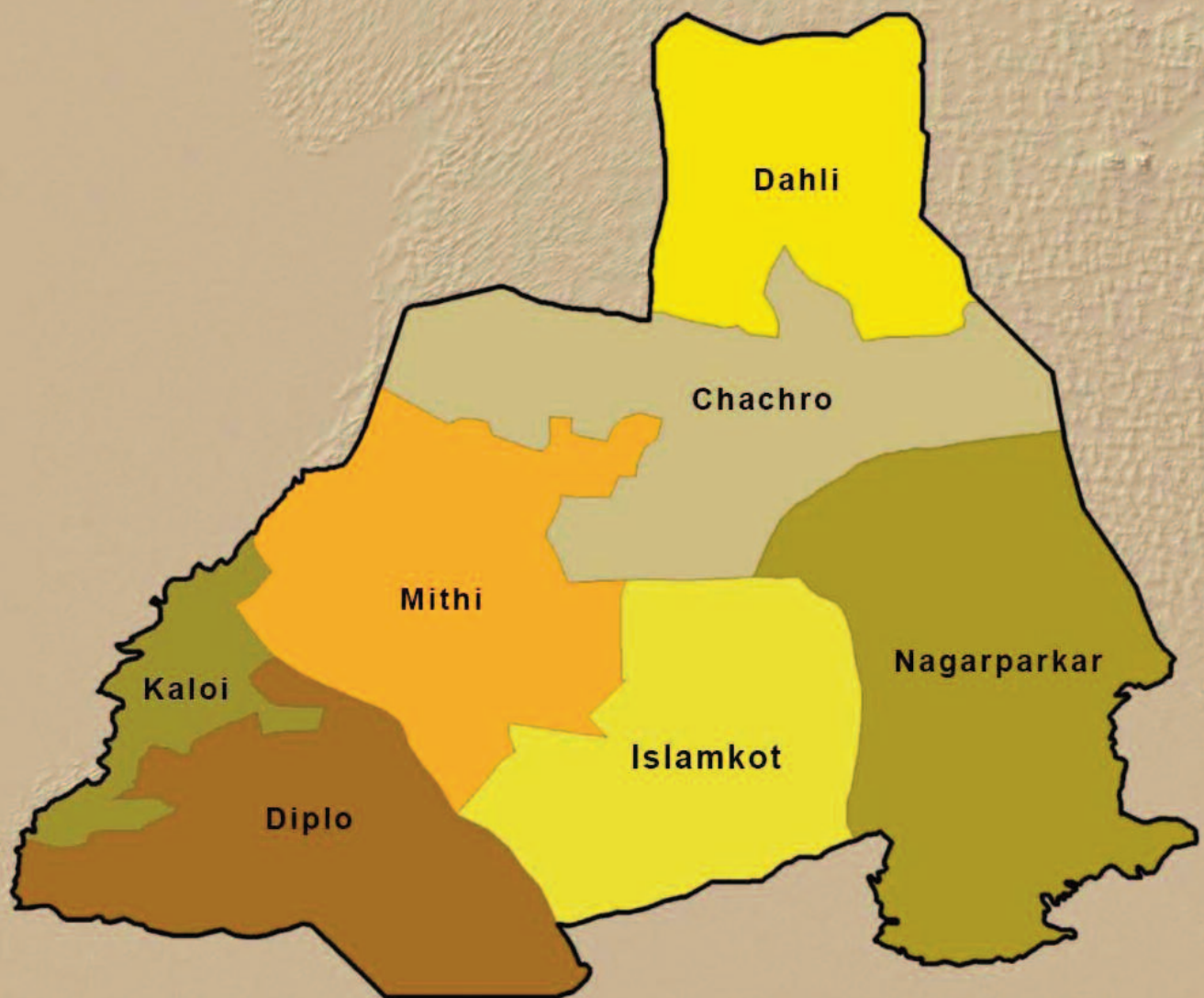




# GOVERNMENT OF SINDH IMPLEMENTATION OF POVERTY REDUCTION STRATEGY

## Identification of Growth and Service Hubs in Tharparkar District







EUROPEAN UNION



**GOVERNMENT OF SINDH  
IMPLEMENTATION OF  
POVERTY REDUCTION STRATEGY**

**Identification of  
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November 2020

**EU SUCCESS  
Technical Assistance Team**

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



Tharparkar has a unique ecology and demography. As such, it merits a nuanced approach to poverty reduction. The dispersal of population and settlements renders it difficult to identify rural locations where 'economic centres' can be developed. As such, rural areas in Tharparkar are not envisaged as playing a growth role, except for the traditional artisanal industry. The growth role can be visualized to be performed by urban centres. As such, the strategy of poverty reduction in Tharparkar can be postulated upon demographic and economic consolidation in the urban centres and selected rural hubs where essential services can be located.



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## FOREWORD

It is indeed very encouraging to find this very comprehensive report on the ongoing exercise of identifying Growth Centres under the 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 (UPSP) as focal office to technically support and perform the functions to serve as a central supervisory role in all RGC-related activities and a Project Implementation Unit (PIU) at each RGC level to look after matters at the ground level.

I also would like to congratulate the Directorate of UPSP for getting on the ground in Tharparkar and am fully confident that soon the relevant stakeholder departments will execute their proposed schemes. Hence, achieving the objectives of establishing Growth Hubs, 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 consideration of implementation of the Growth Centre component of the Government of Sindh's Poverty Reduction Strategy (PRS) in Tharparkar District.

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 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/service hubs and enterprise development and employment growth through urban clusters.

Tharparkar has a unique ecology and demography. As such, it merits a nuanced approach to poverty reduction. In this context, piloting the growth centre/service hub development mode is important for three reasons. First, pilots are a way to test the process of developing a hub – 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 in those centres. Second, pilots provide a mechanism to test the results of the initiative prior to wider rollout. And third, pilots allow for phasing the rollout of the strategy 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 the initial work relating to implementation relevant to Tharparkar district.

**Kathryn Ennis-Carter**

Team Leader, SUCCESS Technical Assistance Team



## ACKNOWLEDGEMENTS

This report documents the substance and sequence of work undertaken to date in implementing the Strategy 3 component – Rural Growth Centres (RGC) – of the Government of Sindh’s Poverty Reduction Strategy (PRS) in Tharparkar District. 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 (P&D) Department has actively led the process of development of the PRS and now with its implementation stage.

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, offered constructive conceptual guidance; and Mr. Mohammed Ali Khoso, Director-General, Monitoring & Evaluation Cell, provided invaluable 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; and Mumtaz Halepoto and Mohammed Husain, former Directors of the Urban Policy and Strategic Planning Directorate (UPSP) made significant contributions in the initial stages.

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



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## GLOSSARY

| Abbreviations /<br>Acronyms / Terms | Description  |
|-------------------------------------|--|
| <b>BHU</b>                          | Basic Health Unit  |
| <b>CDLD</b>                         | Community Driven Local Development                               |
| <b>CoA</b>                          | Charter of Accounts  |
| <b>CSO</b>                          | Civil Society Organization                                       |
| <b>EU</b>                           | European Union   |
| <b>EY</b>                           | Ernst & Young  |
| <b>GIS</b>                          | Geographic Information System                                    |
| <b>Km</b>                           | kilometre  |
| <b>M&amp;E</b>                      | Monitoring and Evaluation  |
| <b>MCHS</b>                         | Maternal & Child Health Service                                  |
| <b>P&amp;DD</b>                     | Planning and Development Department                              |
| <b>PFM</b>                          | Public Financial Management                                      |
| <b>PHED</b>                         | Public Health Engineering Department                             |
| <b>PIU</b>                          | Project Implementation Unit                                      |
| <b>PMU</b>                          | Project Management Unit  |
| <b>PPRP</b>                         | Peoples Poverty Reduction Programme                              |
| <b>PRS</b>                          | Poverty Reduction Strategy                                       |
| <b>RGC</b>                          | Rural Growth Centre  |
| <b>RHC</b>                          | Rural Health Centre  |
| <b>RSC</b>                          | Rural Service Centre   |
| <b>RSPs</b>                         | Rural Support Programmes   |
| <b>SDGs</b>                         | Sustainable Development Goals                                    |
| <b>SPDC</b>                         | Strategic Policy Dialogue Committee                              |
| <b>SUCCESS</b>                      | Sindh Union Council and Community Economic Strengthening Support |
| <b>TA</b>                           | Technical Assistance   |
| <b>TDS</b>                          | Total Dissolved Solids   |
| <b>TB</b>                           | Tuberculosis   |
| <b>TWG</b>                          | Technical Working Group  |
| <b>UCBPRP</b>                       | Union Council Based Poverty Reduction Programme                  |
| <b>UPSP</b>                         | 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)<sup>1</sup>. 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 consultations 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

<sup>1</sup> 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 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 Profile<sup>2</sup> 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 target 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 strong 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:

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

- a) empirically identify towns and villages that are centrally located and exhibit some degree of economic potential, and
- b) concentrate resources therein in selected sectors to develop them as growth centres<sup>3</sup>.

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 – Badin, Larkana, Sujawal, Tharparkar and Thatta.

The TA team’s mandate for assisting the Government of Sindh with development of the PRS emanated from the European Union-funded 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 Growth Centre concept, the priority of the Government and TA Team focused on investigation and identification of potential pilot locations.

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.

The first pilot is being implemented in Chuhar Jamali in Sujawal district and Tharparkar is now being added for the next pilot, which is also a Peoples Poverty Reduction Programme (PPRP) district. The TA team has shortlisted potential service hubs after due research and analysis and consultations with local government, private sector and civil society stakeholders. A scoping visit to the identified potential service hubs has also been made.

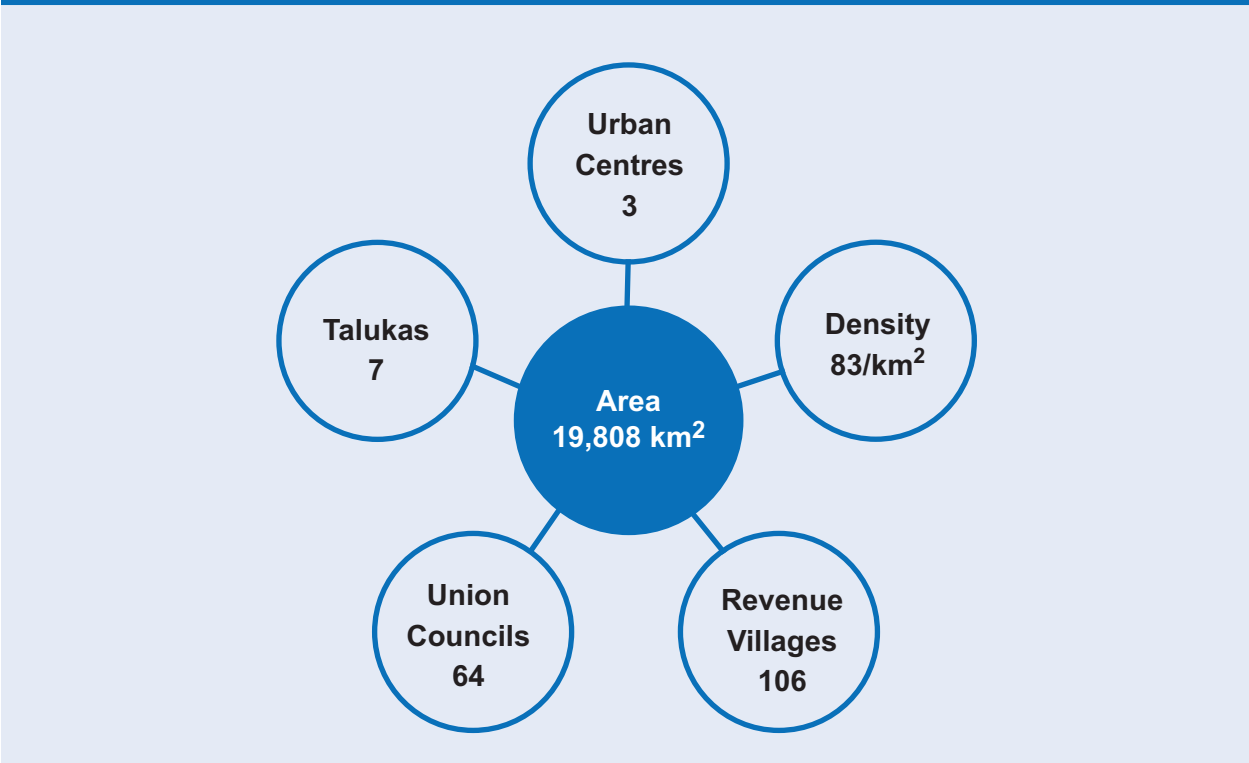
<sup>3</sup> The model village approach has been tried variously since the 1960s; with none showing promise. One reason for lack of success is that the villages were arbitrarily chosen without reference to economic potential.

## THARPARKAR: DISTINCTIVE DEMOGRAPHY

District Tharparkar is one of the five target districts for potential RGC pilot implementation approved by the Honourable Chief Minister. The district was created in 1990, with its headquarters at Mithi. It is located in the south-east corner of Sindh province, bordered from north to west by Umerkot, Mirpurkhas, and Badin. To the east is India and to the south is the Rann of Kutch and the Arabian Sea.

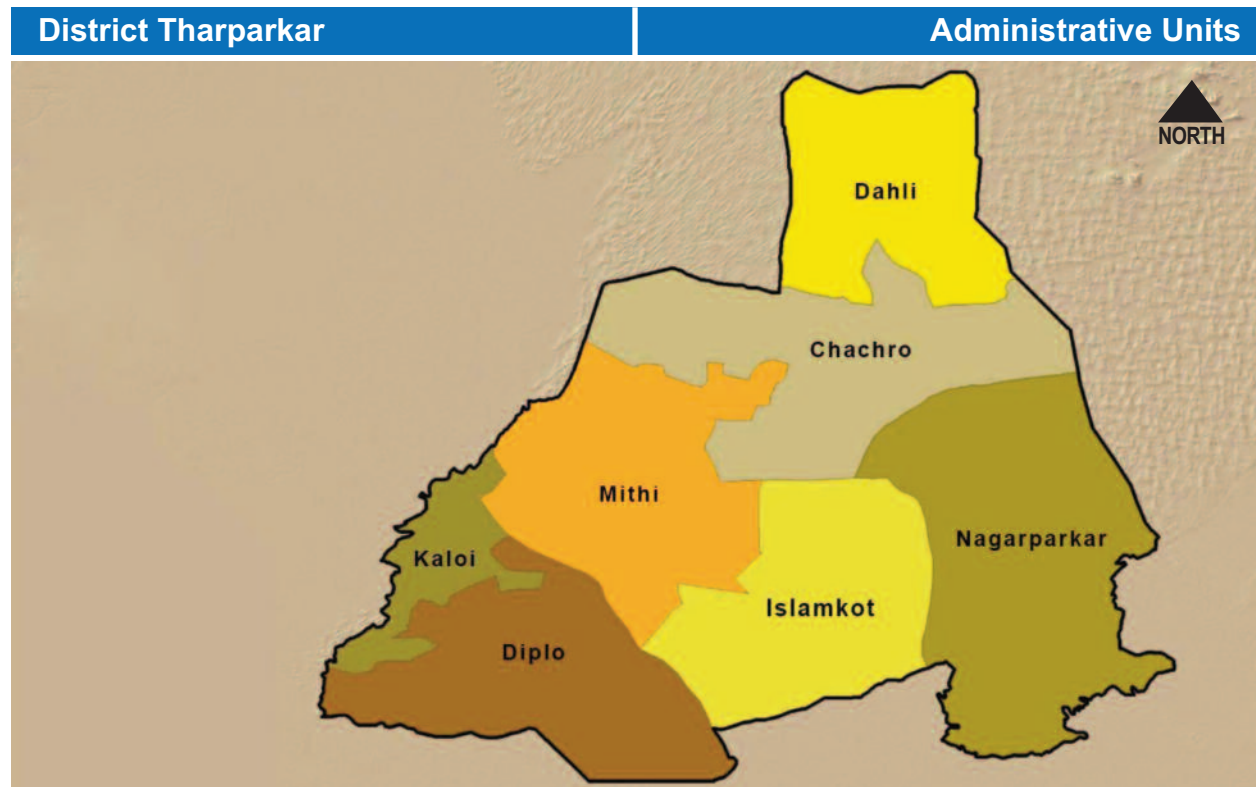
The district covers an area of 19,808 km<sup>2</sup> and is unique in terms of ecology and population characteristics. It is mostly desert and sparsely populated; density is low at 83 per km<sup>2</sup>, compared to 340 for Sindh. Its population, according to the 2017 Census, is 1.7 million – 3.4% of the population of Sindh. There are over 300,000 households, with the average household size at 5.5 persons. The male/female ratio is 54:46. The district is overwhelmingly rural, with 92% of the population residing in rural areas and 8% in urban centres.

Administratively, there are seven talukas: Chachhro, Dahli, Diplo, Islamkot, Kaloi, Mithi and Nagarparkar. There are three urban centres in the district – Mithi, Islamkot and Diplo – and Umerkot is just across the northern border and which serves as the urban centre for Chachhro and Dahli residents.

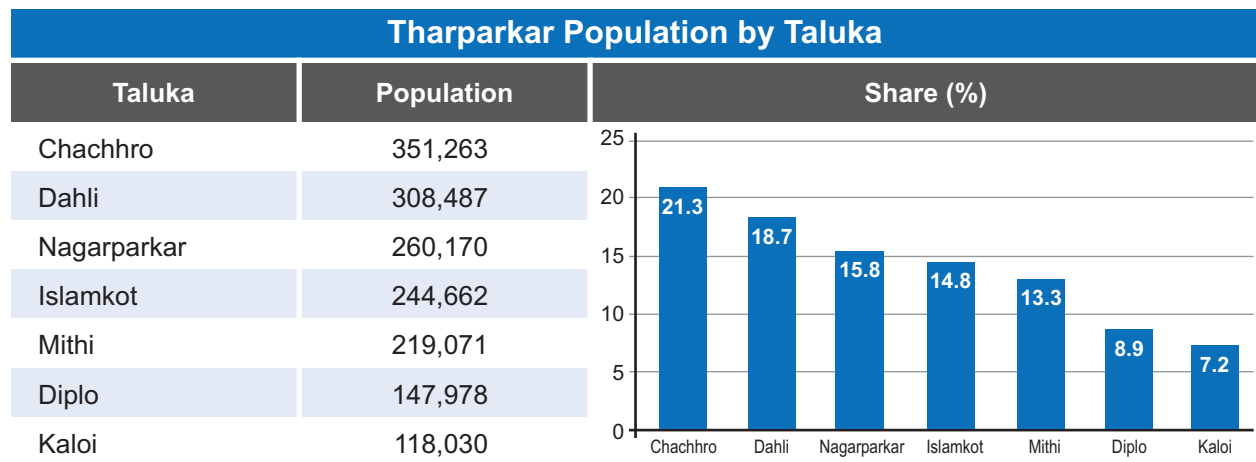


Source: Government of Sindh, Planning & Development Department, *District Data Profile Sindh 2019, Draft*.

