings (mostly moringa, jaman and papaya) every year to the LSOs for planting in villages.

84. NRSP managers added that support staff in the offices of the 4 deputy commissioners in the NRSP SUCCESS project area have the contact numbers of LSOs and call them directly (without going through NRSP) whenever the administration needs their help (for example for polio vaccination). SRSO managers added that:

- LSOs facilitated efficient distribution of cash transfers during the coronavirus disease 2019 (COVID-19 pandemic).
- The LSOs participated actively in the voter registration campaigns of the Election Commission of Pakistan.
- The LSOs also participated in the school enrolment campaigns of the Education Department.
- Union councils have an annual budget of approximately PKR 1.5 million, with which elected councillors can benefit a few hundred households through provision of solar panels, handpumps and sewing machines. Almost all the councillors get in touch with the LSOs to identify needy and deserving households for this kind of assistance.

85. A study undertaken by SUCCESS found that:³⁹

- The JDCs were major contributors in fostering successful linkages between LSOs and government line departments; and,
- The linkages reflect an incentive-driven partnership, which serves both the parties.

38. This intervention was made through the Programme for Improved Nutrition in Sindh, funded by the European Union.

39. RSPN. 2022. 'Study on the Linkages Formed under the SUCCESS Programme by LSOs through Self-initiatives, RSPs, Public and Private Partnership.'

86. Thus, the JDC acted as the district hub for motivating linkages, and the RSPs and LSOs as the spokes through which multiple linkages materialised. LSO involvement has been illustrated above and the role of the RSPs as catalysts included steps such as the following:

- The RSPs invited government departments and elected union councillors to introduce their services and provide contact

information to LSO leaders at regular workshops that include each LSO at least once every year.

- Wherever appropriate, the RSPs signed memoranda of understanding with government departments for provision of government services (e.g. training) and supplies (including livestock vaccines and tree saplings) through community institutions.

Table 5: SUCCESS Programme Results in Terms of Impact Indicators, 2016 and 2022

Impact Indicators (corresponding to indicators for the overall objective)	Baseline Value (2016) and Source of Verification	Endline Value (2022) and Source of Verification
1. Percentage of households with PSC 0-23 ^a	65% ^b (Apex Consulting 2017)	65% ^b (Apex Consulting 2023b)
2. Average monthly per capita income (in real terms) of targeted poor (PSC 0-23) households	PKR 2,096 (Apex Consulting 2017)	PKR 2,915 (37% increase) (Apex Consulting 2023b)
3. Level of empowerment reported by targeted female beneficiaries (assessed through an index) ^c	No baseline	7.2% increase ^d (Apex Consulting 2023a)

Notes:

- ^a These are households considered to be poor according to the PSC classification (refer to Section 2.2.1 for explanation).
- ^b The finding that the percentage of poor households did not change between 2016 and 2022 is explained below.
- ^c An overall women’s empowerment index was constructed by clubbing women’s empowerment indicators for access to economic opportunity, access to credit, role in household decision-making, freedom of mobility and political participation.
- ^d CO members who benefitted from CIF, IGG or TVST reported a 7.2% higher level of political, economic and social empowerment on the overall empowerment index than those CO members who did not receive any of these interventions.

4.3. Impact-Level Changes

87. Data showing the baseline and current values of the impact indicators included in the SUCCESS logical framework is presented in Table 5.

88. A comparison of the indicator values for household income and poverty, read in conjunction with the studies commissioned by SUCCESS, suggests that:

- SUCCESS contributed to increased household income and poverty reduction among poor beneficiary households:

- The average real income of poor beneficiary households increased by 37% during the programme implementation period. This is broadly consistent with the findings given below for changes in the income of CIF and IGG beneficiaries estimated in 2020 in an earlier study (Anwar et al. 2021).
- Moreover, the endline survey (Apex Consulting 2023b) estimated that 25% of the households in the poor (PSC 0-23) category moved up to the non-poor category between 2016 and 2022. Note that funds available for CIF and IGGs covered only 43% of the poor households.

- However, there was no change in the overall poverty status in the programme area, as estimated by the PSC:
 - Out of the 1,833 households sampled in the survey, 464 in the poor category moved up to the non-poor (PSC 24-100) category, while approximately the same number of non-poor households (459) moved into the poor category.
- The wellbeing of some of the poor as well as the non-poor was affected adversely during the programme implementation period:
 - The 459 households that moved from the non-poor to the poor category between the baseline and the endline constituted 47% of the non-poor in the sample.
 - An earlier study (Anwar et al. 2021) estimated that 28% of the CIF and 12% of the IGG beneficiary (poor) households had fallen into a lower poverty band (associated with a higher level of poverty) compared with the baseline.

89. The patterns described above draw attention to the overall economic context that prevailed during programme implementation. The key factors that mattered included macroeconomic policies, the stabilisation programme agreed with the International Monetary Fund in July 2019, the lockdowns associated with the COVID-19 pandemic since March 2020, and natural disasters. Specific factors that need to be highlighted as part of this context include:

- Pakistan's gross domestic product growth rate was 5.5% per annum in fiscal year 2017-18, which slowed down to 2% percent in 2018-19 and was minus 0.5 percent in 2019-20, before recovering from this drop to 3.9% in 2020-21 (State Bank of Pakistan 2020, Chapter 1.3).
- Double-digit inflation prevailed during the programme implementation period, and unemployment and poverty increased substantially.⁴⁰
- As explained in Section 5.2 (on the

sustainability of benefits), at least 5 of the 8 SUCCESS districts (Kambar Shahdad Kot, Dadu, Jamshoro, Tando Muhammad Khan and Sujawal) have been affected by drought and floods during programme implementation.

Community Investment Fund and Income-generating Grants

90. A number of thematic studies commissioned by SUCCESS include assessments of programme interventions at the impact level. One of these (Centre for Development and Public Policy 2021) estimated changes in income and poverty levels resulting from CIF loans and IGGs. The average profits from CIF and IGG investments stood at PKR 12,702 per annum for livestock, PKR 19,836 per season for agriculture, and PKR 24,360 per annum for business enterprises. On average, the CIF and IGG investments by beneficiaries contributed 7% to 14% to the annual household income of the beneficiaries. It is significant that the estimated profit was PKR 16,392 for those CIF beneficiaries who received multiple loans, which was 2.6 times higher than those who received one loan each.

91. A high amount of unrealised income exists for the households to benefit from in the future. For example, 88% of the sampled households have ownership of livestock purchased through IGGs and CIF and/or the offspring of those animals. The current average market value of animals stood at PKR 35,982 for each IGG and CIF beneficiary. Similarly, there is an unrealised income for enterprise set-ups as well; the current value of businesses owned is about PKR 20,528.

92. Multiple cycles of CIF loans resulted in 42% of the sampled beneficiary households moving to a higher band of poverty score (which is associated with a lower level of poverty), with 24% moving out of the poor category (PSC 0-23) since the baseline. Similarly, 43% of the

40. As assessment made in October 2020 (Tashin 2020) observed that "In 2018, Pakistan suffered a macroeconomic crisis. The economic growth slowed significantly. The recent COVID-19 pandemic has further brought the economy to an almost standstill. The COVID-19 pandemic has disproportionately affected the poverty-stricken citizens in Pakistan.

sampled IGG beneficiaries (the extremely poor) moved to a higher PSC band, with 9% moving out of PSC 0-23 (the category of poor households). However, 28% of CIF and 12% of IGG beneficiary households fell into a lower poverty band (associated with a higher level of poverty) compared with the baseline. Much of this, arguably, can be attributed to the countrywide economic trends described above.

89. The assessment also found that financial support through CIF and IGG created a positive impact on women's intra-household decision making activities such as getting medical advice or treatment for herself and children; making everyday goods and large assets household purchases; using contraceptives; marriage of children; and taking CIF/IGG or any other loan. Furthermore, overall mobility, beneficiaries' visits to family, friends, markets, other villages for community institution meetings, banks, has also increased significantly after CIF and IGG support. Women are more empowered due to their higher participation in paid employed activities and decrease in time spent on unpaid household activities. A decrease in domestic violence has also been anecdotally reported as women can now contribute financially to household expenses.

