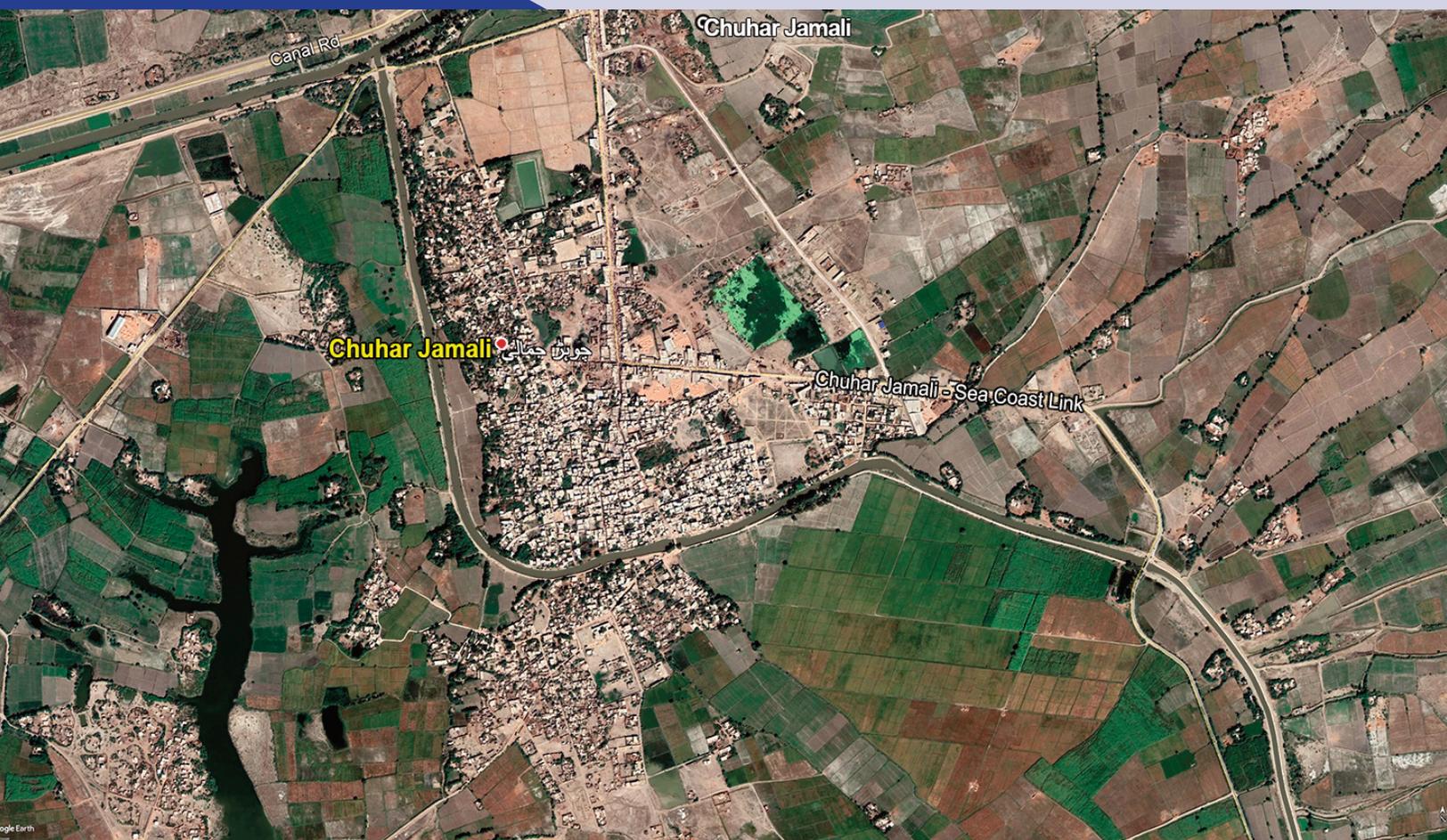




GOVERNMENT OF SINDH IMPLEMENTATION OF POVERTY REDUCTION STRATEGY

Establishment of
Rural Growth Centre
as a Pilot at
Chuhar Jamali, District Sujawal



EU SUCCESS
Technical Assistance Team

Directorate of Urban Policy & Strategic Planning
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Government of Sindh**



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FOREWORD

It is indeed very encouraging to find this very comprehensive first report on the ongoing exercise of establishing Rural Growth Centre under Poverty Reduction Strategy (PRS), developed by Government of Sindh with support of the Technical Assistance of the European Union. On behalf of Government of Sindh, I assure that, under the kind leadership of the Chief Minister, Sindh is fully committed towards the implementation of Poverty Reduction Strategy and will earmark all possible resources, both human and financial, to achieve the desired targets under this strategy within the stipulated time frame.

The P&D Department has assigned the Directorate of Urban Policy and Strategic Planning (UP&SP) as the focal office to technically support and perform necessary functions to serve in a central supervisory role in all RGC-related activities. A Project Implementation Unit (PIU) at each RGC level to look after matters at the ground level has been established.

I would like to congratulate the Directorate of UPSP for getting on the ground in Chuhar Jamali and am fully confident that the relevant stakeholder departments will execute their proposed schemes. This will help to achieve the objectives of establishing a Rural Hub, where the local community can easily access their basic needs of life and which helps in poverty alleviation.

Muhammad Waseem
Chairman, Planning & Development Board
Government of Sindh

PREFACE

This report documents the on-going practical and tangible steps in implementation of the first Rural Growth Centre (RGC) pilot at Chuhar Jamali, District Sujawal, as part of the Government of Sindh's Poverty Reduction Strategy (PRS).

The development of the Strategy was led by the Planning & Development (P&D) Department of the Government of Sindh with the assistance of the Technical Assistance (TA) Team of the European Union-funded 'Sindh Union Council Community and Economic Strengthening Support' (SUCCESS) programme.

The preparation of the PRS followed the request by the Government of Sindh to the Delegation of the European Union to Pakistan to extend the scope of the SUCCESS programme to prepare an integrated policy approach in developing a province-wide strategy to address rural and urban poverty. The PRS builds on the Government of Sindh's flagship programme 'Peoples Poverty Reduction Programme' (PPRP) launched in 2009, earlier called the 'Union Council Based Poverty Reduction Programme (UCBPRP).

The principal objective of the Strategy is, obviously, to create enhanced income opportunities for the poor. Herewith, the diagnostic of poverty carried out indicated that, while micro-level community-driven local interventions remain important in mitigating poverty, they need to be reinforced with macro-level catalytic interventions to consolidate infrastructure facilities and access to services. As such, a basic feature of the PRS is sectoral and geographical consolidation in development activity and service delivery. Key components of this innovative approach include rural growth centres or service hubs and enterprise development and employment growth through urban clusters.

Piloting the rural growth centre approach is important for three reasons. First, pilots are a way to test the process of developing a rural growth centre – from the initial identification of target districts, investigation of potential locations, consultation with stakeholders, identification of gaps in social and economic services, development of technical proposals for infrastructure development, and preparation of plans for the associated market-oriented economic activities. Second, pilots provide a mechanism to test the results of the initiative prior to wider and larger-scale rollout. And third, pilots allow for phasing and staging the rollout of the strategy, both to ensure efficiency of expenditures and a managed shift over time to a new strategic framework for poverty reduction, via a new policy of sectoral and geographical consolidation in development activity and service delivery.

The SUCCESS Technical Assistance Team has been privileged to assist the Government of Sindh with the development of the PRS and its initial implementation of the pilot at Chuhar Jamali.

Kathryn Ennis-Carter

Team Leader, SUCCESS Technical Assistance Team

ACKNOWLEDGEMENTS

This report documents the substance and sequence of work towards implementation of the Strategy 3 component – Rural Growth Centre (RGC) – of the Government of Sindh's Poverty Reduction Strategy (PRS). The task, still under way, has the contribution of a very large number of policymakers, planners, field officers, professionals, and community representatives.

We would like to begin by thanking the Honourable Syed Murad Ali Shah, Chief Minister, Sindh, for his patronage and leadership.

Profound appreciation is also due to Syed Mumtaz Ali Shah, Chief Secretary, Sindh, for his encouragement.

The Planning & Development Department has been an active partner throughout the process of the development of the PRS and now with its implementation stage, specifically in piloting the first RGC at Chuhar Jamali.

Acknowledgement is, herewith due to Mr. Muhammad Waseem, Chairman, Planning & Development Board, for his constant support and espousal of the PRS from its inception

Dr. Shereen Mustafa, Secretary Planning, has been an anchor of support, leading from the front; Dr. Naeem uz Zafar, Chief Economist, strengthened the programme with his constructive conceptual guidance; and Mr. Mohammed Ali Khoso, Director General, M&E Cell, provided assistance at every stage.

The significant contribution of Ms. Naheed Shah Durrani, former Chairperson, P&D Board deserves special mention.

Rafique Mustafa Shaikh, former Chief, PRS and Social Protection, P&D Department; Mumtaz Halepoto and Mohammed Husain, former Directors, UPSP; and Salman Quadri, EY Ford Rhodes, made significant contributions in the initial stages.

Special thanks are due to Dr. Abdul Bari, CEO Indus Hospital, for putting his technical team to work on preparing the architectural template for the Taluka Hospital at Chuhar Jamali.

At the field level, personal efforts and assistance has been extended by Mr. Mohammad Ismail Memon, Deputy Commissioner, Sujawal, and on his behalf, by Mr. Riaz Ahmad Laghari, Additional Deputy Commissioner, Sujawal.

Mohammad Yaqoob Kumbhar, Mukhtarkiar, Shah Bunder, and the district heads of the School Education, Health, Public Health Engineering, Local Government, and Works & Services Departments provided valuable technical inputs.

The personal local contacts of Ms Irum Wahid, LSO Chuhar Jamali, proved highly useful in connecting with communities.

Finally, appreciation is due to the European Union Delegation, Islamabad, for the support that has enabled this programme to develop and reach this implementation stage.

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GLOSSARY

Abbreviations / Acronyms / Terms	Description
BHU	Basic Health Unit
CDLD	Community Driven Local Development
CoA	Charter of Accounts
CSO	Civil Society Organization
EU	European Union
M&E	Monitoring and Evaluation
MCHS	Maternal & Child Health Service
P&D	Planning and Development (Department)
PFM	Public Financial Management
PHED	Public Health Engineering Department
PIU	Project Implementation Unit
PMU	Project Management Unit
PPRP	Peoples Poverty Reduction Programme
PRS	Poverty Reduction Strategy
RGC	Rural Growth Centre
RHC	Rural Health Centre
RSP	Rural Support Programme
SDGs	Sustainable Development Goals
SPDC	Strategic Policy Dialogue Committee
SUCCESS	Sindh Union Council and Community Economic Strengthening Support
TA	Technical Assistance
TB	Tuberculosis
TWG	Technical Working Group
UCBPRP	Union Council Based Poverty Reduction Programme
UPSP	Urban Policy & Strategic Planning

INTRODUCTION

Poverty eradication has been ever-present on the Government of Sindh's agenda. In 2009, the Government launched a community based scheme to address poverty – the Union Council Based Poverty Reduction Programme (UCBPRP)¹. It was a pioneering initiative in rural development and poverty reduction and has become a flagship programme in provincial government support for community-based interventions.

In 2015, the Delegation of the European Union in Pakistan extended support to the Government of Sindh for extension of the programme functionally and geographically. The resulting programme, named 'Sindh Union Council and Community Economic Strengthening Support' (SUCCESS), is built upon the Government's UCBPRP experience. At the request of the Government of Sindh, the scope of SUCCESS was further expanded to provide assistance to the Government in development of a wider provincial poverty reduction strategy, addressing both rural and urban poverty.

The responsibility for implementing the technical assistance component of the SUCCESS programme was contracted to EY Ford Rhodes, which set up a team of experts to carry out the designated tasks. The Government counterpart was the Planning & Development Department, which established the Strategic Policy Dialogue Committee (SPDC) to provide oversight and direction for strategy development.

The P&D Department, with the collaboration and support of the Technical Assistance (TA) team, led the preparation of the Poverty Reduction Strategy (PRS) through a fifteen-month period of policy development, based on stakeholder consultation together with review of research relating to poverty and related government initiatives, including community based schemes. Apart from the P&D Department, major stakeholders included local district administration and line department officials, and representatives of community organizations, local agriculturalists and traders, academics, media, etc.