The two northern talukas, Chachhro and Dahli, host the largest number of people – 300,000-350,000 each – and account for 40% of the total district population. The two central talukas, Islamkot and Mithi, are home to about 200,000-250,000 people each and account for 28% of the district total. The two southern talukas, Diplo and Kaloi, host the smallest number – about 100,000-150,000 each – and account for 16% of the district population. Nagarparkar, in the south-east corner of the district, has a population of 260,000 and also accounts for 16% of the district population.

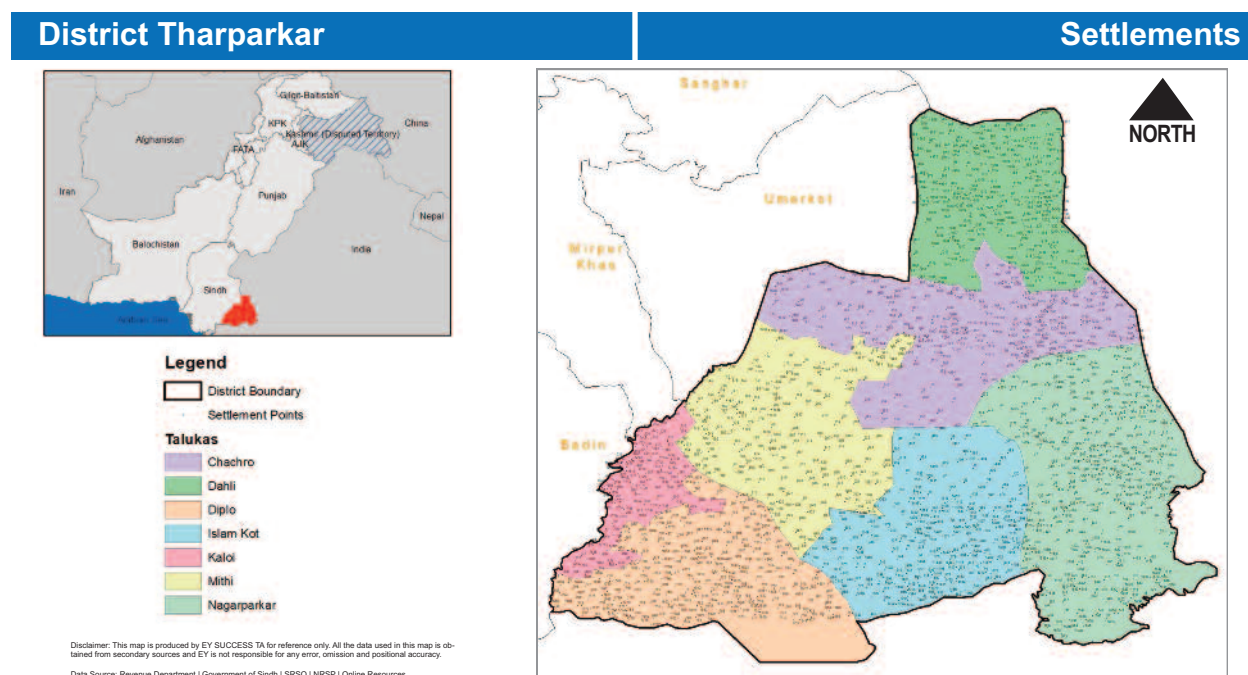


Source: Prepared based on data provided by Revenue Department, Government of Sindh



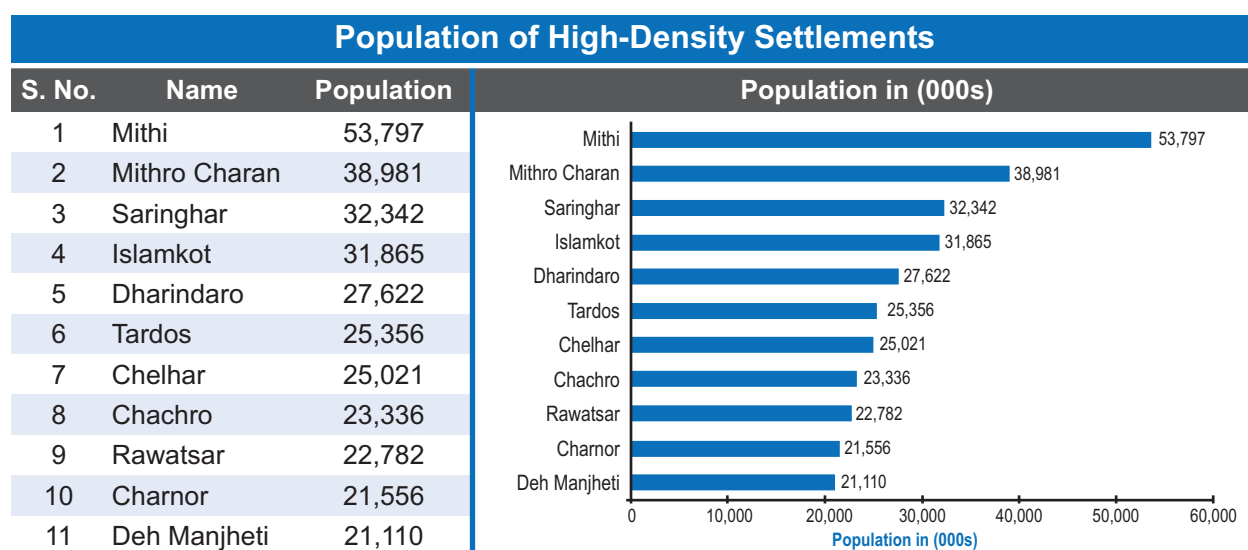
Source: Government of Pakistan, Pakistan Bureau of Statistics, Population & Housing Census, 2017

The population of Tharparkar is scattered across the district in about 2,300 small settlements, distributed spatially almost uniformly.



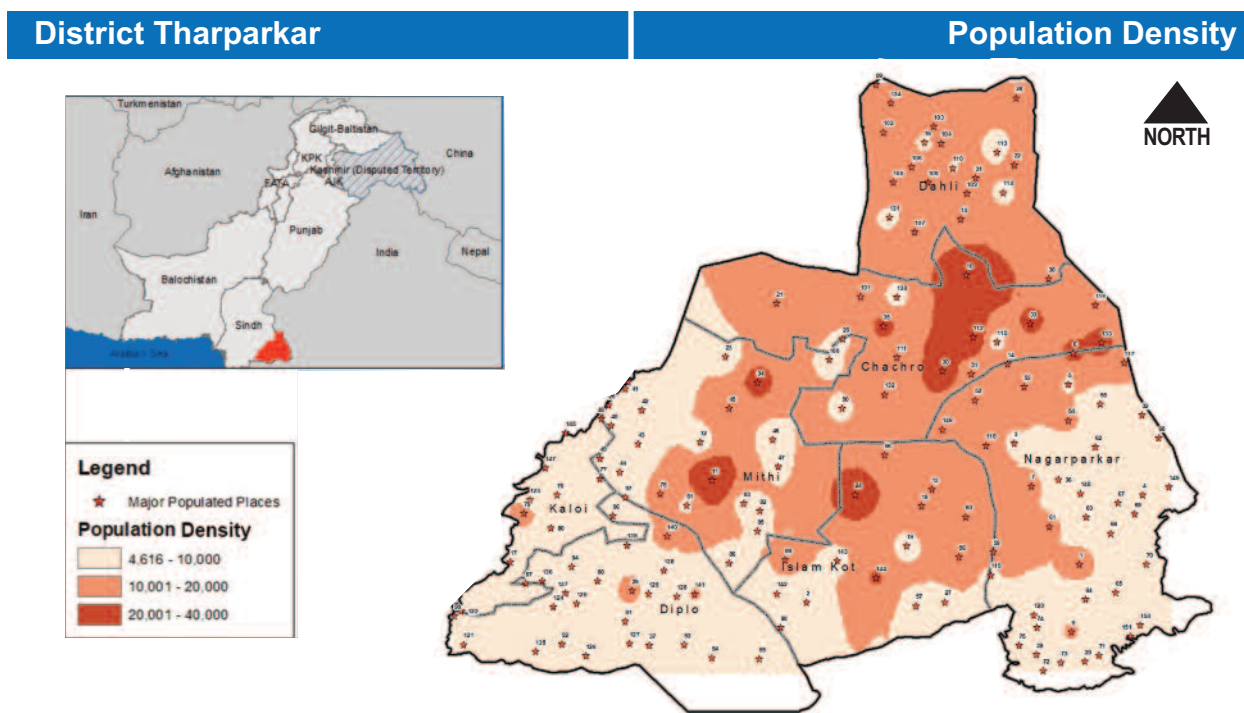
**Source:** Prepared based on data provided by Revenue Department, Government of Sindh

However, pockets of relatively higher density are found in Chachro, Mithi and Islamkot talukas. Mithi (53,797) and Islamkot (31,865) are the two main relatively high density urban centres. There are four smaller settlements of Chelhar (25,021), Chachro (23,336), Charnor (21,556) and Deh Manjhethi (21,110), with relatively higher densities. Additionally, there are two relatively higher density blocks of contiguous villages: the 625 km<sup>2</sup> Mithro Charan-Saringhar-Dharindaro (98,945) block and the 80 km<sup>2</sup> Rawatsar-Tardos (48,138) block.



**Source:** Government of Pakistan, Pakistan Bureau of Statistics, Population & Housing Census, 2017

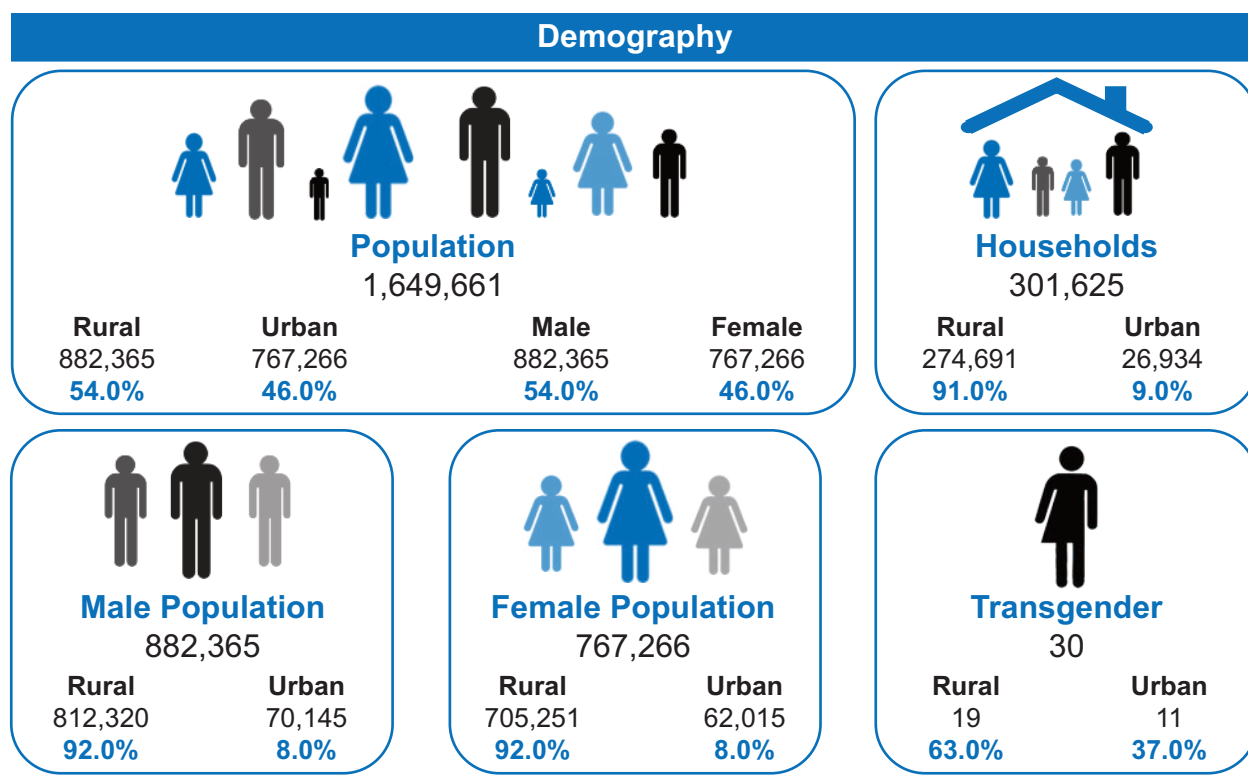




Source: Prepared based on data provided by Revenue Department, Government of Sindh

| Demography            |                  |                |
|-----------------------|------------------|----------------|
| Population/Households | Population (#)   | Percentage (%) |
| <b>Total</b>          | <b>1,649,661</b> |                |
| Rural                 | 1,517,590        | 92.0           |
| Urban                 | 132,071          | 8.0            |
| <b>Male</b>           | <b>882,365</b>   | <b>54.0</b>    |
| Rural                 | 812,320          | 92.0           |
| Urban                 | 70,045           | 8.0            |
| <b>Female</b>         | <b>767,266</b>   | <b>46.0</b>    |
| Rural                 | 705,251          | 92.0           |
| Urban                 | 62,015           | 8.0            |
| <b>Transgender</b>    | <b>30</b>        |                |
| Rural                 | 19               | 63.0           |
| Urban                 | 11               | 37.0           |
| <b>Households</b>     | <b>301,625</b>   |                |
| Rural                 | 274,691          | 91.0           |
| Urban                 | 26,934           | 9.0            |

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



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

### Population and Households by Taluka

| Talukas            | Population (#) | Population (%) | Households (#) | Households (%) |
|--------------------|----------------|----------------|----------------|----------------|
| <b>Chachro</b>     | <b>351,263</b> |                | <b>54,734</b>  |                |
| Rural              | 327,927        | 93.0           | 50,363         | 92.0           |
| Urban              | 23,336         | 7.0            | 4,371          | 8.0            |
| <b>Dahli</b>       | <b>308,487</b> |                | <b>42,418</b>  |                |
| Rural              | 301,011        | 98.0           | 41,425         | 98.0           |
| Urban              | 7,476          | 2.0            | 993            | 2.0            |
| <b>Diplo</b>       | <b>147,978</b> |                | <b>32,721</b>  |                |
| Rural              | 135,259        | 91.0           | 29,933         | 91.0           |
| Urban              | 12,719         | 9.0            | 2,788          | 9.0            |
| <b>Islamkot</b>    | <b>244,662</b> |                | <b>50,012</b>  |                |
| Rural              | 226,138        | 92.0           | 45,989         | 92.0           |
| Urban              | 18,524         | 8.0            | 4,023          | 8.0            |
| <b>Kaloi</b>       | <b>118,030</b> |                | <b>25,098</b>  |                |
| Rural              | 118,030        | 100.0          | 25,098         | 100.0          |
| Urban              | 0              | 0.0            | 0              | 0.0            |
| <b>Mithi</b>       | <b>219,071</b> |                | <b>45,214</b>  |                |
| Rural              | 160,863        | 73.0           | 32,878         | 73.0           |
| Urban              | 58,208         | 27.0           | 12,336         | 27.0           |
| <b>Nagarparker</b> | <b>260,170</b> |                | <b>51,428</b>  |                |
| Rural              | 248,362        | 95.0           | 49,005         | 95.0           |
| Urban              | 11,808         | 5.0            | 2,423          | 5.0            |

Source: Government of Pakistan, Pakistan Bureau of Statistics, Population Census, 2017.

## THARPARKAR: STATISTICAL PROFILE

Tharparkar has some characteristic socioeconomic features. With respect to housing and associated utilities, only one percent of rural housing and 2 percent of urban housing is formal; i.e., they have RCC roofs. Nearly 90 percent of rural houses and over one-third of urban houses have roofs made of wood or bamboo and covered with straw. Nearly three-fourths of urban houses and over one-fifth of rural houses have brick walls.

House sizes are relatively larger, with over 80 percent of rural houses and nearly 70 percent of urban houses being of 2-4 chowrahs<sup>4</sup>/rooms. Piped water access to rural areas is negligible and dug wells are the dominant source of water; however, two-thirds of urban households have piped water connections and one-fifth access water through dug-wells. Over one-third of villages are electrified, with the ratio for urban areas exceeding 90 percent. Gas is not available in rural areas, while less than 10 percent of urban households use gas.