Technical and Vocational Skills Training

93. A study commissioned to assess TVST (Kapadia, Mansoor and Kapadia 2022) sampled 2,890 beneficiaries and found that:

- Half the beneficiaries were employed at the time of the survey (31% in jobs and 19% self-employed).
- Those who were employed reported an average monthly income of PKR 18,108 (somewhat higher for men compared with women).
- Across districts, this was the equivalent of 12% to 24% of the household income of the beneficiaries.
- The factors that contributed to 50% unemployment among TVST beneficiaries included the economic context described above (particularly the COVID-19-related lockdowns), the relevance of the training to the job market, and reluctance to move to

other cities for work.

Community Physical Infrastructure

94. The final report (November 2021, p. 56) of the external performance monitoring mission for SUCCESS, which had been engaged directly by the EU, observed that:

The estimated return on investment (ROI) of CPIs indicates that all CPIs show good [value for money] and are viable investments for the benefit of communities. ROI was the highest for latrines and culverts (42% each) among all the CPI categories, followed by lift irrigation and hand pumps, which stood at 41% and 39%, respectively. Estimated ROI for link roads, street pavements/water storage tanks, brick pavements, and solar-powered drinking water schemes was high at 35%, 28%, 27% and 26%, respectively.

95. Similar as well as additional findings were offered in a thematic study commissioned by SUCCESS for assessment of CPIs (Hasan et al. 2021), which reported that the economic ROI of almost all categories of CPIs was high. A summary of the findings suggests:

- The average annual economic gains per drinking water supply scheme range from PKR 0.98 million (Sujawal) to PKR 9.23 million (Jamshoro) and the ROI is 14%, with a range of 7% (in Dadu), to 19% (in Kambar Shahdad Kot).
- For roads and bridges, the value of the time savings for beneficiary communities ranges from PKR 301,042 in the case of Tando Allahyar to PKR 952,500 in Sujawal. These savings alone are equivalent to one-third of the average cost of CPIs in the case of Larkana to almost twice the average cost of CPIs in Sujawal. Besides, the CPIs have also lowered transportation costs for travel to and from markets and work places.
- For drainage and sanitation schemes, the estimated amount of savings through reduction in the medical expenditures of beneficiaries range from PKR 300,000 in case of Sujawal to PKR 714,000 in Kambar

Shahdad Kot. The ROI of these schemes varies from 71% in Dadu to 185% in Tando Allahyar.

- The irrigation schemes have helped farmers to increase crop yields and cropping intensity and bring more area under cultivation. The average yields of wheat and rice crops have increased by 5.5 maunds/acre (0.56 tonnes/hectare) and 2.5 maunds/acre (0.25 tonnes/hectare), respectively. Eventually, the annual income of each of beneficiary households of an irrigation scheme has increased by PKR 27,157.
- Alternate energy: The average annual economic gains of the beneficiary communities are estimated at PKR 1.94 million, which is more than twice the average investment made by the project on the two schemes (i.e. PKR 0.82 million).

96. In elaboration of the above-mentioned estimates, the assessment report noted that socio-economic benefits included the following:

- Water hand pumps enhanced year-round availability of safe drinking water, reduced water-borne diseases, and saved time for women and children in fetching water that is now used for other economic, social and educational activities.
- CPIs such as brick pavements, street pavements, link road and culverts provided the poor community members with easy access to nearby roads and public services such as hospitals in an emergency, local markets, schools, courts, government department offices and so on.
- Low-cost latrines contributed to improved hygiene and sanitation conditions, which reduced the frequency of hospital visits. Women's and girls' safety, security and respect were also enhanced due to the availability of a sheltered place. Future contamination of boreholes caused by open defecation was minimised and disease transmission from flies reduced.

- Lift irrigation increased crop yields as it ensures availability of irrigation water at a time when there is a shortage of water supply in canals. Increased production leads to higher household income that can be used on health, education, food or to purchase inputs for the next crop.
- CPIs for solar power enabled communities to extend their working hours beyond sunset and earn more by working more due to the availability of lighting.

4.4. Summary of Programme Benefits

97. The development results generated by SUCCESS have been described above as observed at 3 levels - immediate outcomes, intermediate outcomes and impact. They are also consolidated in summarised form in Annex 5. Associated benefits can be conceived in terms of assets (or stocks of capital) and the flow of benefits from these assets. These benefits are summarised here in order to assess the sustainability of benefits in Chapter 5.

98. The programme's contribution to household and collective assets spans:

- Human capital for collective management, productive skills, literacy and numeracy, and better health (through health insurance);
- Physical capital for:
 - household income generation (that is, livestock, business inventory and productive land⁴¹);
 - productive use of time (solar power CPIs);
 - communication and transport (CPIs for roads and bridges); and,
 - health and hygiene (drinking water and sanitation CPIs);
- Social capital in LSOs and VOs for managing community financial capital (CIF) and physical capital (CPIs); and,
- Social capital in community institutions, government departments and elected representatives for establishing mutually-beneficial linkages.

41. This includes land developed through individual investment as well as irrigation.

99. The flow of benefits resulting from these assets includes:

- Financial benefits in the form of increased household income from IGGs, CIF, TVST and the CPIs for roads, bridges and irrigation;
- Health benefits from the CPIs for drinking water and sanitation;
- Health and education benefits from linkages with government departments; and,
- Benefits of women's empowerment, such as increased mobility, enhanced role in household- and community-level decisions, and greater political participation.

5. Sustainability of Benefits and Interventions

5.1. Guidelines and Insights for Assessing Sustainability

100. The standard definition of sustainability adopted by the international development community for evaluation purposes is (OECD-DAC 2019):

The extent to which the net benefits of the intervention continue, or are likely to continue.

Includes an examination of the financial, economic, social, environmental, and institutional capacities of the systems needed to sustain net benefits over time.

101. An empirical study with strong conceptual foundations, carried out in 12 agriculture development projects in 4 countries for the United States Agency for International Development, offers insights for assessing sustainability along the lines described above. The study (Rogers and Coates 2015, p. 4) concluded that “sustained service delivery, service use, and practices require 4 key factors” (which are elaborated in Annex 6):

- A sustained source of resources;
- Sustained technical and managerial capacity, so that service providers can operate independently of the awardee;
- Sustained motivation and incentives that do not rely on programme inputs; and,
- Sustained linkages to other organisations or entities that can promote sustainability by augmenting resources, refreshing capacity, and motivating frontline service providers and beneficiaries to provide and make use of services and to continue practices promoted by the projects.

102. The study emphasised that none of the 12 projects in the study achieved sustainability without all of the first 3 factors in place before the project ended. It also observed that:

Linkages to government entities were only as effective as the government’s own ability and commitment to support associated activities. As is the case with individual service providers, beneficiaries, and community-based organisations, linkage partners must have the resources, capacity, and motivation to provide needed support.

5.2. Sustainability of Benefits

103. With reference to the assets generated by SUCCESS at the household level, the knowledge and skills imparted to beneficiaries are embodied in them as human capital, as are improvements in health. Human capital is a lasting asset, although its productivity is influenced by experience and opportunity. Specifically:

- The continuing usefulness of collective management skills is linked to the sustainability of community institutions and their endeavours for sustaining the CIF, CPIs and linkages with government departments and elected representatives. This is discussed below.
- The usefulness of productive skills, particularly through TVST, depends on the jobs and enterprises in which they are used, which is also discussed below.

104. The sustainability of increased household income that has resulted from IGGs, CIF loans and TVST depends on economic conditions and the assets in question (livestock, business inventory and productive land). For those who invested in livestock, particularly small ruminants, disease prevention through vaccination is not available on the required scale. Thus, livestock diseases and mortality are key sources of loss of assets and income for the poor in the prevailing circumstances.

105. In addition, the overall economic situation, as described in Section 4.3, could become more challenging during much of 2023, as new policy measures are introduced for

macroeconomic stabilisation.⁴² This could have an adverse impact on the formal and informal sectors, which is where TVST beneficiaries are employed and small farmers and livestock owners operate. The consequences for them may well include loss of employment and lower levels of income.