A detailed presentation on the draft Poverty Reduction Strategy was made to the Sindh Cabinet on October 16, 2018, which was duly approved and adopted. The PRS encompasses three main components of strategy for poverty reduction. Strategy One addresses issues related to community driven local development (CDLD), Strategy Two addresses urban poverty, and Strategy Three presents an additional approach to complement Strategy One in addressing rural poverty.

Subsequently, a Roadmap for PRS implementation was also developed. The Roadmap provides a pathway for implementation of the three strategies of the PRS, together with

¹ Renamed Peoples Poverty Reduction Programme (PPRP) in 2019.

the supporting approach in key areas. The Roadmap includes five pillars for implementation – programme design and rollout, legal and institutional framework, public financial management, monitoring and evaluation, capacity building, and communications.

Simultaneously, extensive and detailed research, based on secondary sources, was further carried out on the poverty context in Sindh. The research identified the overall and district-wise pockets of poverty in terms of income and deprivation and health indicators. A District Data Profile² has been collated to provide reference for future work.

THE PRS APPROACH

The PRS diagnoses poverty in two aspects. One, poverty is postulated to be (a) caused by low income-earning opportunities and (b) compounded by drain of the low income on expenditures that are avoidable, e.g. medical costs, caused by water-borne diseases. Two, the drivers of poverty in rural and urban areas are different. Rural poverty is underpinned by lack of assets and income, while urban poverty is a function of unemployment. Accordingly, interventions are needed which targets the poorest of the poor in rural areas and the middle/lower middle income class with some entrepreneurial potential in urban areas.

The PRS calls for a combination of a top-down/bottom-up strategy, where government, communities and private sector work together. This approach is based on the assumption of comparative advantage. Governments have the capacity to act on scale, but have been unable to adequately reach to the community level of villages and households. Community organizations have the capacity to reach villages and households, but have been unable to scale up.

Governments have devoted trillions of rupees over many decades to schemes aimed at engendering development, raising employment and incomes, and reducing poverty. While there have been pockets of achievement, overall results are unsatisfactory. Reasons may include too much past focus on micro-level initiatives (without the scaling up needed to kick-start adequate development), and resources being scattered in too many fragmented schemes, across too many locations.

While there is a rationale for continuing community based initiatives targeted at poor households via Strategy One, Strategies Two and Three focus on innovations in scaling up. In this respect, the PRS proposes the following approach:

- a) empirically identify towns and villages that are centrally located and exhibit some degree of economic potential, and

² Government of Sindh, Planning & Development Department, *District Data Profile Sindh 2019*, Draft.

- b) concentrate resources therein in selected sectors to develop them as growth centres³.

The concept can be described as centralizing at the decentralized level and investing strategically in catalytic sectors. The approach aims to consolidate social and economic services, avoid dispersal of resources, generate agglomeration economies, and bring about balanced socio-economic development in the entire area.

TOWARDS PILOTING OF THE PRS

Following approval of the PRS in October 2018, the Honourable Chief Minister – on the recommendation of the UPSP and TA teams and endorsement by the P&D Department – approved 5 districts as target districts for pilot testing of the rural growth centre strategy – Sujawal, Thatta, Badin, Tharparkar and Larkana.

The TA team’s mandate for assisting the Government of Sindh with development of the PRS emanated from the European Union-supported SUCCESS programme. However, implementation of the PRS is the domain of the Government of Sindh. Following the official Notification of the PRS, and the Honourable Chief Minister’s approval of the target districts for piloting the Rural Growth Centre (RGC) concept, the priority of the Government and TA Team focused on identification of the first potential RGC pilot location.

The districts covered for CDLD by SUCCESS included Larkana, Shahdadkot, Dadu, Jamshoro, Matiari, Tando Allahyar, Tando Mohammed Khan, and Sujawal. Thus, common districts to SUCCESS and the Government’s list of target districts for potential RGC piloting were Larkana and Sujawal. The provincial seat of Government is Karachi and likewise the TA team is based in Karachi, with the distance from Karachi to Larkana and Sujawal 450 km and 130 km, respectively. It was logical, therefore, to consider Sujawal as an appropriate early pilot, based on the requirement for frequent visits of provincial-level officials and TA Team experts to the site.

The proposal was approved and the Government designated the Directorate of Urban Policy & Strategic Planning (UPSP) as the Project Management Unit (PMU) and the focal implementing entity for Strategies Two and Three of the PRS, particularly for RGC implementation.

³ The model village approach has been tried variously since the 1960s; with none showing promise. One reason for lack of success is that the villages were arbitrarily chosen without reference to economic potential.

DISTRICT SUJAWAL AT A GLANCE

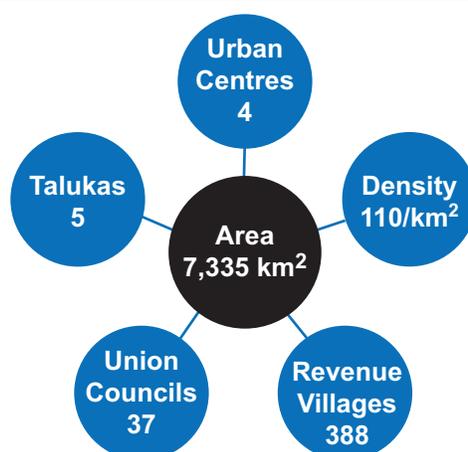
Sujawal district was created out of Thatta district in 2013⁴, covers an area of 7,335 km² and is bounded by Thatta to the north-west, Badin to the east and the Arabian Sea to the south. It comprises four talukas: Kharochhan, Mirpur Bathoro, Jati and Shah Bunder and includes 37 Union Councils and 388 revenue villages.

The 2017 Census recorded its population at 781,967, of which 89 percent is rural and 11 percent urban. Population density is 110 km². There are 153,018 households, with average household size being 5.1 persons. The male:female ratio is 52:48.

The district is largely agricultural, rice being the major crop, and a number of rice mills are located here. A variety of vegetables and fruits are also grown. The district is at the absolute tail end of the Indus River and water shortage is endemic. Reduced flows in the river has rendered the coast vulnerable to sea erosion; turning it into a salty marsh, choking Shah Bander harbour, and limiting fishing.

Poverty and deprivation is pervasive and the district ranks among the lowest in Sindh on the Human Development Index⁵, particularly in terms of housing quality, education and health. Only one-third of urban housing and one percent of rural housing is formal. About 40 percent of urban houses and two-thirds of rural houses are one-room entities, two-thirds of urban houses and one percent of rural houses have access to piped water, less than 40 percent of rural houses have electricity, and one-fifth of urban houses do not have access to gas.

Socioeconomic Profile of District Sujawal



⁴ Government of Sindh, Provincial Revenue Department, Notification dated 12 October 2013. Cited in: *"New Formation of Districts"*. *Pak Times*. Retrieved 25 October 2013.

⁵ Precise data for the newly created district is not available; however, Thatta – its 'parent' district – does rank low on all counts.

Demography		
Population	# of Population	Percentage
Total	781,967	
Male	406,754	52.0
Female	375, 193	48.0
Rural	595,262	89.0
Urban	85,705	11.0

Housing (%)		
	Rural	Urban
Houses with RCC/RBC roofs	34.2	1.4
One Room houses	41.7	55.7
Two-Four Room houses	52.2	33.0
Five Room plus houses	6.0	0.3
Houses with piped water	66.0	1.0
Houses with electricity	95.6	37.0
Houses with gas	80.7	0.7
Houses with toilets	2.0	100.0

Public Sector Education		
	Numbers	Percentage
Government Schools	1,390	
Boys	363	26.1
Girls	123	8.8
Mixed	904	65.1
Enrolment	72,033	
Boys	48,435	67.2
Girls	23,598	32.8
# of classrooms		
Shelter-less	142	10.2
One	707	50.9
Two	397	28.6
Three-Four	63	4.5
Five and above	81	5.8
Schools with		
Boundary wall	467	33.6
Drinking water	414	29.8
Toilet	259	18.6
Electricity	145	10.4

Health		
	Numbers	Beds
Hospitals	7	188 beds
Rural Health Centres (RHC)	2	30 beds
Basic Health Units (BHUs)	29	58 beds
Dispensaries	76	10 beds
TB Clinics	6	None
MCHS	2	None
Population Per		
One Doctor		3,511
One Nurse		40,474
One Bed		2,689

Source: Government of Sindh, Planning & Development Department, District Data Profile Sindh 2019, Draft.

Socially, Sujawal may be considered relatively less conservative, as indicated by the fact that two-thirds of schools are mixed gender. The state of physical facilities to cater to social services is, however, poor. Of the 1,390 public schools, more than half are one classroom facilities and only 6 percent of schools have 5 or more classrooms. One-third are endowed with a boundary wall, less than one-third with drinking water, one-fifth with toilets and one-tenth with electricity. Health services too are deficient, with one doctor per 3,500 persons, one nurse per 40,000 persons, and 2,700 beds per person.

STEPPING INTO THE FIELD

The UPSP and TA teams began with reconnaissance visits to Sujawal for meetings with the Deputy Commissioner and other officials and an investigative exploration of the market, education, health and water supply facilities to assess the ground situation. The combined team also undertook a road trip across the district, including through *katcha* roads, stopping at villages, noting distances, and identifying the major settlements. The objective was to obtain a personalized visual view of the district.

The next step was to collect and collate data relating to Sujawal district from: (1) satellite sources, (2) published sources, (3) primary data from administrative Departments, particularly the Education and Health Departments, and (4) field surveys. Further technical assistance was obtained from NED University of Engineering & Technology Department of Architecture & Planning from Indus Hospital, both based in Karachi.

Satellite technology was accessed extensively to obtain digital views and data on the district, identify settlement concentrations and their latitude/longitude positions, measure elevation (from sea level), map road connections and water sources, etc. Published data sources were accessed for a variety of demographic and socioeconomic information and the Education and Health Departments were accessed for information on locations of 10-room plus schools and Rural Health Centres.

Revenue Villages in Sujawal District			
Village	Population	Village	Population
Sujawal	7592	Jainki	2924
Soheki	5628	Udhejan	2891
Wicholo	4204	Changhani	2725
Tando Alam	4084	Belo Ketu Ali Bahar	2630
Budho Talpur	3869	Kharar	2589
Saeedpur	3815	Ali Bahar	2556
Abad	3768	Abadrio	2548
Rapper Gujo	3668	Ghotaro	2547
Bijora	3502	Loyaro	2509
Vikia	3480	Ranta	2455
Pini Ladho	3454	Mirzo Laghari	2453
Ladhako	3434	Sandhiki	2309
Bhutti	3382	GAP	2268
Wangario	3317	Walhar	2263
Miran Khori	3170	Jhol Ket	2104
Mairanpur	3094	Jar	2059
Samki	3077	Kot Almo	2014
Wali Shah	3028	Nodo Baran	2002

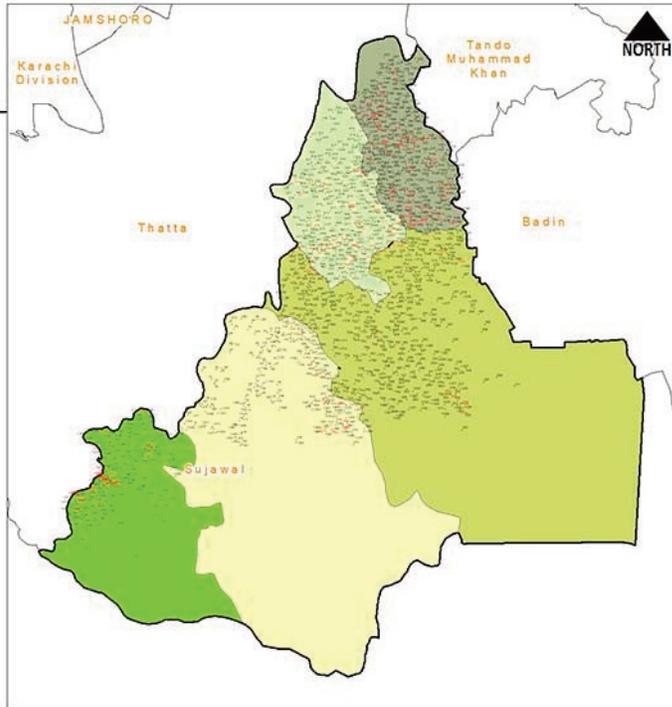
Source: Government of Sindh, Revenue Department