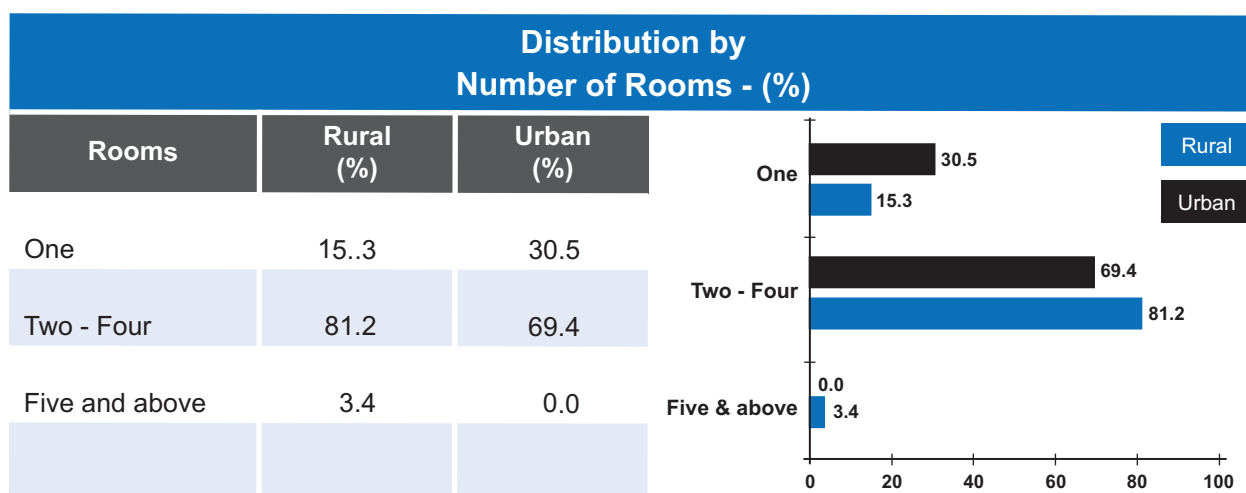
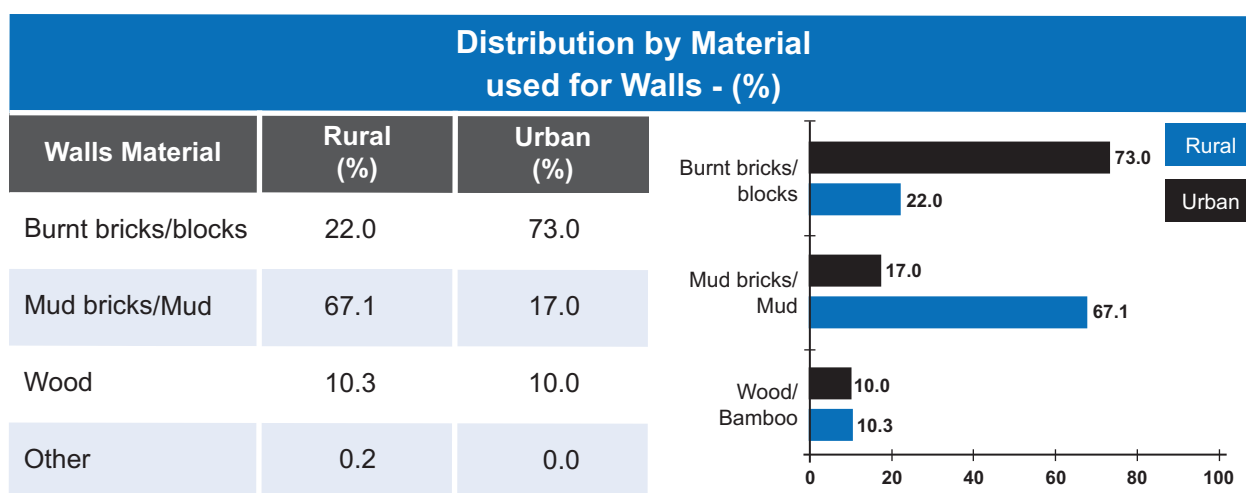
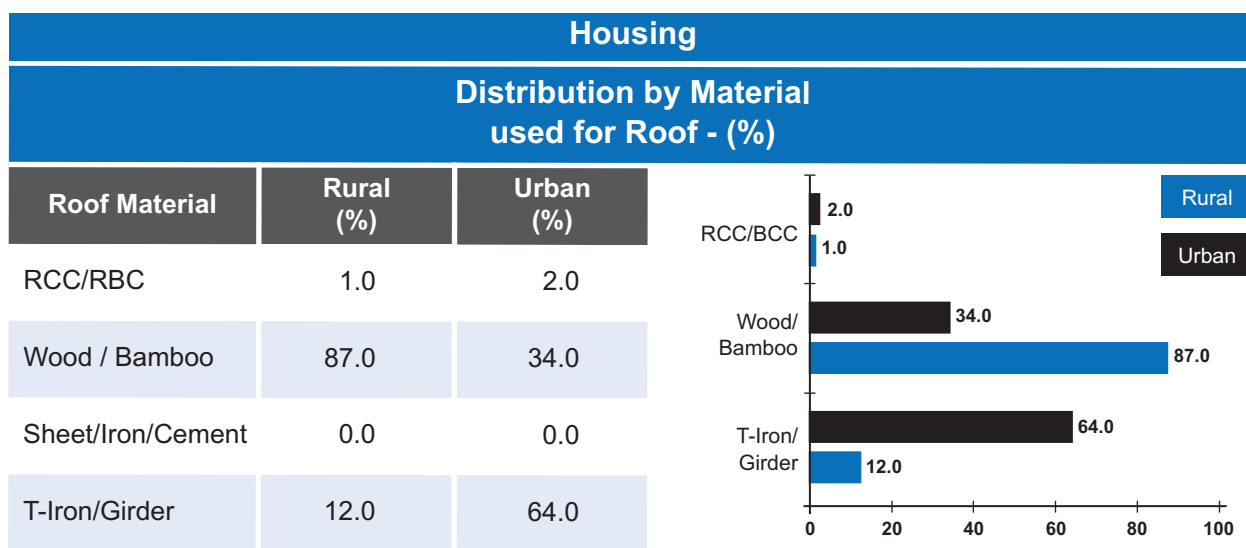
Education facilities are sparse and scattered. There are nearly 3,500 schools, 44 percent of which are one-room premises and 10 percent are shelter-less. Over 90 percent are primary schools, accounting for 77 percent of enrolment. A mere one percent of schools are of secondary or higher secondary level, accounting for 9 percent and 5 percent of enrolment, respectively. School facilities are wanting: 84 percent of schools are without electricity, 79 percent are without toilets, 55 percent are without drinking water, and 47 percent are without boundary walls.

Socially, Tharparkar appears to be less conservative, indicated by the fact that over three-quarters are mixed gender schools. However, just over one-third of girls in the school age group are enrolled compared to two-thirds of boys. The adverse gender imbalance extends to teachers as well, with the male-female ratio at 89:11.


Health statistics are dire; with nearly one doctor per 6,500 persons, one nurse per nearly 70,000 persons, and one bed per nearly 4,000 persons. There is one district hospital with 74 beds, 3 taluka hospitals with a total of 90 beds, 2 Rural Health Centres (RHCs) with a total of 20 beds, and 40 Basic Health Units (BHUs) with a total of 93 beds. Data lists 96 private hospitals with an average of 1.3 beds each and 3 maternity homes with no beds.


Malnutrition is pervasive. Compared to the province as a whole, the percentage of underweight children is twice as high as the rest of Sindh, wasting 2.5 times higher, and stunting 60 percent higher. Infant and child mortality rates are high at 80 and 101 per thousand live births, which is about the same as that for Sindh as a whole.


<sup>4</sup> Rural houses consist of a collection of one room mud huts, known as chowrahs.




Source: Government of Pakistan, Pakistan Bureau of Statistics, PSLSMS, 2016.

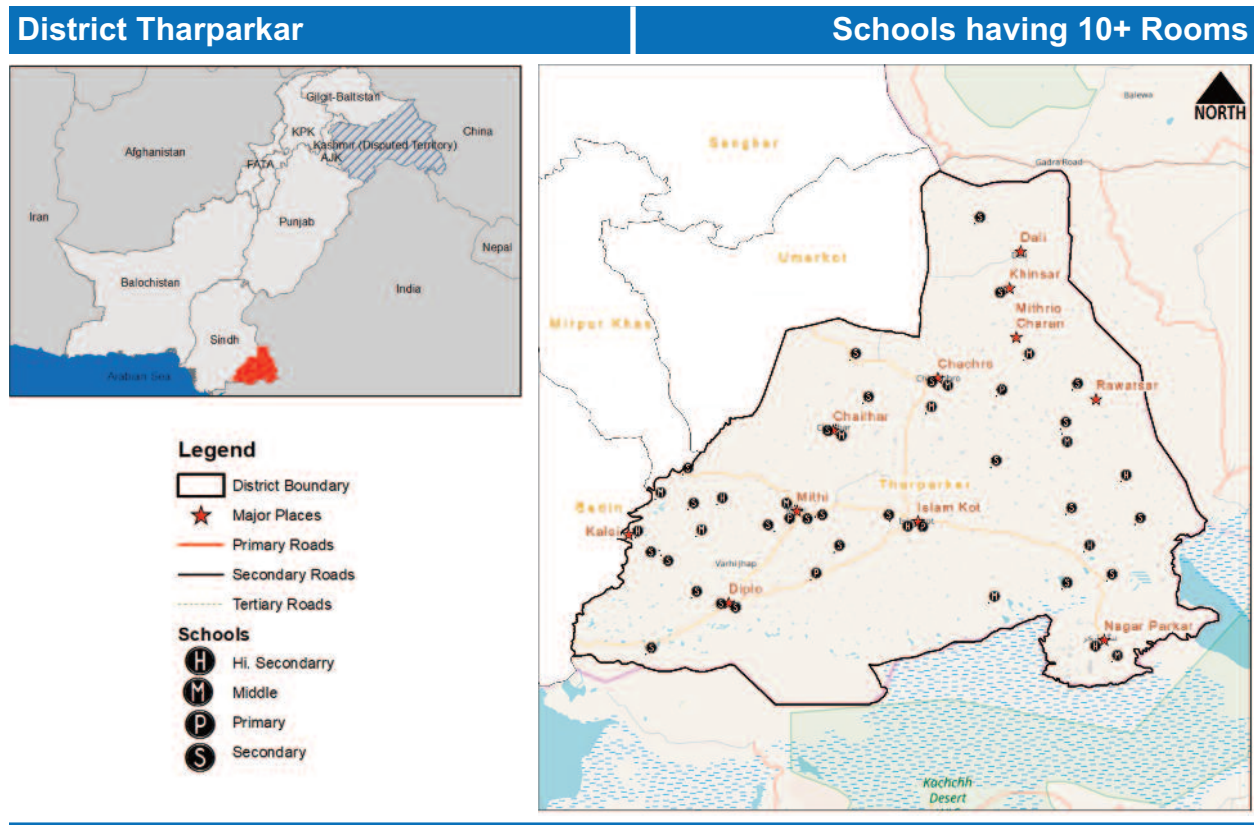
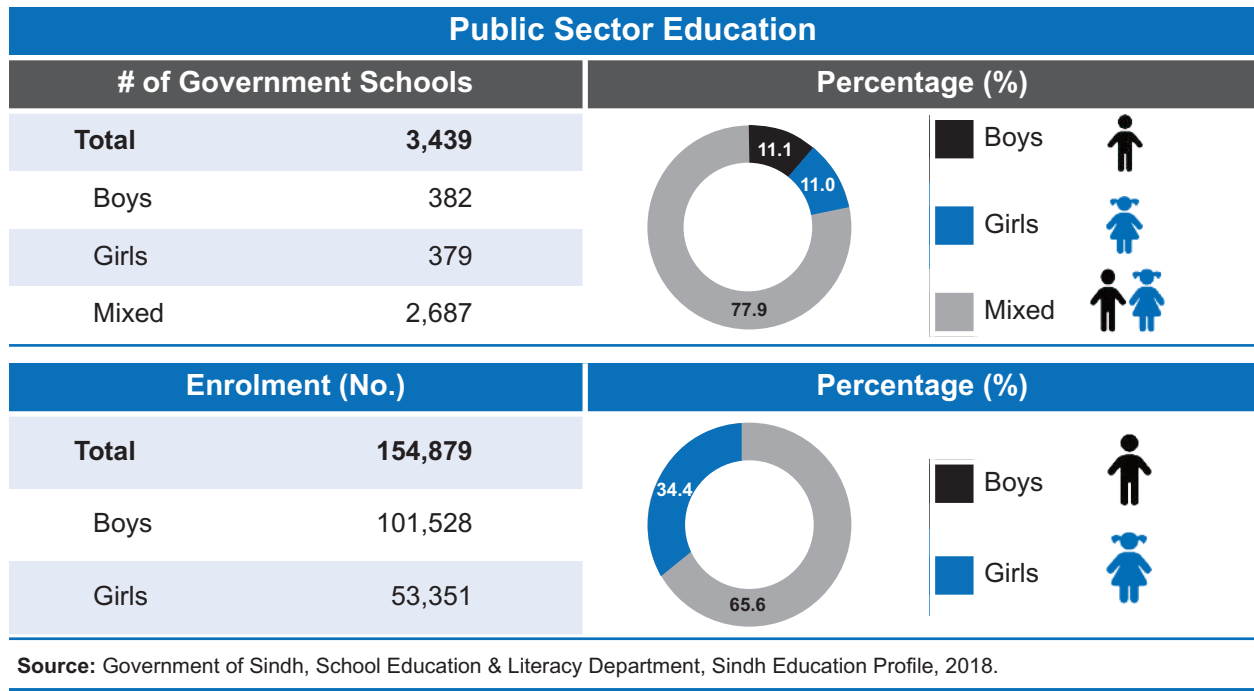
| Utilities   |            |           |           |
|---|------------|-----------|-----------|
| Source of Drinking Water  |            |           |           |
|   | Type       | Rural (%) | Urban (%) |
|  | Tap        | 1.0       | 67.0      |
|   | Hand Pump  | 7.0       | 9.0       |
|   | Motor Pump | 4.0       | 0.0       |
|   | Dug well   | 79.0      | 20.0      |
|   | Others     | 9.0       | 3.0       |

| Type of Toilet  |            |           |           |
|---|------------|-----------|-----------|
|   | Type       | Rural (%) | Urban (%) |
|  | Flush      | 7.0       | 78.0      |
|   | Non-Flush  | 46.0      | 19.0      |
|   | No Toilets | 47.0      | 3.0       |

| Fuel used for Lighting  |               |           |           |
|---|---------------|-----------|-----------|
|   | Type          | Rural (%) | Urban (%) |
|  | Electricity   | 34.1      | 93.4      |
|   | Gas / Oil     | 10.2      | 0.0       |
|   | Wood / Candle | 14.4      | 0.0       |
|   | Others        | 41.3      | 6.6       |

| Fuel used for Cooking   |             |           |           |
|---|-------------|-----------|-----------|
|   | Type        | Rural (%) | Urban (%) |
|  | Gas         | 0.0       | 9.4       |
|   | Wood/Sticks | 99.7      | 90.6      |
|   | Others      | 0.3       | 0.0       |

Source: Government of Pakistan, Pakistan Bureau of Statistics, PSLSMS, 2016.



| Number of Schools by Level |              |              | Enrolment by Level      |                |              |
|----------------------------|--------------|--------------|-------------------------|----------------|--------------|
| Schools                    | Numbers      | Percentage   | Enrolment               | Numbers        | Percentage   |
| <b>Elementary</b>          | <b>4</b>     | <b>0.1</b>   | <b>Elementary</b>       | <b>504</b>     | <b>0.3</b>   |
| Boys                       | 0            | 0.0          | Boys                    | 355            | 70.0         |
| Girls                      | 0            | 0.0          | Girls                   | 149            | 30.0         |
| Mixed                      | 4            | 100          |                         |                |              |
| <b>Primary</b>             | <b>3,179</b> | <b>92.4</b>  | <b>Primary</b>          | <b>119,391</b> | <b>77.2</b>  |
| Boys                       | 360          | 11.4         | Boys                    | 76,213         | 64.0         |
| Girls                      | 365          | 11.5         | Girls                   | 43,178         | 36.0         |
| Mixed                      | 2,454        | 77.1         |                         |                |              |
| <b>Middle</b>              | <b>209</b>   | <b>6.1</b>   | <b>Middle</b>           | <b>14,132</b>  | <b>9.1</b>   |
| Boys                       | 17           | 8.1          | Boys                    | 9,414          | 67.0         |
| Girls                      | 11           | 5.3          | Girls                   | 4,718          | 33.0         |
| Mixed                      | 181          | 86.6         |                         |                |              |
| <b>Secondary</b>           | <b>40</b>    | <b>1.2</b>   | <b>Secondary</b>        | <b>13,498</b>  | <b>8.7</b>   |
| Boys                       | 5            | 12.5         | Boys                    | 9,293          | 69           |
| Girls                      | 3            | 7.5          | Girls                   | 4,205          | 31           |
| Mixed                      | 32           | 80           |                         |                |              |
| <b>Higher Secondary</b>    | <b>7</b>     | <b>0.2</b>   | <b>Higher Secondary</b> | <b>7,354</b>   | <b>4.7</b>   |
| Boys                       | 0            | 0.0          | Boys                    | 6,253          | 85.0         |
| Girls                      | 0            | 0.0          | Girls                   | 1,101          | 15.0         |
| Mixed                      | 7            | 100.0        |                         |                |              |
| <b>Total</b>               | <b>3,439</b> | <b>100.0</b> | <b>Total</b>            | <b>154,879</b> | <b>100.0</b> |

| Number of Teachers |              | Percentage (%) |        |
|--------------------|--------------|----------------|--------|
| <b>Total</b>       | <b>5,631</b> |                |        |
| Male               | 4,987        |                | Male   |
| Female             | 644          |                | Female |

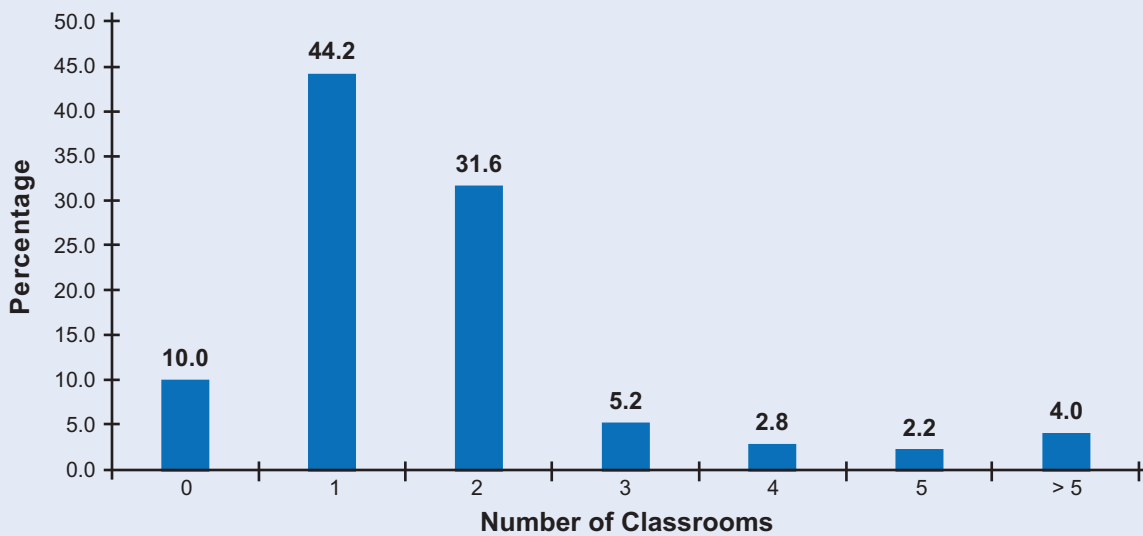
| Number of Teachers by type of School |       |            |        |            |       |            |
|--------------------------------------|-------|------------|--------|------------|-------|------------|
| Schools                              | Male  | Percentage | Female | Percentage | Total | Percentage |
| Elementary                           | 15    | 100.0      | 0      | 0.0        | 15    | 0.3        |
| Primary                              | 3,847 | 80.7       | 491    | 11.3       | 4,338 | 77.1       |
| Middle                               | 524   | 92.9       | 40     | 7.1        | 564   | 10.0       |
| Secondary                            | 466   | 80.8       | 111    | 19.2       | 577   | 10.2       |
| Higher Secondary                     | 135   | 98.5       | 2      | 1.5        | 137   | 2.4        |