106. Moreover, the future of self-employed beneficiaries of TVST and those IGG and CIF beneficiaries who established their own village-level businesses is an open question in view of the history of such enterprises. Direct evidence for this or similar groups is not available, but inferences can be drawn from some of the experiences in Pakistan and elsewhere. For example, Mir 2022 observed that “those who explore entrepreneurship and start a business confront some of the most difficult obstacles in the sector. In Pakistan, 9 out of 10 new companies fail.”

107. Horton 2022 reported on the reasons for the failure of small businesses in the United States of America, which are much bigger than those established by SUCCESS beneficiaries. The reasons are reproduced in Annex 7 and should be familiar in the Pakistani context: financing hurdles, inadequate management, ineffective business planning, and marketing mishaps. As a result:

While there are a number of small businesses in a broad range of industries that perform well and are continuously profitable, about 33% of small businesses fail in the first two years, around 50% go belly up after five years, and roughly 33% make it to 10 years or longer, according to the [United States Government’s] Small Business Administration.

108. Beneficiary incomes from land and livestock have been affected by frequent natural disasters, particularly floods and droughts, in large parts of Sindh in recent years. For example, the 2020 floods seriously affected

Dadu, Sujawal and Tando Muhammad Khan Districts in the project area; drought affected Dadu, Jamshoro and Kambar Shahdad Kot in 2019 (Natural Disasters Consortium 2019), and Dadu, Jamshoro and Sujawal during 2021-2022 (Integrated Food Security Phase Classification Partners 2021); and during the 2022 floods, the Government of Sindh declared 23 districts to be calamity-affected areas, including all the districts in SUCCESS.

109. The government-led post-disaster needs assessment for the 2022 floods, supported by the Asian Development Bank, the European Union, the United Nations, and the World Bank, was published on October 28, 2022. It reported that Sindh accounted for 72% of the total value of damage and losses registered in the agriculture sector (Government of Pakistan 2022, p. 59). According to an assessment by the International Centre for Integrated Mountain Development and the Pakistan Agricultural Research Council (Qamer 2022), the 2022 floods:

- Inundated 4.9 million hectares of cropland in Sindh Province;
- Killed 42,174 livestock, causing a loss of USD 13 million;
- Imposed a combined loss of USD 1.7 billion in rice, cotton, sugarcane, tomato, onion, chili, and livestock; and,
- Generated economic losses in agriculture that are much beyond the estimated direct losses to crop production and livestock.

110. The floods also damaged a large part of the physical assets of households and community-managed and government infrastructure. For example, government of Pakistan 2022 (p. 51) reported that Sindh accounted for 83% of the total housing damages across the country. It would be logical to infer from the magnitude of losses described above that the economic gains induced by SUCCESS could not have been sustained at levels estimated by the studies mentioned in this report. Specifically:

42. This is expected to happen any day at the time of writing of this report.

- The increases in income resulting from CIF and IGG investments in agriculture, livestock and enterprises, as well as those associated with TVST, would have been offset to an unknown extent by the effects of the floods.
- A large and unknown number of the households that experienced lower levels of poverty due to SUCCESS interventions would be experiencing higher levels of poverty as a result of the 2022 floods.

111. Moreover, natural disasters that affect rural incomes and household poverty will continue to undermine the sustainability of impacts of development initiatives such as SUCCESS. Based on official classifications by the National Disaster Management Authority, a research report prepared in the United Kingdom has identified the districts that are most vulnerable to flooding and drought in Pakistan (Idris 2021).⁴³ In Sindh, 15 districts have been classified as most vulnerable to flooding, 11 as most vulnerable to drought (5 severely and 6 moderately), and 7 most vulnerable to both flooding and drought (the complete list is reproduced in).

112. Annex 8). Of the 8 districts included in SUCCESS, Dadu, Jamshoro and Kambar Shahdad Kot are most vulnerable to flooding as well as severely vulnerable to drought, and Larkana and Tando Muhammad Khan are most vulnerable to flooding.

110. Natural disasters would also doubtless affect the sustainability of benefits flowing from CPIs, summarised above. Within these limitations, however, the arrangements made by community institutions for the operation and maintenance (O&M) of CPIs also need to be assessed. Reports by external consultants directly engaged by the EU observed that:

- “CPI maintenance committees were in place and functioning” (ROM Mission Report, March 2022, p. 9).

- “RSPs followed the guidelines specified in [the project implementation manual] to ensure operation and maintenance and sustainability of completed CPIs” and “at all visited locations, communities were aware of the formation and responsibilities of O&M Committees (final report of the external performance monitoring mission, November 2021, p. 41).

113.A thematic study commissioned by SUCCESS reported an overall satisfactory picture of maintenance and also flagged areas for attention (Hasan et al. 2021), with page numbers given below):

- P. 5: Maintenance committees existed in all the cases. NRSP, SRSO have already encouraged VOs to deposit funds for O&M which are deposited in the banks. The villagers on need basis timely repair minor damages. In order to ensure smooth operation and timely major repairs, the VOs need to devise a proper mechanism in this regard.
- P. 24: More than half (6 out of 11) of the [drinking water schemes] were fully maintained and no damage and no water leakages were observed. Three CPIs were partially maintained, where the physical condition was poor and up to 33% water losses were observed, while two CPIs had limited maintenance where more than 33% water losses were recorded. One CPI was not maintained and it was reported that the CPI had not been operational/ functional for the last three months.
- P. 35: 11 out of 13 [drainage and sanitation CPIs] were free of defects and required only routine maintenance. Only two CPIs were found with defects.
- P. 47: Almost all CPIs [roads and bridges] were found free of defects; with minor defects in some districts. [Almost all the] paved streets were largely found free of defects, requiring only routine maintenance and surface treatment.

43. The source document also includes lists of districts vulnerable to cyclones, earthquakes, avalanches and landslides, and food insecurity and malnutrition.

- P. 72: All of the [focus group] participants were aware of the committees formed to look after the matters related to operation and maintenance of the schemes. Women participants reported that at least two women from each community received training on how to conduct the maintenance work. Even in some communities where street pavement schemes were implemented, women were reportedly performing the tasks of cleaning their streets on daily basis. Similarly, in one village of Larkana where solar energy CPI was implemented, the women participants of the [focus group] reported that women were visiting home to home to ensure that all installed switches were working properly.

5.3. Sustainability of Interventions

114. In general, only some of the interventions in a donor-assisted project are expected to be continued beyond the life of the project, as resources are seldom available for continuing all of them. In the case of SUCCESS, interventions that are not expected to be sustained by the RSPs include IGGs, CPIs, training programmes (including TVST), and micro health insurance. It is important, however, for three sets of interventions to be sustained on a long-term basis, and these are the community institutions, the CIF and linkages with government departments.

115. The situation at the end of the programme is that:

- Over 80% of the community institutions are assessed to be fully functional, with community leaders having the capacity to effectively run these institutions.
- Most of the LSOs have developed the capacity to manage the revolving of CIF with a modest level of support from the RSPs.
- The JDCs no longer exist as established for the duration of SUCCESS, although

linkages exist on an unknown scale between LSOs and government departments.

116. As Rogers and Coates 2022 (pp. 43 and 18) found, however, evidence of capacity at the end of a project does not necessarily lead to sustainability over time. Equivalent attention has to be paid to conditions affecting “continued beneficiary demand, access, and use of provided services”. For community institutions and the CIF, in particular, sustained sources of resources and technical and managerial capacity are needed, so that the communities can operate independently of the RSPs. That point has not yet been reached.

117. The symbiotic relationship between community institutions and the CIF, and the implications it has for sustainability, was flagged in the ROM Mission Report, March 2022:

- P. 2: The intervention does not possess a comprehensive scheduled plan conducive to the establishment of solid CIF management and governance, operational after the end of the intervention.
- P. 10: Keeping the CIF functioning after the intervention completion is extremely relevant because access to cheap micro-loans by ultra-poor is considered a great economic opportunity for meeting people’s needs and, therefore, the main leverage factor to keep social mobilisation alive.⁴⁴

118. One challenge is for the LSOs to recover the costs that were directly paid from the SUCCESS project budget. These included honoraria for community book-keepers and operational costs of the RSP staff supporting the LSOs to manage the CIF. This current cost is estimated at 7% of the total CIF portfolio. To be financially self-sustainable post project, the LSOs need to increase their services charges up to 10%. In addition, a basic level of continuing support from the RSPs is also needed.