District Sujawal – Settlements

District Sujawal Settlements



- Legend**
- District Boundary
 - Settlement Points
 - Talukas**
 - Jati
 - Kharochan
 - Mirpur Bathoro
 - Shah Bunder
 - Sujawal



Source: Government of Sindh, Revenue Department; Government of Pakistan, Population Census Office; Sindh Rural Support Organization (SRSO); online sources

District Sujawal – Road Network

District Sujawal Road Network

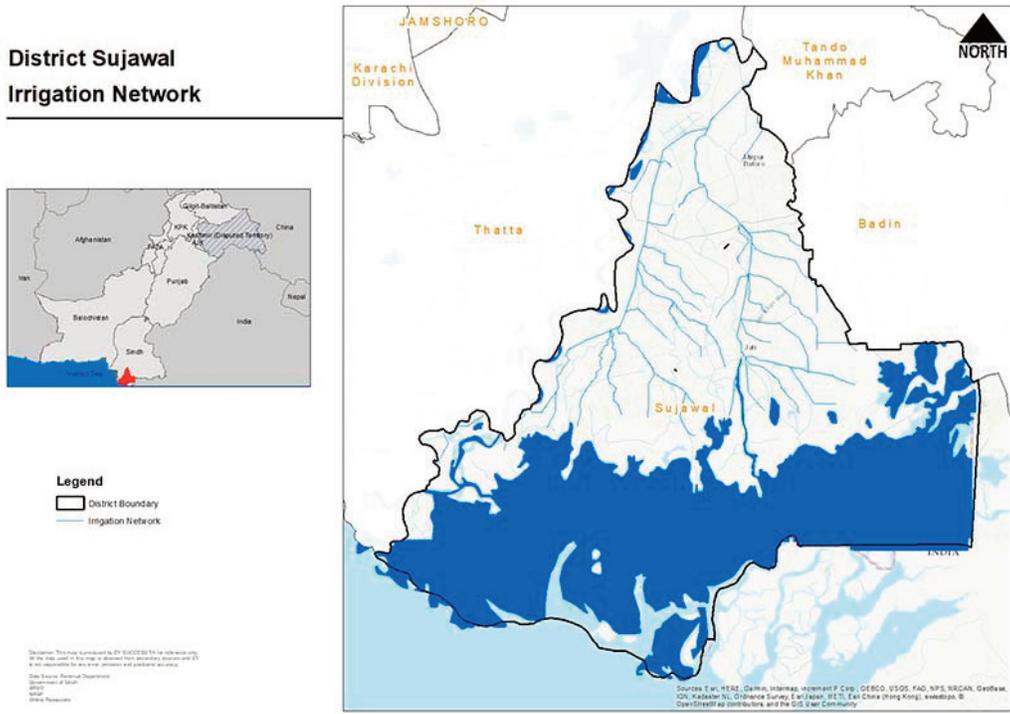


- Legend**
- District Boundary
 - Primary Roads
 - Secondary Roads
 - Tertiary Roads
 - Road Others



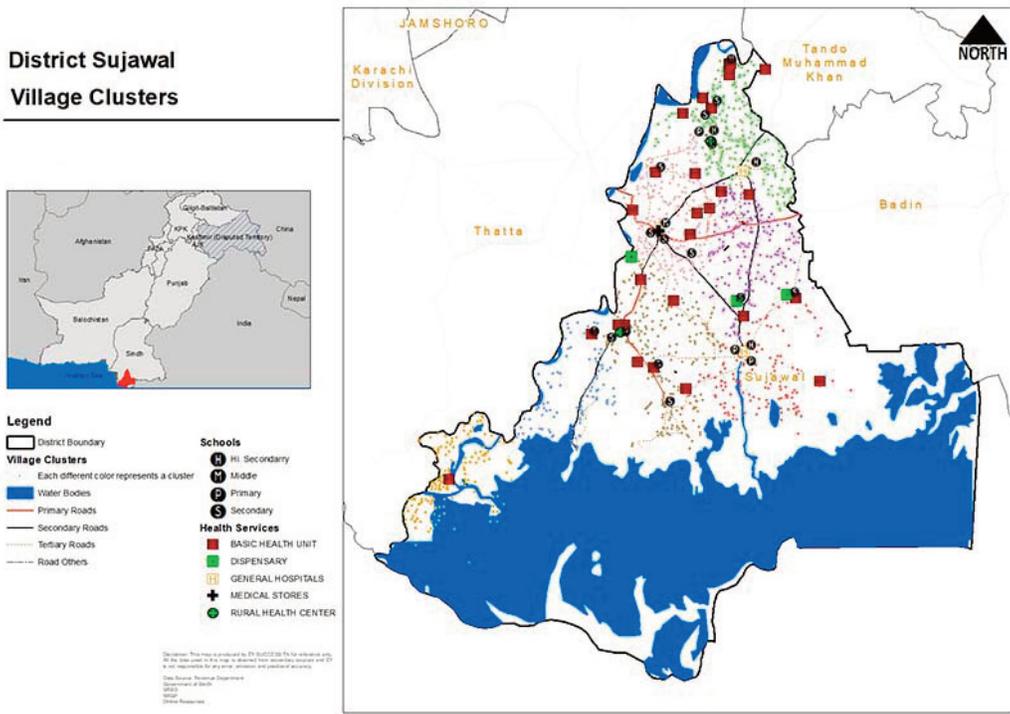
Source: Government of Sindh, Revenue Department; Government of Pakistan, Population Census Office; Sindh Rural Support Organization (SRSO); online sources

District Sujawal – Irrigation Network



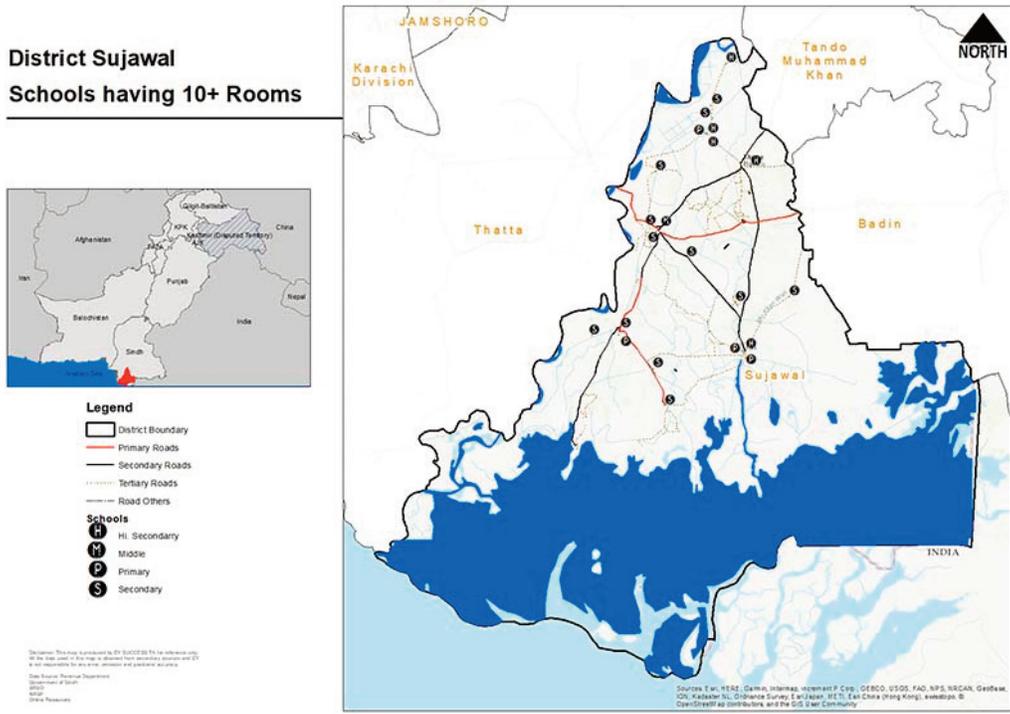
Source: Government of Sindh, Revenue Department; Government of Pakistan, Population Census Office; Sindh Rural Support Organization (SRSO); online sources

District Sujawal – Village Clusters



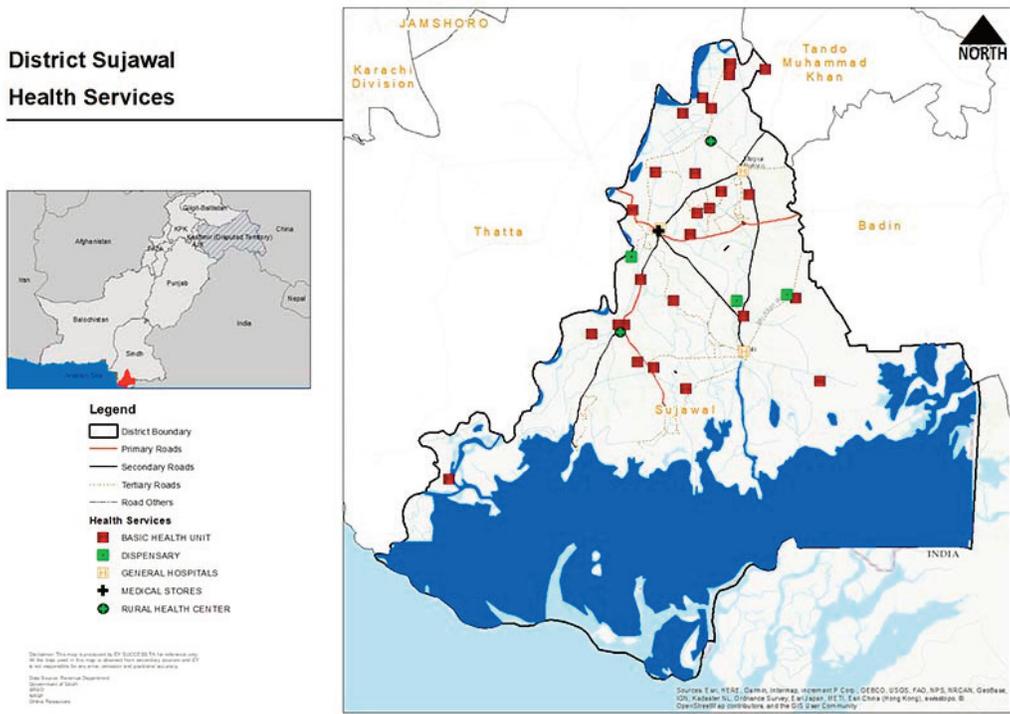
Source: Government of Sindh, Revenue Department; Government of Pakistan, Population Census Office; Sindh Rural Support Organization (SRSO); online sources

District Sujawal – Public Schools having 10+ Rooms



Source: Government of Sindh, Revenue Department; Government of Pakistan, Population Census Office; Sindh Rural Support Organization (SRSO); online sources