**Source:** Government of Sindh, School Education & Literacy Department, Sindh Education Profile, 2018.

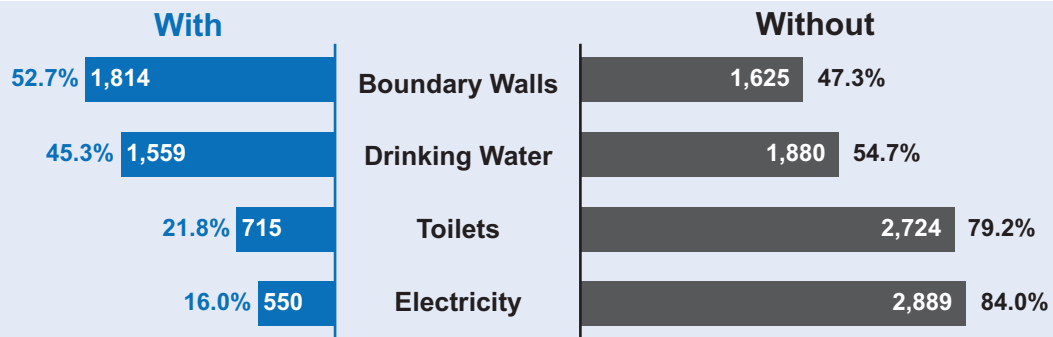
### Distribution of Schools by Number of Classrooms

| Number of Schools | Number of Classrooms |
|-------------------|----------------------|
| 345               | 0                    |
| 1520              | 1                    |
| 1087              | 2                    |
| 178               | 3                    |
| 96                | 4                    |
| 74                | 5                    |
| 139               | > 5                  |

### Percentage Distribution of Schools by Number of Classrooms

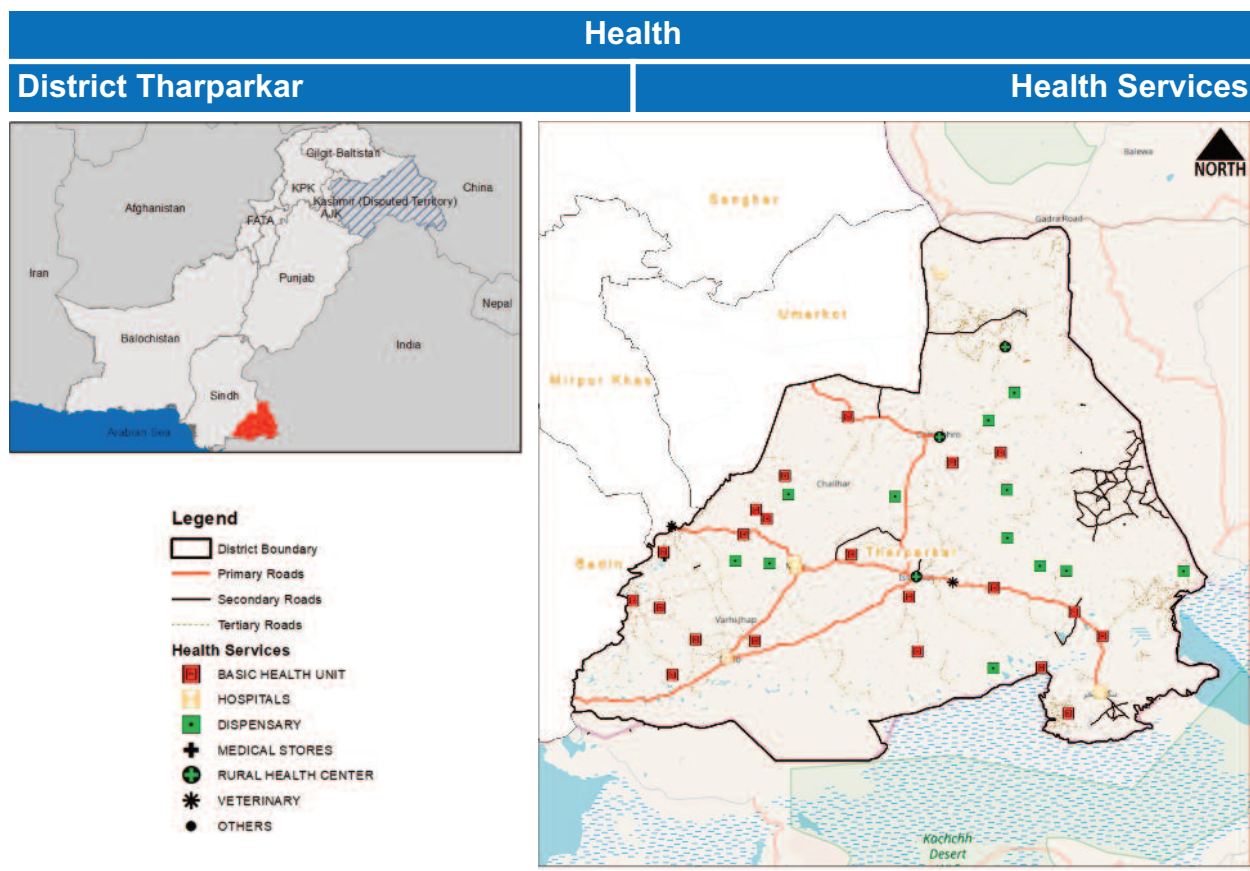


### Facilities in Schools



Source: Government of Sindh, School Education & Literacy Department, Sindh Education Profile, 2018.

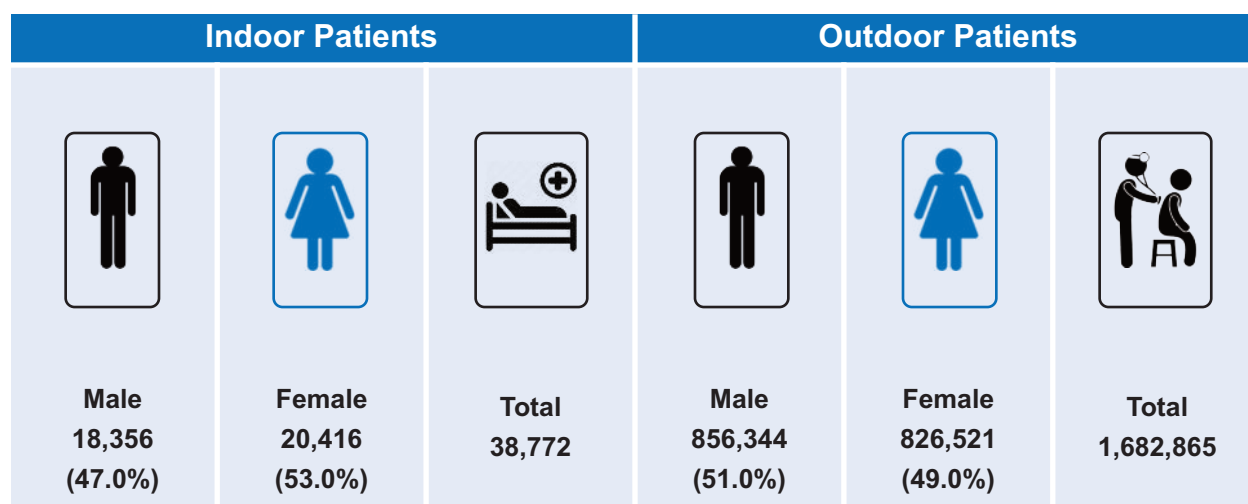
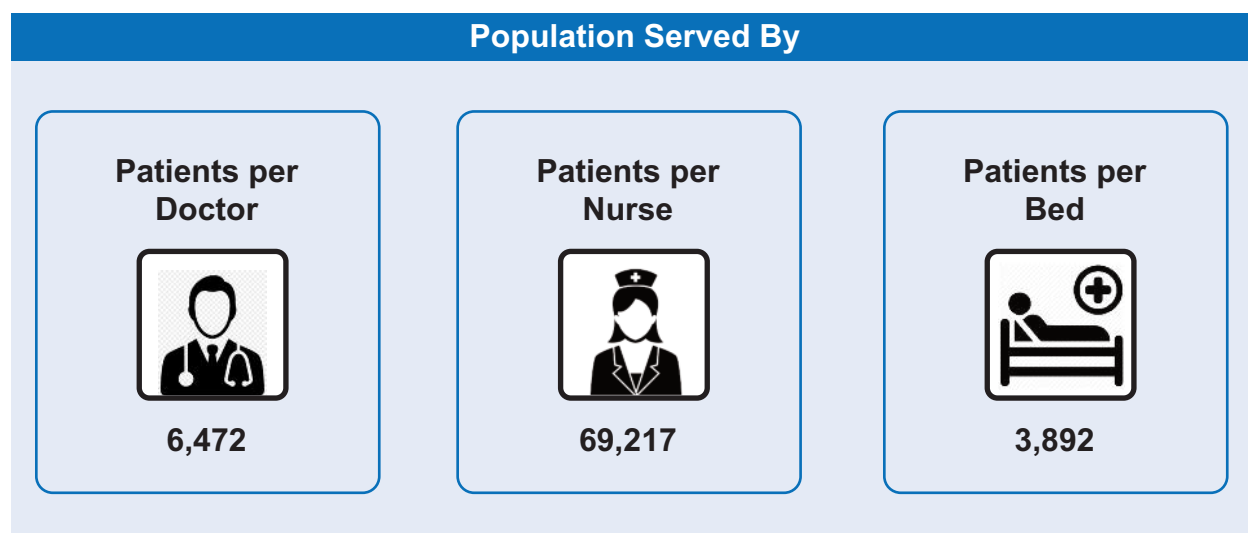
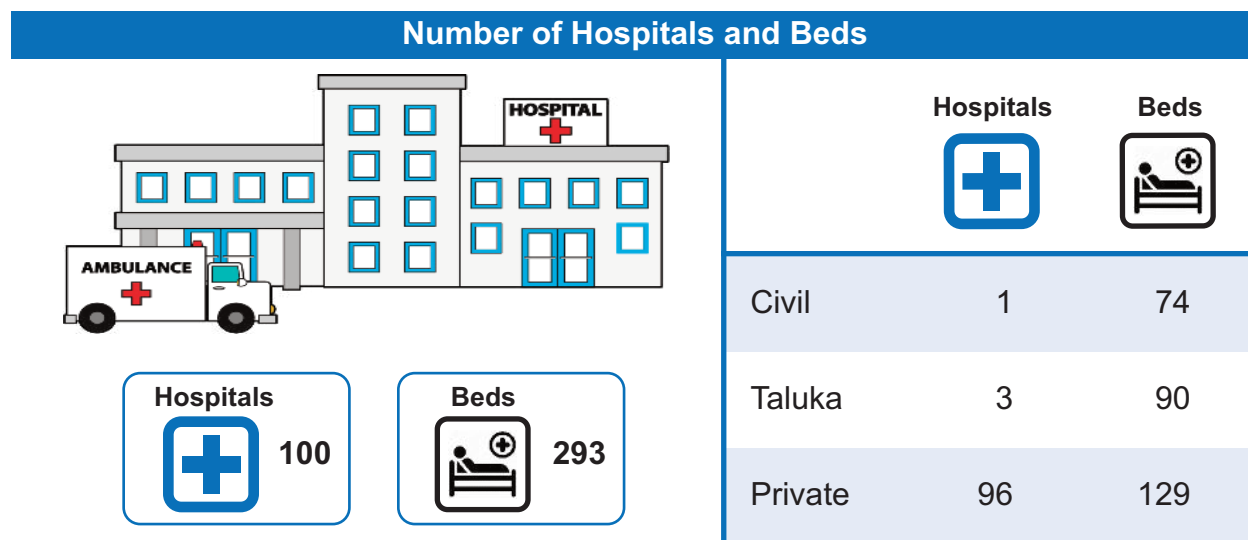




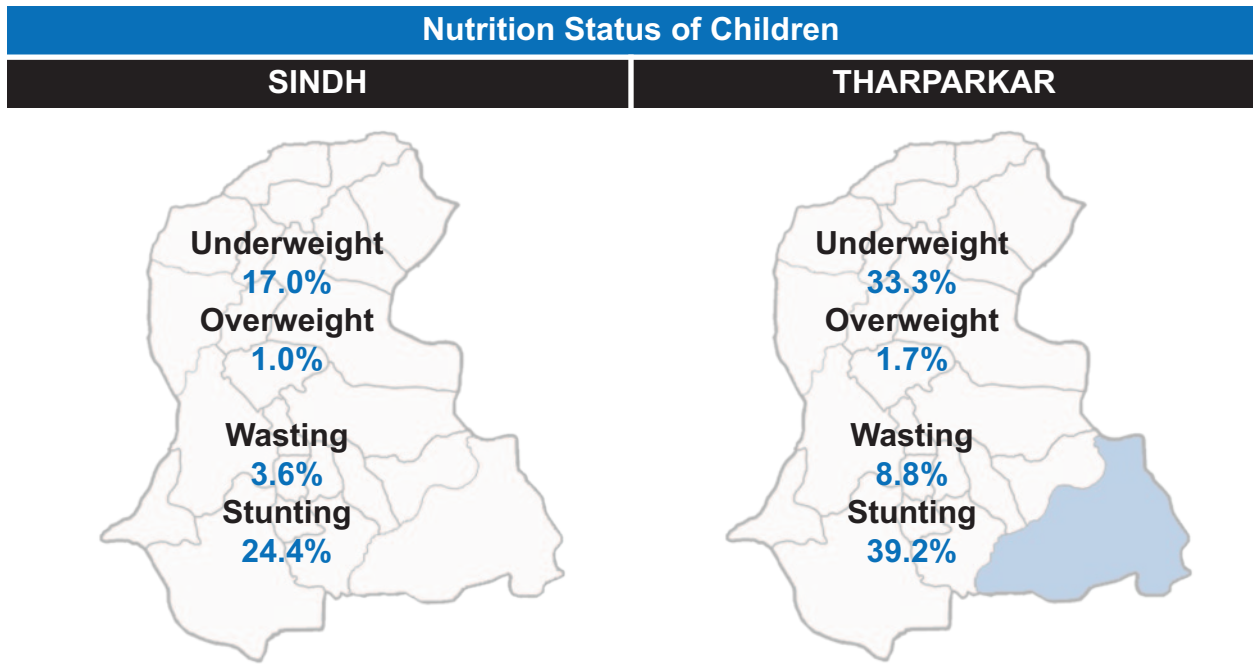
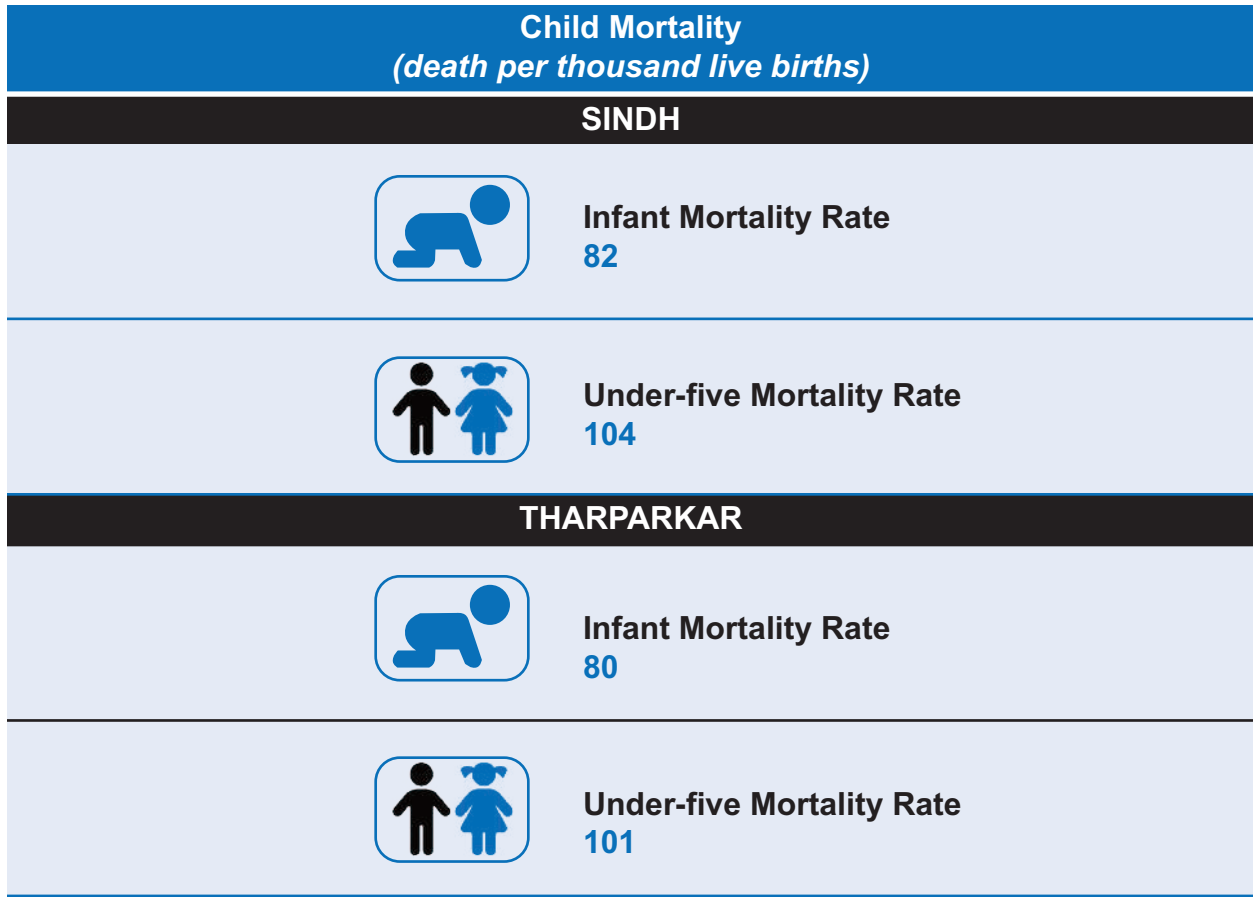
Source: Prepared based on data provided by Revenue Department, Government of Sindh.

| Number of Medical Centres and Beds            |                 |           |
|---|-----------------|-----------|
|   | Medical Centres | Beds      |
| <b>Basic Health Units (BHUs)</b>              | <b>40</b>       | <b>93</b> |
| <b>Rural Health Centres (RHCs)</b>            | <b>2</b>        | <b>20</b> |
| <b>Dispensaries</b>                           | <b>307</b>      | <b>3</b>  |
| ● Government                                  | 246             | 0         |
| ● Semi Government                             | 5               | 0         |
| ● Local Bodies                                | 53              | 0         |
| ● Private                                     | 3               | 3         |
| <b>TB Clinics</b>                             | <b>10</b>       | <b>0</b>  |
| ● Government                                  | 8               | 0         |
| ● Private                                     | 2               | 0         |
| <b>Mother and Child Health Centres (MCHC)</b> | <b>6</b>        | <b>0</b>  |
| ● Government                                  | 5               | 0         |
| ● Private                                     | 1               | 0         |
| <b>Maternity Homes (Government)</b>           | <b>3</b>        | <b>0</b>  |

Source: Government of Sindh, Bureau of Statistics, Health Profile of Sindh, 2017.