119. At this stage:

44. The RSPs emphasise that the CIF is the glue that is expected to hold together the community institutions.

- All the three RSPs have offices and staff for other projects and these projects are being implemented through the community institutions fostered under the SUCCESS programme. Where required, RSP staff also provide support to the LSOs for managing their affairs.
- The LSOs have introduced service charges of 10-12% per year on CIF loans.
- SRSO has retained 65 of the 130 SUCCESS staff (8 of the 12 social mobilisation teams in 3 of the 8 offices, including 2 district offices and 1 field office) to support sustainability.
- There is informal acknowledgment at various levels of the GoS that mutually-beneficial linkages between community and government institutions in the social and productive sectors should be continued. Policy measures to this effect are lacking.

6. Lessons and The Way Forward

6.1. Lessons

120. One set of lessons highlights the positive aspects of the conceptual and programmatic interventions undertaken by the RSPs through SUCCESS. These relate to:

- How SUCCESS enabled and facilitated women, the poor and organised rural communities through opportunities for increasing household incomes and addressing common problems;
- How women, the poor and community institutions responded to these opportunities; and,
- The results observed in terms of increased incomes, reduced household poverty, women's empowerment, and functioning physical infrastructure.

121. The RSPs, as autonomous support mechanisms for mobilising rural people, worked through SUCCESS to:

- Identify all the poor households in the programme area, so that household-level interventions could be directed where intended, and organise them through women household members.
- Enhance women's ability to collectively plan, implement and maintain household- and community-level projects and demand public services among 607,943 households (426,328 of them poor), supported by enhanced skills for community management among more than 62,000 women leaders in villages;
- Engage women in poor households to identify income-generating opportunities that they themselves could manage with the help of her household members;

- Enable villagers to identify, implement and maintain infrastructure projects that responded to local priorities;
- Provide access to finance for investment by women in household-level income-generating activities among more than 187,000 rural households (at least 183,000 of them poor); training for productive employment and self-employment among approximately 47,000 villagers (more than 37,000 of them women); health insurance for more than 137,000 poor rural households; and high-priority community infrastructure for approximately 229,000 rural households; and,
- Bring together community leaders and government officials for establishing mutually-beneficial linkages.⁴⁵

122. Ways in which women, poor households and organised communities responded to these opportunities included the following:

- For responding to opportunities for income generation, LSOs supported by SUCCESS provided PKR 3.88 billion through 196,281 CIF loans to women in poor households, and PKR 1.12 billion through 64,377 grants to women in extremely poor households. In addition, 43,632 community members participated in TVST arranged by SUCCESS.
- For responding to local infrastructure needs, village organisations invested PKR 1.61 billion in 2,680 CPI projects identified and implemented by village organisations for the benefit of an estimated 229,000 households.
- Communities accessed government services in the social sectors (health, education, social welfare, women development), productive sectors (livestock, forestry and agriculture) and areas of Federal

45. This continued with the Government of Sindh's aspiration, first articulated in UCBPRP in 2009, that community institutions serve as a conduit for line departments to develop their regular annual development programmes for the government to deliver services through these institutions.

Government responsibility (NADRA, the Election Commission of Pakistan, and the Benazir Income Support Programme).

123. As a result:

- Household incomes of the beneficiaries of CIF loans, IGGs and TVST increased by 7% to 14% of their average household incomes.
- More than 42% of the CIF and IGG beneficiaries moved to a higher score on the PSC (that is, a lower level of poverty), with 24% of the CIF beneficiaries moving out of the poor category (PSC 0-23) and 9% of the IGG beneficiaries moving out of PSC 0-23 (the category of poor households).
- Women beneficiaries experienced empowerment across the economic, social and political domains. Their income, mobility, role in decision making and political participation increased. They also took on responsibility for community-level decisions and representing their communities in dealing with government departments.
- Village organisations demonstrated a high level of proficiency in the O&M of 5 main categories of community physical infrastructure.

124. Another set of observations represents lessons for understanding the context and planning accordingly in future similar programmes to the extent possible. The rural context, in much of the country, is one of climate change and its effects on agriculture, frequent natural disasters, and periodic economic challenges, which include macroeconomic stabilisation and its implications.⁴⁶ SUCCESS was affected by all of them.

125. Possible ways in which adversity in the context was reflected in SUCCESS include:

- 28% of CIF and 12% of IGG beneficiary households fell into a lower PSC poverty

band (associated with a higher level of poverty) compared with the baseline. Moreover, the proportion of households in poverty would have increased significantly since the 2022 floods and the severe damage they caused.

- Although estimated average beneficiary household income increased, this hides the potential income lost due to adverse economic conditions and natural disasters during the programme implementation period.
- Inadequate coverage for livestock disease control could also have affected household income and poverty levels in adverse ways. Inadequate support for the dissemination of climate-smart agricultural technologies and practices would have had similar effects.

6.2. The Way Forward

126. The challenges discussed here are specific to the sustainability and scaling up of SUCCESS initiatives such as social mobilisation, the CIF, and linkages between community institutions and government departments.⁴⁷ The point of departure for the way forward is that although SUCCESS was funded by a donor, it was a link in GoS initiatives that:

- Started in 2009 and expanded over the years to cover the entire province by 2023;
- Consistently received support from the highest levels of political and administrative leadership in the province; and,
- Included government approval of the CDLD Policy and the PRS prepared with the support of SUCCESS.

127. Thus, GoS and its policies must be viewed as central to the sustainability of important SUCCESS interventions. Enabling policy actions are needed, first of all, to institutionalise the aspiration first articulated by GoS in UCPRP in 2009 – that community institutions

46. Pakistan signed 5 agreements with the International Monetary Fund between 2000 and 2020, an average of one every 4 years (International Monetary Fund 2020).

47. There are also intervention-specific operational lessons for future initiatives that are described, in particular, in Section 6.1, the external monitoring mission reports and the RSPN key performance indicators reports. These are not covered here but also deserve careful consideration by the RSPs and other relevant stakeholders.

serve as a conduit for line departments to develop their regular annual development programmes to deliver services through these institutions. SUCCESS operationalised this aspiration through the JDCs and individual departments. SUCCESS and the JDCs have now ended and the need for GoS policy action remains: the kind of mutually-beneficial linkages that SUCCESS produced need to be formalised for social and productive sector departments across the province.

128. Policy actions recommended in furtherance of CDLD in the PRS document also need action. These include (Ernst & Young 2018, p. 19):

- The Government recognises the social capital created at community level through social mobilisation, including:
- Facilitation of services to communities by leveraging the institutional structures created through social mobilisation, thus recognising “institutions of the people”.
- The GoS endorses the Joint Development Committees as a mechanism to bring together representatives of district and local government, line departments and community representatives (members of LSOs).
- Recognition that the existing pro-poor programmes which the various line departments of the GoS are already engaged in could have an enhanced impact if structured and delivered to incorporate the CDLD policy principles.

129. For their part, the RSPs need to support the GoS and the community institutions in three important ways. One of these is to facilitate community institutions, government departments and elected representatives to build alliances in support of broad-based rural development in the province. All these stakeholders have already demonstrated their willingness to work together at the district

level (some of which, involving elected representatives, has not been documented so far). The next step is to strengthen this resolve at the district level and communicate it at the regional and provincial levels.

130. As a first step, the RSPs can foster regional associations of LSO activists to work with interested government departments and elected representatives in the region.⁴⁸ Regional platforms would articulate, in particular, the needs of the rural poor and the government departments that are mandated to serve them, all of which are seriously constrained by lack of resources.⁴⁹ In a potentially win-win scenario:

- Elected representatives would lead the dialogue at the provincial policy levels in the executive and legislative branches of the government.
- They would be supported by LSO activists, who represent the vote banks of elected representatives in matters of service delivery.
- District-level government officials who have worked with community institutions in SUCCESS and similar projects would provide operational information for innovation at policy levels.