District Sujawal – Health Services

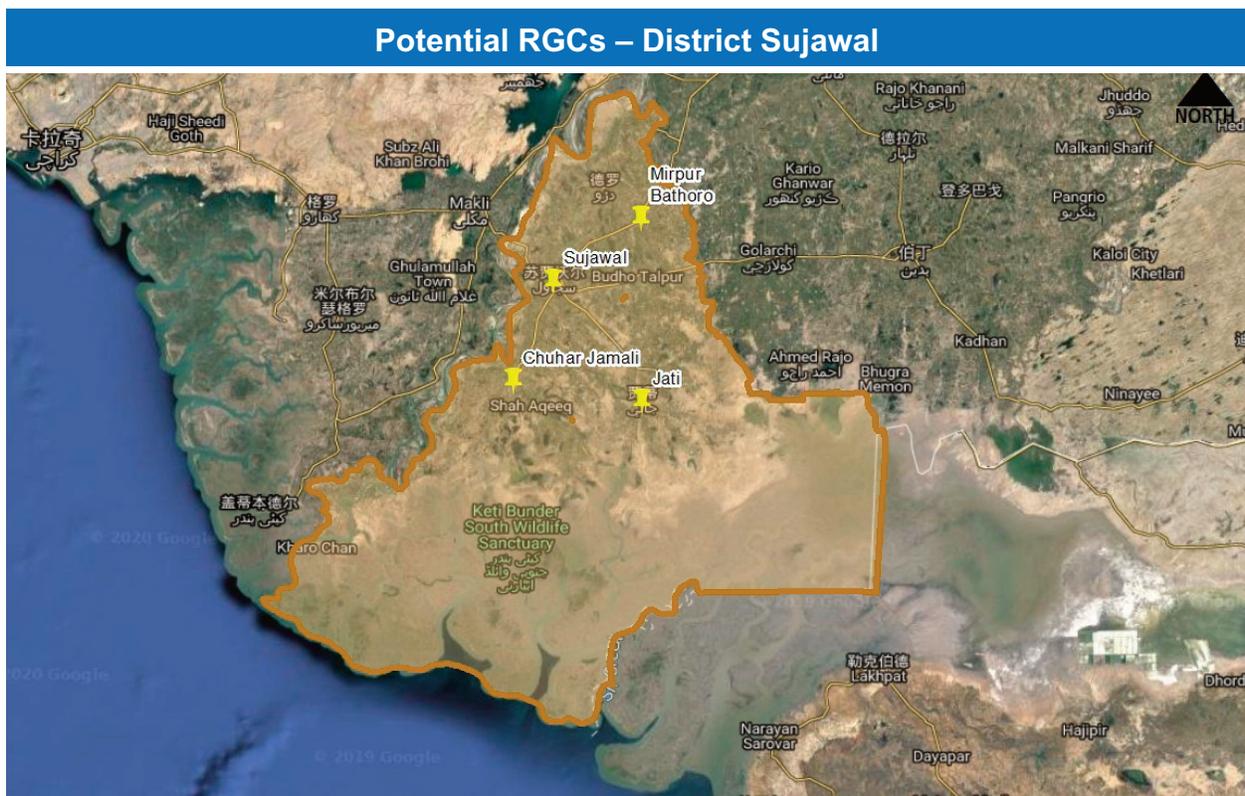


Source: Government of Sindh, Revenue Department; Government of Pakistan, Population Census Office; Sindh Rural Support Organization (SRSO); online sources

RGC site identification is based on the application of stringent selection criteria, established by taking into consideration geographical and socio-economic factors and existing public service delivery infrastructure facilities. The criteria include:

- High ground (elevation)
- Sustainable potable water source
- Relatively larger population and market
- Connection to major road
- Rural Health Centre
- Multi-classroom school

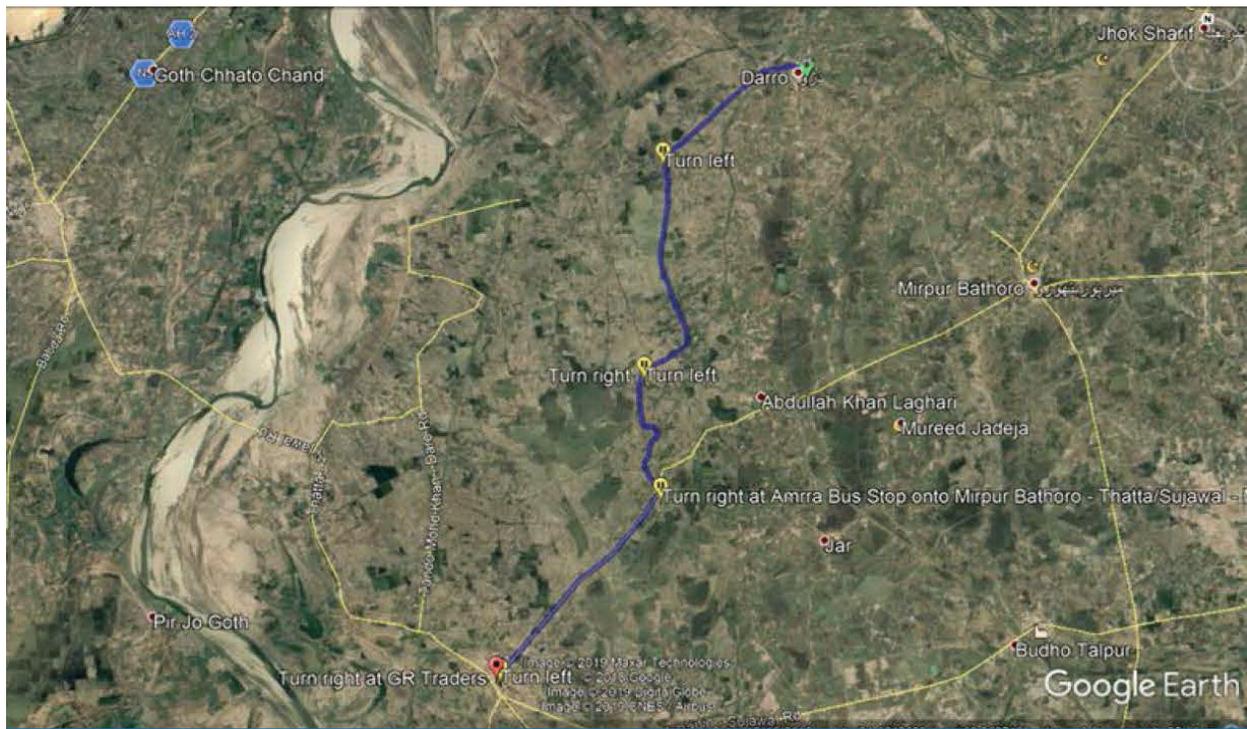
Based on the above criteria, there are four sites that emerge as potential candidates for development as an RGC: Mirpur Bathoro, Sujawal, Chuhar Jamali and Jati.



One of the six criteria for selection of an RGC is the preferable presence of a rural health centre (RHC), given that health centres are equipped with expensive equipment and duplication of such resources within a few kilometres was considered inappropriate. Information from the Health Department revealed the presence of two taluka level RHCs in Sujawal - one in Chuhar Jamali in Shah Bandar taluka and the other in Darro in Mirpur Bathoro taluka. Both settlements were also relatively large in terms of population and economic activity.

Satellite View of Darro – Sujawal Route

Population: 17,915; Households: 3,068; Distance: Darro to Sujawal Town: 29 km



Satellite View of Chuhar Jamali – Sujawal Route

Population: 20,107; Households: 3,565; Distance: Chuhar Jamali to Sujawal Town: 26 km



Comparative Profile of Economic Activity				
Shop type	Chuhar Jamali		Darro	
	#	%	#	%
Food	331	40.3	273	47.3
Clothing, Footwear, Jewelry	62	7.5	33	5.7
Home products	85	10.3	57	9.9
Clinic/Medical Store	27	3.3	21	3.6
Personal Services	83	10.1	77	13.3
Fuel stations	4	0.5	4	0.7
Electrical & Mechanical Repair	73	8.9	36	6.2
Auto & Parts	50	6.1	15	2.6
Agricultural inputs	29	3.5	12	2.1
Production (Factory/Workshop)	54	6.6	35	6.1
Hardware, Iron, <i>Kabari</i>	22	2.7	14	2.4
Warehouse	2	0.2	0	0
All shops	822	100	577	100

Source: UPSP/TA Team Survey

Thus, initial attention was focused on these two locations and a detailed reconnaissance of market size and composition and of civic facilities was carried out. Schools and health facilities were investigated, in particular. Chuhar Jamali commanded a relative edge over Darro. It has a larger population and a larger market. It is at the centre of a rich agricultural area, growing rice, sugarcane, sunflower, tomatoes, green chillies, and other vegetables. There are over 800 shops and 12 industrial units, including rice mills. Its locational situation is as follows:

- 26 km from Sujawal town
- 53 km from Mirpur Bathoro
- 33 km from Jati
- 38 from Kharochan
- 30 km from the coast

The comparative situations were evaluated and submitted in July 2019 to the Honourable Chief Minister, who approved Chuhar Jamali as the first RGC pilot location.

HONING IN ON CHUHAR JAMALI

There followed a number of iterative meetings in Sujawal and in Chuhar Jamali, where presentations on the PRS were made by the UPSP and TA teams. Animated discussions ensued at each of the meetings and general consent on the concept and strategy was obtained. Apart from the general socioeconomic conditions and the particularly poor state of the RHC, the need for a girls' high school and parks was emphasized. Community concerns also centred on issues of political will and sustainability.'

Satellite View of Chuhar Jamali



Specific meetings were held with the Deputy Commissioner and local district line departments and elected officials to obtain detailed information and seek opinions on directions that could be taken. Two rice mills were visited to obtain management views on problems and possibilities. Private sector engagement was considered vital as it is visualized as the principal driver of economic activity. The local Rural Support Programme (RSP) representative also provided inputs regarding local situations and a number of group discussions were held with the local community, including with academics, professionals, and agriculture, trade and media representatives – again, to seek opinions on directions that could be taken.

Infrastructure Gap Analysis

The next stage was a multi-visit process to carry out a gap analysis of relevant facilities. A district-level field team was established and the nature of consultations proceeded to detailed interactions with district heads of specific line department officials. Premises of

schools, health facilities, and water supply and sewerage installations were assessed and details, including photographs, collated of their physical state/condition. The state of the market area and roads within Chuhar Jamali and of roads connecting Chuhar Jamali with relatively larger neighbouring settlements were also examined.

A number of villages outside Chuhar Jamali were also visited to ascertain the state/condition of housing and water supply and drainage. It was noted that piped water supply is uncommon and the only reliable sources of water are hand pumps, wells and ponds, with ground water being brackish at several locations. There is no sewerage network available in rural areas and most houses lack toilet/latrines facilities. Solid waste is also dumped in and near the settlements.

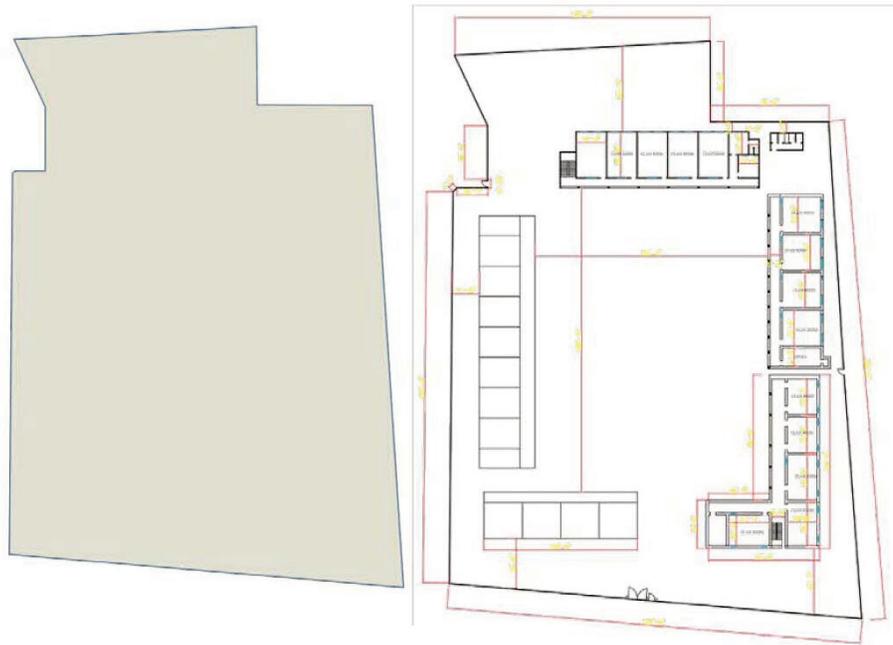
The gap analysis emerged as the basis of preparation of documentation for pre-feasibilities for draft PC-1s by the relevant administrative Departments. Experts from the NED University of Engineering & Technology Department of Architecture & Planning made visits to Chuhar Jamali to establish parameters for the market area and schools. Indus Hospital evaluated the facilities available at the RHC and provided custom-tailored drawings for up-gradation to a Taluka hospital. Expertise from the Departments of Education, Works & Services, and Public Health Engineering Department (PHED) was also obtained for the design of schools and water supply and sewerage facilities, respectively. The UPSP and TA teams harnessed satellite technology to identify shortest distance road alignments from Chuhar Jamali to cover major neighbouring settlements.

Education: Case for consolidation

The requirements and design of schools presented a particular problem. There are 39 schools in Chuhar Jamali, of which 37 are Primary Schools and of which 28 are one-room Schools. All the schools are within 400-600 metres of each other. Different schools are under different authorities responsible for primary, middle, and high school levels and separately for girls and for boys. Additionally, there is the Education Works Department. As such, there was no one authority to take responsibility for undertaking consolidated improvement in provision of education.