Source: Government of Sindh, Bureau of Statistics, Health Profile of Sindh, 2017.



Source: Government of Sindh, Bureau of Statistics, Multiple Indicator Cluster Survey, 2014.

## STATE OF THE ECONOMY

Tharparkar is unique in the province in terms of ecology and economy. It is a fertile desert; meaning that it is entirely arid, but grass sprouts whenever it rains. However, droughts are frequent, sometimes lasting 2-3 years. Grass commands a special place as fodder, given that the district has an essentially pastoral economy. The failure of rains for two consecutive years depletes fodder stocks and the population, along with their cattle, migrate to Barrage areas to the west in search of grazing land. As such, seasonal migration has been part of Thari life since time immemorial. It is also a subsistence economy and poverty and deprivation is endemic. The district ranks among the lowest in Sindh on the Human Development Index, particularly in terms of housing quality, education and health.

Prior to the 1990s, Tharparkar was a closed pastoral economy, with largely self-sufficient villages. The area was bereft of any natural resources, other than limited patches of arable land and livestock. Arable land was overly dependent on rainfall and livestock was the main asset and measure of wealth. Bajra (including some jowar, guar, and beans) and livestock products constituted the main outputs and bajra roti and yogurt was the staple food. Clay pottery served as utensils for cooking and storage.

Tharparkar's economy is atypical with respect to the rest of Sindh. While rice, wheat, cotton and sugarcane are the principal crops in Sindh, Tharparkar does not produce any rice and its provincial share of output of wheat, cotton and sugarcane is a mere one percent each. The main crop in Tharparkar is Bajra, which accounts for 84 percent of cultivated area in the district and 91 percent of provincial output. Sesamum is the next important crop, accounting for 6 percent of the district's cultivated area and 40 percent of provincial output.

Tharparkar's unique pastoral economy characteristic is underlined by its livestock composition and share in Sindh, comprising largely of cattle, goats, sheep, donkeys and camels. It accounts for half the numbers of camels in the province, one-third of sheep, one-fourth of donkeys, one-fifth of goats and horses, and one-tenth of cattle. Buffaloes are the dominant livestock in Sindh, but Tharparkar's share is a mere one percent.

The laying of the road network across the district, beginning in the mid-1980s and particularly post-2000, established connectivity with Karachi via Badin and Thatta and with Hyderabad via Mirpurkhas. The connectivity opened Tharparkar to the world and enabled many residents to find employment outside of the district, including in Karachi, Hyderabad and Islamabad. Nevertheless, the economic infrastructure remains basic. Road density is 0.06 km per square kilometer, compared to 0.15 km per square kilometer in Sindh as a whole. The industrial sector is non-existent, with no manufacturing unit in the district.

District Tharparkar

Road Network



**Legend**  
 □ District Boundary  
 — Primary Roads  
 — Secondary Roads  
 - - - Tertiary Roads



Source: Prepared based on Open Street Roads data.

Tharparkar Connectivity

Tharparkar has 1,124 kilometers of metalled roads, with a road density of 0.06 percent. The laying of the road network has reduced travel time within and out of the district from several days to a few hours. The major road connections are as follows:

| Connections       | Distance (km) | Connections                        | Distance (km) |
|-------------------|---------------|------------------------------------|---------------|
| Mithi-Nagarparkar | 130           | Mithi-Thatta                       | 220           |
| Mithi-Islamkot    | 42            | Mithi-Badin-Hyderabad              | 215           |
| Mithi-Diplo       | 40            | Mithi-Mirpurkhas-Hyderabad         | 220           |
| Mithi-Umerkot     | 90            | Mithi-Badin-Thatta-Karachi         | 320           |
| Mithi-Mirpurkhas  | 140           | Mithi-Mirpurkhas-Hyderabad-Karachi | 425           |
| Mithi-Badin       | 110           |                                    |               |

Source: Government of Sindh, Bureau of Statistics, Development Statistics of Sindh, 2018 Google Map.

As a result of the above, Tharparkar has emerged essentially as a ‘remittance economy’, while the local economy has continued to function as before and the population has continued to base their permanent residences in isolated villages. Livestock continues to be the defining asset that almost every household possesses. Informal home-based handicraft industry scattered across villages and carpet weaving in Islamkot are other contributors to the district’s traditional economy. Remittances have reinforced family incomes and, in most cases, emerged as the largest share of total household income.

| Agriculture       |                 |                      |                         |
|-------------------|-----------------|----------------------|-------------------------|
| Main Crops – Area |                 |                      |                         |
| Crops             | Sindh Area (ha) | Tharparkar Area (ha) | Share of Tharparkar (%) |
| Bajra             | 45,122          | 41,150               | 91.2                    |
| Barley            | 7,596           | 0                    | 0.0                     |
| Cotton (in bales) | 636,636         | 910                  | 0.1                     |
| Gram              | 19,689          | 0                    | 0.0                     |
| Jowar             | 13,377          | 0                    | 0.0                     |
| Maize             | 3,593           | 0                    | 0.0                     |
| Mustard           | 50,876          | 795                  | 1.6                     |
| Rice              | 750,529         | 0                    | 0.0                     |
| Sesamum           | 10,927          | 2,795                | 25.6                    |
| Sugarcane         | 320,501         | 275                  | 0.1                     |
| Tobacco           | 132             | 0                    | 0.0                     |
| Wheat             | 1,169,518       | 2,195                | 0.2                     |

Source: Government of Sindh, Bureau of Statistics, Development Statistics of Sindh, 2018.

| Agriculture             |                            |                                 |                         |
|-------------------------|----------------------------|---------------------------------|-------------------------|
| Main crops – Production |                            |                                 |                         |
| Crops                   | Sindh Production (M. Tons) | Tharparkar Production (M. Tons) | Share of Tharparkar (%) |
| Bajra                   | 23,245                     | 20,744                          | 89.2                    |
| Barley                  | 4,673                      | 0                               | 0.0                     |
| Cotton (in bales)       | 3,596,877                  | 4,406                           | 0.1                     |
| Gram                    | 18,489                     | 0                               | 0.0                     |
| Jowar                   | 12,430                     | 0                               | 0.0                     |
| Maize                   | 3,601                      | 0                               | 0.0                     |
| Mustard                 | 53,354                     | 825                             | 1.5                     |
| Rice                    | 2,661,594                  | 0                               | 0.0                     |
| Sesamum                 | 4,833                      | 1,354                           | 28.0                    |
| Sugarcane               | 20,208,895                 | 16,309                          | 0.1                     |
| Tobacco                 | 192                        | 0                               | 0.0                     |
| Wheat                   | 3,910,394                  | 6,524                           | 0.2                     |

Source: Government of Sindh, Bureau of Statistics, Development Statistics of Sindh, 2018.

| Agriculture       |                              |                      |                      |                         |
|-------------------|------------------------------|----------------------|----------------------|-------------------------|
| Crops             | Tharparkar – Crop-wise Share |                      |                      |                         |
|                   | Area (ha)                    | Share in Acreage (%) | Production (M. Tons) | Share in Production (%) |
| Bajra             | 41,150                       | 85.5                 | 20,744               | 41.4                    |
| Barley            | 0                            | 0.0                  | 0                    | 0.0                     |
| Cotton (in bales) | 910                          | 1.9                  | 4,406                | 8.8                     |
| Gram              | 0                            | 0.0                  | 0                    | 0.0                     |
| Jowar             | 0                            | 0.0                  | 0                    | 0.0                     |
| Maize             | 0                            | 0.0                  | 0                    | 0.0                     |
| Mustard           | 795                          | 1.7                  | 825                  | 1.6                     |
| Rice              | 0                            | 0.0                  | 0                    | 0.0                     |
| Sesamum           | 2,795                        | 5.8                  | 1,354                | 2.7                     |
| Sugarcane         | 275                          | 0.6                  | 16,309               | 33.0                    |
| Tobacco           | 0                            | 0.0                  | 0                    | 0.0                     |
| Wheat             | 2,195                        | 4.6                  | 6,524                | 13.0                    |
| <b>Total</b>      | <b>48,120</b>                | <b>100.0</b>         | <b>50,162</b>        | <b>100.0</b>            |

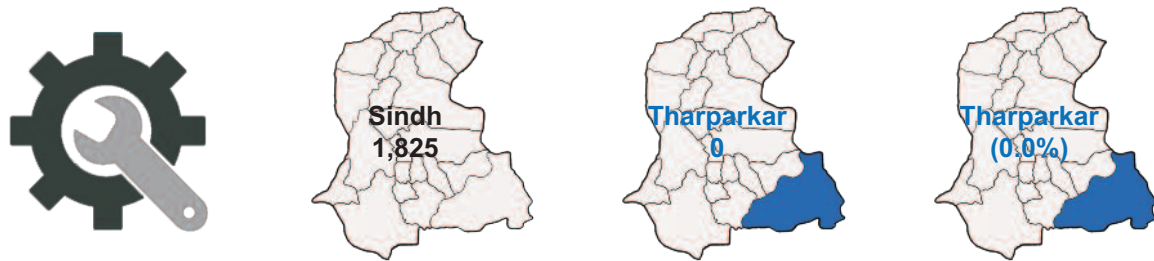
Source: Government of Sindh, Bureau of Statistics, Development Statistics of Sindh, 2018.

| Livestock                    |            |                |                         |
|------------------------------|------------|----------------|-------------------------|
| Livestock Population by type |            |                |                         |
|                              | Sindh (#)  | Tharparkar (#) | Share of Tharparkar (%) |
| Cattle                       | 6,925,022  | 752,265        | 10.9                    |
| Buffaloes                    | 7,340,162  | 46,328         | 0.6                     |
| Sheep                        | 3,958,508  | 1,185,122      | 29.9                    |
| Goats                        | 12,572,221 | 2,217,876      | 17.6                    |
| Camels                       | 278,424    | 135,356        | 48.6                    |
| Horses                       | 44,999     | 8,519          | 18.9                    |
| Mules                        | 19,512     | 1,475          | 7.6                     |
| Asses                        | 1,004,925  | 246,657        | 24.5                    |
| Poultry                      | 14,135,540 | 263,431        | 1.9                     |

Source: Government of Pakistan, Bureau of Statistics, Sindh Province Report, Livestock Census, 2006.

## Manufacturing – 2005-06

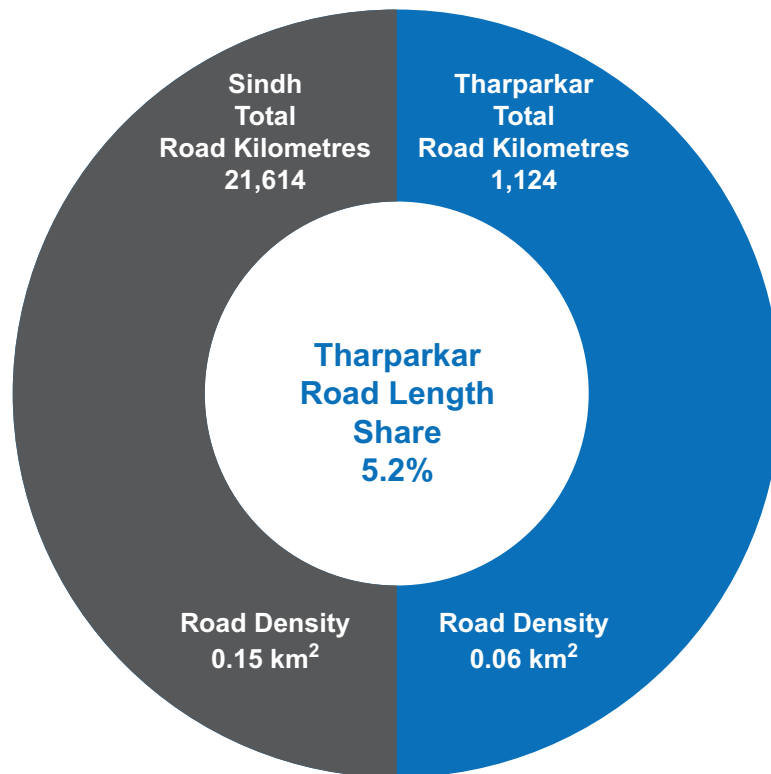
### Number of Reporting Establishments



**Source:** Government of Sindh, Bureau of Statistics, Development Statistics of Sindh, 2018.

## Communications

### Road Length and Density (High Type)



**Source:** Government of Sindh, Bureau of Statistics, Development Statistics of Sindh, 2018.



### Emerging North-South Divide

The discovery and mining of coal for power generation has radically transformed the macro-economy of the district. It has also created a north-south divide. The coal resources are located in the Islamkot area, which is emerging as the economic and employment hub of the district. Other economic activities include informal and small-scale sea salt quarrying in Diplo and granite quarrying in Nagarparkar. Mithi has developed as the administrative hub.

All these locations and the productive resources therein are in the southern half of the district, while the northern part continues to be characterized by few productive resources at scale. The resource base of the two northern talukas, Chacchro and Dahli, continue to be limited to traditional endowments – patches of arable land, rain dependent agriculture and livestock, which ensures only a subsistence quality of life.

As a result, a dual economy has emerged in Tharparkar. The northern talukas continue to subsist in traditional socioeconomic norms while the southern talukas have been catapulted into the modern socioeconomic environment. The divide has also exposed a dichotomy. About 40 percent of the population resides in the northern parts, which is bereft of productive resources and employment opportunities, while productive resources and employment opportunities are located in the southern parts.

## STEPPING INTO THE FIELD

The UPSP and SUCCESS TA teams began with reconnaissance visits to Tharparkar, including meetings with the Deputy Commissioner and other officials and with representatives of rural support programmes (RSPs) working in the district. The team also met executives of the Sindh Engro Coal Mining Company – a joint Sindh Government-private sector enterprise, which is the largest economic entity in the district. The objective of these meetings was to obtain first-hand information on ground realities and to seek informed opinions on directions that need to be taken.

The next step was to collect and collate data relating to Tharparkar district from:

- (1) satellite sources
- (2) published sources
- (3) primary data from administrative Departments, and
- (4) field visits

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, etc. Published data were obtained for

## SUMMARY OF MINUTES – CONSULTATIVE WORKSHOP

### *Implementation of Poverty Reduction Strategy*

**Venue:** District Deputy Commissioner's Office, Mithi, Tharparkar – Monday, August 5, 2019

**Chair:** Kabir Mohammed Shah,  
Additional Deputy Commissioner (Revenue)

Ms. Asma Khan of SUCCESS TA Team delivered a recitation from the Holy Quran.

Mr. Mohammad Hussain, Director Finance & Administration at Directorate of Urban Policy and Strategic Planning (UPSP), Planning & Development Department, Government of Sindh, proffered opening remarks and introduced the Poverty Reduction Strategy (PRS) of the Government of Sindh.

Dr. Kaiser Bengali, Strategic Advisor, SUCCESS TA Team, delivered a PowerPoint Presentation on the PRS. The presentation included statistics on addressing poverty, and background on the development of the PRS and its three key strategies. He elaborated on the proposed meso-level strategy, citing the work under way in Chuhar Jamali in district Sujawal.

Ms. Mehnaz Hafeez, GIS Expert, SUCCESS TA Team, delivered a PowerPoint presentation on clustering in Tharparkar and problems encountered with data; explained through the population and administrative unit maps. She displayed interactive GIS maps of secondary schools, health services, and ground water in Tharparkar. She explained the formula for identifying village clusters and how identifying a cluster and a growth centre in Tharparkar was problematic, because there are many small villages close to each other.

Dr. Bengali continued the presentation on issues specific to Tharparkar, including the fact that the traditional rural economy is limited to livestock as the mainstay of livelihoods. He opined that livestock was a water intensive sector and water in Tharparkar was scarce. He said that water had defined life in Tharparkar and will continue to define the future path that development takes. He said that water supplied through pipelines from outside the district would have direct as well as opportunity cost. He placed the question before the participants on the feasibility of supplying high cost water to areas where productive resources did not exist, i.e., in Chachro and Dahli. He expressed the opinion that Tharparkar's development may have to be largely urban based, with an urban development model built around the concept of 'system of cities' and with Mithi, Diplo, Islamkot and Umerkot forming part of one urban conglomerate.