131. The second main challenge for the RSPs is to ensure the sustainability of the CIF. Detailed financial and institutional analysis is required, with information that reflects the current situation (including costs in an environment of high inflation). Moreover, the poverty situation has worsened, as indicated above, and additional resources need to be mobilised for the CIF for helping the growing number of poor households.

130. The third challenge for the RSPs is to ensure continuing support and monitoring beyond SUCCESS. This would have to be provided through district offices and adequate field staff that is needed to support LSOs in:

48. A region would consist of a number of districts in an area where one or two RSPs have been working.

49. The overall agenda for stakeholders would include the PRS principles for poverty reduction (refer to Box 3) and the PRS policy recommendations summarised above.

- Ensuring accountability and financial viability in managing the CIF; and,
- Strengthening linkages with new government staff and promoting awareness of new issues that come up from time to time and affect villagers

132. In conclusion, it would not be out of place to recall some of the principles articulated for the socio-economic pillar by Dr Akhtar Hameed Khan during his first visit to the AKRSP in June 1983 (Aga Khan Rural Support Programme 1994):

AKRSP's main functions should be:

- Social and economic village organisations (VOs);
- Liaison between VO and government and other agencies;
- Training of VO managers and other cadres in coordination with other agencies;
- Opening up of services and supplies lines to VOs, again in coordination with other agencies; and,
- Selective research to discover more efficient methods, implements and materials.

Annex 1: Bibliography

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Annex 2: SUCCESS Targets and Achievements in Terms of Key Performance Indicators (June 2022)

Key Performance Indicator	Target	Achievement	% Achievement
A. Social Mobilisation Outreach			
Number of Union Councils where social mobilisation started	316	316	100
Number of Households with PSC survey completed	849,846	849,846	100
Total Population covered under PSC survey	5,694,403	5,694,403	100
Total Households organised	607,270	607,943	100
PSC 0-23	439,471	426,328	97
PSC 24-100	167,799	181,615	108
Total Population represented by COs	4,079,566	4,079,566	100
Women	1,998,405	1,998,405	100
Men	2,081,161	2,081,161	100
Women's Community Organisations formed	31,015	30,274	98
Membership of Community Organisations	610,206	610,206	100
Women's Village Organisations formed	3,474	3,460	100
Membership of Village Organisations	62,030	57,320	92
Women's Local Support Organisations (LSOs) formed	314	314	100
LSOs general body membership	8,292	8,292	100
LSOs executive body members	3,819	3,819	100
Number of Women's LSO Networks at district level formed	8	8	100
Number of VOs notified by the local authority	3,460	3,427	99
Number of LSOs notified by the local authority	314	314	100
Number of VOs have bank accounts	3,460	2,937	85
Number of LSOs have bank accounts	314	314	100
Number of Community Organisations that have a saving programme	30,274	28,813	95
Amount of Savings (PKR)	No Target	271,489,542	

Key Performance Indicator	Target	Achievement	% Achievement
B. Training and Capacity Building			
Number of community members trained in Technical and Vocational Skills Training (TVST)	46,041	43,632	95
Number of RSPs' SUCCESS staff trained on Programme Implementation Manual (PIM)	171	171	100
Number of RSPs' SUCCESS staff trained on Community Awareness Toolkit (CAT)	141	141	100
Number of Community members trained in Community Management Skills Training (CMST)	67,005	62,214	93
Number of Community members trained in Leadership Management Skills Training (LMST)	9,221	9,027	98
Number of Activists Workshops held	804	675	84
Number of community members trained on book-keeping	1,149	1,067	93
Number of community members trained as Community Resource Persons (CRPs)	5,449	5,236	96
Number of CRPs actively working with the COs	3,097	2,265	73
Number of awareness sessions conducted on cross cutting critical issues (education, health, sanitation, nutrition, DRR etc) by CRPs	396,648	396,648	100
Number of deliveries took place through skilled birth attendant or at health facility (public or private)	No Target	143,152	
Number of children (0-23 months) from the CO member households have vaccination cards	No Target	320,304	
Number of CO member households that have latrines in their homes	No Target	159,226	
Number of eligible (above 18 years of age) women and men from CO member households with CNICs	No Target	764,776	
Number of married couples from CO member households with marriage certificates	No Target	45,329	
Number of children (5-12 years) from CO member households enrolled in school	No Target	383,207	
Number of CO members aware of at least 4 basic human rights	No Target	226,379	
Number of Children (boys and girls) from CO member households have birth registration	No Target	115,863	
Number of forest/fruit trees planted by CO member households since the formation of COs	No Target	269,800	
Number of CO members registered as voters	No Target	377,357	
C. Community Investment Fund (CIF)			
Number of LSOs managing CIF	314	314	100
Number of VOs managing CIF	216	216	100
Total amount of CIF with LSOs/VOs (PKR)	1,710,290,083	1,710,290,083	100

Key Performance Indicator	Target	Achievement	% Achievement
Total amount of CIF with LSOs (PKR)	1,590,471,103	1,590,471,103	100
Total amount of CIF with VOs (PKR)	119,818,980	119,818,980	100
Total amount of CIF disbursed to poor households by VOs/LSOs (PKR)	1,710,290,083	3,884,258,379	227
Number of households benefiting from CIF for productive asset building and income generation	264,694	118,730	45
Number of repeated loans	264,694	77,551	29
Total number of loans	264,694	196,281	74
Overall CIF repayment rates (%)		96	
D. Income Generating Grants (IGGs)			
Number of LSOs managing IGG sub-grants	81	81	100
Number of VOs managing IGG sub-grants	3,440	2,632	77
Total amount of IGG sub-grants with LSOs/VOs/COs (PKR)	1,154,638,628	1,114,651,347	97
Number of households benefiting from income generation grants (IGGs) for productive asset building and income generation	65,208	64,377	99
Total amount of IGG sub-grants disbursed to poor households (PSC 0-23) (PKR)	1,120,754,163	1,112,466,136	99
E. Micro Health Insurance (MHI)			
Number of households insured	138,566	137,508	99
Number of people insured	937,315	929,909	99
Amount of MHI premium given to MHI service provider (PKR)	505,447,000	469,676,580	93
Number of patients treated		23,483	
Amount of claims paid		353,717,145	
Claim ratio to premium investment		0.75	
F. Local Development Plans			
Number of COs developed MIPs for their member households	30,274	30,192	100
Number of VOs have developed the Village Development Plans	3,460	3,434	99
Number of LSO have developed the Union Council Development Plans	314	314	100
Number of joint development committees formed at Taluka and District level	41	41	100
Number of JDC Meetings Held	295	149	51

Key Performance Indicator	Target	Achievement	% Achievement
G. Community Physical Infrastructure (CPI)			
Number of CPIs completed	2,719	2,680	99
Number of households benefiting from completed CPIs	117,837	229,414	195
Cost of completed CPIs (PKR)	1,613,353,593	1,613,353,593	100
H. Enterprise Development (Added in 2021)			
Number of women Business Development Groups (BDGs) formed	551	551	100
Number of women Member of BDGs	3,279	3,279	100
Number of Households provided with Business Development Grants	5,035	4,356	87
Amount of Business Development Grant provided (PKR)	192,222,795	192,222,795	100
I. Adult Literacy and Numeracy Skills (ALNS) (Added in 2021)			
Number of women ALNS centres established	1,450	1,450	100
Number of women learners enrolled in ALNS	35,300	35,614	101
Number of women learners successfully graduated	35,614	35,330	99
Number of learners got certification from government literacy department	35,330	31,374	89

Annex 3: Definitions for Results-based Management and Evaluation

Definitions used in results-based management

Sources:

- Organisation for Economic Cooperation and Development, Development Assistance Committee (OECD-DAC). 2010. Glossary of Key Terms in Evaluation and Results Based Management. 2010. Available at <https://www.oecd.org/dac/evaluation/2754804.pdf>.
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Term	OECD-DAC Definition	European Commission Definition
Results	The output, outcome or impact (intended or unintended, positive and/or negative) of a development intervention.	Same as in OECD-DAC, with the addition: “In the present guidelines, result will be assimilated to outcome (except when referring to a results chain).”
	GAC 2016: Results are the same as outcomes. An outcome is a describable or measurable change that is derived from an initiative’s outputs or lower-level outcomes. Outcomes are qualified as immediate, intermediate or ultimate; outputs contribute to immediate outcomes; immediate outcomes contribute to intermediate outcomes; and intermediate outcomes contribute to ultimate outcomes. [Here impact = ultimate outcome.]	
Outputs	The products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.	Direct products or services delivered by activities, directly influencing the achievement of outcomes.