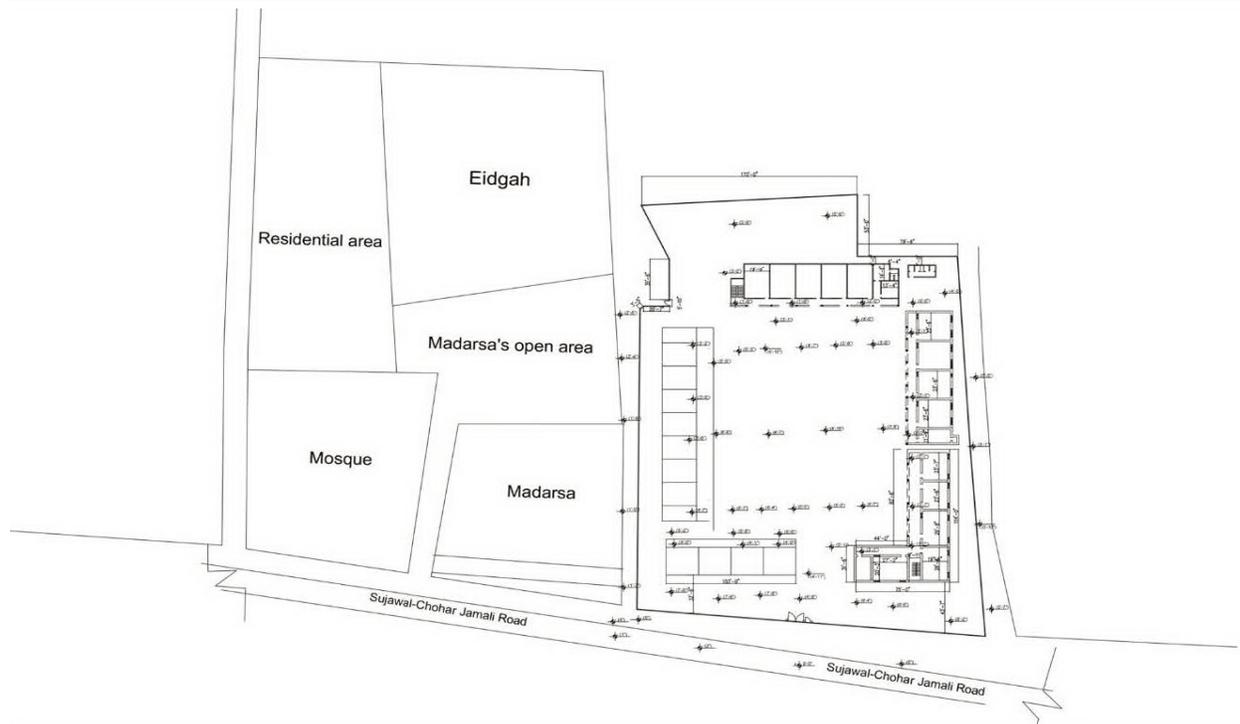
The UPSP and TA teams held meetings with the Secretary and senior officials of the School Education Department to try and resolve this issue and a presentation was made that included the design of a prototype of a consolidated school campus. The consolidated school campus is an innovative concept that combines girls and boys sections on one campus, with due separations, and provides for common library, science and computer laboratories, indoor games facilities, etc. The model is aimed at the twin objectives of improved quality of educational infrastructure and economies in government expenditure. The model can be replicable in all Union Councils across Sindh province.

Government Boys High School – Chuhar Jamali: Existing Layout SEMIS Code 404070230



Source: UPSP/TA team

Government Boys High School – Chuhar Jamali: Site Plan SEMIS Code 404070230



Source: UPSP/TA team

**Proposed
Government Boys & Girls High School – Chuhar Jamali: Perspective View**



Source: UPSP/TA team

**Proposed
Government Boys & Girls High School – Chuhar Jamali: Perspective View**



Source: UPSP/TA team

Health: missing facilities

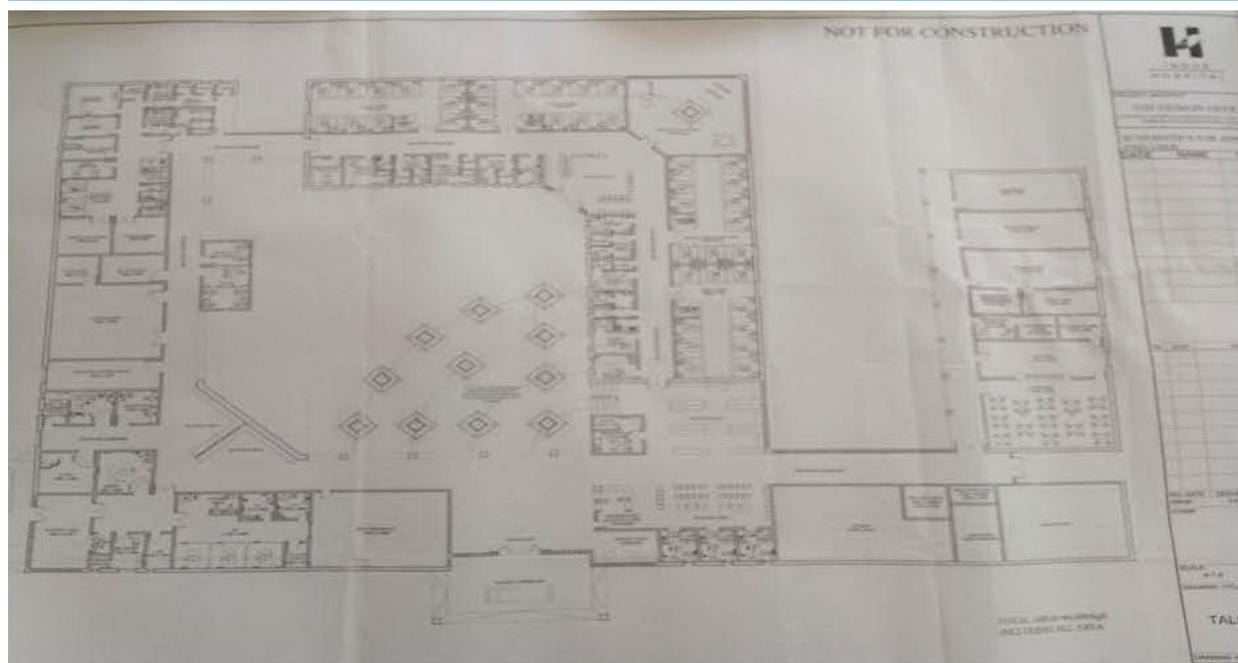
The Rural Health Centre (RHC) in Chuhar Jamali is functional in a very limited way. The UPSP and TA teams visited the site on four occasions over a period of 8-10 months, twice accompanied by a high level EU delegation from the Islamabad office and once with members from the Brussels office. On all occasions, facilities were found wanting, with issues ranging from medical staff presence to most equipment being inoperative. The absence of patients on all occasions was telling. Another problem with the RHC is its location, as the route passes through a narrow congested bazaar or via a 2 km detour from outside the town.

The Chuhar Jamali RHC has been approved for up-gradation to Taluka Hospital level. Accordingly, the UPSP and TA teams reached out to Indus Hospital in Karachi for technical assistance, who prepared a template for a Taluka Hospital building. A draft PC-1 has been prepared and has been submitted to the Health Department for vetting and submission to P&D Department.

Rural Health Centre – Chuhar Jamali

Source: UPSP/TA team

Proposed Layout for Taluka Hospital – Chuhar Jamali



Source: UPSP/TA team

Water supply and sewage disposal: need for rehabilitation

The Public Health Engineering Department facilities currently supplies water to about 25% of the population. The rest rely on tube wells. The quality of water from both sources is poor; the former on account of faulty treatment facilities and corroded pipelines and the latter on account of brackish sub-soil water. Waste water flows into the large pools of water astride the town, which is a characteristic of the entire coastal area.

Existing PHED Stations – Chuhar Jamali



Source: UPSP/TA team

The water supply and sewage disposal infrastructure in Chuhar Jamali requires complete rehabilitation. The UPSP and TA teams and its technical expert and the district PHED personnel have explored the issues in depth. A draft PC-1 has been submitted to PHED for vetting and submission to P&D Department.

Market area improvement

Chuhar Jamali serves as the economic centre for a large area comprising agricultural, commercial and industrial activities. The productivity of these activities is a function of the quality of the civic infrastructure. Currently, the market area has developed haphazardly and is in a poor state. Roads are of sub-standard quality and drainage is absent. The town serves as a transshipment point for agricultural produce; however, there are no designated loading/unloading areas, with the result that the road area is clogged with tractor-trolleys and trucks.

The UPSP and TA teams and its technical experts have carried out an assessment of the market area (measuring road width, size of shops, etc.) from a town planning perspective and prepared cartographic and 3-D designs as inputs to preparing a PC-1. The documentation has been forwarded to the Local Government Department for further action.



Source: UPSP/TA team

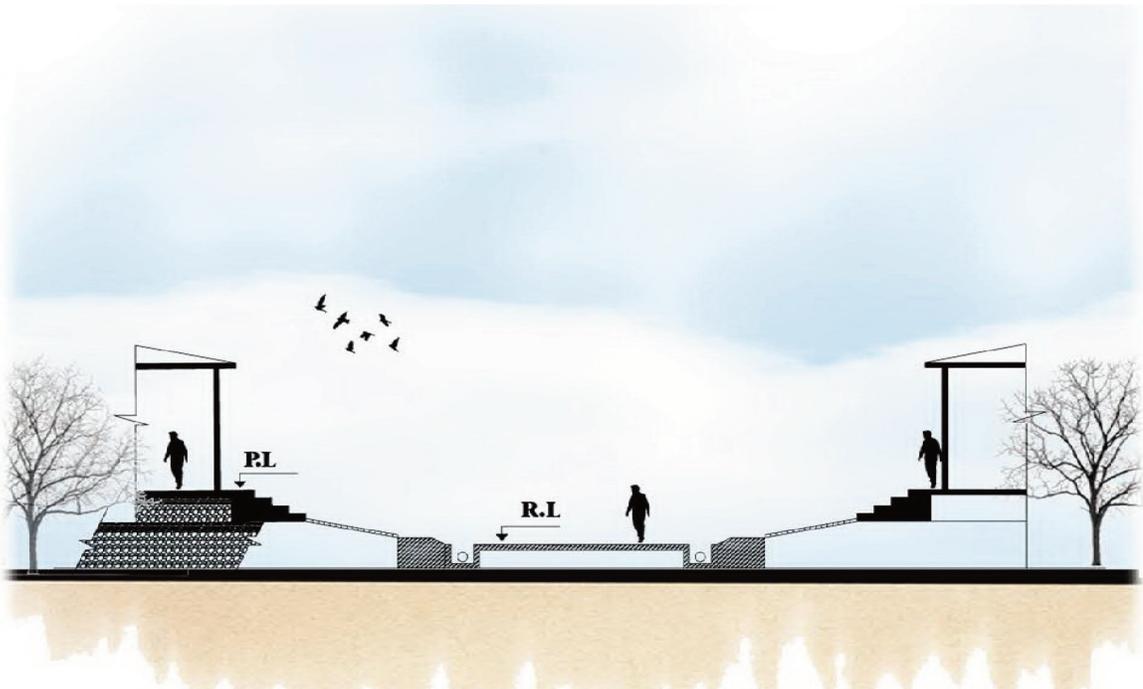
Market Area – Chuhar Jamali



Source: UPSP/TA team

Proposed Market Road Section – Chuhar Jamali

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Source: UPSP/TA team

Section Overlay on Market Road – Chuhar Jamali

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Source: UPSP/TA team

Proposed Design Commercial/Industrial Compound at Chuhar Jamali – Perspective View



Source: UPSP/TA team

Proposed Design Commercial/Industrial Compound at Chuhar Jamali – Perspective View