An animated discussion followed with participants giving their input on the potential of creating RGCs in Tharparkar. Most participants contested the hypothesis of 'abandoning' Chachro, Dahli, and other northern areas on the grounds that they are water deficient and do not possess productive resources. Arguments on their viability were presented, with participants offering rationales for their development. They highlighted handicrafts across the district and eco-tourism as potential resources. Most demanded supply of water through pipelines. However, the subject of the cost of water supply remained open.

a variety of demographic and socioeconomic information. Data on locations of 10-room plus schools and medical facilities, particularly Rural Health Centres, was obtained from Education and Health Departments.

The combined Government-TA team also undertook a detailed reconnaissance of the district, including two road trips across the district, covering Diplo, Mithi, Islamkot, Nagarparkar, Chachro, Khinsar and Kheme-jo-par in Dahli taluka. The team also visited Chhor, a railway stop in Umerkot, just across the district border.

Two subsequent trips were also carried out and interviews were conducted with town and village residents, including women, and with school teachers, health personnel, and shopkeepers. Information from the latter related to composition of commodities and sources where from they were obtained. The objective of the trips was to obtain a personalized visual view of the district and carry out an investigative exploration of the market, education, health and water supply facilities to assess the ground situation.

In addition to a series of individual consultations across the district with officials and private individuals, two major consultative sessions were held to seek directions that need to be taken. One, a consultative workshop was held in Mithi in August 2019 with district officials, community representatives, academics, professionals, trade representatives and media (see Box). Two, a meeting of the Strategic Policy Dialogue Committee (SPDC) was held in December 2019 in the Sindh Secretariat in Karachi, presided over by the Chairperson Planning & Development Board to seek endorsement of the approach being taken.

### **Identifying Growth Nodes**

Employment is the fundamental necessary condition for poverty reduction and, in Tharparkar, the potential for employment appears to exist largely in urban growth nodes. All three urban centres of Tharparkar – Islamkot, Mithi and Diplo – are located in the southern part of the district and Islamkot and Mithi, in particular, are already emerging as growth centres, attracting migrants from all parts of the district and the province. Islamkot also hosts the district's only airport. Recognizing the importance of Islamkot in the future developmental schema, the Government has designated Islamkot taluka for achieving SDG-compliant status.

One potential growth point for northern Tharparkar is Chhor, just over the Tharparkar-Umerkot border, and which is connected by rail to Hyderabad 150 kilometres away. Reportedly, plans are under discussion for the laying of an Islamkot-Chhor railway line for transportation of coal. In the event the economics of northern Tharparkar is likely to undergo significant change.

On account of its unique ecology and demography, Tharparkar merits a nuanced approach to poverty reduction. The dispersal of population and settlements renders it difficult to identify rural locations where 'economic centres' can be developed. As such, rural areas in Tharparkar are not envisaged as playing a growth role, except for the traditional artisanal industry. The growth role can be visualized to be performed by urban centres. As such, the strategy of poverty reduction in Tharparkar can be postulated upon demographic and economic consolidation in the urban centres.

However, there is a substantial population spread all across the district that needs to be provided with basic services. Therefore, the concept of Rural Service Centres (RSC) is more relevant to be proposed as the Tharparkar equivalent of Rural Growth Centres (RGC) as in other districts of Sindh. Potential sites for Rural Growth/Service Centres have been identified at 11 locations: Mithi, Islamkot, Tardos, Chelhar, Chachro, Chamor, Diplo, Virawah, Khinsar, Nagarparkar and Kheme jo par.

| Potential Rural Growth/Service Centre Sites |                |            |  |   |
|---|----------------|------------|--|---|
| S. No.                                      | Name           | Population | Elevation<br>(feet above<br>sea level) | Distance to<br>district headquarter<br>(km) |
| 1.  | Mithi*         | 35,797     | 122                                    |   |
| 2.  | Islamkot*      | 31,865     | 183                                    | 42  |
| 3.  | Tardos**       | 25,356     | 358                                    | 163   |
| 4.  | Chelhar**      | 25,021     | 190                                    | 122   |
| 5.  | Chachro**      | 23,336     | 287                                    | 91  |
| 6.  | Charnor**      | 21,556     | 435                                    | 144   |
| 7.  | Diplo*         | 17,497     | 37                                     | 42  |
| 8.  | Virawah**      | 15,153     | 75                                     | 110   |
| 9.  | Khinsar**      | 15,149     | 380                                    | 129   |
| 10.   | Nagarparkar**  | 11,808     | 227                                    | 129   |
| 11.   | Kheme jo par** | 8,274      | 324                                    | 195   |

**Note:** \* = Growth Centre; \*\* = Service Centre

**Source:** Government of Pakistan, Pakistan Bureau of Statistics, Population & Housing Census, 2017 Google Earth Google Map.

## District Tharparkar

## Potential Service Hubs



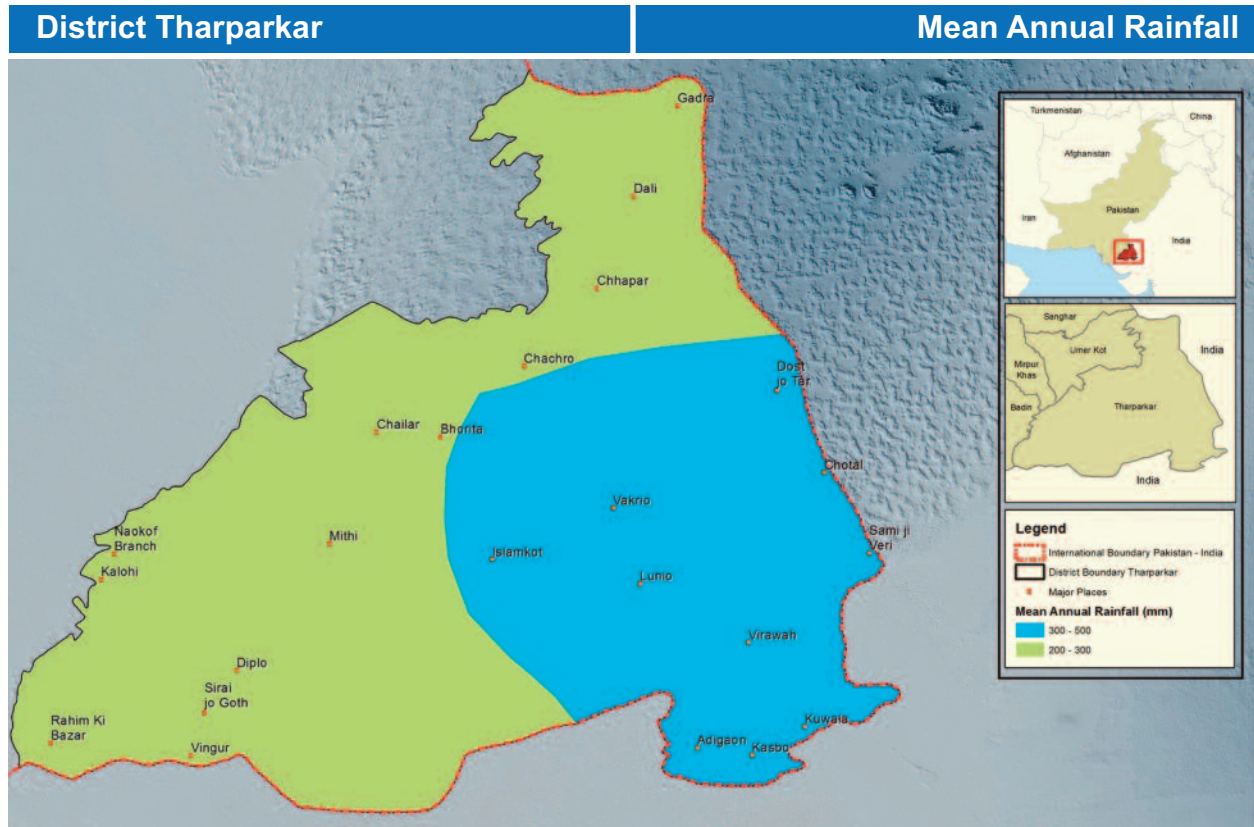
Source: Prepared based on Population & Housing Census, 2017,

## THE PRIMACY OF WATER

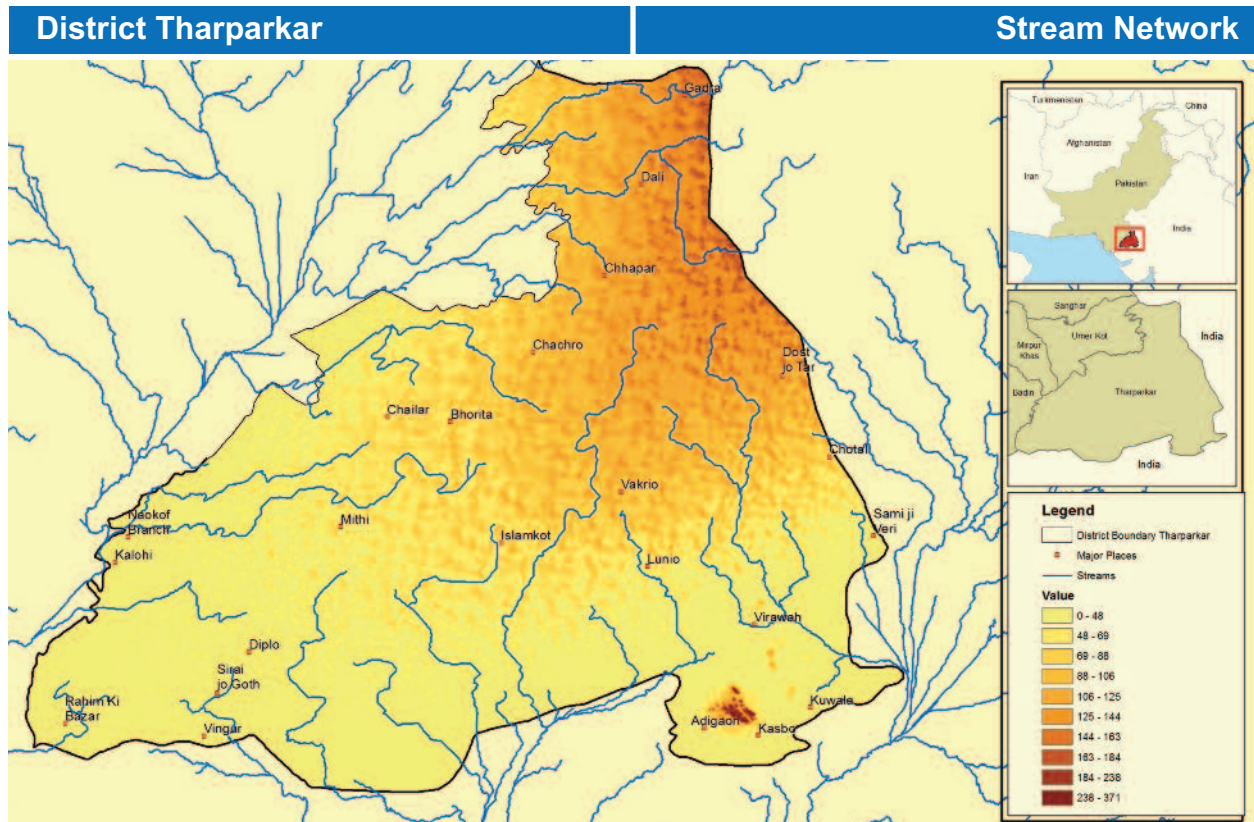
Water is the source and essence of life for all and everywhere. However, water – or rather the scarcity of it – has defined all aspects of life in Tharparkar in very dominant ways. Tharparkar receives about 300 mm of rain annually, half that of Sindh. The south-eastern part receives relatively more rain than the rest of the district. There are a number of small non-perennial streams that remain dry for most of the year and sometime for more than two or three years.

As stated earlier, seasonal migration on account of drought and depletion of fodder stocks is a regular feature of the district and has defined a way of life and culture. With grazing lands in the Barrage areas brought under cultivation, migration destination options have become limited and food insecurity for the human and animal population has emerged as a modern-era problem, including rising incidence of hunger and malnutrition among women and children, as well as of animal mortality.

Water appears to have also determined how the structure of the habitat has evolved. That the population is dispersed in small scattered settlements may be explained by the following factors. Subsoil water, even where present, is saline and rain water run-off



Source: Tharparkar Water Security Plan: Background Paper (2017), Sukaar Foundation, Mithi.



Source: Tharparkar Water Security Plan: Background Paper (2017), Sukaar Foundation, Mithi.

accumulating just below the surface is the only source of potable water – accessed through shallow dug wells. Accordingly, the quantum of this water is severely limited; necessitating population densities and water consumption at any one location to be kept low.

### The Water Quality Constraint

Water continues to be the defining constraint and an assessment of underground water potential does not offer encouraging prospects<sup>5</sup>. The maps that follow show water quality by ‘seepage underground’ as well as ‘deep underground’. The former refers to water closer to the surface and is accessed through dug wells. The latter refers to water that is found in subterranean aquifers.

The maps reveal that TDS (Total Dissolved Solids) concentrations are high enough to render the water unusable for human or animal use. Contaminants include arsenic, calcium, chloride, fluoride, sodium, sulfate and general turbidity. Generally, ‘seepage underground’ water quality is *relatively* better than ‘deep underground’ water quality.

Area-wise, ‘seepage groundwater’ quality is *relatively* better in the north-south belt in the eastern part of the district, encompassing Dahli, eastern Chachro and Nagarparkar. TDS concentrations are also *relatively* low in Diplo. ‘Seepage groundwater’ is also arsenic free across the district, except in the areas around Chelhar in eastern Chachro.

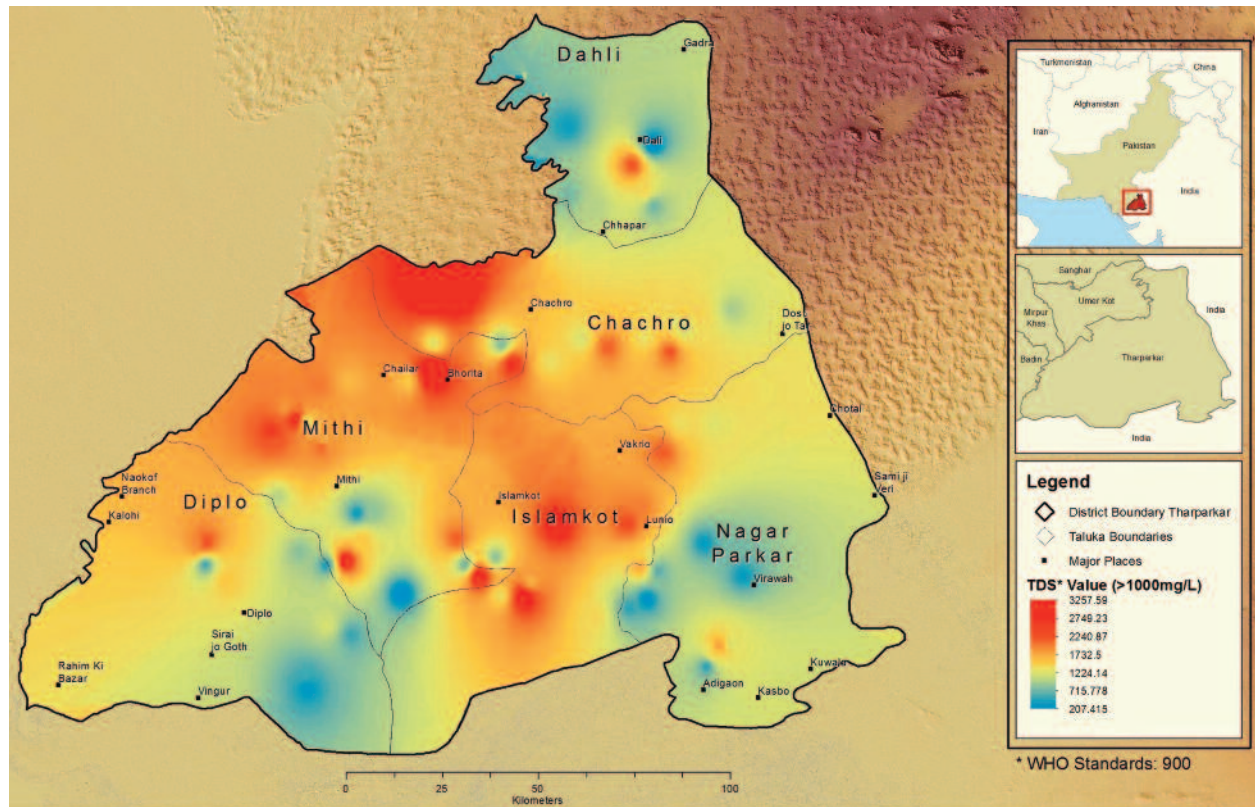
With respect to ‘deep groundwater’, TDS concentrations are low in the eastern talukas of Dahli and Nagarparkar, with moderate concentrations in Chachro and Islamkot. Pockets of high ‘deep underground’ TDS concentrations are found in Mithi and Diplo talukas. Mithi town itself reports high TDS concentration.

‘Deep underground’ arsenic concentrations are negligible in most of the district, except in areas south of Islamkot. The spatial distribution of ‘deep underground’ calcium, chloride, sodium and sulfate concentrations is more or less similar. ‘Deep underground’ calcium concentrations are high across the district, particularly in pockets in Mithi and Diplo talukas. Chloride contamination is negligible in northern-eastern Dahli, and talukas Kaloï and Nagarparkar, but high from Mithi to Diplo. Fluoride concentrations are high across the district, particularly in the Mithi to Diplo belt, and relatively low in Dahli and Nagarparkar.

Deep groundwater turbidity is relatively low in the eastern belt from Dahli to Nagarparkar and particularly high in the west of the district, encompassing Kaloï and Diplo talukas; however, Diplo town is free of turbidity.