Term	OECD-DAC Definition	European Commission Definition
Outcome	The likely or achieved short-term and medium-term effects of an intervention's outputs.	The likely or achieved short-term and medium-term effects of an intervention's outputs. (OECD) Short to medium term effects on the political, social, economic and environmental areas targeted by [EC] financed interventions as well as changes in behaviour of addressees of [EC] interventions. Other external factors and players also influence the targeted areas and addressee.
	European Commission and OECD-DAC do not differentiate between levels of outcomes. GAC 2016 uses two kinds of outcomes (examples given below): <ul style="list-style-type: none"> ● Intermediate (medium-term) Outcome: A change that is expected to logically occur once one or more immediate outcomes have been achieved. In terms of time frame and level, these are medium-term outcomes that are usually achieved by the end of a project, and are usually <i>changes in behaviour, practice or performance</i> among intermediaries and/or beneficiaries. ● Immediate (short-term) Outcome – Change in Capacities: A change that is expected to occur once one or more outputs have been provided or delivered by the implementer. In terms of time frame and level, these are short-term outcomes, and are usually changes in capacity, such as an increase in knowledge, awareness, skills or abilities, or access to... among intermediaries and/or beneficiaries. The GAC approach (and immediate outcomes) helps implementers to track progress in terms of results even over short durations: they do not have to wait for changes in behaviour, practice or performance. Such changes may not occur in a year or two, or not even in several years where issues of governance and social change are concerned. The approach also enables evaluators to give credit to implementers, instead of saying that it is too early to see results in terms of outcomes and impact.	

Examples of Immediate Outcomes (GAC 2016, pp. 17-18)

Immediate outcomes articulate the changes in capacity that intermediaries and/or beneficiaries should experience during the life of a project. For example:

- Improved knowledge of sustainable agricultural-production practices among women-smallholder farmers in village X, of country Y
- Improved business skills of urban women and youth in city Y of country X
- Increased knowledge and skills in developing, ratifying and/or implementing legal instruments among personnel in organization X in the countries of region Y
- Enhanced access to improved water and sanitation facilities for women of reproductive age, new-borns and children under age five in rural areas of country X
- Increased ability of health workers to address the nutrition challenges of women and children, especially girls in county Z
- Increased awareness of trade in solar and wind energy as an opportunity for growth among small and medium sized enterprises in country X
- Improved trade negotiation skills among aboriginal people, especially women, in province Y of country X

- Enhanced⁵⁰ abilities of government X to develop laws, policies and institutions that protect the human rights of women in country X
- Increased knowledge and skills among civil-society organizations to advocate for human rights with the government in country X

Immediate outcomes represent the first level of change that intermediaries or beneficiaries experience once implementers start delivering the outputs of a project. For instance, “Increased knowledge of antenatal-care practices by health professionals in region X” may result from the outputs of “Training on antenatal-care practices provided to selected nurses and midwives” and “Mentorship program established for trainee nurses.”

Examples of Intermediate Outcomes (GAC 2016, pp. 16-17)

Intermediate outcomes articulate the changes in behaviour, practice or performance that intermediaries and/or beneficiaries should experience by the end of a project. For example:

- Increased use of business development and financial services by micro enterprises, particularly those led by women, in province Y of country X
- Improved use of essential maternal health services, including those related to sexual and reproductive health, by women in village Y of country X
- Improved provision of gender sensitive and rights-based antenatal care to pregnant women by health professionals in region X
- Enhanced equitable access to safe, quality education for girls and boys in crisis-affected province Y of country X
- Increased use of gender responsive humanitarian assistance (material and services) by refugees and internally displaced persons in province Y and Z of country X
- Increased engagement in trade opportunities by small and medium enterprises, particularly those led by women, in country X
- Enhanced adoption of anti-crime legal instruments by the national government in country Y
- Enhanced protection of the rights of minorities by government X in country X
- Reduced stockpiles of weapons of mass destruction in country X
- Increased green and clean exports by small and medium sized enterprises in country X
- Increased competitiveness of green and clean small and medium sized enterprises in country X

Intermediate outcomes usually stem from the application of the capacity built among intermediaries or beneficiaries at the immediate outcome level. For instance, “Improved antenatal care by health professionals in region X” may stem from the immediate outcomes “Increased knowledge of antenatal care practices by health professionals in region X” and “Improved access to equipment and infrastructure by rural clinics in region X.”

50. “Enhanced” includes both “improved” and “increased” change.

Definitions and explanations of effectiveness, impact and sustainability used in evaluation

Source:

OECD-DAC. 2019. Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use. December 2019. (<http://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>).

● Effectiveness: Is the intervention achieving its objectives?

The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.

Note: Analysis of effectiveness involves taking account of the relative importance of the objectives or results.

Explanation: We clarify that effectiveness should analyse progress towards objectives along the results chain / causal pathway. In contrast to impact, which looks at higher-order effects and broader changes to which an intervention may be contributing, effectiveness is concerned with more closely attributable results.

We add “results” and “differential results” to open the door to asking important questions about the distribution of results across different groups, and to look beyond intended objectives. This is in line with the policy priority to leave no-one behind. It encourages evaluators to examine equity issues and results for groups that have been marginalised, while not assuming that equity is an objective of the intervention.

The phrasing allows flexibility for evaluations to focus on the objectives and/or results that are of most interest.

We retain the reference to “relative importance” in the note because one should weigh the importance of the achieved/not achieved/expected objectives and results when drawing conclusions about overall effectiveness.

The overall significance of the intervention effects is captured under impact.

● Impact: What difference does the intervention make?

The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.

Note: Impact addresses the ultimate significance and potentially transformative effects of the intervention. It seeks to identify social, environmental and economic effects of the intervention that are longer term or broader in scope than those already captured under the effectiveness criterion. Beyond the immediate results, this criterion seeks to capture the indirect, secondary and potential consequences of the intervention. It does so by examining the holistic and enduring changes in systems or norms, and potential effects on people’s well-being, human rights, gender equality, and the environment.

Explanation: We have introduced “higher-level” to capture the significance, the scope, and the transformative nature of the effects. The note explains this meaning. This meaning has policy relevance in a context where the 2030 Agenda and Paris Agreement call for transformative change.

The definition is now more in line with common usage of the word impact for meaningful or important changes.

We recognise that the term impact has sometimes been confused with the notion of valid attribution adopted by some users (and as commonly used in “impact evaluation”), but we consider that valid attribution is embedded in all the criteria.

We remove “direct and indirect” and “primary and secondary” because direct and primary effects are covered by effectiveness. The note further helps to clarify the difference between effectiveness and impact.

- **Sustainability: Will the benefits last?**

The extent to which the net benefits of the intervention continue, or are likely to continue.

Note: Includes an examination of the financial, economic, social, environmental, and institutional capacities of the systems needed to sustain net benefits over time. Involves analyses of resilience, risks and potential trade-offs. Depending on the timing of the evaluation, this may involve analysing the actual flow of net benefits or estimating the likelihood of net benefits continuing over the medium and long-term.

Explanation: The definition is concise and the explanatory note makes clear that sustainability has various dimensions (financial, economic, social and environmental).

The original definition was too donor centric, and focused only on external funding (major development assistance), which did not sufficiently reflect the context for development evaluation today. In addition, it may be useful to evaluate sustainability even while funding or activities are ongoing. Removing the reference to external funding will support evaluation of sustainability in a variety of contexts.

The note also encourages analysis of potential trade-offs, and of the resilience of capacities/ systems underlying the continuation of benefits. By contrast, the previous definition included repetitive phrasings (“continued long-term benefits” and “resilience to risk”).