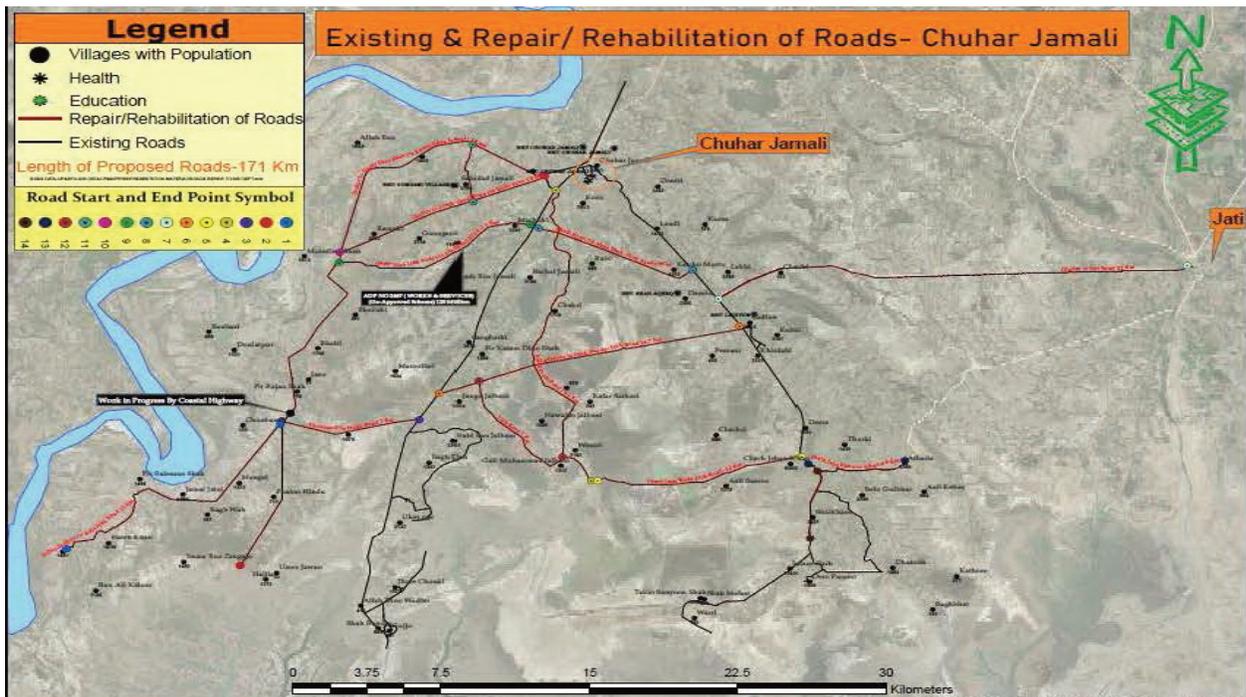


Source: UPSP/TA team

Connectivity

Chuhar Jamali serves as the economic and service centre for the population of a large area. As such access to the town is of critical importance. At the outset, the UPSP and teams had undertaken a road trip across the district to obtain familiarity with the distribution

Connectivity with Chuhar Jamali



Source: UPSP/TA team

of settlements and distances thereof. Subsequently, the team tapped satellite technology to identify road alignments that connected Chuhar Jamali with the maximum number of the largest of the settlements. Herewith, only existing roads were taken into account to obviate the need for land acquisition. A draft PC-1 has been prepared and submitted to the Works & Services Department for vetting and submission to P&D Department.

EU SUPPORT

The task of assisting the Government of Sindh to prepare the Government's Poverty Reduction Strategy has been supported by the Delegation of the European Union and this support is continuing into the implementation of the Strategy. This cooperation has been hands on. Apart from regular meetings with the P&D Department and participation in other Government meetings in Karachi, senior members of the EU Delegation in Islamabad as well as representatives from Brussels have paid two visits to Sujawal and Chuhar Jamali.

TOWARDS IMPLEMENTATION

The Government of Sindh has included the "Establishment of Rural Growth Centres under Poverty Reduction Strategy" (Scheme 1813) in the provincial Annual Development Plan 2020-21; costed at Rs 4,000 million. The task for overseeing the implementation of the RGC provisions in Chuhar Jamali will be carried out by the Project Implementation Unit (PIU) based in UPSP. The PC-1 for the Chuhar Jamali PIU has been approved, along with a provision for Rs. 500 million for the current year. Draft PC-1s for Education, Health, Water Supply & Sanitation PHED, and town improvement (Local Government) have been submitted to the relevant departments and are under process. Unfortunately, some delays are being experienced due to lockdown conditions dictated by the Covid-19 pandemic.

The development of the rural hub at Chuhar Jamali can be expected to create economic opportunities for the surrounding villages and communities at large. The infrastructure and civic services targeted for improvement are considered catalytic in order to enhance the market potential of Chuhar Jamali and the quality of life of the people of the area. In this respect, improved road connectivity of surrounding areas with Chuhar Jamali is deemed a necessary condition to enable access. Upgraded market infrastructure and internal road conditions also constitute a necessary condition for creating the enabling environment for growth of income generating avenues. High quality education and health care is essential for current and future quality of life. And improved water and sanitation is critical for reducing the avoidable expenditure on medical services, a burden that drains household resources and compounds poverty.

**PROVINCIAL
SOCIAL PROTECTION AND POVERTY REDUCTION**

Gen. Sr. No.	Sector / Sub-sector / Name of Scheme	Location of Schemes/ District	Status/ Date of Approval	Target Date for Completion	Estimated Cost	Actual Exp. upto June, 19	Revised Allocation 2019-20		Est. Exp. upto June' 20	Throwfor- ward as on 01-07-20	Allocation for 2020-21		Financial Progress in %age upto		Financial Projection				
							Total	F.P.A.			Capital	Revenue	Jun'21	Jun'22	2021-22	2022-23			
							8	9			12	13	14	15	16	17	18	19	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	
SOCIAL PROTECTION (On-going)																			
1809	Peoples Promise Sindh Social Protection Strategy - Feasibility and Institution Building	Sindh	Approved 25.10.19	June-21	1380.470	0.000	0.000	0.000	0.000	1380.470	0.000	1380.470	1380.470	0.000	0	100	0.000	0.000	
1810	Sindh Enhancing Response to reduce stunting project Component-II, World Bank Funded (DLI Based Project)	Sindh	Approved 26.07.17	June-22	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	3300.000	0	0	0.000	0.000	0.000	
Total Social Protection :-							1380.470	0.000	0.000	0.000	1380.470	0.000	1380.470	1380.470	3300.000	0.000	0.000	0.000	
POVERTY REDUCTION (On-going Scheme)																			
1811	Community Development Program through Civil Society Organizations and others, including Corporate Sector (Re- Revised) (SDG # 3,4,5,6&16)	Sindh	Approved 22.03.11	June-21	3000.000	1779.008	53.589	0.000	1832.597	1167.403	0.000	36.530	36.530	0.000	61	62	565.437	565.437	
1812	People's Poverty Reduction Programme (PPRP) (SDG# 1,5 & 8)	Khairpur, Badin, Mirpurkhas, Umerkot, Sanghar & Thatta	Approved 22.10.18	June-21	6351.088	1802.604	928.453	0.000	2731.057	3620.031	0.000	1000.000	1000.000	0.000	43	59	1310.016	1310.016	
1813	Establishment of Rural Growth Centres under Poverty Reduction Strategy	Badin, Thatta, Tharparker & Sujawal	Approved 29.05.20	June-23	4000.000	0.000	0.000	0.000	0.000	4000.000	450.000	50.000	500.000	0.000	0	13	1750.000	1750.000	
1814	Expansion of People's Poverty Reduction Programme (PPRP) (SDG# 1,5 & 8)	Ghotki & Sukkur	Approved 12.12.19	June-23	5990.000	0.000	0.000	0.000	0.000	5990.000	0.000	1000.000	1000.000	0.000	0	17	2495.000	2495.000	
Total Poverty Reduction :-							19341.088	3581.612	982.042	0.000	4563.654	14777.434	450.000	2086.530	2536.530	0.000		6120.452	6120.452

PICTORIAL VIEW



Meeting at P&D presided by Chairman



PRS briefing at P&D, addressing poverty issues





Meeting at P&D, planning for PRS implementation



Meeting with Secretary Education



Meeting at PPRP office



Meeting at PPRP office



Consultative meeting at Sujawal, chaired by Deputy Commissioner



Meeting with architects team at NED University



EU team on visit to Chuhar Jamali



EU team visit to village near Chuhar Jamali, checking quality of water



EU team visit to village near Chuhar Jamali, with elected representative



EU team visit to village near Chuhar Jamali



EU team visit to Shah Bunder



EU team visit to Shah Bunder, with community LSO President



EU team at school in Chuhar Jamali



EU team at school in Chuhar Jamali



PRS presentation at Chuhar Jamali school



PRS presentation at Chuhar Jamali school



Monotring & Evaluation Training Workshop



Monotring & Evaluation Training Workshop



Monotoring & Evaluation Training Workshop



Monotoring & Evaluation Training Workshop

APPENDICES

APPENDIX 1

VISITS/MEETINGS/CONSULTATIONS Conducted by UPSP and TA Teams

S#	Date	Venue	Subject
1.	March 28, 2019	Sujawal	Meeting with Sujawal Deputy Commissioner (DC) and field visit of villages of taluka Shah Bunder
2.	April 3, 2019	Chuhar Jamali	Survey of Chuhar Jamali
3.	April 6, 2019	Chuhar Jamali	Survey of Chuhar Jamali
4.	April 15, 2019	Sujawal	Collection of Stakeholders data
5.	April 23, 2019	Sujawal	Drive-through survey of Sujawal and Jati talukas
6.	April 24, 2019	Sujawal	Drive-through survey of Mirpur Bathoro
7.	April 29, 2019	Sujawal	Survey of Darro
8.	May 3, 2019	Sujawal	Visit to Sujawal to prepare for and consult with DC and district stakeholders for Consultative Workshop at Sujawal
9.	May 4, 2019	Sujawal	Stakeholders Consultative session. Presided by DC. Attended by district officials, elected officials, community representatives, agriculturists, traders, professionals, academics, media. Presentation on PRS – and feedback
10.	August 21, 2019	Chuhar Jamali	Survey of business activities, interviews with shopkeepers and rice mill owners.
11.	September 4, 2019	Sujawal	Introductory meeting on identification of available civic facilities. Presided by DC. Attended by district heads and officials of line departments. Visit to schools, RHC, PHED facilities, and market area
12.	September 26, 2019	Sujawal	Follow-up meeting on civic facilities gap analysis exercise. Presided by DC. Attended by district heads and officials of line departments. Visit to schools, RHC, PHED facilities, and market area
13.	October 11, 2019	Sujawal	2nd follow-up meeting on civic facilities gap analysis exercise. Presided by DC. Attended by district heads and officials of line departments. Visit to schools, RHC, PHED facilities, and market area
14.	November 21, 2019	Chuhar Jamali	Public meeting. Presided by Additional DC. Attended by community, political and media representatives, agriculturists, and traders. Presentation on PRS and planning for Chuhar Jamali. Discussion and feedback. Responses by DG UPSP on behalf of Government
15.	December 4, 2019	Chuhar Jamali	EU Delegation (from Islamabad) visit to pilot RGC site. Received by Additional DC. Present: District heads and officials of line departments, elected officials, community representatives. Presentation on PRS and state of socio-economic facilities in Chuhar Jamali. Visit to Girls and Boys school, RHC, market area, coast and village Uplano
16.	February 18, 2020	Chuhar Jamali	Team visit for layout planning of main market and link roads
17.	March 6, 2020	Chuhar Jamali	2nd EU Delegation (from Islamabad and Brussels) visit to pilot RGC site. Received by Additional DC. Present: District heads and officials of line departments, elected officials, community representatives. Presentation by TA team and DG UPSP on PRS, state of socio-economic facilities in Chuhar, and progress on preparatory planning/works. Visit to Girls and Boys school, RHC, and market area and village Uplano. Follow-up meeting between DG UPSP, TA Team and DC Sujawal on future steps