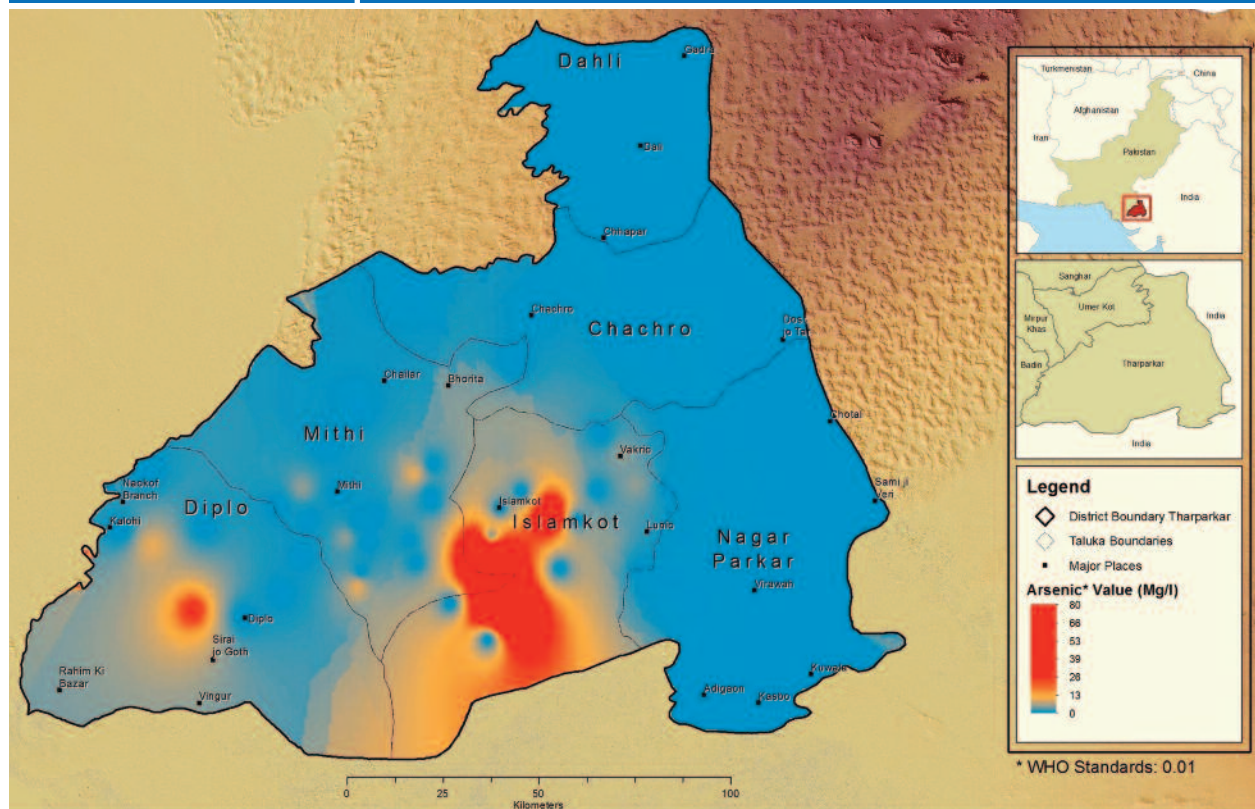
<sup>5</sup> A detailed report on the Tharparkar water situation, *Tharparkar Water Security Plan (2017)*, has been prepared for Sukaar Foundation, Mithi, by *dev~consult*, Islamabad, with the support of Big Lottery Fund and Water Aid.

**District Tharparkar**      **Seepage Groundwater Quality (TDS Concentration)**



Source: Tharparkar Water Security Plan: Background Paper (2017), Sukaar Foundation, Mithi.

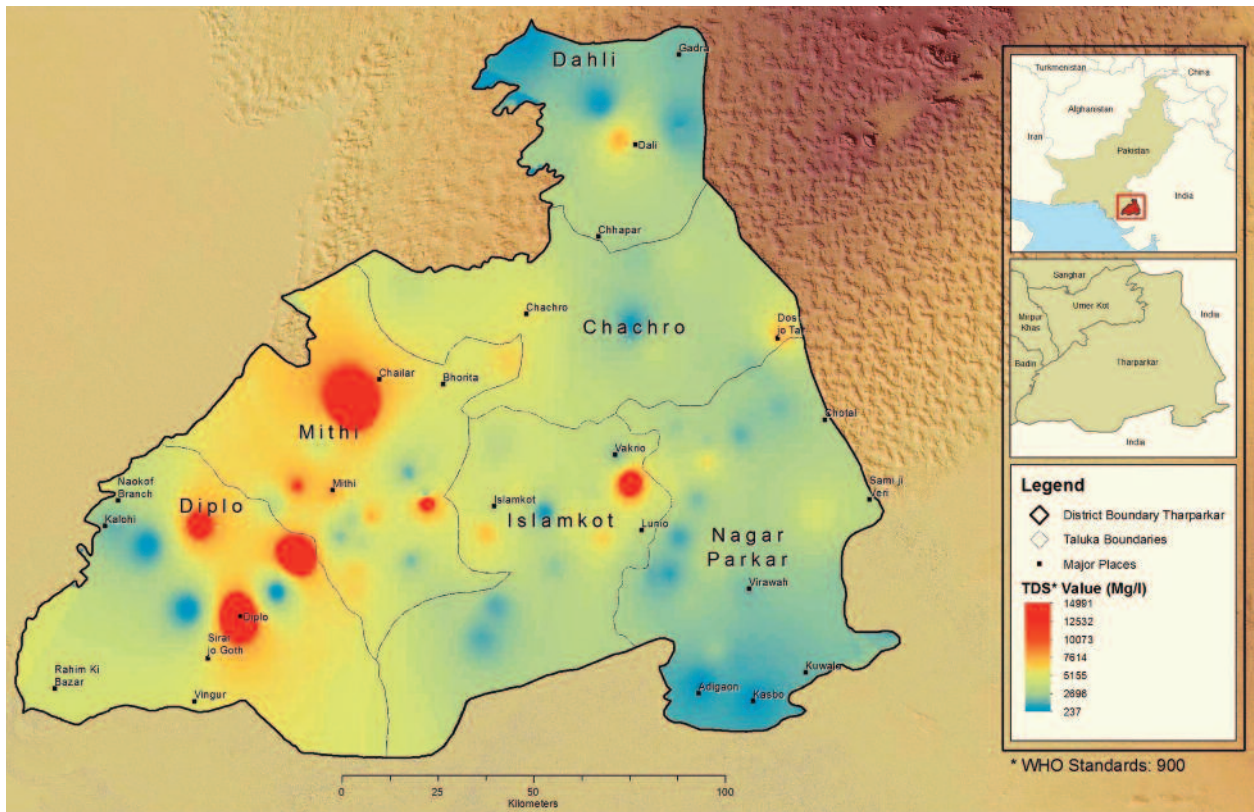
**District Tharparkar**      **Seepage Groundwater Quality (Arsenic Concentration)**



Source: Tharparkar Water Security Plan: Background Paper (2017), Sukaar Foundation, Mithi.

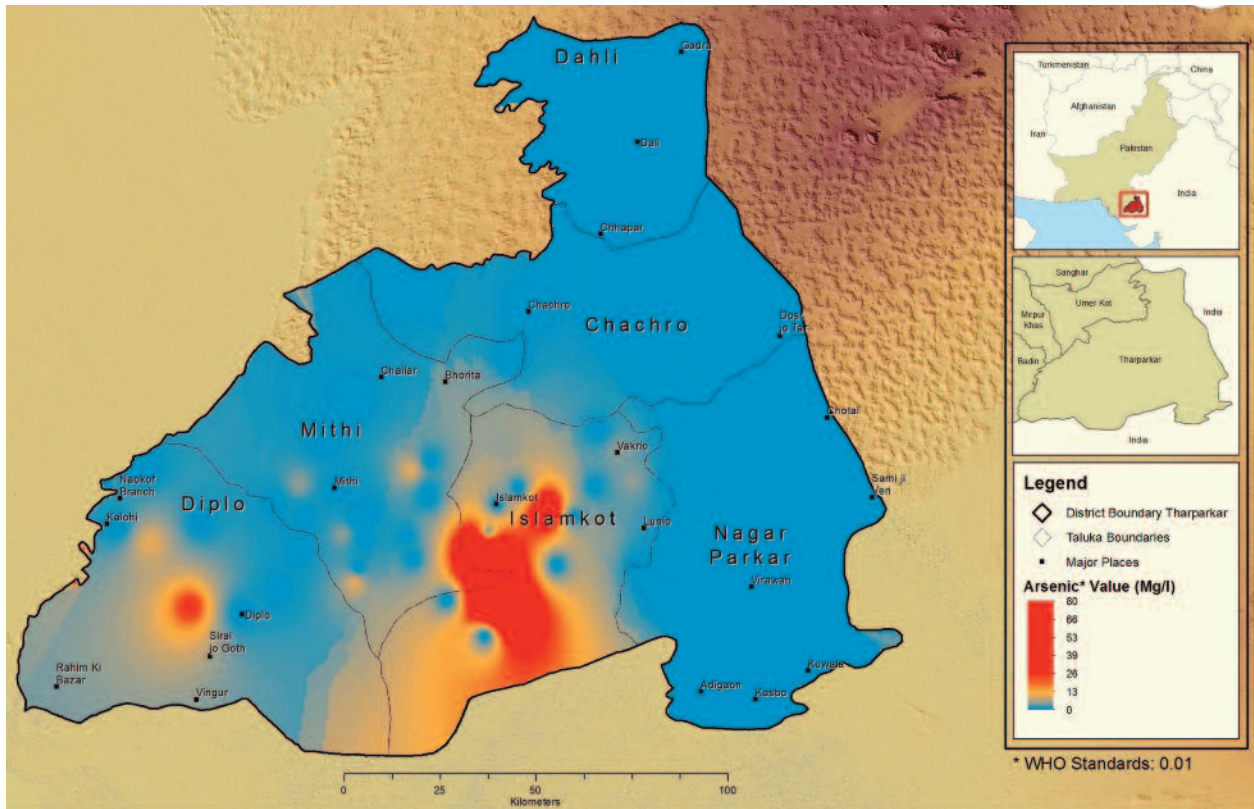


**District Tharparkar | Deep Groundwater Quality (TDS Concentration)**



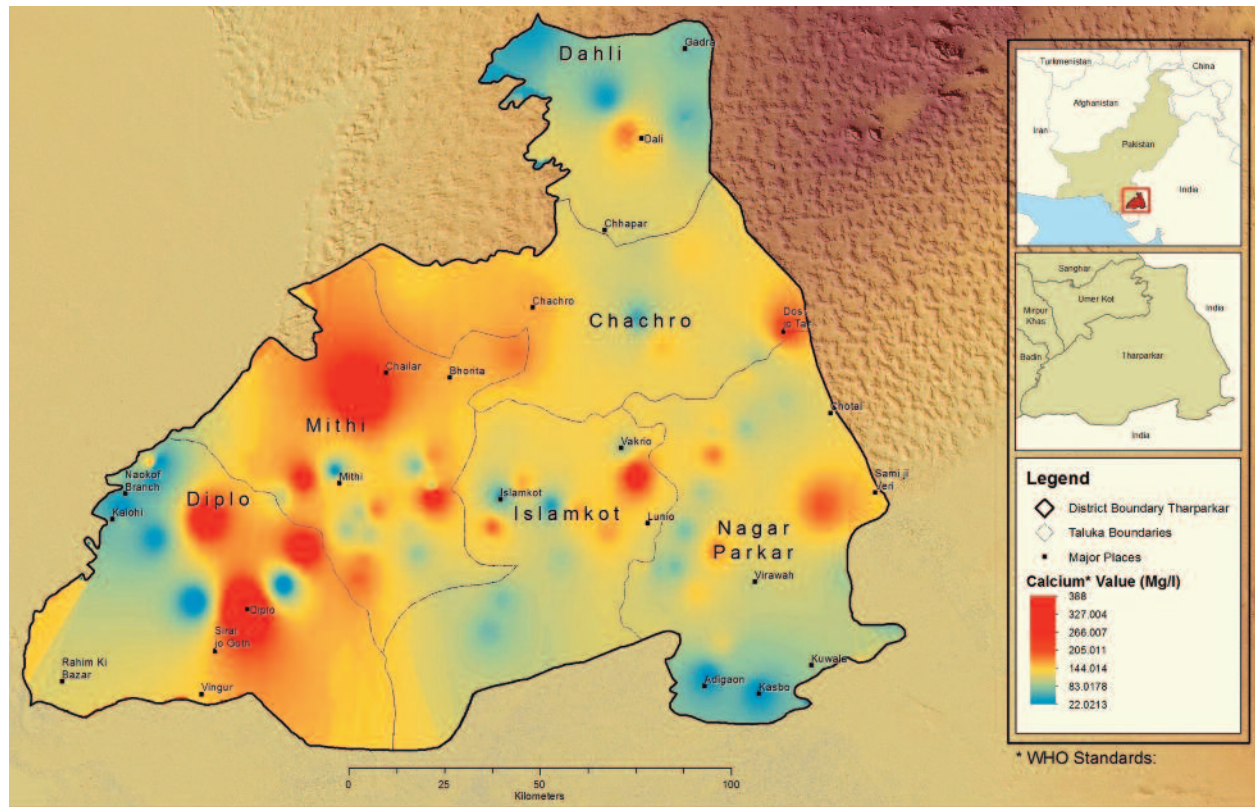
Source: Tharparkar Water Security Plan: Background Paper (2017), Sukaar Foundation, Mithi.

**District Tharparkar | Deep Groundwater Quality (Arsenic Concentration)**



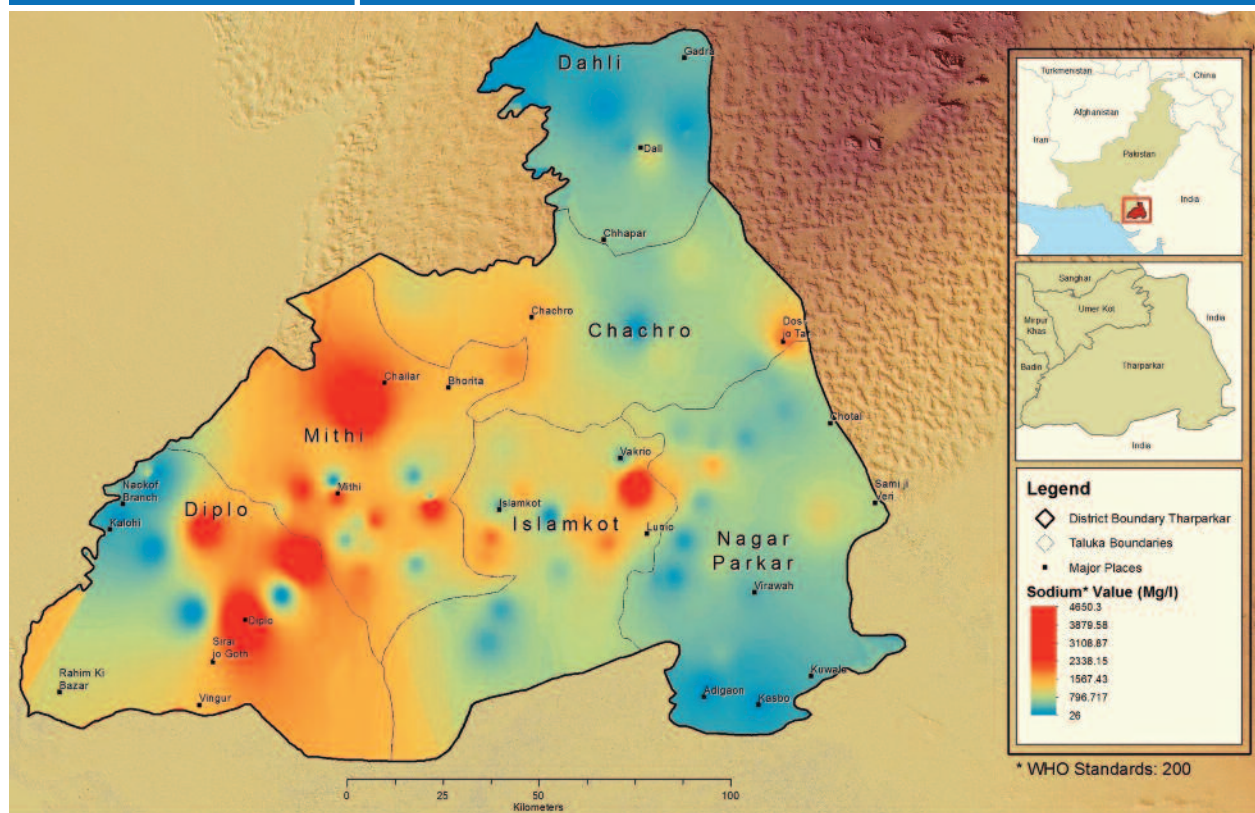
Source: Tharparkar Water Security Plan: Background Paper (2017), Sukaar Foundation, Mithi.