We retain the term “net” benefits to focus on the continuation of the overall value of the intervention, taking into account any ongoing costs related to the intervention.

Annex 4: SUCCESS Programme Results in Terms of Impact and Outcome Indicators

Source: Global Revised SUCCESS Logframe, Updated January 2023

	Baseline (2015-16)	Endline Value (2022) and Source of Verification	Target (2022)	Sources and Means of Verification
Impact Indicators (corresponding to indicators for the overall objective)				
1. Percentage of households with PSC 0-23	65%	65% ⁵¹	40%	Sample based poverty scorecard rankings, pre and post programme
2. Average monthly per capita (in real terms) income of targeted poor (PSC 0-23) households	PKR 2,096 (Apex Consulting 2017)	PKR 2,915 (37% increase) (Apex Consulting 2023b)	PKR 2,725 (at constant prices – 30% increase over the baseline)	Third-party baseline and end line sample surveys
3. Level of empowerment reported by targeted female beneficiaries (assessed through an index) ⁵²	No baseline	7.2% increase ⁵³ (Apex Consulting 2023a)	Improved level of empowerment reported in Women Empowerment Matrix 2022	Women Empowerment Study 2018 and 2023
Outcome Indicators (corresponding to indicators for the specific objective)				
4. Percent of technically and financially viable women-led COs/VOs/LSOs “scoring 70% or above on the Institutional Maturity Index”	0%	80% CIs (Tarique and Khan 2022)	70% CIs	Sample based Annual Institutional Maturity Index Survey
5. Percentage of women CIF and IGG beneficiaries investing in income generating activities and livelihood assets	0%	98% (Anwar et al. 2021)	70%	Thematic sectoral study on CIF and IGG 2020
6. Percent of women and men (TVST beneficiaries) employed in formal and informal sectors and/or in micro business	0%	50% (Kapadia, Mansoor and Kapadia 2022)	70%	Thematic sectoral study on TVST 2022

51. Out of the 1,833 households sampled in the survey, 464 in the poor category moved up to the non-poor (PSC 24-100) category, while approximately the same number of non-poor households (459) moved into the poor category.

52. An overall women's empowerment index was constructed by clubbing women's empowerment indicators for access to economic opportunity, access to credit, role in household decision-making, freedom of mobility and political participation.

53. CO members who benefited from CIF, IGG or TVST reported a 7.2% higher level of political, economic and social empowerment on the overall empowerment index than those CO members who did not receive any of these interventions.

	Baseline (2015-16)	Endline Value (2022) and Source of Verification	Target (2022)	Sources and Means of Verification
7. Percent change in health expenditure of MHI users	0%	45% reduction (Apex Consulting 2023b)	30% reduction	Thematic sectoral study on MHI 2022
8. Percentage of implemented community physical infrastructure schemes operated and maintained by communities.	0%	100% (Hasan et al. 2021)	70%	Thematic sectoral study on CPIs, Annual Interim Report and EU External Monitoring Mission reports
9. Implementation status of GoS PRS and CDLD policy with budgetary allocation	SPDC formed	GoS PRS including CDLD policy formulated and approved by CM Sindh, CDLD expanded to 6 more districts and rural growth centres pilot started	PRS and CDD policy implemented by government of Sindh as per the sequencing in the roadmap	(a) TA component annual reports (b) Updated Roadmap for Implementation of the Sindh Poverty Reduction Strategy
Percentage of targeted poor households (poverty score of 0- 23) which have:	Source: Apex Consulting 2017	Source: Apex Consulting 2023b		
10. CNICs	78%	73.5%	90%	
11. School-aged children going to school	25%	57%	29%	
12. Eligible children vaccinated	86%	89.8%	99%	
13. Consulted public health facility at time of illness/injury	54%	95%	62%	Baseline and endline survey and poverty scorecard survey
14. Access to improved drinking water sources (piped water or hand pump in dwelling)	69%	84.6%	79%	
15. Latrine in the house	64%	75.4%	74%	
16. Drainage for water disposal from houses	59%	56.8%	68%	
17. Percent of women adult literacy learners able to read and write simple sentences in Sindhi/Urdu and perform two-digit numeric operations of plus, minus and multiplication	None	98% (Sidra 2022)	70% of the Adult Literacy Centre graduates	Tests results of learners at the time of graduation and monitoring reports

Annex 5: Consolidated Summary of Programme Outcomes and Impacts

Immediate Outcomes (Changes in Capacity – Abilities, Skills and Access)

Enhanced women's ability:

Among 607,943 households (426,328 of them poor) to collectively plan, implement and maintain household- and community-level projects and demand public services;

- Community management among more than 62,000 women leaders in villages;
- Productive employment and self-employment among approximately 47,000 villagers (more than 37,000 of them women); and,
- Literacy and numeracy among more than 31,000 rural women.

Enhanced access to:

- Finance for investment by women in household-level income-generating activities among more than 187,000 rural households (at least 183,000 of them poor);
- Health insurance for more than 137,000 poor rural households;
- High-priority community infrastructure for approximately 229,000 rural households; and,
- Government administrators and line departments through 149 meetings of JDCs and interaction with individual departments outside these meetings. A limited number of leaders of community institutions participated in these interactions, which facilitated access by villagers to government services. The number of beneficiaries of linkages facilitated by JDCs and line departments has not been documented.

Intermediate Outcomes (Changes in Behaviour, Practice or Performance)

Changes in household behaviour:

- 98% of the (women) CIF and IGG beneficiaries invested in income generating activities and livelihood assets; and,
- 50% of the TVST beneficiaries (women and men) found employment in the formal and informal sectors and/or in micro business;

Changes in the performance of community institutions:

- 100% of the completed community physical infrastructure schemes were being operated and maintained by beneficiary communities; and,
- 80% of the technically and financially viable women-led community institutions (COs, VOs and LSOs) scored 70% or above on the institutional maturity index (IMI) used by the RSPs.

Women's social empowerment:

- Greater mobility for participation in community meetings; access to banks, markets, medical facilities and children's schools, among other services; and visiting friends and attending social and political gatherings.
- Increased role in decisions related to house repair or building, children's education and marriages; and leadership positions in the management committees of the CPIs.

Women’s economic empowerment:

- Women’s incomes increased as a result of CIF loans and IGGs. Their use of increased incomes included reinvesting in their businesses, purchase of consumer durables 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 was also enhanced to include decisions about setting up micro-enterprises and purchasing and selling livestock.

Political empowerment in electoral politics:

- Women experienced increased political awareness and increased likelihood of voting in the local as well as general elections.
- 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.

Political empowerment in local governance and service delivery:

- Organised women 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 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 yet systemic changes but they are useful local initiatives in the space created by women’s mobilisation.
- Community institutions’ linkages with government departments are mutually beneficial for both sides: this is an incentive-driven partnership. The JDCs were major contributors in fostering successful linkages between LSOs and government line departments.
- The JDC acted as the district hub for motivating linkages, and the RSPs and LSOs as the spokes through which multiple linkages materialised.

Impacts

Overall impact indicators:

Impact Indicators (corresponding to indicators for the overall objective)	Baseline Value (2016) and Source of Verification	Endline Value (2022) and Source of Verification
Percentage of households with PSC 0-23	65% (Apex Consulting 2017)	65% (Apex Consulting 2022)
Average monthly per capita income (in real terms) of targeted poor (PSC 0-23) households	PKR 2,096 (37% increase) (Apex Consulting 2017)	PKR 2,915 (Apex Consulting 2022)
Level of empowerment reported by targeted female beneficiaries (assessed through an index)	No baseline	7.2% increase (Apex Consulting 2023)

Economic impact of community investment fund and income-generating grants:

- Average profit per beneficiary: PKR 12,702 per year for investment in livestock, PKR 19,836 per season for agriculture, and PKR 24,360 per year for business enterprises. Equivalent to an increase of 7% to 14% to the annual household income of the beneficiaries.
- Average market value of assets created by CIF and IGGs: PKR 35,982 per beneficiary household in livestock and PKR 20,528 in business capital of enterprises.
- Among CIF beneficiaries, 42% of the sampled households moved to a higher score on the PSC (that is, a lower level of poverty), with 24% moving out of the poor category (PSC 0-23) since the baseline.
- 43% of the sampled IGG beneficiaries (the extremely poor) moved to a higher PSC band (lower poverty level), with 9% moving out of PSC 0-23 (the category of poor households).
- However, 28% of CIF and 12% of IGG beneficiary households fell into a lower PSC poverty band (associated with a higher level of poverty) compared with the baseline. This can be attributed to:
- The economic context prevailing during the programme implementation period, when economic growth across the country was depressed (and negative during 2019-20), unemployment and poverty levels were increasing, and the inflation rate was in the high double-digits.