APPENDIX 2 LIST OF SETTLEMENTS IN CHUHAR JAMALI

Revenue Village	Settlement	Population	Households	Household size
Bachal Jamali	Jaffer Patel Majhario	363	61	6.0
Bachal Jamali	Abdullah Umer Sodhai	257	43	6.0
Bachal Jamali	Pandhi Wahyani	280	41	6.8
Bachal Jamali	Rawat Chandio	280	39	7.2
Bachal Jamali	Hussain Shah	225	33	6.8
Bachal Jamali	Aali Sahito	194	30	6.5
Bachal Jamali	Aamoo Majhario	184	30	6.1
Bachal Jamali	Daud Dal	183	28	6.5
Bachal Jamali	Jumoo Wahyani	207	28	7.4
Bachal Jamali	Qasim Mandhero	173	24	7.2
Bachal Jamali	Ghulam Jholai	136	21	6.5
Bachal Jamali	Manthar Dal	124	21	5.9
Bachal Jamali	Rabdino Khaskheli	158	21	7.5
Bachal Jamali	Karam Khan Jamali	104	19	5.5
Bachal Jamali	Yar Mohammad Jamali	96	16	6.0
Bachal Jamali	Daim Khaskheli	112	14	8.0
Bachal Jamali	Umer Jholai	68	9	7.6
Bachal Jamali	Natho Sheedi	45	6	7.5
Chakri	Haji Umer Wangai	326	50	6.5
Chakri	Allah Dad Chandio	304	47	6.5
Chakri	Patel Wangai	280	39	7.2
Chakri	Mole Dino Saaro	259	35	7.4
Chakri	Aamoo Wangai	200	28	7.1
Chakri	Haji Sarro	156	24	6.5
Chuhar Jamali	Chutto Ratto	570	84	6.8
Chuhar Jamali	Haji Allah Dino Jamali	478	70	6.8
Chuhar Jamali	Haji Umer Jamali	352	52	6.8
Chuhar Jamali	Basar Shah	352	49	7.2
Chuhar Jamali	Haider Khalifo	192	32	6.0
Chuhar Jamali	Soomar Ratto	193	31	6.2
Chuhar Jamali	Faqeer Jumoon Mallah	173	28	6.2
Chuhar Jamali	Shafih Ahmed Punjabi	178	28	6.4

APPENDIX 2 LIST OF SETTLEMENTS IN CHUHAR JAMALI

Revenue Village	Settlement	Population	Households	Household size
Chuhar Jamali	Hussain Koonjai	173	24	7.2
Chuhar Jamali	Usman Sanjrani	194	24	8.1
Chuhar Jamali	Naboo Shaikh	148	23	6.4
Chuhar Jamali	Mevo Jamali	151	22	6.9
Chuhar Jamali	Allah Bachayo Bhand	107	17	6.3
Chuhar Jamali	Haji Suleman Khaskheli	98	17	5.8
Chuhar Jamali	Khuda Bux Khaskheli	88	16	5.5
Chuhar Jamali	Usman Charah	105	16	6.6
Chuhar Jamali	Pir Dino Samoon	88	14	6.3
Chuhar Jamali	Ahmed Samoon	56	10	5.6
Chuhar Jamali	Allah Jurio Kandra	59	9	6.6
Chuhar Jamali	Ali Mohammad Memon	36	6	6.0
Chuhar Jamali	Ghulam Mohammd Jamali	40	6	6.7
Dootri	Nawab Khan Rind	281	41	6.9
Dootri	Haji Ibrahim Othho	255	39	6.5
Dootri	Waaroo Khaskheli	224	38	5.9
Dootri	Mohammad Aarif Rind	216	32	6.8
Dootri	Dhani Bux Khaskheli	163	28	5.8
Dootri	Haji Dilawar Khaskheli	162	28	5.8
Dootri	Ismail Rind	217	27	8.0
Dootri	Rahib Othho	182	27	6.7
Dootri	Zaman Otho	238	27	8.8
Dootri	Haji Misri Rind	219	24	9.1
Dootri	Ghulam Hussain Bhand	142	22	6.5
Dootri	Ghulam Ali Khaskheli	148	21	7.0
Dootri	Haji Ibrahim Rind	151	20	7.6
Dootri	Haji Sahib Dino Rind	127	19	6.7
Dootri	Aachan Khan Rind	114	18	6.3
Dootri	Ali Akber Khaskheli	129	18	7.2
Dootri	Aachu Bhand	88	16	5.5
Dootri	Ashraf Rind	82	14	5.9
Dootri	Jamal Khan Rind	83	13	6.4

APPENDIX 2 LIST OF SETTLEMENTS IN CHUHAR JAMALI

Revenue Village	Settlement	Population	Households	Household size
Dootri	Wahid Dino Othho	82	12	6.8
Dootri	Bilawal Magsi	51	9	5.7
Dootri	Sadik Shah	44	8	5.5
Dootri	Jeevan Jamali	35	5	7.0
Dootri	Allah Bux Rind	10	1	10.0
Karna	Ashraf Dars	204	31	6.6
Karna	Soonharo Joyo	130	24	5.4
Karna	Ahmed Magsi	45	7	6.4
Katcho Marco	Dargah Shah Yaqeeq	2901	438	6.6
Katcho Marco	Achar Bunrro	376	65	5.8
Katcho Marco	Ahmed Chandio	302	44	6.9
Katcho Marco	Abdullah Ghunoo	147	25	5.9
Katcho Marco	Mohammad Magsi	136	23	5.9
Katcho Marco	Aachar Magsi	131	21	6.2
Katcho Marco	Sher Mohammad Magsi	104	16	6.5
Katcho Marco	Natho Magsi	93	14	6.6
Katcho Marco	Punhoon Parabi	38	7	5.4
Katcho Marco	Noor Ahmed Magsi	23	4	5.8
Koor	Murad Ali Mirghal	1982	306	6.5
Koor	Mola Bux Sanjrani	868	137	6.3
Koor	Allah Bachayo Mallah	647	100	6.5
Koor	Suleman Khaskheli	525	74	7.1
Koor	Sodho Bhatti	434	60	7.2
Koor	Gulsher Sanjrani	394	58	6.8
Koor	Ghulam Hussain Lakhatio	247	37	6.7
Koor	Mir Mohammad Rind	228	34	6.7
Koor	Ahmed Jholai	178	32	5.6
Koor	Haji Ali Khan Jatoi	200	26	7.7
Koor	Rabdino Soomro	156	25	6.2
Koor	Hamzo Sanjrani	143	23	6.2
Koor	Kamal Solangi	159	22	7.2
Koor	Manthar Rind	140	22	6.4

APPENDIX 2 LIST OF SETTLEMENTS IN CHUHAR JAMALI

Revenue Village	Settlement	Population	Households	Household size
Koor	Ismail Solangi	129	21	6.1
Koor	Ahmed Rind	109	19	5.7
Koor	Hakim Sanjrani	106	16	6.6
Koor	Nawab Khan Rind	97	14	6.9
Koor	Mureed Lund	80	12	6.7
Koor	Jumoon Sanjrani	69	11	6.3
Koor	Gahi Sanjrani	53	10	5.3
Koor	Feroz Rind	61	8	7.6
Koor	Nawab Khan Sanjrani	5	1	5.0
Landi	Landhi	475	67	7.1
Landi	Mohammad Khan Magsi	248	37	6.7
Landi	Basar Jholai	185	32	5.8
Landi	Haji Haroon Magsi	154	21	7.3
Landi	M.Hussain Walasyo	146	21	7.0
Landi	Allah Dino Parheri	95	14	6.8
Landi	Pir Bux Magsi	90	12	7.5
Landi	Suleman Kaheer	54	9	6.0
Landi	Chandyo Parheri	26	4	6.5
Rain	Karnal Ghulam Rasool	365	55	6.6
Rain	Phull Machi	254	40	6.4
Rain	Basar Ghunoon	265	39	6.8
Rain	Haji Ditto Chandio	62	11	5.6
Averages		219.2	33.1	6.6

Source: Government of Sindh, Revenue Department

APPENDIX 3 POVERTY REDUCTION STRATEGY: AN OVERVIEW

FINDINGS AND POLICY DIRECTIONS

Principal Findings from the Consultation on Community-Based Approaches

- Poverty cannot be addressed without community engagement and community ownership is key to sustainability of interventions
- Social mobilization is at the heart of community-driven local development (CDLD) and community-based approaches
- Women empowerment is critical to poverty reduction
- The importance of social capital created through social mobilization needs to be recognized
- There has not been sufficient evaluation of the impact of poverty reduction micro-interventions
- Decades of community-based local development effort do not appear to have impacted overall magnitudes of poverty and deprivation
- Micro interventions do not work alone – a combination of macro and micro level interventions are required to impact on poverty
- Community organizations are effective at reaching out to and working with communities, but only the Government can scale up
- Government of Sindh is not visible in poverty reduction and CDLD activities and it is not widely known that Government of Sindh is funding many of the programmes run by RSPs and other providers.

Policy conclusions that emerged from the findings

- A combination of a top-down/bottom-up approach is called for
- A new paradigm in planning is needed, where government, communities and private sector work together
- District administration and local government have a major role
- There is a need to take advantage of the benefits of agglomeration and economies of scale
- Sustainable Development Goals (SDGs) need to be kept in view while pursuing policy targets.

Principal Findings of Research and Consultation Relating to Poverty Issues

The combined findings of research and consultation are as follows:

- Poverty levels differ district to district and is related to land ownership/tenure patterns
- There are small, scattered villages – leading to dispersal of resources, with low outcomes.
- There are two strands in the prevalence of poverty: low income and avoidable survival expenditures.
 - Low income, defined as poverty, is on account of weak income earning opportunities.
 - Avoidable expenditures to deal with health or related emergencies are a drain on the low incomes; thus compounding poverty
- There is a rural-urban dimension to factors determining poverty
 - Rural poverty is a function of lack of income-generating assets, like land and/or livestock
 - Urban poverty is a function of lack of employment, with employability being a function of education and skills.

Policy conclusions that emerged from the findings

- Provision of physical and social infrastructure and services to small, isolated villages dispersed across the province is highly cost inefficient.
- Investment in strategic sectors that have a catalytic effect and are concentrated geographically can create ripples of growth and development.
- Agglomeration is the key to growth – hence, rural and urban growth centres are seen to be critical in poverty reduction
- Strategy must create confluence of macro/micro initiatives and build on social capital that has been created through social mobilization.

Strategic Intervention Points

Interventions aimed at poverty reduction must focus on creating opportunities for poor communities and households to be able to benefit from economic growth and engage in activities that lead to increased income generation, asset growth and/or employability. However, people cannot engage in such opportunities if they are battling health issues and poor living conditions, such that threaten their very survival. Therefore, there is a need for poverty reduction strategies to include two key aspects of focus - ‘survival’ strategies and strategies to facilitate access to economic improvement.

Components of addressing avoidable ‘survival’-related expenditures

The factors which contribute to avoiding expenditures arising from poor living conditions include:

- Clean drinking water
- Waste water and solid waste disposal
- Nutrition
- Shelter
- Basic education
- Basic health services
- Disaster protection

Components of addressing low incomes

Increasing incomes relies on strategies that facilitate:

- Expanding collective and household assets and
- Education and skills to enhance employment opportunities at higher incomes

A NEW STRATEGIC FRAMEWORK FOR POVERTY REDUCTION

Continuing the Community-driven Local Development (CDLD) Approach

The Government of Sindh has continued a community-based, micro-level approach to poverty reduction since 2009 through its flagship ‘Union Council Based Poverty Reduction Programme’ (UCBPRP), now re-named the ‘People’s Poverty Reduction Programme’ (PPRP). The PRS is positioned on the findings that micro-level interventions do not work alone, and that a combined approach utilizing both micro and macro level interventions and policies are needed to appropriately address poverty. However, the need for continuation of CDLD-based initiatives is also reinforced in the PRS. There will continue to be a need for micro and community-level assistance to poor households and villages, and for community based developments in, for example, low-cost housing, facilitating micro-level enterprises and community infrastructure. The PRS also reinforces the need to build on the social capital built at community level through social mobilization, and for an ongoing Government/community partnership, to address poverty.

The PRS anticipates two key avenues to continue a CDLD approach:

- Expansion of the PPRP programme to all districts of Sindh
- Institutionalization of the CDLD policy, and CDLD approach as a feature of relevant line department programmes and services.

Addressing Urban Poverty: ‘Urban Income Enhancement Programme’ and ‘Urban Economic Clusters’

Sindh is a dual economy – Karachi and the rest of the province. Karachi is the financial, commercial and industrial powerhouse of the country. Yet, Karachi’s economic dynamism has failed to extend into the rest of the province.