**District Tharparkar | Deep Groundwater Quality (Calcium Concentration)**



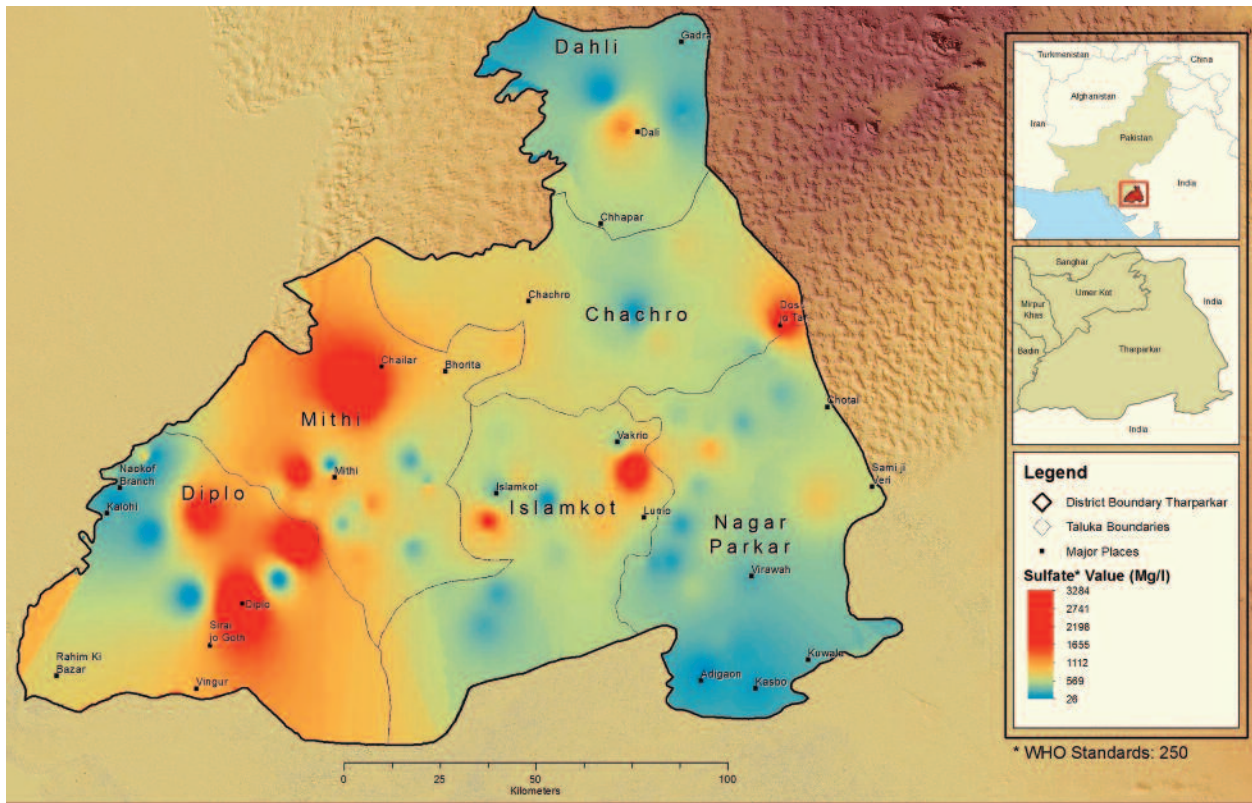
Source: Tharparkar Water Security Plan: Background Paper (2017), Sukaar Foundation, Mithi.

**District Tharparkar | Deep Groundwater Quality (Sodium Concentration)**



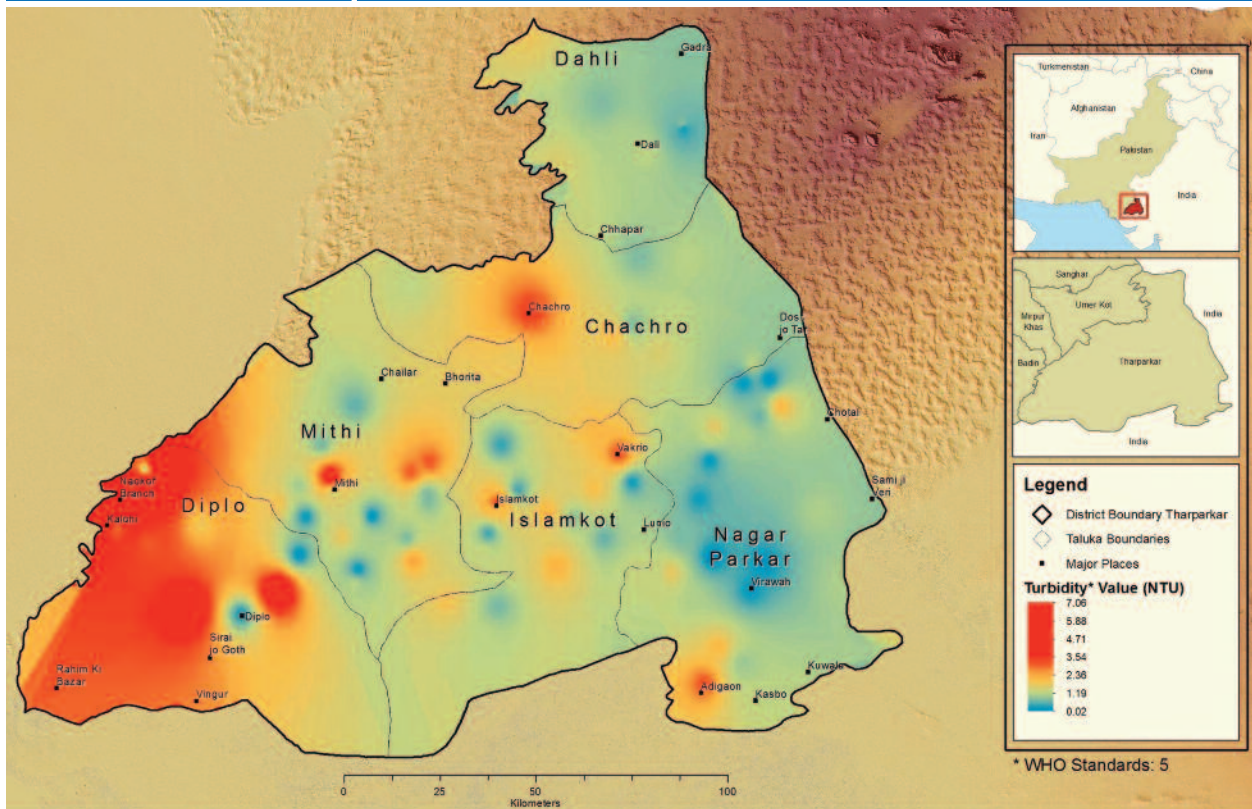
Source: Tharparkar Water Security Plan: Background Paper (2017), Sukaar Foundation, Mithi.

**District Tharparkar | Deep Groundwater Quality (Sulfate Concentration)**



Source: Tharparkar Water Security Plan: Background Paper (2017), Sukaar Foundation, Mithi.

**District Tharparkar | Deep Groundwater Quality (Turbidity Concentration)**



Source: Tharparkar Water Security Plan: Background Paper (2017), Sukaar Foundation, Mithi.

## 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, with regular meetings with the P&D Department and participation in other Government meetings in Karachi.

## 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.

The Government is also in the process of preparing Master Plans for Islamkot and other urban centres and the TA team has provided technical advisory input into establishing the parameters of the Plans.

**PROVINCIAL  
SOCIAL PROTECTION AND POVERTY REDUCTION**

(Rs. in million)

| Gen. Sr. No.                                | Sector / Sub-sector / Name of Scheme  | Location of Scheme/ 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 | Thruforward as on 01-07-20 | Allocation for 2020-21 |          |          | FPA      | Financial Progress in %age upto Jun'20 |       |          | Financial Projection 2021-22 | 2022-23 |
|---|---|--|-------------------------|----------------------------|----------------|---------------------------|----------------------------|--------|-------------------------|----------------------------|------------------------|----------|----------|----------|--|-------|----------|------------------------------|---------|
|   |   |  |                         |                            |                |                           | Total                      | F.P.A. |                         |                            | Capital                | Revenue  | Total    |          | 12                                     | 13    | 14       |                              |         |
| <b>SOCIAL PROTECTION (On-going)</b>         |   |  |                         |                            |                |                           |                            |        |                         |                            |                        |          |          |          |  |       |          |                              |         |
| 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                        | 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                        | 0.000   |
| Total Social Protection :-                  |   |  |                         |                            | 1380.470       | 0.000                     | 0.000                      | 0.000  | 0.000                   | 1380.470                   | 0.000                  | 1380.470 | 1380.470 | 3300.000 |  |       | 0.000    | 0.000                        | 0.000   |
| <b>POVERTY REDUCTION (On-going Schemes)</b> |   |  |                         |                            |                |                           |                            |        |                         |                            |                        |          |          |          |  |       |          |                              |         |
| 1811  | Community Development Program through Civil Society Organizations and others including Corporate Sector (Re-Reviewed) (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, Esdin, 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  | Thatta   | 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)   | Tharparker & Sujawal                                   | 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      | 3481.612                  | 982.042                    | 0.000  | 4563.654                | 14777.434                  | 450.000                | 2086.530 | 2536.530 | 0.000    |  |       | 6120.452 | 6120.452                     |         |



# APPENDICES





## APPENDIX 1

### LIST OF SETTLEMENTS IN DISTRICT THARPARKAR

| Name                | Population | Households | Household size |
|---------------------|------------|------------|----------------|
| Mithi               | 53797      | 11396      | 4.7            |
| Mithrio Charan      | 38981      | 5616       | 6.9            |
| Saringhar           | 32342      | 4244       | 7.6            |
| Islamkot            | 31865      | 7074       | 4.5            |
| Dharindhara         | 27622      | 3519       | 7.8            |
| Tar dos             | 25356      | 3827       | 6.6            |
| Chelhar             | 25021      | 5324       | 4.7            |
| Chachro Town        | 23336      | 4371       | 5.3            |
| Rawatsar            | 22782      | 3304       | 6.9            |
| Charnor             | 21556      | 3220       | 6.7            |
| Deh Manjheti        | 21110      | 4289       | 4.9            |
| Dhabo               | 19833      | 4138       | 4.8            |
| Kantio              | 19645      | 3500       | 5.6            |
| Ahmad jo Tar        | 18791      | 2652       | 7.1            |
| Parno               | 18336      | 2477       | 7.4            |
| Siar                | 17840      | 2427       | 7.4            |
| Diplo               | 17497      | 3803       | 4.6            |
| Rajoro              | 16904      | 2394       | 7.1            |
| Sonalba             | 16402      | 3289       | 5.0            |
| Rarli               | 16371      | 2734       | 6.0            |
| Deh Seengaro        | 15504      | 3203       | 4.8            |
| Virawah             | 15153      | 2925       | 5.2            |
| Khinsar             | 15149      | 2496       | 6.1            |
| Khudi               | 15061      | 2505       | 6.0            |
| Laplo               | 14882      | 1757       | 8.5            |
| Sajan ka Par        | 14749      | 1905       | 7.7            |
| Mithrao Chhutto     | 14134      | 2852       | 5.0            |
| Khario Ghulam Shah  | 13994      | 2567       | 5.5            |
| Dalhi               | 13585      | 1816       | 7.5            |
| Gul Muhammad Rahimo | 13251      | 1887       | 7.0            |
| Kaloi               | 13249      | 2888       | 4.6            |
| Sulaiman Hajam      | 13186      | 2622       | 5.0            |
| Joruo               | 13141      | 2670       | 4.9            |

### APPENDIX 1 LIST OF SETTLEMENTS IN DISTRICT THARPARKAR

| Name                | Population | Households | Household size |
|---------------------|------------|------------|----------------|
| Jasse Jo Par        | 12963      | 2042       | 6.3            |
| Deh Sobhiar         | 12876      | 2867       | 4.5            |
| Misri Shah          | 12706      | 2413       | 5.3            |
| Milkam              | 12688      | 1911       | 6.6            |
| Kurn                | 12486      | 2432       | 5.1            |
| Rohar Kelhan        | 12459      | 1802       | 6.9            |
| Virari              | 12440      | 1471       | 8.5            |
| Posarko             | 12243      | 2454       | 5.0            |
| Allaha Rakha jo Par | 12212      | 1708       | 7.1            |
| Deh Bapohar         | 11992      | 2426       | 4.9            |
| Nagar Parkar        | 11808      | 2423       | 4.9            |
| Dhandhoro           | 11719      | 2367       | 5.0            |
| Arbaliar            | 11562      | 1710       | 6.8            |
| Pilu                | 11509      | 2354       | 4.9            |
| Jhanjhi             | 11357      | 2271       | 5.0            |
| Kumhario            | 11298      | 2414       | 4.7            |
| Pirano jo Par       | 11191      | 1448       | 7.7            |
| Dhakalo - NC        | 11061      | 2166       | 5.1            |
| Hirar Deda          | 10894      | 2068       | 5.3            |
| Deh Kaunral         | 10867      | 2365       | 4.6            |
| Charhiar            | 10532      | 1276       | 8.3            |
| Balihari            | 10175      | 1982       | 5.1            |
| Gadro               | 10092      | 1594       | 6.3            |
| Vijato              | 9885       | 1871       | 5.3            |
| Deh Chhaho          | 9342       | 1939       | 4.8            |
| Dhori               | 9303       | 1240       | 7.5            |
| Girianchho          | 9155       | 1650       | 5.5            |
| Kerti               | 9110       | 1836       | 5.0            |
| Satidera            | 9096       | 1735       | 5.2            |
| Deh Nawan Kerto     | 9034       | 1790       | 5.0            |
| Chhachhi Moora      | 9021       | 2126       | 4.2            |
| Tigusar             | 8872       | 1738       | 5.1            |
| Hanjtal             | 8834       | 1557       | 5.7            |

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### LIST OF SETTLEMENTS IN DISTRICT THARPARKAR

| Name              | Population | Households | Household size |
|-------------------|------------|------------|----------------|
| Deh Dabhro        | 8568       | 1983       | 4.3            |
| Vijhiar           | 8534       | 1703       | 5.0            |
| Pabuhar           | 8514       | 1787       | 4.8            |
| Sedio             | 8360       | 1806       | 4.6            |
| Deh Sajai         | 8168       | 1771       | 4.6            |
| Mithrio Bhatti    | 8149       | 1705       | 4.8            |
| Babu Vero         | 8137       | 1440       | 5.7            |
| Dheburi           | 8117       | 1122       | 7.2            |
| Deh Jhun          | 8086       | 1699       | 4.8            |
| Deh Bhataro       | 8026       | 1595       | 5.0            |
| Samret            | 7962       | 1606       | 5.0            |
| Dhaokion          | 7898       | 1451       | 5.4            |
| Deh Mithrio Phatu | 7851       | 1624       | 4.8            |
| Kasbo             | 7636       | 1531       | 5.0            |
| Hamirabah         | 7627       | 1587       | 4.8            |
| Chhapanhar        | 7521       | 1614       | 4.7            |
| Karario           | 7502       | 1188       | 6.3            |
| Kheme jo Par      | 7476       | 993        | 7.5            |
| Deh Chahi Chapro  | 7109       | 1471       | 4.8            |
| Kahri             | 7028       | 1390       | 5.1            |
| Mitrio Junijo     | 7014       | 1341       | 5.2            |
| Goth Dhudharo     | 6934       | 1491       | 4.7            |
| Mundaro           | 6829       | 1305       | 5.2            |
| Rathi             | 6785       | 1384       | 4.9            |
| Ghoti             | 6778       | 1279       | 5.3            |
| Bhakao            | 6576       | 1385       | 4.7            |
| Lakhmiar          | 6510       | 1299       | 5.0            |
| Khetlari          | 6462       | 1344       | 4.8            |
| Deh Piluri        | 6412       | 1255       | 5.1            |
| Chotal            | 6363       | 1304       | 4.9            |
| Deh Melanhar      | 6340       | 1345       | 4.7            |
| Chacfhro          | 6165       | 1182       | 5.2            |
| Vaniath           | 6148       | 1140       | 5.4            |

### APPENDIX 1 LIST OF SETTLEMENTS IN DISTRICT THARPARKAR

| Name          | Population | Households | Household size |
|---------------|------------|------------|----------------|
| Behrao        | 5867       | 1028       | 5.7            |
| Shivelo       | 5853       | 1399       | 4.2            |
| Khanore       | 5725       | 1398       | 4.1            |
| Dhingario     | 5633       | 1344       | 4.2            |
| Murad Lashari | 5493       | 1271       | 4.3            |
| Ukraro        | 5426       | 1175       | 4.6            |
| Saran         | 5352       | 1204       | 4.4            |
| Sadorus       | 5219       | 1072       | 4.9            |
| Adhigam       | 4914       | 980        | 5.0            |
| Sabusan       | 4805       | 918        | 5.2            |
| Kharak        | 4801       | 1039       | 4.6            |
| Janjhiar      | 4798       | 947        | 5.1            |
| Phitapur      | 4768       | 828        | 5.8            |
| Sanduk        | 4756       | 1030       | 4.6            |
| Bhima Veri    | 4709       | 868        | 5.4            |
| Ranpur        | 4650       | 930        | 5.0            |
| Hirar         | 4580       | 739        | 6.2            |
| Godhiar       | 4531       | 881        | 5.1            |
| Rajhar        | 4473       | 980        | 4.6            |
| Deh Turkiar   | 4372       | 975        | 4.5            |
| Lunhehar      | 4339       | 860        | 5.0            |
| Harho         | 4325       | 966        | 4.5            |
| Ohramar       | 4321       | 868        | 5.0            |
| Nau Kot       | 4272       | 858        | 5.0            |
| Gundni        | 4200       | 859        | 4.9            |
| Khariyun      | 4172       | 794        | 5.3            |
| Parodharo     | 4141       | 813        | 5.1            |
| Liari         | 4111       | 975        | 4.2            |
| Mam Chero     | 4060       | 770        | 5.3            |
| Deh Wingi     | 4051       | 920        | 4.4            |
| Deh Paneli    | 3915       | 824        | 4.8            |
| Balhari       | 3763       | 916        | 4.1            |
| Ladho warah   | 3628       | 693        | 5.2            |

## APPENDIX 1

### LIST OF SETTLEMENTS IN DISTRICT THARPARKAR

| Name                | Population | Households | Household size |
|---------------------|------------|------------|----------------|
| Bolahari            | 3519       | 782        | 4.5            |
| Sadoi               | 3511       | 780        | 4.5            |
| Khararo             | 3448       | 687        | 5.0            |
| Dohar               | 3302       | 673        | 4.9            |
| Talo                | 3289       | 689        | 4.8            |
| Deh Singhario       | 3133       | 741        | 4.2            |
| Thohar Chaho        | 3085       | 713        | 4.3            |
| Uner                | 3046       | 574        | 5.3            |
| Dhingano            | 2928       | 541        | 5.4            |
| Netho               | 2692       | 479        | 5.6            |
| Deh Verhar          | 2443       | 618        | 4.0            |
| Nabisar             | 2438       | 504        | 4.8            |
| Surchand            | 2248       | 452        | 5.0            |
| Jinhan              | 2059       | 446        | 4.6            |
| Deh Somrasar        | 1940       | 426        | 4.6            |
| Tando Niazi Lashari | 1857       | 397        | 4.7            |
| Haido               | 986        | 219        | 4.5            |
| Mundhawai           | 778        | 144        | 5.4            |
| Karam Ali Shah      | 389        | 58         | 6.7            |

## APPENDIX 2 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 model<sup>6</sup>. Clusters have the advantage of generating agglomeration economies or economies of scale and, thereby, promoting private enterprise activities.

<sup>6</sup> 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.

## 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.