Impact of technical and vocational skills training:

- Half the beneficiaries were employed at the time of the survey.
- They had an average monthly income of PKR 18,108. Across districts, this was the equivalent of 12% to 24% of the household income of the beneficiaries.
- The factors that contributed to 50% unemployment included the economic context (particularly the COVID-19-related lockdowns), the relevance of the training to the job market, and reluctance to move to other cities for work.

Impact of community physical infrastructure – economic analysis:

- The average annual economic gains per drinking water supply scheme range from PKR 0.98 million (Sujawal) to PKR 9.23 million (Jamshoro) and the ROI is 14%, with a range of 7% (in Dadu), to 19% (in Kambar Shahdad Kot).
- For roads and bridges, the value of the time savings for beneficiary communities ranges from PKR 301,042 in the case of Tando Allahyar to PKR 952,500 in Sujawal. These savings alone are equivalent to one-third of the average cost of CPIs in the case of Larkana to almost twice the average cost of CPIs in Sujawal. Besides, the CPIs have also lowered transportation costs for travel to and from markets and work places.
- For drainage and sanitation schemes, the estimated amount of savings through reduction in the medical expenditures of beneficiaries range from PKR 300,000 in case of Sujawal to PKR 714,000 in Kambar Shahdad Kot. The ROI varies from 71% in Dadu to 185% in Tando Allahyar.
- The irrigation schemes have helped farmers to increase crop yields and cropping intensity and bring more area under cultivation. The average yields of wheat and rice crops have increased by 5.5 maunds/acre (0.56 tonnes/hectare) and 2.5 maunds/acre (0.25 tonnes/hectare), respectively. Eventually, the annual income of each of beneficiary households of an irrigation scheme has increased by PKR 27,157.

- Alternate energy: The average annual economic gains of the beneficiary communities are estimated at PKR 1.94 million, which is more than twice the average investment made by the project on the two schemes (i.e. PKR 0.82 million).

Impact of community physical infrastructure - socio-economic dimensions:

- The water hand pumps schemes enhanced year-round availability of safe drinking water, reduced water-borne diseases, and saved time for women and children in fetching water that is now used for other economic, social and educational activities.
- CPIs such as brick pavements, street pavements, link road and culverts provided the poor community members with easy access to nearby metalled roads and public services such as hospitals in an emergency, local markets, schools, courts, government department offices and so on.
- The low-cost latrines contributed to improved hygiene and sanitation conditions, which resulted in reducing the frequency of hospital visits. Women's and girls' safety, security and respect were also enhanced due to the availability of a sheltered place. Future contamination of boreholes caused by open defecation was minimised and disease transmission from flies reduced.
- The lift irrigation scheme increased crop yields as it ensures the availability of irrigation water at a time when there is a shortage of water supply in canals. Increased production leads to higher household income that can be used on health, education, food or to purchase inputs for the next crop.
- CPIs for solar power enabled communities to extend their working hours beyond sunset and earn more by working more due to the availability of lighting.

Annex 6: Factors and Processes Required for Sustainability Benefits

Source: *Reproduced from Rogers and Coates 2015, pp. 23-24 [bullet points added to original text].*

Resources: By the time the projects withdrew, a sustained source of resources for each input previously provided by the project was required for sustainability. Resources could come from

- Activities that were run profitably using a business model;
- Funds secured through government operating budgets;
- Funds provided by other donor agencies or non-governmental organisations (NGOs);
- Contributions by community members in cash or in kind; or
- Other types of innovative finance.
- Resources in the form of profits or income from user fees encouraged sustained service delivery and also made it possible for some practices to be maintained.
- Required resources also included a continued source of technical support and training to ensure that capacity was maintained.

Capacity: Building high-quality technical and managerial capacity throughout the service delivery chain and ensuring mechanisms to maintain that capacity was also of the utmost importance, enabling, for example:

- Water committees to manage their finances and farmers individually or in [project areas] to negotiate contracts.
- Capacity building among individual beneficiaries – to implement improved child care, hygiene, or agricultural practices, and to manage their resources to do so – was similarly critical to sustained behaviour change.

Motivation: Ensuring a continued source of motivation for service providers and beneficiaries alike was imperative.

- The study found that financial incentives and in-kind benefits were the most successful motivators for service providers.
- Personal commitment, community service, and prestige were important but not sufficient to sustain active service delivery in the long run.
- For beneficiaries, the recognition of a tangible and immediate benefit provided the most effective motivation to continue making use of services or applying practices learned during the project.

Linkages: This factor, especially vertical linkages (e.g., between community-based organisations or individuals and existing institutions or entities such as government ministries, NGOs, private sector commercial entities, or others), was usually critical for successful phase-over of responsibility for activities formerly supported by the projects.

However, there were some circumstances where linkages were not essential. For example, they were not critical if community activities or individual behaviours were self-sustaining (containing within them provision for continued resources, capacity, and motivation so that external support was not necessary).

As described later, the provision of piped water through the activities of water committees is one example of a self-sustaining intervention: motivation, capacity, and a flow of resources were part of each community's individual piped water system, making continued support to perpetuate these unnecessary.

Annex 7: Common Reasons for Failure of Small Businesses

Source: Reproduced from Horton 2022.

Financing Hurdles

A primary reason why small businesses fail is a lack of funding or working capital. In most instances a business owner is intimately aware of how much money is needed to keep operations running on a day-to-day basis [but] owners of failing companies are less in tune with how much revenue is generated by sales of products or services. This disconnect leads to funding shortfalls that can quickly put a small business out of operation. A second reason is business owners who miss the mark on pricing products and services.

Inadequate Management

Another common reason small businesses fail is a lack of business acumen on the part of the management team or business owner. While the owner may have the skills necessary to create and sell a viable product or service, they often lack the attributes of a strong manager and don't have the time to successfully oversee other employees.

Ineffective Business Planning

Small businesses often overlook the importance of effective business planning prior to opening their doors. A sound business plan should include, at a minimum: a clear description of the business; current and future employee and management needs; opportunities and threats within the broader market; capital needs, including projected cash flow and various budgets; marketing initiatives; and competitor analysis.

Marketing Mishaps

Business owners often fail to prepare for the marketing needs of a company in terms of capital required, prospect reach, and accurate conversion-ratio projections. Because marketing is a crucial aspect of any early-stage business, it is necessary for companies to ensure that they have established realistic budgets for current and future marketing needs. Similarly, having realistic projections in terms of target audience reach and sales conversion ratios is critical to marketing campaign success.

Annex 8: Districts Most Vulnerable to Flooding and Drought in Sindh

Source: Reproduced from Idris 2021.

District	Most Vulnerable to Flooding	Most Vulnerable to Drought		Most Vulnerable to Both Flooding and Drought
		Severely	Moderately	
Badin	✓		✓	✓
Dadu ^a	✓	✓		✓
Ghotki	✓			
Jacobabad	✓			
Jamshoro ^a	✓	✓		✓
Kambar Shahdad Kot ^a	✓	✓		✓
Karachi ^b	✓		✓	✓
Kashmor	✓			
Khairpur	✓		✓	✓
Larkana ^a	✓			
Mirpur Khas			✓	
Sanghar	✓			
Shaheed Benazirabad			✓	
Shikarpur	✓			
Sukkur	✓			
Tando Muhammad Khan ^a	✓			
Tharparkar		✓		
Thatta	✓		✓	✓
Umer Kot		✓		
Total	15	5	6	7

Notes:

^a These districts were included in SUCCESS.

^b The Karachi civil division consists of 8 districts and the source document does not classify these districts for vulnerability to flooding.

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