Deprivation levels in small cities and towns of Sindh are somewhat higher than in rural areas. The reason appears to be as follows. Rural areas are characterized by joint families, where any member who is unemployed continues to have access to family housing and food. Urban areas are characterized by nuclear families, where unemployment of the earning member causes multiple levels of deprivation.

The urban poor are largely migrants from rural areas. Given that they are mostly uneducated and unskilled, prospects for employment in the (already) anemic formal sectors are low. Given again that informal trades are already crowded, additions tend to depress wages for all, including the previously employed and self-employed.

The weak results of poverty reduction initiatives of government as well as community organizations may be attributed to these factors. Targeting the ‘poorest of the poor’ and providing paltry sums to create decrepit local infrastructure has amounted to keeping the poor in a state of low level poverty equilibrium.

Given that poverty in urban areas is primarily a feature of unemployment, approaches required for poverty reduction in urban areas will differ from those applied in rural areas. The focus cannot be on targeting ‘the poorest of the poor’ as in rural programmes, but on identifying the section of the population with some ‘entrepreneurial’ potential. The objective should be on creating or facilitating viable opportunities for enterprise development and employment.

Herewith, prospects may exist in vertical linkages with the formal sectors through sub-contracting and horizontal linkages between small/micro enterprises. Such linkage-connected enterprise growth has been identified in the cluster based ‘industrial’ development model⁶. Clusters have the advantage of generating agglomeration economies or economies of scale and, thereby, promoting private enterprise activities.

⁶ The concepts of agglomeration economies and business clusters were introduced, respectively, by Alfred Marshall in 1890 and Michael Porter in 1990.

Clusters have been defined as being of similar or complementary activities that use similar inputs or produce similar outputs and can take advantage of proximity of location to share common resources or markets for enterprise development. They essentially operate as SME co-operatives; thereby, creating opportunities for income-generating activity and employment.

Clusters act as a large integrated plant, enjoying most of the benefits of economies of scale that large units accrue. The cooperative effort can also serve to reduce individual capital requirements and distributes risks associated with start-ups in enterprise development.

As a matter of fact, clusters of local non-farm enterprise do exist in cities, towns and villages across the country and in Sindh. They are, however, unorganized and informal, operate with scant capital and poorly skilled labour, and cater to the low income market. Bereft of state-level institutional support and of formal physical infrastructure, they operate mostly from the streets and sidewalks. Being informal, they are subject to exploitation by municipal and law-enforcement agencies.

The PRS proposes clustering these scattered informal enterprises onto one or more locations and providing them, as well as new entrants, with:

- Connected work spaces
- Shared utilities
- Skills training
- Common service centres
- Microfinance support
- Marketing support

Addressing Rural Poverty: ‘Rural Growth Centres’

The PRS, borrowing a page from ‘Central Place Theory’, has proposed the concept of Rural Growth Centers (RGCs) as a tool for service delivery and generation of economic activity in rural areas for addressing poverty in a manner that also conserves government resources.

Using GIS technology, villages in defined proximity to each other can be identified in clusters or groupings and one or two villages within each cluster – with defined characteristics (population size, common cultural dimensions, markets, road/rail connectivity) – identified as ‘Rural Growth Centres/Hubs’. Social and economic services can be located centrally, but which can be accessed by households in other villages within the cluster. The concept can be described as ‘centralizing’ at the ‘decentralized’ level. These hubs may be prioritized by the Government and partner CSOs for future allocation and investment of financial and organizational resources and consolidation of services.

A rural hub is likely to enable concentration and consolidation of social and economic services, avoid dispersal of resources, generate agglomeration economies, and bring about balanced socioeconomic development in the entire area. It is also likely to provide a higher level of services to village populations and enhance quality of life – for example, enabling larger and higher quality schools and higher service level health centres.

Selection of a potential RGC site is subject to the following general criteria:

- Elevation (high ground) – to protect it and its infrastructure from flood damages
- Relatively larger population and market center
- Sustainable potable water source
- Connected to major road
- Rural health center
- Multi classroom school

An RGC may typically include:

- Habitation facilities
 - Improved rural housing with amenities, including drains and walkways
 - Potable water
- Commercial facilities to support local agri-based businesses and services:
 - Storage of inputs (seed, fertilizer, etc.) and distribution centres for outputs
 - Sheds/yards for trading/marketing of grain, livestock, and other commodities
 - Milk collection point and chilling plant
 - Small cold storage, where feasible
 - Agricultural equipment repair and maintenance facilities
 - Bus stop and truck stand
- Social facilities
 - High school (multi teacher, multi classrooms, other facilities)
 - Vocational training centre
 - Rural Health Centre
 - Veterinary clinic.

The cluster is a *notional* construct and does not entail any changes or reorganization of administrative, political or constituency boundaries and no changes to the existing political and administrative institutional arrangements would be called for. It does not displace social mobilization, but extends it. It works through provincial line departments and local governments. It only entails that governments and community organizations focus investments and expenditures in prioritized sectors and locations.

IMPLEMENTATION

Roadmap for PRS Implementation

The PRS Roadmap outlines a pathway for implementation and contains five pillars:

- **Pillar One: Program Design and Rollout:** allows for further detailed design of the programs required to put all the three component strategies of the PRS into effect, as well as the staging and timing of all aspects of the initial rollout.
- **Pillar Two: Legal and Institutional Framework:** is concerned with legal and administrative changes that need to be made for greater effectiveness of PRS implementation. The Government has designated the People's Poverty Reduction Program (PPRP) and the Urban Policy and Strategic Planning Directorate (UPSP) as the principal implementing entities responsible for initial rollout of the PRS. As implementation develops, sector line departments will become more involved and as the PRS becomes integrated as an underpinning policy approach for sectoral development and service delivery strategies.
- **Pillar Three: Public Financial Management (PFM) Framework:** places priority on improvements for greater budgetary accountability in policy-linked expenditures related to the PRS.
- **Pillar Four: Monitoring and Evaluation (M&E) Framework:** is based on application of the outputs/outcomes framework for results-based performance management. The Government has notified a Technical Working Group (TWG) to develop the M&E framework for PRS implementation. This includes development of performance indicators for both output-related programme performance and poverty reduction outcomes (with link to the Government's Sustainable Development Goals), and development of monitoring, reporting and evaluation of results.
- **Pillar Five: Capacity Development and Communications:** is focused on improvement in institutional development and management of PRS interventions and program, and improved capacity in key PRS implementation requirements such as PFM, M&E and communications. During the PRS development stage, it was noted that the Government is not visible to the public in its poverty reduction initiatives. Communities usually associate poverty reduction interventions and their funding with the organizations contracted by Government to carry them out, not the Government itself. The communications strategy is aimed to address that.

Proposed Pilots

The Planning and Development Department, assisted by the TA Team decided to pilot the implementation of the RGC concept in selected districts. The purpose of piloting RGCs is to learn lessons from the implementation of this new concept and intervention. The objective is that, as implementation matures and proceeds past the pilot stage, the policy of consolidation of public services can be progressed through all line departments for planning and implementation of their developmental activities. The knowledge and experience gained during this phase will be essential for mainstreaming the RGC policy into Government of Sindh sector strategies.

Following the formal approval of the Poverty Reduction Strategy by the Cabinet, the Honourable Chief Minister approved 5 districts for pilot implementation of the RGC approach: Sujawal, Thatta, Badin, Tharparkar and Larkana. The first pilot has been launched at Chuhar Jamali in Shah Bandar taluka of Sujawal district.

Implementation of RGC Pilots

Implementation is the domain of the Government of Sindh, overseen by the Planning and Development Department, specifically by the Project Implementation Unit (PIU) located within the Urban Policy & Strategic Planning Directorate (UPSP).

Administrative Departments will be responsible for executing schemes within their respective jurisdictions. At the pilot stage, these include Departments of Education, Health, Local Government, Public Health Engineering, Women Development, and Works & Services.

Local administration and government holds responsibility for building and maintaining the physical infrastructure in the Hubs, including buildings, local roads, minor irrigation, etc., while many of the economic services will likely draw in the private sector.

At the civil society level, CSOs can operate designated public service delivery, as contractors for the Government, to provide the following facilities and manage the following services:

- Rural housing
- Village improvement, i.e. drains and walkways
- Locally sourced water supply (hand pumps, RO Plants)
- Kitchen gardening
- Minor irrigation works
- Local village to market roads and connectivity with Rural Hub

There is likely to be little or no additional expenditure requirement for the Government; rather, there is likely to accrue revenue income for the local government from local taxes, fees and rent charged from private sector operators.

Public Financial Management (PFM) for PRS

The Government of Sindh has a large portfolio of poverty reduction interventions for which considerable sums are budgeted each year. During 2017, the TA team carried out a comprehensive analysis of the Sindh Budget by departments relevant to the PRS. It defined all public expenditure relevant to poverty reduction at the household level as ‘pro-poor expenditure’ – focusing on programs aimed to result in generating household income or reducing household costs - and found that pro-poor expenditures accounted for 11% of the total budget and 24% of the Annual Development Plan. This expenditure analysis was repeated and updated in 2019.

The Government’s initiatives are undertaken at a number of sectoral levels, each with separate budgets; thereby, relegating each intervention to the level of a project, each with its own narrow objectives. However, poverty reduction is a cross-cutting phenomena and requires a ‘holistic intervention’ approach to ensure that components are horizontally linked with relevant line departments for coordinated funding and coherent outcomes.

The existing budget classification system – Charter of Accounts (CoA) – has the capacity to record and report on expenditures. However, pro-poor expenditure has to be identified and gathered individually from the budgets. Herewith, a comprehensive Public Finance Management (PFM) mechanism is deemed necessary for efficient budget control to enable the Government to track pro-poor expenditures and pursue poverty reduction goals in a coordinated manner. This mechanism involves identifying and coding each poverty reduction intervention as a cost-centre and mapping them out via computerized information system (SAP R/3).

The PFM framework for the PRS is required to include provisions for cross-government budgeting, expenditure tracking in budget execution, and financial and non-financial performance reporting. This will enable departments to identify PRS policy requirements and related budget allocations in their annual budget submissions, manage expenditures allocated to PRS program in terms of accounting and financial management procedures, and track spending on pro-poor categories in Recurrent and Development expenditures on the three components of the PRS: CDLD, urban poverty reduction initiatives for enterprise development in urban clusters, and Rural Growth/Service Hub pilots.

The TA team is working with P&D and Finance Departments to develop the PFM framework. It has assisted P&D with a Policy Note on the PRS to be included in the

Budget Strategy Paper 2020-23; worked with the Directorate of Urban Policy & Strategic Planning on detailed costing of RGCs, particularly for the infrastructural developments required for Chuhar Jamali; and is working with PPRP on the improvements recommended for financial monitoring and reporting requirements for overall program management.

Monitoring and Evaluation (M&E) Framework for PRS

Development of the M&E framework for PRS aims at mainstreaming a results-based performance management approach for implementation of the three component strategies of the PRS. The M&E framework will enable the P&D Department to monitor and assess the overall performance of the PRS program and pilots in terms of achievement of operational and financial targets, as well as overall effectiveness and achievement of outcome-related results in reducing poverty. At a broader level, it will enable evaluation of intended impacts, including relevant to achievement of the Sustainable Development Goals (SDG).

The Government notified a Technical Working Group (TWG) for the development of the PRS M&E framework, comprising members from P&D, SDG Support Unit, Bureau of Statistics, Directorate of Urban Policy & Strategic Planning (UPSP), People's Poverty Reduction Program (PPRP) and relevant line departments. The TWG is receiving capacity development support from the TA Team consisting of four training modules: preparation of baseline, development of performance indicators, monitoring and reporting, and evaluation of results. Each training module will be accompanied by guidelines/manuals. Further, the Government has also notified a sub-technical working group, specifically for the technical work of development of the M&E framework for PRS implementation and the requirements for monitoring, reporting and assessing the outcomes and impacts of the PRS.

The TA team is working with the Sindh Bureau of Statistics to develop the baseline statistics for the Chuhar Jamali RGC pilot. Once the relevant poverty-related data (to be drawn from both secondary and primary data sources) has been collected and compiled, this will establish the current baseline relevant to the Chuhar Jamali area. Then performance targets can be identified for assessment of PRS results. The TA team is also working with the Bureau of Statistics on development of the baseline for PPRP's expansion program to be extended to all districts of Sindh.

